
March 1, 2026

Brenda Bateman
Director
Department of Land Conservation and Development
635 Capitol Street, NE, Suite 150
Salem, OR 97301-2540
(Sent via Email)

RE: Ordinance No. 5170 – McMinnville Land Use Efficiencies, Sequential UGB Work Task 2

Dear Director Bateman,

Please find enclosed Ordinance No. 5170 adopting land use efficiencies to meet the residential and industrial land need describe in the City of McMinnville's Housing Capacity Analysis and Economic Opportunity Analysis for the planning period of 2021-2041, and the indexed public record associated with it. The City of McMinnville is electing not to meet the City's identified commercial land need at this time, and has elected not to pursue an urban growth boundary amendment.

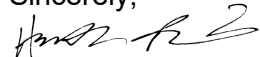
We are submitting these documents per ORS 197.296 as amended by a letter from the Department of Land Conservation and Development (DLCD) dated February 7, 2024, approving a Sequential UGB work plan. This submittal should satisfy Task #2 of that work plan. We are submitting them for your review per OAR 660-025-0150.

Ordinance No. 5170 was adopted by the McMinnville City Council on February 10, 2026 by the McMinnville City Council. The Notice of Decision was mailed on Tuesday, February 19, 2026, to all interested parties that participated in the public hearing process.

This project was funded in part by a Department of Land Conservation and Development Housing Assistance grant and we appreciate that support, as well as the support and guidance that we received from DLCD staff, especially Melissa Ahrens.

If you should have any questions regarding the submittal, please contact me at Heather.Richards@mcminnvilleoregon.gov, or 503-474-5107.

Sincerely,



Heather Richards, PCED
Community Development Director

Enc: Ordinance No. 5170 with Exhibits
Notice of Decision
List of Participants in the Public Hearing
Public Record with Index



City of McMinnville
Community Development
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311
www.mcminnvilleoregon.gov

March 1, 2026

RE: Notice of Decision for Ordinance No. 5170, Adopting the November 2023 “McMinnville Urbanization Report”, and Updating the McMinnville Comprehensive Plan, Volume 1, by adopting the November 2023 “McMinnville Housing Needs Analysis” and the November 2023 “McMinnville Economic Opportunities Analysis” (Docket G 1-20, and Docket G 3-20)

To whom it may concern:

On Tuesday, February 10, 2026, the McMinnville City Council voted to approve Ordinance No. 5170, adopting amendments to the November 2023 McMinnville Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan as land-use efficiency measures for the planning horizon of 2021 – 2041. The Ordinance, which is attached to this letter, is also available in the February 10, 2026 City Council meeting packet materials on the City website here:

[City Council Work Session \(6:00 PM\) and City Council Regular Meeting \(7:00 PM\) | McMinnville Oregon](#)

The signed Ordinance will also be posted to the City website here:

<https://www.mcminnvilleoregon.gov/ordinances>

You can also request copies of the documents from the Planning Division at the Community Development Center, 231 NE Fifth Street, McMinnville, OR 97128, 503-434-7311, planning@mcminnvilleoregon.gov, or stop by the Community Development Center at the above address to view the documents Monday – Thursday, 7:30 AM – 5:30 PM.

You are receiving this notice as you participated in the public hearing process, and provided the city with your name and address for the record.

The notice of the City Council’s decision was sent to the Director of the Department of Land Conservation and Development on the same date as this letter (March 1, 2026).

Parties that wish to object to the City Council’s decision must submit their objections in writing to DLCD at their Salem office within 21 days from the date of this notice of the decision (by March 22, 2026). For objection(s) to be valid, the objector must clearly identify the alleged deficiency(ies) sufficiently to identify the relevant section of the final decision and the statute, goal, or administrative rule the submittal is alleged to have violated, suggest specific revisions that would resolve the objection(s), and demonstrate that the objecting party participated at the local level orally or in writing during the local process leading to the final decision. Objections that do not meet these requirements will not be

considered by DLCD or LCDC. Objectors must also provide a copy of the objection to the City of McMinnville

Submit the objection in hard copy or via email to:

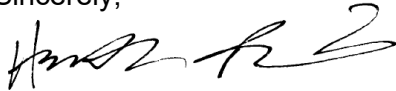
Attention: Periodic Review Specialist
Department of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301
Email: DLCD.PR-UGB@state.or.us

An objection must contain three elements. Address each of these in your objection:

1. Show how you participated in the UGB amendment either by speaking at a public meeting or by sending written comments about the proposal;
2. Explain your objection to the adopted amendment. Be as specific as possible, including what goal, rule, or statute has been violated and why; and
3. Recommend a specific change that would resolve your objection.

If you should have any questions regarding the submittal, please contact me at Heather.Richards@mcminnvilleoregon.gov, or 503-474-5107.

Sincerely,



Heather Richards, PCED
Community Development Director

Enc: Ordinance No. 5170 with Attachments:

Cc: *Sent via email*

Mark Davis, (mark@startlivingthetruth.com)
Rob Hallyburton, Friends of Yamhill County (rob.a.hallyburton@gmail.com)
Mary Kyle McCurdy, 1000 Friends of Oregon (mkm@friends.org)

ORDINANCE NO. 5170

An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

RECITALS:

WHEREAS, the City of McMinnville developed an updated Housing Needs Analysis (November 2023 Housing Needs Analysis) and Economic Opportunities Analysis (September 2024 Economic Opportunity Analysis) in 2020 for a planning horizon of 2021 – 2041, adopting them on February 27, 2024, per Ordinance No. 5141; and

WHEREAS, the needs analysis identified land deficits for the planning horizon of 2021-2041 in the manner of 202 gross buildable acres of residential land, 29 gross buildable acres of industrial land, 159 gross buildable acres of commercial land; and

WHEREAS, per ORS 197.626(3) and OAR 660-025-0185(1) and (2), the City elected to use the Sequential Urban Growth Boundary Amendment Process to evaluate land use efficiency measures by and propose an urban growth boundary amendment, if deemed necessary, by March 1, 2026; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to meet the City's residential and industrial land needs identified in the November 2023 Housing Needs Analysis, and September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to address some of the commercial land needs identified in the September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, the City Council is electing not to meet its full commercial land need identified in the September 2024 Economic Opportunity Analysis, and therefore is not pursuing an urban growth boundary amendment; and

WHEREAS, the City utilized a Project Advisory Committee comprised of community stakeholders to advise city staff and the consultants on the development of the land use efficiency measures; and

WHEREAS, the Planning Commission hosted a public hearing on December 18, 2025, closed the hearing and voted unanimously to recommend approval of these land use efficiency measures to the McMinnville City Council; and

WHEREAS, the City Council received the Planning Commission recommendation and staff report and deliberated; and

WHEREAS, the City Council, being fully informed about said recommendation, found that the proposed land-use efficiency measures identified in Dockets G 3-25, G 4-25 and G 5-25, attached as Exhibits A, B and C, the City can meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary; and

WHEREAS, these amendments requiring submittal to the Department of Land Conservation and Development by March 1, 2026, they must be adopted prior to that deadline. This ordinance, as considered on February 10, 2026, for second reading and vote, incorporates an emergency clause, also reflected in the title, and shall be effective upon passage.

NOW, THEREFORE, THE CITY OF MCMINNVILLE ORDAINS, as follows:

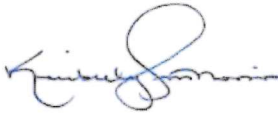
1. The Council adopts Docket G 3 – 25, a November 4 EConorthwest Memorandum, entitled “*Residential Land Use Efficiency Measures for McMinnville*”, as an addendum to the *November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan, attached Exhibit A; and
2. The Council adopts Docket G 4 – 25, a November 6 EConorthwest Memorandum, entitled “*Commercial and Industrial Land Use Efficiency Measures for McMinnville*”, as an addendum to the *September 2024 Economic Opportunity Analysis (EOA)*, which is a supplemental document of the Comprehensive Plan, attached as Exhibit B; and
3. The Council amends the McMinnville Growth Management and Urbanization Plan, *Framework Plan*, McMinnville Comprehensive Plan, Volume III, Docket G 5 – 25, attached as Exhibit C; and
4. The Council adopts the Decision Document for Dockets G 3-25, G 4-25, and G 5-25, attached as Exhibit D; and

5. An emergency is hereby declared to exist, and this Ordinance will take effect immediately upon passage by the City Council.

Passed by the McMinnville City Council this 10th day of February, 2026 by the following votes:

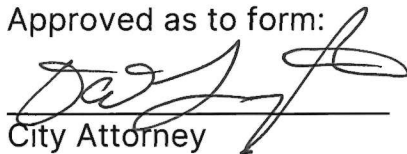
Ayes: Geary, Cunningham, Tucholsky, Peralta

Nays: Chenoweth



MAYOR

Approved as to form:



City Attorney

Attest:

Claudia Cisneros

City Recorder

EXHIBITS:

- A. November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*.
- B. November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*.
- C. McMinnville Growth Management and Urbanization Plan, *Framework Plan*, December 2025
- D. Decision Document for Dockets G 3-25, G 4-25, and G 5-25



DATE: November 4, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Residential Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Housing Needs Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Housing Needs Analysis (HNA)* identified a deficit of land for 1,101 dwelling units requiring 202 gross acres of buildable land to accommodate housing growth for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's residential land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's residential land use efficiency measures that will meet the City's deficit of land for housing. This memorandum is organized in the following sections:

- ◆ **Summary of Land Use Efficiency Measures** provides a short summary of measures proposed to address the City's deficit of land for 1,101 dwelling units.
- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on residential land capacity.
- ◆ **Revisions to Findings about Housing Needs** shows the changes to findings about housing needs in McMinnville for the 2021-2041 period, based on the additional residential development capacity resulting from the land use efficiency measures.
- ◆ **Appendix A: Summary of Residential Land Needs from the McMinnville Housing Needs Analysis** provides key information from the *HNA* about the forecast of housing growth, the buildable lands inventory, and residential land sufficiency.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Housing Needs Analysis (November 2023)* approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024.



Summary of Land Use Efficiency Measures

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	



As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ◆ McMinnville will need 4,284 dwelling units of housing on buildable land (see Exhibit 3) based on the *HNA*.
- ◆ McMinnville has capacity for 3,183 dwelling units based on the *HNA* (see Exhibit 5) and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ◆ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185



Land Use Efficiency Measures

The following section describes the Land Use Efficiency Measures McMinnville is implementing to meet the need for 1,101 dwelling unit deficit on 202 gross acres of land. It provides information to describe the summary of land use efficiency measures shown in Exhibit 1. The categories of land use efficiency measures that McMinnville is taking are:

- ◆ Changes in how land within the Urban Holding Comprehensive Plan designation will be used.
- ◆ Up-zoning of land within the city limits.
- ◆ Changes to use of land on Linfield University's Campus.

Change in the Assignment of Land in the Urban Holding Comprehensive Plan Designation

The City of McMinnville has a Urban Holding (UH) Comprehensive Plan Map designation for its UGB expansion areas that are mixed-use. An adopted Framework Plan describes how that UH comprehensive plan map designation will be planned to meet identified land needs in the most recently adopted needs analysis. Since completion of the *HNA* in 2023, the City has made revisions to its expectation for development of land for parks, public and institutional uses, and school uses in the Framework Plan and thus the Urban Holding comprehensive plan map designated area of the UGB expansion areas. These changes have been (or will be) made official through amendments to the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan.

- ◆ **Revision to Park Land Need.** McMinnville revised its estimates for future park land need by amending the MGMUP Framework Plan. Ordinance Number 5157, adopted January 28, 2025, decreased the amount of land assumed for park use in the Urban Holding comprehensive plan map designated area by 127 acres. The City is planning for this land in the Urban Holding comprehensive plan map designated area to be developed with housing uses.
- ◆ **Revision to Public and Institutional Land Need.** McMinnville revised its estimates for future public land need by amending the MGMUP through Ordinance Number 5148, September 24, 2024) to decrease public land need by 44 acres in the Urban Holding comprehensive plan map designated areas. The City is planning for this land in the Urban Holding comprehensive plan map designated areas to be developed with housing uses.
- ◆ **Revision to Need for Land for the McMinnville School District.** Discussions between the City and the McMinnville School District have resulted in a decrease in land being planned for school use in the Urban Holding comprehensive plan map designated



area. The result is that the City is planning that 33 acres of land originally set aside for schools in the Urban Holding comprehensive plan map designated area will be developed for housing uses, rather than school uses. The McMinnville School District still retains a 42 acre future high school site in the UGB expansion area as well as plans for development of an elementary school on 10 acres of land in the Urban Holding comprehensive plan map designated area. The City is adopting the amendment to the MGMUP Framework Plan to make this change concurrent with adopting the rest of the land use efficiency measures.

As a result, the MGMUP Framework Plan will identify an additional 204 acres of land will develop with housing in the Urban Holding comprehensive plan map designated areas in the city's UGB expansion areas.

The next step for the City will be to develop area plans for the UH comprehensive plan map designated areas in the Framework Plan to refine where the different mixed-use land needs will go in this area. The City has already adopted an area plan for the Fox Ridge Road Area in 2024, and is currently underway with an area planning process for the Southwest Area Plan that will incorporate these changes as it is the largest identified area plan in the Framework Plan.



Adopted Changes in Zoning

The City of McMinnville has changed zoning on some tax lots since 2023 and completion of the buildable lands inventory in the *HNA*. The land use efficiency measures in Exhibit 1 document the increase in zoned capacity on tax lots where zoning was changed, as follows.

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

In the *HNA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future housing (or commercial) development per a letter provided by Linfield University on January 16, 2020. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum.

In that letter, the University says that land on the south edge of the campus is not planned for campus use and is anticipated to be sold, leased, or a combination, allowing for private development during the planning horizon. The University says that the City may add the land to the City's buildable lands inventory. The University says that they do not expect changes to the existing zoning for this land.

Of the 72.99 acres in Linfield South Edge, two tax lots are zoned to allow residential use. The larger tax lot (R4429AC00103) is 44.85 acres in size, of which 20.48 acres is zoned R-4 and 24.37 acres is zoned C-3. The other tax lot (R4428BB00200) is 0.56 acres in size and zoned R-2. Appendix B presents the letter from Linfield University about their request to allow residential uses on these tax lots.

Exhibit 1 shows the assumption that these tax lots (21.0 acres) will accommodate 130 dwelling units based on their current zoning and the densities shown in Exhibit 5.



Revisions to the Findings About Housing Needs

The following are the findings about McMinnville's residential land need.

- ♦ The *HNA* found that the City had capacity for 3,183 dwelling units, with a deficit of 1,101 dwelling units for housing or 202 acres at a density of 5.46 dwelling units per acre.
- ♦ After accounting for the land use efficiency measures described in this memorandum, the City added capacity for an additional 1,286 dwelling units. Combined with the existing capacity of 3,183 dwelling units, the City has capacity for 4,469 dwelling units. This is more than the forecast of needed units (4,284 units), giving the City a small surplus of capacity for housing for the 2021-2041 period (185-unit surplus).

The City finds that the requirements of Goal 10 have been addressed based on the analysis in the McMinnville Housing Needs Analysis and the analysis of land use efficiency measures in this memorandum.



Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*

This appendix presents a summary of key information from the *McMinnville Housing Needs Analysis* (November 2023) about the forecast of housing growth, buildable lands, needed densities, and land sufficiency. This section is only a summary of the *HNA* results, with more details presented in *McMinnville Housing Needs Analysis* (November 2023). This appendix presents the analysis from the *HNA*, without making any changes to that analysis.

Forecast of Housing Growth

Exhibit 3 shows that the *McMinnville Housing Needs Analysis* (November 2023) forecast growth of a total of 4,284 dwelling units for the 2021-2041 planning period.

Exhibit 3. Forecast of Demand for New Dwelling Units Requiring Vacant and Partially Vacant Lands, McMinnville UGB, 2021–2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
Calculations by ECOnorthwest.

A portion of Exhibit 91 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Variable	20-Year (2021 to 2041)
DUs Requiring Vacant / Partially Vacant Unconstrained Land	
Single-family detached	2,524
Single-family attached	559
Multifamily	1,202
Total DUs Requiring Vacant or Partially Vacant Land	4,284



Buildable Land Inventory Results

Exhibit 4 shows that McMinnville has 763 gross acres within its UGB for residential uses on vacant and partially vacant (unconstrained) land in 2023. The summary of buildable residential land in Exhibit 4 excludes land in the Urban Holding plan designation that was expected to be used for public and semi-public uses, as described in the footnote below¹

Exhibit 4. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
City of McMinnville, Yamhill Co., ECOnorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.
Exhibit 11 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zone/Plan Designation	Buildable Acres for Residential Uses
City Limits, by Zone	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
UGB, by County Zone or Plan Des.	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
Total Land for Housing	763

¹ Exhibit 4 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 4 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses.



Exhibit 5 shows the capacity of buildable land in the McMinnville UGB based on the needed densities by zone, as identified in the *McMinnville Housing Needs Analysis* (November 2023). Exhibit 5 shows that McMinnville has 708 acres of unconstrained buildable lands, with capacity for 3,183 dwelling units.²

Exhibit 5. Capacity for Housing on Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2), McMinnville UGB, 2018

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.
 *The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning" Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zoning Districts	Total Unconstrained Buildable Acres <i>(Water Zone 1 & 2)</i>	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
TOTAL	708	4.49	3,183

² Exhibit 5 excludes about 54 acres of buildable in small lots in rural zoning, as documented in Exhibit 100 of the *McMinnville Housing Needs Analysis* (November 2023).



Residential Land Sufficiency

Exhibit 6 shows a comparison of buildable lands capacity (Exhibit 5) with the forecast for new housing in McMinnville (Exhibit 3). The *McMinnville Housing Needs Analysis* (November 2023) showed that McMinnville had a deficit of 1,101 dwelling units or 202 acres of land at 5.46 dwelling units per gross acre.

Exhibit 6. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the period 2021 to 2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest
Buildable Lands Inventory; Calculations by ECONorthwest. Note 1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

A portion of Exhibit 101 in the *City of McMinnville Housing Needs Analysis* (November 2023)

	Planning Period
	20-Year (2021 to 2041)
2021 Capacity (DUs)	
Water Zone 1	2,608
Water Zone 2	575
Total	3,183
Post-2021 Demand (DUs on buildable land)	4,284
Surplus/Deficit at Horizon Year (Dus)	(1,101)
<i>Capacity Based on Land in Water Zone:</i>	<i>1&2</i>
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	(218)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	(202)
Difference, gross acres	(16)



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus.





900 SE Baker Street
McMinnville, OR 97128-6894
T 503.883.2200

LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

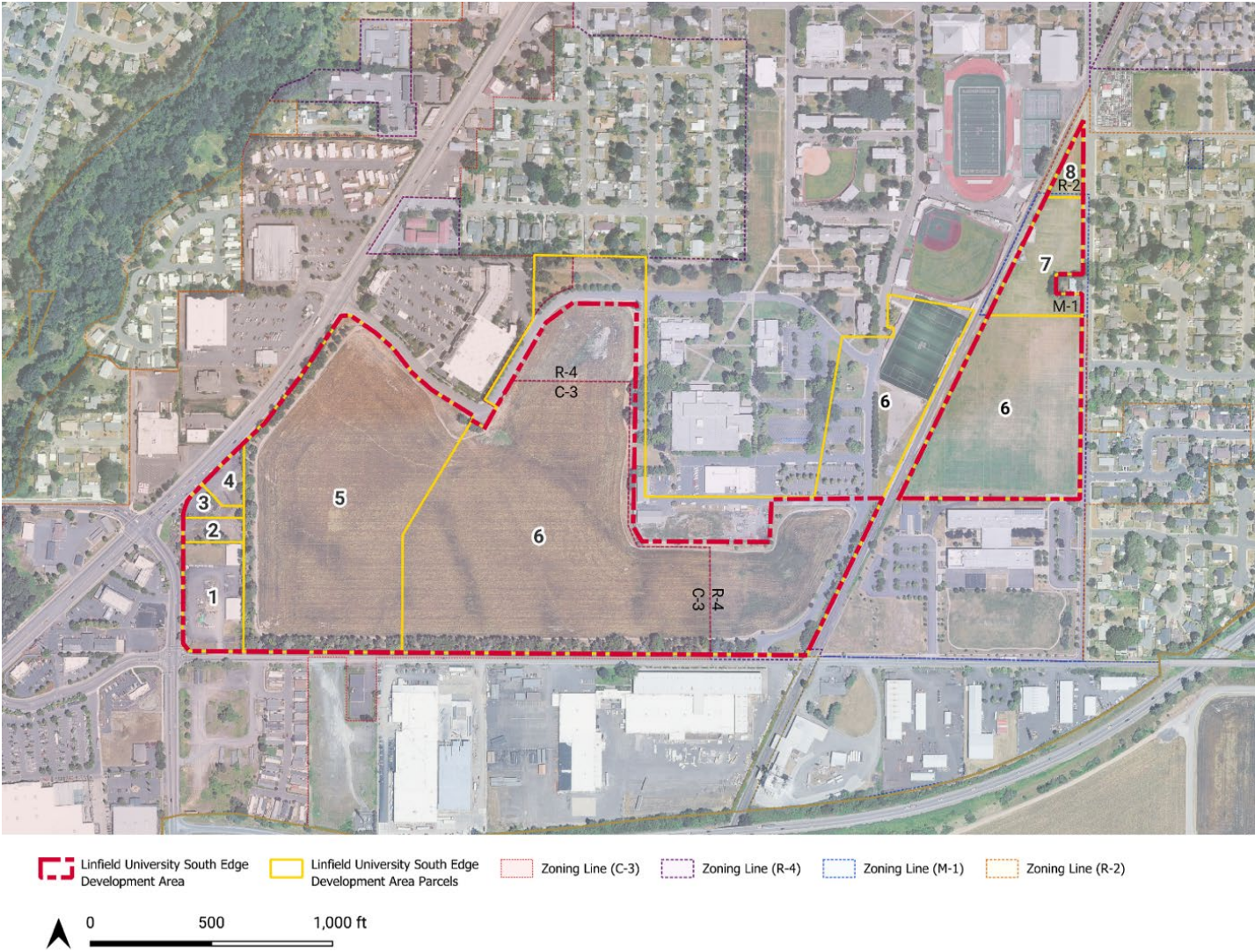
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University

DATE: November 6, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Commercial and Industrial Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Economic Opportunities Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Economic Opportunities Analysis* (EOA) identified a deficit of land of 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's industrial and commercial land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's commercial and industrial land use efficiency measures that will meet the City's deficit of land for employment. This memorandum is organized in the following sections:

- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on industrial and commercial land capacity.
- ◆ **Revisions to Findings about Industrial and Commercial Land Needs** shows the changes to findings about industrial and commercial land needs in McMinnville for the 2021-2041 period based on the additional development employment capacity resulting from the land use efficiency measures.
- ◆ **Appendix A:** presents the August 2025 Airport Master Plan, Airport Layout Plan, Sheet 4 of 21.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Economic Opportunities Analysis* (November 2023) approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024, and amended on September 24, 2024 by Ordinance Number 5148.

Land Use Efficiency Measures

The following section describes McMinnville's Land Use Efficiency Measures to meet the need for 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

Industrial land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ◆ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.



Commercial land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.



Revisions to the Findings about Industrial and Commercial Land Needs

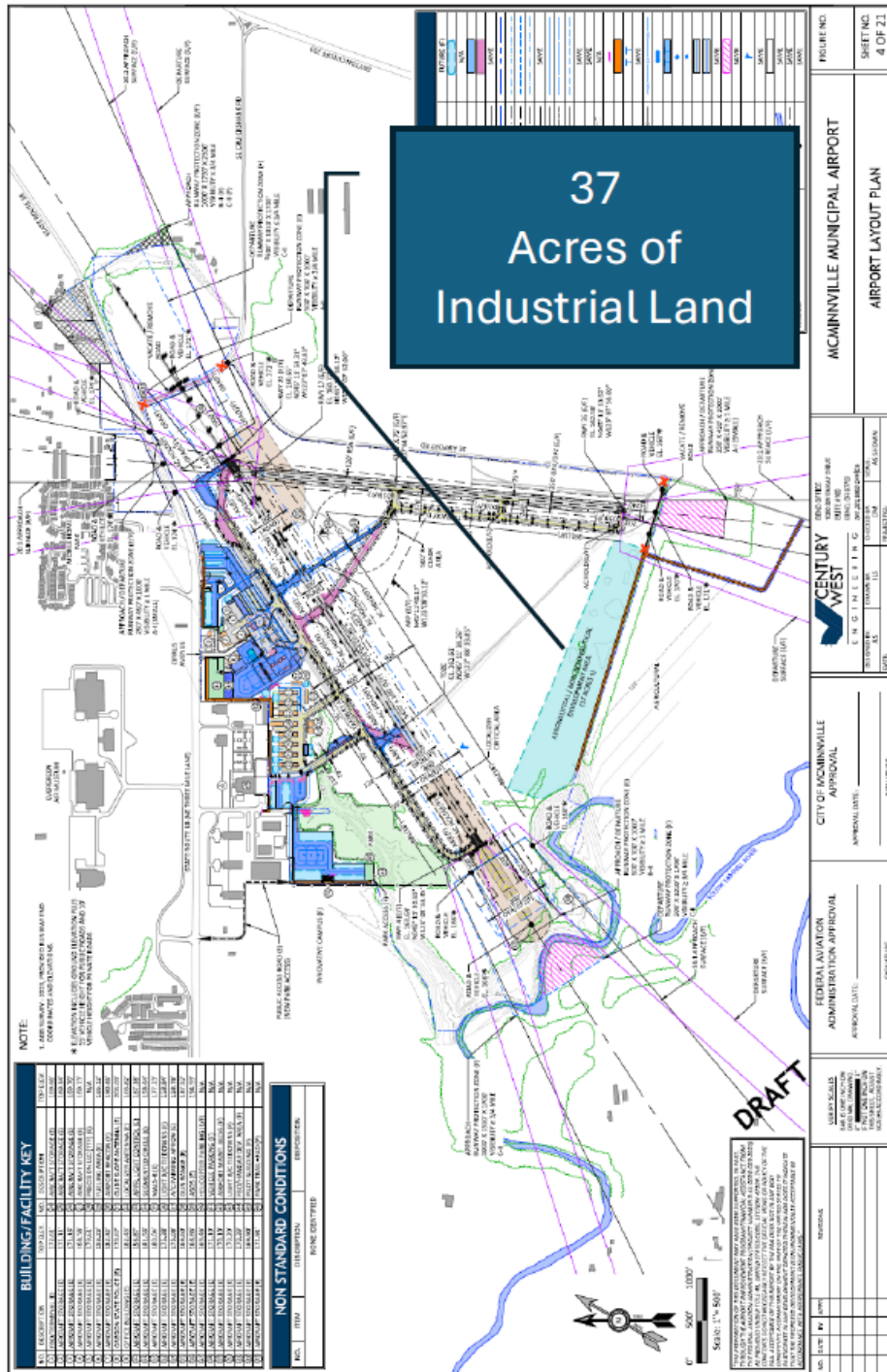
The following are the findings about McMinnville's industrial and commercial land need.

- ♦ The *EOA* found that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land, resulting in a 29-acre deficit of industrial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will address this deficit, leaving a small surplus of industrial land for the 20-year period.
- ♦ The *EOA* found that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land, resulting in a 159-acre deficit of commercial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will reduce this deficit by 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.6 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99..

The City finds that the requirements of Goal 9 have been addressed based on the analysis in the *EOA* and the analysis of land use efficiency measures in this memorandum.



Appendix A: McMinnville Municipal Airport Master Plan, August 2025, Sheet 4 of 21 – Airport Layout Plan.



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus. This letter replaces the letter from Linfield University dated January 16, 2020 that is located in Appendix E of the EOA.





900 SE Baker Street
McMinnville, OR 97128-6894
T 503.883.2200

LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

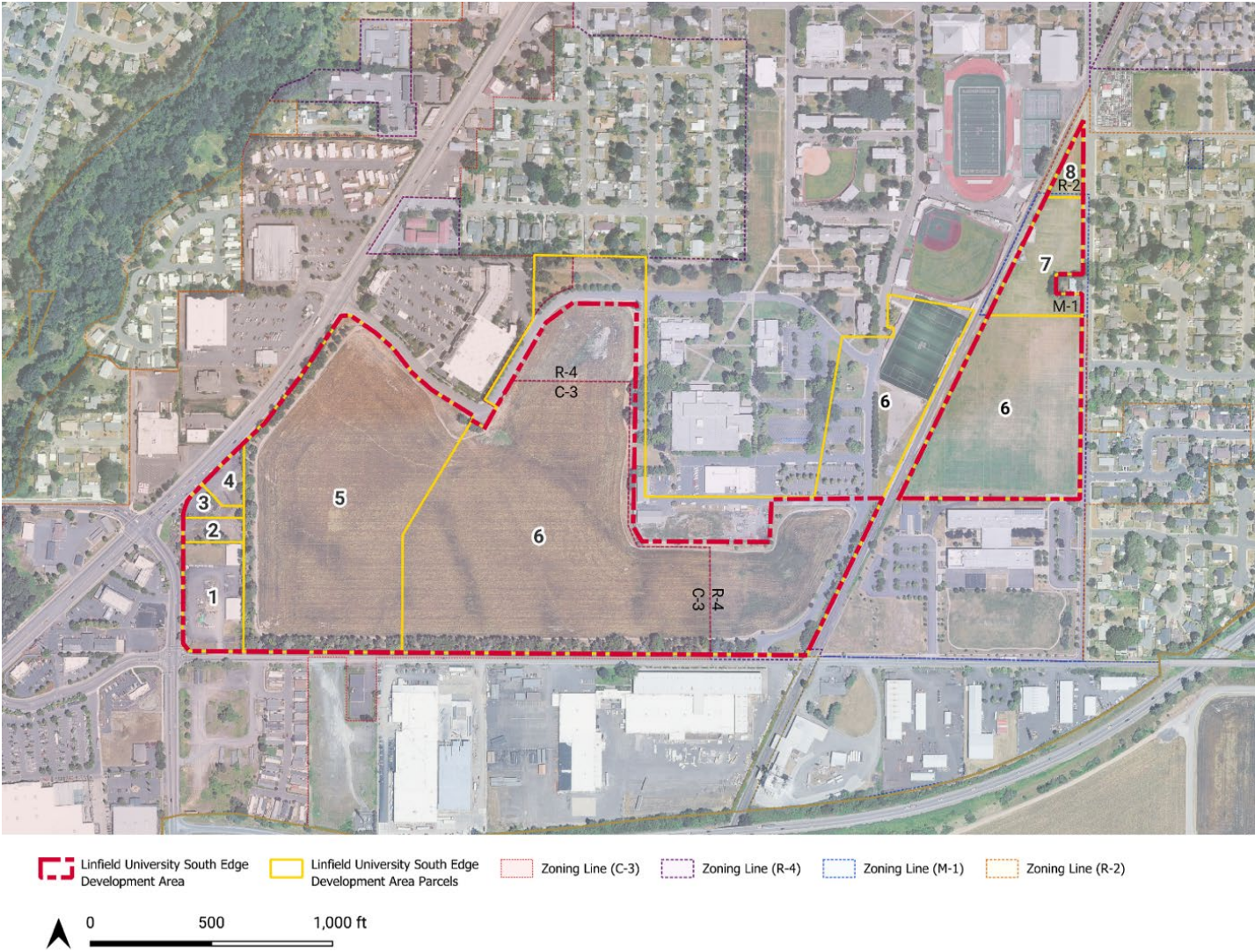
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University



City of McMinnville
**FRAMEWORK PLAN AND
AREA PLANNING**
December, 2025

INTRODUCTION:

Note: This Framework Plan supersedes the Framework Plan that was adopted as Appendix G of the McMinnville Growth Management and Urbanization Plan in December, 2020 (Ordinance No. 5098), acknowledged by the state in April, 2021, and subsequently amended by Ordinance No. 5157 on January 25, 2025.

The Framework Plan identifies how land that is within the City of McMinnville's Urban Growth Boundary but not within the city limits should be planned to meet the City of McMinnville's land needs as identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The McMinnville Growth Management and Urbanization Plan (MGMUP) includes areas where the UGB will be expanded to accommodate future growth of the City of McMinnville. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. In order to allow for the transition from rural to urban land uses in a manner that is consistent with the MGMUP, and more specifically, with the City's overall land supply needs as identified in the City of McMinnville's most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis, the City will implement a three-step planning process for those lands that are included in the UGB expansion areas.

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

- Framework Plan
- Area Plan
- Master Plan

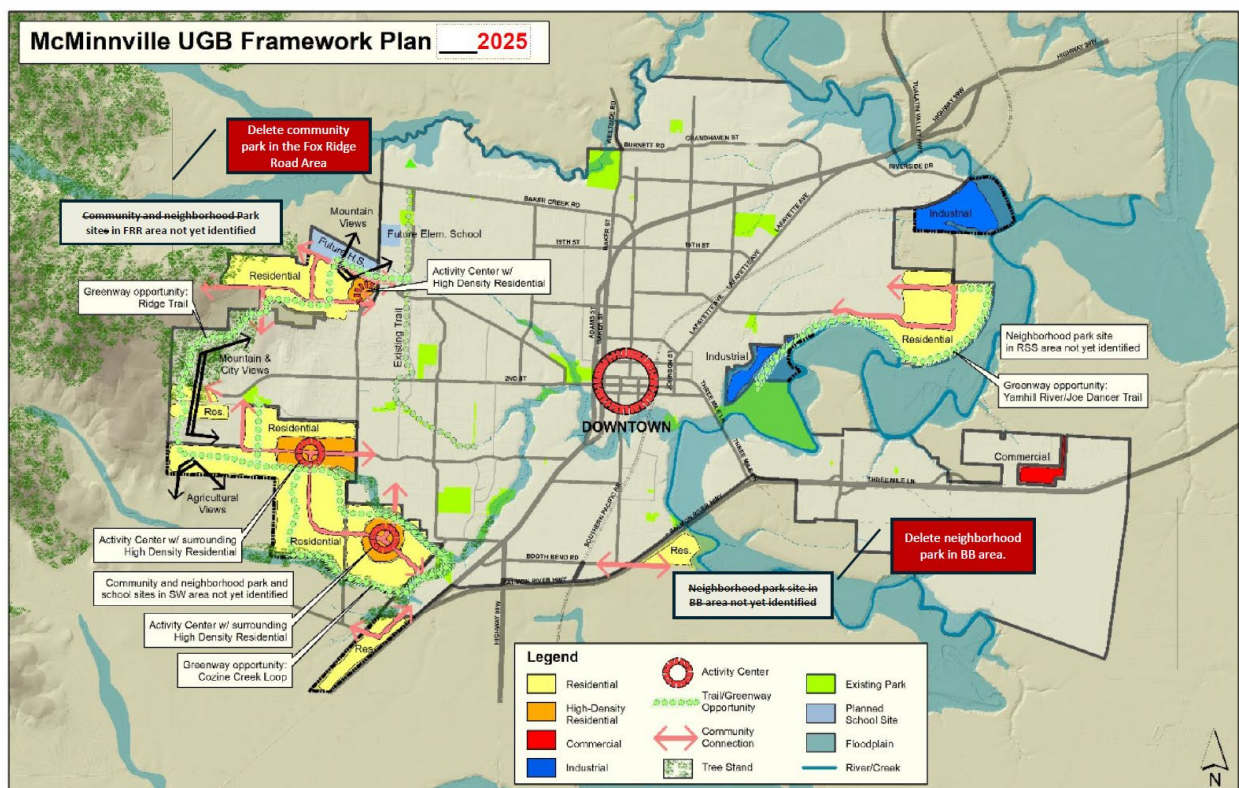
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP and consistent with the land development and urban design concepts that the McMinnville community has embraced. The planning process will also provide future opportunities for the City to demonstrate how it will achieve the overall need for the variety of housing types and land uses as described in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes a description and summary of the Area Planning and Master Planning processes, as well as guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the most recently adopted needs analysis. The guidance identifies how land needs may be distributed between and within UGB expansion areas and is intended to be conceptual and further refined through the Area and Master Planning process.

Framework Plan

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

Figure 1 – MGMUP Framework Plan (Amended 2025 by Ordinance No. 5157)

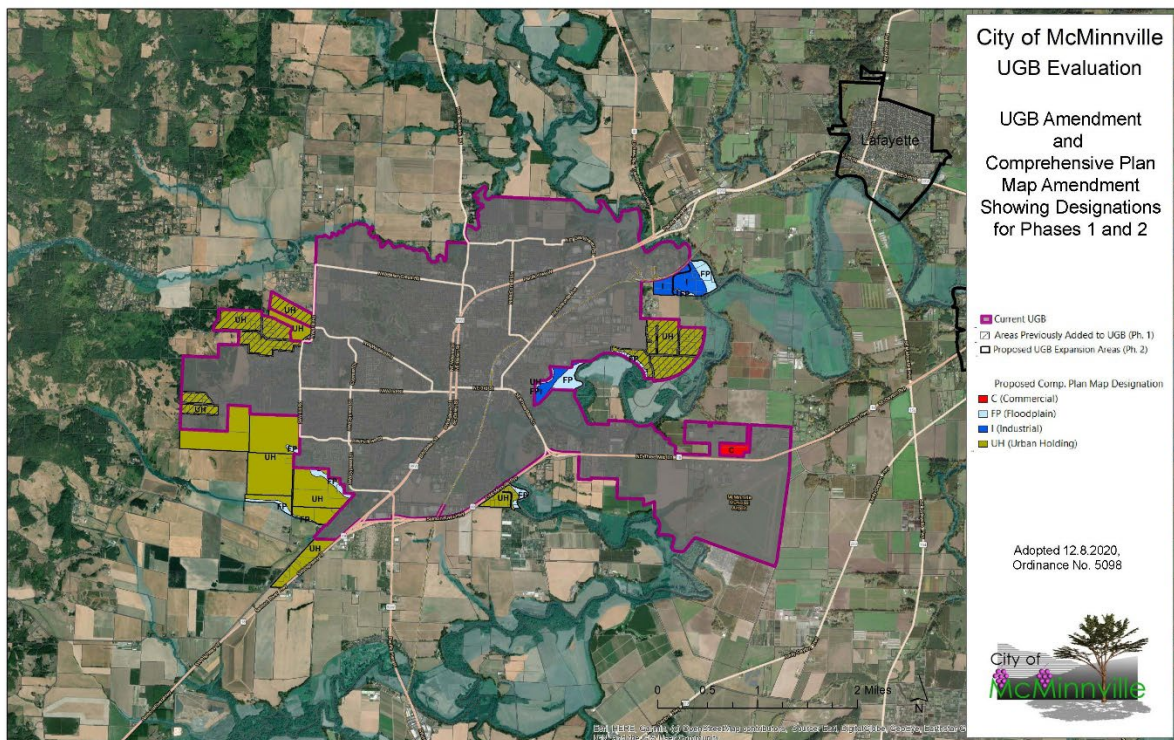


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

If, at the time of this more detailed Area or Master Planning, there is a desire to modify the development concepts shown in the Framework Plan, an analysis must be completed that demonstrates how the land needs, housing densities, and commercial uses depicted in the Framework Plan for a particular area can be accommodated elsewhere, and still do so in a way that is consistent with the MGMUP and its intended development pattern and principles.

The MGMUP also includes an updated Comprehensive Plan Map for the City of McMinnville, which provides comprehensive plan designations for all lands included in UGB expansion areas. Land brought into the UGB is initially assigned an Urban Holding (UH) Comprehensive Plan designation, unless it is specifically identified for only Industrial or Commercial land uses (this applies only in specific areas that were included in the UGB based on their suitability for only industrial or commercial use).

Figure 2 – MGMUP Comprehensive Plan Map



Area Planning and Master Planning

Area Planning:

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP.

Area Plans must embody the development principles of the MGMUP and other City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans will be developed to be consistent with the guidelines and characteristics of the Traditional Neighborhood model described in Chapter VII of the MGMUP. This will include the potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP and also support surrounding residential development, as described in Chapter VII of the MGMUP. In addition, Area Plans will be consistent with the City's adopted Great Neighborhood Principles.

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

Area Planning Process:

An Area Plan must be adopted for any land within the UH comprehensive plan designation prior to annexation, rezoning, or development. Area Planning will be initiated and completed by the City, and adopted by the City Council as a guiding land use document. The adoption of the Area Plan is not a land use decision process, and does not result in any changes to comprehensive plan designations or zoning.

If the City has not yet adopted an Area Plan for lands within UGB expansion areas that are designated as UH lands, property owners may initiate the Area Planning process. The initiation of the Area Planning process will require the submittal of a land use application for the adoption of an Area Plan. The Area Planning process may be initiated by property owners for land areas of 100 acres or more.

Master Planning:

Following the adoption of an Area Plan, individual property owners or developers must complete a Master Planning process to allow for annexation and development to occur in UGB expansion areas. The Master Planning process will require a more detailed analysis of the land in question and the proposed uses to ensure consistency with the planned and desired growth of the city. The uses included in a Master Plan must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.

Master Planning Process:

Prior to the City Council's approval of an annexation agreement to allow land within the UGB to be annexed into the city limits, property owners must complete a Concept Master Plan to identify how the land will be developed in accordance with the Framework Plan and applicable Area Plan.

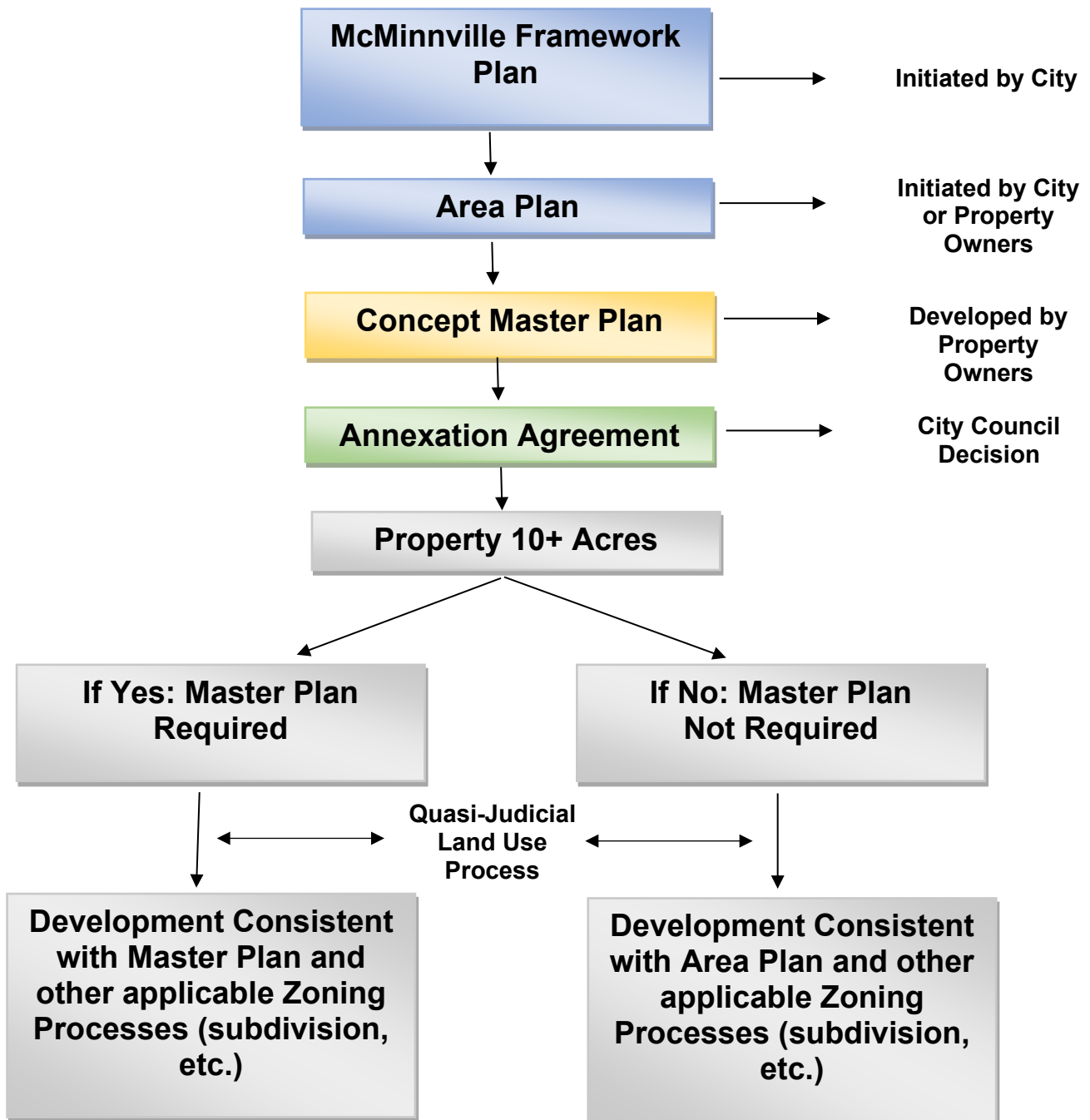
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land use review process will provide an opportunity for public involvement and community support for the Master Plan's urban development concepts. The Master Planning process will also result in comprehensive plan and zoning amendments that convert lands from the UH comprehensive plan designation to urban comprehensive plan map designations and urban zoning districts.

A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

Lands less than 10 acres in size may be annexed and developed without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. Urban comprehensive plan map designations and urban zoning districts shall be requested for the lands prior to development, and the designations and zoning districts must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question. The development of the land must also:

- Be consistent with the uses identified in the Area Plan applicable to the land in question;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the applicable Area Plan, the McMinnville TSP, and other local street spacing and connectivity requirements; and
- Be consistent with all other required policies and standards of the City's land use planning approval processes.

UGB Expansion Area Planning Process



Area Plan Guidance and Considerations

Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

Summary of Needed Land Types to be Accommodated in Area Plans:

As stated above, the land uses identified in an Area Plan must be consistent with the needed land types identified in the most recent acknowledged Housing Needs Analysis and Economic Opportunity Analysis.

Table 1 below identifies the needed land type in the Urban Holding comprehensive plan map designations for the McMinnville Urban Growth Boundary.

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.

SUMMARY OF LAND NEEDS:

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

- Residential Land: 596.90 acres
 - 36.7 acres for R-5 High Density zoning
 - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
 - 18.70 acres for Neighborhood Parks
 - 20.00 acres for Community Parks
 - 87.90 acres for Greenways/Greenspaces/Natural Areas
 - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 84.90 acres

Area Plan Prioritization:

The Area Planning process will be more critical in certain UGB expansion areas. Therefore, the City will prioritize the completion of Area Plans in expansion areas that are larger, require more coordinated development of public infrastructure and services, and are more likely to develop or redevelop in the near term. The potential prioritization of the completion of Area Plans may be as follows:

- 1) Fox Ridge Road
- 2) Southwest Area
 - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also include Redmond Hill Road)
 - b. Southwest 06 and Old Sheridan Road
- 3) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 4) Riverside South
- 5) Booth Bend Road
- 6) Riverside North

Potential Assignment of Land Need:

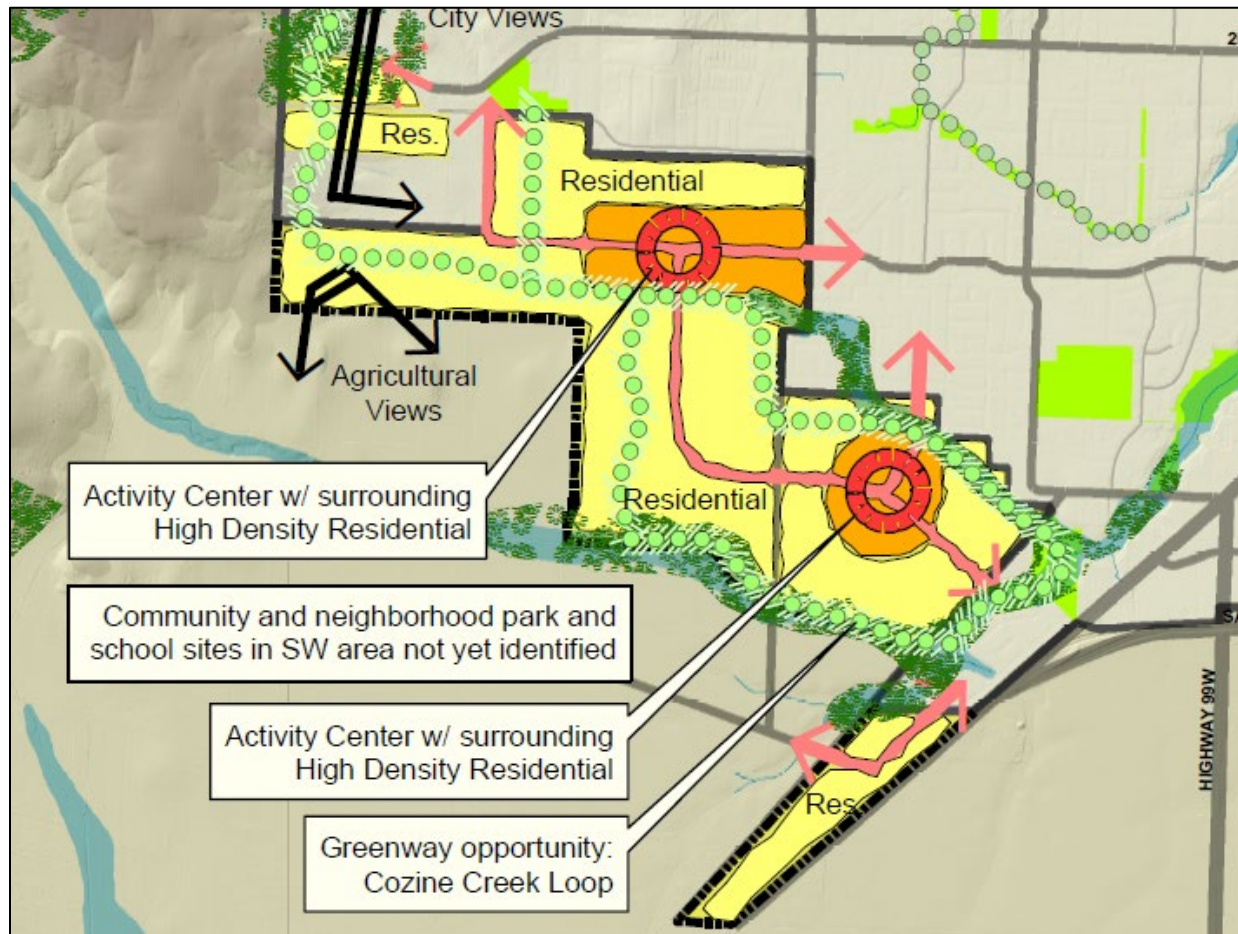
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

Specific land needs and opportunities to consider in the development of each of these Area Plans are provided below.

Southwest Area Plan:

The Southwest area includes some of the larger and more contiguous areas of vacant land to be included in the McMinnville UGB. The area requires coordinated planning of infrastructure to ensure the provision of services to areas in the western portion of the UGB expansion area. This area is also adjacent to existing built-out areas of the existing UGB, so coordination of street networks and neighborhood continuity will be important to consider in the development of an Area Plan. For these reasons, it is suggested that one Area Plan be completed for all of the UGB expansion areas in the Southwest area. There could be a potential to complete smaller Area Plans, potentially using Hill Road as the separation point with the areas west of Hill Road included in one Area Plan (West Hills South, Southwest 2, and West of Old Sheridan Road) and the areas east of Hill Road (Southwest 06 and Old Sheridan Road) included in another Area Plan.

Southwest Area as shown in MGMUP Framework Plan:



The overall Southwest Area will primarily provide land for housing. However, to incorporate elements of the Traditional Neighborhood and to accommodate commercial land need identified in the MGMUP, the southwest area should include two (2) Neighborhood Activity Centers (NACs), one in the northwest portion along a westerly extension of Fellows Street and one in the southeastern portion along a new major street that could provide a connection between Hill Road and Old Sheridan Road. Each NAC may be approximately 40 to 80 acres in size, with approximately 5-10 acres of neighborhood serving commercial, and approximately 5 to 10 acres of office space. Each NAC should also include approximately 15 acres of high-density residential development (R-5 zone). There should be about 2.0 acres of public plazas/parks in each NAC, and the remaining land in the NAC should be medium and lower density housing as appropriate to achieve the overall targeted density of 5.7 dwelling units per acre. Additional areas may be suitable for high-density residential development (R-5 zone), where potentially adjacent to future identified park locations, or along appropriate street corridors that may support future transit service.

To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 PROS Plan, the Southwest Area should incorporate one - two neighborhood parks of a minimum of 5 acres in size. The neighborhood parks should be placed to ensure that future residents have access to a park within a 10-minute (or ½ mile) walk of their home, as described in the City of McMinnville June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area should also incorporate one community park to accommodate the

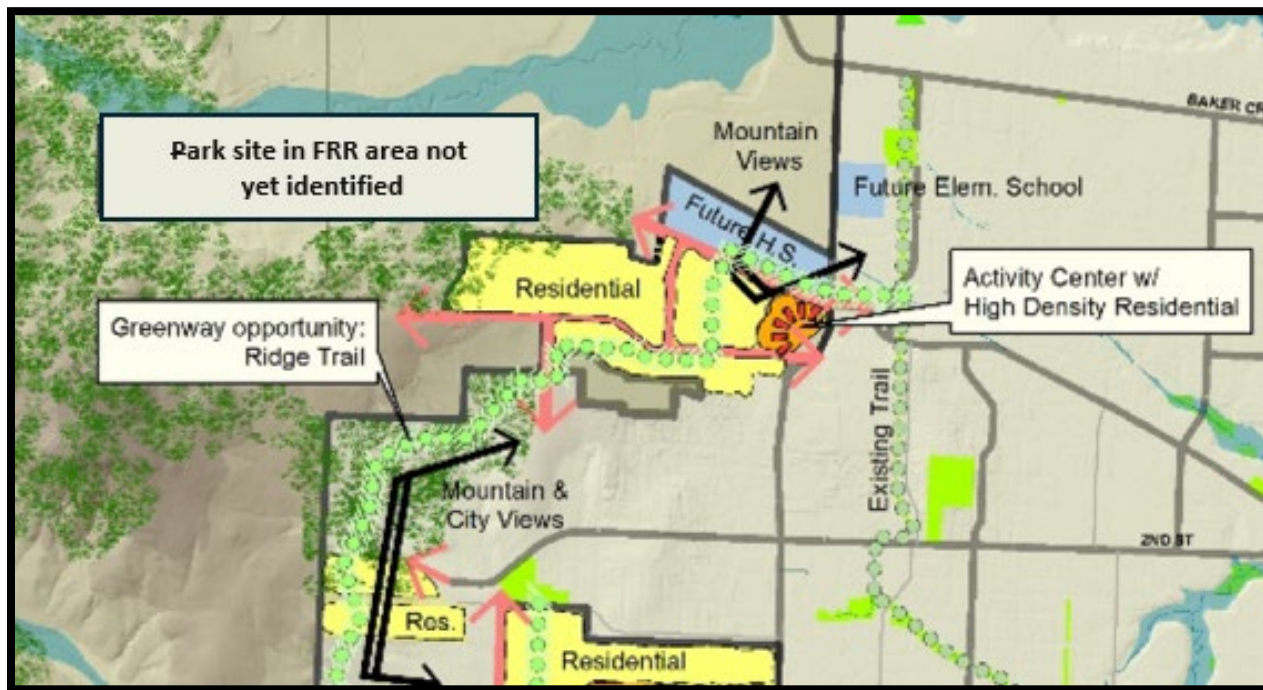
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) whose exact locations are yet to be determined. There may also be an opportunity for greenway or trail connectivity to the north through the Redmond Hill Road and West Hills areas, potentially in the form of a ridgeline greenway/greenspace at higher elevations that could also preserve existing tree stands that currently provide wildlife habitat.

A future school site should also be identified within the Southwest Area Plan. As an area that will accommodate a significant amount of the planned residential growth in the expanded UGB, one additional school site may be necessary in this area. Further coordination should occur with the McMinnville School District on the identification of future school sites, but the Southwest area could accommodate the approximately 10 acres of additional school land need identified in the MGMUP.

Fox Ridge Road Area Plan:

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

Fox Ridge Road Area as shown in MGMUP Framework Plan (Amended 2025):



The Fox Ridge Road Area Plan will primarily be housing. However, the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high-density residential development (R-5), and approximately 2 - 5 acres of medium-density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower-density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

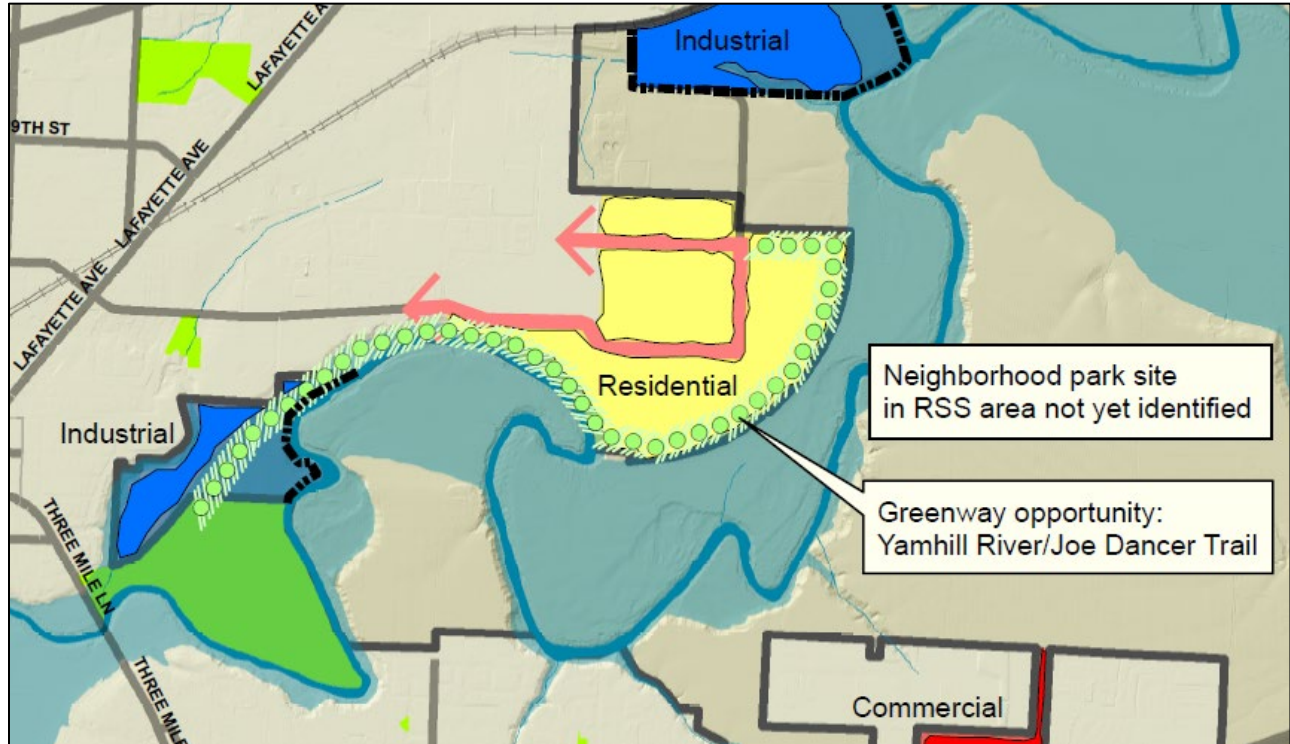
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that are accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource park. Natural green spaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

Riverside South Area Plan:

The Riverside South Area Plan should include the entire area east of the existing UGB.

Riverside South as shown in MGMUP Framework Plan:



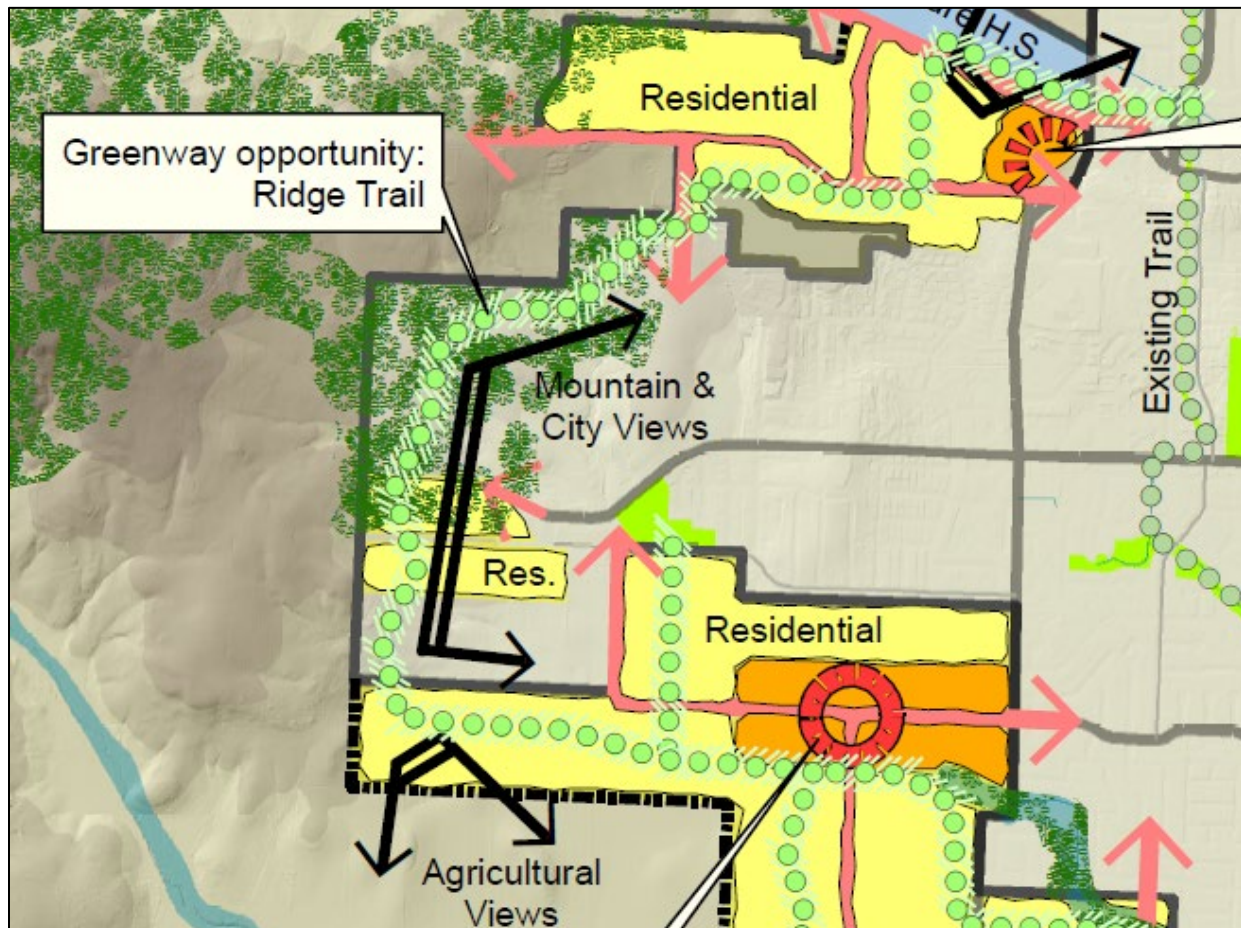
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, a neighborhood park of a minimum of 5 acres should be included in the Riverside South Area Plan. This neighborhood park should serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.

There may also be an opportunity for a greenway/greenspace trail along the southern and eastern boundaries of the Riverside South Area, along the Yamhill River floodplain. Connectivity will be important for the Riverside South Area due to its current isolation. New street networks should be established, building off of the main existing street in Riverside Drive, to provide a neighborhood grid street pattern and enhance connectivity within the area. Bike and pedestrian connectivity should also be considered to provide opportunities for connections to the existing UGB, potentially through a trail corridor that connects the Riverside South area to Joe Dancer Park.

Redmond Hill Road Area Plan:

The Redmond Hill Road Area Plan should include the entire Redmond Hill Road area west of, and surrounded by, the existing UGB. This area could be considered and included in the Southwest Area Plan, if determined to be timely and appropriate through more detailed Area Planning processes.

Redmond Hill Road as shown in MGMUP Framework Plan:



The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.

Booth Bend Road Area Plan:

The Booth Bend Road Area Plan should include the entire area east of, and across, Highway 18 from the existing UGB.

Booth Bend Road as shown in MGMUP Framework Plan (Amended 2025):



The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Connectivity to other areas of the existing UGB will be important in the Booth Bend Road Area Plan, with all connectivity being provided currently by the Booth Bend Road bridge that crosses Highway 18. Bike and pedestrian connectivity should be considered to provide safer connectivity from the Booth Bend Road Area to the existing UGB and amenities in close proximity to the area.



EXHIBIT D:
Ordinance No. 5170

CITY OF MCMINNVILLE
PLANNING DIVISION
231 NE FIFTH STREET
MCMINNVILLE, OR 97128
503-434-7311
www.mcminnvilleoregon.gov

DECISION, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS UPDATING THE MCMINNVILLE COMPREHENSIVE PLAN, FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE SEPTEMBER 2024 CITY OF MCMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS, THE NOVEMBER 2023 CITY OF MCMINNVILLE HOUSING NEEDS ANALYSIS, AND THE MCMINNVILLE FRAMEWORK PLAN TO SUPPORT LAND-USE EFFICIENCY MEASURES TO ADDRESS THE IDENTIFIED RESIDENTIAL AND EMPLOYMENT LAND NEED IDENTIFIED FOR THE PLANNING PERIOD OF 2021-2041.

DOCKETS: G 3 – 25; G 4 – 25 and G 5 – 25

REQUEST: The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I (Housing Needs Analysis and Economic Opportunity Analysis), and Volume III (McMinnville Growth Management and Urbanization Plan, Framework Plan) to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

LOCATION: N/A. The proposal is a legislative comprehensive plan amendment.

ZONING: N/A. The proposal is a legislative comprehensive plan amendment.

APPLICANT: City of McMinnville

STAFF: Heather Richards, Community Development Director

HEARINGS BODY: McMinnville Planning Commission

DATE & TIME: December 18, 2025, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 831 2090 5124, Passcode 288880

DECISION-MAKING BODY: McMinnville City Council

DATE & TIME: January 27, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 883 1691 6015

DATE & TIME: February 10, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 883 1691 6015

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 McMinnville Comprehensive Plan must be consistent with Oregon State Regulations (ORS) governing Oregon land use goals, the Goals

and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

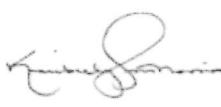
APPEAL:

The City Council's decision on this legislative amendment will be submitted to the Department of Land Conservation and Development for consideration pursuant to the post-acknowledgment plan amendment process in ORS 197.610 et seq. 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.

DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the proposed amendments to Volume I, and III of the McMinnville Comprehensive Plan to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

////////////////////////////////////
DECISION: APPROVAL
 //////////////////////////////////////


 City Council: _____
 Kim Morris, Mayor of McMinnville

February 10, 2026
 Date: _____


 Planning Commission: _____
 Sidonie Winfield, Chair of the McMinnville Planning Commission

2.11.26
 Date: _____


 Planning Department: _____
 Heather Richards, Community Development Director

2.11.26
 Date: _____

I. Application Summary:

The City's Comprehensive Plan is divided into three volumes per the following:

Volume I – Background Information: (Both the narrative of and supporting documentation for the goals and policies developed by the community. It is a reference resource that can be used to interpret the intent of the goal and policy statements.)

Volume II – Goals and Policies: (These goals and policies are the culmination of the research, inventories and projections of Volume I and reflect the directives expressed through the citizen involvement process in adopting the plan. All future land use decisions must conform to the applicable goals and policies of this volume.

Volume III – Implementing Ordinances: (Measures to carry out the goals and policies of the plan, including the comprehensive plan and zoning map, annexation, zoning and land division ordinances, and the planned development overlays placed on areas of special significance.

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A. Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	Assumes R-4 zoning, at 6.28 du/acre 2 Assumes R- 2 Zoning at 4.43 du/ac
R-4	20.5	128	
R-2	0.6	2	
Adopted Changes in Zoning	9.7	43	All land was re-zoned to R-4
Re-zones within the city since 2024	9.7	43	
Total increase in dwelling unit capacity	234.8	1,286	

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to

the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

Land Use Efficiency Measures – Commercial Land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

II. GENERAL FINDINGS

The City Council finds, that based on the findings of fact and the conclusionary findings contained in the November 4 EOnorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 EOnorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", and this findings report, that the proposed addendums to the November 2023 Housing Needs Analysis and the September 2024 Economic Opportunities Analysis, and the MGMUP Framework Plan are consistent with all of the applicable state and local regulations.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

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³ These are tax lots R4429AC00104 and R4429AC00103.

Generally, these findings summarize the more detailed analysis found in the November 4 EConorthwest memorandum for “Residential land Use Efficiency Measures for McMinnville”, the November 6 EConorthwest memorandum for “Commercial and Industrial Land Use Efficiency Measures for McMinnville”, and the MGMUP Framework Plan.

This findings document provides conclusionary findings regarding consistency with applicable provisions of state and local law. Supporting these is a factual basis upon which the conclusory findings rest.

III. FINDINGS OF FACT

The fact base includes the data referenced in the PROS Plan and its appendices, as well as the information provided in the record.

1. Oregon Administrative Rule 660-008-0045 directed the City of McMinnville to submit a Housing Capacity Analysis to the Department of Land Conservation and Development by December 31, 2023.
2. Knowing that they would not be able to complete the effort by December 31, 2023, the City of McMinnville adopted Resolution No. 2023-63, requesting to enter into a Sequential UGB Work Plan with the Department of Land Conservation and Development per ORS 197.626(3). This was approved on February 7, 2024, extending the City’s deadline to submit the Housing Capacity Analysis to February 29, 2024 as Work Task 1 of the Sequential UGB Work Plan, and then to engage in land-use efficiency measures and an alternative UGB analysis with a submittal to DLCD by March 1, 2026 (Work Task 2 of the Sequential UGB Work Plan).
3. On February 27, 2024, the City of McMinnville adopted a Housing Capacity Analysis (Housing Needs Analysis) (Ordinance No. 5141).
4. The City elected to develop an Economic Opportunities Analysis at the same time and adopted the Economic Opportunities Analysis on February 27, 2024 per Ordinance No. 5141.
5. The City of McMinnville contracted with EConorthwest and JET Planning to lead the City through a land-use efficiencies evaluation.
6. City staff and the consultant team hosted four public joint work sessions with the Planning Commission and the City Council on the land-use efficiency measures.
7. On November 12, 2025, the City notified the Department of Land Conservation and Development of their intent to the Land-Use Efficiencies attributed to this effort., with a first evidentiary public hearing scheduled for December 18, 2025. (DLCD File #: 005-25, 006-25 and 007-25).
8. On December 8 and December 12, 2025, the City published a public hearing notice in the News Register.
9. On December 18, 2025, the McMinnville Planning Commission opened the public hearing, heard public testimony and closed the public hearing.
10. On December 18, 2025, the McMinnville Planning Commission deliberated and voted to recommend adoption of the proposed amendments to the City Council.
11. On January 27, 2026, staff presented the Planning Commission’s recommendation to the McMinnville City Council.

12. On January 27, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by having the first reading of Ordinance No. 5170.
13. On February 10, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by adopting Ordinance No. 5170.

IV. COMMENTS RECEIVED

Friends of Yamhill County / 1000 Friends of Oregon, December 17, 2025

Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

V. CONCLUSIONARY FINDINGS:

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

Alignment with Oregon's Statewide Planning Goals and Administrative Rules:

Per the findings identified in the November 4 ECONorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 ECONorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", The City Council finds that these comprehensive plan amendments are compliant with Oregon Land Use Goal #1 (Citizen Involvement), Goal #2 (Land Use Planning), Goal #9 (Economic Development), and Goal #10 (Housing) by creating the land-use efficiencies to meet the forecasted need of land for both residential and industrial land as calculated for the planning horizon of 2021 – 2041, within the existing urban growth boundary.



City Council Meeting Agenda
Tuesday, February 10, 2026
6:00 p.m. – Work Session Meeting
7:00 p.m. – City Council Regular Meeting

Welcome! This meeting will be a hybrid (in-person & Zoom) Meeting. However, if you are not feeling well, please stay home and take care of yourself.

The public is strongly encouraged to relay concerns and comments to the Council in one of five ways:

- **Pre-register** using the online form here:

<https://www.mcminnvilleoregon.gov/citycouncil/webform/public-comment-card> (Registration **OPENS** at **5:00 p.m.** on the day the agenda is posted, one week before the meeting and **CLOSES** at **12:00 p.m.** the day **BEFORE** the meeting // (Any form submitted outside this window will not be addressed);

- **Written comments** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting and mailed to (McMinnville City Hall, c/o City Recorder Team, 230 NE Second Street, McMinnville, OR, 97128);
- **Digital comments (email)** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting to CityRecorderTeam@mcminnvilleoregon.gov;
- Fill out a **physical public comment card** found at McMinnville City Hall; any time up to **12:00 p.m. the day BEFORE** the meeting, but **not before 5:00 p.m.** on the day the agenda is posted for the following week;
- Attend **in person** and fill out a public comment card.

You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331, Frontier 29 or webstream here:

mcm11.org/live

CITY COUNCIL WORK SESSION & CITY COUNCIL REGULAR MEETING:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/86484998065?pwd=1exFJxN2LnsKGfR7kMiSIB5jH8zib2.1>

Or you can call in and listen via Zoom: 1-253- 215- 8782

Webinar ID: 864 8499 8065

6:00 PM – WORK SESSION MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER
2. PARKS AND RECREATION SYSTEM DEVELOPMENT CHARGE (SDC) METHODOLOGY
3. ADJOURNMENT OF WORK SESSION

7:00 PM – REGULAR COUNCIL MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER & ROLL CALL
2. PLEDGE OF ALLEGIANCE

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –

The Mayor will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at some future date. The Mayor may limit comments to 4 minutes per person for a total of 32 minutes. The Mayor will read the names of comments emailed to City Recorded and then call on anyone who has signed up to provide public comment.

4. PRESENTATION

- a. FISCAL YEAR 2024-25 ANNUAL COMPREHENSIVE FINANCIAL REPORT

5. ADVICE/ INFORMATION ITEMS

- a. Reports from Councilors on Committee & Board Assignments
- b. Department Head Reports
- c. DEI Advisory Committee Discussion

6. CONSENT AGENDA

- a. Consider the Draft Minutes of the November 12, 2025 Special Called City Council Work Session and Special Called City Council Meeting
- b. Consider the Draft Minutes of the November 19, 2025 Regular City Council Work Session Meeting.

7. RESOLUTIONS

- a. Consider **Resolution No. 2026-06**: A Resolution adopting a policy for media attendance at executive sessions.
- b. Consider **Resolution No. 2026-07**: A Resolution Authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin.
- c. Consider **Resolution No. 2026-09**: A Resolution authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey.

8. ORDINANCES

- a. Consider the second reading of **Ordinance No. 5170**: An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

9. ADJOURNMENT OF REGULAR MEETING



STAFF REPORT

DATE: February 10, 2026
TO: Adam Garvin, Interim City Manager
SUBMITTED BY: Heather Richards, Community Development Director
WRITTEN BY: Heather Richards, Community Development Director
SUBJECT: Ordinance 5170: Land Use Efficiency Measures

1. An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.

Report in Brief:

This is an action to consider Ordinance No. 5170, an ordinance adopting amendments to the McMinnville Comprehensive Plan by adopting addendums to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan to document land-use efficiency measures to meet residential and employment land need for the planning horizon of 2021 – 2041, with a forecasted population of 47,498 people. (Dockets G 3-25, G 4-25 and G 5-25).

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.

- Docket G 4 – 25: Adopt an ***addendum (November 6 ECONorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (EOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

With these land-use efficiency measures the City is able to meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary.

With that need met, the City is electing not to pursue an urban growth boundary amendment to meet the remainder of its commercial land need at this time.

This should satisfy Work Task 2 of McMinnville’s Sequential UGB Work Plan with the Department of Land Conservation and Development.

The Planning Commission hosted a public hearing on December 18, 2025, and voted unanimously to recommend approval of these land-use efficiency measures.

Background:

Oregon growth planning consists of three (3) basic tasks:

1. “Conduct Needs/Opportunities Analysis” – Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. “Land Use Efficiencies” – Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. “Amend Urban Growth Boundary (UGB), if needed” – If following the land use efficiencies work there still is need for additional land within the urban growth

boundary to accommodate the future housing, employment, and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Typically, this work is conducted and submitted to the state for acknowledgment all as one package. However, per state statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026.

This was approved, with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary). (Please see attached approved McMinnville Sequential UGB Work Plan).

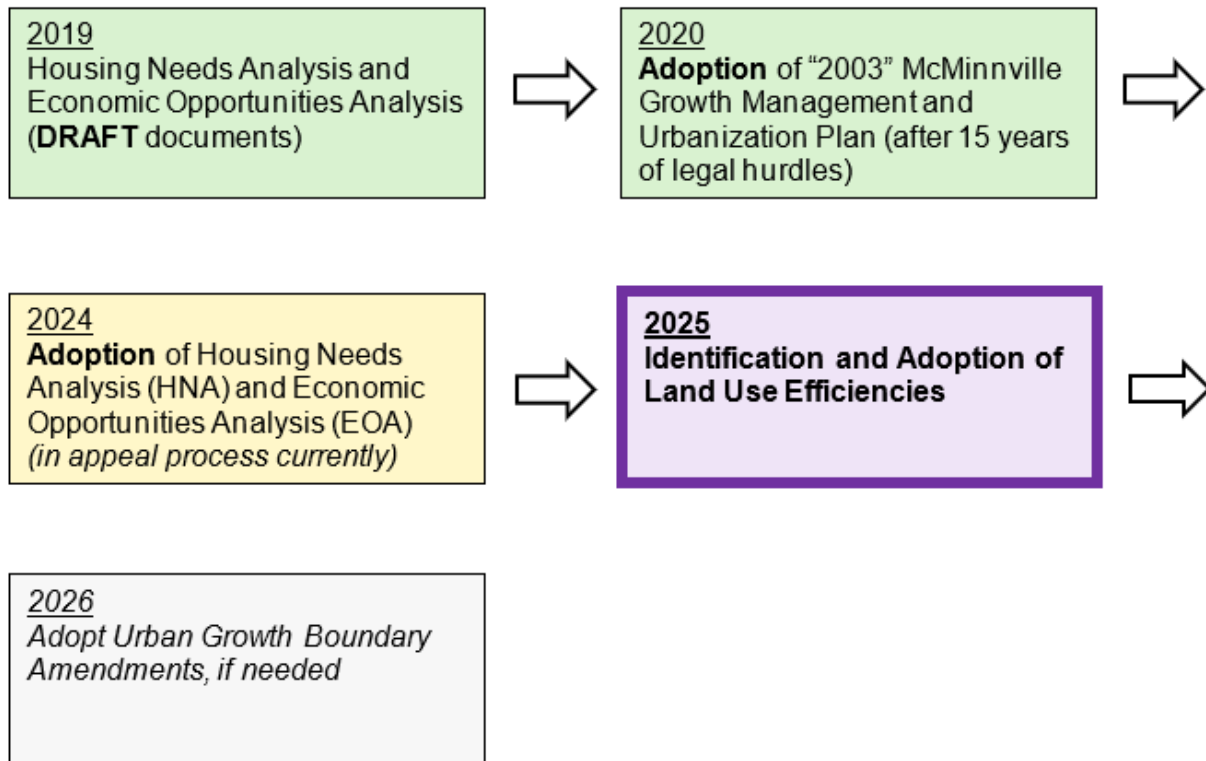
The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item, which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), which voted to uphold the DLCD Director's Decision.
- The City is still waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

Growth Planning Process Flowchart



Land Use Efficiency Measures:

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville’s Housing Needs Analysis November 2023 (HNA), as well as the unmet commercial and industrial land need identified in McMinnville’s Economic Opportunity Analysis, September 2024 (EOA), for the planning horizon of 2021 – 2041.

Below is a table demonstrating the need established by the HNA and EOA and the results of meeting that need after the land-use efficiencies were calculated. Both the residential and industrial land need is met with land-use efficiency measures. The commercial land needs are only partially met. Staff recommends not moving forward with a UGB amendment at this time to meet the commercial land need.

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	Needs Met in UGB
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	Needs Met in UGB
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

Discussion:

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

Land Use Efficiency Measures – Commercial Land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development, per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum, requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing not to meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that it updates the Housing Capacity Analysis, which is due in 2032, in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.

Comments Received

The City received comments from:

- 1000 Friends of Oregon, Friends of Yamhill County, 12.17.25

Attachments:

1. Draft Planning Commission Minutes, December 18, 2025
2. Letter from Friends of Yamhill County / 1000 Friends of Oregon, December 18, 2025
3. Ordinance No. 5170
4. Exhibit A to Ordinance No. 5170: November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*
5. Exhibit B to Ordinance No. 5170: November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*
6. Exhibit C to Ordinance No. 5170: McMinnville Growth Management and Urbanization Plan, *Framework Plan, December 2025*
7. Exhibit D to Ordinance No. 5170: Decision Document for Dockets G 3-25, G 4-25, and G 5-25

Fiscal Impact:

This effort was funded in part by a Housing Technical Assistance grant from the Department of Land Conservation and Development. The grant paid for consultant services.

Alternatives:

Per Section 17.72.130(B) of the McMinnville Municipal Code:

Legislative hearings: Within 45 days following the public hearing on a comprehensive plan text amendment or other legislative matter, unless a continuance is announced, the Planning Commission shall render a decision which shall recommend either that the amendment be approved, denied, or modified:

1. *Upon reaching a decision the Planning Commission shall transmit to the City Council a copy of the proposed amendment, the minutes of the public hearing, the decision of the Planning Commission, and any other materials deemed necessary for a decision by the City Council;*
2. *Upon receipt of the decision of the Planning Commission, the City Council shall:*
 - a. *Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or*
 - b. *Adopt an ordinance effecting the proposed change in an amended form, or*
 - c. *Refuse to adopt the amendment through a vote to deny, or*
 - d. *Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).*

1. Alternative 1 [Staff Recommendation]: ADOPT ORDINANCE NO. 5170

2. Alternative 2: ADOPT ORDINANCE NO. 5170 in an amended form

3. Alternative 3: CALL FOR A PUBLIC HEARING, date-specific to a future City Council meeting.

4. Alternative 4: REFUSE TO ADOPT THE ORDINANCE

5. Alternative 5: The Council may consider any other alternative not presented by staff.



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

MINUTES

December 18, 2025
Planning Commission
Regular Meeting

6:30 pm
Hybrid Meeting
McMinnville, Oregon

Members Present: Sidonie Winfield, Rachel Flores, Sylla McClellan, Matt Jones (zoom), Brian Randall, Abigail Neilan, and Elena Mudrak

Members Absent: Brian Everest and Meg Murray

Staff Present: Heather Richards – Community Development Director, David Berniker – Planning Manager, Tom Schauer – Senior Planner, Geoff Hunsaker (part) – Public Works Director, and John Paskell (part, zoom) – Airport Manager, Melissa Ryan (legal counsel) - Bateman Seidel, and Ken Pirie – Walker Macy

1. Call to Order

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

2. Swearing In of New Planning Commissioner Abigail Neilan

Chair Winfield swore in new Planning Commissioner Abigail Neilan.

3. Citizen Comments

None.

4. Minutes – November 6, 2025

Commissioner Mudrak moved to approve the November 6, 2025, minutes. The motion was seconded by Commissioner McClellan and passed 6-0-1 with Commissioner Neilan abstaining.

5. Public Hearings

A. Legislative Hearing: McMinnville Landing Planned Development (G 1-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards presented the staff report.

Jody Christensen, Project Manager, shared the feedback received from property owners to create what the process for this project would look like. They wanted to make sure the community provided input every step of the way which they had accomplished. This was a legacy project and would be transformative. It had been an honor to work on the project.

Community Development Director Richards discussed the vision of the Innovation Campus, adopted Three Mile Lane Area Plan, the site, Planned Development Overlay, action tonight, history of planning efforts on this site, acknowledgements, document table of contents, planning process, community engagement, public testimony received, land use concept, rendering and pedestrian orientated retail zone, transportation analysis and needed improvements, how further traffic impact analysis would be required when the developer submitted development projects, onsite infrastructure cost estimate, design and development standards, code outline, zoning districts and uses, building presence, McMinnville Water & Light comments on a public utility easement and setbacks, large format uses with a maximum of two anchor stores, concept designs, and implementation.

There were questions about the open spaces being constructed in a timely manner, working with the airport for access to the new parking lot, retail parking meeting the parking standards, capacity for stormwater, economic and vision impacts of drive thru businesses, and multi-modal connections outside the study site.

Public Testimony:

Stewart Kircher, McMinnville resident, was one of the property owners. He read a letter of support for the proposed overlay as presented from the property owners. They had been meeting with the City regularly for many years and had a shared vision for the site.

Mark Davis, McMinnville resident, was generally in support, but expressed concerns about the high-end retail area. He did not think the economics of the community could support high-end retail. He gave examples of how past buildings had been repurposed. He hoped this development would turn out as planned, but if it didn't, he hoped they would look at how they would make it work for McMinnville.

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

The Commission discussed their hopes for the walkability and job creation, economic concerns, requiring more substantial trees to be planted, allowing concrete on the secondary exterior materials list, difference between concrete block and architectural concrete, clarifying the shared parking concept and hours of operation, and clarifying how on street parking counted towards the parking requirements.

There was consensus to add these conditions: a minimum 2-inch dbh caliper for trees at planting, the open space would be developed prior to occupancy of the retail buildings and directing staff to review the concern about the shared parking before it went to City Council.

Commissioner Jones moved to recommend the City Council adopt the McMinnville Landing Planned Development (G 1-25) with conditions for a minimum 2-inch caliper dbh for trees at planting, open space commons developed prior to 50% occupancy of the retail development,

and staff review of the shared parking and overlapping hours. The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

B. Legislative Hearing: Airport Master Plan Update (G 2-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards explained this was a request to adopt the Airport Master Plan as a supplemental document to the McMinnville Transportation System Plan and McMinnville Comprehensive Plan. The primary compliance standard was Oregon Land Use Goal #12 and Oregon Administrative Rules. She gave a history of the planning effort and discussed the framework of the plan, what the plan addressed, land use map, traffic patterns map, proposed amendments to the Comprehensive Plan, public testimony received, and action tonight.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner McClellan moved to recommend the City Council adopt the proposed amendments to McMinnville Comprehensive Plan Volumes I, II, and III to support the August 2025 McMinnville Airport Master Plan (G 2-25). The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

C. Legislative Hearing: Land Use Efficiency Measures (G 3-25, G 4-25, and G 5-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards said this was a request to adopt an addendum to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and an amended MGMUP Framework Plan, which were supplemental documents to the Comprehensive Plan. She described the land use efficiency measures, which were policy actions that changed the Comprehensive Plan or land use regulations to quantifiably reduce land needs. She discussed the summary of needs, residential land use efficiency measures with a needed 1,101 dwelling units, change in the assignment of land in the Urban Holding Comp Plan areas of the UGB, adopted changes in zoning, changes in use of land on Linfield University's campus, addition of the Linfield University land to the Buildable Lands Inventory, industrial land use efficiency measures with a needed 29 acres, commercial land use efficiency measures with a needed 159 acres, testimony from 1,000 Friends and Friends of Yamhill County, and action tonight.

There were questions about not pursuing a UGB amendment for commercial at this time and reasons for not pursuing smaller lot sizes as part of this work. Chair Winfield thought if they did allow smaller lots, they would need to have an expansion of park space.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner Mudrak moved to recommend the City Council adopt the proposed amendments to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and December 2025 Framework Plan and the accompanying decision document (G 3-25, G 4-25, and G 5-25). The motion was seconded by Commissioner McClellan and passed unanimously 7-0.

6. Commissioner Comments

None

7. Staff Comments

Senior Planner Schauer discussed upcoming meetings and Community Development Director Richards discussed upcoming training.

8. Adjournment

Chair Winfield adjourned the meeting at 8:58 p.m.



P.O. Box 1083
McMinnville, Oregon 97128



340 SE 6th Ave.
Portland, Oregon 97214

December 17, 2025

City of McMinnville Planning Commission
c/o McMinnville Community Development Department
231 NE Fifth Street
McMinnville, OR 97128

SENT VIA EMAIL

Re: McMinnville Proposed Post-Acknowledgment Plan Amendments Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25

Dear Planning Commissioners:

Please accept the below comments for the record in proposed Post-Acknowledgment Plan Amendments (PAPA) Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25. These comments are submitted jointly on behalf of 1000 Friends of Oregon (1000 Friends) and Friends of Yamhill County (FYC).

Docket G 1-25: Three Mile Lane Rezone and McMinnville Landing Overlay

1000 Friends and FYC remain concerned about the transportation options contemplated in the proposed plan amendments. 1000 Friends and FYC encourage the City to consider ways to improve pedestrian access to the proposed commercial spaces to serve City residents who do not or cannot drive. While the McMinnville Landing Plan states that the planning is intended to be pedestrian and bike friendly, the plan does not include a pedestrian bridge across Highway 18, nor does the plan provide for adjustments to the highway interchanges to facilitate bike and pedestrian access. This means that there is no safe and easy way to access McMinnville Landing without using a vehicle to get there. Making the development itself pedestrian and bike friendly will not be useful if the only way for City residents to get to McMinnville Landing is in their cars.

Docket G 2-25: Airport Master Plan

1000 Friends and FYC support the adoption of the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan. The adoption of the Airport Master Plan ensures that land near the airport is available for other industrial development uses and is not restricted to airport expansion. This is a practical and sensible measure that will avoid unnecessary conversion of resource land for industrial uses while allowing development in an area that already supports industrial uses. 1000 Friends and FYC are also glad to see that the Airport Master Plan uses the most recent population projections for the City, as required by OAR 660-032-0020(1).

Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

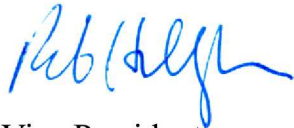
Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

1000 Friends and FYC appreciate the opportunity to comment on the PAPAs. Thank you for your consideration of the comments offered above.

Sincerely,

Rob Hallyburton



Vice President
Friends of Yamhill County

John Butterfield



Staff Attorney
1000 Friends of Oregon

ORDINANCE NO. 5170

An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

RECITALS:

WHEREAS, the City of McMinnville developed an updated Housing Needs Analysis (November 2023 Housing Needs Analysis) and Economic Opportunities Analysis (September 2024 Economic Opportunity Analysis) in 2020 for a planning horizon of 2021 – 2041, adopting them on February 27, 2024, per Ordinance No. 5141; and

WHEREAS, the needs analysis identified land deficits for the planning horizon of 2021-2041 in the manner of 202 gross buildable acres of residential land, 29 gross buildable acres of industrial land, 159 gross buildable acres of commercial land; and

WHEREAS, per ORS 197.626(3) and OAR 660-025-0185(1) and (2), the City elected to use the Sequential Urban Growth Boundary Amendment Process to evaluate land use efficiency measures by and propose an urban growth boundary amendment, if deemed necessary, by March 1, 2026; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to meet the City's residential and industrial land needs identified in the November 2023 Housing Needs Analysis, and September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to address some of the commercial land needs identified in the September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, the City Council is electing not to meet its full commercial land need identified in the September 2024 Economic Opportunity Analysis, and therefore is not pursuing an urban growth boundary amendment; and

WHEREAS, the City utilized a Project Advisory Committee comprised of community stakeholders to advise city staff and the consultants on the development of the land use efficiency measures; and

WHEREAS, the Planning Commission hosted a public hearing on December 18, 2025, closed the hearing and voted unanimously to

recommend approval of these land use efficiency measures to the McMinnville City Council; and

WHEREAS, the City Council received the Planning Commission recommendation and staff report and deliberated; and

WHEREAS, the City Council, being fully informed about said recommendation, found that the proposed land-use efficiency measures identified in Dockets G 3-25, G 4-25 and G 5-25, attached as Exhibits A, B and C, the City can meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary; and

WHEREAS, these amendments requiring submittal to the Department of Land Conservation and Development by March 1, 2026, they must be adopted prior to that deadline. This ordinance, as considered on February 10, 2026, for second reading and vote, incorporates an emergency clause, also reflected in the title, and shall be effective upon passage.

NOW, THEREFORE, THE CITY OF MCMINNVILLE ORDAINS, as follows:

1. The Council adopts Docket G 3 – 25, a November 4 EConorthwest Memorandum, entitled *“Residential Land Use Efficiency Measures for McMinnville”*, as an addendum to the *November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan, attached Exhibit A; and
2. The Council adopts Docket G 4 – 25, a November 6 EConorthwest Memorandum, entitled *“Commercial and Industrial Land Use Efficiency Measures for McMinnville”*, as an addendum to the *September 2024 Economic Opportunity Analysis (EOA)*, which is a supplemental document of the Comprehensive Plan, attached as Exhibit B; and
3. The Council amends the McMinnville Growth Management and Urbanization Plan, *Framework Plan*, McMinnville Comprehensive Plan, Volume III, Docket G 5 – 25, attached as Exhibit C; and
4. The Council adopts the Decision Document for Dockets G 3-25, G 4-25, and G 5-25, attached as Exhibit D; and
5. An emergency is hereby declared to exist, and this Ordinance will take effect immediately upon passage by the City Council.

Passed by the McMinnville City Council this 10th day of February, 2026 by the following votes:

Ayes: _____

Nays: _____

MAYOR

Approved as to form:

Attest:

City Attorney

City Recorder

EXHIBITS:

- A. November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*.
- B. November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*.
- C. McMinnville Growth Management and Urbanization Plan, *Framework Plan*, December 2025
- D. Decision Document for Dockets G 3-25, G 4-25, and G 5-25



DATE: November 4, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Residential Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Housing Needs Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Housing Needs Analysis (HNA)* identified a deficit of land for 1,101 dwelling units requiring 202 gross acres of buildable land to accommodate housing growth for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's residential land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's residential land use efficiency measures that will meet the City's deficit of land for housing. This memorandum is organized in the following sections:

- ◆ **Summary of Land Use Efficiency Measures** provides a short summary of measures proposed to address the City's deficit of land for 1,101 dwelling units.
- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on residential land capacity.
- ◆ **Revisions to Findings about Housing Needs** shows the changes to findings about housing needs in McMinnville for the 2021-2041 period, based on the additional residential development capacity resulting from the land use efficiency measures.
- ◆ **Appendix A: Summary of Residential Land Needs from the McMinnville Housing Needs Analysis** provides key information from the *HNA* about the forecast of housing growth, the buildable lands inventory, and residential land sufficiency.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Housing Needs Analysis (November 2023)* approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024.



Summary of Land Use Efficiency Measures

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	



As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ◆ McMinnville will need 4,284 dwelling units of housing on buildable land (see Exhibit 3) based on the *HNA*.
- ◆ McMinnville has capacity for 3,183 dwelling units based on the *HNA* (see Exhibit 5) and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ◆ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185



Land Use Efficiency Measures

The following section describes the Land Use Efficiency Measures McMinnville is implementing to meet the need for 1,101 dwelling unit deficit on 202 gross acres of land. It provides information to describe the summary of land use efficiency measures shown in Exhibit 1. The categories of land use efficiency measures that McMinnville is taking are:

- ◆ Changes in how land within the Urban Holding Comprehensive Plan designation will be used.
- ◆ Up-zoning of land within the city limits.
- ◆ Changes to use of land on Linfield University's Campus.

Change in the Assignment of Land in the Urban Holding Comprehensive Plan Designation

The City of McMinnville has a Urban Holding (UH) Comprehensive Plan Map designation for its UGB expansion areas that are mixed-use. An adopted Framework Plan describes how that UH comprehensive plan map designation will be planned to meet identified land needs in the most recently adopted needs analysis. Since completion of the *HNA* in 2023, the City has made revisions to its expectation for development of land for parks, public and institutional uses, and school uses in the Framework Plan and thus the Urban Holding comprehensive plan map designated area of the UGB expansion areas. These changes have been (or will be) made official through amendments to the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan.

- ◆ **Revision to Park Land Need.** McMinnville revised its estimates for future park land need by amending the MGMUP Framework Plan. Ordinance Number 5157, adopted January 28, 2025, decreased the amount of land assumed for park use in the Urban Holding comprehensive plan map designated area by 127 acres. The City is planning for this land in the Urban Holding comprehensive plan map designated area to be developed with housing uses.
- ◆ **Revision to Public and Institutional Land Need.** McMinnville revised its estimates for future public land need by amending the MGMUP through Ordinance Number 5148, September 24, 2024) to decrease public land need by 44 acres in the Urban Holding comprehensive plan map designated areas. The City is planning for this land in the Urban Holding comprehensive plan map designated areas to be developed with housing uses.
- ◆ **Revision to Need for Land for the McMinnville School District.** Discussions between the City and the McMinnville School District have resulted in a decrease in land being planned for school use in the Urban Holding comprehensive plan map designated



area. The result is that the City is planning that 33 acres of land originally set aside for schools in the Urban Holding comprehensive plan map designated area will be developed for housing uses, rather than school uses. The McMinnville School District still retains a 42 acre future high school site in the UGB expansion area as well as plans for development of an elementary school on 10 acres of land in the Urban Holding comprehensive plan map designated area. The City is adopting the amendment to the MGMUP Framework Plan to make this change concurrent with adopting the rest of the land use efficiency measures.

As a result, the MGMUP Framework Plan will identify an additional 204 acres of land will develop with housing in the Urban Holding comprehensive plan map designated areas in the city's UGB expansion areas.

The next step for the City will be to develop area plans for the UH comprehensive plan map designated areas in the Framework Plan to refine where the different mixed-use land needs will go in this area. The City has already adopted an area plan for the Fox Ridge Road Area in 2024, and is currently underway with an area planning process for the Southwest Area Plan that will incorporate these changes as it is the largest identified area plan in the Framework Plan.



Adopted Changes in Zoning

The City of McMinnville has changed zoning on some tax lots since 2023 and completion of the buildable lands inventory in the *HNA*. The land use efficiency measures in Exhibit 1 document the increase in zoned capacity on tax lots where zoning was changed, as follows.

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

In the *HNA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future housing (or commercial) development per a letter provided by Linfield University on January 16, 2020. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum.

In that letter, the University says that land on the south edge of the campus is not planned for campus use and is anticipated to be sold, leased, or a combination, allowing for private development during the planning horizon. The University says that the City may add the land to the City's buildable lands inventory. The University says that they do not expect changes to the existing zoning for this land.

Of the 72.99 acres in Linfield South Edge, two tax lots are zoned to allow residential use. The larger tax lot (R4429AC00103) is 44.85 acres in size, of which 20.48 acres is zoned R-4 and 24.37 acres is zoned C-3. The other tax lot (R4428BB00200) is 0.56 acres in size and zoned R-2. Appendix B presents the letter from Linfield University about their request to allow residential uses on these tax lots.

Exhibit 1 shows the assumption that these tax lots (21.0 acres) will accommodate 130 dwelling units based on their current zoning and the densities shown in Exhibit 5.



Revisions to the Findings About Housing Needs

The following are the findings about McMinnville's residential land need.

- ♦ The *HNA* found that the City had capacity for 3,183 dwelling units, with a deficit of 1,101 dwelling units for housing or 202 acres at a density of 5.46 dwelling units per acre.
- ♦ After accounting for the land use efficiency measures described in this memorandum, the City added capacity for an additional 1,286 dwelling units. Combined with the existing capacity of 3,183 dwelling units, the City has capacity for 4,469 dwelling units. This is more than the forecast of needed units (4,284 units), giving the City a small surplus of capacity for housing for the 2021-2041 period (185-unit surplus).

The City finds that the requirements of Goal 10 have been addressed based on the analysis in the McMinnville Housing Needs Analysis and the analysis of land use efficiency measures in this memorandum.



Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*

This appendix presents a summary of key information from the *McMinnville Housing Needs Analysis* (November 2023) about the forecast of housing growth, buildable lands, needed densities, and land sufficiency. This section is only a summary of the *HNA* results, with more details presented in *McMinnville Housing Needs Analysis* (November 2023). This appendix presents the analysis from the *HNA*, without making any changes to that analysis.

Forecast of Housing Growth

Exhibit 3 shows that the *McMinnville Housing Needs Analysis* (November 2023) forecast growth of a total of 4,284 dwelling units for the 2021-2041 planning period.

Exhibit 3. Forecast of Demand for New Dwelling Units Requiring Vacant and Partially Vacant Lands, McMinnville UGB, 2021–2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
Calculations by ECOnorthwest.

A portion of Exhibit 91 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Variable	20-Year (2021 to 2041)
DUs Requiring Vacant / Partially Vacant Unconstrained Land	
Single-family detached	2,524
Single-family attached	559
Multifamily	1,202
Total DUs Requiring Vacant or Partially Vacant Land	4,284



Buildable Land Inventory Results

Exhibit 4 shows that McMinnville has 763 gross acres within its UGB for residential uses on vacant and partially vacant (unconstrained) land in 2023. The summary of buildable residential land in Exhibit 4 excludes land in the Urban Holding plan designation that was expected to be used for public and semi-public uses, as described in the footnote below¹

Exhibit 4. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
City of McMinnville, Yamhill Co., ECOnorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.
Exhibit 11 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zone/Plan Designation	Buildable Acres for Residential Uses
City Limits, by Zone	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
UGB, by County Zone or Plan Des.	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
Total Land for Housing	763

¹ Exhibit 4 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 4 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses.



Exhibit 5 shows the capacity of buildable land in the McMinnville UGB based on the needed densities by zone, as identified in the *McMinnville Housing Needs Analysis* (November 2023). Exhibit 5 shows that McMinnville has 708 acres of unconstrained buildable lands, with capacity for 3,183 dwelling units.²

Exhibit 5. Capacity for Housing on Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2), McMinnville UGB, 2018

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.
 *The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning" Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zoning Districts	Total Unconstrained Buildable Acres (Water Zone 1 & 2)	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
TOTAL	708	4.49	3,183

² Exhibit 5 excludes about 54 acres of buildable in small lots in rural zoning, as documented in Exhibit 100 of the *McMinnville Housing Needs Analysis* (November 2023).



Residential Land Sufficiency

Exhibit 6 shows a comparison of buildable lands capacity (Exhibit 5) with the forecast for new housing in McMinnville (Exhibit 3). The *McMinnville Housing Needs Analysis* (November 2023) showed that McMinnville had a deficit of 1,101 dwelling units or 202 acres of land at 5.46 dwelling units per gross acre.

Exhibit 6. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the period 2021 to 2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest
Buildable Lands Inventory; Calculations by ECONorthwest. Note 1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

A portion of Exhibit 101 in the *City of McMinnville Housing Needs Analysis* (November 2023)

	Planning Period
	20-Year (2021 to 2041)
2021 Capacity (DUs)	
Water Zone 1	2,608
Water Zone 2	575
Total	3,183
Post-2021 Demand (DUs on buildable land)	4,284
Surplus/Deficit at Horizon Year (Dus)	(1,101)
<i>Capacity Based on Land in Water Zone:</i>	<i>1&2</i>
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	(218)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	(202)
Difference, gross acres	(16)



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus.





900 SE Baker Street
McMinnville, OR 97128-6894
T 503.883.2200

LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

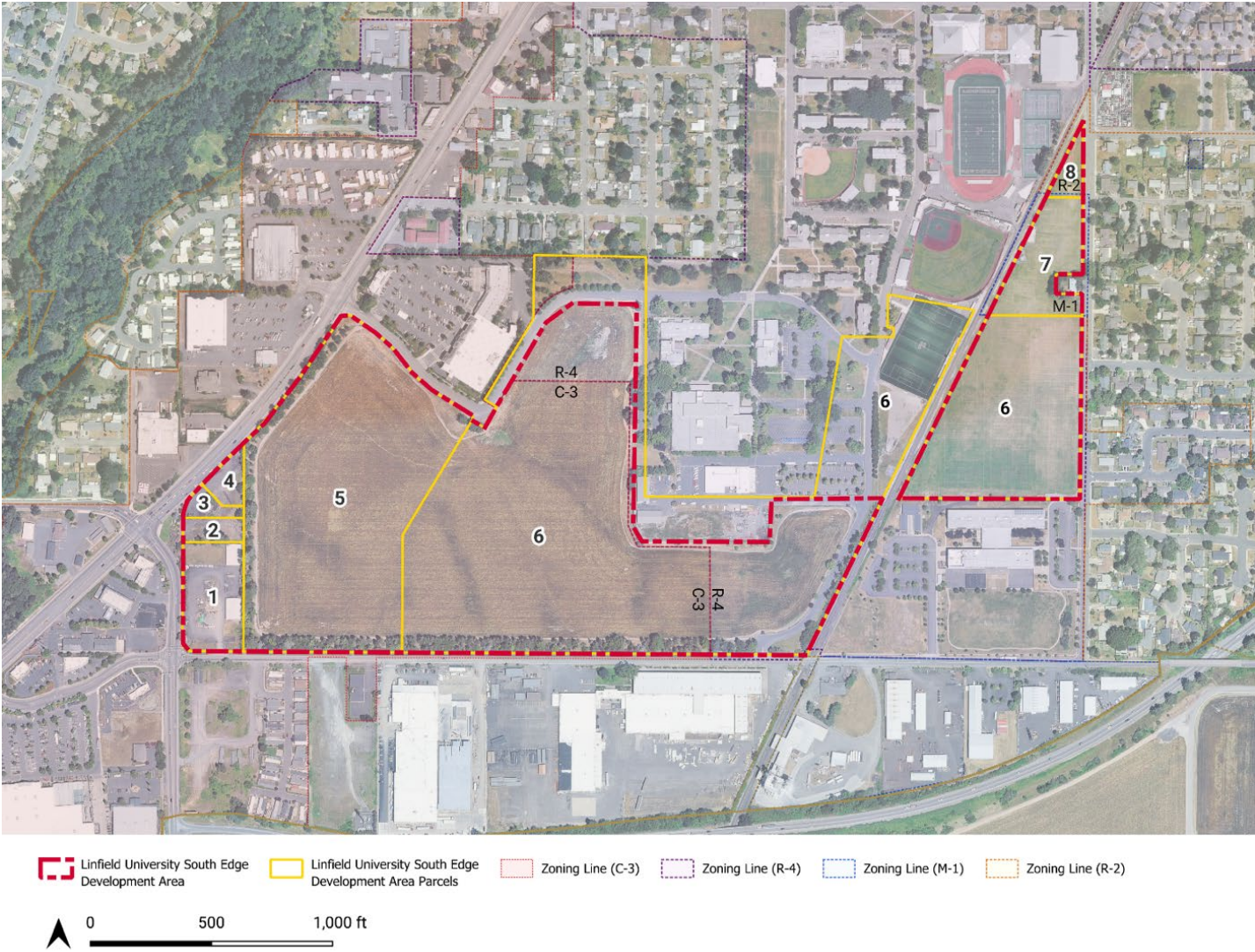
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University

DATE: November 6, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Commercial and Industrial Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Economic Opportunities Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Economic Opportunities Analysis* (EOA) identified a deficit of land of 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's industrial and commercial land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's commercial and industrial land use efficiency measures that will meet the City's deficit of land for employment. This memorandum is organized in the following sections:

- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on industrial and commercial land capacity.
- ◆ **Revisions to Findings about Industrial and Commercial Land Needs** shows the changes to findings about industrial and commercial land needs in McMinnville for the 2021-2041 period based on the additional development employment capacity resulting from the land use efficiency measures.
- ◆ **Appendix A:** presents the August 2025 Airport Master Plan, Airport Layout Plan, Sheet 4 of 21.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Economic Opportunities Analysis* (November 2023) approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024, and amended on September 24, 2024 by Ordinance Number 5148.

Land Use Efficiency Measures

The following section describes McMinnville's Land Use Efficiency Measures to meet the need for 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

Industrial land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ◆ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.



Commercial land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.



Revisions to the Findings about Industrial and Commercial Land Needs

The following are the findings about McMinnville's industrial and commercial land need.

- ♦ The *EOA* found that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land, resulting in a 29-acre deficit of industrial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will address this deficit, leaving a small surplus of industrial land for the 20-year period.
- ♦ The *EOA* found that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land, resulting in a 159-acre deficit of commercial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will reduce this deficit by 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.6 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99..

The City finds that the requirements of Goal 9 have been addressed based on the analysis in the *EOA* and the analysis of land use efficiency measures in this memorandum.





Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus. This letter replaces the letter from Linfield University dated January 16, 2020 that is located in Appendix E of the EOA.





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Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

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In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

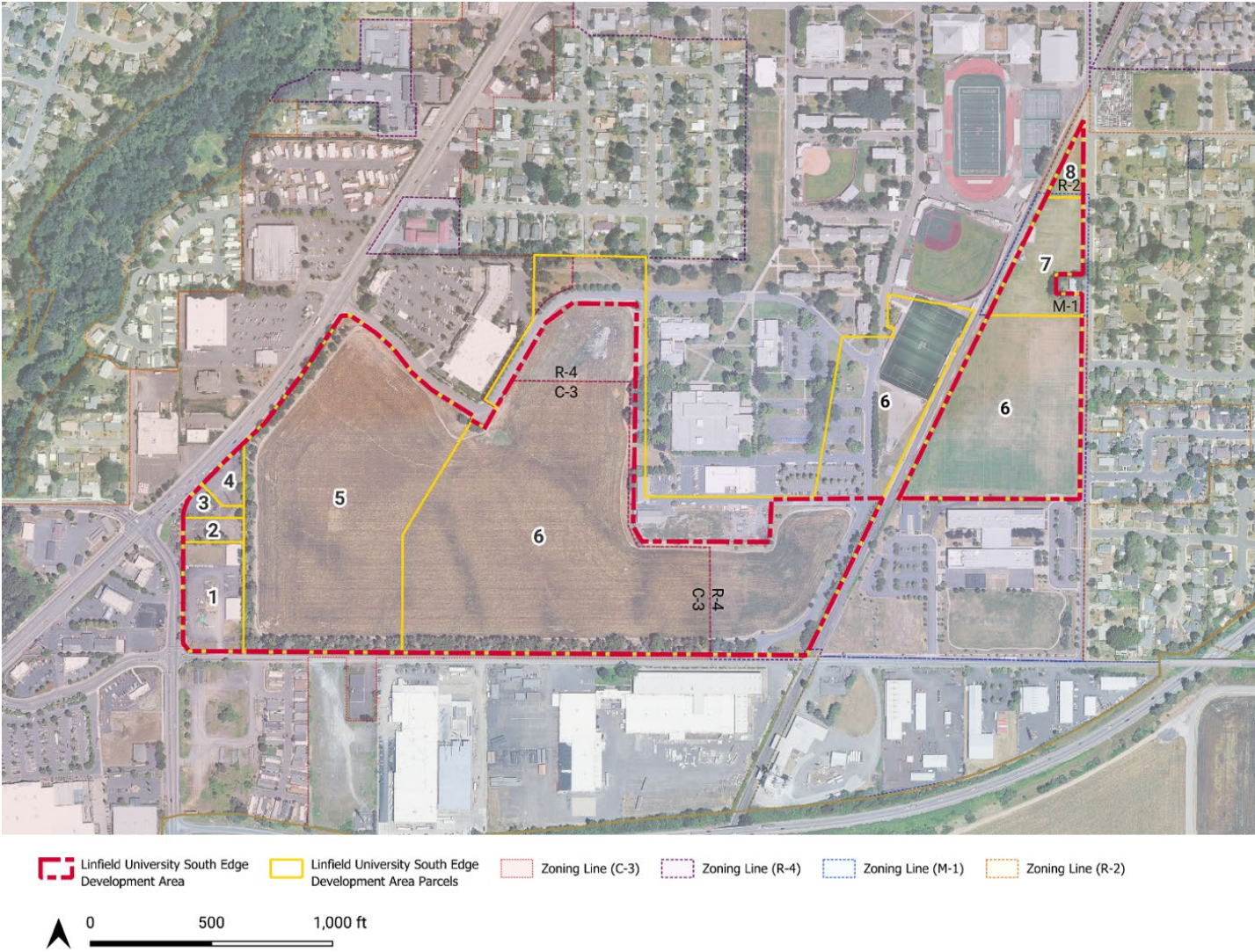
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Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University



City of McMinnville
**FRAMEWORK PLAN AND
AREA PLANNING**
December, 2025

INTRODUCTION:

Note: This Framework Plan supersedes the Framework Plan that was adopted as Appendix G of the McMinnville Growth Management and Urbanization Plan in December, 2020 (Ordinance No. 5098), acknowledged by the state in April, 2021, and subsequently amended by Ordinance No. 5157 on January 25, 2025.

The Framework Plan identifies how land that is within the City of McMinnville's Urban Growth Boundary but not within the city limits should be planned to meet the City of McMinnville's land needs as identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The McMinnville Growth Management and Urbanization Plan (MGMUP) includes areas where the UGB will be expanded to accommodate future growth of the City of McMinnville. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. In order to allow for the transition from rural to urban land uses in a manner that is consistent with the MGMUP, and more specifically, with the City's overall land supply needs as identified in the City of McMinnville's most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis, the City will implement a three-step planning process for those lands that are included in the UGB expansion areas.

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

- Framework Plan
- Area Plan
- Master Plan

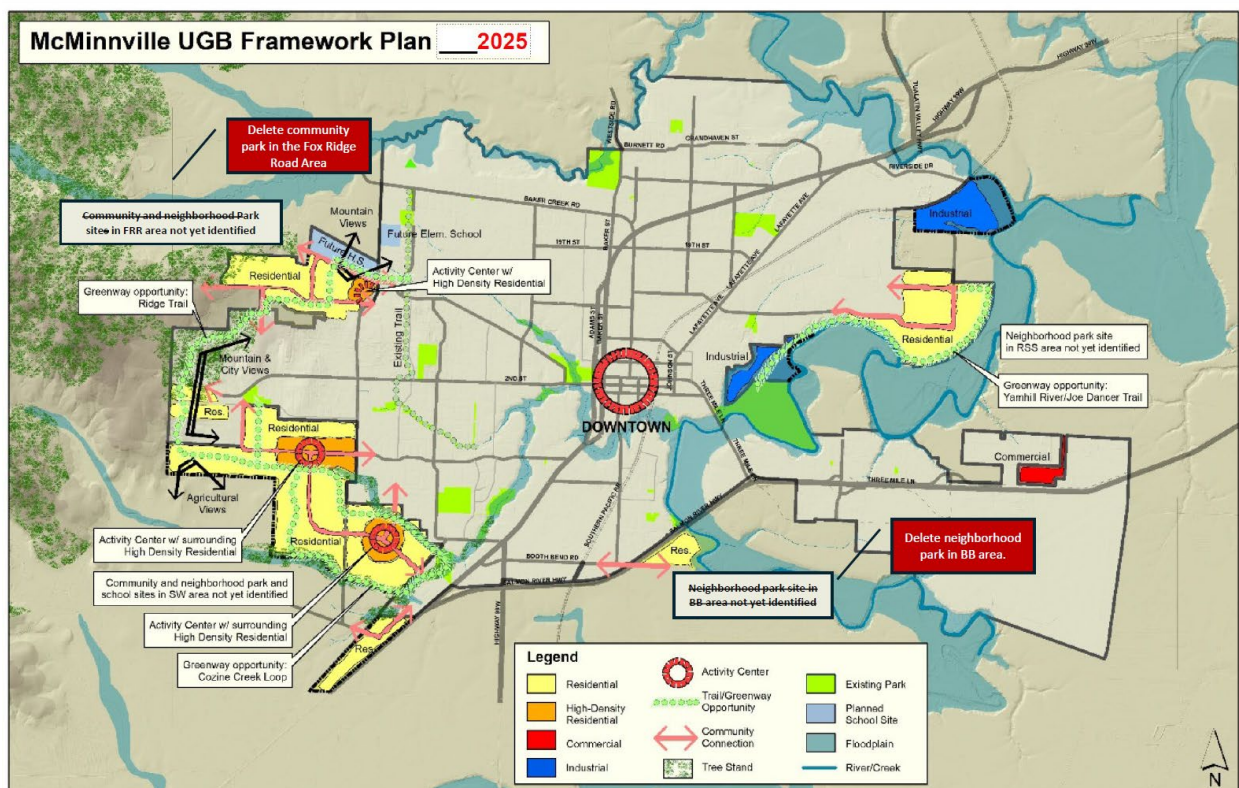
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP and consistent with the land development and urban design concepts that the McMinnville community has embraced. The planning process will also provide future opportunities for the City to demonstrate how it will achieve the overall need for the variety of housing types and land uses as described in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes a description and summary of the Area Planning and Master Planning processes, as well as guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the most recently adopted needs analysis. The guidance identifies how land needs may be distributed between and within UGB expansion areas and is intended to be conceptual and further refined through the Area and Master Planning process.

Framework Plan

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

Figure 1 – MGMUP Framework Plan (Amended 2025 by Ordinance No. 5157)

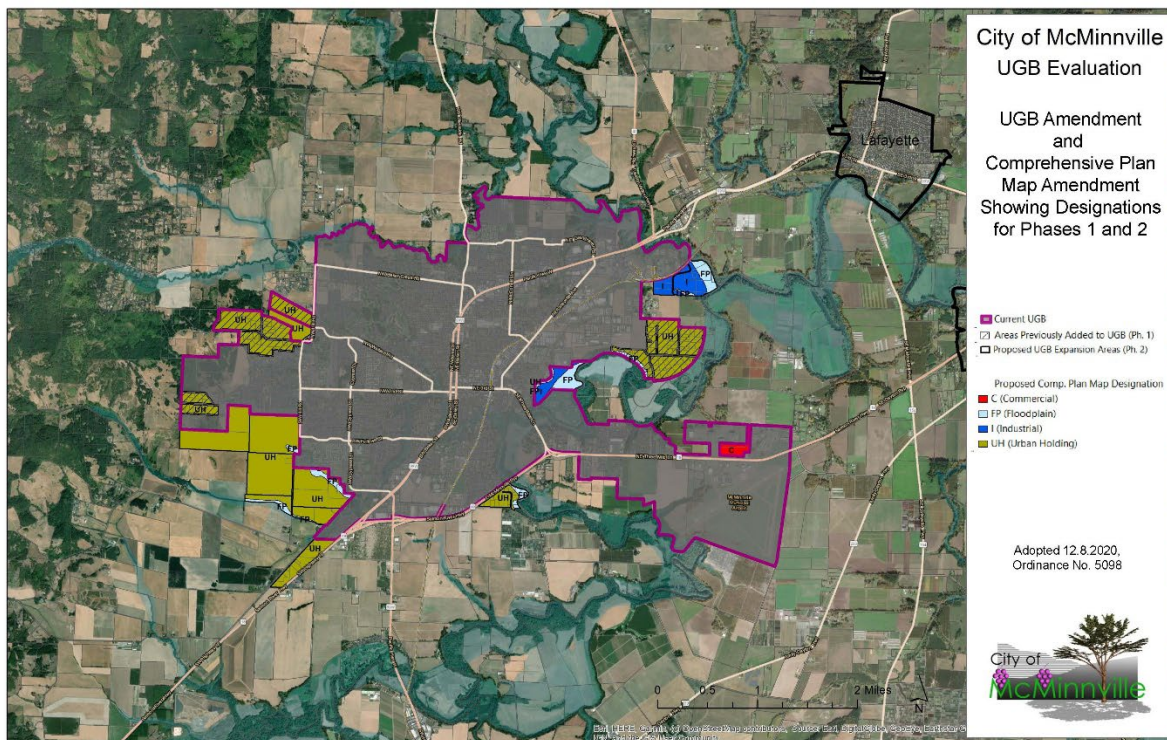


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

If, at the time of this more detailed Area or Master Planning, there is a desire to modify the development concepts shown in the Framework Plan, an analysis must be completed that demonstrates how the land needs, housing densities, and commercial uses depicted in the Framework Plan for a particular area can be accommodated elsewhere, and still do so in a way that is consistent with the MGMUP and its intended development pattern and principles.

The MGMUP also includes an updated Comprehensive Plan Map for the City of McMinnville, which provides comprehensive plan designations for all lands included in UGB expansion areas. Land brought into the UGB is initially assigned an Urban Holding (UH) Comprehensive Plan designation, unless it is specifically identified for only Industrial or Commercial land uses (this applies only in specific areas that were included in the UGB based on their suitability for only industrial or commercial use).

Figure 2 – MGMUP Comprehensive Plan Map



Area Planning and Master Planning

Area Planning:

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP.

Area Plans must embody the development principles of the MGMUP and other City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans will be developed to be consistent with the guidelines and characteristics of the Traditional Neighborhood model described in Chapter VII of the MGMUP. This will include the potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP and also support surrounding residential development, as described in Chapter VII of the MGMUP. In addition, Area Plans will be consistent with the City's adopted Great Neighborhood Principles.

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

Area Planning Process:

An Area Plan must be adopted for any land within the UH comprehensive plan designation prior to annexation, rezoning, or development. Area Planning will be initiated and completed by the City, and adopted by the City Council as a guiding land use document. The adoption of the Area Plan is not a land use decision process, and does not result in any changes to comprehensive plan designations or zoning.

If the City has not yet adopted an Area Plan for lands within UGB expansion areas that are designated as UH lands, property owners may initiate the Area Planning process. The initiation of the Area Planning process will require the submittal of a land use application for the adoption of an Area Plan. The Area Planning process may be initiated by property owners for land areas of 100 acres or more.

Master Planning:

Following the adoption of an Area Plan, individual property owners or developers must complete a Master Planning process to allow for annexation and development to occur in UGB expansion areas. The Master Planning process will require a more detailed analysis of the land in question and the proposed uses to ensure consistency with the planned and desired growth of the city. The uses included in a Master Plan must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.

Master Planning Process:

Prior to the City Council's approval of an annexation agreement to allow land within the UGB to be annexed into the city limits, property owners must complete a Concept Master Plan to identify how the land will be developed in accordance with the Framework Plan and applicable Area Plan.

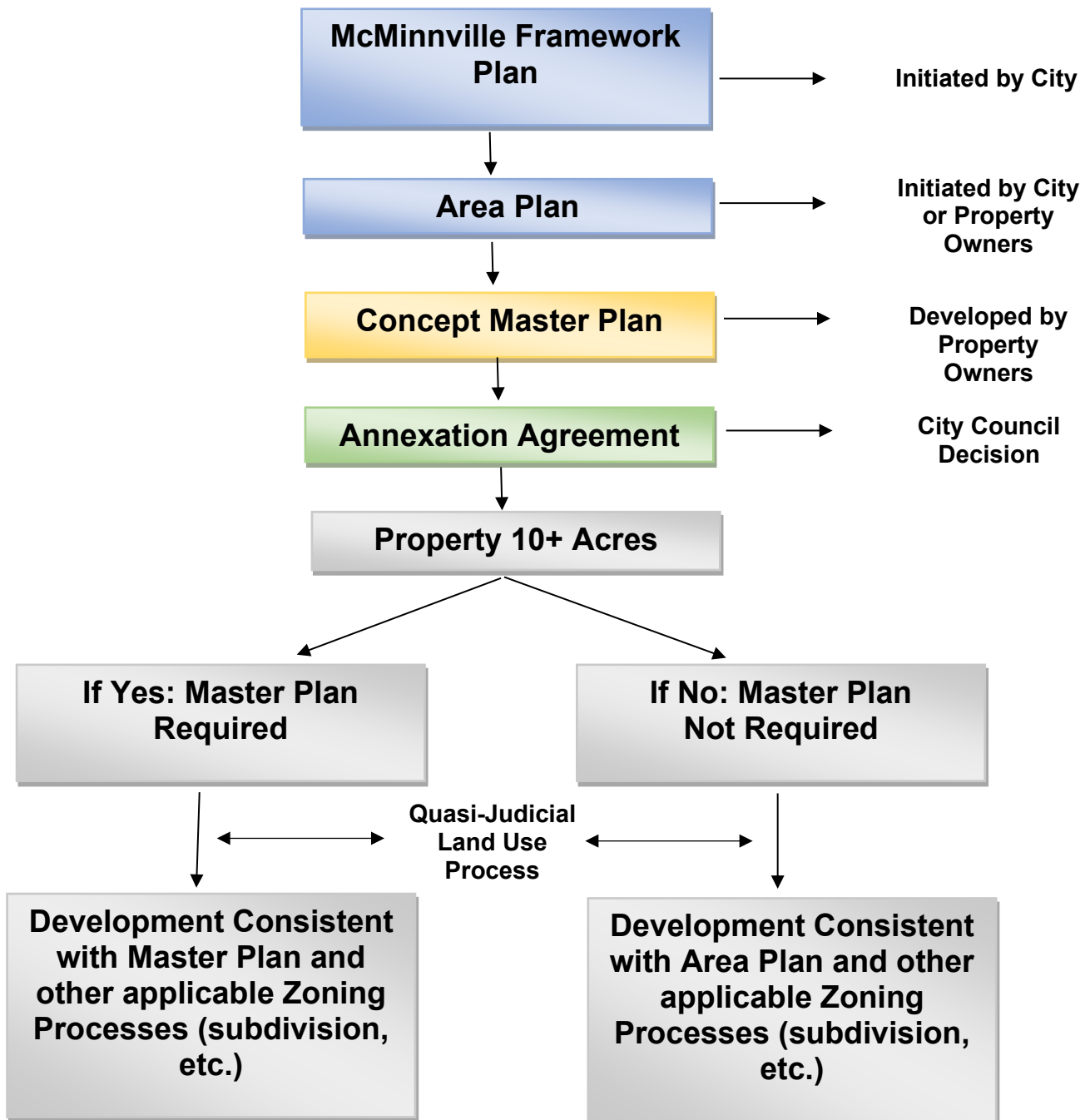
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land use review process will provide an opportunity for public involvement and community support for the Master Plan's urban development concepts. The Master Planning process will also result in comprehensive plan and zoning amendments that convert lands from the UH comprehensive plan designation to urban comprehensive plan map designations and urban zoning districts.

A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

Lands less than 10 acres in size may be annexed and developed without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. Urban comprehensive plan map designations and urban zoning districts shall be requested for the lands prior to development, and the designations and zoning districts must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question. The development of the land must also:

- Be consistent with the uses identified in the Area Plan applicable to the land in question;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the applicable Area Plan, the McMinnville TSP, and other local street spacing and connectivity requirements; and
- Be consistent with all other required policies and standards of the City's land use planning approval processes.

UGB Expansion Area Planning Process



Area Plan Guidance and Considerations

Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

Summary of Needed Land Types to be Accommodated in Area Plans:

As stated above, the land uses identified in an Area Plan must be consistent with the needed land types identified in the most recent acknowledged Housing Needs Analysis and Economic Opportunity Analysis.

Table 1 below identifies the needed land type in the Urban Holding comprehensive plan map designations for the McMinnville Urban Growth Boundary.

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.

SUMMARY OF LAND NEEDS:

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

- Residential Land: 596.90 acres
 - 36.7 acres for R-5 High Density zoning
 - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
 - 18.70 acres for Neighborhood Parks
 - 20.00 acres for Community Parks
 - 87.90 acres for Greenways/Greenspaces/Natural Areas
 - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 84.90 acres

Area Plan Prioritization:

The Area Planning process will be more critical in certain UGB expansion areas. Therefore, the City will prioritize the completion of Area Plans in expansion areas that are larger, require more coordinated development of public infrastructure and services, and are more likely to develop or redevelop in the near term. The potential prioritization of the completion of Area Plans may be as follows:

- 1) Fox Ridge Road
- 2) Southwest Area
 - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also include Redmond Hill Road)
 - b. Southwest 06 and Old Sheridan Road
- 3) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 4) Riverside South
- 5) Booth Bend Road
- 6) Riverside North

Potential Assignment of Land Need:

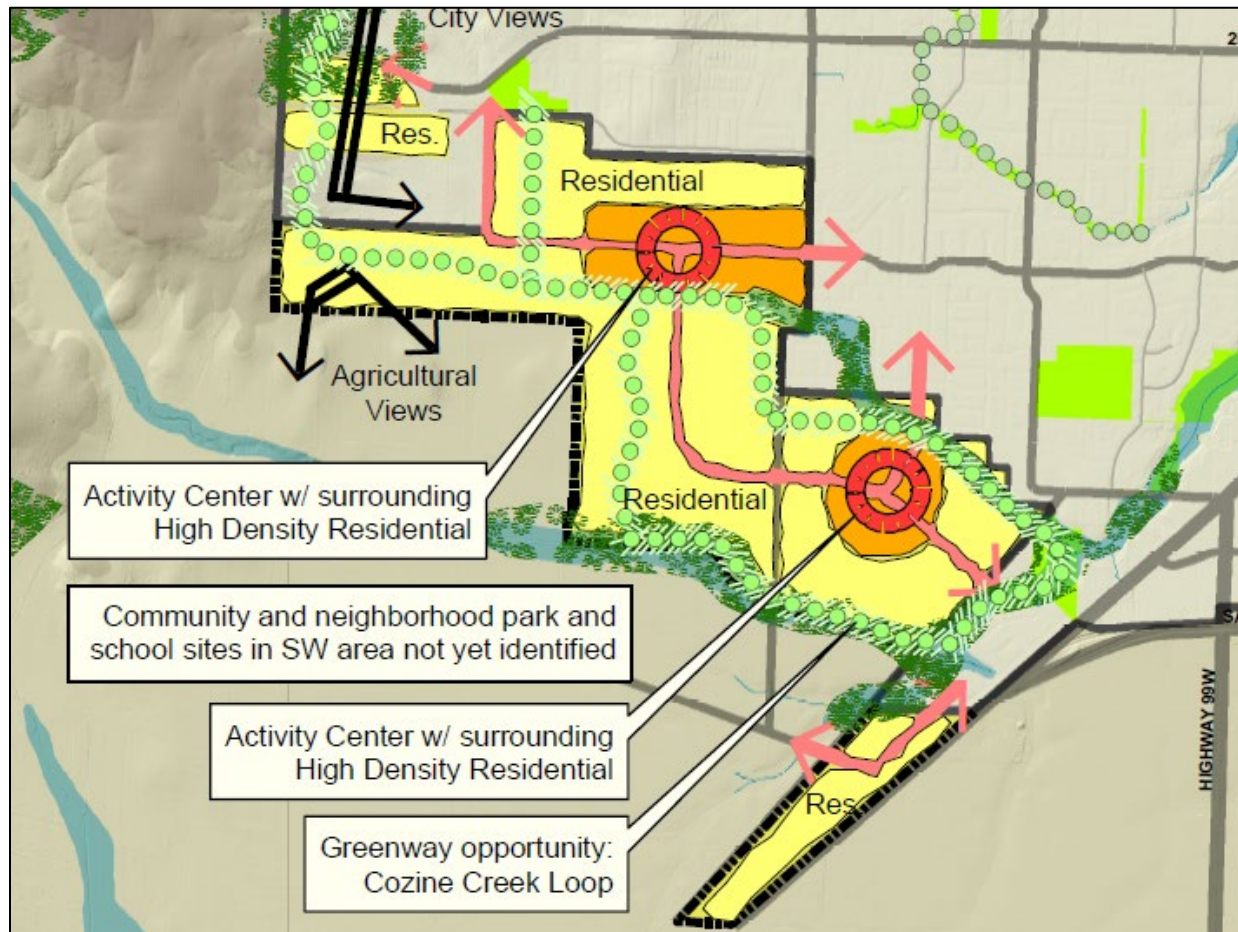
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

Specific land needs and opportunities to consider in the development of each of these Area Plans are provided below.

Southwest Area Plan:

The Southwest area includes some of the larger and more contiguous areas of vacant land to be included in the McMinnville UGB. The area requires coordinated planning of infrastructure to ensure the provision of services to areas in the western portion of the UGB expansion area. This area is also adjacent to existing built-out areas of the existing UGB, so coordination of street networks and neighborhood continuity will be important to consider in the development of an Area Plan. For these reasons, it is suggested that one Area Plan be completed for all of the UGB expansion areas in the Southwest area. There could be a potential to complete smaller Area Plans, potentially using Hill Road as the separation point with the areas west of Hill Road included in one Area Plan (West Hills South, Southwest 2, and West of Old Sheridan Road) and the areas east of Hill Road (Southwest 06 and Old Sheridan Road) included in another Area Plan.

Southwest Area as shown in MGMUP Framework Plan:



The overall Southwest Area will primarily provide land for housing. However, to incorporate elements of the Traditional Neighborhood and to accommodate commercial land need identified in the MGMUP, the southwest area should include two (2) Neighborhood Activity Centers (NACs), one in the northwest portion along a westerly extension of Fellows Street and one in the southeastern portion along a new major street that could provide a connection between Hill Road and Old Sheridan Road. Each NAC may be approximately 40 to 80 acres in size, with approximately 5-10 acres of neighborhood serving commercial, and approximately 5 to 10 acres of office space. Each NAC should also include approximately 15 acres of high-density residential development (R-5 zone). There should be about 2.0 acres of public plazas/parks in each NAC, and the remaining land in the NAC should be medium and lower density housing as appropriate to achieve the overall targeted density of 5.7 dwelling units per acre. Additional areas may be suitable for high-density residential development (R-5 zone), where potentially adjacent to future identified park locations, or along appropriate street corridors that may support future transit service.

To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 PROS Plan, the Southwest Area should incorporate one - two neighborhood parks of a minimum of 5 acres in size. The neighborhood parks should be placed to ensure that future residents have access to a park within a 10-minute (or ½ mile) walk of their home, as described in the City of McMinnville June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area should also incorporate one community park to accommodate the

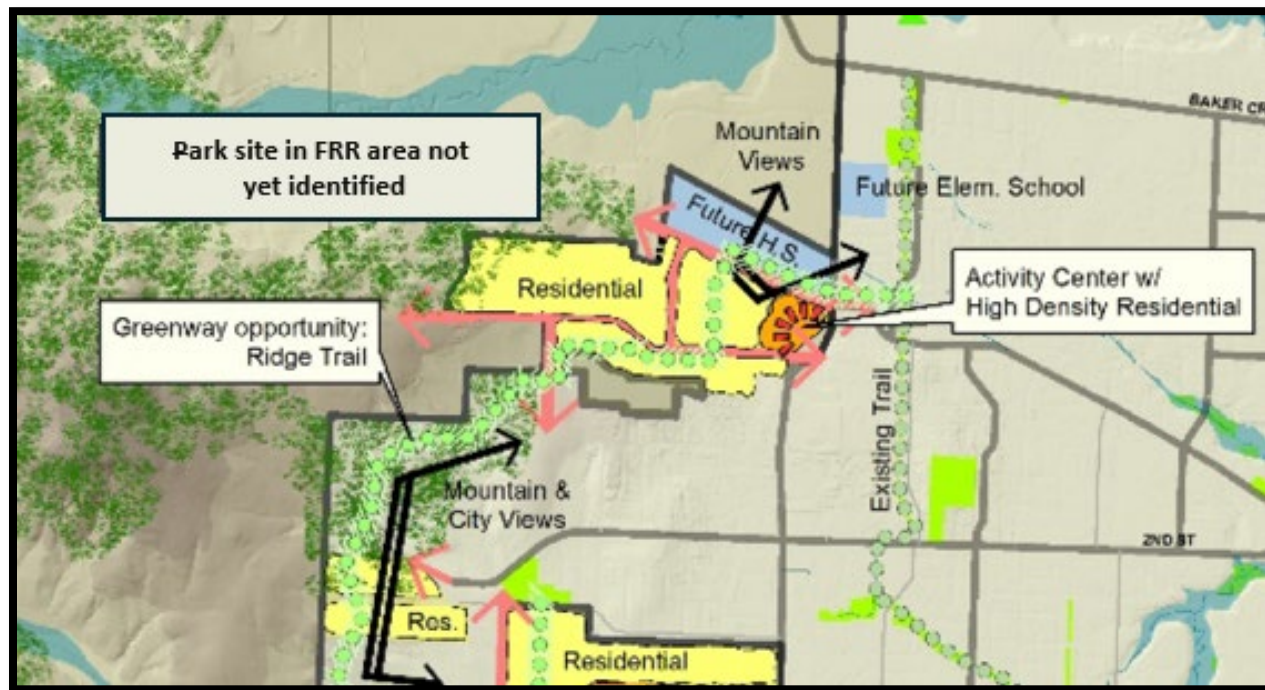
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) whose exact locations are yet to be determined. There may also be an opportunity for greenway or trail connectivity to the north through the Redmond Hill Road and West Hills areas, potentially in the form of a ridgeline greenway/greenspace at higher elevations that could also preserve existing tree stands that currently provide wildlife habitat.

A future school site should also be identified within the Southwest Area Plan. As an area that will accommodate a significant amount of the planned residential growth in the expanded UGB, one additional school site may be necessary in this area. Further coordination should occur with the McMinnville School District on the identification of future school sites, but the Southwest area could accommodate the approximately 10 acres of additional school land need identified in the MGMUP.

Fox Ridge Road Area Plan:

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

Fox Ridge Road Area as shown in MGMUP Framework Plan (Amended 2025):



The Fox Ridge Road Area Plan will primarily be housing. However, the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high-density residential development (R-5), and approximately 2 - 5 acres of medium-density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower-density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

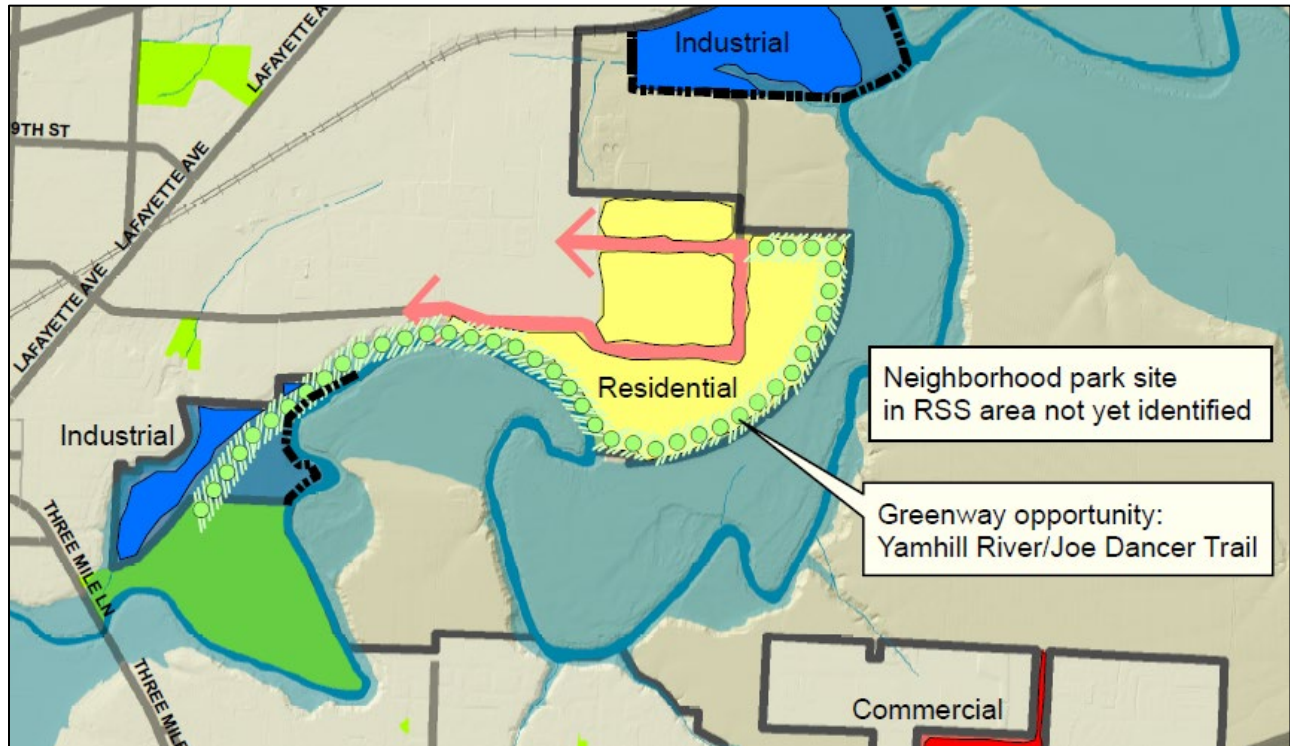
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that are accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource park. Natural green spaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

Riverside South Area Plan:

The Riverside South Area Plan should include the entire area east of the existing UGB.

Riverside South as shown in MGMUP Framework Plan:



The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, a neighborhood park of a minimum of 5 acres should be included in the Riverside South Area Plan. This neighborhood park should serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.

There may also be an opportunity for a greenway/greenspace trail along the southern and eastern boundaries of the Riverside South Area, along the Yamhill River floodplain. Connectivity will be important for the Riverside South Area due to its current isolation. New street networks should be established, building off of the main existing street in Riverside Drive, to provide a neighborhood grid street pattern and enhance connectivity within the area. Bike and pedestrian connectivity should also be considered to provide opportunities for connections to the existing UGB, potentially through a trail corridor that connects the Riverside South area to Joe Dancer Park.

The Redmond Hill Road Area Plan should include the entire Redmond Hill Road area west of, and surrounded by, the existing UGB. This area could be considered and included in the Southwest Area Plan, if determined to be timely and appropriate through more detailed Area Planning processes.

[illegible]

The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.

Booth Bend Road Area Plan:

The Booth Bend Road Area Plan should include the entire area east of, and across, Highway 18 from the existing UGB.

Booth Bend Road as shown in MGMUP Framework Plan (Amended 2025):



The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Connectivity to other areas of the existing UGB will be important in the Booth Bend Road Area Plan, with all connectivity being provided currently by the Booth Bend Road bridge that crosses Highway 18. Bike and pedestrian connectivity should be considered to provide safer connectivity from the Booth Bend Road Area to the existing UGB and amenities in close proximity to the area.

EXHIBIT D:
Ordinance No. 5170



CITY OF MCMINNVILLE
PLANNING DIVISION
231 NE FIFTH STREET
MCMINNVILLE, OR 97128
503-434-7311
www.mcminnvilleoregon.gov

DECISION, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS UPDATING THE MCMINNVILLE COMPREHENSIVE PLAN, FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE SEPTEMBER 2024 CITY OF MCMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS, THE NOVEMBER 2023 CITY OF MCMINNVILLE HOUSING NEEDS ANALYSIS, AND THE MCMINNVILLE FRAMEWORK PLAN TO SUPPORT LAND-USE EFFICIENCY MEASURES TO ADDRESS THE IDENTIFIED RESIDENTIAL AND EMPLOYMENT LAND NEED IDENTIFIED FOR THE PLANNING PERIOD OF 2021-2041.

DOCKETS: G 3 – 25; G 4 – 25 and G 5 – 25

REQUEST: The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I (Housing Needs Analysis and Economic Opportunity Analysis), and Volume III (McMinnville Growth Management and Urbanization Plan, Framework Plan) to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

LOCATION: N/A. The proposal is a legislative comprehensive plan amendment.

ZONING: N/A. The proposal is a legislative comprehensive plan amendment.

APPLICANT: City of McMinnville

STAFF: Heather Richards, Community Development Director

HEARINGS BODY: McMinnville Planning Commission

DATE & TIME: December 18, 2025, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 831 2090 5124, Passcode 288880

DECISION-MAKING BODY: McMinnville City Council

DATE & TIME: January 27, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 883 1691 6015

DATE & TIME: February 10, 2026, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 883 1691 6015

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 McMinnville Comprehensive Plan must be consistent with Oregon State Regulations (ORS) governing Oregon land use goals, the Goals

and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

APPEAL:

The City Council's decision on this legislative amendment will be submitted to the Department of Land Conservation and Development for consideration pursuant to the post-acknowledgment plan amendment process in ORS 197.610 et seq. 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.

DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the proposed amendments to Volume I, and III of the McMinnville Comprehensive Plan to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

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DECISION: APPROVAL

////////////////////////////////////

City Council: _____
Kim Morris, Mayor of McMinnville

Date: _____

Planning Commission: _____
Sidonie Winfield, Chair of the McMinnville Planning Commission

Date: _____

Planning Department: _____
Heather Richards, Community Development Director

Date: _____

I. Application Summary:

The City's Comprehensive Plan is divided into three volumes per the following:

Volume I – Background Information: (Both the narrative of and supporting documentation for the goals and policies developed by the community. It is a reference resource that can be used to interpret the intent of the goal and policy statements.)

Volume II – Goals and Policies: (These goals and policies are the culmination of the research, inventories and projections of Volume I and reflect the directives expressed through the citizen involvement process in adopting the plan. All future land use decisions must conform to the applicable goals and policies of this volume.

Volume III – Implementing Ordinances: (Measures to carry out the goals and policies of the plan, including the comprehensive plan and zoning map, annexation, zoning and land division ordinances, and the planned development overlays placed on areas of special significance.

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A. Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to

the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

Land Use Efficiency Measures – Commercial Land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

II. GENERAL FINDINGS

The City Council finds, that based on the findings of fact and the conclusionary findings contained in the November 4 EONorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 EONorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", and this findings report, that the proposed addendums to the November 2023 Housing Needs Analysis and the September 2024 Economic Opportunities Analysis, and the MGMUP Framework Plan are consistent with all of the applicable state and local regulations.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

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³ These are tax lots R4429AC00104 and R4429AC00103.

Generally, these findings summarize the more detailed analysis found in the November 4 EConorthwest memorandum for “Residential land Use Efficiency Measures for McMinnville”, the November 6 EConorthwest memorandum for “Commercial and Industrial Land Use Efficiency Measures for McMinnville”, and the MGMUP Framework Plan.

This findings document provides conclusionary findings regarding consistency with applicable provisions of state and local law. Supporting these is a factual basis upon which the conclusory findings rest.

III. FINDINGS OF FACT

The fact base includes the data referenced in the PROS Plan and its appendices, as well as the information provided in the record.

1. Oregon Administrative Rule 660-008-0045 directed the City of McMinnville to submit a Housing Capacity Analysis to the Department of Land Conservation and Development by December 31, 2023.
2. Knowing that they would not be able to complete the effort by December 31, 2023, the City of McMinnville adopted Resolution No. 2023-63, requesting to enter into a Sequential UGB Work Plan with the Department of Land Conservation and Development per ORS 197.626(3). This was approved on February 7, 2024, extending the City’s deadline to submit the Housing Capacity Analysis to February 29, 2024 as Work Task 1 of the Sequential UGB Work Plan, and then to engage in land-use efficiency measures and an alternative UGB analysis with a submittal to DLCD by March 1, 2026 (Work Task 2 of the Sequential UGB Work Plan).
3. On February 27, 2024, the City of McMinnville adopted a Housing Capacity Analysis (Housing Needs Analysis) (Ordinance No. 5141).
4. The City elected to develop an Economic Opportunities Analysis at the same time and adopted the Economic Opportunities Analysis on February 27, 2024 per Ordinance No. 5141.
5. The City of McMinnville contracted with EConorthwest and JET Planning to lead the City through a land-use efficiencies evaluation.
6. City staff and the consultant team hosted four public joint work sessions with the Planning Commission and the City Council on the land-use efficiency measures.
7. On November 12, 2025, the City notified the Department of Land Conservation and Development of their intent to the Land-Use Efficiencies attributed to this effort., with a first evidentiary public hearing scheduled for December 18, 2025. (DLCD File #: 005-25, 006-25 and 007-25).
8. On December 8 and December 12, 2025, the City published a public hearing notice in the News Register.
9. On December 18, 2025, the McMinnville Planning Commission opened the public hearing, heard public testimony and closed the public hearing.
10. On December 18, 2025, the McMinnville Planning Commission deliberated and voted to recommend adoption of the proposed amendments to the City Council.
11. On January 27, 2026, staff presented the Planning Commission’s recommendation to the McMinnville City Council.

12. On January 27, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by having the first reading of Ordinance No. 5170.
13. On February 10, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by adopting Ordinance No. 5170.

IV. COMMENTS RECEIVED

Friends of Yamhill County / 1000 Friends of Oregon, December 17, 2025

Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

V. CONCLUSIONARY FINDINGS:

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

Alignment with Oregon's Statewide Planning Goals and Administrative Rules:

Per the findings identified in the November 4 ECONorthwest Memorandum, entitled "*Residential Land-Use Efficiency Measures for McMinnville*", and the November 6 ECONorthwest Memorandum, entitled "*Commercial and Industrial Land Use Efficiency Measures for McMinnville*", The City Council finds that these comprehensive plan amendments are compliant with Oregon Land Use Goal #1 (Citizen Involvement), Goal #2 (Land Use Planning), Goal #9 (Economic Development), and Goal #10 (Housing) by creating the land-use efficiencies to meet the forecasted need of land for both residential and industrial land as calculated for the planning horizon of 2021 – 2041, within the existing urban growth boundary.

CITY OF McMinnville
MINUTES OF CITY COUNCIL MEETING
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, February 10, 2026, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
		Jessica Payne
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Library Director Jenny Berg, Chief of Police Cord Wood, Human Resources Director Vicki Hedges, IT director Scott Burke, Communications & Engagement Manager Noelle Amaya, Finance Director Katie Henry, Public Works Director Geoff Hunsaker, and *members of the News Media – Phil Guzzo McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at ?? p.m. and welcomed all in attendance.
2. PLEDGE OF ALLEGIANCE: Mayor Morris led the Pledge of Allegiance.

Mayor Morris announced Councilor Payne had resigned from her position on Council.
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT: Mayor Morris invited the public to comment.

City Recorder Cisneros said email comments had been received from Dan Gibson, Richard Martinez, Lauren Randolph, and Jenny Dike which would be added to the amended packet tomorrow.

Caleb Polivka, Dayton resident who worked in McMinnville, spoke about the importance of safety. Due process rights and freedom from illegal search and seizure were foundational liberties that afforded them safety. Another foundational principle was the role state, county, and municipal governments played in checking government overreach. Oregon's federal district court

issued a ruling last week confirming a pattern of civil rights violations at the hands of federal immigration agents. He asked that the Council's position on the role of municipal government in addressing public safety concerns would change. He did not think there should be any lingering questions about the extent that the City could leverage its power to address the crisis. Even declaring an emergency would be a positive step forward.

Todd Godfrey, McMinnville resident, had been a labor leader for many years and spoke in favor of the resolution authorizing the Human Resources Director and City Attorney to enter into contract negotiations with Interim City Manager Garvin. Having Mr. Garvin as the Interim City Manager had been very beneficial, especially in rebuilding relationships in the community.

Ames Bierly, McMinnville resident, spoke about the Native Americans who were part of McMinnville's history as well as Chinese immigrants, just two examples of the cultures that made McMinnville special. The DEI Committee strove to bring together people from many backgrounds and should be allowed to continue that work.

Martha Villalobos, McMinnville resident, spoke about her family's experience and the constant fears they had to deal with every day. ICE activity had traumatized her neighborhood. She asked the Council to declare a state of emergency and to show courage and compassion.

Sidonie Winfield, McMinnville resident, was confused about the Council's assessment of the Boards/Committees. She recommended in the future to ask the Boards/Committees to self-assess every two years and report back to Council. It seemed like the focus of the assessment was on the DEI Committee, and that some Councilors thought the City would not receive federal grants because of the DEI Committee. She did not think that was the case. Getting rid of the DEI Committee sent a message that a large portion of the citizens did not matter. The Committee helped impact decisions and getting rid of them would cost them more in the long run than the small budget cost of keeping it.

Caitlin Nemeth, McMinnville resident, served on the DEI Committee. This was not just a role but deeply personal and a crucial civic responsibility. It was not about division, but ensuring all members of the community had a seat at the table and were heard. She thought their presence and resources should be a given and a reflection of their shared values. Just because other cities had dismantled their DEI efforts did not mean they should follow suit. She asked that the Council not silence their voice or send the message that inclusion was optional or disposable. This was necessary work.

4.

PRESENTATION

a. FISCAL YEAR 2024-25 ANNUAL COMPREHENSIVE FINANCIAL REPORT

Finance Director Henry introduced Tonya Moffitt, auditor from Merina+Co., who would be presenting the audit.

Ms. Moffitt reported on the June 30, 2025 Annual Comprehensive Financial Report. Both the City and Urban Renewal received an unmodified, or clean, opinion. The state legislature required them to look at certain things for compliance and they found only one item that was not in compliance. That was the General Fund exceeded appropriations in Non-Departmental for \$17,000. No restrictions were placed on them and there were no significant difficulties during the course of the audit. There was no disagreement with management. There was one new accounting pronouncement that was implemented this year for compensated absences. They were now required to include sick pay in the financial statements as a liability. This was their last year of doing the audit for the City and she appreciated working with everyone.

5.

ADVISE/INFORMATION ITEMS

a. Reports from Councilors on Committee & Board Assignments

Councilor Cunningham reported on the Affordable Housing Committee where new members were sworn in and a Chair and Vice Chair were selected. They also discussed the Work Plan for the year. He attended the land use training with the Planning Commission. He met with the State Representative, Mayor, and Unidos as well.

Councilor Cunningham MOVED to create a subcommittee of the City Attorney, the Mayor, and two Councilors to draft a statement regarding federal immigration activity and solidarity with the community; SECONDED by Councilor Geary.

Councilor Peralta MOVED to AMEND the motion that the City Attorney would review the statement but not be on the subcommittee; SECONDED by Councilor Cunningham. Amendment PASSED 3-2 by the following vote:

Aye – Councilors Geary, Peralta, and Cunningham

Nay – Councilors Tucholsky and Chenoweth

Councilor Geary MOVED to AMEND the motion to establish the subcommittee to be Councilors Cunningham and Peralta and Mayor Morris; SECONDED by Councilor Cunningham. Amendment PASSED 3-2 by the following vote:

Aye – Councilors Geary, Peralta, and Cunningham

Nay – Councilors Tucholsky and Chenoweth

The original motion as amended PASSED 3-2 by the following vote:

Aye – Councilors Geary, Peralta, and Cunningham

Nay – Councilors Tucholsky and Chenoweth

Councilor Chenoweth reported on the MEVLC who had been working on short and long term goals. There would be a business forum on February 12. He attended a Mid-Willamette Area Commission on Transportation meeting where they were putting together capital improvement requests. He also met with Unidos and planned to continue discussions.

Council President Peralta reported on the Planning Commission meeting. He had testified on Senate Bill 1594 which would create models and standards related to federal immigration standards to governing bodies. He expressed appreciation for Councilor Payne's work on Council.

Mayor Morris attended the monthly Mayors meeting, retirement luncheon for Tom Tinkersly from the Water & Light Commission, Chamber of Commerce Greeters meeting, spoke at the Soroptimist Club meeting and Rotary meeting, met with the Mayor of Dundee, did a site visit of NW 25th Street to look at the air easement issue, attended the legislative committee meeting to discuss federal requirements, attended the Audit Committee meeting, met with Commissioner Johnston, met with the School Superintendent, and attended the interviews for the DEI Committee.

Councilor Geary said the Short Film Festival would be on February 26. He reported on the MURAC meeting where they discussed legislative funding of Alpine Avenue, altering the Façade Beautification Grants, and upcoming budget and priorities. He continued to engage with citizens on ICE concerns, City Manager job search, and traffic safety. He was organizing the Oregon Battle of the Books Tournament. He also thanked Councilor Payne for her service.

Commissioner Tucholsky attended the Airport Commission interviews. He had talked to citizens who were asking for signage acknowledging the Chinese laborers who helped create the brick wall in City Park that was being rebuilt.

b. Department Head Reports

Police Chief Wood reported on his first YCOM Executive Board meeting where they discussed performance measures and 190 user agreement. A new officer had started work at the Police Department and there were officers currently at academy training.

Library Director and Parks and Recreation Director Berg reported on the CPR class at the Senior Center, noted the elevator inspection for the Community Center would be this Friday, discussed changes to the Aquatic Center lessons, explained the Aquatic Center would be closed to host district meetings on February 13 and 14, and how the Library offered financial programs for kids.

Human Resources Director Hedges said they had rolled out annual employee trainings. They had reduced the required trainings for temporary employees.

Public Works Director Hunsaker said they held a utility relocation preconstruction meeting with ODOT for the ADA ramps on 99W. Operations staff had installed flashers on pedestrian signs and did continental striping at the Cypress and Old Sheridan intersection.

City Recorder Cisneros said City offices would be closed on President's Day. Next Wednesday there would be a joint Work Session with McMinnville Water & Light.

Interim City Manager Garvin said the If I Were Mayor contest started last week. The City was hosting the Chamber of Commerce's Greeter event on February 20. The City/County Dinner would be on April 1. He would be changing the agenda sequence so City business would be done first before Council/staff reports. He had been holding budget meetings with department staff for their round 1 budget proposals. He attended the Mid-Willamette Valley Council of Governments Regional City Manager Luncheon, Yamhill County City Managers Coffee, and swearing in of the new police officer.

Community Development Director Richards said the flyers went out for the ADA survey and there had already been some response. Several housing bills had come through the legislature and the code would need to be updated to be compliant. They received a grant to help with this work and to train staff on the changes.

Finance Director Henry had been working on the budget with City departments. They were also implementing new software.

c. DEI Advisory Committee Discussion

Interim City Manager Garvin reviewed the goals and objectives for the DEI Committee, makeup of the Committee, meetings held, and comments, ideas, and ability to optimize, DEI Committee input, current roles and areas needing clarity, and Committee identified adjustments. If the Committee remained, they should continue as an advisory body, emphasize public engagement and access improvements, and focus on relationship-based community connections. Council considerations included desired role of the Committee, alignment with Council priorities, and whether code language would benefit from clarification.

Councilor Cunningham said the Committee could bring back recommendations for translating the City's documents into Spanish. He also thought they should work on helping Council build relationships with community partner organizations, like Unidos.

Councilor Tucholsky recommended the Committee continue to be advisory. The Committee currently had a budget, where most other committees did not.

Interim City Manager Garvin said some money had been spent on mailers and recruitment for DEI members. There was also money set aside for signage.

Council President Peralta thought there was money for events as well.

Communications & Engagement Manager Amaya said the funds allocated to the Committee were part of the ARPA funds for DEI implementation. The costs for other committees came out of other line items not specifically allocated. There was an additional amount of funds they had been using for translation and a good majority of the City's pertinent documents had been done. Signage was part of the DEI's Work Plan, but with the budget issues last year they had paused the project.

Councilor Chenoweth thought the Council wanted that project done. He asked about recruitment for the DEI Committee and how it was different from other committees.

Communications & Engagement Manager Amaya said this year they had better coordination with other departments to do one recruitment instead of several different posts.

Mayor Morris would like to see how much was left of the ARPA funds to do the sign project and paying some of the NeoGov costs of HR.

Finance Director Henry said there was an upcoming Work Session to discuss all ARPA funding.

Council President Peralta thought the DEI Committee should continue as an advisory body. He volunteered to serve as Council liaison to the group and thought they should improve communication between the Committee and Council. He didn't think they should change the meeting frequency.

Councilor Geary thought they should keep the Committee as it was and continue their meeting frequency. He suggested the Committee give an annual report to the Council as many other committees did. The Committee could also be the public engagement piece on some projects, such as the ADA Plan and other planning efforts.

Councilor Tucholsky was concerned about losing federal funding if they had a DEI Committee. They could change the name, but it did not change the purpose.

Council President Peralta said the City Attorney had stated that there was nothing the DEI Committee did that was out of line with the federal government requirements.

Councilor Chenoweth said his focus was the 2027 Build Grant and he recommended internalizing the DEI. He thought the Committee should be asking themselves if they were effectively fulfilling their intended purpose and

if the meeting frequency was appropriate. He thought the role of the liaison was to report on what the committees were doing, but he was fine if the Committee gave an annual report to the Council.

Interim City Manager Garvin reiterated the Council wanted to maintain the Committee and the meeting frequency should remain monthly. The Council would go through the ARPA funding in March.

There was discussion regarding the Committee's January agenda and that some of the items were not advisory to the Council, but actions on behalf of the City. The Committee was supposed to be an advisory committee.

There was consensus that the name of the committee would not be changed at this time.

6. CONSENT AGENDA

Staff requested the consent agenda items be pulled and brought back in the future.

- a. Consider the Draft Minutes of the November 12, 2025 Special Called City Council Work Session and Special Called City Council Meeting
- b. Consider the Draft Minutes of the November 19, 2025 Regular City Council Work Session Meeting.

7. RESOLUTIONS

- a. Consider Resolution No. 2026-06: A Resolution adopting a policy for media attendance at executive sessions

City Attorney Ligtenberg said the City had never adopted a policy regarding how media was understood or how that representation came to Executive Sessions. He drafted a policy based off the League of Oregon Cities model. It provided a definition of what news media meant in this context, Council would determine if they met the criteria, and there would be allowance for exceptions. He explained there would be a form to fill out to confirm credentials, and the Council would have to review the application prior to someone being allowed in Executive Session.

Councilor Chenoweth was concerned that they would be creating politicization of the media process as opposed to clear and objective standards and leaving it to a staff member to determine.

City Attorney Ligtenberg said the applications would come to Council with a staff recommendation. The policy could be changed, however.

Council President Peralta said it would also take longer to approve if it had to come to Council. He thought it would be better handled by staff.

There was consensus for staff to change the resolution that made the process a staff review and approval.

- b. Consider Resolution No. 2026-07: A Resolution Authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin.

Human Resources Director Hedges said the resolution would allow staff to enter into negotiations with Interim City Manager Garvin for an ongoing contract.

The Council had received emails for and against this action and discussed whether they supported this direction.

Councilor Geary thought they should go out for an open, broad search and would be voting no.

Councilor Chenoweth MOVED to adopt Resolution No. 2026-07, authorizing the Human Resources Director and City Attorney to Enter into Contract Negotiations with Interim City Manager, Adam Garvin; SECONDED by Councilor Cunningham. Motion PASSED 4-1 by the following vote:

*Aye – Councilors Tucholsky, Peralta, Cunningham, and Chenoweth
Nay – Councilor Geary*

- c. Consider Resolution No. 2026-09: A Resolution authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey.

Interim City Manager Garvin said Question 10 of the survey had been added by the Mayor. There were additional co-signers since the staff report which included the Chamber of Commerce, MDA, and Sedcor.

Mayor Morris thought if the City was going to sign on to a survey, they needed to ask more questions about issues businesses were affected by other than immigration.

Commissioner Tucholsky pointed out a typo. He asked why other cities had not signed on as co-sponsors.

John Olson, Executive Director of the Chamber of Commerce, said the survey was intended to be County wide. The City had been included because they wanted the City in the conversation and having the City endorsement would encourage some businesses to participate. The survey was meant to be information gathering. There was no cost to the City and staff time would only be used to review the results and share the survey on social media.

Council President Peralta MOVED to adopt Resolution No. 2026-09, authorizing the City of McMinnville to participate as a co-sponsor in a county-wide business survey; SECONDED by Councilor Geary. Motion PASSED 5-0 by the following vote:

*Aye – Councilors Tucholsky, Peralta, Geary, Cunningham, and Chenoweth
Nay – None*

8.

ORDINANCES

- a. Consider the second reading of Ordinance No. 5170: An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency.

Community Development Director Richards said this ordinance would be making Comprehensive Plan amendments for the sequential UGB work and creating land use efficiency measures.

Mayor Morris said this was the second reading of the ordinance.

No Councilor present requested that the Ordinance be read in full.

City Attorney Ligtenberg read by title only Ordinance No. 5170. He also read the changes to the terms as originally filed related to the emergency clause. The ordinance would go into effect immediately after approval. It was being declared an emergency because there was a deadline to DLCD by March 1.

Councilor Cunningham MOVED to approve Ordinance No. 5170, adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan and declaring an emergency; SECONDED by Council President Peralta. Motion PASSED 4-1 by the following vote:

*Aye – Councilors Tucholsky, Geary, Payne, Peralta, and Cunningham
Nay – Councilor Chenoweth*

9.

ADJOURNMENT OF REGULAR MEETING: Mayor Morris adjourned the meeting at 9:17 p.m.

Claudia Cisneros, City Recorder



**City Council Meeting Agenda
Tuesday, January 27, 2026
7:00 p.m. – City Council Regular Meeting**

Welcome! This meeting will be a hybrid (in-person & Zoom) Meeting. However, if you are not feeling well, please stay home and take care of yourself.

The public is strongly encouraged to relay concerns and comments to the Council in one of five ways:

- **Pre-register** using the online form here:

<https://www.mcminnvilleoregon.gov/citycouncil/webform/public-comment-card> (Registration **OPENS** at 5:00 p.m. on the day the agenda is posted, one week before the meeting and **CLOSES** at 12:00 p.m. the day **BEFORE** the meeting // (Any form submitted outside this window will not be addressed);

- **Written comments** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting and mailed to (McMinnville City Hall, c/o City Recorder Team, 230 NE Second Street, McMinnville, OR, 97128);
- **Digital comments (email)** may be submitted to the City Recorder Team any time up to **12:00 p.m. the day BEFORE** the meeting to CityRecorderTeam@mcminnvilleoregon.gov;
- Fill out a **physical public comment card** found at McMinnville City Hall; any time up to **12:00 p.m. the day BEFORE** the meeting, but **not before 5:00 p.m.** on the day the agenda is posted for the following week;
- Attend **in person** and fill out a public comment card.

You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331, Frontier 29 or webstream here:

mcm11.org/live

CITY COUNCIL REGULAR MEETING:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/87952640929?pwd=GDSD27yvQfOSQVbjPTZkD0QB4CGOW.1>

Or you can call in and listen via Zoom: 1-253- 215- 8782

Webinar ID: 879 5264 0929

7:00 PM – REGULAR COUNCIL MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER & ROLL CALL

2. PLEDGE OF ALLEGIANCE

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –

The Mayor will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at some future date. The Mayor may limit comments to 4 minutes per person for a total of 32 minutes. The Mayor will read comments emailed to the City Recorder and then call on anyone who has signed up to provide public comment.

4. PRESENTATION

- a. McMinnville Birthday Presentation – Katherine Huit

5. ADVICE/ INFORMATION ITEMS

- a. Reports from Councilors on Committee & Board Assignments
- b. Department Head Reports
- c. November 2025 Cash and Investment Report (in packet)
- d. Q2 Financial Report (in packet)

- e. City Manager Recruitment

6. CONSENT AGENDA

- a. Consider **Resolution No. 2026-02**: A Resolution removing Councilor Dan Tucholsky as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board.
- b. Consider **Resolution No. 2026-03**: A Resolution appointing Police Chief Cord Wood as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board.

7. RESOLUTIONS

- a. Consider **Resolution No. 2026-04**: A Resolution Authorizing the Interim City Manager to Release Air Easements Affecting Certain Properties Adjacent to Tice Park Along NW 25th Street.

8. ORDINANCES

- a. Consider the first reading with a possible second reading of **Ordinance No. 5169**: An Ordinance adopting the 2025 McMinnville Municipal Airport Master Plan as a supplemental document of the McMinnville Comprehensive Plan, and amending Volume I (Data and Background), Volume II (Goals and Policies), and Volume III (Title 17 of the McMinnville Municipal Code) of the McMinnville Comprehensive Plan (Docket G 2 – 25).
- b. Consider the first reading with a possible second reading of **Ordinance No. 5170**: An Ordinance adopting as amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.
- c. Consider the first reading with a possible second reading of **Ordinance No. 5171**: An Ordinance Amending Chapter 2.28 of the McMinnville Municipal Code to Update the Airport Commission Standing Meeting Schedule.
- d. Consider the first reading with a possible second reading of **Ordinance No. 5172**: An Ordinance Amending Section 2.04.010 of the McMinnville Municipal Code to Adjust the Standing Dates of Regular City Council Meetings.

9. ADJOURNMENT OF REGULAR MEETING



STAFF REPORT

DATE: January 27, 2026
TO: Adam Garvin, Interim City Manager
SUBMITTED BY: Heather Richards, Community Development Director
WRITTEN BY: Heather Richards, Community Development Director
SUBJECT: Ordinance 5170: Land Use Efficiency Measures

1. An Ordinance adopting as amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.

Report in Brief:

This is an action to consider Ordinance No. 5170, an ordinance adopting amendments to the McMinnville Comprehensive Plan by adopting addendums to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan to document land-use efficiency measures to meet residential and employment land need for the planning horizon of 2021 – 2041, with a forecasted population of 47,498 people. (Dockets G 3-25, G 4-25 and G 5-25).

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.

- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (EOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

With these land-use efficiency measures the City is able to meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary.

With that need met, the City is electing not to pursue an urban growth boundary amendment to meet the remainder of its commercial land need at this time.

This should satisfy Work Task 2 of McMinnville’s Sequential UGB Work Plan with the Department of Land Conservation and Development.

The Planning Commission hosted a public hearing on December 18, 2025, and voted unanimously to recommend approval of these land-use efficiency measures.

Background:

Oregon growth planning consists of three (3) basic tasks:

1. “Conduct Needs/Opportunities Analysis” – Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. “Land Use Efficiencies” – Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. “Amend Urban Growth Boundary (UGB), if needed” – If following the land use efficiencies work there still is need for additional land within the urban growth

boundary to accommodate the future housing, employment, and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Typically, this work is conducted and submitted to the state for acknowledgment all as one package. However, per state statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026.

This was approved, with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary). (Please see attached approved McMinnville Sequential UGB Work Plan).

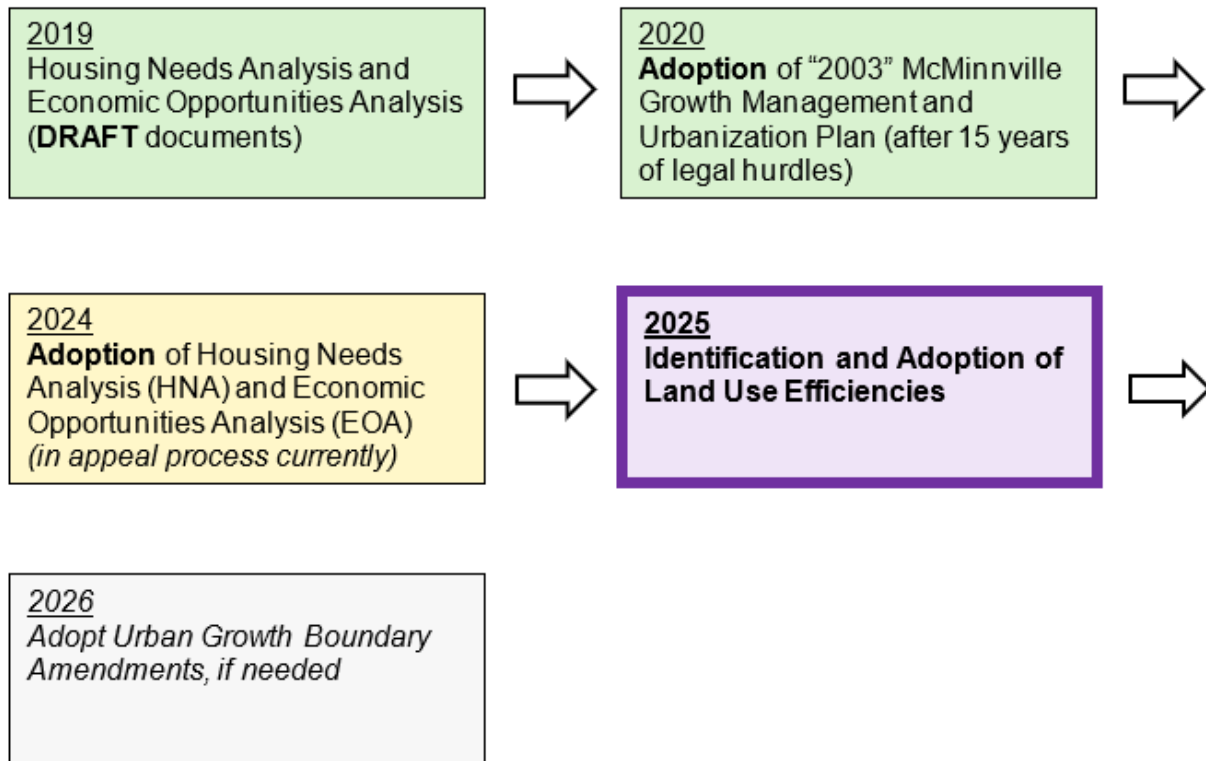
The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item, which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), which voted to uphold the DLCD Director's Decision.
- The City is still waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

Growth Planning Process Flowchart



Land Use Efficiency Measures:

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis November 2023 (HNA), as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis, September 2024 (EOA), for the planning horizon of 2021 – 2041.

Below is a table demonstrating the need established by the HNA and EOA and the results of meeting that need after the land-use efficiencies were calculated. Both the residential and industrial land need is met with land-use efficiency measures. The commercial land needs are only partially met. Staff recommends not moving forward with a UGB amendment at this time to meet the commercial land need.

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	Needs Met in UGB
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	Needs Met in UGB
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

Discussion:

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the HNA, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the HNA are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

Land Use Efficiency Measures – Commercial Land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development, per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum, requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing not to meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that it updates the Housing Capacity Analysis, which is due in 2032, in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.

Comments Received

The City received comments from:

- 1000 Friends of Oregon, Friends of Yamhill County, 12.17.25

Attachments:

1. Draft Planning Commission Minutes, December 18, 2025
2. Letter from Friends of Yamhill County / 1000 Friends of Oregon, December 18, 2025
3. Ordinance No. 5170
4. Exhibit A to Ordinance No. 5170: November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*
5. Exhibit B to Ordinance No. 5170: November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*
6. Exhibit C to Ordinance No. 5170: McMinnville Growth Management and Urbanization Plan, *Framework Plan, December 2025*
7. Exhibit C to Ordinance No. 5170: Decision Document for Dockets G 3-25, G 4-25, and G 5-25

Fiscal Impact:

This effort was funded in part by a Housing Technical Assistance grant from the Department of Land Conservation and Development. The grant paid for consultant services.

Alternatives:

Per Section 17.72.130(B) of the McMinnville Municipal Code:

Legislative hearings: Within 45 days following the public hearing on a comprehensive plan text amendment or other legislative matter, unless a continuance is announced, the Planning Commission shall render a decision which shall recommend either that the amendment be approved, denied, or modified:

1. *Upon reaching a decision the Planning Commission shall transmit to the City Council a copy of the proposed amendment, the minutes of the public hearing, the decision of the Planning Commission, and any other materials deemed necessary for a decision by the City Council;*
2. *Upon receipt of the decision of the Planning Commission, the City Council shall:*
 - a. *Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or*
 - b. *Adopt an ordinance effecting the proposed change in an amended form, or*
 - c. *Refuse to adopt the amendment through a vote to deny, or*
 - d. *Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).*

1. Alternative 1 [Staff Recommendation]: ADOPT ORDINANCE NO. 5170

2. Alternative 2: ADOPT ORDINANCE NO. 5170 in an amended form

3. Alternative 3: CALL FOR A PUBLIC HEARING, date-specific to a future City Council meeting.

4. Alternative 4: REFUSE TO ADOPT THE ORDINANCE

5. Alternative 5: The Council may consider any other alternative not presented by staff.



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

MINUTES

December 18, 2025
Planning Commission
Regular Meeting

6:30 pm
Hybrid Meeting
McMinnville, Oregon

Members Present: Sidonie Winfield, Rachel Flores, Sylla McClellan, Matt Jones (zoom), Brian Randall, Abigail Neilan, and Elena Mudrak

Members Absent: Brian Everest and Meg Murray

Staff Present: Heather Richards – Community Development Director, David Berniker – Planning Manager, Tom Schauer – Senior Planner, Geoff Hunsaker (part) – Public Works Director, and John Paskell (part, zoom) – Airport Manager, Melissa Ryan (legal counsel) - Bateman Seidel, and Ken Pirie – Walker Macy

1. Call to Order

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

2. Swearing In of New Planning Commissioner Abigail Neilan

Chair Winfield swore in new Planning Commissioner Abigail Neilan.

3. Citizen Comments

None.

4. Minutes – November 6, 2025

Commissioner Mudrak moved to approve the November 6, 2025, minutes. The motion was seconded by Commissioner McClellan and passed 6-0-1 with Commissioner Neilan abstaining.

5. Public Hearings

A. Legislative Hearing: McMinnville Landing Planned Development (G 1-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards presented the staff report.

Jody Christensen, Project Manager, shared the feedback received from property owners to create what the process for this project would look like. They wanted to make sure the community provided input every step of the way which they had accomplished. This was a legacy project and would be transformative. It had been an honor to work on the project.

Community Development Director Richards discussed the vision of the Innovation Campus, adopted Three Mile Lane Area Plan, the site, Planned Development Overlay, action tonight, history of planning efforts on this site, acknowledgements, document table of contents, planning process, community engagement, public testimony received, land use concept, rendering and pedestrian orientated retail zone, transportation analysis and needed improvements, how further traffic impact analysis would be required when the developer submitted development projects, onsite infrastructure cost estimate, design and development standards, code outline, zoning districts and uses, building presence, McMinnville Water & Light comments on a public utility easement and setbacks, large format uses with a maximum of two anchor stores, concept designs, and implementation.

There were questions about the open spaces being constructed in a timely manner, working with the airport for access to the new parking lot, retail parking meeting the parking standards, capacity for stormwater, economic and vision impacts of drive thru businesses, and multi-modal connections outside the study site.

Public Testimony:

Stewart Kircher, McMinnville resident, was one of the property owners. He read a letter of support for the proposed overlay as presented from the property owners. They had been meeting with the City regularly for many years and had a shared vision for the site.

Mark Davis, McMinnville resident, was generally in support, but expressed concerns about the high-end retail area. He did not think the economics of the community could support high-end retail. He gave examples of how past buildings had been repurposed. He hoped this development would turn out as planned, but if it didn't, he hoped they would look at how they would make it work for McMinnville.

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

The Commission discussed their hopes for the walkability and job creation, economic concerns, requiring more substantial trees to be planted, allowing concrete on the secondary exterior materials list, difference between concrete block and architectural concrete, clarifying the shared parking concept and hours of operation, and clarifying how on street parking counted towards the parking requirements.

There was consensus to add these conditions: a minimum 2-inch dbh caliper for trees at planting, the open space would be developed prior to occupancy of the retail buildings and directing staff to review the concern about the shared parking before it went to City Council.

Commissioner Jones moved to recommend the City Council adopt the McMinnville Landing Planned Development (G 1-25) with conditions for a minimum 2-inch caliper dbh for trees at planting, open space commons developed prior to 50% occupancy of the retail development,

and staff review of the shared parking and overlapping hours. The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

B. Legislative Hearing: Airport Master Plan Update (G 2-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards explained this was a request to adopt the Airport Master Plan as a supplemental document to the McMinnville Transportation System Plan and McMinnville Comprehensive Plan. The primary compliance standard was Oregon Land Use Goal #12 and Oregon Administrative Rules. She gave a history of the planning effort and discussed the framework of the plan, what the plan addressed, land use map, traffic patterns map, proposed amendments to the Comprehensive Plan, public testimony received, and action tonight.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner McClellan moved to recommend the City Council adopt the proposed amendments to McMinnville Comprehensive Plan Volumes I, II, and III to support the August 2025 McMinnville Airport Master Plan (G 2-25). The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

C. Legislative Hearing: Land Use Efficiency Measures (G 3-25, G 4-25, and G 5-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards said this was a request to adopt an addendum to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and an amended MGMUP Framework Plan, which were supplemental documents to the Comprehensive Plan. She described the land use efficiency measures, which were policy actions that changed the Comprehensive Plan or land use regulations to quantifiably reduce land needs. She discussed the summary of needs, residential land use efficiency measures with a needed 1,101 dwelling units, change in the assignment of land in the Urban Holding Comp Plan areas of the UGB, adopted changes in zoning, changes in use of land on Linfield University's campus, addition of the Linfield University land to the Buildable Lands Inventory, industrial land use efficiency measures with a needed 29 acres, commercial land use efficiency measures with a needed 159 acres, testimony from 1,000 Friends and Friends of Yamhill County, and action tonight.

There were questions about not pursuing a UGB amendment for commercial at this time and reasons for not pursuing smaller lot sizes as part of this work. Chair Winfield thought if they did allow smaller lots, they would need to have an expansion of park space.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner Mudrak moved to recommend the City Council adopt the proposed amendments to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and December 2025 Framework Plan and the accompanying decision document (G 3-25, G 4-25, and G 5-25). The motion was seconded by Commissioner McClellan and passed unanimously 7-0.

6. Commissioner Comments

None

7. Staff Comments

Senior Planner Schauer discussed upcoming meetings and Community Development Director Richards discussed upcoming training.

8. Adjournment

Chair Winfield adjourned the meeting at 8:58 p.m.



P.O. Box 1083
McMinnville, Oregon 97128



340 SE 6th Ave.
Portland, Oregon 97214

December 17, 2025

City of McMinnville Planning Commission
c/o McMinnville Community Development Department
231 NE Fifth Street
McMinnville, OR 97128

SENT VIA EMAIL

Re: McMinnville Proposed Post-Acknowledgment Plan Amendments Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25

Dear Planning Commissioners:

Please accept the below comments for the record in proposed Post-Acknowledgment Plan Amendments (PAPA) Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25. These comments are submitted jointly on behalf of 1000 Friends of Oregon (1000 Friends) and Friends of Yamhill County (FYC).

Docket G 1-25: Three Mile Lane Rezone and McMinnville Landing Overlay

1000 Friends and FYC remain concerned about the transportation options contemplated in the proposed plan amendments. 1000 Friends and FYC encourage the City to consider ways to improve pedestrian access to the proposed commercial spaces to serve City residents who do not or cannot drive. While the McMinnville Landing Plan states that the planning is intended to be pedestrian and bike friendly, the plan does not include a pedestrian bridge across Highway 18, nor does the plan provide for adjustments to the highway interchanges to facilitate bike and pedestrian access. This means that there is no safe and easy way to access McMinnville Landing without using a vehicle to get there. Making the development itself pedestrian and bike friendly will not be useful if the only way for City residents to get to McMinnville Landing is in their cars.

Docket G 2-25: Airport Master Plan

1000 Friends and FYC support the adoption of the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan. The adoption of the Airport Master Plan ensures that land near the airport is available for other industrial development uses and is not restricted to airport expansion. This is a practical and sensible measure that will avoid unnecessary conversion of resource land for industrial uses while allowing development in an area that already supports industrial uses. 1000 Friends and FYC are also glad to see that the Airport Master Plan uses the most recent population projections for the City, as required by OAR 660-032-0020(1).

Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

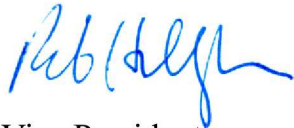
Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

1000 Friends and FYC appreciate the opportunity to comment on the PAPAs. Thank you for your consideration of the comments offered above.

Sincerely,

Rob Hallyburton



Vice President
Friends of Yamhill County

John Butterfield



Staff Attorney
1000 Friends of Oregon

ORDINANCE NO. 5170

An Ordinance adopting amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.

RECITALS:

WHEREAS, the City of McMinnville developed an updated Housing Needs Analysis (November 2023 Housing Needs Analysis) and Economic Opportunities Analysis (September 2024 Economic Opportunity Analysis) in 2020 for a planning horizon of 2021 – 2041, adopting them on February 27, 2024, per Ordinance No. 5141; and

WHEREAS, the needs analysis identified land deficits for the planning horizon of 2021-2041 in the manner of 202 gross buildable acres of residential land, 29 gross buildable acres of industrial land, 159 gross buildable acres of commercial land; and

WHEREAS, per ORS 197.626(3) and OAR 660-025-0185(1) and (2), the City elected to use the Sequential Urban Growth Boundary Amendment Process to evaluate land use efficiency measures by and propose an urban growth boundary amendment, if deemed necessary, by March 1, 2026; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to meet the City's residential and industrial land needs identified in the November 2023 Housing Needs Analysis, and September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, Dockets G 3-25, G 4-25, and G 5-25 are legislative actions adopting land-use efficiency measures to address some of the commercial land needs identified in the September 2024 Economic Opportunity Analysis, within its existing Urban Growth Boundary; and

WHEREAS, the City Council is electing not to meet its full commercial land need identified in the September 2024 Economic Opportunity Analysis, and therefore is not pursuing an urban growth boundary amendment; and

WHEREAS, the City utilized a Project Advisory Committee comprised of community stakeholders to advise city staff and the consultants on the development of the land use efficiency measures; and

WHEREAS, the Planning Commission hosted a public hearing on

December 18, 2025, closed the hearing and voted unanimously to recommend approval of these land use efficiency measures to the McMinnville City Council; and

WHEREAS, the City Council received the Planning Commission recommendation and staff report and deliberated; and

WHEREAS, the City Council, being fully informed about said recommendation, found that the proposed land-use efficiency measures identified in Dockets G 3-25, G 4-25 and G 5-25, attached as Exhibits A, B and C, the City can meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary.

NOW, THEREFORE, THE CITY OF MCMINNVILLE ORDAINS, as follows:

1. The Council adopts Docket G 3 – 25, a November 4 EConorthwest Memorandum, entitled *“Residential Land Use Efficiency Measures for McMinnville”*, as an addendum to the *November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan, attached Exhibit A; and
2. The Council adopts Docket G 4 – 25, a November 6 EConorthwest Memorandum, entitled *“Commercial and Industrial Land Use Efficiency Measures for McMinnville”*, as an addendum to the *September 2024 Economic Opportunity Analysis (EOA)*, which is a supplemental document of the Comprehensive Plan, attached as Exhibit B; and
3. The Council amends the McMinnville Growth Management and Urbanization Plan, *Framework Plan*, McMinnville Comprehensive Plan, Volume III, Docket G 5 – 25, attached as Exhibit C; and
4. The Council adopts the Decision Document for Dockets G 3-25, G 4-25, and G 5-25, attached as Exhibit D; and
5. This Ordinance will take effect 30 days after passage by the City Council.

Passed by the McMinnville City Council this 27th day of January. 2026 by the following votes:

Ayes: _____

Nays: _____

MAYOR

Approved as to form:

Attest:

City Attorney

City Recorder

EXHIBITS:

- A. November 4 EConorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*.
- B. November 6 EConorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*.
- C. McMinnville Growth Management and Urbanization Plan, *Framework Plan*, December 2025
- D. Decision Document for Dockets G 3-25, G 4-25, and G 5-25



DATE: November 4, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Residential Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Housing Needs Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Housing Needs Analysis (HNA)* identified a deficit of land for 1,101 dwelling units requiring 202 gross acres of buildable land to accommodate housing growth for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's residential land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's residential land use efficiency measures that will meet the City's deficit of land for housing. This memorandum is organized in the following sections:

- ◆ **Summary of Land Use Efficiency Measures** provides a short summary of measures proposed to address the City's deficit of land for 1,101 dwelling units.
- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on residential land capacity.
- ◆ **Revisions to Findings about Housing Needs** shows the changes to findings about housing needs in McMinnville for the 2021-2041 period, based on the additional residential development capacity resulting from the land use efficiency measures.
- ◆ **Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*** provides key information from the *HNA* about the forecast of housing growth, the buildable lands inventory, and residential land sufficiency.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Housing Needs Analysis (November 2023)* approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024.



Summary of Land Use Efficiency Measures

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	



As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ◆ McMinnville will need 4,284 dwelling units of housing on buildable land (see Exhibit 3) based on the *HNA*.
- ◆ McMinnville has capacity for 3,183 dwelling units based on the *HNA* (see Exhibit 5) and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ◆ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185



Land Use Efficiency Measures

The following section describes the Land Use Efficiency Measures McMinnville is implementing to meet the need for 1,101 dwelling unit deficit on 202 gross acres of land. It provides information to describe the summary of land use efficiency measures shown in Exhibit 1. The categories of land use efficiency measures that McMinnville is taking are:

- ◆ Changes in how land within the Urban Holding Comprehensive Plan designation will be used.
- ◆ Up-zoning of land within the city limits.
- ◆ Changes to use of land on Linfield University's Campus.

Change in the Assignment of Land in the Urban Holding Comprehensive Plan Designation

The City of McMinnville has a Urban Holding (UH) Comprehensive Plan Map designation for its UGB expansion areas that are mixed-use. An adopted Framework Plan describes how that UH comprehensive plan map designation will be planned to meet identified land needs in the most recently adopted needs analysis. Since completion of the *HNA* in 2023, the City has made revisions to its expectation for development of land for parks, public and institutional uses, and school uses in the Framework Plan and thus the Urban Holding comprehensive plan map designated area of the UGB expansion areas. These changes have been (or will be) made official through amendments to the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan.

- ◆ **Revision to Park Land Need.** McMinnville revised its estimates for future park land need by amending the MGMUP Framework Plan. Ordinance Number 5157, adopted January 28, 2025, decreased the amount of land assumed for park use in the Urban Holding comprehensive plan map designated area by 127 acres. The City is planning for this land in the Urban Holding comprehensive plan map designated area to be developed with housing uses.
- ◆ **Revision to Public and Institutional Land Need.** McMinnville revised its estimates for future public land need by amending the MGMUP through Ordinance Number 5148, September 24, 2024) to decrease public land need by 44 acres in the Urban Holding comprehensive plan map designated areas. The City is planning for this land in the Urban Holding comprehensive plan map designated areas to be developed with housing uses.
- ◆ **Revision to Need for Land for the McMinnville School District.** Discussions between the City and the McMinnville School District have resulted in a decrease in land being planned for school use in the Urban Holding comprehensive plan map designated



area. The result is that the City is planning that 33 acres of land originally set aside for schools in the Urban Holding comprehensive plan map designated area will be developed for housing uses, rather than school uses. The McMinnville School District still retains a 42 acre future high school site in the UGB expansion area as well as plans for development of an elementary school on 10 acres of land in the Urban Holding comprehensive plan map designated area. The City is adopting the amendment to the MGMUP Framework Plan to make this change concurrent with adopting the rest of the land use efficiency measures.

As a result, the MGMUP Framework Plan will identify an additional 204 acres of land will develop with housing in the Urban Holding comprehensive plan map designated areas in the city's UGB expansion areas.

The next step for the City will be to develop area plans for the UH comprehensive plan map designated areas in the Framework Plan to refine where the different mixed-use land needs will go in this area. The City has already adopted an area plan for the Fox Ridge Road Area in 2024, and is currently underway with an area planning process for the Southwest Area Plan that will incorporate these changes as it is the largest identified area plan in the Framework Plan.



Adopted Changes in Zoning

The City of McMinnville has changed zoning on some tax lots since 2023 and completion of the buildable lands inventory in the *HNA*. The land use efficiency measures in Exhibit 1 document the increase in zoned capacity on tax lots where zoning was changed, as follows.

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

In the *HNA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future housing (or commercial) development per a letter provided by Linfield University on January 16, 2020. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum.

In that letter, the University says that land on the south edge of the campus is not planned for campus use and is anticipated to be sold, leased, or a combination, allowing for private development during the planning horizon. The University says that the City may add the land to the City's buildable lands inventory. The University says that they do not expect changes to the existing zoning for this land.

Of the 72.99 acres in Linfield South Edge, two tax lots are zoned to allow residential use. The larger tax lot (R4429AC00103) is 44.85 acres in size, of which 20.48 acres is zoned R-4 and 24.37 acres is zoned C-3. The other tax lot (R4428BB00200) is 0.56 acres in size and zoned R-2. Appendix B presents the letter from Linfield University about their request to allow residential uses on these tax lots.

Exhibit 1 shows the assumption that these tax lots (21.0 acres) will accommodate 130 dwelling units based on their current zoning and the densities shown in Exhibit 5.



Revisions to the Findings About Housing Needs

The following are the findings about McMinnville's residential land need.

- ♦ The *HNA* found that the City had capacity for 3,183 dwelling units, with a deficit of 1,101 dwelling units for housing or 202 acres at a density of 5.46 dwelling units per acre.
- ♦ After accounting for the land use efficiency measures described in this memorandum, the City added capacity for an additional 1,286 dwelling units. Combined with the existing capacity of 3,183 dwelling units, the City has capacity for 4,469 dwelling units. This is more than the forecast of needed units (4,284 units), giving the City a small surplus of capacity for housing for the 2021-2041 period (185-unit surplus).

The City finds that the requirements of Goal 10 have been addressed based on the analysis in the McMinnville Housing Needs Analysis and the analysis of land use efficiency measures in this memorandum.



Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*

This appendix presents a summary of key information from the *McMinnville Housing Needs Analysis* (November 2023) about the forecast of housing growth, buildable lands, needed densities, and land sufficiency. This section is only a summary of the *HNA* results, with more details presented in *McMinnville Housing Needs Analysis* (November 2023). This appendix presents the analysis from the *HNA*, without making any changes to that analysis.

Forecast of Housing Growth

Exhibit 3 shows that the *McMinnville Housing Needs Analysis* (November 2023) forecast growth of a total of 4,284 dwelling units for the 2021-2041 planning period.

Exhibit 3. Forecast of Demand for New Dwelling Units Requiring Vacant and Partially Vacant Lands, McMinnville UGB, 2021–2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
Calculations by ECOnorthwest.

A portion of Exhibit 91 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Variable	20-Year (2021 to 2041)
DUs Requiring Vacant / Partially Vacant Unconstrained Land	
Single-family detached	2,524
Single-family attached	559
Multifamily	1,202
Total DUs Requiring Vacant or Partially Vacant Land	4,284



Buildable Land Inventory Results

Exhibit 4 shows that McMinnville has 763 gross acres within its UGB for residential uses on vacant and partially vacant (unconstrained) land in 2023. The summary of buildable residential land in Exhibit 4 excludes land in the Urban Holding plan designation that was expected to be used for public and semi-public uses, as described in the footnote below¹

Exhibit 4. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
City of McMinnville, Yamhill Co., ECOnorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.
Exhibit 11 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zone/Plan Designation	Buildable Acres for Residential Uses
City Limits, by Zone	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
UGB, by County Zone or Plan Des.	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
Total Land for Housing	763

¹ Exhibit 4 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 4 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses.



Exhibit 5 shows the capacity of buildable land in the McMinnville UGB based on the needed densities by zone, as identified in the *McMinnville Housing Needs Analysis* (November 2023). Exhibit 5 shows that McMinnville has 708 acres of unconstrained buildable lands, with capacity for 3,183 dwelling units.²

Exhibit 5. Capacity for Housing on Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2), McMinnville UGB, 2018

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.
 *The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning" Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zoning Districts	Total Unconstrained Buildable Acres (Water Zone 1 & 2)	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
TOTAL	708	4.49	3,183

² Exhibit 5 excludes about 54 acres of buildable in small lots in rural zoning, as documented in Exhibit 100 of the *McMinnville Housing Needs Analysis* (November 2023).



Residential Land Sufficiency

Exhibit 6 shows a comparison of buildable lands capacity (Exhibit 5) with the forecast for new housing in McMinnville (Exhibit 3). The *McMinnville Housing Needs Analysis* (November 2023) showed that McMinnville had a deficit of 1,101 dwelling units or 202 acres of land at 5.46 dwelling units per gross acre.

Exhibit 6. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the period 2021 to 2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest
Buildable Lands Inventory; Calculations by ECONorthwest. Note 1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

A portion of Exhibit 101 in the *City of McMinnville Housing Needs Analysis* (November 2023)

	Planning Period
	20-Year (2021 to 2041)
2021 Capacity (DUs)	
Water Zone 1	2,608
Water Zone 2	575
Total	3,183
Post-2021 Demand (DUs on buildable land)	4,284
Surplus/Deficit at Horizon Year (Dus)	(1,101)
<i>Capacity Based on Land in Water Zone:</i>	<i>1&2</i>
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	(218)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	(202)
Difference, gross acres	(16)



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus.





900 SE Baker Street
McMinnville, OR 97128-6894
T 503.883.2200

LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

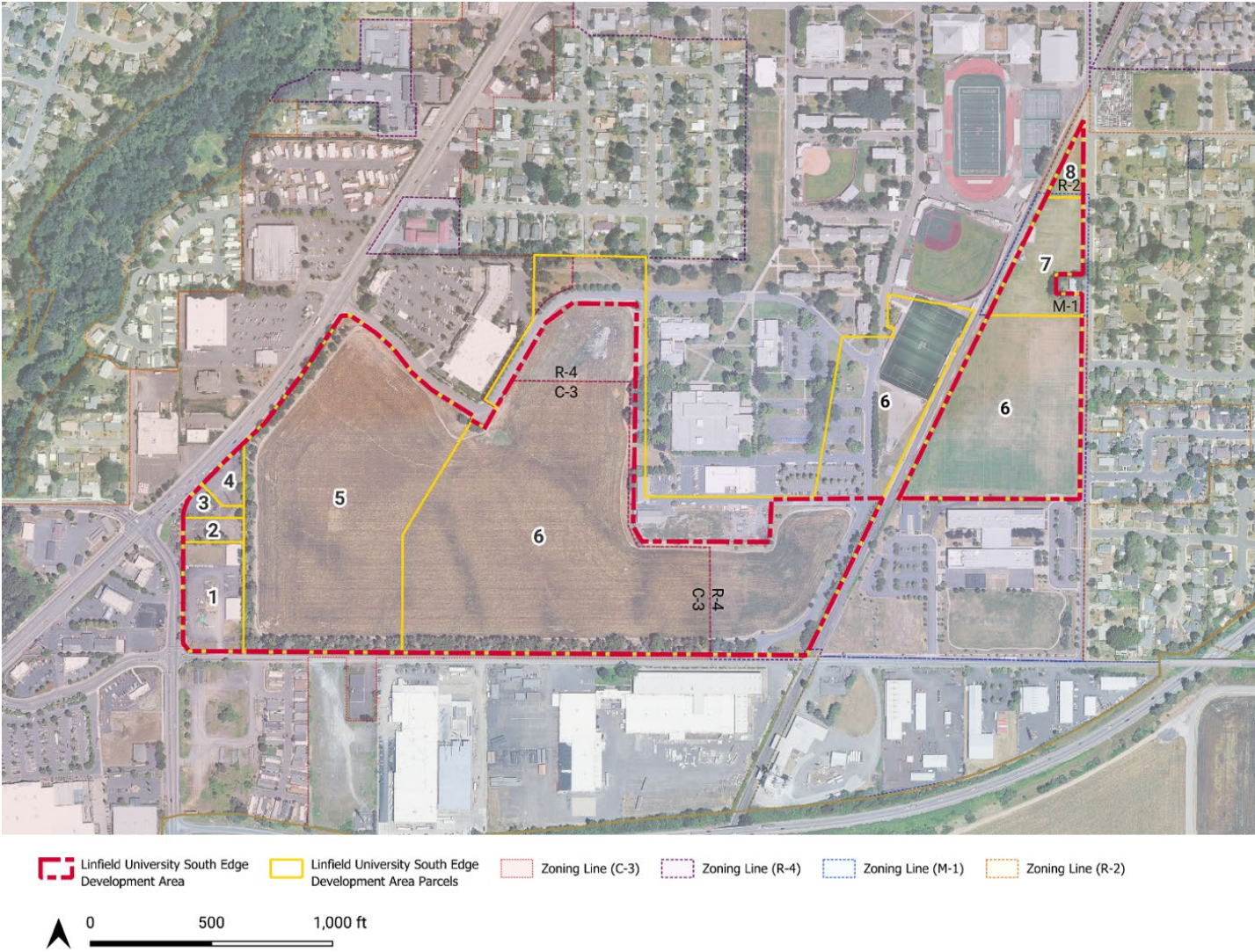
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University

DATE: November 6, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Commercial and Industrial Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Economic Opportunities Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Economic Opportunities Analysis* (EOA) identified a deficit of land of 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's industrial and commercial land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's commercial and industrial land use efficiency measures that will meet the City's deficit of land for employment. This memorandum is organized in the following sections:

- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on industrial and commercial land capacity.
- ◆ **Revisions to Findings about Industrial and Commercial Land Needs** shows the changes to findings about industrial and commercial land needs in McMinnville for the 2021-2041 period based on the additional development employment capacity resulting from the land use efficiency measures.
- ◆ **Appendix A:** presents the August 2025 Airport Master Plan, Airport Layout Plan, Sheet 4 of 21.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Economic Opportunities Analysis* (November 2023) approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024, and amended on September 24, 2024 by Ordinance Number 5148.

Land Use Efficiency Measures

The following section describes McMinnville's Land Use Efficiency Measures to meet the need for 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

Industrial land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ◆ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.



Commercial land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.



Revisions to the Findings about Industrial and Commercial Land Needs

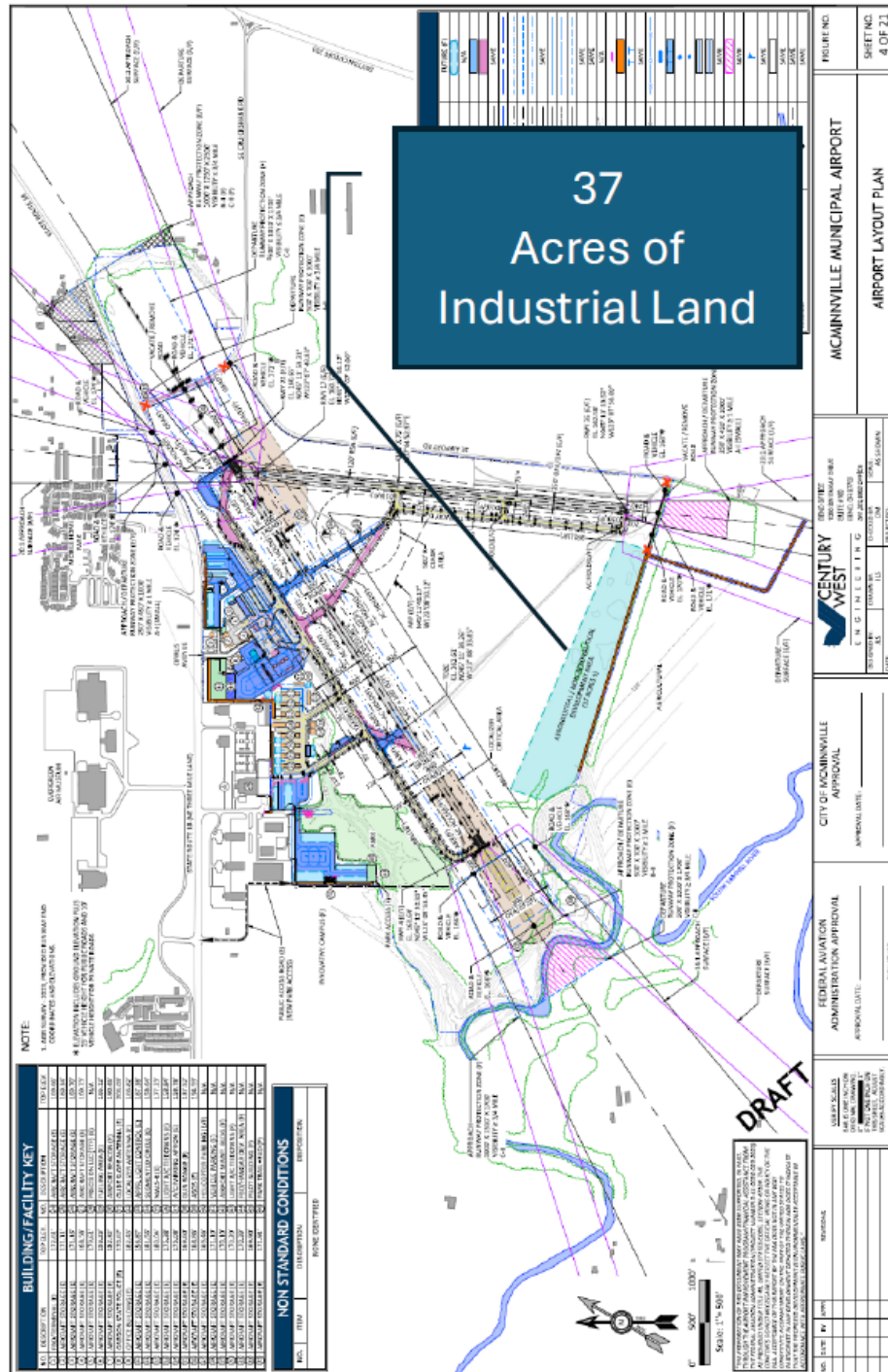
The following are the findings about McMinnville's industrial and commercial land need.

- ♦ The *EOA* found that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land, resulting in a 29-acre deficit of industrial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will address this deficit, leaving a small surplus of industrial land for the 20-year period.
- ♦ The *EOA* found that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land, resulting in a 159-acre deficit of commercial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will reduce this deficit by 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.6 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99..

The City finds that the requirements of Goal 9 have been addressed based on the analysis in the *EOA* and the analysis of land use efficiency measures in this memorandum.



Appendix A: McMinnville Municipal Airport Master Plan, August 2025, Sheet 4 of 21 – Airport Layout Plan.



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus. This letter replaces the letter from Linfield University dated January 16, 2020 that is located in Appendix E of the EOA.





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Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

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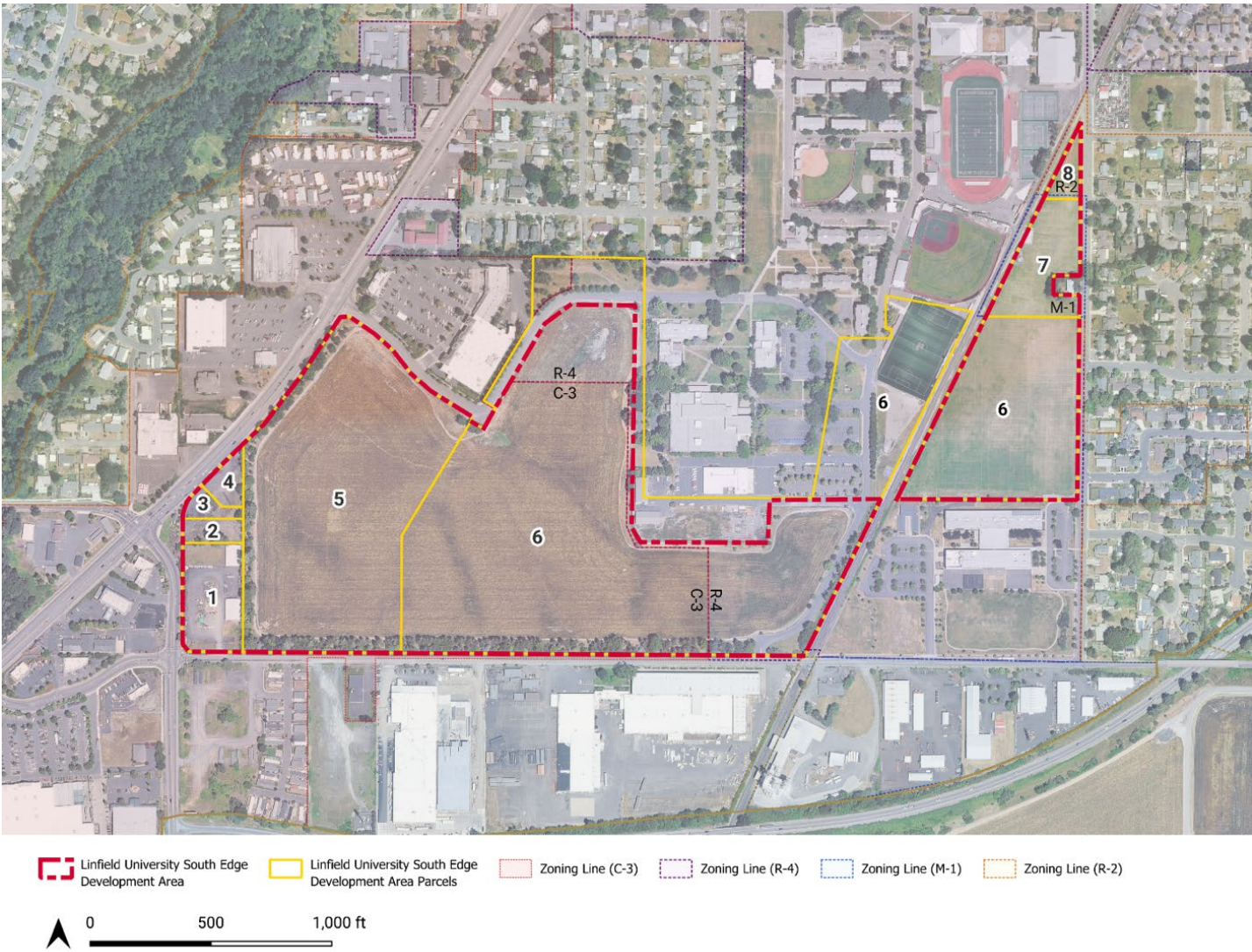
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Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University



City of McMinnville
**FRAMEWORK PLAN AND
AREA PLANNING**
December, 2025

INTRODUCTION:

Note: This Framework Plan supersedes the Framework Plan that was adopted as Appendix G of the McMinnville Growth Management and Urbanization Plan in December, 2020 (Ordinance No. 5098), acknowledged by the state in April, 2021, and subsequently amended by Ordinance No. 5157 on January 25, 2025.

The Framework Plan identifies how land that is within the City of McMinnville's Urban Growth Boundary but not within the city limits should be planned to meet the City of McMinnville's land needs as identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The McMinnville Growth Management and Urbanization Plan (MGMUP) includes areas where the UGB will be expanded to accommodate future growth of the City of McMinnville. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. In order to allow for the transition from rural to urban land uses in a manner that is consistent with the MGMUP, and more specifically, with the City's overall land supply needs as identified in the City of McMinnville's most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis, the City will implement a three-step planning process for those lands that are included in the UGB expansion areas.

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

- Framework Plan
- Area Plan
- Master Plan

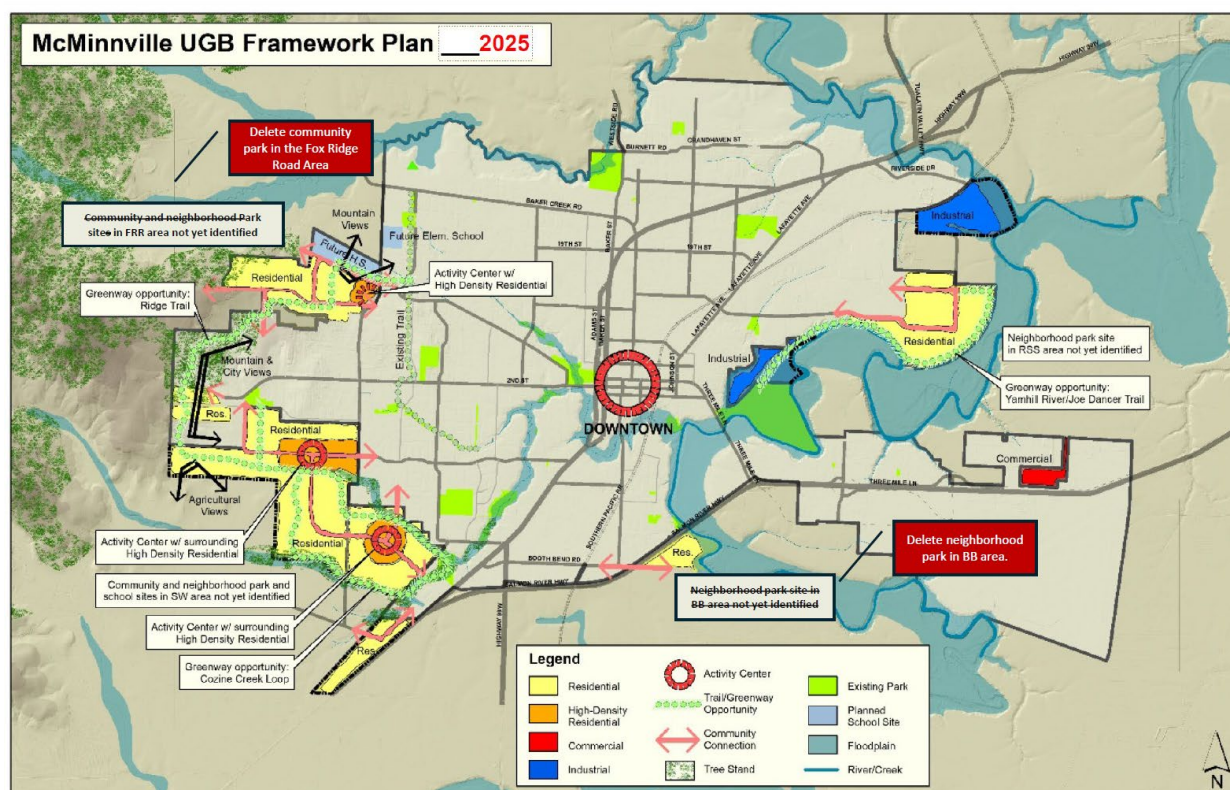
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP and consistent with the land development and urban design concepts that the McMinnville community has embraced. The planning process will also provide future opportunities for the City to demonstrate how it will achieve the overall need for the variety of housing types and land uses as described in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes a description and summary of the Area Planning and Master Planning processes, as well as guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the most recently adopted needs analysis. The guidance identifies how land needs may be distributed between and within UGB expansion areas and is intended to be conceptual and further refined through the Area and Master Planning process.

Framework Plan

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

Figure 1 – MGMUP Framework Plan (Amended 2025 by Ordinance No. 5157)

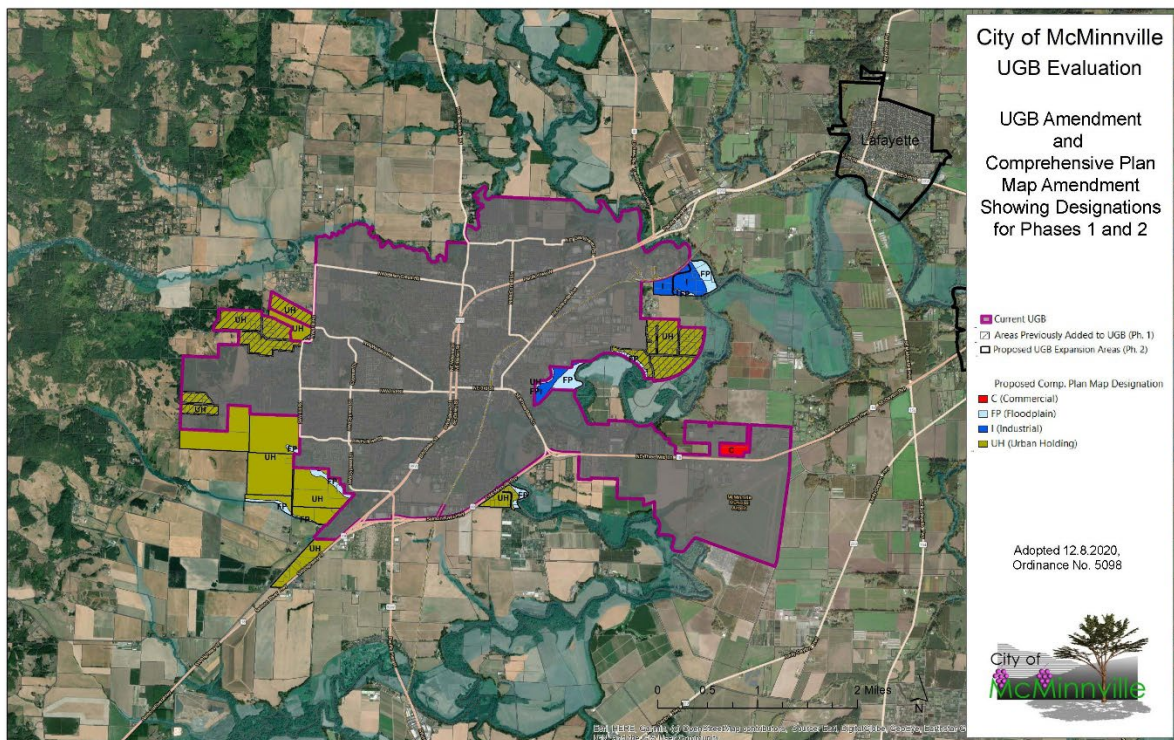


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

If, at the time of this more detailed Area or Master Planning, there is a desire to modify the development concepts shown in the Framework Plan, an analysis must be completed that demonstrates how the land needs, housing densities, and commercial uses depicted in the Framework Plan for a particular area can be accommodated elsewhere, and still do so in a way that is consistent with the MGMUP and its intended development pattern and principles.

The MGMUP also includes an updated Comprehensive Plan Map for the City of McMinnville, which provides comprehensive plan designations for all lands included in UGB expansion areas. Land brought into the UGB is initially assigned an Urban Holding (UH) Comprehensive Plan designation, unless it is specifically identified for only Industrial or Commercial land uses (this applies only in specific areas that were included in the UGB based on their suitability for only industrial or commercial use).

Figure 2 – MGMUP Comprehensive Plan Map



Area Planning and Master Planning

Area Planning:

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP.

Area Plans must embody the development principles of the MGMUP and other City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans will be developed to be consistent with the guidelines and characteristics of the Traditional Neighborhood model described in Chapter VII of the MGMUP. This will include the potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP and also support surrounding residential development, as described in Chapter VII of the MGMUP. In addition, Area Plans will be consistent with the City's adopted Great Neighborhood Principles.

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

Area Planning Process:

An Area Plan must be adopted for any land within the UH comprehensive plan designation prior to annexation, rezoning, or development. Area Planning will be initiated and completed by the City, and adopted by the City Council as a guiding land use document. The adoption of the Area Plan is not a land use decision process, and does not result in any changes to comprehensive plan designations or zoning.

If the City has not yet adopted an Area Plan for lands within UGB expansion areas that are designated as UH lands, property owners may initiate the Area Planning process. The initiation of the Area Planning process will require the submittal of a land use application for the adoption of an Area Plan. The Area Planning process may be initiated by property owners for land areas of 100 acres or more.

Master Planning:

Following the adoption of an Area Plan, individual property owners or developers must complete a Master Planning process to allow for annexation and development to occur in UGB expansion areas. The Master Planning process will require a more detailed analysis of the land in question and the proposed uses to ensure consistency with the planned and desired growth of the city. The uses included in a Master Plan must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.

Master Planning Process:

Prior to the City Council's approval of an annexation agreement to allow land within the UGB to be annexed into the city limits, property owners must complete a Concept Master Plan to identify how the land will be developed in accordance with the Framework Plan and applicable Area Plan.

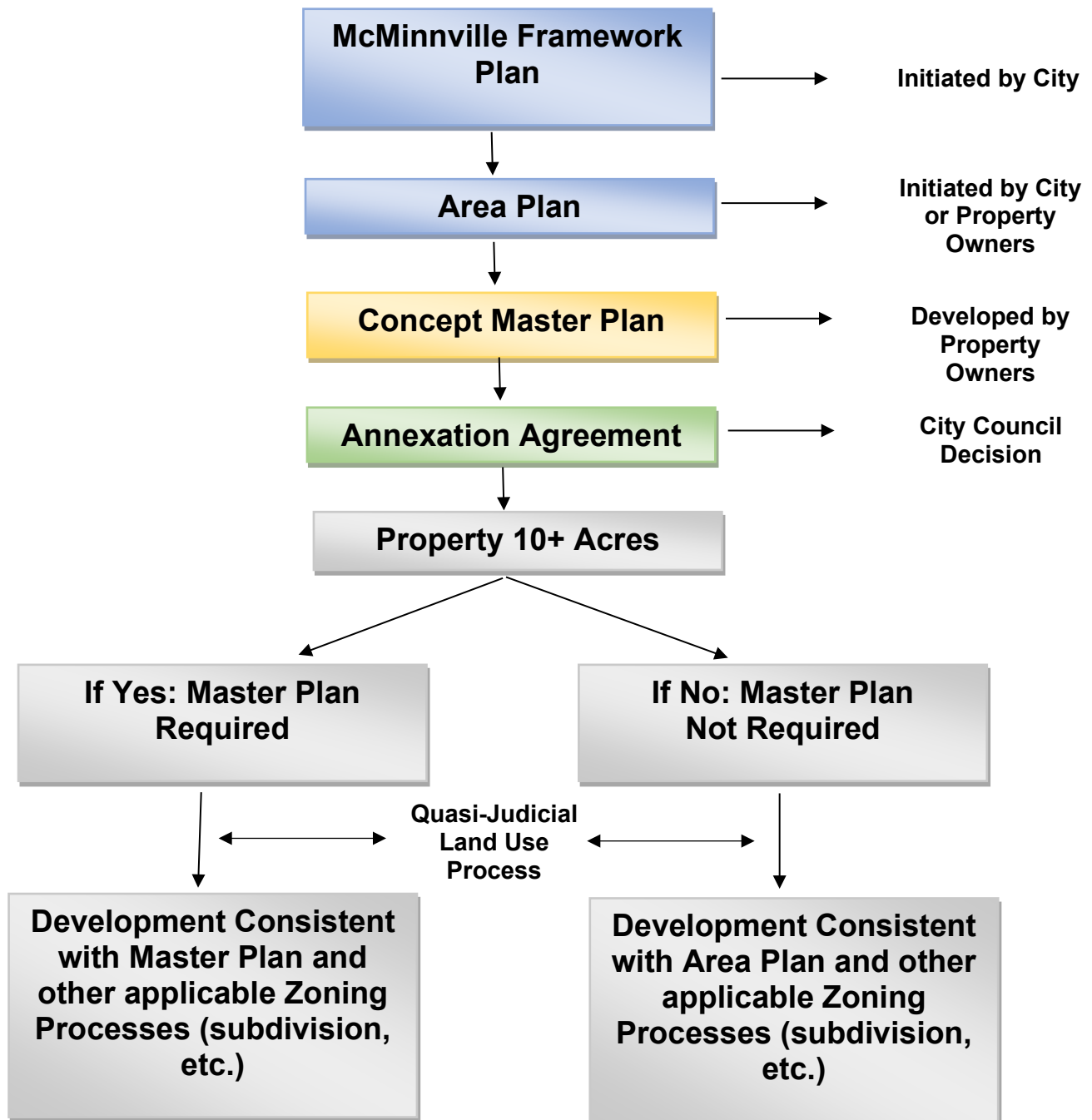
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land use review process will provide an opportunity for public involvement and community support for the Master Plan's urban development concepts. The Master Planning process will also result in comprehensive plan and zoning amendments that convert lands from the UH comprehensive plan designation to urban comprehensive plan map designations and urban zoning districts.

A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

Lands less than 10 acres in size may be annexed and developed without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. Urban comprehensive plan map designations and urban zoning districts shall be requested for the lands prior to development, and the designations and zoning districts must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question. The development of the land must also:

- Be consistent with the uses identified in the Area Plan applicable to the land in question;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the applicable Area Plan, the McMinnville TSP, and other local street spacing and connectivity requirements; and
- Be consistent with all other required policies and standards of the City's land use planning approval processes.

UGB Expansion Area Planning Process



Area Plan Guidance and Considerations

Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

Summary of Needed Land Types to be Accommodated in Area Plans:

As stated above, the land uses identified in an Area Plan must be consistent with the needed land types identified in the most recent acknowledged Housing Needs Analysis and Economic Opportunity Analysis.

Table 1 below identifies the needed land type in the Urban Holding comprehensive plan map designations for the McMinnville Urban Growth Boundary.

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.

SUMMARY OF LAND NEEDS:

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

- Residential Land: 596.90 acres
 - 36.7 acres for R-5 High Density zoning
 - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
 - 18.70 acres for Neighborhood Parks
 - 20.00 acres for Community Parks
 - 87.90 acres for Greenways/Greenspaces/Natural Areas
 - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 84.90 acres

Area Plan Prioritization:

The Area Planning process will be more critical in certain UGB expansion areas. Therefore, the City will prioritize the completion of Area Plans in expansion areas that are larger, require more coordinated development of public infrastructure and services, and are more likely to develop or redevelop in the near term. The potential prioritization of the completion of Area Plans may be as follows:

- 1) Fox Ridge Road
- 2) Southwest Area
 - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also include Redmond Hill Road)
 - b. Southwest 06 and Old Sheridan Road
- 3) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 4) Riverside South
- 5) Booth Bend Road
- 6) Riverside North

Potential Assignment of Land Need:

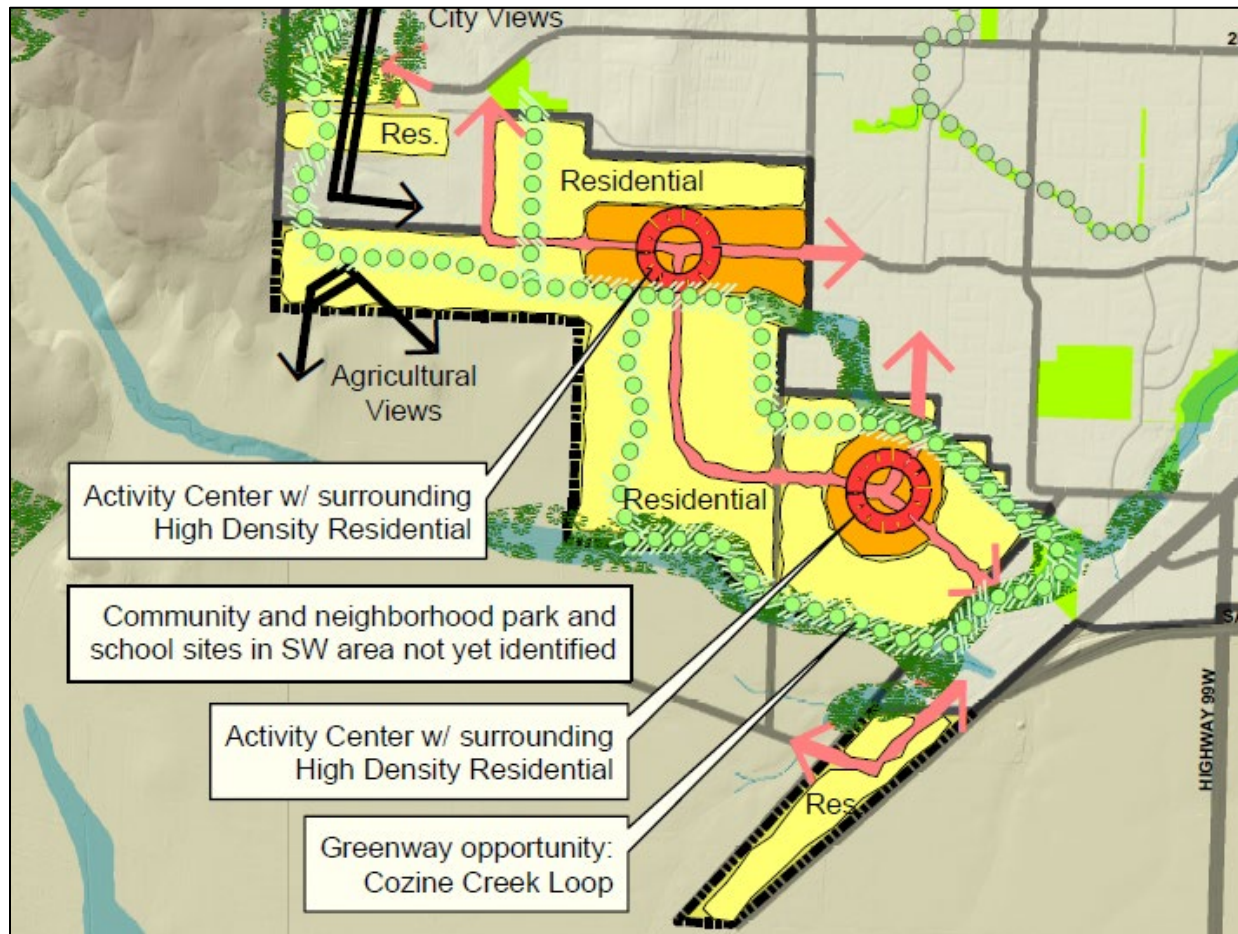
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

Specific land needs and opportunities to consider in the development of each of these Area Plans are provided below.

Southwest Area Plan:

The Southwest area includes some of the larger and more contiguous areas of vacant land to be included in the McMinnville UGB. The area requires coordinated planning of infrastructure to ensure the provision of services to areas in the western portion of the UGB expansion area. This area is also adjacent to existing built-out areas of the existing UGB, so coordination of street networks and neighborhood continuity will be important to consider in the development of an Area Plan. For these reasons, it is suggested that one Area Plan be completed for all of the UGB expansion areas in the Southwest area. There could be a potential to complete smaller Area Plans, potentially using Hill Road as the separation point with the areas west of Hill Road included in one Area Plan (West Hills South, Southwest 2, and West of Old Sheridan Road) and the areas east of Hill Road (Southwest 06 and Old Sheridan Road) included in another Area Plan.

Southwest Area as shown in MGMUP Framework Plan:



The overall Southwest Area will primarily provide land for housing. However, to incorporate elements of the Traditional Neighborhood and to accommodate commercial land need identified in the MGMUP, the southwest area should include two (2) Neighborhood Activity Centers (NACs), one in the northwest portion along a westerly extension of Fellows Street and one in the southeastern portion along a new major street that could provide a connection between Hill Road and Old Sheridan Road. Each NAC may be approximately 40 to 80 acres in size, with approximately 5-10 acres of neighborhood serving commercial, and approximately 5 to 10 acres of office space. Each NAC should also include approximately 15 acres of high-density residential development (R-5 zone). There should be about 2.0 acres of public plazas/parks in each NAC, and the remaining land in the NAC should be medium and lower density housing as appropriate to achieve the overall targeted density of 5.7 dwelling units per acre. Additional areas may be suitable for high-density residential development (R-5 zone), where potentially adjacent to future identified park locations, or along appropriate street corridors that may support future transit service.

To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 PROS Plan, the Southwest Area should incorporate one - two neighborhood parks of a minimum of 5 acres in size. The neighborhood parks should be placed to ensure that future residents have access to a park within a 10-minute (or ½ mile) walk of their home, as described in the City of McMinnville June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area should also incorporate one community park to accommodate the

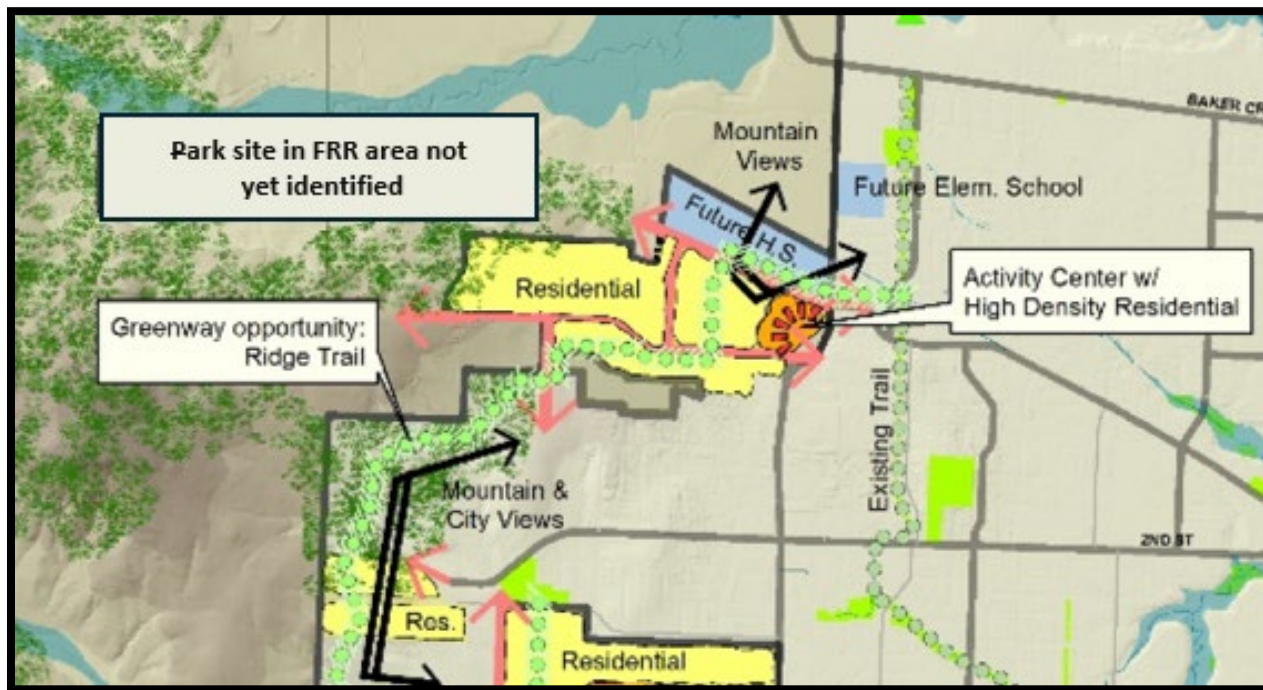
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) whose exact locations are yet to be determined. There may also be an opportunity for greenway or trail connectivity to the north through the Redmond Hill Road and West Hills areas, potentially in the form of a ridgeline greenway/greenspace at higher elevations that could also preserve existing tree stands that currently provide wildlife habitat.

A future school site should also be identified within the Southwest Area Plan. As an area that will accommodate a significant amount of the planned residential growth in the expanded UGB, one additional school site may be necessary in this area. Further coordination should occur with the McMinnville School District on the identification of future school sites, but the Southwest area could accommodate the approximately 10 acres of additional school land need identified in the MGMUP.

Fox Ridge Road Area Plan:

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

Fox Ridge Road Area as shown in MGMUP Framework Plan (Amended 2025):



The Fox Ridge Road Area Plan will primarily be housing. However, the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high-density residential development (R-5), and approximately 2 - 5 acres of medium-density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower-density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

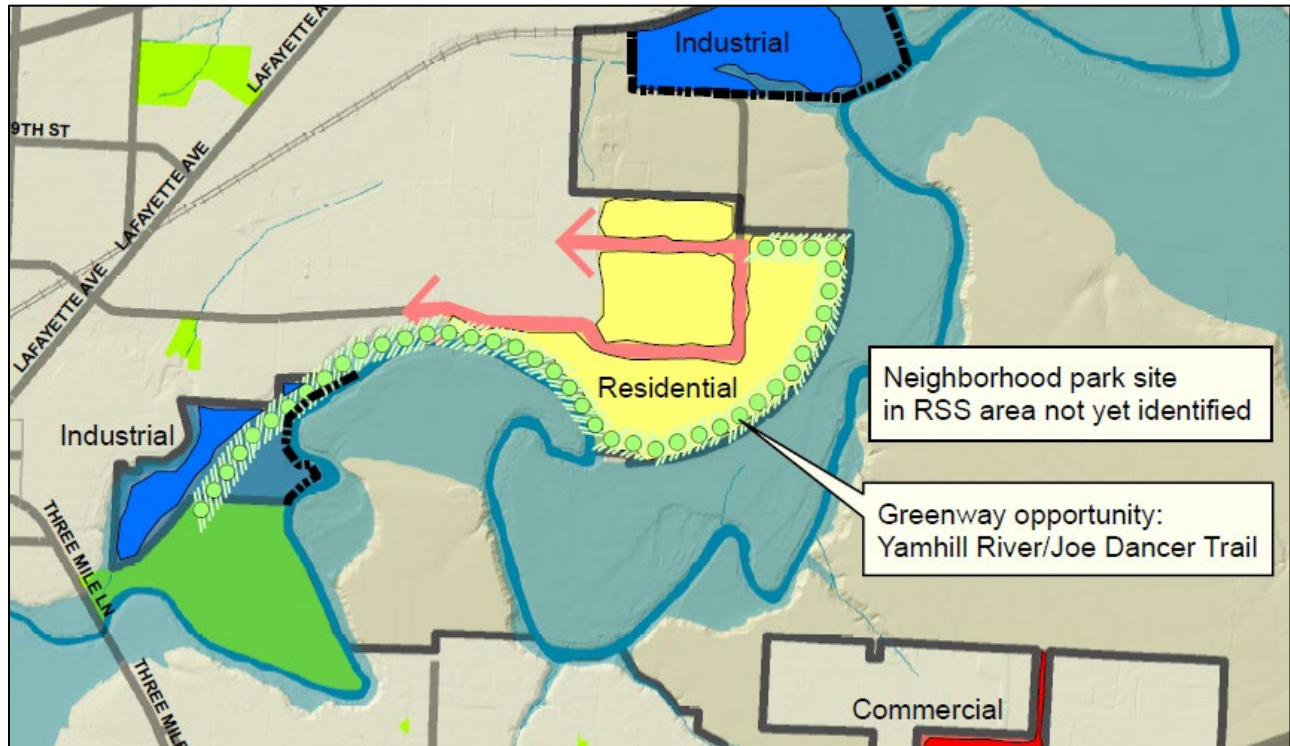
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that are accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource park. Natural green spaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

Riverside South Area Plan:

The Riverside South Area Plan should include the entire area east of the existing UGB.

Riverside South as shown in MGMUP Framework Plan:



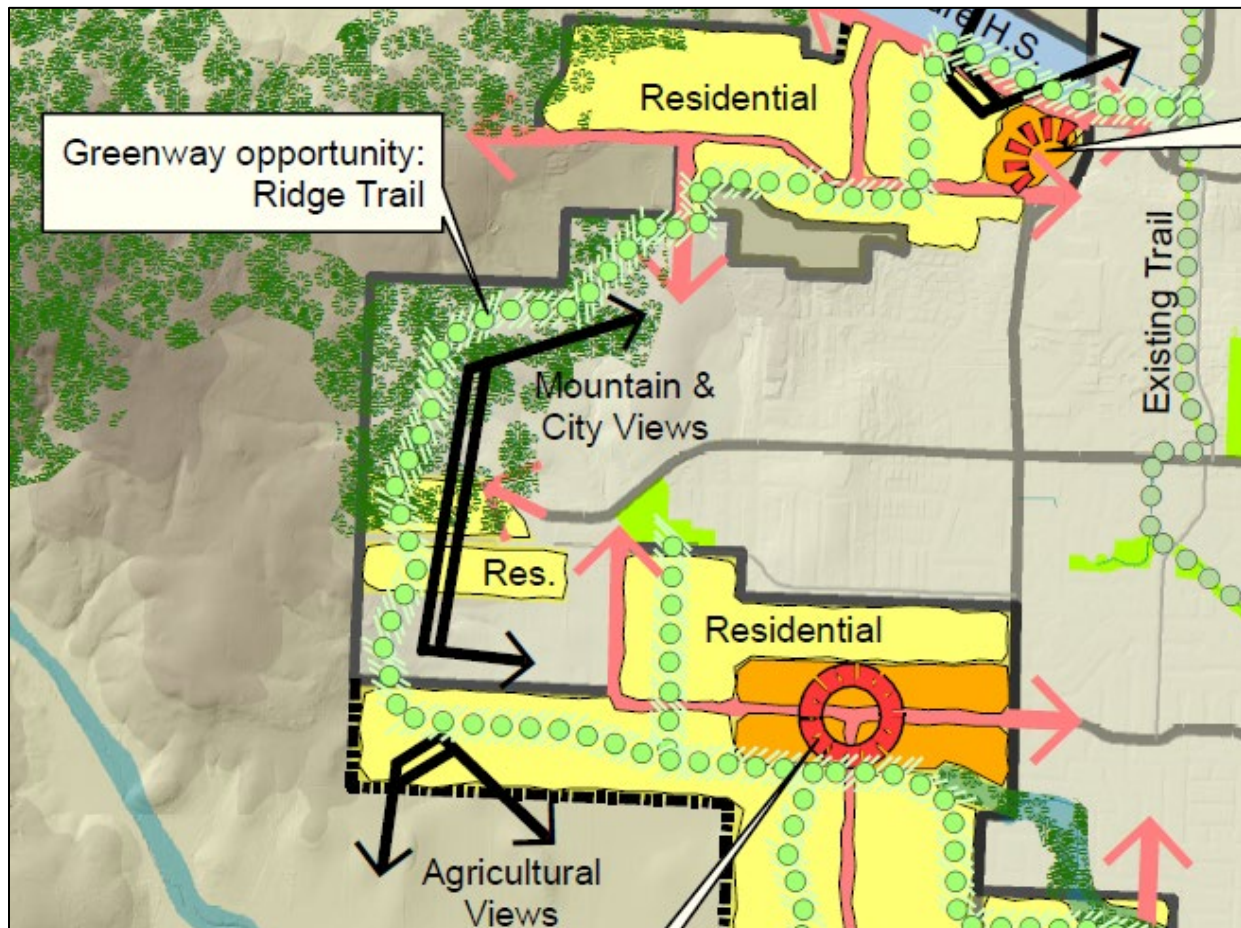
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, a neighborhood park of a minimum of 5 acres should be included in the Riverside South Area Plan. This neighborhood park should serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.

There may also be an opportunity for a greenway/greenspace trail along the southern and eastern boundaries of the Riverside South Area, along the Yamhill River floodplain. Connectivity will be important for the Riverside South Area due to its current isolation. New street networks should be established, building off of the main existing street in Riverside Drive, to provide a neighborhood grid street pattern and enhance connectivity within the area. Bike and pedestrian connectivity should also be considered to provide opportunities for connections to the existing UGB, potentially through a trail corridor that connects the Riverside South area to Joe Dancer Park.

Redmond Hill Road Area Plan:

The Redmond Hill Road Area Plan should include the entire Redmond Hill Road area west of, and surrounded by, the existing UGB. This area could be considered and included in the Southwest Area Plan, if determined to be timely and appropriate through more detailed Area Planning processes.

Redmond Hill Road as shown in MGMUP Framework Plan:



The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.

Booth Bend Road Area Plan:

The Booth Bend Road Area Plan should include the entire area east of, and across, Highway 18 from the existing UGB.

Booth Bend Road as shown in MGMUP Framework Plan (Amended 2025):

The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Connectivity to other areas of the existing UGB will be important in the Booth Bend Road Area Plan, with all connectivity being provided currently by the Booth Bend Road bridge that crosses Highway 18. Bike and pedestrian connectivity should be considered to provide safer connectivity from the Booth Bend Road Area to the existing UGB and amenities in close proximity to the area.

Land Use Efficiencies Measures (Docket #: G 3-25, G 4-25 and G 5-25)

Sequential UGB Work Task 2

Ordinance No. 5170

Ordinance No. 5170 – What It Does

- ❑ Docket G 3 – 25: Adopts an *addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan.
- ❑ Docket G 4 – 25: Adopts an *addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)*, which is a supplemental document of the Comprehensive Plan.
- ❑ Docket G 5 – 25: Adopts an *amended MGMUP Framework Plan*, McMinnville Comprehensive Plan, Volume III.
- ❑ Adopts the Decision Document for Dockets G 3-25, 4-25, and 5-25

Land Use Efficiency Measures

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. **Identify land use efficiencies within the existing UGB to accommodate housing and employment need**

3. Amend UGB to accommodate additional land needs, if needed

Land Use Efficiency Measures

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. **Identify land use efficiencies within the existing UGB to accommodate housing and employment need**

3. Amend UGB to accommodate additional land needs, if needed

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs.

Summary of Needs and LUEMs

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	Needs Met in UGB
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	Needs Met in UGB
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

Residential Land Use Efficiency Measures

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	

Needed 1,101 Dwelling Units

Change in the Assignment of Land in the UH Comp Plan Areas of UGB

- ❖ **Revision to Park Land Need** – Amount of land set aside for parks was reduced by 127 acres. (Ordinance No. 5157, adopted January 28, 2025). This was reassigned to housing.
- ❖ **Revision to Public and Institutional Land Need** - Amount of land set aside for public land was reduced by 44 acres. (Ordinance No. 5148, adopted September 24, 2024). This was reassigned to housing.
- ❖ **Revision to School Land Need** - Amount of land set aside for public land was reduced by 33 acres. (Framework Plan amendment). This was reassigned to housing.

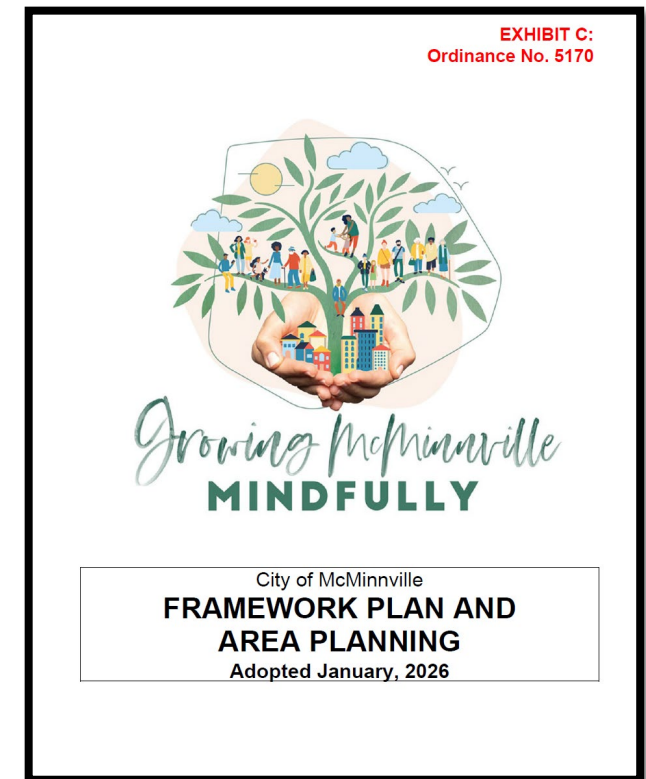
Change in the Assignment of Land in the UH Comp Plan Areas of UGB

Memorialized in the amended Framework Plan

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.
Public Record, Page 197 of 590



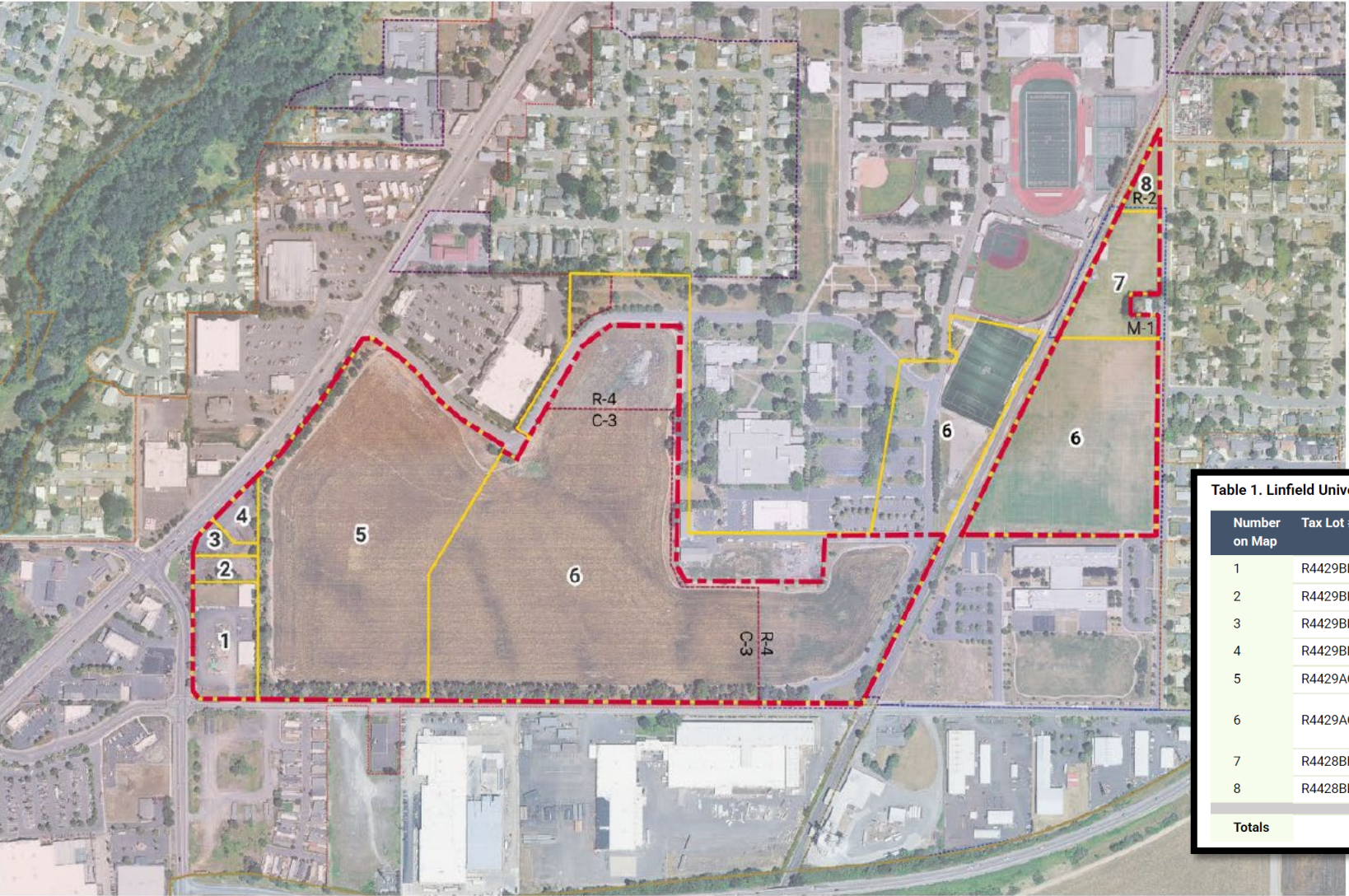
Adopted Changes in Zoning

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

- ❖ Undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and removed from the Buildable Lands Inventory per a letter provided by Linfield University on January 16, 2020.
- ❖ A revised letter, dated October 8, 2025, from Linfield University apprised the City of Linfield University's intent to leverage their undeveloped land into the private marketplace.
- ❖ This action allows the land to go back on the buildable lands inventory, impacting available residential land, commercial land and industrial land within the city limits.

Linfield University South Edge Development Parcels Map



Adds to the Buildable
Lands Inventory:

R4 = 20.48 Acres
R2 = 0.56 Acres
M1 = 3.09 Acres
C3 = 44.57 Acres

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

Industrial Land Use Efficiency Measures

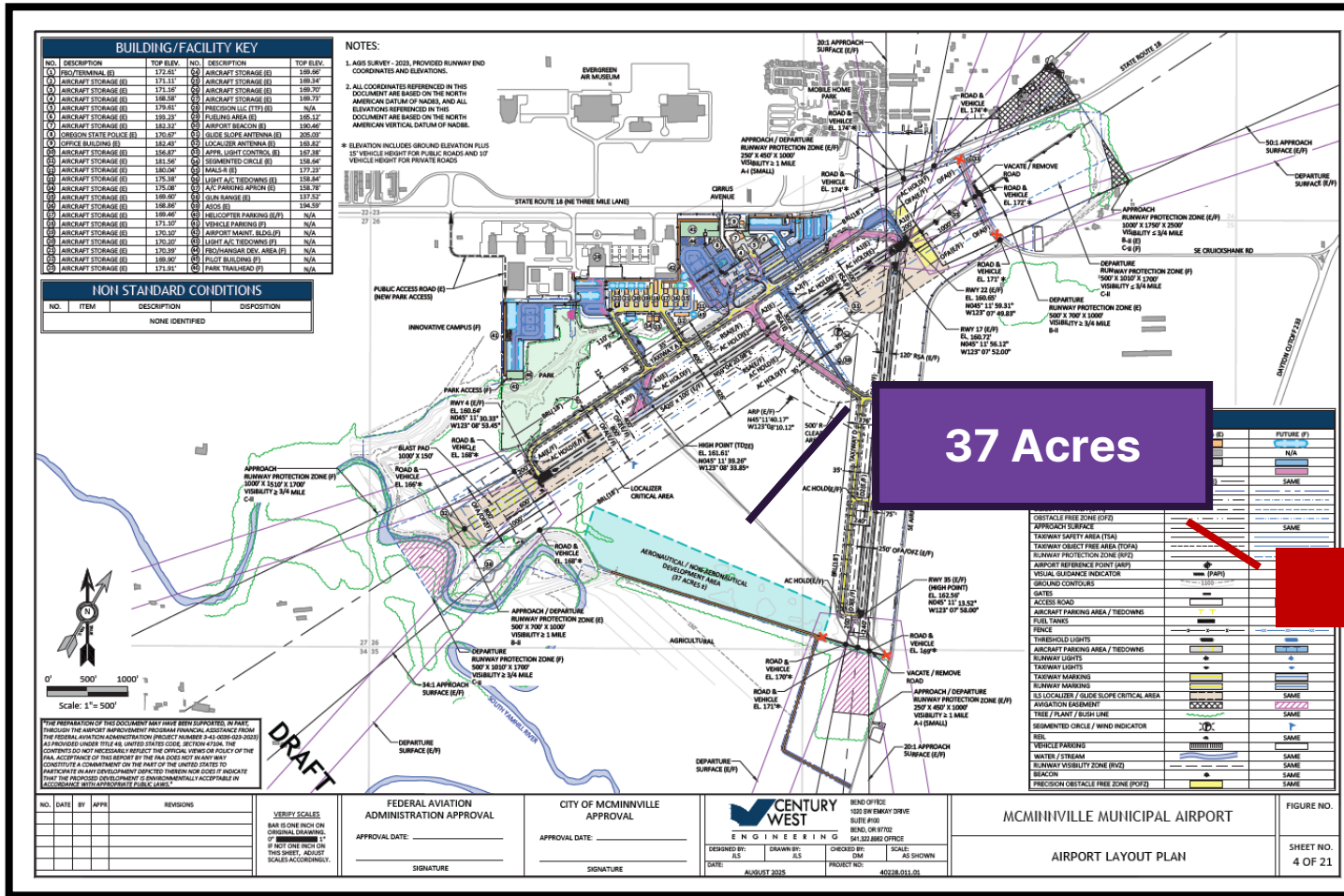


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1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
7	R4428BB00302	3.09	3.09	R-4	20.48
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

37 Acres

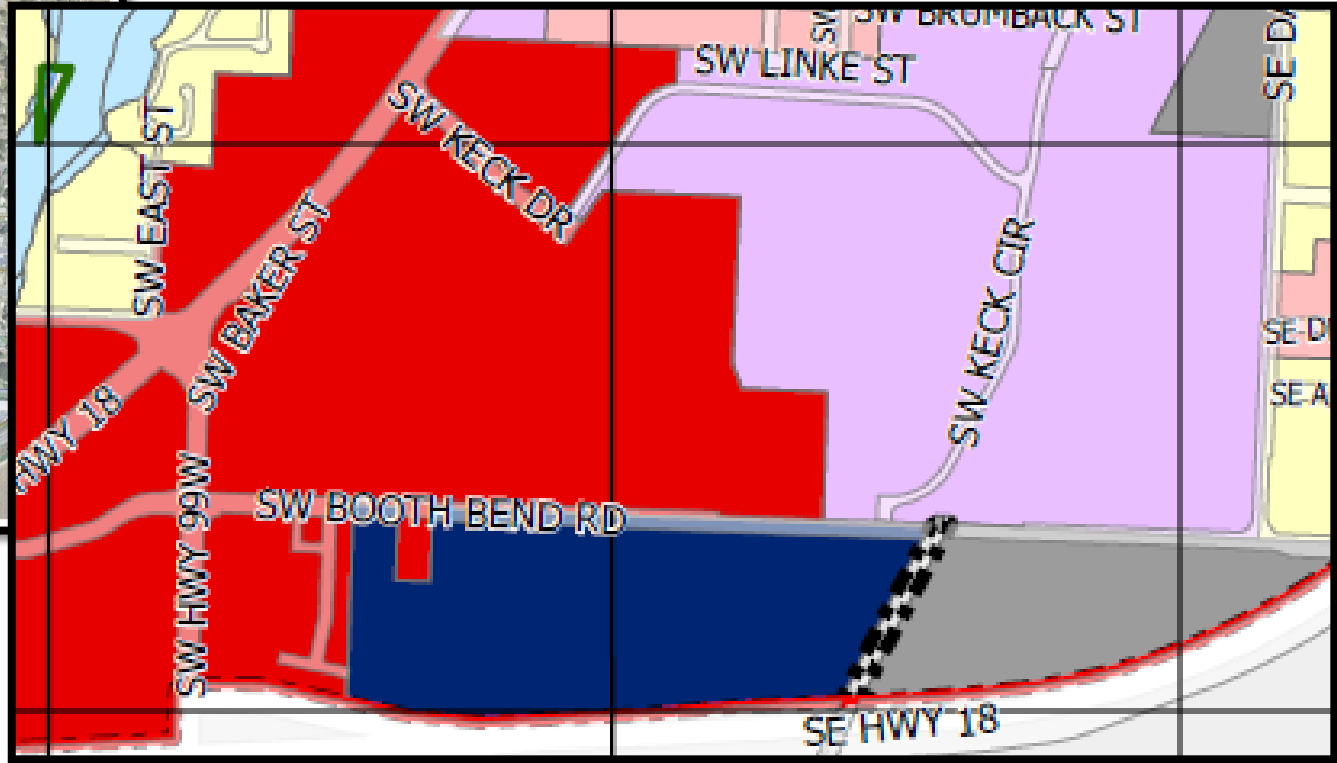
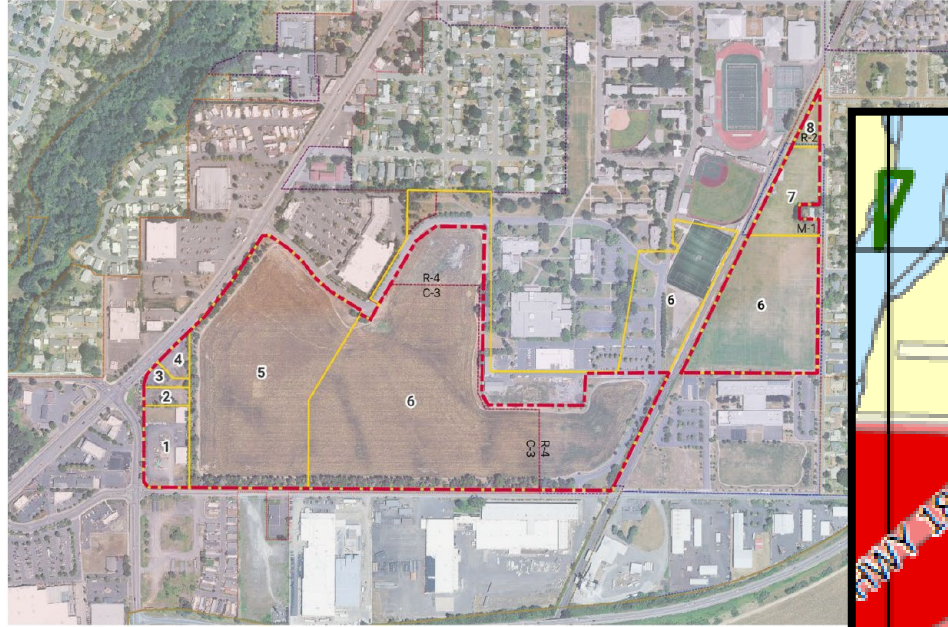
40 Acres

3 Acres

Needed 29 Acres

Commercial Land Use Efficiency Measures

Linfield University South Edge Development Parcels Map



Needed 159 Acres

44.6 Acres

114.4 Acres

Public Testimony

1000 Friends and Friends of Yamhill County

Ordinance No. 5170 – What It Does

- ❑ Docket G 3 – 25: Adopts an *addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan.
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City Council Options

Per Section 17.72.130(B)(2) of the McMinnville Municipal Code:

Upon receipt of the decision of the Planning Commission, the City Council shall:

- a. Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or*
- b. Adopt an ordinance effecting the proposed change in an amended form, or*
- c. Refuse to adopt the amendment through a vote to deny, or*
- d. Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).*

QUESTIONS?



CITY OF McMinnville
MINUTES OF CITY COUNCIL MEETING
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, January 27, 2026, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Community Development Director Heather Richards, Library Director Jenny Berg, Chief of Police Cord Wood, Human Resources Director Vicki Hedges, Finance Director Katie Henry, Public Works Director Geoff Hunsaker, Airport Manager John Paskell, IT Director Scott Burke, and *members of the News Media – Kyle Dauterman McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at ?? p.m. and welcomed all in attendance.
2. PLEDGE OF ALLEGIANCE: Mayor Morris led the Pledge of Allegiance.
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT: Mayor Morris invited the public to comment.

City Recorder Cisneros said they had received an email from Peter Howland and it would be part of the amended packet posted tomorrow.

Ximena Van Dyke, McMinnville resident, was representing Unidos Bridging Community. She addressed Councilor Chenoweth's comments about the organization at the last Council meeting. The statements showed he did not understand who they were or what they did. She thought they both shared common ground in caring about the community and invited him to meet with her. She repeated the statement in Spanish.

Councilor Chenoweth agreed to meet.

Alyson Larkin, McMinnville resident, thanked the Council members and staff who had responded to the recent federal immigration activity. The work had only just begun and there needed to be continued movement and creativity to find solutions. Listening to their immigrant community was most important and she hoped the work would continue and their voices considered and actively included.

Andrew Larkin, McMinnville resident, spoke about confrontational comments made from the dais at the last Council meeting, discrediting people's fears. It was hurtful to hear these comments, especially to the youth present. All children were at risk of the trauma, not just those directly affected by the actions of ICE. He thanked Council for prioritizing this issue. Actions needed to be taken to make the City safer.

Ames Bierly, McMinnville resident, spoke about possible actions the City could take in response to ICE activity, especially the 1st and 4th items on the list of actions put forth by Council. Identifying those detained and asking the federal government for data about those residents was the bare minimum they should do. They needed to protect the children in the community.

Karen Staben, McMinnville resident, asked the City to require any ICE or border patrol agents to identify themselves and remove their masks and to direct the police to actively protect McMinnville residents from illegal warrants, use of force, and interference in practicing their first amendment rights.

Lauren Sinclair, McMinnville resident, agreed that the 1st and 4th actions on the list would make a significant difference. She thought the City should seek the identification of persons detained, confirm that an immigration arrest had occurred, notify next of kin, and request data on individuals arrested in McMinnville and the basis for their arrest. She wanted to know that if her neighbor went missing, that the local government would do everything they could to find out why they were detained so they could have proper legal representation rather than volunteers doing that work.

Anna Keesey, McMinnville resident, spoke about her son who was from Guatemala and how his citizenship papers were within reach in the car if he was pulled over. She understood the list of actions added to staff's workload, but it was necessary before things got worse, such as naturalized citizens like her son being targeted.

Mark Cooley, McMinnville resident, also agreed with the 1st and 4th items on the proposed actions list. The Council had expressed concerns about risk to the City and employees, however everything the City did produced risk. City leaders were called upon to choose between the risks. To make the decisions, they had to understand what the risks were, and resources were available. He did not think police officers would be facing criminal indictment for reasonable law enforcement activities.

Linda Hays, McMinnville resident, said a society that allowed some of its members to live in fear with the understanding they would not be supported and protected in equal measure as the rest of us was not a just society. She thought local law enforcement were helpers and needed to be empowered to protect and serve with clear understanding of how to best do that. They needed to take care of their community and fight for the rights and well-being of every community member.

4.

PRESENTATION

a. McMinnville Birthday Presentation

Katherine Huit, McMinnville resident, shared the history of the City, including the story of its incorporation. She discussed founders of the City, original plat, growth and need for governance, conflicting dates for the City's incorporation, legislative powers and home rule, town versus city designation, Act 84 in 1876 that incorporated the town, contemporary newspaper reports of the incorporation, McMinnville's first election, municipal reincorporation, Special Act of 1882 that reincorporated McMinnville as a City, effects of repeal and replacement, historic continuity and legal precedent, how Act 84 served as McMinnville's "birth certificate," institutional continuity, documentary evidence, and celebrating the 150th milestone.

The Council thought the evidence was compelling and would move forward with celebrating the City's 150th milestone this year.

5.

ADVISE/INFORMATION ITEMS

a. Reports from Councilors on Committee & Board Assignments

Councilor Chenoweth reported on the McMinnville Economic Vitality Leadership Council (MEVLC) where they discussed goal setting and how to engage with the Governor's office as well as selected a new Chair and Vice Chair.

Councilor Geary reported on Visit McMinnville and gave statistics about hotel stays in 2025 and events that might draw more people in 2026. He then spoke about successes in marketing downtown, increasing social media engagement, and planned events and projects.

Councilor Tucholsky attended the Southwest Area Plan Open House.

Mayor Morris reported on the Chamber of Commerce Board meeting where events and purchasing their own building were discussed. The Audit Committee reviewed applications for a new auditing firm. She attended the ADA Transition meeting where a survey to the community was reviewed. She also attended a lunch with Representative Elmer, met with federal field representatives for funding the Alpine Avenue project, attended the Leadership Roundtable with

Senator Merkley, attended the McMinnville Economic Development Partnership investor circle luncheon, met with MEDP and Unidos about supporting Latino businesses, and met with multiple citizens on various issues.

Councilor Peralta attended the Martin Luther King, Jr. celebration in Newberg and hosted the Senator Merkley Town Hall. The Mid-Willamette Council of Governments annual dinner would be on March 5. They could nominate people or projects for one of the three COG awards.

Councilor Payne said the DEI Committee had one vacancy and interviews were upcoming, the Landscape Review Committee had interviewed for their one vacancy and a new Chair had been elected. They also reviewed their Work Plan. She had talked with many citizens about their fears about ICE and interacting with meetings and the need for mental health assistance.

Councilor Cunningham said the Historic Landmarks Committee had been working on revising the demolition code, CLG grant, and selection of Chair and Vice Chair. They had interviews today to fill the vacancy. He also attended Unidos Community Response Training.

Councilor Cunningham MOVED to add a discussion about on emergency declaration to the agenda as Item 5f; SECONDED by Council President Peralta. Motion PASSED 6-0 by the following vote:

*Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth
Nay – None*

b. Department Head Reports

Interim City Manager Garvin reported on the Southwest Area Plan Open House, which was well attended. Most people had heard about the meeting from a flyer. Flyers were expensive, but still the most effective form of communication. A flyer for the ADA self-evaluation and Transition Plan survey would go out in February. The If I Were Mayor contest would start next week. He gave an update on the immigration related policies from the last meeting. The first thing that would be implemented was information added to the City's website about what to do if a detention was witnessed and how to report an abandoned vehicle or hazards. They could also quickly turn around the considerations of the requirements for City buildings in the DOJ model. He had received an email that if the Council wanted to weigh in on the business survey, it would have to be done at this meeting since the Chamber and Unidos planned to put it out early February.

Miriam Vargas Corona, Unidos Executive Director, said they could be more flexible on the date so the Council could have a chance to look over the questions. It would be brought back to the next Council meeting.

Finance Director Henry corrected some items on the agenda. They had been working on the calendar year end and taxes. They had also launched the budget process and were moving forward with the audit.

Library Director Berg spoke about the services the Library provided to the Latino and bilingual community as well as announced classes the Community Center, Aquatic Center, and Senior Center offered.

Community Development Director Richards served on the McMinnville Downtown Association Board, and she reported on the end of year successes. Their annual dinner would be on February 20. She also served on the McMinnville Economic Development Partnership Board and attended the Board Retreat to discuss annual goals. There was an upcoming training on February 5 for quasi-judicial land use decision making. They were sending out 1,500 letters at the end of the week to property owners about the natural hazards program.

Public Works Director Hunsaker said there was an upcoming Work Session on Park SDC methodology on February 10. The Transportation System Plan RFP went out yesterday.

Human Resources Director Hedges said she had been working on performance management concerns and implementing legislative changes. She also assisted in the MEVLC goal setting and preparing annual trainings for February.

IT Director Burke said they had completed an ongoing project to decommission the City's email server.

City Recorder Cisneros reminded Council that they needed to do the Oregon Ethics Commission Statements of Economic Interest.

- c. December 2025 Cash and Investment Report (in packet)
- d. Q2 Financial Report (in packet)
- e. City Manager Recruitment

Human Resources Director Hedges was looking for direction on whether Council wanted to move forward with a permanent appointment of the Interim City Manager or proceed with a formal recruitment and selection process. She discussed the pros and cons of each option and gave a timeline for the more formal process.

There was discussion regarding what the Interim City Manager had accomplished and the benefits to keeping him in the position, and the difficulty of recruiting for a new City Manager.

Interim City Manager Garvin said he did not intend to apply if there was a formal process. He would entertain a conversation about a longer-term contract.

The majority of Council was in favor of a direct hire rather than taking a broader, open search. Staff would move forward with negotiating a contract.

f. Emergency Declaration

City Attorney Ligtenberg spoke about the reasons for an emergency declaration and in what situations they could declare an emergency legally.

Councilor Cunningham discussed the economic impact Latino businesses were currently experiencing and in essence it was a recession. However, they were limited in what could actually be done. At bare minimum, they could agree there was extreme financial hardship being inflicted on the community. He was not ready to ask for an emergency declaration until there was an ask from the community that gave Council a better direction on how it could be helpful.

6. CONSENT AGENDA

Both resolutions were removed from the consent agenda.

- a. Consider Resolution No. 2026-02: A Resolution removing Councilor Dan Tucholsky as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board.

Councilor Tucholsky supported the change of representative to the Police Chief. He recused himself from the vote.

Councilor Geary MOVED to adopt Resolution No. 2026-02, removing Councilor Dan Tucholsky as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board.; SECONDED by Councilor Cunningham. Motion PASSED 5-0-1 by the following vote:

*Aye – Councilors Geary, Payne, Peralta, Cunningham, and Chenoweth
Nay – None
Recused – Councilor Tucholsky*

- b. Consider Resolution No. 2026-03: A Resolution appointing Police Chief Cord Wood as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board.

Councilor Tucholsky MOVED to adopt Resolution No. 2026-03, appointing Police Chief Cord Wood as the City of McMinnville's representative to the Yamhill Communications (YCOM) Executive Board; SECONDED by Councilor Cunningham. Motion PASSED 6-0 by the following vote:

*Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth
Nay – None*

7.

RESOLUTIONS

- a. Consider Resolution No. 2026-04: A Resolution Authorizing the Interim City Manager to Release Air Easements Affecting Certain Properties Adjacent to Tice Park Along NW 25th Street.

City Attorney Ligtenberg said south of Tice Park they had nine properties whose backyards were increased when the park was developed. The City held air easements over the backyard properties, and the properties could not have dwelling units constructed on them. Some property owners wanted to do some construction in that space. He did not think it was a legal requirement to hold the easements, and it was a policy question for Council. The resolution would divest the City of the easements, however there were other options Council could pursue.

Interim City Manager Garvin explained how the assessor's office valued the lots and an air easement removal was an exception event. The value was speculative because there weren't current utilities or access to the lots. He suggested a formal appraisal if a sales price was the direction of Council. They could also terminate the easements or keep them as they were.

Community Development Director Richards said with the air easements, the properties were unbuildable. If the air easements were removed, they would be considered buildable. There was a compliance issue where one person had already built an accessory structure.

There was discussion regarding the purpose of the air easements, reasons this had come to the Council, concern about lifting the air easements and allowing encroachment further onto park property and affecting the viewshed for neighboring properties, giving property owners the option to opt out, how it would affect the future connectivity plan for parks, if there was a sales price the money would go to park maintenance or affordable housing, how there was already a solid fenceline and the view was already obstructed, and options for the one property that already had a structure on it.

Councilor Chenoweth MOVED to direct staff to come back with appraisals of the properties to consider selling the air easements after reviewing the value; SECONDED by Councilor Tucholsky. Motion PASSED 4-2 by the following vote:

*Aye – Councilors Tucholsky, Geary, Cunningham, and Chenoweth
Nay – Councilors Payne and Peralta*

8.

ORDINANCES

- a. Consider the first reading with a possible second reading of Ordinance No. 5169: An Ordinance adopting the 2025 McMinnville Municipal Airport Master Plan as a supplemental document of the McMinnville

Comprehensive Plan, and amending Volume I (Data and Background), Volume II (Goals and Policies), and Volume III (Title 17 of the McMinnville Municipal Code) of the McMinnville Comprehensive Plan (Docket G 2 – 25).

Mayor Morris asked if any Councilor needed to declare any actual or potential conflicts of interest or recuse themselves regarding this ordinance. There was none.

No Councilor present requested that the Ordinance be read in full.

City Attorney Ligtenberg read by title only Ordinance No. 5169.

Airport Manager Pascal and Public Works Director Hunsaker explained the history of the Airport Master Plan, key project elements in the Master Plan, maps of the airport layout, next steps, future Council considerations, what Ordinance 5169 did, proposed amendments to the Comprehensive Plan, public testimony received, and City Council options.

Councilor Peralta MOVED to pass Ordinance No. 5169 to a second reading; SECONDED by Councilor Tucholsky. Motion PASSED 6-0 by the following vote:

*Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth
Nay – None*

City Attorney Ligtenberg read by title only for a second time Ordinance No. 5169.

Councilor Tucholsky MOVED to approve Ordinance No. 5169, adopting the 2025 McMinnville Municipal Airport Master Plan as a supplemental document of the McMinnville Comprehensive Plan, and amending Volume I (Data and Background), Volume II (Goals and Policies), and Volume III (Title 17 of the McMinnville Municipal Code) of the McMinnville Comprehensive Plan (Docket G 2 – 25); SECONDED by Councilor Payne. Motion PASSED 6-0 by the following vote:

*Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth
Nay – None*

- b. Consider the first reading with a possible second reading of Ordinance No. 5170: An Ordinance adopting as amendments to the November 2023 Housing Needs Analysis, the September 2024 Economic Opportunities Analysis, and the December 2025 Framework Plan.

Mayor Morris asked if any Councilor needed to declare any actual or potential conflicts of interest or recuse themselves regarding this ordinance. There was none.

No Councilor present requested that the Ordinance be read in full.

City Attorney Ligtenberg read by title only Ordinance No. 5170.

Community Development Director Richards said this was sequential UGB work task 2, to create land use efficiency measures. She discussed what the ordinance would do, what land use efficiency measures did, summary of needs and efficiency measures to meet the needs, residential land use efficiency measures, change in the assignment of land in the urban holding Comprehensive Plan areas of the UGB, adopted changes in zoning, changes in use of land on Linfield University's campus, added land to the buildable lands inventory, industrial land use efficiency measures, commercial land use efficiency measures, public testimony received, what the ordinance would do, and Council options.

There was discussion regarding the acres of commercial land that existed but would not be developed.

Councilor Chenoweth thought it was a bad decision to include that land and would be voting no.

There was discussion regarding other potential commercial land, how a UGB amendment could be done in the future for the commercial land deficit, and state mandate to get this work done by March 1.

Councilor Cunningham MOVED to pass Ordinance No. 5170 to a second reading; SECONDED by Councilor Payne. Motion PASSED 5-1 by the following vote:

Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Nay – Councilor Chenoweth

The ordinance would be brought back for second reading to a future date.

- c. Consider the first reading with a possible second reading of Ordinance No. 5171: An Ordinance Amending Chapter 2.28 of the McMinnville Municipal Code to Update the Airport Commission Standing Meeting Schedule.

Mayor Morris asked if any Councilor needed to declare any actual or potential conflicts of interest or recuse themselves regarding this ordinance. There was none.

No Councilor present requested that the Ordinance be read in full.

City Attorney Ligtenberg read by title only Ordinance No. 5171.

Public Works Director Hunsaker said this ordinance would change the Committee meetings to occur quarterly. They could hold special meetings as necessary.

Councilor Tucholsky MOVED to pass Ordinance No. 5171 to a second reading; SECONDED by Councilor Chenoweth. Motion PASSED 6-0 by the following vote:

Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth

Nay – None

City Attorney Ligtenberg read by title only for a second time Ordinance No. 5171.

Councilor Cunningham MOVED to approve Ordinance No. 5171, amending Chapter 2.28 of the McMinnville Municipal Code to update the Airport Commission Standing Meeting Schedule; SECONDED by Councilor Tucholsky. Motion PASSED 6-0 by the following vote:

Aye – Councilors Tucholsky, Geary, Payne, Peralta, Cunningham, and Chenoweth

Nay – None

- d. Consider the first reading with a possible second reading of Ordinance No. 5172: An Ordinance Amending Section 2.04.010 of the McMinnville Municipal Code to Adjust the Standing Dates of Regular City Council Meetings.

Mayor Morris asked if any Councilor needed to declare any actual or potential conflicts of interest or recuse themselves regarding this ordinance. There was none.

No Councilor present requested that the Ordinance be read in full.

City Attorney Ligtenberg read by title only Ordinance No. 5172.

Interim City Manager Garvin said this was a request from the last Council meeting. The active date was April 1.

Councilor Cunningham did not think they should move the meeting days to Wednesdays as Councilor Payne would have to be on Zoom for all meetings and not in person.

Councilor Tucholsky thought Councilor Payne was often on Zoom and it was still effective.

Councilor Payne did not think she was as effective over Zoom. She would not be able to attend any Wednesdays.

Councilor Chenoweth MOVED to pass Ordinance No. 5172 to a second reading; SECONDED by Councilor Tucholsky. Motion FAILED 2-4 by the following vote:

Aye – Councilors Tucholsky and Chenoweth

Nay – Councilors Geary, Payne, Peralta, and Cunningham

9. ADJOURNMENT OF REGULAR MEETING: Mayor Morris adjourned the meeting at 10:19 p.m.

Claudia Cisneros, City Recorder

Planning Commission
Thursday, December 18, 2025
6:30 PM Regular Meeting

HYBRID Meeting

IN PERSON – McMinnville Civic Hall, 200 NE Second Street, or ZOOM Online Meeting

Please note that this is a hybrid meeting that you can join in person at 200 NE Second Street or online via Zoom

ZOOM Meeting: You may join online via the following link:

<https://mcminnvilleoregon.zoom.us/j/83120905124?pwd=TEUuGCfaHhyVKVvm2UtsbZ79aGrpU1.1>

Meeting ID: 831 2090 5124

Meeting Password: 288880

Public Participation:

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

Public Hearing: To participate in the public hearings, please choose one of the following.

- 1) **Written testimony in advance of the meeting** – Email written testimony at any time up to 12 p.m. the day before the meeting to heather.richards@mcminnvilleoregon.gov, that email will be provided to the planning commissioners, lead planning staff and entered into the record at the meeting.
- 2) **In person at the meeting** – Sign up in advance to provide testimony at the meeting by emailing heather.richards@mcminnvilleoregon.gov, or sign up at the meeting by filling out a testimony form found at the entry to the hearing chambers.
- 3) **By ZOOM at the meeting** - Join the zoom meeting and send a chat directly to Planning Director, Heather Richards, to request to speak indicating which public hearing, and/or use the raise hand feature in zoom to request to speak once called upon by the Planning Commission chairperson. Once your turn is up, we will announce your name and unmute your mic.
- 4) **By telephone at the meeting** – If appearing via telephone only please sign up prior to the meeting by emailing the Planning Director, Heather.Richards@mcminnvilleoregon.gov as the chat function is not available when calling in zoom.

----- MEETING AGENDA ON NEXT PAGE -----

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. You may also request a copy from the Planning Department.

Commission Members	Agenda Items
Sidonie Winfield, Chair Elena Mudrak, Vice Chair Brian Everest Rachel Flores Matt Jones Sylla McClellan Meg Murray Abigail Neilan Brian Randall	6:30 PM – REGULAR MEETING 1. Call to Order 2. Swearing In of New Planning Commissioner Abigail Neilan 3. Citizen Comments 4. Minutes – November 6, 2025 - (Exhibit 1) 5. Public Hearings A. <u>Legislative Hearing: McMinnville Landing Planned Development (G 1-25)</u> - (Exhibit 2) Proposal: THE CITY OF MCMINNVILLE IS PROPOSING A PLANNED DEVELOPMENT OVERLAY AS FOLLOWS: This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt a planned development overlay for approximately 190 acres of industrially zoned land. The planned development overlay includes a Master Plan meeting the requirements of the McMinnville Municipal Code, proposed design and development standards, transportation and infrastructure assessments, a public engagement summary and a branding proposal for the overlay. The overlay is entitled the McMinnville Landing overlay and is a master plan to support a future high-density employment innovation campus. This district is intended to support the next generation of industrial and entrepreneurial jobs, where research and product development is nurtured in a thoughtful and intentional campus design. This overlay will impact tax lots R4426 00600, R4426 00700, and R4427 00100 on SE Three Mile Lane. Applicant: City of McMinnville B. <u>Legislative Hearing: Airport Master Plan Update (G 2-25)</u> - (Exhibit 3) Proposal: THE CITY OF MCMINNVILLE IS PROPOSING AN AMENDMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN AND MCMINNVILLE MUNICIPAL CODE AS FOLLOWS: This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan and proposed amendments to the McMinnville Comprehensive Plan, Volume II, Chapter VI (Transportation System), and the McMinnville Municipal Code, Chapter 17.06 (Airport Related Definitions), and Chapter 17.52, Airport Overlay Zone. Applicant: City of McMinnville

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. You may also request a copy from the Planning Department.

C. Legislative Hearing: Land Use Efficiency Measures (G 3-25, G 4-25, and G 5-25) - (Exhibit 4)

Proposal: THE CITY OF MCMINNVILLE IS PROPOSING AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN AS FOLLOWS:

G 3-25. Land use Efficiency Measures – Employment. This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt an addendum to the November 2023 Economic Opportunities Analysis, identifying land-use efficiency measures to meet the industrial land need deficit for the planning horizon of 2021-2041 and to reduce the commercial land need deficit for the same planning horizon.

G 4-25. Land Use Efficiency Measures – Residential. This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt an addendum to the November 2023 Housing Needs Analysis, identifying land-use efficiency measures to meet the residential land need deficit for the planning horizon of 2021-2041.

G 5-25. Land Use Efficiency Measures – Framework Plan. This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt amendments to the McMinnville Growth Management and Urbanization Plan, Framework Plan, of Volume III of the McMinnville Comprehensive Plan incorporating the planned land use efficiency measures into the Urban Holding (UH) comprehensive plan map designated areas of the city's urban growth boundary expansion areas for housing needs.

Applicant: City of McMinnville

6. Commissioner Comments

7. Staff Comments

8. Adjournment

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. You may also request a copy from the Planning Department.

EXHIBIT 4 – STAFF REPORT

DATE: December 18, 2025
TO: Planning Commission Members
FROM: Heather Richards, Community Development Director
SUBJECT: Public Hearing: Dockets # G 3-25, G 4-25, and G 5 – 25, Land Use Efficiency Measures for Planning Horizon, 2021 – 2041.

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

Report in Brief:

This is a public hearing to consider amendments to the McMinnville Comprehensive Plan by adopting addendums to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan to document land-use efficiency measures to meet residential and employment land need for the planning horizon of 2021 – 2041, with a forecasted population of 47,498 people.

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an *addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan.
- Docket G 4 – 25: Adopt an *addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)*, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an *amended MGMUP Framework Plan*, McMinnville Comprehensive Plan, Volume III.

With these land-use efficiency measures the City is able to meet its forecasted residential land need and industrial land need, and address some of the commercial land need within its existing Urban Growth Boundary.

With that need met, the City is electing not to pursue an urban growth boundary amendment to meet the remainder of its commercial land need at this time.

This should satisfy Work Task 2 of McMinnville's Sequential UGB Work Plan with the Department of Land Conservation and Development.

Background:

Oregon growth planning consists of three (3) basic tasks:

1. "Conduct Needs/Opportunities Analysis" - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. "Land Use Efficiencies" - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. "Amend Urban Growth Boundary (UGB), if needed" - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Typically, this work is conducted and submitted to the state for acknowledgment all as one package. However, per state statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026.

This was approved with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary). (Please see attached approved McMinnville Sequential UGB Work Plan).

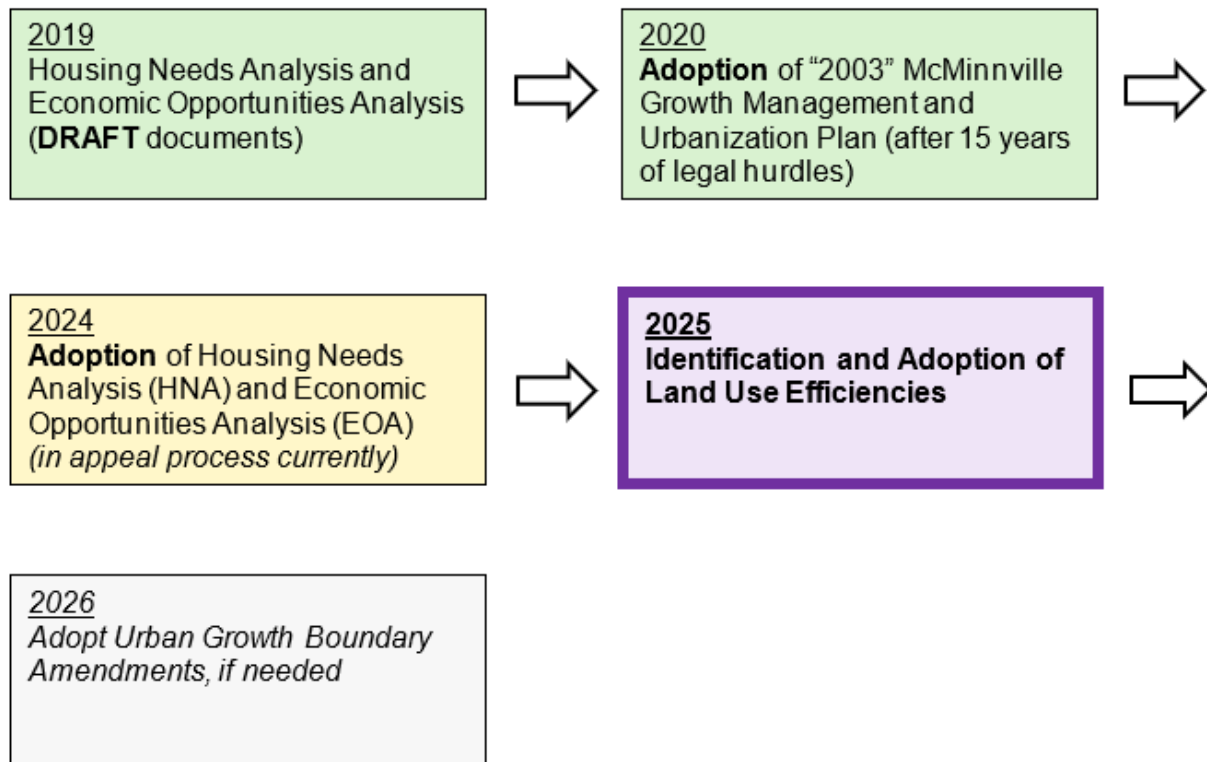
The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision.
- The City is still waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into “**Task 2**” of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

Growth Planning Process Flowchart



Land Use Efficiency Measures:

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville’s Housing Needs Analysis November 2023 (HNA), as well as the unmet commercial and industrial land need identified in McMinnville’s Economic Opportunity Analysis September 2024 (EOA), for the planning horizon of 2021 – 2041.

Below is a table demonstrating the need established by the HNA and EOA and the results of meeting that need after the land-use efficiencies were calculated. Both the residential and industrial land need is met with land-use efficiency measures. The commercial land needs are only partially met. Staff recommends not moving forward with a UGB amendment at this time to meet the commercial land need.

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	Needs Met in UGB
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	Needs Met in UGB
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

Discussion:

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.

- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ❖ In the *EOA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

Land Use Efficiency Measures – Commercial Land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the *EOA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development, per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the *EOA*. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum, requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing not to meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its *EOA* at the same time that it updates the Housing Capacity Analysis, which is due in 2032, in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

Attachments:

1. November 4 EONorthwest Memorandum, entitled *"Residential Land Use Efficiency Measures for McMinnville"*

McMinnville (HNA) <https://www.mcminnvilleoregon.gov/pc/page/planning-commission-meeting-business-meeting-67>

2. November 6 EONorthwest Memorandum, entitled *"Commercial and Industrial Land Use Efficiency Measures for McMinnville"*

McMinnville (EOA) <https://www.mcminnvilleoregon.gov/pc/page/planning-commission-meeting-business-meeting-67>

3. McMinnville Growth Management and Urbanization Plan, *Framework Plan, December 2025*

4. Decision Document for Dockets G 3 – 25, G 4 – 25, and G 5 – 25

³ These are tax lots R4429AC00104 and R4429AC00103.

Fiscal Impact:

None.

Planning Commission Options:

Per Section 17.72.130(B), the planning commission can:

- 1) Conduct the public hearing, close the hearing and the record and vote to recommend the proposed amendments to the McMinnville City Council.
- 2) Conduct the public hearing, close the hearing and the record and vote to recommend amended proposed amendments to the McMinnville City Council.
- 3) Continue the public hearing to a future date.
- 4) Conduct the public hearing, close the hearing and the record, and vote to recommend denial of the proposed amendments to the McMinnville City Council.

Recommendation:

Staff recommends the Planning Commission vote to recommend approval of the proposed amendments to the *November 2023 Housing Needs Analysis*, *September 2024 Economic Opportunities Analysis* and the *December 2025 Framework Plan* to the McMinnville City Council.

"I MOVE THAT THE PLANNING COMMISSION RECOMMEND THAT THE CITY COUNCIL ADOPT THE PROPOSED AMENDMENTS TO THE NOVEMBER 23 HOUSING NEEDS ANALYSIS, SEPTEMBER 2024 ECONOMIC OPPORTUNITIES ANALYSIS AND THE DECEMBER 2025 FRAMEWORK PLAN AND THE ACCOMPANYING DECISION DOCUMENT."

DATE: November 4, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Residential Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Housing Needs Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Housing Needs Analysis (HNA)* identified a deficit of land for 1,101 dwelling units requiring 202 gross acres of buildable land to accommodate housing growth for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's residential land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's residential land use efficiency measures that will meet the City's deficit of land for housing. This memorandum is organized in the following sections:

- ◆ **Summary of Land Use Efficiency Measures** provides a short summary of measures proposed to address the City's deficit of land for 1,101 dwelling units.
- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on residential land capacity.
- ◆ **Revisions to Findings about Housing Needs** shows the changes to findings about housing needs in McMinnville for the 2021-2041 period, based on the additional residential development capacity resulting from the land use efficiency measures.
- ◆ **Appendix A: Summary of Residential Land Needs from the McMinnville Housing Needs Analysis** provides key information from the *HNA* about the forecast of housing growth, the buildable lands inventory, and residential land sufficiency.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Housing Needs Analysis (November 2023)* approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024.

Summary of Land Use Efficiency Measures

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A.

Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	



As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ◆ McMinnville will need 4,284 dwelling units of housing on buildable land (see Exhibit 3) based on the *HNA*.
- ◆ McMinnville has capacity for 3,183 dwelling units based on the *HNA* (see Exhibit 5) and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ◆ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Forecast of Needed Units (DUs on Buildable Land)	Capacity for Housing within the McMinnville UGB			Revised Land Sufficiency Surplus/Decficit
	Capacity for Housing from the HNA	Additional Capacity from Land Use Efficiency Measures	Total Capacity	
Dwelling Units 4,284	3,183	1,286	4,469	185



Land Use Efficiency Measures

The following section describes the Land Use Efficiency Measures McMinnville is implementing to meet the need for 1,101 dwelling unit deficit on 202 gross acres of land. It provides information to describe the summary of land use efficiency measures shown in Exhibit 1. The categories of land use efficiency measures that McMinnville is taking are:

- ◆ Changes in how land within the Urban Holding Comprehensive Plan designation will be used.
- ◆ Up-zoning of land within the city limits.
- ◆ Changes to use of land on Linfield University's Campus.

Change in the Assignment of Land in the Urban Holding Comprehensive Plan Designation

The City of McMinnville has a Urban Holding (UH) Comprehensive Plan Map designation for its UGB expansion areas that are mixed-use. An adopted Framework Plan describes how that UH comprehensive plan map designation will be planned to meet identified land needs in the most recently adopted needs analysis. Since completion of the *HNA* in 2023, the City has made revisions to its expectation for development of land for parks, public and institutional uses, and school uses in the Framework Plan and thus the Urban Holding comprehensive plan map designated area of the UGB expansion areas. These changes have been (or will be) made official through amendments to the McMinnville Growth Management and Urbanization Plan (MGMUP) Framework Plan.

- ◆ **Revision to Park Land Need.** McMinnville revised its estimates for future park land need by amending the MGMUP Framework Plan. Ordinance Number 5157, adopted January 28, 2025, decreased the amount of land assumed for park use in the Urban Holding comprehensive plan map designated area by 127 acres. The City is planning for this land in the Urban Holding comprehensive plan map designated area to be developed with housing uses.
- ◆ **Revision to Public and Institutional Land Need.** McMinnville revised its estimates for future public land need by amending the MGMUP through Ordinance Number 5148, September 24, 2024) to decrease public land need by 44 acres in the Urban Holding comprehensive plan map designated areas. The City is planning for this land in the Urban Holding comprehensive plan map designated areas to be developed with housing uses.
- ◆ **Revision to Need for Land for the McMinnville School District.** Discussions between the City and the McMinnville School District have resulted in a decrease in land being planned for school use in the Urban Holding comprehensive plan map designated



area. The result is that the City is planning that 33 acres of land originally set aside for schools in the Urban Holding comprehensive plan map designated area will be developed for housing uses, rather than school uses. The McMinnville School District still retains a 42 acre future high school site in the UGB expansion area as well as plans for development of an elementary school on 10 acres of land in the Urban Holding comprehensive plan map designated area. The City is adopting the amendment to the MGMUP Framework Plan to make this change concurrent with adopting the rest of the land use efficiency measures.

As a result, the MGMUP Framework Plan will identify an additional 204 acres of land will develop with housing in the Urban Holding comprehensive plan map designated areas in the city's UGB expansion areas.

The next step for the City will be to develop area plans for the UH comprehensive plan map designated areas in the Framework Plan to refine where the different mixed-use land needs will go in this area. The City has already adopted an area plan for the Fox Ridge Road Area in 2024, and is currently underway with an area planning process for the Southwest Area Plan that will incorporate these changes as it is the largest identified area plan in the Framework Plan.



Adopted Changes in Zoning

The City of McMinnville has changed zoning on some tax lots since 2023 and completion of the buildable lands inventory in the *HNA*. The land use efficiency measures in Exhibit 1 document the increase in zoned capacity on tax lots where zoning was changed, as follows.

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

In the *HNA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future housing (or commercial) development per a letter provided by Linfield University on January 16, 2020. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum.

In that letter, the University says that land on the south edge of the campus is not planned for campus use and is anticipated to be sold, leased, or a combination, allowing for private development during the planning horizon. The University says that the City may add the land to the City's buildable lands inventory. The University says that they do not expect changes to the existing zoning for this land.

Of the 72.99 acres in Linfield South Edge, two tax lots are zoned to allow residential use. The larger tax lot (R4429AC00103) is 44.85 acres in size, of which 20.48 acres is zoned R-4 and 24.37 acres is zoned C-3. The other tax lot (R4428BB00200) is 0.56 acres in size and zoned R-2. Appendix B presents the letter from Linfield University about their request to allow residential uses on these tax lots.

Exhibit 1 shows the assumption that these tax lots (21.0 acres) will accommodate 130 dwelling units based on their current zoning and the densities shown in Exhibit 5.



Revisions to the Findings About Housing Needs

The following are the findings about McMinnville's residential land need.

- ♦ The *HNA* found that the City had capacity for 3,183 dwelling units, with a deficit of 1,101 dwelling units for housing or 202 acres at a density of 5.46 dwelling units per acre.
- ♦ After accounting for the land use efficiency measures described in this memorandum, the City added capacity for an additional 1,286 dwelling units. Combined with the existing capacity of 3,183 dwelling units, the City has capacity for 4,469 dwelling units. This is more than the forecast of needed units (4,284 units), giving the City a small surplus of capacity for housing for the 2021-2041 period (185-unit surplus).

The City finds that the requirements of Goal 10 have been addressed based on the analysis in the McMinnville Housing Needs Analysis and the analysis of land use efficiency measures in this memorandum.



Appendix A: Summary of Residential Land Needs from the *McMinnville Housing Needs Analysis*

This appendix presents a summary of key information from the *McMinnville Housing Needs Analysis* (November 2023) about the forecast of housing growth, buildable lands, needed densities, and land sufficiency. This section is only a summary of the *HNA* results, with more details presented in *McMinnville Housing Needs Analysis* (November 2023). This appendix presents the analysis from the *HNA*, without making any changes to that analysis.

Forecast of Housing Growth

Exhibit 3 shows that the *McMinnville Housing Needs Analysis* (November 2023) forecast growth of a total of 4,284 dwelling units for the 2021-2041 planning period.

Exhibit 3. Forecast of Demand for New Dwelling Units Requiring Vacant and Partially Vacant Lands, McMinnville UGB, 2021–2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
Calculations by ECOnorthwest.

A portion of Exhibit 91 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Variable	20-Year (2021 to 2041)
DUs Requiring Vacant / Partially Vacant Unconstrained Land	
Single-family detached	2,524
Single-family attached	559
Multifamily	1,202
Total DUs Requiring Vacant or Partially Vacant Land	4,284



Buildable Land Inventory Results

Exhibit 4 shows that McMinnville has 763 gross acres within its UGB for residential uses on vacant and partially vacant (unconstrained) land in 2023. The summary of buildable residential land in Exhibit 4 excludes land in the Urban Holding plan designation that was expected to be used for public and semi-public uses, as described in the footnote below¹

Exhibit 4. Buildable (Gross) Acres in Vacant and Partially Vacant Tax Lots by Zone for Residential Uses, McMinnville UGB, 2023

Source: McMinnville Housing Needs Analysis (November 2023) by ECOnorthwest
City of McMinnville, Yamhill Co., ECOnorthwest. Note: The numbers in the table may not add up to the total as a result of rounding.
Exhibit 11 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zone/Plan Designation	Buildable Acres for Residential Uses
City Limits, by Zone	
Residential R-1	108
Residential R-2	113
Residential R-3	11
Residential R-4	34
Office/Residential O-R	3
Commercial C-3	47
UGB, by County Zone or Plan Des.	
EF-80 (County Zone)	2
VLDR-1 (County Zone)	2
Residential Plan Des.	75
Urban Holding Plan Des.	792
Land for housing	370
Land for public and semi-public uses	383
Land for neighborhood commercial uses	39
Total Land for Housing	763

¹ Exhibit 4 includes 383 acres of land in the Urban Holding plan designation that was brought into the UGB in 2020 for public and semi-public uses, such as parks and schools, and 39 acres for neighborhood serving commercial land uses. This accounts for about 422 acres of land in the Urban Holding plan designation.

Exhibit 4 excludes the land in the Urban Holding plan designation for public and semi-public uses, and 39 acres of land for neighborhood-serving commercial land uses.



Exhibit 5 shows the capacity of buildable land in the McMinnville UGB based on the needed densities by zone, as identified in the *McMinnville Housing Needs Analysis* (November 2023). Exhibit 5 shows that McMinnville has 708 acres of unconstrained buildable lands, with capacity for 3,183 dwelling units.²

Exhibit 5. Capacity for Housing on Unconstrained Vacant and Partially Vacant Buildable Land (Water Zone 1 and 2), McMinnville UGB, 2018

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest Buildable Lands Inventory; Calculations by ECONorthwest. Note1: DU is dwelling unit. Note2: The density of county zoned land is the historic average density achieved (5.05 du/gross acre). Note 3: As stated above, no capacity was allocated to the C-3 zone.
 *The 54 acres of land for the small lots in rural zoning with reduced capacity was removed from the acres of land for "All other land in County zoning" Exhibit 98 in the *City of McMinnville Housing Needs Analysis* (November 2023)

Zoning Districts	Total Unconstrained Buildable Acres <i>(Water Zone 1 & 2)</i>	Density Assumption (DU/Gross Acre)	Capacity (Dwelling Units)
R-1 Single Family Residential	108	3.19	345
R-2 Single Family Residential	113	4.43	499
R-3 Two Family Residential	11	4.94	53
R-4 Multiple-Family Residential	34	6.28	212
O-R Office/Residential	3	6.49	16
C-3 General Commercial	47	22.56	-
County Zoning			
Small lots in rural residential zoning with reduced capacity*			72
All other land in County zoning	394	5.05	1,986
TOTAL	708	4.49	3,183

² Exhibit 5 excludes about 54 acres of buildable in small lots in rural zoning, as documented in Exhibit 100 of the *McMinnville Housing Needs Analysis* (November 2023).



Residential Land Sufficiency

Exhibit 6 shows a comparison of buildable lands capacity (Exhibit 5) with the forecast for new housing in McMinnville (Exhibit 3). The *McMinnville Housing Needs Analysis* (November 2023) showed that McMinnville had a deficit of 1,101 dwelling units or 202 acres of land at 5.46 dwelling units per gross acre.

Exhibit 6. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, McMinnville UGB, for the period 2021 to 2041

Source: McMinnville Housing Needs Analysis (November 2023) by ECONorthwest
Buildable Lands Inventory; Calculations by ECONorthwest. Note 1: DU is dwelling unit. Note 2: The 3,183 DU capacity total includes 1,125 DUs in City Limits and 2,058 DUs in the county.

A portion of Exhibit 101 in the *City of McMinnville Housing Needs Analysis* (November 2023)

	Planning Period
	20-Year (2021 to 2041)
2021 Capacity (DUs)	
Water Zone 1	2,608
Water Zone 2	575
Total	3,183
Post-2021 Demand (DUs on buildable land)	4,284
Surplus/Deficit at Horizon Year (Dus)	(1,101)
<i>Capacity Based on Land in Water Zone:</i>	<i>1&2</i>
Surplus/Deficit @ 5.05 du/ac (hist +3%), gross acres	(218)
Surplus/Deficit @ 5.46 du/ac (need + 3%), gross acres	(202)
Difference, gross acres	(16)



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus.





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T 503.883.2200

LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

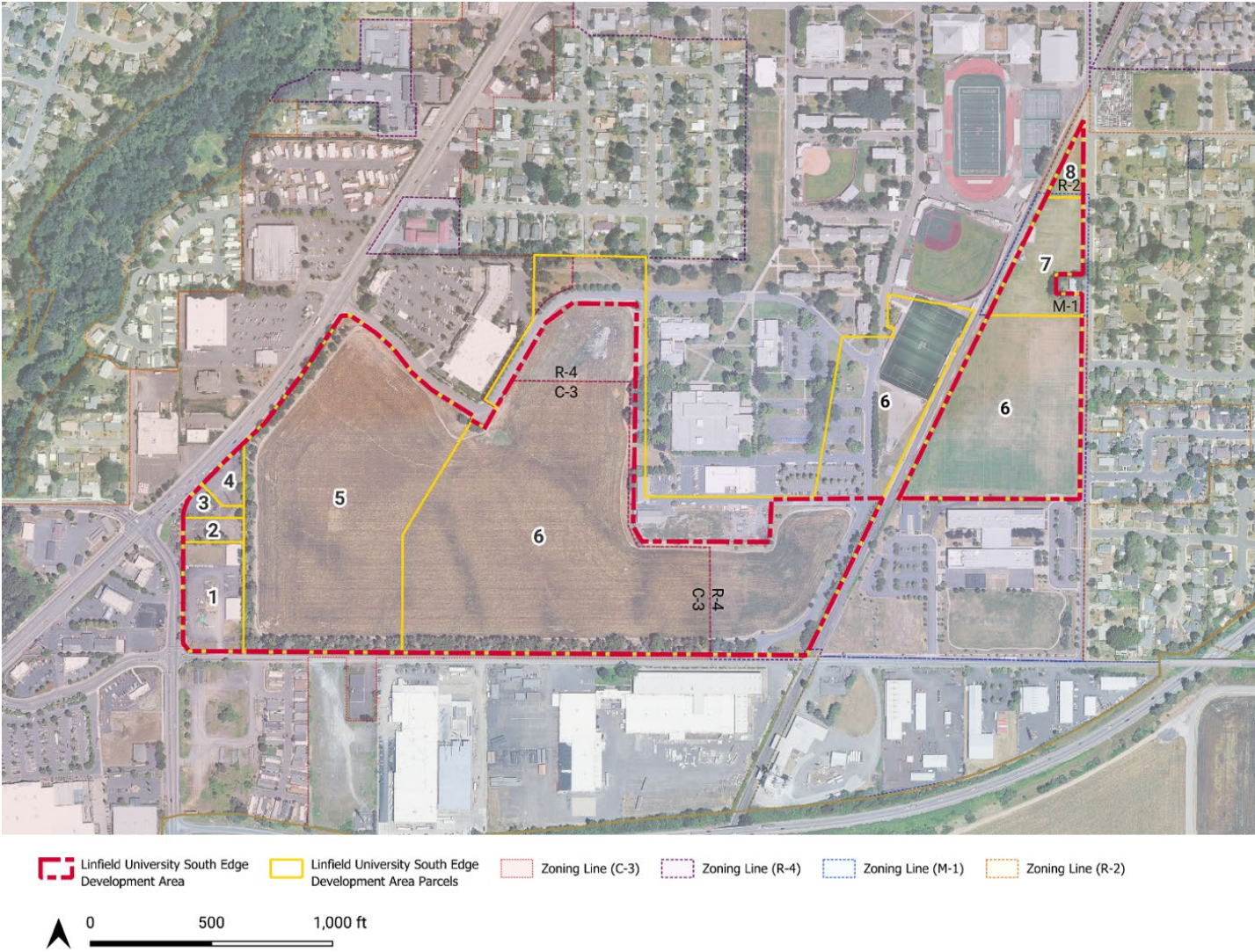
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

	C-3	48.86
	R-4	20.48
	M-1	3.09
	R-2	0.56

Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University

DATE: November 6, 2025
TO: Evan Hietpas, Heather Richards, and David Berniker
FROM: Beth Goodman
SUBJECT: Commercial and Industrial Land Use Efficiency Measures for McMinnville

The City of McMinnville adopted the *City of McMinnville Economic Opportunities Analysis* (November 2023) via Ordinance Number 5141 on February 27th, 2024. The *McMinnville Economic Opportunities Analysis* (EOA) identified a deficit of land of 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

The City entered into a Sequential Urban Growth Boundary (UGB) adoption agreement with the Department of Land Conservation and Development (February 7th, 2024), which allows the City to identify and adopt land use efficiency measures by March 2026 to identify measures to meet the City's industrial and commercial land needs and, if needed, propose a UGB expansion.

This memorandum presents the City's commercial and industrial land use efficiency measures that will meet the City's deficit of land for employment. This memorandum is organized in the following sections:

- ◆ **Land Use Efficiency Measures** describes the details of the City's land use efficiency measures and their impact on industrial and commercial land capacity.
- ◆ **Revisions to Findings about Industrial and Commercial Land Needs** shows the changes to findings about industrial and commercial land needs in McMinnville for the 2021-2041 period based on the additional development employment capacity resulting from the land use efficiency measures.
- ◆ **Appendix A:** presents the August 2025 Airport Master Plan, Airport Layout Plan, Sheet 4 of 21.
- ◆ **Appendix B:** presents the Linfield University South Edge Development Letter.

This memorandum is adopted as an addendum to the *City of McMinnville Economic Opportunities Analysis* (November 2023) approved by the McMinnville City Council via Ordinance Number 5141 on February 27th, 2024, and amended on September 24, 2024 by Ordinance Number 5148.

Land Use Efficiency Measures

The following section describes McMinnville's Land Use Efficiency Measures to meet the need for 29 acres of industrial land and 159 acres of commercial land for the 2021-2041 planning period.

Industrial land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ◆ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.
- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.



Commercial land

The EOA showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ◆ In the EOA, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the EOA. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its EOA at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

³ These are tax lots R4429AC00104 and R4429AC00103.



Revisions to the Findings about Industrial and Commercial Land Needs

The following are the findings about McMinnville's industrial and commercial land need.

- ♦ The *EOA* found that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land, resulting in a 29-acre deficit of industrial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will address this deficit, leaving a small surplus of industrial land for the 20-year period.
- ♦ The *EOA* found that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land, resulting in a 159-acre deficit of commercial land to accommodate growth over the 2021-2041 period. The land use efficiency measures described in this memorandum will reduce this deficit by 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.6 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99..

The City finds that the requirements of Goal 9 have been addressed based on the analysis in the *EOA* and the analysis of land use efficiency measures in this memorandum.



Appendix B: Linfield University South Edge Development Letter

This appendix presents Linfield University's letter (dated 10/8/2025) to the City of McMinnville about changes to their expectations about development of land in the southern part of their campus. This letter replaces the letter from Linfield University dated January 16, 2020 that is located in Appendix E of the EOA.





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LINFIELD.EDU

Linfield South Edge Development

Date October 8, 2025
To Heather Richards, Community Development Director
From Linfield University
Subject Linfield University South Edge Development

As requested in your email dated July 22, 2025, this letter confirms that the vacant land located on the southern edge of the Linfield University property (tax lots R4429AC00104 and part of R4429AC00103) is not planned for campus use and is anticipated to be sold, leased, or a combination thereof for private development during the upcoming planning horizon. Therefore, the land may be added to the City's buildable lands inventory.

In addition to the two parcels referenced above, Linfield will be offering tax lots R4429BD02400, R4429BD02300, R4429BD02200, R4429BD02100, R4428BB00302, and R4428BB00200 for private development. These parcels were not referenced in your letter, but we wanted to make sure that you knew that they, too, are planned to be developed for non-campus uses. For clarity, we have summarized everything in the table and map below.

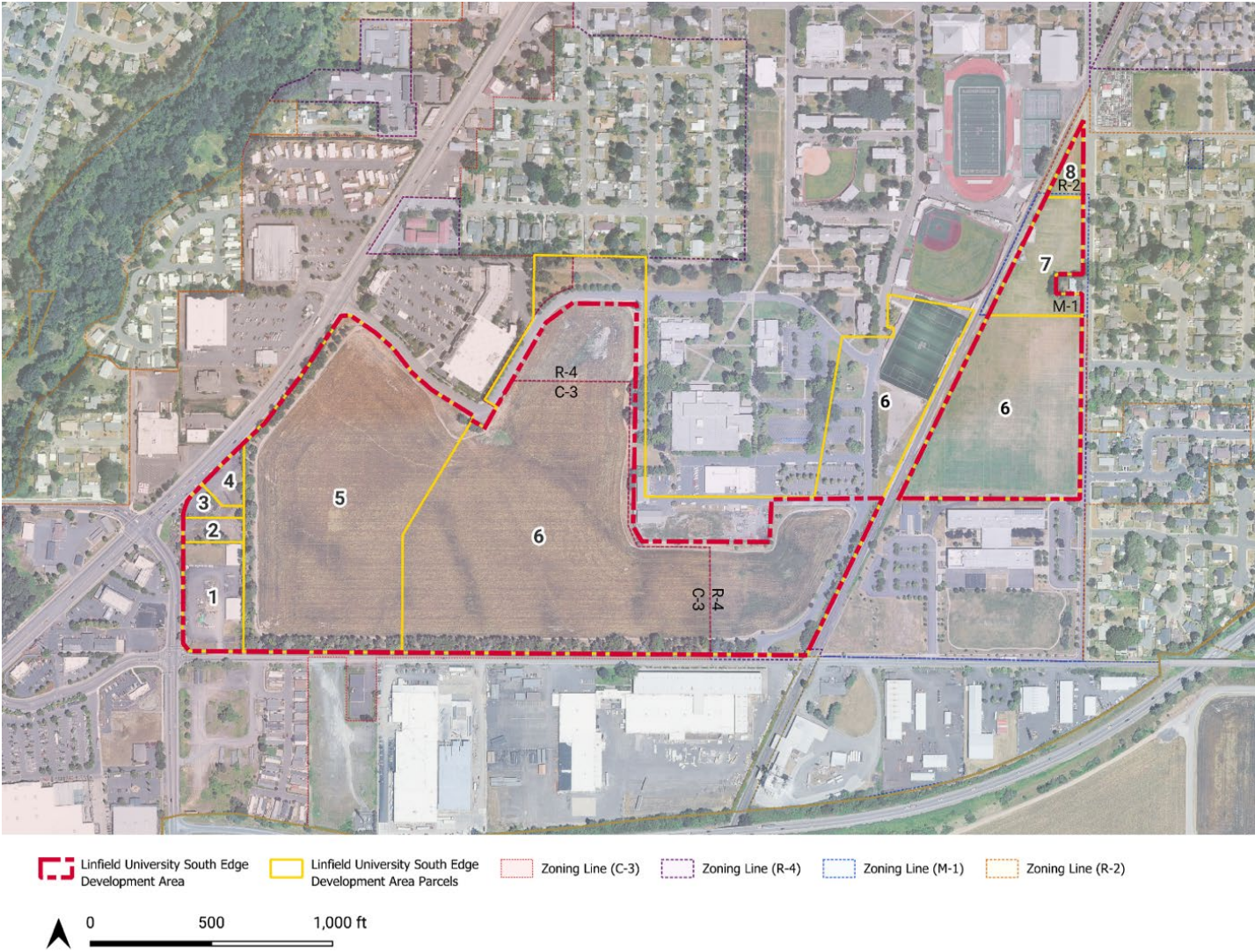
At this time, no changes to the existing zoning designations are assumed for these parcels. Any changes to the zoning would be part of a development application by a buyer/lessor.

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
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5	R4429AC00104	20.20	20.20	C-3	20.20
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Totals		85.94	72.99		

	C-3	48.86
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Linfield University South Edge Development Parcels Map



Sincerely,

Mike Wenz
 VP of Finance and Administration
 Linfield University



City of McMinnville
**FRAMEWORK PLAN AND
AREA PLANNING**
Adopted _____

INTRODUCTION:

Note: This Framework Plan supersedes the Framework Plan that was adopted as Appendix G of the McMinnville Growth Management and Urbanization Plan in December, 2020 (Ordinance No. 5098), acknowledged by the state in April, 2021, and subsequently amended by Ordinance No. 5157 on January 25, 2025.

The Framework Plan identifies how land that is within the City of McMinnville's Urban Growth Boundary but not within the city limits should be planned to meet the City of McMinnville's land needs as identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The McMinnville Growth Management and Urbanization Plan (MGMUP) includes areas where the UGB will be expanded to accommodate future growth of the City of McMinnville. Over time, all land in the UGB is expected to be developed for urban uses or for amenities like schools, parks, and public facilities that serve urban uses. In order to allow for the transition from rural to urban land uses in a manner that is consistent with the MGMUP, and more specifically, with the City's overall land supply needs as identified in the City of McMinnville's most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis, the City will implement a three-step planning process for those lands that are included in the UGB expansion areas.

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

- Framework Plan
- Area Plan
- Master Plan

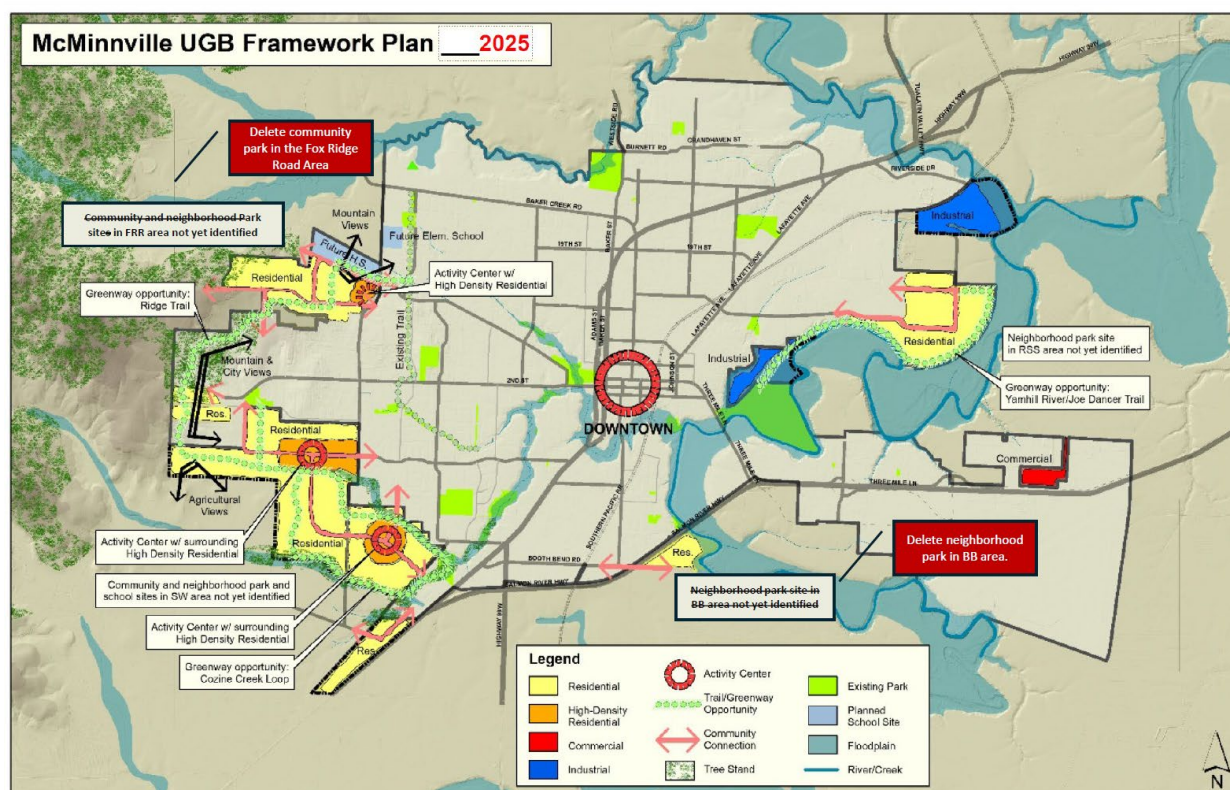
The order in which the planning process occurs is critical, because each step in the process builds upon the previous step and provides guidance for the future step. The ultimate result of the implementation and planning process is the development of the UGB in a manner that is consistent with the MGMUP and consistent with the land development and urban design concepts that the McMinnville community has embraced. The planning process will also provide future opportunities for the City to demonstrate how it will achieve the overall need for the variety of housing types and land uses as described in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis.

The purpose of the Framework Plan is to describe the Area Planning process, and how the Framework Plan will be used to apply the land needs identified in the most recently adopted Housing Needs (Capacity) Analysis and Economic Opportunity Analysis to the UGB expansion areas. The Framework Plan includes a description and summary of the Area Planning and Master Planning processes, as well as guidance for the City to consider when initiating and completing Area Plans for the UGB expansion areas. This guidance is based on the most recently adopted needs analysis. The guidance identifies how land needs may be distributed between and within UGB expansion areas and is intended to be conceptual and further refined through the Area and Master Planning process.

Framework Plan

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

Figure 1 – MGMUP Framework Plan (Amended 2025 by Ordinance No. 5157)

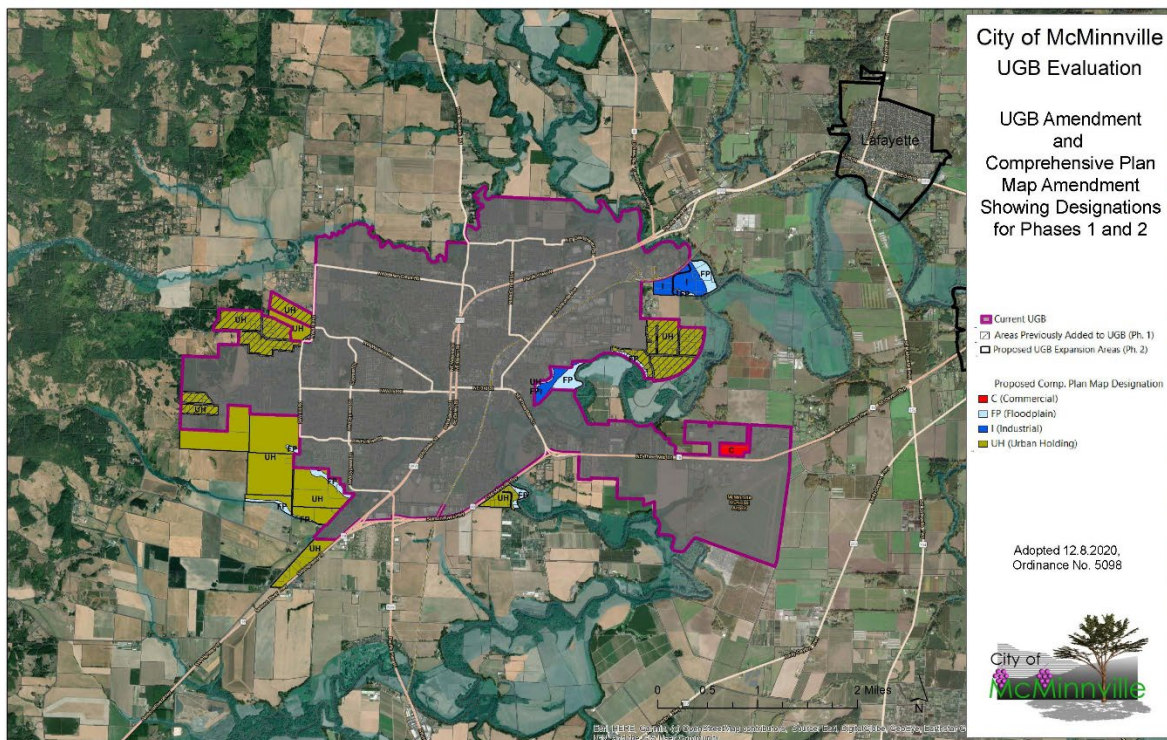


The Framework Plan is intended to be conceptual in nature and serve as an advisory plan that informs and provides guidance for more detailed Area Planning and Master Planning that will be required for lands that are annexed into the City.

If, at the time of this more detailed Area or Master Planning, there is a desire to modify the development concepts shown in the Framework Plan, an analysis must be completed that demonstrates how the land needs, housing densities, and commercial uses depicted in the Framework Plan for a particular area can be accommodated elsewhere, and still do so in a way that is consistent with the MGMUP and its intended development pattern and principles.

The MGMUP also includes an updated Comprehensive Plan Map for the City of McMinnville, which provides comprehensive plan designations for all lands included in UGB expansion areas. Land brought into the UGB is initially assigned an Urban Holding (UH) Comprehensive Plan designation, unless it is specifically identified for only Industrial or Commercial land uses (this applies only in specific areas that were included in the UGB based on their suitability for only industrial or commercial use).

Figure 2 – MGMUP Comprehensive Plan Map



Area Planning and Master Planning

Area Planning:

Following the adoption of the MGMUP, the City will complete Area Plans for lands that are included in the UGB expansion areas. The Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP.

Area Plans must embody the development principles of the MGMUP and other City land use policies and standards. The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans will be developed to be consistent with the guidelines and characteristics of the Traditional Neighborhood model described in Chapter VII of the MGMUP. This will include the potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP and also support surrounding residential development, as described in Chapter VII of the MGMUP. In addition, Area Plans will be consistent with the City's adopted Great Neighborhood Principles.

As described in Comprehensive Plan Policy 187.10, the Great Neighborhood Principles are intended to "...guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area." The Great Neighborhood Principles are provided in Comprehensive Plan Policy 187.50.

Area Planning Process:

An Area Plan must be adopted for any land within the UH comprehensive plan designation prior to annexation, rezoning, or development. Area Planning will be initiated and completed by the City, and adopted by the City Council as a guiding land use document. The adoption of the Area Plan is not a land use decision process, and does not result in any changes to comprehensive plan designations or zoning.

If the City has not yet adopted an Area Plan for lands within UGB expansion areas that are designated as UH lands, property owners may initiate the Area Planning process. The initiation of the Area Planning process will require the submittal of a land use application for the adoption of an Area Plan. The Area Planning process may be initiated by property owners for land areas of 100 acres or more.

Master Planning:

Following the adoption of an Area Plan, individual property owners or developers must complete a Master Planning process to allow for annexation and development to occur in UGB expansion areas. The Master Planning process will require a more detailed analysis of the land in question and the proposed uses to ensure consistency with the planned and desired growth of the city. The uses included in a Master Plan must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question.

Master Planning Process:

Prior to the City Council's approval of an annexation agreement to allow land within the UGB to be annexed into the city limits, property owners must complete a Concept Master Plan to identify how the land will be developed in accordance with the Framework Plan and applicable Area Plan.

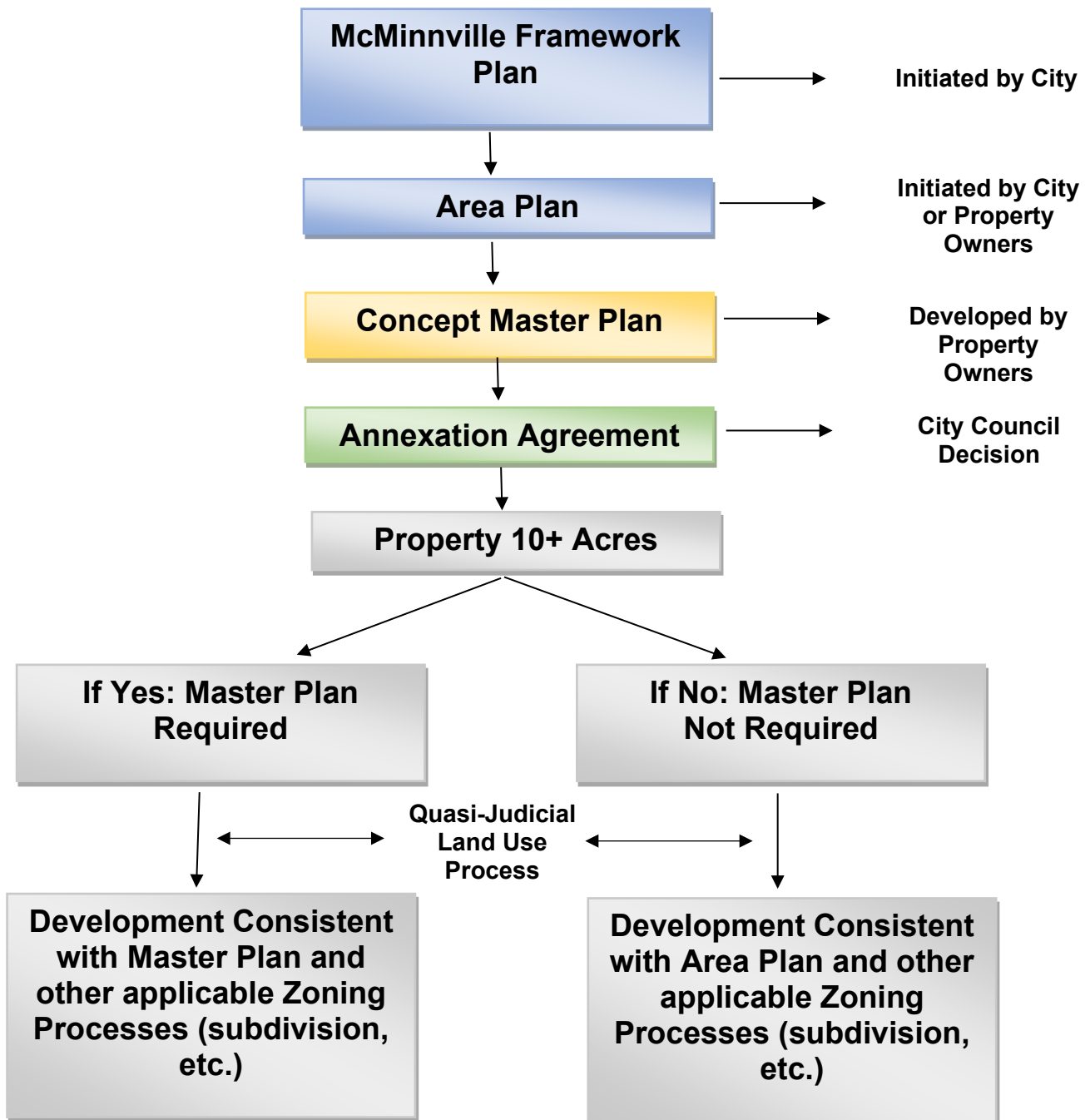
After completion of an annexation agreement, a final Master Plan must be approved prior to the development of any land that is greater than 10 acres in size. Applications for Master Plans require approval by the City Council and required notices to state agencies and affected property owners. This land use review process will provide an opportunity for public involvement and community support for the Master Plan's urban development concepts. The Master Planning process will also result in comprehensive plan and zoning amendments that convert lands from the UH comprehensive plan designation to urban comprehensive plan map designations and urban zoning districts.

A review process for Master Plans is proposed to be included in the McMinnville Zoning Code. The review process further describes Master Plan submittal requirements and review criteria.

Lands less than 10 acres in size may be annexed and developed without the adoption of a Master Plan. This can occur when the lands are designated for residential use in the applicable Area Plan. Urban comprehensive plan map designations and urban zoning districts shall be requested for the lands prior to development, and the designations and zoning districts must be consistent with the land uses identified in the adopted Area Plan that is applicable to the land in question. The development of the land must also:

- Be consistent with the uses identified in the Area Plan applicable to the land in question;
- Meet the City's adopted Great Neighborhood Principles;
- Include a local street plan that complies with the applicable Area Plan, the McMinnville TSP, and other local street spacing and connectivity requirements; and
- Be consistent with all other required policies and standards of the City's land use planning approval processes.

UGB Expansion Area Planning Process



Area Plan Guidance and Considerations

Area Plans will more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the Framework Plan and the needed land types identified in the MGMUP. An Area Plan must also incorporate and address the adopted Great Neighborhood Principles. This section will provide conceptual guidance for the City Council to consider during the development of Area Plans for lands identified in the MGMUP as UGB expansion areas.

Summary of Needed Land Types to be Accommodated in Area Plans:

As stated above, the land uses identified in an Area Plan must be consistent with the needed land types identified in the most recent acknowledged Housing Needs Analysis and Economic Opportunity Analysis.

Table 1 below identifies the needed land type in the Urban Holding comprehensive plan map designations for the McMinnville Urban Growth Boundary.

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.

SUMMARY OF LAND NEEDS:

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

- Residential Land: 596.90 acres
 - 36.7 acres for R-5 High Density zoning
 - Remaining housing lands to remain in residential classifications that result in the target density of 5.7 dwelling units per acre.
- Park Land: 127 acres
 - 18.70 acres for Neighborhood Parks
 - 20.00 acres for Community Parks
 - 87.90 acres for Greenways/Greenspaces/Natural Areas
 - /Natural Areas
- Neighborhood Serving Commercial Land: 39.3 acres
- Institutional: 84.90 acres

Area Plan Prioritization:

The Area Planning process will be more critical in certain UGB expansion areas. Therefore, the City will prioritize the completion of Area Plans in expansion areas that are larger, require more coordinated development of public infrastructure and services, and are more likely to develop or redevelop in the near term. The potential prioritization of the completion of Area Plans may be as follows:

- 1) Fox Ridge Road
- 2) Southwest Area
 - a. West Hills South, Southwest 2, and West of Old Sheridan Road (potentially also include Redmond Hill Road)
 - b. Southwest 06 and Old Sheridan Road
- 3) Redmond Hill Road (potentially include with the Southwest Area Plan)
- 4) Riverside South
- 5) Booth Bend Road
- 6) Riverside North

Potential Assignment of Land Need:

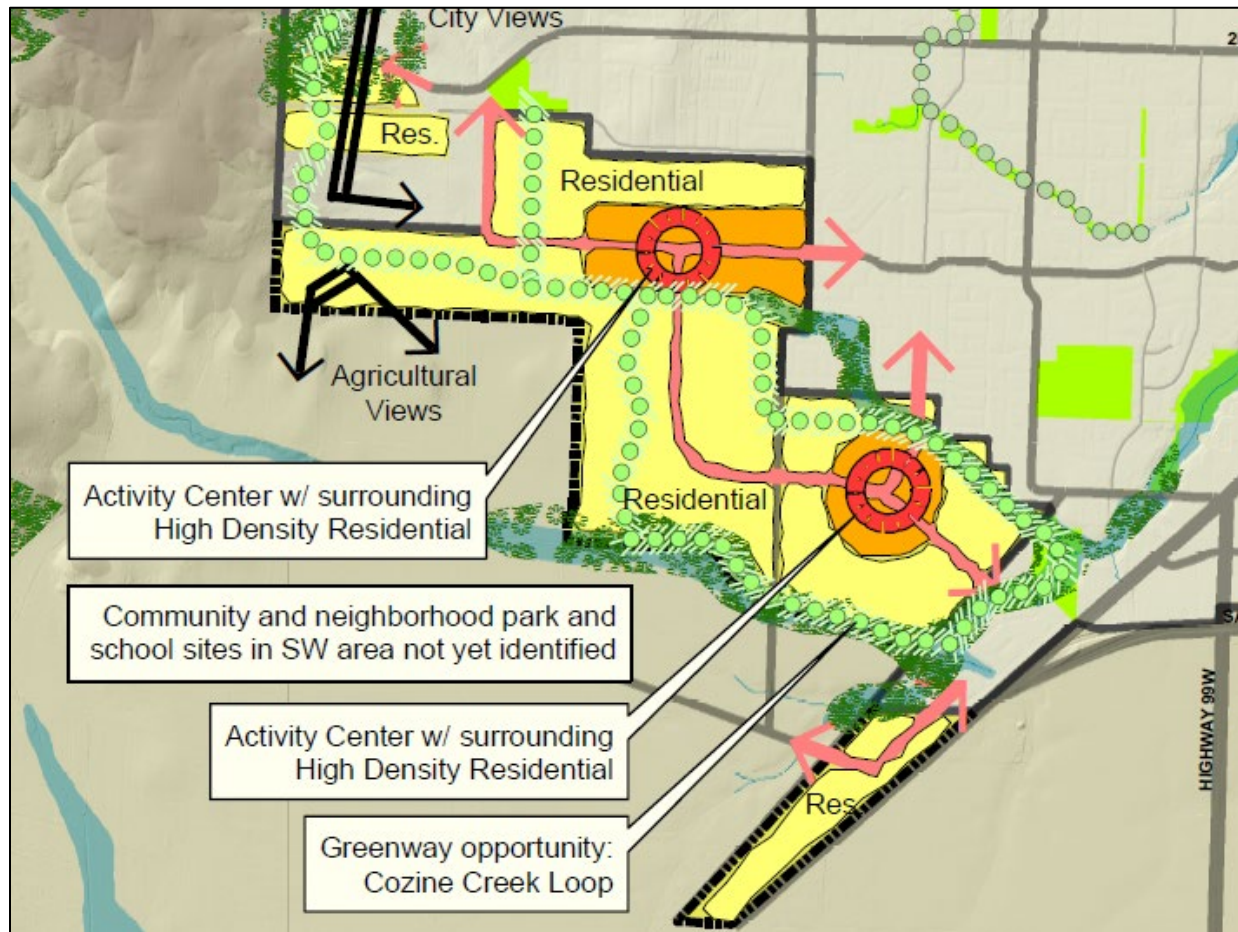
Land Need		Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road
Residential						
R-5	36 acres					
Parks						
Neighborhood Park	18.70 acres					
Community Park	20.00 acres					
Greenways/Natural Areas	87.90 acres					
Schools	10 acres					
Commercial	39.3 acres					

Specific land needs and opportunities to consider in the development of each of these Area Plans are provided below.

Southwest Area Plan:

The Southwest area includes some of the larger and more contiguous areas of vacant land to be included in the McMinnville UGB. The area requires coordinated planning of infrastructure to ensure the provision of services to areas in the western portion of the UGB expansion area. This area is also adjacent to existing built-out areas of the existing UGB, so coordination of street networks and neighborhood continuity will be important to consider in the development of an Area Plan. For these reasons, it is suggested that one Area Plan be completed for all of the UGB expansion areas in the Southwest area. There could be a potential to complete smaller Area Plans, potentially using Hill Road as the separation point with the areas west of Hill Road included in one Area Plan (West Hills South, Southwest 2, and West of Old Sheridan Road) and the areas east of Hill Road (Southwest 06 and Old Sheridan Road) included in another Area Plan.

Southwest Area as shown in MGMUP Framework Plan:



The overall Southwest Area will primarily provide land for housing. However, to incorporate elements of the Traditional Neighborhood and to accommodate commercial land need identified in the MGMUP, the southwest area should include two (2) Neighborhood Activity Centers (NACs), one in the northwest portion along a westerly extension of Fellows Street and one in the southeastern portion along a new major street that could provide a connection between Hill Road and Old Sheridan Road. Each NAC may be approximately 40 to 80 acres in size, with approximately 5-10 acres of neighborhood serving commercial, and approximately 5 to 10 acres of office space. Each NAC should also include approximately 15 acres of high-density residential development (R-5 zone). There should be about 2.0 acres of public plazas/parks in each NAC, and the remaining land in the NAC should be medium and lower density housing as appropriate to achieve the overall targeted density of 5.7 dwelling units per acre. Additional areas may be suitable for high-density residential development (R-5 zone), where potentially adjacent to future identified park locations, or along appropriate street corridors that may support future transit service.

To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 PROS Plan, the Southwest Area should incorporate one - two neighborhood parks of a minimum of 5 acres in size. The neighborhood parks should be placed to ensure that future residents have access to a park within a 10-minute (or ½ mile) walk of their home, as described in the City of McMinnville June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area should also incorporate one community park to accommodate the

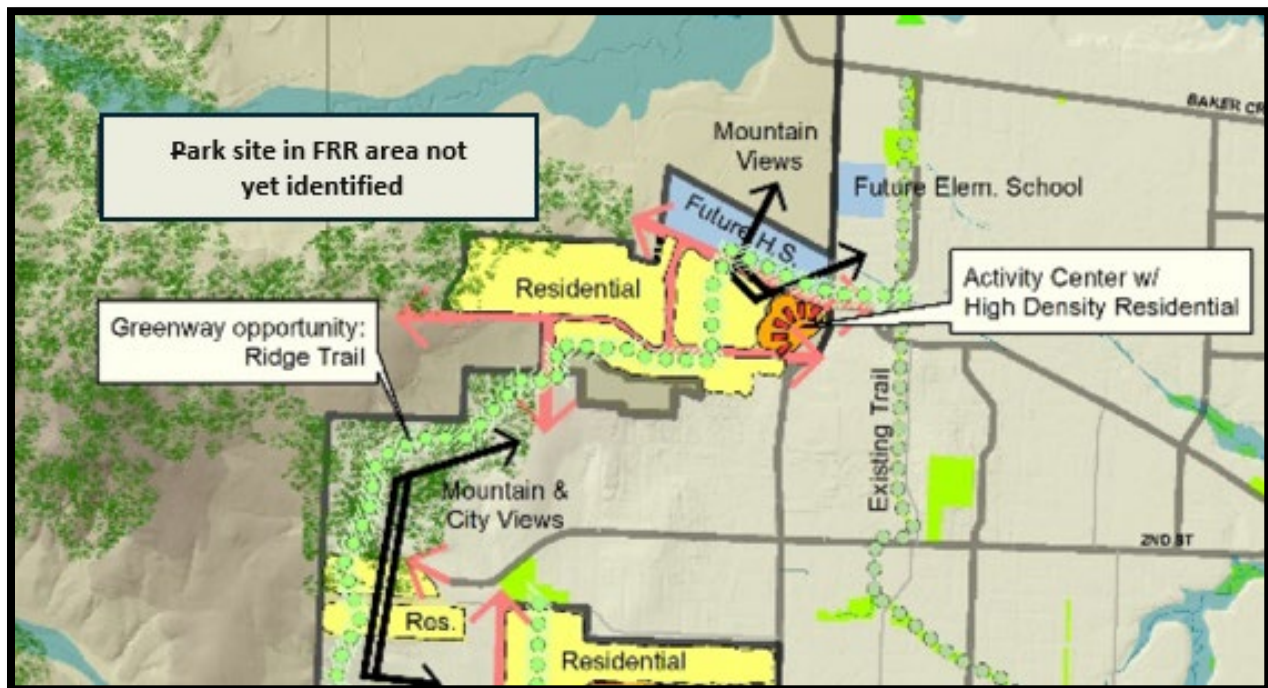
community park land need identified in the June 2024 Parks, Recreation, and Open Space Plan. The Southwest Area also has the opportunity for the development of greenway linear parks along the Cozine Creek, per the greenway land need identified in the June 2024 Parks, Recreation and Open Space Plan. A bike and pedestrian trail system could also be considered that connects the NACs and other major amenities (parks, schools, etc.) whose exact locations are yet to be determined. There may also be an opportunity for greenway or trail connectivity to the north through the Redmond Hill Road and West Hills areas, potentially in the form of a ridgeline greenway/greenspace at higher elevations that could also preserve existing tree stands that currently provide wildlife habitat.

A future school site should also be identified within the Southwest Area Plan. As an area that will accommodate a significant amount of the planned residential growth in the expanded UGB, one additional school site may be necessary in this area. Further coordination should occur with the McMinnville School District on the identification of future school sites, but the Southwest area could accommodate the approximately 10 acres of additional school land need identified in the MGMUP.

Fox Ridge Road Area Plan:

The Fox Ridge Road Area Plan should include the three study areas in this area due to their close proximity and future relationship between uses. These areas include the Fox Ridge Road study area (included in the UGB during MGMUP Phase I), the NW-EX1b-R3 study area, and the future High School site owned by the McMinnville School District (included in the UGB through previous UGB expansion).

Fox Ridge Road Area as shown in MGMUP Framework Plan (Amended 2025):



The Fox Ridge Road Area Plan will primarily be housing. However, the Fox Ridge Road Area Plan will include a significant land use within the site that is owned by the McMinnville School District and identified for the development of a future high school. The high school site will be within the northern portion of the Fox Ridge Road Area Plan. The Fox Ridge Road Area Plan should also provide an opportunity for a partial or half of a Neighborhood Activity Center (NAC) along the area's Hill Road frontage between the Wallace Road roundabout and the intersection of Fox Ridge Road. This modified and reduced NAC should be approximately 5 – 10 acres, with approximately 1 - 2 acres of neighborhood serving commercial and office development, approximately 2 acres of high-density residential development (R-5), and approximately 2 - 5 acres of medium-density residential housing. The remainder of the residential land within Fox Ridge Road Area Plan will likely be suitable for lower-density residential housing, where the lands begin to exhibit steeper slopes within the southern and western portions of the Fox Ridge Road area.

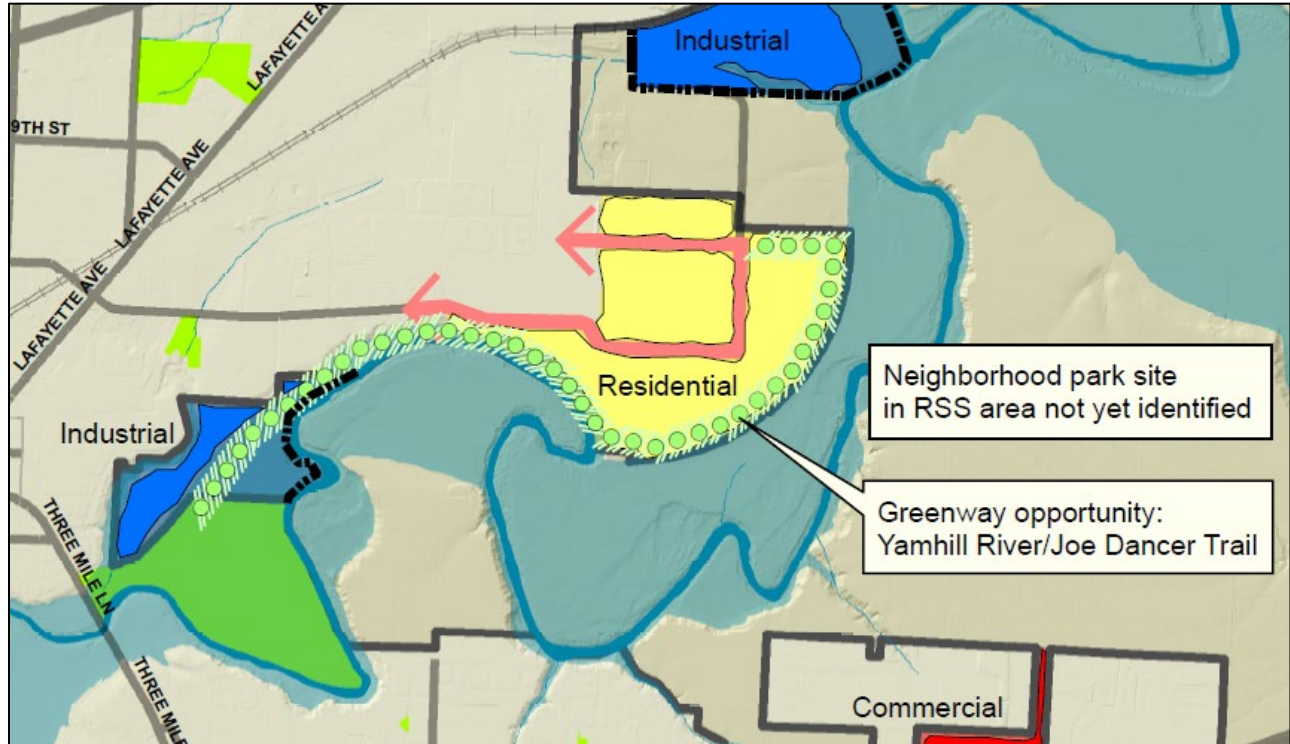
To further provide services to support this residential area and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, the Fox Ridge Road Area Plan should incorporate one neighborhood park of a 5-acre minimum size to serve existing park service gaps as well as future development in this growth area along Fox Ridge Road in western McMinnville. This park should be co-located on or near the future high school site. It should include opportunities for passive and active recreation that are accessible to all residents with a 10-minute (or ½ mile) walk of their home. The Fox Ridge Road Area also includes several natural and geographic features that provide an excellent opportunity for a natural resource park. Natural green spaces or greenways should be considered that could connect the Fox Ridge Road Area to the West Hills and Redmond Hill Road area, potentially in the form of a ridgeline greenway/greenspace. A greenway/greenspace could also serve to preserve the tree stands in the Fox Ridge Road and West Hills areas that currently provide habitat for protected avian species.

Connectivity and coordination with the development of the high school site will be important in the Fox Ridge Road Area Plan. Land uses should anticipate the development of this major community feature, and land uses should transition appropriately to surrounding areas. Any trail networks considered should incorporate connectivity to the high school site. Bike and pedestrian connectivity should also be considered in the Area Plan, with consideration of connecting to the existing trails and linear parks (BPA and Westside trail systems) that are located just east within the existing UGB and may be able to be linked via Wallace Road.

Riverside South Area Plan:

The Riverside South Area Plan should include the entire area east of the existing UGB.

Riverside South as shown in MGMUP Framework Plan:



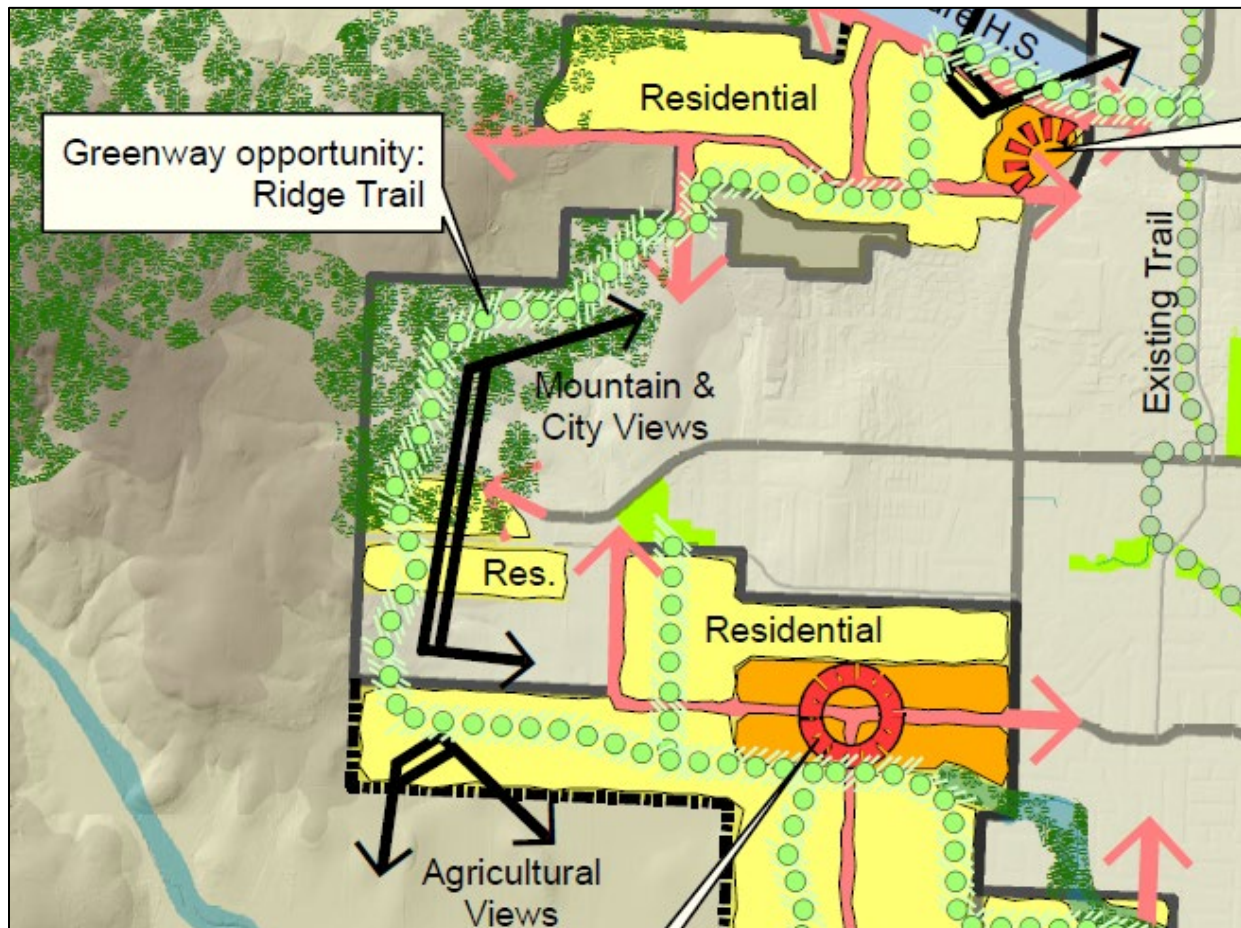
The Riverside South area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Riverside South area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, a neighborhood park of a minimum of 5 acres should be included in the Riverside South Area Plan. This neighborhood park should serve future residents in the area that are otherwise separated from other residential areas and recreation opportunities.

There may also be an opportunity for a greenway/greenspace trail along the southern and eastern boundaries of the Riverside South Area, along the Yamhill River floodplain. Connectivity will be important for the Riverside South Area due to its current isolation. New street networks should be established, building off of the main existing street in Riverside Drive, to provide a neighborhood grid street pattern and enhance connectivity within the area. Bike and pedestrian connectivity should also be considered to provide opportunities for connections to the existing UGB, potentially through a trail corridor that connects the Riverside South area to Joe Dancer Park.

Redmond Hill Road Area Plan:

The Redmond Hill Road Area Plan should include the entire Redmond Hill Road area west of, and surrounded by, the existing UGB. This area could be considered and included in the Southwest Area Plan, if determined to be timely and appropriate through more detailed Area Planning processes.

Redmond Hill Road as shown in MGMUP Framework Plan:



The Redmond Hill Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Redmond Hill Road area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Due to its elevation, existing development pattern, and proximity to other existing parks, the Redmond Hill Road area may not be suitable for an additional neighborhood park. However, to provide for some of the amenities of a Traditional Neighborhood and to accommodate the park land need identified in the June 2024 Parks, Recreation and Open Space Plan, there may be an opportunity for a greenway/greenspace park to provide connectivity between the Southwest Area to the south and the West Hills and existing UGB to the north. This greenway/greenspace could potentially be in the form of a ridgeline trail that provides for overlooks that highlight views of the adjacent farmland and city.

Booth Bend Road Area Plan:

The Booth Bend Road Area Plan should include the entire area east of, and across, Highway 18 from the existing UGB.

Booth Bend Road as shown in MGMUP Framework Plan (Amended 2025):



The Booth Bend Road area will primarily be housing. As an exception area and based on the existing development pattern, it is assumed that the Booth Bend Road Area will likely accommodate only lower to medium density housing to meet identified needs for that type of residential land. Connectivity to other areas of the existing UGB will be important in the Booth Bend Road Area Plan, with all connectivity being provided currently by the Booth Bend Road bridge that crosses Highway 18. Bike and pedestrian connectivity should be considered to provide safer connectivity from the Booth Bend Road Area to the existing UGB and amenities in close proximity to the area.



CITY OF MCMINNVILLE

PLANNING DIVISION

231 NE FIFTH STREET

MCMINNVILLE, OR 97128

503-434-7311

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DECISION, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS UPDATING THE MCMINNVILLE COMPREHENSIVE PLAN, FOR THE APPROVAL OF LEGISLATIVE AMENDMENTS TO THE SEPTEMBER 2024 CITY OF MCMINNVILLE ECONOMIC OPPORTUNITIES ANALYSIS, THE NOVEMBER 2023 CITY OF MCMINNVILLE HOUSING NEEDS ANALYSIS, AND THE MCMINNVILLE FRAMEWORK PLAN TO SUPPORT LAND-USE EFFICIENCY MEASURES TO ADDRESS THE IDENTIFIED RESIDENTIAL AND EMPLOYMENT LAND NEED IDENTIFIED FOR THE PLANNING PERIOD OF 2021-2041.

DOCKETS: G 3 – 25; G 4 – 25 and G 5 – 25

REQUEST: The City of McMinnville is proposing amendments to the McMinnville Comprehensive Plan, Volume I (Housing Needs Analysis and Economic Opportunity Analysis), and Volume III (McMinnville Growth Management and Urbanization Plan, Framework Plan) to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

LOCATION: N/A. The proposal is a legislative comprehensive plan amendment.

ZONING: N/A. The proposal is a legislative comprehensive plan amendment.

APPLICANT: City of McMinnville

STAFF: Heather Richards, Community Development Director

HEARINGS BODY: McMinnville Planning Commission

DATE & TIME: December 18, 2025, 200 NE Second Street, Kent Taylor Civic Hall, 6:30 PM.
Zoom, Meeting ID 831 2090 5124, Passcode 288880

DECISION-MAKING BODY: McMinnville City Council

DATE & TIME: To Be Decided

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 McMinnville Comprehensive Plan must be consistent with Oregon State Regulations (ORS) governing Oregon land use goals, the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.

APPEAL: The City Council's decision on this legislative amendment will be submitted to the Department of Land Conservation and Development for consideration pursuant to the post-acknowledgment plan amendment process in ORS 197.610 et seq. 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.

DECISION

Based on the findings and conclusions, the McMinnville City Council **APPROVES** the proposed amendments to Volume I, and III of the McMinnville Comprehensive Plan to support Land Use Efficiency Measures for the planning period of 2021 – 2041.

DECISION: APPROVAL

City Council: _____
Kim Morris, Mayor of McMinnville

Date: _____

Planning Commission: _____
Sidonie Winfield, Chair of the McMinnville Planning Commission

Date: _____

Planning Department: _____
Heather Richards, Community Development Director

Date: _____

I. Application Summary:

The City's Comprehensive Plan is divided into three volumes per the following:

Volume I – Background Information: (Both the narrative of and supporting documentation for the goals and policies developed by the community. It is a reference resource that can be used to interpret the intent of the goal and policy statements.)

Volume II – Goals and Policies: (These goals and policies are the culmination of the research, inventories and projections of Volume I and reflect the directives expressed through the citizen involvement process in adopting the plan. All future land use decisions must conform to the applicable goals and policies of this volume.

Volume III – Implementing Ordinances: (Measures to carry out the goals and policies of the plan, including the comprehensive plan and zoning map, annexation, zoning and land division ordinances, and the planned development overlays placed on areas of special significance.

These dockets are comprised of proposed amendments to the McMinnville Comprehensive Plan per the following:

- Docket G 3 – 25: Adopt an ***addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 4 – 25: Adopt an ***addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)***, which is a supplemental document of the Comprehensive Plan.
- Docket G 5 – 25: Adopt an ***amended MGMUP Framework Plan***, McMinnville Comprehensive Plan, Volume III.

Land Use Efficiency Measures – Residential Land

The *McMinnville Housing Needs Analysis, November 2023* (HNA) showed that McMinnville had a deficit of land to accommodate 1,101 dwelling units on 202 gross acres of land. Since adoption of the *HNA*, the City has taken (or is taking) action to address this land deficit through land use efficiency measures. The key assumptions underlying this analysis from the *HNA* are shown in Appendix A. Exhibit 1 shows that the City's land use efficiency measures will add capacity for about 1,286 additional dwelling units on approximately 235 acres of land.

Exhibit 1. Summary of Land Use Efficiency Measures for the City of McMinnville

As a result of the additional capacity for housing resulting from the land use efficiency measures, McMinnville has a small surplus of residential land capacity to accommodate growth over the 2021 to 2041 period. Exhibit 2 shows:

- ❖ McMinnville will need 4,284 dwelling units of housing on buildable land based on the *HNA*.
- ❖ McMinnville has capacity for 3,183 dwelling units based on the *HNA* and additional capacity for 1,286 dwelling units based on land use efficiency measures (see Exhibit 1). In total, McMinnville has a capacity for 4,469 dwelling units based on the additional capacity from land use efficiency measures documented in this memorandum.
- ❖ A comparison of the forecast of needed units and total capacity for housing shows that McMinnville will have surplus of 185 dwelling units of capacity for housing development for the 2021-2041 period.

Exhibit 2. Revised Capacity for Accommodating Housing, City of McMinnville

Land Use Efficiency Measures – Industrial Land

The EOA showed that the City had approximately 354 acres of buildable industrial land and demand for approximately 384 acres of industrial land to accommodate industrial employment growth over the 2021-2041 period. The result was a 29-acre deficit of industrial land to accommodate growth over the 20-year period.

The City intends to address this deficit of industrial land through:

- ❖ Revisions to the McMinnville Airport Master Plan (McMinnville Municipal Airport Master Plan, August 2025) that will allow more industrial development at the Airport on land that was considered unbuildable in the EOA. This change in the Airport Master Plan will add 37 acres to

the supply of industrial land, with a zoning of M2¹ (presented in Appendix A of this memorandum. The City is adopting the *McMinnville Municipal Airport Master Plan, August 2025*, as a supplemental document to the McMinnville Comprehensive Plan by March 1, 2026.

- ❖ In the *EOA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the *EOA*. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, 3.1 acres is zoned for industrial use.²

Taken together, these land use efficiency measures will add 40 acres to McMinnville's industrial land supply, an amount that will address the City's deficit (of 29 acres) of industrial land for the 2021-2041 period.

Land Use Efficiency Measures – Commercial Land

The *EOA* showed that the City had 154 acres of buildable commercial land and demand for 313 acres of commercial land to accommodate commercial employment growth over the 2021-2041 period. The result was a 159-acre deficit of commercial land to accommodate growth over the 20-year period.

The City intends to address this deficit of commercial land through:

- ❖ In the *EOA*, undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and unavailable for future industrial or commercial development per a letter provided by Linfield University on January 16, 2020, and identified in Appendix E of the *EOA*. Linfield University has submitted a revised letter to the City about Linfield South Edge Development (dated October 8, 2025), presented in Appendix B of this memorandum requesting that approximately 86 acres be added back to the City's buildable lands inventory. Of this land, two tax lots with 44.6 acres are zoned for commercial use.³

This land use efficiency measure will add 44.6 acres to McMinnville's commercial land supply, leaving a deficit of 114.4 acres of commercial land for the 2021-2041 period. The City is electing to not meet the remaining commercial land deficit at this time and hopes that some of the deficit will be addressed through infill and higher-density redevelopment of older commercial properties in McMinnville, such as commercial uses on Highway 99.

The City will update its *EOA* at the same time that they update the Housing Capacity Analysis that is due in 2032 in order to monitor the impacts of this commercial land deficit on the quality of life of its residents.

II. GENERAL FINDINGS

The City Council finds, that based on the findings of fact and the conclusionary findings contained in this findings report, that the proposed addendums to the November 2023 Housing Needs Analysis and the September 2024 Economic Opportunities Analysis, and the MGMUP Framework Plan are consistent with all of the applicable state and local regulations.

¹ This land is identified on page 7-9 of the Airport Master Plan and on sheet 4 of 21 of the Airport Layout Plan, which is within the Airport Master Plan.

² This is tax lot R4428BB00302.

Public Record, Page 270 of 590

³ These are tax lots R4429AC00104 and R4429AC00103.

Generally, these findings summarize the more detailed analysis found in the November 4 EConorthwest memorandum for “Residential land Use Efficiency Measures for McMinnville”, the November 6 EConorthwest memorandum for “Commercial and Industrial Land Use Efficiency Measures for McMinnville”, and the MGMUP Framework Plan.

This findings document provides conclusionary findings regarding consistency with applicable provisions of state and local law. Supporting these is a factual basis upon which the conclusory findings rest.

III. FINDINGS OF FACT

The fact base includes the data referenced in the PROS Plan and its appendices, as well as the information provided in the record.

1. Oregon Administrative Rule 660-008-0045 directed the City of McMinnville to submit a Housing Capacity Analysis to the Department of Land Conservation and Development by December 31, 2023.
2. Knowing that they would not be able to complete the effort by December 31, 2023, the City of McMinnville adopted Resolution No. 2023-63, requesting to enter into a Sequential UGB Work Plan with the Department of Land Conservation and Development per ORS 197.626(3). This was approved on February 7, 2024, extending the City’s deadline to submit the Housing Capacity Analysis to February 29, 2024 as Work Task 1 of the Sequential UGB Work Plan, and then to engage in land-use efficiency measures and an alternative UGB analysis with a submittal to DLCD by March 1, 2026 (Work Task 2 of the Sequential UGB Work Plan).
3. On February 27, 2024, the City of McMinnville adopted a Housing Capacity Analysis (Housing Needs Analysis) (Ordinance No. 5141).
4. The City elected to develop an Economic Opportunities Analysis at the same time and adopted the Economic Opportunities Analysis on February 27, 2024 per Ordinance No. 5141.
5. The City of McMinnville contracted with EConorthwest and JET Planning to lead the City through a land-use efficiencies evaluation.
6. City staff and the consultant team hosted four public joint work sessions with the Planning Commission and the City Council on the land-use efficiency measures.
7. On November 12, 2025, the City notified the Department of Land Conservation and Development of their intent to the Land-Use Efficiencies attributed to this effort., with a first evidentiary public hearing scheduled for December 18, 2025. (DLCD File #: 005-25, 006-25 and 007-25).
- 1 On December 8 and December 12, 2025, the City published a public hearing notice in the News Register.
- 2 On December 18, 2025, the McMinnville Planning Commission opened the public hearing, heard public testimony and closed the public hearing.
- 3 On December 18, 2025, the McMinnville Planning Commission deliberated and voted to recommend adoption of the proposed amendments to the City Council.
- 4 On _____, 2026, staff presented the Planning Commission’s recommendation to the McMinnville City Council.

- 5 On _____, 2026, the McMinnville City Council considered the public record and voted to approve the proposed Amendments to support the Land Use Efficiency Measures, by adopting Ordinance No. _____.

IV. COMMENTS RECEIVED

No public comments received.

V. CONCLUSIONARY FINDINGS:

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application.

Alignment with Oregon's Statewide Planning Goals and Administrative Rules:

The City Council finds that these comprehensive plan amendments are compliant with Oregon Land Use Goal #1 (Citizen Involvement), Goal #2 (Land Use Planning), Goal #9 (Economic Development), and Goal #10 (Housing) by creating the land-use efficiencies to meet the forecasted need of land for both residential and industrial land as calculated for the planning horizon of 2021 – 2041, within the existing urban growth boundary.



P.O. Box 1083
McMinnville, Oregon 97128



340 SE 6th Ave.
Portland, Oregon 97214

December 17, 2025

City of McMinnville Planning Commission
c/o McMinnville Community Development Department
231 NE Fifth Street
McMinnville, OR 97128

SENT VIA EMAIL

Re: McMinnville Proposed Post-Acknowledgment Plan Amendments Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25

Dear Planning Commissioners:

Please accept the below comments for the record in proposed Post-Acknowledgment Plan Amendments (PAPA) Dockets G 1-25, G 2-25, G 3-25, G 4-25, and G 5-25. These comments are submitted jointly on behalf of 1000 Friends of Oregon (1000 Friends) and Friends of Yamhill County (FYC).

Docket G 1-25: Three Mile Lane Rezone and McMinnville Landing Overlay

1000 Friends and FYC remain concerned about the transportation options contemplated in the proposed plan amendments. 1000 Friends and FYC encourage the City to consider ways to improve pedestrian access to the proposed commercial spaces to serve City residents who do not or cannot drive. While the McMinnville Landing Plan states that the planning is intended to be pedestrian and bike friendly, the plan does not include a pedestrian bridge across Highway 18, nor does the plan provide for adjustments to the highway interchanges to facilitate bike and pedestrian access. This means that there is no safe and easy way to access McMinnville Landing without using a vehicle to get there. Making the development itself pedestrian and bike friendly will not be useful if the only way for City residents to get to McMinnville Landing is in their cars.

Docket G 2-25: Airport Master Plan

1000 Friends and FYC support the adoption of the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan. The adoption of the Airport Master Plan ensures that land near the airport is available for other industrial development uses and is not restricted to airport expansion. This is a practical and sensible measure that will avoid unnecessary conversion of resource land for industrial uses while allowing development in an area that already supports industrial uses. 1000 Friends and FYC are also glad to see that the Airport Master Plan uses the most recent population projections for the City, as required by OAR 660-032-0020(1).

Docket G 3-25: Land-Use Efficiency Measures Addendum to EOA

This PAPA is an addendum to the City's November 2023 Economic Opportunities Analysis (EOA). 1000 Friends and FYC have outstanding concerns about the November 2023 EOA. However, this addendum is a first step in the right direction. The addendum addresses one of 1000 Friends' and FYC's concerns surrounding the 2023 EOA, the inclusion of vacant land held by Linfield University. 1000 Friends and FYC support this portion of the addendum. The addendum does not, however, address all of 1000 Friends' and FYC's concerns with the EOA. 1000 Friends and FYC encourage the City to adopt additional amendments to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the November 2023 EOA, including:

- Removing employment forecast for "retail leakage," given the City's use of generalized employment forecasts tied to population growth that already account for mechanisms such as retail leakage;
- Revising the multiplier used to derive necessary employment land acreage to account for jobs located on non-employment land such as home offices or residential care facilities;
- Revising the commercial employment density factor to reflect the density factor used in previous EOA's.

Docket G 4-25: Land-Use Efficiency Measures Addendum to HNA

This PAPA is an addendum to the City's November 2023 Housing Needs Analysis (HNA). 1000 Friends and FYC have outstanding concerns about the November 2023 HNA. However, this Addendum is a first step in the right direction. The Addendum partially addresses one of 1000 Friends and FYC's concerns surrounding the 2023 HNA, the inclusion and calculation of land needed for parks. 1000 Friends and FYC support this portion of the Addendum. The Addendum does not, however, address all of 1000 Friends and FYC's concerns with the HNA. 1000 Friends and FYC encourage the City to adopt additional addendums and/or land-use efficiency measures to address the other concerns identified by 1000 Friends and FYC in comments and appeals of the

November 2023 HNA, including:

- Revising the HNA to increase housing densities to account for the demonstrated needs of current residents of the City;
- Revising the HNA's buildable lands inventory to include vacant lands currently in church ownership to comply with OAR 660-008-05(2) and OAR 660-009-0015(3).

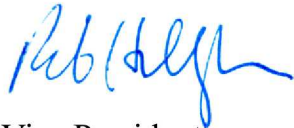
Docket G 5-25: Land-Use Efficiency Measures Amendment to City Growth Management and Urbanization Plan

1000 Friends and FYC support the proposed land-use efficiency measures identified in this PAPA. However, the proposed land-use efficiency measures could and should go further to address the City's lack of diversity of housing options at all price levels. Specifically, the City should reduce the minimum lot size requirements in the City's single-family zones (R-1 and R-2). Reducing minimum lot sizes enables more affordably priced homes that are often a better fit for smaller household sizes. Reducing minimum lot size also reduces public infrastructure costs and more efficiently uses land zoned for residential use, resulting in neighborhoods that are more compact, walkable and community-focused. The City should consider adding this land-use efficiency change to the proposed amendment before adopting this PAPA.

1000 Friends and FYC appreciate the opportunity to comment on the PAPAs. Thank you for your consideration of the comments offered above.

Sincerely,

Rob Hallyburton



Vice President
Friends of Yamhill County

John Butterfield



Staff Attorney
1000 Friends of Oregon

**City of
McMinnville**



McMinnville, OR
August 2025



Action Tonight

Docket G 3 – 25: Adopt an *addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan.

Docket G 4 – 25: Adopt an *addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)*, which is a supplemental document of the Comprehensive Plan.

Docket G 5 – 25: Adopt an *amended MGMUP Framework Plan*, McMinnville Comprehensive Plan, Volume III.

Land Use Efficiency Measures

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

Land Use Efficiency Measures

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. **Identify land use efficiencies within the existing UGB to accommodate housing and employment need**

3. Amend UGB to accommodate additional land needs, if needed

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs.

Summary of Needs and LUEMs

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,286 dwelling unit increased capacity	185 unit surplus	Needs Met in UGB
Industrial	29 acres	40 acres of efficiencies	11 acre surplus	Needs Met in UGB
Commercial	159 acres	44.6 acres of efficiencies	114.4 acre deficit remaining	Unmet Needs in UGB

Residential Land Use Efficiency Measures

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA and Other Notes
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204.0	1,113	Density assumption for all land is 5.46 du/acre, assuming that land will be assigned specific zones through area planning
Park land	127.0	693	
Public and institutional land	44.0	240	
McMinnville School District site	33.0	180	
Linfield College change in uses	21.0	130	
R-4	20.5	128	Assumes R-4 zoning, at 6.28 du/acre
R-2	0.6	2	Assumes R- 2 Zoning at 4.43 du/ac
Adopted Changes in Zoning	9.7	43	
Re-zones within the city since 2024	9.7	43	All land was re-zoned to R-4
Total increase in dwelling unit capacity	234.8	1,286	

Needed 1,101 Dwelling Units

Change in the Assignment of Land in the UH Comp Plan Areas of UGB

- ❖ **Revision to Park Land Need** – Amount of land set aside for parks was reduced by 127 acres. (Ordinance No. 5157, adopted January 28, 2025). This was reassigned to housing.
- ❖ **Revision to Public and Institutional Land Need** - Amount of land set aside for public land was reduced by 44 acres. (Ordinance No. 5148, adopted September 24, 2024). This was reassigned to housing.
- ❖ **Revision to School Land Need** - Amount of land set aside for public land was reduced by 33 acres. (Framework Plan amendment). This was reassigned to housing.

Change in the Assignment of Land in the UH Comp Plan Areas of UGB

❖ Memorialized in an amended Framework Plan

Table 1: Total additional housing, employment and livability acres needed in the McMinnville Urban Holding comprehensive plan map designated areas.

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 – 2041)
New Housing	392.90*	596.90*
Parks	254.00	127.00
Schools	86.00	10.00
Private Schools	1.50	0.00
Religious	47.60	38.40
Government	0.90	15.50
Semi-Public Services	22.50	21.00
Infrastructure	2.60	0.00
Neighborhood Serving Commercial	39.30	39.30
Total	847.30	848.10

*At least 36.70 gross buildable acres of housing land needs to be allocated to R5 zoning.



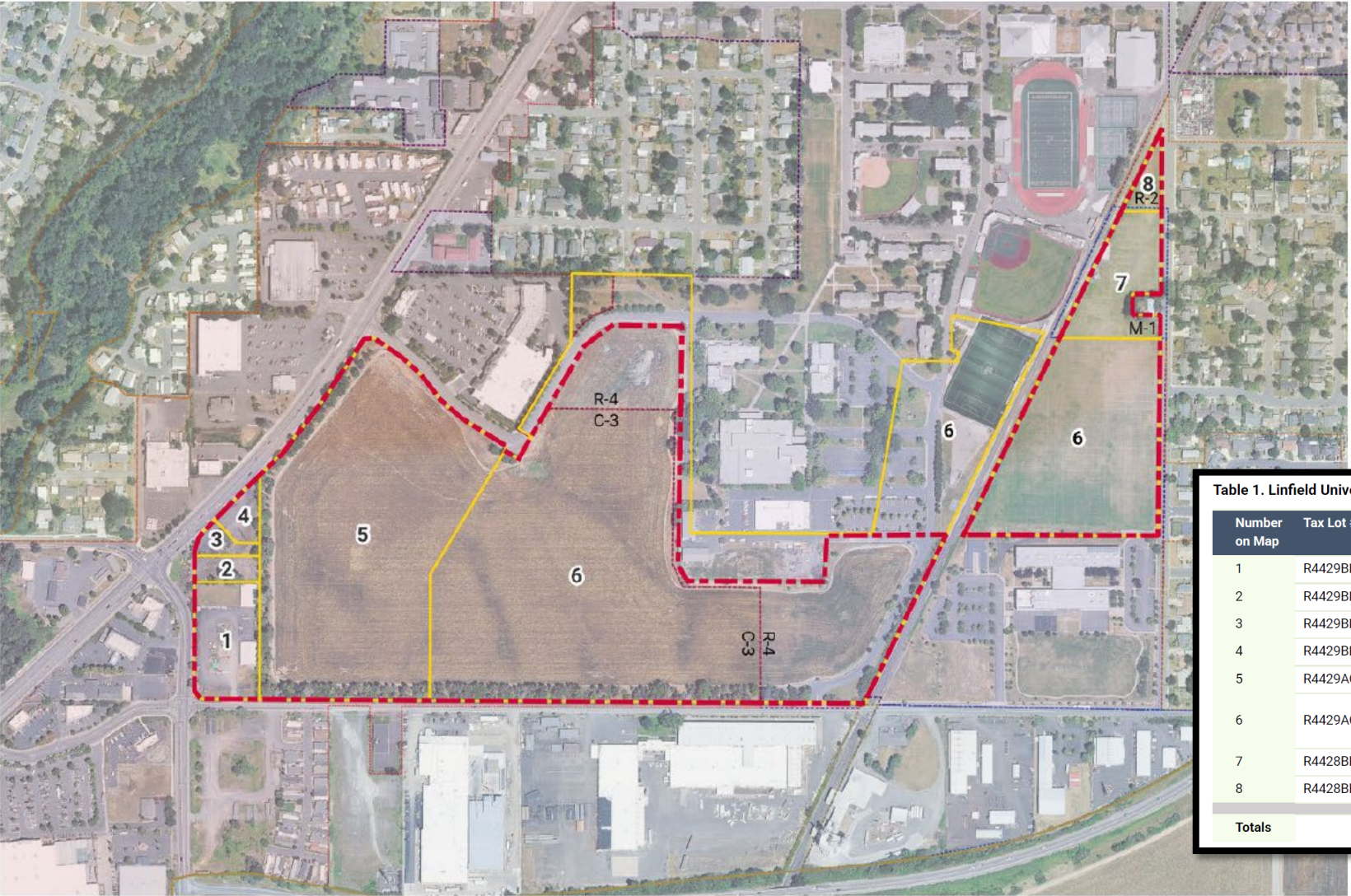
Adopted Changes in Zoning

- ◆ **Re-zones within the city since 2024.** McMinnville rezoned four tax lots within the city in 2024 and 2025. In total, these parcels added 43 dwelling units of capacity beyond the amount of capacity planned for in the *HNA*. The tax lots were:
 - R-1 to R-4, tax lot R4419AC00300. This tax lot is 1.0 acre in size and has capacity for 6 dwelling units (at a density of 6.28 du/acre), an increase of 3 dwelling units of capacity from the estimate in the *HNA*.
 - R-3 to R-4, tax lot R4409DC01100. This tax lot is 2.93 acres in size and has capacity for 18 dwelling units (at a density of 6.28 du/acre), an increase of 4 dwelling units of capacity from the estimate in the *HNA*.
 - M-1 to R-4, tax lots R442700600 and R442700604. These tax lots are 5.80 acres in size and have capacity for 36 dwelling units (at a density of 6.28 du/acre), an increase of 36 dwelling units of capacity from the estimate in the *HNA*.

Changes in Use of Land on Linfield University's Campus

- ❖ Undeveloped land on Linfield University's Campus was considered as committed to use by Linfield University and removed from the Buildable Lands Inventory per a letter provided by Linfield University on January 16, 2020.
- ❖ A revised letter, dated October 8, 2025, from Linfield University apprised the City of Linfield University's intent to leverage their undeveloped land into the private marketplace.
- ❖ This action allows the land to go back on the buildable lands inventory, impacting available residential land, commercial land and industrial land within the city limits.

Linfield University South Edge Development Parcels Map



Adds to the Buildable
Lands Inventory:

R4 = 20.48 Acres
R2 = 0.56 Acres
M1 = 3.09 Acres
C3 =

Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
				R-4	20.48
7	R4428BB00302	3.09	3.09	M-1	3.09
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

Industrial Land Use Efficiency Measures

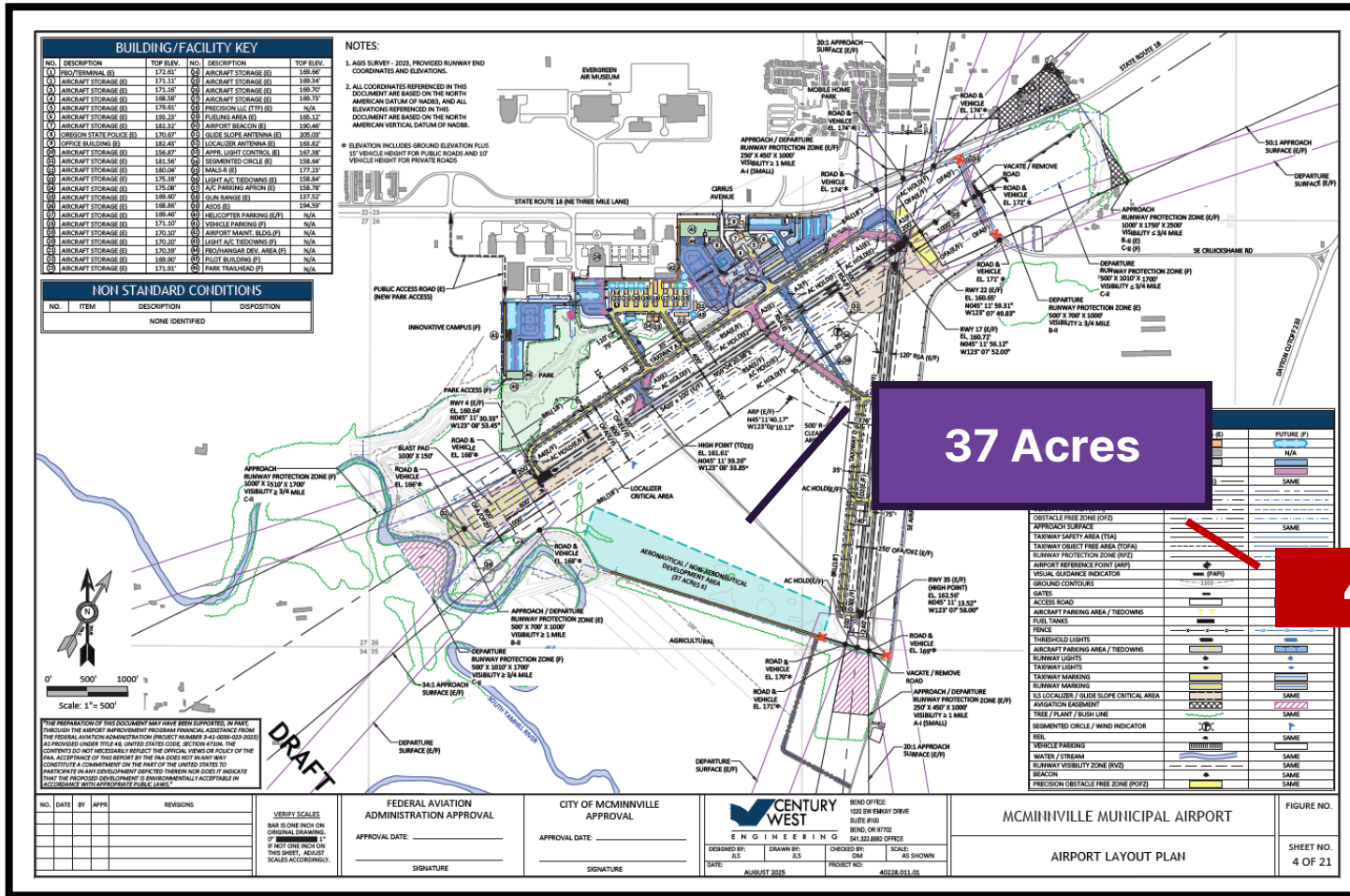
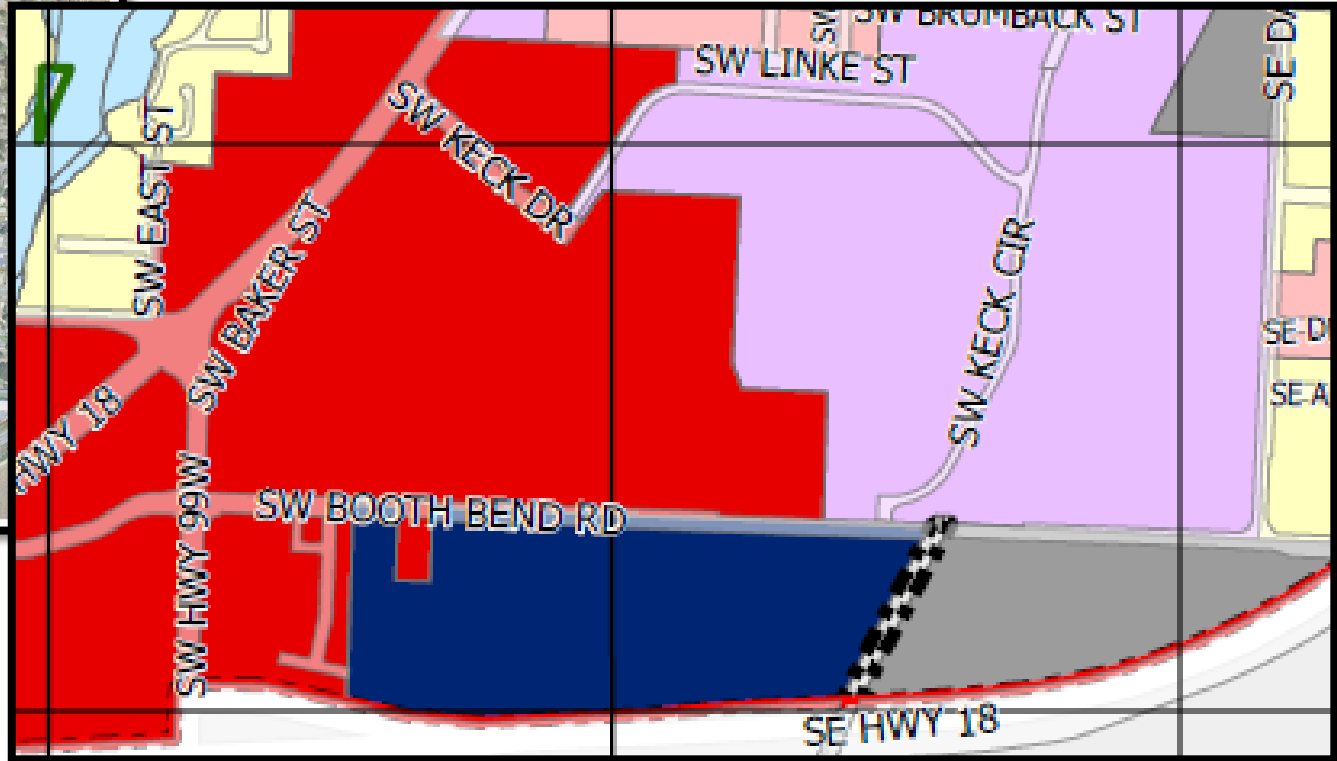
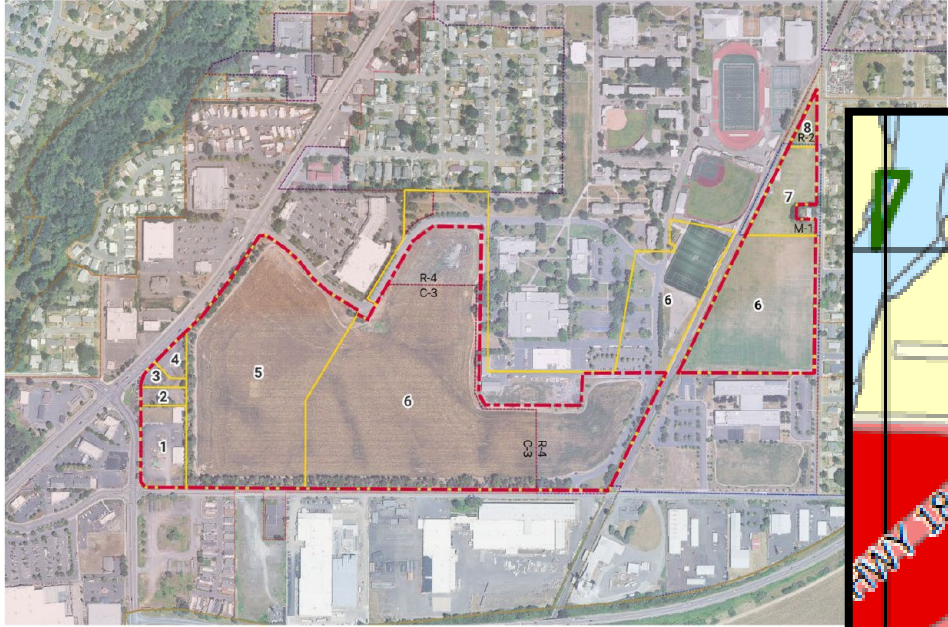


Table 1. Linfield University South Edge Development Parcels

Number on Map	Tax Lot #	Total Acres	Linfield South Edge Acres	Zoning	Zoning Acres
1	R4429BD02400	2.66	2.66	C-3	2.66
2	R4429BD02300	0.58	0.58	C-3	0.58
3	R4429BD02200	0.44	0.44	C-3	0.44
4	R4429BD02100	0.61	0.61	C-3	0.61
5	R4429AC00104	20.20	20.20	C-3	20.20
6	R4429AC00103	57.80	44.85	C-3	24.37
7	R4428BB00302	3.09	3.09	R-4	20.48
8	R4428BB00200	0.56	0.56	R-2	0.56
Totals		85.94	72.99		

Commercial Land Use Efficiency Measures

Linfield University South Edge Development Parcels Map



Needed 159 Acres

44.6 Acres

114.4 Acres

Public Testimony

1000 Friends and Friends of Yamhill County

Action Tonight

Docket G 3 – 25: Adopt an *addendum (November 4 EConorthwest Memorandum, entitled “Residential Land Use Efficiency Measures for McMinnville”), to the November 2023 Housing Needs Analysis (HNA)*, which is a supplemental document of the Comprehensive Plan.

Docket G 4 – 25: Adopt an *addendum (November 6 EConorthwest Memorandum, entitled “Commercial and Industrial Land Use Efficiency Measures for McMinnville”), to the September 2024 Economic Opportunity Analysis (HOA)*, which is a supplemental document of the Comprehensive Plan.

Docket G 5 – 25: Adopt an *amended MGMUP Framework Plan*, McMinnville Comprehensive Plan, Volume III.

QUESTIONS?



MINUTES

December 18, 2025
Planning Commission
Regular Meeting

6:30 pm
Hybrid Meeting
McMinnville, Oregon

Members Present: Sidonie Winfield, Rachel Flores, Sylla McClellan, Matt Jones (zoom), Brian Randall, Abigail Neilan, and Elena Mudrak

Members Absent: Brian Everest and Meg Murray

Staff Present: Heather Richards – Community Development Director, David Berniker – Planning Manager, Tom Schauer – Senior Planner, Geoff Hunsaker (part) – Public Works Director, and John Paskell (part, zoom) – Airport Manager, Melissa Ryan (legal counsel) - Bateman Seidel, and Ken Pirie – Walker Macy

1. Call to Order

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

2. Swearing In of New Planning Commissioner Abigail Neilan

Chair Winfield swore in new Planning Commissioner Abigail Neilan.

3. Citizen Comments

None.

4. Minutes – November 6, 2025

Commissioner Mudrak moved to approve the November 6, 2025, minutes. The motion was seconded by Commissioner McClellan and passed 6-0-1 with Commissioner Neilan abstaining.

5. Public Hearings

A. Legislative Hearing: McMinnville Landing Planned Development (G 1-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards presented the staff report.

Jody Christensen, Project Manager, shared the feedback received from property owners to create what the process for this project would look like. They wanted to make sure the community provided input every step of the way which they had accomplished. This was a legacy project and would be transformative. It had been an honor to work on the project.

Community Development Director Richards discussed the vision of the Innovation Campus, adopted Three Mile Lane Area Plan, the site, Planned Development Overlay, action tonight, history of planning efforts on this site, acknowledgements, document table of contents, planning process, community engagement, public testimony received, land use concept, rendering and pedestrian orientated retail zone, transportation analysis and needed improvements, how further traffic impact analysis would be required when the developer submitted development projects, onsite infrastructure cost estimate, design and development standards, code outline, zoning districts and uses, building presence, McMinnville Water & Light comments on a public utility easement and setbacks, large format uses with a maximum of two anchor stores, concept designs, and implementation.

There were questions about the open spaces being constructed in a timely manner, working with the airport for access to the new parking lot, retail parking meeting the parking standards, capacity for stormwater, economic and vision impacts of drive thru businesses, and multi-modal connections outside the study site.

Public Testimony:

Stewart Kircher, McMinnville resident, was one of the property owners. He read a letter of support for the proposed overlay as presented from the property owners. They had been meeting with the City regularly for many years and had a shared vision for the site.

Mark Davis, McMinnville resident, was generally in support, but expressed concerns about the high-end retail area. He did not think the economics of the community could support high-end retail. He gave examples of how past buildings had been repurposed. He hoped this development would turn out as planned, but if it didn't, he hoped they would look at how they would make it work for McMinnville.

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

The Commission discussed their hopes for the walkability and job creation, economic concerns, requiring more substantial trees to be planted, allowing concrete on the secondary exterior materials list, difference between concrete block and architectural concrete, clarifying the shared parking concept and hours of operation, and clarifying how on street parking counted towards the parking requirements.

There was consensus to add these conditions: a minimum 2-inch dbh caliper for trees at planting, the open space would be developed prior to occupancy of the retail buildings and directing staff to review the concern about the shared parking before it went to City Council.

Commissioner Jones moved to recommend the City Council adopt the McMinnville Landing Planned Development (G 1-25) with conditions for a minimum 2-inch caliper dbh for trees at planting, open space commons developed prior to 50% occupancy of the retail development,

and staff review of the shared parking and overlapping hours. The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

B. Legislative Hearing: Airport Master Plan Update (G 2-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards explained this was a request to adopt the Airport Master Plan as a supplemental document to the McMinnville Transportation System Plan and McMinnville Comprehensive Plan. The primary compliance standard was Oregon Land Use Goal #12 and Oregon Administrative Rules. She gave a history of the planning effort and discussed the framework of the plan, what the plan addressed, land use map, traffic patterns map, proposed amendments to the Comprehensive Plan, public testimony received, and action tonight.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner McClellan moved to recommend the City Council adopt the proposed amendments to McMinnville Comprehensive Plan Volumes I, II, and III to support the August 2025 McMinnville Airport Master Plan (G 2-25). The motion was seconded by Commissioner Mudrak and passed unanimously 7-0.

C. Legislative Hearing: Land Use Efficiency Measures (G 3-25, G 4-25, and G 5-25)

Chair Winfield opened the public hearing and read the hearing statement. She asked if there was any objection to the jurisdiction of the Commission to hear this matter. There was none. She asked if any Commissioner wished to make a disclosure or abstain from participating in or voting on this application. There was none.

Staff Presentation: Community Development Director Richards said this was a request to adopt an addendum to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and an amended MGMUP Framework Plan, which were supplemental documents to the Comprehensive Plan. She described the land use efficiency measures, which were policy actions that changed the Comprehensive Plan or land use regulations to quantifiably reduce land needs. She discussed the summary of needs, residential land use efficiency measures with a needed 1,101 dwelling units, change in the assignment of land in the Urban Holding Comp Plan areas of the UGB, adopted changes in zoning, changes in use of land on Linfield University's campus, addition of the Linfield University land to the Buildable Lands Inventory, industrial land use efficiency measures with a needed 29 acres, commercial land use efficiency measures with a needed 159 acres, testimony from 1,000 Friends and Friends of Yamhill County, and action tonight.

There were questions about not pursuing a UGB amendment for commercial at this time and reasons for not pursuing smaller lot sizes as part of this work. Chair Winfield thought if they did allow smaller lots, they would need to have an expansion of park space.

Public Testimony: None

Commissioner McClellan moved to close the public hearing. The motion was seconded by Commissioner Jones and passed unanimously 7-0.

Chair Winfield closed the public hearing.

Commissioner Mudrak moved to recommend the City Council adopt the proposed amendments to the November 2023 Housing Needs Analysis, September 2024 Economic Opportunity Analysis, and December 2025 Framework Plan and the accompanying decision document (G 3-25, G 4-25, and G 5-25). The motion was seconded by Commissioner McClellan and passed unanimously 7-0.

6. Commissioner Comments

None

7. Staff Comments

Senior Planner Schauer discussed upcoming meetings and Community Development Director Richards discussed upcoming training.

8. Adjournment

Chair Winfield adjourned the meeting at 8:58 p.m.

YOU CONNECTED
2-5114 www.newsregister.com

00 "EXHIBIT A"

PUBLIC HEARING

PLANNING COMMISSION PUBLIC HEARING NOTICE:

NOTICE IS HEREBY GIVEN that the McMinnville Planning Commission will hold public hearings for the following applications at their regular business meeting on December 18, 2025, which begins at 6:30 p.m., in the McMinnville Civic Hall Building at 200 NE Second Street in the City of McMinnville, Oregon.

The Planning Commission meeting will also be held virtually through the Zoom meeting software. The public may join the meeting in person or via the link information below and may provide written testimony in advance of the public hearing by sending it to Heather.Richards@mcminnvillieoregon.gov.

G 1-25. McMinnville Landing Planned Development

This overlay will impact tax lots R4426 00600, R4426 00700, R4427 00100

This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt a planned development overlay for approximately 190 acres of industrially zoned land. The planned development overlay includes a Master Plan meeting the requirements of the McMinnville Municipal Code, proposed design and development standards, transportation and infrastructure assessments, a public engagement summary and a branding proposal for the overlay. The overlay is entitled the McMinnville Landing overlay and is a master plan to support a future high-density employment innovation campus. This district is intended to support the next generation of industrial and entrepreneurial jobs, where research and product development is nurtured in a thoughtful and intentional campus design.

Docket G 2-25. Airport Master Plan Update

This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt the August 2025 McMinnville Municipal Airport Master Plan as a supplemental document to the McMinnville Comprehensive Plan and proposed amendments to the McMinnville Comprehensive Plan, Volume II, Chapter VI (Transportation System), and the McMinnville Municipal Code, Chapter 17.06 (Airport Related Definitions), and Chapter 17.52, Airport Overlay Zone.

Docket G 3-25. Land Use Efficiency Measures – Employment

This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt

an addendum to the November 2023 Economic Opportunities Analysis, identifying land-use efficiency measures to meet the industrial land need deficit for the planning horizon of 2021-2041 and to reduce the commercial land need deficit for the same planning horizon.

Docket G 4-25. Land Use Efficiency Measures – Residential

This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt an addendum to the November 2023 Housing Needs Analysis, identifying land-use efficiency measures to meet the residential land need deficit for the planning horizon of 2021-2041.

Docket G 5-25. Land Use Efficiency Measures – Framework Plan

This is a proposed legislative amendment, initiated by the City of McMinnville, to adopt amendments to the McMinnville Growth Management and Urbanization Plan, Framework Plan, of Volume III of the McMinnville Comprehensive Plan incorporating the planned land use efficiency measures into the Urban Holding comprehensive plan map designated areas of the city's urban growth boundary expansion areas for housing needs.

HOW TO PARTICIPATE:

Persons are invited to attend the Planning Commission public hearings to observe the proceedings or to register any statements in person or by mail that might assist the Planning Commission in making a decision. Testimony can be provided at the meeting in person or via teleconference or submitted in writing before the meeting. **Written Testimony:** Email Heather.Richards@mcminnvillieoregon.gov before noon on Wednesday, December 17, 2025, to provide written testimony or mail to McMinnville Planning Department, 231 NE 5th Street McMinnville, OR 97128. Written testimony submitted to the Planning Department must be received by noon on Wednesday, December 17, 2025. If you want to bring written testimony to the public hearing, please bring 12 copies of your testimony for distribution.

Teleconference Testimony: Pre-register to speak during the public hearing by providing your name and phone number, or Zoom name, to the Planning Department Office before 4:00 pm on Wednesday, December 17, 2025. During the public hearing, the Planning Commission Chairperson will read the list of those who pre-registered. When the Planning Commission Chairperson calls out your name, you will have three minutes to speak. You can preregister by emailing Heather.Richards@mcminnvillieoregon.gov or calling 503-474-5170.

The public may join the Zoom meeting online with the following link:

https://mcminnvillieoregon.zoom.us/j/83120905124?pwd=TEUuGCaHhYVKVmZUtsb-

AVIT OF PUBLICATION

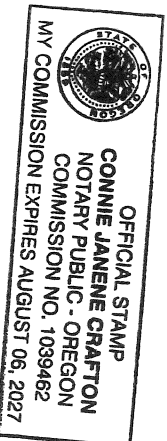
STATE OF OREGON } ss.
County of Yamhill

I, Terri Hart
being first duly sworn, depose and say that I am the Legal Clerk, of the NEWS-REGISTER, a newspaper of general circulation as defined by O.R.S. 193.010 and O.R.S. 193.020 published three times each week at McMinnville, County of Yamhill, State of Oregon, and that McMinnville Community Development - Public Hearing Dockets G 1-25 G 2-25 G 3-25 G 4-25 G 5-25 - December 12, 2025
Subscribed and sworn before me this 12/16/2025.

Terri Hart

Connie Janene Crafton

Notary Public for Oregon
My Commission Expires 08/06/2027



Z79aGpU11

Meeting ID: 831 2090 5124
Meeting Password: 288880

The public may also join the Zoom meeting by phone by following the instructions below:
Dial: 1 253 215 8782, Meeting ID: 831 2090 5124, Password: 288880

OR
Attend in person:
McMinnville Civic Hall Building
200 NE 2nd Street, McMinnville,
OR, 97128

A complete meeting agenda, the decision-making criteria, application, and records concerning these matters are available on the City of McMinnville website at www.mcminnvillieoregon.gov/ meetings

For additional information, please contact the Planning Division at (503) 434-7311.

If anyone needs assistance in accessing the meeting via Zoom or phone, please contact the Planning Department 24 hours in advance of the meeting at 503-434-7311 – 1-800-735-1232 for voice or TDY 1-800-735-2900 s/ Heather Richards

Community Development Director

NR Published December 8, 12

From: [DLCD Plan Amendments](#)
To: [Heather Richards](#)
Subject: Confirmation of PAPA Online submittal to DLCD
Date: Wednesday, November 12, 2025 11:40:28 AM

This message originated outside of the City of McMinnville.

McMinnville

Your notice of a proposed change to a comprehensive plan or land use regulation has been received by the Oregon Department of Land Conservation and Development.

Local File #: G 3-25

DLCD File #: [005-25](#)

Proposal Received: 11/12/2025

First Evidentiary Hearing: 12/18/2025

Final Hearing Date: 12/18/2025

Submitted by: HeatherRichards

If you have any questions about this notice, please reply or send an email to plan.amendments@dlcd.oregon.gov.



**NOTICE OF A PROPOSED CHANGE
TO A COMPREHENSIVE PLAN OR
LAND USE REGULATION
FORM 1**

FOR DLCD USE

File No.:

Received:

Local governments are required to send notice of a proposed change to a comprehensive plan or land use regulation **at least 35 days before the first evidentiary hearing**. (See [OAR 660-018-0020](#) for a post-acknowledgment plan amendment and [OAR 660-025-0080](#) for a periodic review task). The rules require that the notice include a completed copy of this form.

Jurisdiction: **City of McMinnville**

Local file no.: **G 3-25**

Please check the type of change that best describes the proposal:

- ☐ **Urban growth boundary (UGB) amendment** including more than 50 acres, by a city with a population greater than 2,500 within the UGB
- ☐ **UGB amendment** over 100 acres by a metropolitan service district
- ☐ **Urban reserve designation**, or amendment including over 50 acres, by a city with a population greater than 2,500 within the UGB
- ☒ **Periodic review task** – Task no.: Work Task 2 – Sequential UGB Work Program, approved February 7, 2024
- ☐ **Any other change** to a comp plan or land use regulation (e.g., a post-acknowledgement plan amendment)

Local contact person (name and title): **Heather Richards, Community Development Director**

Phone: **503-474-5107** E-mail: **Heather.Richards@mcminnvilleoregon.gov**

Street address: **231 NE Fifth Street** City: **McMinnville** Zip: **97128**

Briefly summarize the proposal in plain language. Please identify all chapters of the plan or code proposed for amendment (maximum 500 characters):

This is the consideration of the adoption of an addendum to the November 2023 Economic Opportunities Analysis, identifying land-use efficiency measures to meet the industrial land need deficit for the planning horizon of 2021-2041 and to reduce the commercial land need deficit for the same planning horizon.

The staff report will be available one week in advance of the public hearing on December 11, 2025, and can be accessed on the McMinnville, Oregon, Planning Commission meeting webpage at [Meetings | McMinnville Oregon](#).

Date of first evidentiary hearing: **December 18, 2025**

Date of final hearing: **December 18, 2025**

☐ This is a revision to a previously submitted notice. Date of previous submittal:

Check all that apply:

☒ Comprehensive Plan text amendment(s)

☐ Comprehensive Plan map amendment(s) – Change from _____ to _____
Change from _____ to _____

☐ New or amended land use regulation

☐ Zoning map amendment(s) – Change from _____ to _____
Change from _____ to _____

☐ An exception to a statewide planning goal is proposed – goal(s) subject to exception:

☐ Acres affected by map amendment:

Location of property, if applicable (site address and T, R, Sec., TL):

List affected state or federal agencies, local governments and special districts:

NOTICE OF A PROPOSED CHANGE – SUBMITTAL INSTRUCTIONS

1. Except under certain circumstances,¹ proposed amendments must be submitted to DLCD's Salem office at least 35 days before the first evidentiary hearing on the proposal. The 35 days begins the day of the postmark if mailed, or, if submitted by means other than US Postal Service, on the day DLCD receives the proposal in its Salem office. **DLCD will not confirm receipt of a Notice of a Proposed Change unless requested.**

2. A Notice of a Proposed Change must be submitted by a local government (city, county, or metropolitan service district). DLCD will not accept a Notice of a Proposed Change submitted by an individual or private firm or organization.

3. **Hard-copy submittal:** When submitting a Notice of a Proposed Change on paper, via the US Postal Service or hand-delivery, print a completed copy of this Form 1 on light green paper if available. Submit **one copy** of the proposed change, including this form and other required materials to:

Attention: Plan Amendment Specialist
Dept. of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540

This form is available here:

<https://www.oregon.gov/LCD/CPU/Pages/Plan-Amendments.aspx>

4. **Electronic submittals** may be sent via e-mail. Address e-mails to plan.amendments@dlcd.oregon.gov with the subject line "Notice of Proposed Amendment."

FTP may be needed for large file submittals. Contact DLCD for FTP information.

DLCD encourages all users to submit a PAPA via PAPA Online at:

<https://www.oregon.gov/LCD/CPU/Pages/Plan-Amendments.aspx>

Include this Form 1 as the first pages of a combined file or as a separate file.

5. **File format:** When submitting a Notice of a Proposed Change via e-mail or FTP, or on a digital disc, attach all materials in one of the following formats: Adobe .pdf (preferred); Microsoft Office (for example, Word .doc or docx or Excel .xls or xlsx); or ESRI .mxd, .gdb, or .mpk. For other file formats, please contact the plan amendment specialist at 503-373-0050 or plan.amendments@dlcd.oregon.gov.

6. **Text:** Submittal of a Notice of a Proposed Change for a comprehensive plan or land use regulation text amendment must include the text of the amendment and any other information necessary to advise DLCD of the effect of the proposal. "Text" means the specific language proposed to be amended, added to, or deleted from the currently acknowledged plan or land use regulation. A general description of the proposal is not adequate. The notice may be deemed incomplete without this documentation.

7. **Staff report:** Attach any staff report on the proposed change or information that describes when the staff report will be available and how a copy may be obtained.

8. **Local hearing notice:** Attach the notice or a draft of the notice required under ORS 197.763 regarding a quasi-judicial land use hearing, if applicable.

9. **Maps:** Submittal of a proposed map amendment must include a map of the affected area showing existing and proposed plan and zone designations. A paper map must be legible if printed on 8½" x 11" paper. Include text regarding background, justification for the change, and the application if there was one accepted by the local government. A map by itself is not a complete notice.

10. **Goal exceptions:** Submittal of proposed amendments that involve a goal exception must include the proposed language of the exception.

¹ 660-018-0022 provides:

(1) When a local government determines that no goals, commission rules, or land use statutes apply to a particular proposed change, the notice of a proposed change is not required [a notice of adoption is still required, however]; and

(2) If a local government determines that emergency circumstances beyond the control of the local government require expedited review such that the local government cannot submit the proposed change consistent with the 35-day deadline, the local government may submit the proposed change to the department as soon as practicable. The submittal must include a description of the emergency circumstances.

If you have any questions or would like assistance, please contact your DLCD regional representative or the DLCD Salem office at 503-373-0050 or e-mail plan.amendments@dlcd.oregon.gov.

Notice checklist. Include all that apply:

- ☐ Completed Form 1
- ☐ The text of the amendment (e.g., plan or code text changes, exception findings, justification for change)
- ☐ Any staff report on the proposed change or information that describes when the staff report will be available and how a copy may be obtained
- ☐ A map of the affected area showing existing and proposed plan and zone designations
- ☐ A copy of the notice or a draft of the notice regarding a quasi-judicial land use hearing, if applicable
- ☐ Any other information necessary to advise DLCD of the effect of the proposal



**Joint City Council & Planning Commission Work Session Meeting
Agenda**

**Tuesday, October 14, 2025
6:00 p.m. – Joint Work Session Meeting**

Welcome! The public is strongly encouraged to participate remotely but there is seating at Civic Hall for those who are not able to participate remotely. However, if you are not feeling well, please stay home and take care of yourself.

*You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331,
Frontier 29 or webstream here:*

mcm11.org/live

JOINT WORK SESSION:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/84511369460?pwd=HkoCttMLtPgZeUeJlbyTWLPCNk6cFP.1>

Or you can call in and listen via Zoom: 1-253- 215- 8782

Webinar ID: 845 1136 9460

6:00 PM – JOINT CITY COUNCIL & PLANNING COMMISSION WORK SESSION – VIA ZOOM AND SEATING AT CIVIC HALL

1. MAYOR MORRIS CALLS JOINT MEETING TO ORDER
2. LAND USE EFFICIENCY MEASURES AND UGB AMENDMENT FOR GROWTH PLANNING (2021 – 2041)
3. MAYOR MORRIS ADJOURNMENT OF JOINT MEETING

STAFF REPORT

DATE: October 14, 2025
TO: Mayor and City Councilors
Planning Commissioners
FROM: Heather Richards, Community Development Director
Evan Hietpas, Associate Housing Planner
SUBJECT: Work Session: Land Use Efficiencies/UGB Amendment
(Work Task 2 of Sequential UGB Work Plan) – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:

 GROWTH & DEVELOPMENT CHARACTER Guide growth & development strategically, responsively & responsibly to enhance our unique character.	 HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM) Create diverse housing opportunities that support great neighborhoods.
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OBJECTIVE/S: Strategically plan for short and long-term growth and development that will create enduring value for the community

OBJECTIVE/S: Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief:

This is the third work session for the Land Use Efficiencies/Urban Growth Boundary (UGB) Amendment work associated with the recent growth planning work for the planning horizon of 2021 – 2041, (Work Task 2 of the Sequential UGB Work Program approved with the Department of Land Conservation and Development).

This is work mandated by state law, both in terms of the work that needs to be done and the deadlines in which to do it.

At a work session on September 9, 2025, the City Council was presented with the outcomes of a recent land-use efficiencies evaluation to meet the housing, commercial, industrial and public land need for the City's proposed growth, 2021 – 2041. That effort showed that the city could meet its housing and industrial land need with some land-use efficiencies actions, but only about half of the city's commercial land need, as identified in the City of McMinnville's Housing Needs Analysis and Economic Opportunity Analysis (currently appealed by Mark Davis and 1000 Friends of Oregon/Friends of Yamhill County). Please see table below.

Category	Identified Needs (before Efficiencies)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit increased capacity	295 unit surplus	Needs Met in UGB
Industrial	29 acres	30 acres of efficiencies	1 acre surplus	Needs Met in UGB
Commercial	159 acres	88 acres of efficiencies	71 acre deficit remaining	Unmet Needs in UGB

At the September 9, 2025, work session, staff recommended that the City not undertake a UGB amendment to meet the commercial land need, due to the amount of time and resources it would take to do so, and the need to incentivize redevelopment of commercial property on Highway 99. Per the approved Sequential Work Plan with DLCD, the UGB alternatives analysis and amendment would need to be adopted and submitted to the Director of DLCD by March 1, 2026.

After some discussion and deliberation, City Council requested that staff meet with legal counsel and Department of Land Conservation and Development (DLCD) staff to see if the City could have more time to explore a commercial UGB amendment, citing concerns for continual deferment of meeting commercial land need, the number of years it will to conduct a new analysis, identify the need, navigate a UGB amendment, and plan the infrastructure for development deferring the commercial land need even further.

Specifically, City Council directed staff to investigate the City's ability to address commercial land needs through a UGB amendment process that could take place AFTER March 1, 2026. City staff has brought back additional information for discussion at this Work Session. More details are provided in the "Discussion" section of this staff report beginning on Page 4.

Background:

Oregon growth planning consists of three (3) basic tasks:

1. "Conduct Needs/Opportunities Analysis" - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. "Land Use Efficiencies" - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. "Amend Urban Growth Boundary (UGB), if needed" - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Typically, this work is conducted and submitted to the state for acknowledgment all as one package. However, per state statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete

all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026. This was approved with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary). (Please see attached approved McMinnville Sequential UGB Work Plan).

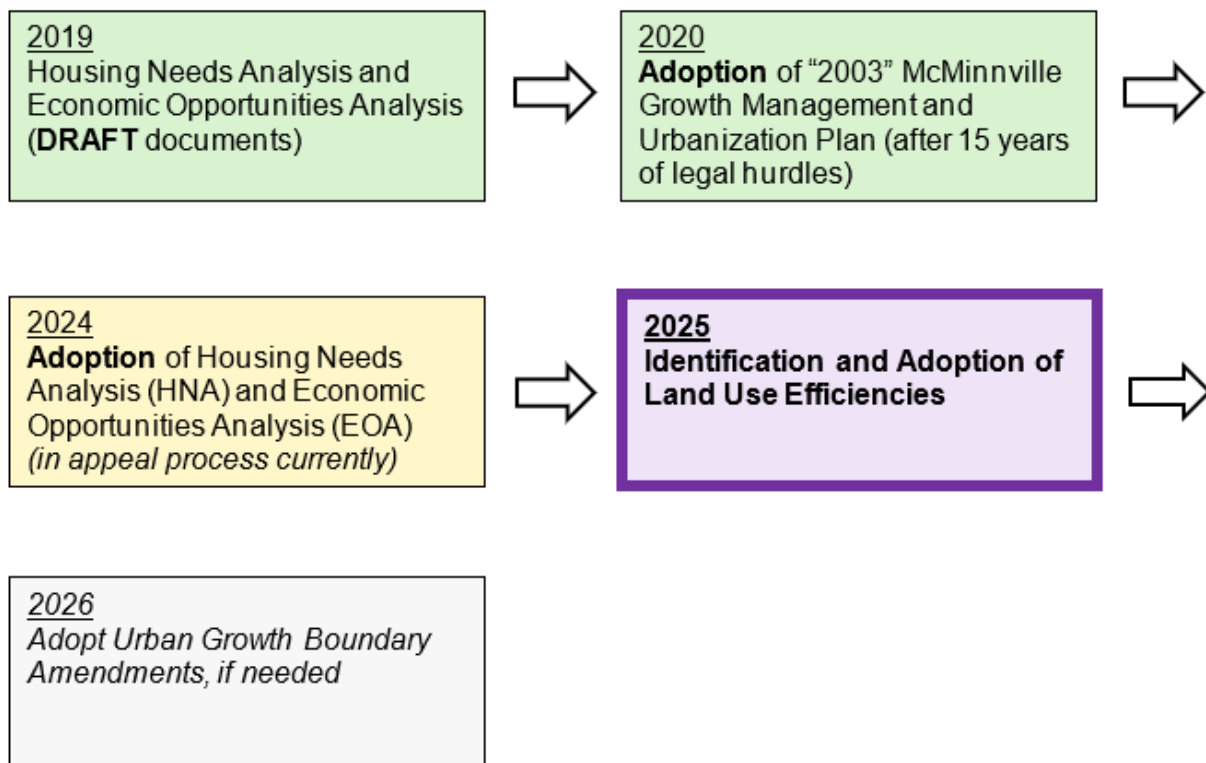
The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision.
- The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

Growth Planning Process Flowchart



-City staff recommended to move forward with the land use efficiencies in the following manner.

- Adopt the proposed land use efficiencies to fully meet the residential and industrial land needs, and partially meet commercial land needs.
- Do not pursue a UGB amendment process for the unmet Commercial land needs.

-On August 7th, the Planning Commission provided a recommendation consistent with staff.

(Please refer to the September 9, 2025, City Council Work Session for more background information. Link provided below in attachments.)

Land Use Efficiency Measures:

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis (HNA) (Attachment 1), as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis (EOA) (Attachment 2) for the planning horizon of 2021 – 2041. (Both locally adopted in 2024).

1. Land-Use Efficiencies In progress, due March 1, 2026.

- The HNA and EOA showed **land deficits** for all three categories of residential, employment/industrial, and commercial land. (Residential – **202 acres**, Industrial – **29 acres**, Commercial – **159 acres**)
- The City has identified land use efficiency measures to fully meet Residential and Industrial land needs, but only partially meet Commercial needs.
- The City must adopt residential LUEMs by March 1, 2026.

2. UGB Amendment (Next, if needed)

- The Planning Commission and staff recommended NOT pursuing a UGB Amendment to fully meet Commercial land needs and to re-evaluate Commercial land needs again at the time of the City's next Housing Capacity Analysis (HCA), which would take place around 2030-2031. (The purpose of re-evaluating Commercial land needs is to be responsive to residential development that may occur within the next six (6) years.)
- City Council requested additional information to help inform a decision on whether or not the City should pursue a UGB Amendment, and on what timeframe.

Discussion

Sequential Urban Growth Boundary (UGB) Work Program (Current)

The City's approved Sequential UGB Work Program became effective on February 7, 2024. State law allows for four years to complete a Sequential UGB Work Program, with the ability to request an one year extension. Currently the approved work program has a deadline of March 1, 2026 to complete the work but there is the opportunity for the City to request an amendment to that deadline to February 7, 2028,

Currently, the proposed work program includes two (2) tasks:

1. Complete Housing Needs Analysis (HNA), Economic Opportunities Analysis (EOA), and Buildable Lands Inventory
2. Evaluate Land Use Efficiency Measures and Urban Growth Boundary Expansion

Sequential Urban Growth Boundary (UGB) Work Program (**Potential Amendment**)

If the City Council determines that they wish to pursue a UGB amendment to accommodate Commercial land needs, the City should request a revision to the Sequential UGB Work Program. Requests to amend the Work Program are facilitated by the DLCD Director. The Director has up to 120 days to review the City's request, but DLCD staff anticipates a quicker turn-around time.

Staff recommends two amendments: 1) separation of Task 2 into two distinctive tasks – Task 2, Land Use Efficiencies, and Task 3, UGB Amendment; and 2) extend the deadline of Task 3 to February 7, 2028.

- Modify Task #2 to only include the scope of "Land Use Efficiency Measures" work
 - Adoption of Residential and Industrial LUEMs by March 1, 2026
 - Clear determination that a UGB Amendment is not required.
 - Adoption of Commercial LUEMs by March 1, 2026.
 - City has the option to pursue a UGB amendment process to accommodate remaining land needs, under new "Task 3"
- Move "Urban Growth Boundary Expansion" to its own "Task 3".
 - Due Date for deliverables updated to **February 7, 2028**, per the 4-year allowance
 - *Note on Use of Economic Data:
 - Once the City has a formally recognized EOA (Task #1), it is formally a part of the Comprehensive Plan; at which point it is legally used as the basis for all subsequent work relating to Commercial and Industrial land needs.
 - In other words, the City can use this data for any period of time, until it decides to adopt an updated EOA, based on updated data.

How to Request a Sequential UGB Work Program Amendment

The City would need to follow the same process to amend the Sequential UGB Work Program that it followed to initially request consideration of a Sequential UGB Work Program.

The City and the County would need to approve findings for the amendment request through action of the City Council and the Board of Commissioners.

At the same time the City would need to continue forward with its LUEM work. Below is a proposed work plan.

Recommended Next Steps:

Action	Begin Date	Deadline
Approve Resolution and Findings for Sequential UGB Work Program Amendment (City and County)	October 28, 2025	December 31, 2025
Amend Framework Plan for LUEM for residential land need.	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Adopt Airport Master Plan for Industrial LUEMs	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Letter from Linfield for putting commercial and residential land on the buildable lands inventory	December 31, 2025	March 1, 2026
Approve memorandum updating Buildable Lands Inventory	Resolution by CC, January 27, 2026	March 1, 2026
Adopt Planned Development Overlay and Master Plan for McMinnville Landing	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, February 24, 2026	March 1, 2026

Attachments:

1. McMinnville Approved Sequential UGB Work Plan with DLCD

Links to Additional Relevant Resources:

2. McMinnville [Housing Needs Analysis](#) (HNA)¹ (available on City's website)
3. McMinnville [Economic Opportunities Analysis](#) (EOA)² (available on City's website)
4. September 9, 2025 City Council Work Session, (Agenda, Meeting Packet, Presentation, Recording). [City Council Work Session \(5:30 PM\) and City Council Regular Meeting \(7:00 PM\)](#), and [City Council Executive Session following Regular Meeting | McMinnville Oregon](#)

Recommendation:

This is a work session, so no formal action is necessary, but staff seeks direction from the City Council on the proposed land use efficiency measures and Sequential UGB Work Program.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf



Oregon

Tina Kotek, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: 503-373-0050

Fax: 503-378-5518

www.oregon.gov/LCD

February 7, 2024



Heather Richards
Community Development Director
City of McMinnville
231 NE Fifth Street
McMinnville, OR 97128

By email: Heather.Richards@mcminnvilleoregon.gov

RE: Approval of Request to Initiate Sequential UGB Process

Dear Community Development Director Richards,

I am pleased to inform you that the Department of Land Conservation and Development has received and approved your notice of election to use the sequential UGB process. As cited in your memorandum, OAR 660-025-0185 is applicable. It states:

A city and a county or counties may elect to submit a component of an urban growth boundary amendment...when the city and county determine that the final urban growth boundary amendment is likely to exceed 50 acres. The local governments must submit written notice of election to use the sequential review process contained in this rule to the department prior to submittal of a component for review. The notice of election shall propose the planning period for the amendment and include a draft work program. Upon joint written notice pursuant to section (2), the department will prepare a work program consisting of tasks to complete one or more of: land need analyses, land inventories, and responses to deficiency.

The City's notice indicates that a future urban growth boundary amendment to accommodate needed housing is likely to exceed 50 acres, and proposes a planning period of 2021 to 2041. DLCD has reviewed your submittal and finds that it contains the statement of local circumstances and identification of a draft work program as required by this rule. It has also been agreed to by Yamhill County, as required in OAR 660-025-0185.

Since receiving your notice, DLCD staff have worked with city staff to finalize a work program for the city (Attachment A). The department hereby authorizes the City of McMinnville to utilize the sequential UGB work program as provided in Attachment A of this letter. We look forward

to working with you over the coming years to provide land for McMinnville's growing population in keeping with the statewide planning goals.

Please contact your regional representative, Melissa Ahrens, at (503) 779-9821 melissa.ahrens@dlcd.oregon.gov if you have any questions.

Sincerely,

A handwritten signature in cursive script that reads "Brenda D Bateman".

Brenda Bateman, Ph.D.
Director

Attachments:

A. City of McMinnville Sequential UGB Work Program

cc: Ken Friday, Yamhill County Planning Director
Melissa Ahrens, DLCD Regional Representative

City of McMinnville Work Program

Sequential UGB Amendment

Proposed Planning Period

The City is proposing 2021-2041 as the 20-year planning period for UGB assessment and amendment. This period is appropriate as the City has (1) completed a draft HNA and EOA and this was the planning period used for that analysis and (2) because the City's most recent UGB amendment occurred in December 2020. So, using the proposed period would reduce costs and administrative burdens associated with re-analyzing years from a different period.

Pre-Task: Complete and Disseminate Election to Use Sequential UGB Process. OAR 660-025-0185.

- A. *City – Develop notice of election to use sequential UGB and Draft Work Program.*
- B. *County – Concur with notice of election to use sequential UGB.*
- C. *DLCD – Receive joint notice of election to use sequential UGB.*
 - i. *Assist city in development of final work plan.*
 - ii. *Issue approval of election to use sequential UGB and work plan.*

Proposed Work Program

1. Complete Housing Needs Analysis (HNA), Economic Opportunities Analysis (EOA) and Buildable Lands Inventory¹. OAR 660-024-0040 & OAR 660-024-0050.

Begin by 12/31/2019, Complete by 2/29/24

- A. **City** – Complete appropriate studies and data mining to ascertain 20-year residential land need, 20-year employment land need and inventory buildable lands.
 - i. Post Acknowledgement Plan Amendment to Comprehensive Plan, adoption by McMinnville City Council via ordinance
 - ii. Notice to DLCD pursuant to OAR 660-025-0140
- B. **DLCD** – Receive Adopted Housing Needs Analysis, Economic Opportunities Analysis and Buildable Lands Inventory.
 - i. Serve on Technical Advisory Committee.
 - ii. Review and provide feedback on HNA/EOA/BLI prior to Adoption.
 - iii. For HNA and EOA, DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

¹ Adoption of the HNA by 12/31/23 will require development and adoption of a housing production strategy report by 12/31/24, per ORS 197.290. However, the HPS report does not require review as a component of this sequential UGB process.

Attachment A

2. Evaluate Land Use Efficiency Measures and Urban Growth Boundary Expansion.

Using results from the HNA, EOA, and accounting for efficiency measures, the city will determine the total amount of housing and employment land that needs to be added to the UGB. The final UGB expansion must be adopted by both the City and the County. Subtasks consist of:

Begin by 12/31/23 and Complete Task 2 by 3/1/26

A. **City** – Perform land evaluation.

- i. Land-Use Efficiency Measures. Identify and evaluate land use efficiency measures that will help meet residential and employment land need within the existing urban growth boundary. Prepare adoption-ready efficiency measures and adjust identified land needs accordingly.
- ii. Establish Preliminary Study Area. Use combined land need analysis from Task 1, as modified by Task 2(b)(i), to determine the scope of UGB Amendment.
 - a. Identify the initial study area pursuant to OAR 660-024-0065.
 - b. Identify exclusions from the preliminary Study Area.
 - c. Identify the final study area.
- iii. Evaluate Land in the Study Area for Inclusion in the UGB. Perform land evaluation pursuant to OAR 660-024-0067
- iv. UGB Comprehensive Plan Amendment, OAR 660-025-0175.
 - a. Complies with Statewide Goals, Statutes, and Rules
 - b. Develop Framework Plan for UGB lands with Comprehensive Plan Map designations and proposed land uses.
- v. Post Acknowledgement Plan Amendment to Comprehensive Plan and development code adoption by McMinnville City Council via ordinance.

B. **County** – Review and Consider Adoption of City UGB Amendment

- i. Review and consideration City UGB amendment into County Comprehensive Plan
- ii. Adoption of City UGB amendment into County Comprehensive Plan pursuant to ORS 197.628 to ORS 197.650 and OAR 660-025-0175

C. **DLCD** –

- i. Serve on Technical Advisory Committee.
- ii. Review and provide feedback on study area, land evaluation and comprehensive UGB plan amendment..
- iii. DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

Please note: None of the proposed completion dates in this program are binding; they are preliminary estimates. However, For the purposes of an urban growth boundary amendment, a task approval is valid for four years. This means that if the UGB expansion is not completed within that time period, the expired work task would need to be updated, readopted, then acknowledged. This period may be extended for up to one year by the director if the local governments show good cause for the extension. The four-year period begins on the later date of:

- (a) Director approval order;
- (b) Commission final approval order; or
- (c) Completion of judicial review of the final approval order.



Growing McMinnville **MINDFULLY**

Land Use Efficiencies and UGB Amendments

TONIGHT'S CONSIDERATION

Continued conversation of land needs for the planning horizon of 2021 - 2041

More specifically:

- ❖ **Land – use efficiency measures (LUEM) = meet Residential and Industrial land need within existing UGB**
- ❖ **But what about Commercial which cannot be met with land-use efficiency measures?**

TONIGHT'S CONSIDERATION

Continued conversation of land needs for the planning horizon of 2021 - 2041

More specifically:

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- ❖ **But what about Commercial which cannot be met with land-use efficiency measures?**

Further Complicated: Sequential UGB Work Plan requires that the LUEMs and UGB Amendment be adopted by March 1, 2026

SEQUENTIAL UGB WORK PLAN

Attachment A

City of McMinnville Work Program

Sequential UGB Amendment

Proposed Planning Period

The City is proposing 2021-2041 as the 20-year planning period for UGB assessment and amendment. This period is appropriate as the City has (1) completed a draft HNA and EOA and this was the planning period used for that analysis and (2) because the City's most recent UGB amendment occurred in December 2020. So, using the proposed period would reduce costs and administrative burdens associated with re-analyzing years from a different period.

Pre-Task: Complete and Disseminate Election to Use Sequential UGB Process. OAR 660-025-0185.

- A. City – Develop notice of election to use sequential UGB and Draft Work Program.
- B. County – Concur with notice of election to use sequential UGB.
- C. DLCD – Receive joint notice of election to use sequential UGB.
 - i. Assist city in development of final work plan.
 - ii. Issue approval of election to use sequential UGB and work plan.

Proposed Work Program

1. Complete Housing Needs Analysis (HNA), Economic Opportunities Analysis (EOA) and Buildable Lands Inventory¹. OAR 660-024-0040 & OAR 660-024-0050.

Begin by 12/31/2019, Complete by 2/29/24

- A. City – Complete appropriate studies and data mining to ascertain 20-year residential land need, 20-year employment land need and inventory buildable lands.
 - i. Post Acknowledgement Plan Amendment to Comprehensive Plan, adoption by McMinnville City Council via ordinance
 - ii. Notice to DLCD pursuant to OAR 660-025-0140
- B. DLCD – Receive Adopted Housing Needs Analysis, Economic Opportunities Analysis and Buildable Lands Inventory.
 - i. Serve on Technical Advisory Committee.
 - ii. Review and provide feedback on HNA/EOA/BLI prior to Adoption.
 - iii. For HNA and EOA, DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

Complete Land Use Efficiency Measures and Urban Growth Boundary Expansion.

Results from the HNA, EOA, and accounting for efficiency measures, the city will determine the total amount of housing and employment land that needs to be added to the UGB. The final UGB expansion must be approved by both the City and the County. Subtasks consist of:

Begin by 12/31/23 and Complete Task 2 by 3/1/26

City – Perform land evaluation.

- i. Land-Use Efficiency Measures. Identify and evaluate land use efficiency measures that will help meet residential and employment land need within the existing urban growth boundary. Prepare adoption-ready efficiency measures and adjust identified land needs accordingly.
- ii. Establish Preliminary Study Area. Use combined land need analysis from Task 1, as modified by Task 2(b)(i), to determine the scope of UGB Amendment.
 - a. Identify the initial study area pursuant to OAR 660-024-0065.
 - b. Identify exclusions from the preliminary Study Area.
 - c. Identify the final study area.
- iii. Evaluate Land in the Study Area for Inclusion in the UGB. Perform land evaluation pursuant to OAR 660-024-0067
- iv. UGB Comprehensive Plan Amendment, OAR 660-025-0175.
 - a. Complies with Statewide Goals, Statutes, and Rules
 - b. Develop Framework Plan for UGB lands with Comprehensive Plan Map designations and proposed land uses.
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County – Review and Consider Adoption of City UGB Amendment

- i. Review and consideration City UGB amendment into County Comprehensive Plan
- ii. Adoption of City UGB amendment into County Comprehensive Plan pursuant to ORS 197.628 to ORS 197.650 and OAR 660-025-0175

DLCD –

- i. Serve on Technical Advisory Committee.
- ii. Review and provide feedback on study area, land evaluation and comprehensive UGB plan amendment..
- iii. DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

None of the proposed completion dates in this program are binding; they are preliminary estimates. The purposes of an urban growth boundary amendment, a task approval is valid for four years. This means that if the expansion is not completed within that time period, the expired work task would need to be updated, and it would be acknowledged. This period may be extended for up to one year by the director if the local governments request for the extension. The four-year period begins on the later date of:

Final approval order;
Final approval order; or
Final approval order of judicial review of the final approval order.

SEQUENTIAL UGB WORK PLAN

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 - c. Identify the final study area.

County – Evaluate Land in the UGB. OAR 660-024-0067

- iv. UGB Comprehensive Plan.
 - a. Complies with State and Federal land uses.
 - b. Develop Framework for land uses.

County – Post Acknowledgement Plan Amendment to Comprehensive Plan, adoption by McMinnville City Council via ordinance

County – Review and Consideration of Plan Amendment

- i. Review and consider

County – Adoption of City UGB. ORS 197.628 to ORS 197.630

DLCD –

- i. Serve on Technical Advisory Committee.
- ii. Review and provide feedback on HNA/EOA/BLI prior to Adoption.
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one of the proposed components of the UGB expansion is not complete or not acknowledged. This period is for the extension. The final approval order; or of judicial review of the final approval order.

Still waiting on final decision document of LCDC upholding DLCD Director's Decision

March 5, 2024 – Submittal

August 1, 2024 – DLCD Director's Decision

October 25, 2024, LCDC Appeal Hearing

SEQUENTIAL UGB WORK PLAN

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Attachment A

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Please note: None of the proposed completion dates in this program are binding; they are preliminary estimates. However, For the purposes of an urban growth boundary amendment, a task approval is valid for four years. This means that if the UGB expansion is not completed within that time period, the expired work task would need to be updated, readopted, then acknowledged. This period may be extended for up to one year by the director if the local governments show good cause for the extension. The four-year period begins on the later date of:

- (a) Director approval order;
- (b) Commission final approval order; or

TONIGHT'S CONSIDERATION

Continued conversation of land needs for the planning horizon of 2021 - 2041

More specifically:

- ❖ **Land – use efficiency measures (LUEM) = meet Residential and Industrial land need within existing UGB**
- ❖ **But what about Commercial which cannot be met with land-use efficiency measures?**

- 1. Can we get a UGB amendment done by March 1, 2026?**
- 2. Can we extend the UGB Sequential Work Plan deadline past March 1, 2026?**
- 3. What resources would it take to put together a UGB amendment for Commercial Land?**

GROWTH PLANNING, ORS 197

Sequential UGB Amendment Process



1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

State requires that cities to address all residential land deficits

State allows cities to address employment land deficits

LAND NEEDS FOR 2021 – 2041

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

RESIDENTIAL LAND NEEDS

- ❑ The McMinnville HNA showed a deficit of **1,101 dwelling units** or 202 acres
- ❑ LUEMs result in a new increase in **1,396 units** of capacity
- ❑ Conclusion: McMinnville has enough land within its UGB to accommodate growth over the 2021-2041 period

INDUSTRIAL LAND NEEDS

- ❑ McMinnville's EOA showed a **29-acre** land deficit
- ❑ Land Use Efficiency Measures
 - Changes in the McMinnville Airport Master Plan, adding **30 acres** of land into the industrial land supply
 - McMinnville Landing (Innovation Campus) retains Industrial zoning, overlay will focus on uses with higher job generation to compensate for land used for Retail Center
- ❑ Conclusion: McMinnville has enough industrial land to accommodate growth through 2041

COMMERCIAL LAND NEEDS

- ❑ McMinnville's EOA showed a **159-acre** land deficit
- ❑ Land Use Efficiency Measures
 - Linfield University identified their interest in putting **44 acres** of C3 zoned land back on the buildable lands inventory. City is seeking a letter to that effect and will adopt a revised BLI.
 - McMinnville Landing includes a **44-acre** Retail Center component that will prioritize commercial uses, but will not show as designated commercial because implementing regulations will retain Industrial designation
- ❑ Conclusion
 - Half of McMinnville's commercial land deficit will be accommodated through the LUEMs above
 - McMinnville will want to consider opportunities to support infill and development in existing commercial areas

LAND NEEDS FOR 2021 – 2041

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STAFF / PC RECOMMENDATIONS

- **Proceed with the LUEMs as described for residential, industrial and commercial**
- **Re-visit commercial land need by conducting a new Economic Opportunities Analysis (EOA) when the City next develops a Housing Capacity Analysis (HCA) in 2032**

McMinnville EOA Buildable Lands Inventory Update

Unconstrained Vacant
and Partially Vacant by
Zone/Comprehensive
Plan Designation

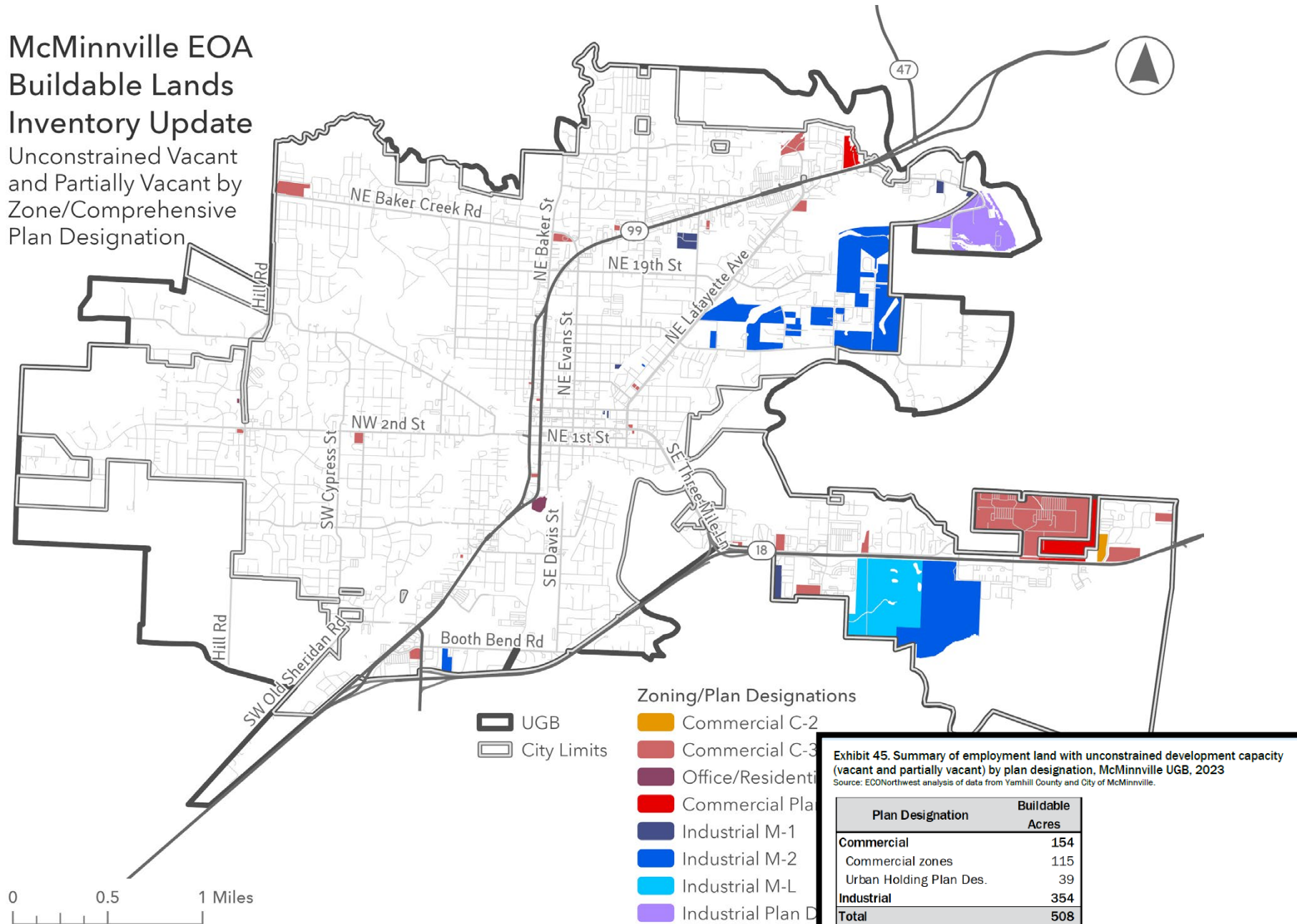


Exhibit 45. Summary of employment land with unconstrained development capacity (vacant and partially vacant) by plan designation, McMinnville UGB, 2023
Source: ECONorthwest analysis of data from Yamhill County and City of McMinnville.

COMMERCIAL LAND NEED

What is available to develop in next 6 Years (2032)	Deficit for Planning Horizon
39 Neighborhood Serving Commercial	Land-Use Efficiency Measure = Linfield Property of 44 Acres.
44 McMinnville Landing	Remaining 115 Acres of Commercial land need not met.
44 Linfield Commercial	
127 Acres	(115 Acres)

COMMERCIAL LAND NEED

What is available to develop in next 6 Years	Deficit for Planning Horizon
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44 Linfield Commercial	
127 Acres	(115 Acres)

Concerns Expressed by City Council:

- ❖ Time it takes to amend UGB and break ground on commercial land will be much longer than 6 years (2032). More like 10 – 15 years. (2040)
- ❖ Commercial land serves the community and provides a quality of life, as well as jobs, and tax base.
- ❖ The City has a current retail leakage problem.

WORK PLAN DEADLINE EXTENSION

- **City (staff and legal counsel) met with DLCD staff**
- **We can request an amendment to the work plan to ask for Task 2 to be divided into Task 2 and Task 3.**
 - **Task 2 = Land Use Efficiency Measures, March 1, 2026**
 - **Task 3 = UGB Alternatives Analysis (Amendment), February 7, 2028 (4 Years allowed by state law)**
- **Resolution of City Council and Yamhill County**
- **Findings = Appeal of HOA / EOA and delay of LCDC's Decision to Uphold Director's Decision**

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C. DLCD –

- i. Serve on Technical Advisory Committee.
- ii. Review and provide feedback on study area, land evaluation and comprehensive UGB plan amendment..
- iii. DLCD Director review within 90 days pursuant to OAR-660-025-0150 (appealable to LCDC)

Task 2: March 1, 2026

A (i)

Task 3: February, 2028

A (ii, iii, iv and v)

B.

C.



UGB ALTERNATIVES ANALYSIS

Action	Time
Identify Study Area	One Month
Evaluate Land in Study Area	Three Months
Develop Findings	Two Months
Reconstitute MUAMC	Two Months
Planning Commission	Two Months
City Council	Two Months
Yamhill County	Two Months
TOTAL:	14 Months

RESOURCES FOR A COMMERCIAL UGB AMENDMENT

- **Professional Services = \$100,000**
(Legal, Utility Analysis)

- **Senior Planner (0.5 FTE – 12 Months)**
- **Associate Planner (0.25 FTE – 6 Months)**
- **Planning Manager (0.10 FTE – 12 Months)**
- **CDD Director (0.10 FTE – 6 Months)**

\$129,000



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- **CDD Director (0.10 FTE – 6 Months)**

**We would need to start no later than
August, 2026, which would mean that
we would probably need to delay the
Downtown Master Plan Update to 2028**



LONG RANGE PLANNING WORK PLAN

Plan	2024				2025				2026				2027			
	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec
Federal Mandates																
ADA Transition Plan (Title II)												CC Adoption				
State Mandated Housing Planning – Due by March 1, 2026																
Housing Production Strategy			CC/PC Work Session	CC/PC Work Session	CC/PC Work Session	PC Public Hearing, 05.15.25	CC Adoption, 06.10.25									
Land Use Efficiencies					CC/PC Work Session	CC/PC Work Session	CC/PC Work Session		02.24.26 CC Adoption							
UGB Amendment							CC/PC Work Session	MUAMC	CC Adoption							
2020 UGB Expansion Area – State and Local Mandated Growth Planning – Within Five Years of UGB Amendment (Adoption by the end of 2025)																
Natural Hazards Planning (Goal 7)								01.21.26 CC/PC Work session	03.05.26 PC Public Hearing – March	04.28.26 CC Adoption						
Natural Resources Planning (Goal 5)								01.25.26 CC/PC Work session	03.05.26 PC Public Hearing – March	04.28.26 CC Adoption						
Southwest Area Plan						PC/CC Work Session			PC/CC Work Session			CC Adoption				
Water Master Plan Update				PC Work Session 11.24.25	DLCD Notice, 3.13.25	PC Public Hearing 5.15.25	PC cont. Public Hearing 7.17.25	PC cont. Public Hearing 11.6.25	CC Adoption							
Wastewater Master Plan Update										Work Session	Work Session	PC Public Hearing	CC Adoption			
Transportation System Plan Update									Consultant RFP and Selection							
PROS Plan Update			PC Work Session	PC Public Hearing	CC Adoption											
Storm Drainage Master Plan																

LONG RANGE PLANNING WORK PLAN																
PLAN	2024				2025				2026		2026		2027			
	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec	Jan - Mar	April - June	July - Sep	Oct - Dec
City of McMinnville Specialty Planning – Unique to McMinnville																
SODAN Intensive Level Survey			HLC Adoption													
Airport Master Plan Update								PC Public Hearing, 12.18.25	CC Adoption, 01.27.26							
Innovation Campus Plan				PC/CC Work Session			PC/CC Work Session	PC Public Hearing, 12.18.25	CC Adoption, 02.24.26							
Downtown Master Plan Update										Consultant RFP and Selection		PC/CC Work Session				
Code Amendments Required by State Law or as Directed by Planning Commission or City Council																
Accessory Structures			PC Public Hearing	CC Adoption												
Landscape MMC Amendments				PC Public Hearing 11.27.24		CC Adoption Phase 1, 05.27.25		CC Adoption Phase 2, 10.14.25								
Small Lot Subdivisions (need to revise)								PC Public Hearing	CC Adoption							
Transitional Housing (need to revise)		PC/CC Work Session	on		PC/CC Work Session	PC Public Hearing	CC Adoption									
Recent legislation code audit and integration											PC Public Hearing	CC Adoption				
TMP – Alcohol Sales Downtown																

Note: All dates are approximate and are subject to change.

NEXT STEPS

ACTION	BEGIN DATE	DEADLINE
Approve Resolution and Findings for Sequential UGB Work Program Amendment (City and County)	October 28, 2025 -or- November 11, 2025	December 31, 2025
Amend Framework Plan for LUEM for residential land need.	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Adopt Airport Master Plan for Industrial LUEMs	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, January 27, 2026	March 1, 2026
Letter from Linfield for putting commercial and residential land on the buildable lands inventory	December 31, 2025	March 1, 2026
Approve memorandum updating Buildable Lands Inventory	Resolution by CC, January 27, 2026	March 1, 2026
Adopt Planned Development Overlay and Master Plan for McMinnville Landing	Notice to DLCD, October 28, PC Public Hearing, December 18, CC Decision, February 24, 2026	March 1, 2026

QUESTIONS?



CITY OF McMinnville
MINUTES OF CITY COUNCIL MEETING
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, October 14, 2025, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
	Jessica Payne (via Zoom)	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin, City Recorder Claudia Cisneros, Acting City Attorney Tyler Yeoman-Millette, Community Development Director Heather Richards, Chief of Police Cord Wood, Human Resources Director Vicki Hedges, Public Works Director Geoff Hunsaker, Information Technology Director Scott Burke, Police Captain Scott Fessler, Police Captain Dan O’Laughlin, Finance Director Katie Henry, Senior Planner Taylor Graybehl, Planning Manager David Bernicker, Associate Housing Planner Evan Hietpas (via Zoom), and *members of the News Media – Phil Guzzo McMinnville Community Media*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 7:03 p.m. and welcomed all in attendance.

2. PLEDGE OF ALLEGIANCE

Mayor Morris led the Pledge of Allegiance.

Mayor Morris noted one change to the agenda, staff asked to have item 6.c. Oregon Wine Services and Storage, LLC, dba: wineshipping for Distillery be removed from the Consent Agenda.

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT: Mayor Morris invited the public to comment.

Eli Zachary on behalf of his mother, Bonnie Zachary, McMinnville Community Member, requested flexibility on sidewalk regulations, explaining that their contractor abandoned the project and his 66-year-old mother, now acting as her own contractor, cannot meet the new 2% grade requirement. Most sections measure 2.4–2.8%, and as a corner lot with

extensive frontage, bringing the sidewalk into compliance would cost about \$11,000.

Doug Rux from Sherwood, Oregon stated he was present to answer questions regarding agenda item 7b, and the Mayor indicated he could address his comments when they reach that item.

4. PUBLIC HEARING

4.a. Public Hearing to consider **Resolution No. 2025-54**: A Resolution adopting a supplemental budget for fiscal year 2025-26 and making appropriation transfers.

Mayor Morris opened the public hearing at 7:13pm and read the hearing statement. She asked if any Councilor wished to make a disclosure or abstain from participating or voting on this hearing. There was none.

Finance Director Katie Henry stated this was specifically for the wastewater capital fund, where more than 10% of the current appropriated amount was being requested. She explained that this was due to the timing of capital projects for wastewater, with several large projects whose completion timeline was uncertain when the budget was created. The request was simply to move budget funds from one fiscal year to the other, with no changes to the total funds allocated.

There was no public testimony.

Mayor Morris closed the public hearing at 7:15 pm.

5. PRESENTATION

5.a. Old Sheridan & Cypress Safety Review Presentation

City Engineer James Lofton and Public Works Director Geoff Hunsaker presented findings from a safety evaluation conducted at the Old Sheridan Road and Cypress intersection by David Evans and Associates, following a fatal car accident earlier in the year. The evaluation identified several safety concerns:

- An upward crash trend, with 7 crashes recorded between 2014-2023
- Regular pedestrian use in early morning hours
- No marked crosswalks or protected crossing devices
- Common contributing factors included excessive speed and failure to stop at the stop sign
- A large radius curved segment that accommodates quicker traffic

The presenters outlined three tiers of potential improvements:

- Short-term (already started): Replacing the stop sign, adding crosswalk striping, and managing foliage obstructing visibility
- Medium-term: Reducing the curb radius to force drivers to slow down, installing a rapid flashing beacon, and potentially adding an overhead line with flashing lights

- Long-term: Installing a signalized intersection or roundabout as future traffic loads increase

Several councilors asked questions about the improvements. Mr. Hunsaker noted the timeline to complete medium-term improvements would be within the next 3-5 years.

6. ADVICE/ INFORMATION ITEMS

6.a. Reports from Councilors on Committee & Board Assignments

Councilor Tucholsky stated the Airport Commission would be meeting on October 21st. He also mentioned attending the YCOM executive board meeting where they discussed potential new fee structures for dispatching, and noted dispatch time standards were being reviewed, with current standards requiring 60 seconds from call to dispatch plus another 60 seconds to determine call location.

Councilor Chenoweth reported meeting one-on-one with the new airport manager and attending the MEVLC where the airport master plan was discussed. He also participated in a field trip walking Alpine Avenue to understand the legislative request for completing the Alpine project and attended the air show.

Councilor Geary mentioned Visit McMinnville committee meeting was coming up. He also reported presenting information about the city's bond measure to various community groups including town halls, Kiwanis, and AM Rotary.

Mayor Morris announced the upcoming day of service on Saturday, October 18th organized by the City of McMinnville and Visit McMinnville from 9 AM-12 PM, starting at the library park area. She reported meeting with Sheriff Sam Elliott to review Yamhill County drug team statistics, attended the Oregon International Air Show, the Kiwanis auction (noting Kiwanis had distributed 800 pairs of shoes to local kids), the Chamber annual awards dinner, volunteering at the Scottish Festival, meeting with Jeffrey Clayton regarding shelters and affordable housing, meeting with County Commissioner Kit Johnston, attending the Out of the Dark vigil for Oregon Youth Suicide Awareness Day, guest cooking at Young Life House for over 200 youth, attending the memorial and highway dedication for fallen Deputy Paul Baker, attending the Courage Pink Ribbon event supporting families affected by breast cancer, and helping cook at the fire district's pancake breakfast.

Council President Peralta reported that Planning Commission had met earlier that evening and Council of Governments did not meet since their last council meeting.

Councilor Cunningham attended the League of Oregon Cities conference, noting it was the 100th anniversary of the League. He observed that many

cities face similar challenges, and McMinnville is considered a "large city" by League standards, despite 50% of Oregon towns having populations of 2,000 or less. He also noted that civility was a common theme in the conference breakout sessions.

6.b.

Department Head Reports

Finance Director Katie Henty reported that finance and court departments have been focused on software implementation. She anticipated bringing a contract for court software to the November 12th Council meeting. She also noted progress on the Questica/Euna budget book development, with mock budget books expected by late December or early January.

Interim City Manager Adam Garvin provided an update on communications about the proposed ballot measure, which had received higher than usual engagement with a 49% email open rate and the related social media post becoming the top-performing post year-to-date with over 18,000 views. He mentioned that the Southwest Area Plan design survey was active through the end of the month. He noted that the top-performing post of the year was about the Innovation Campus/McMinnville Landing with over 50,000 views. He reported continuing to meet with community partners, attending the Pancake Feed, and addressing city-specific questions at a town hall event.

Acting City Attorney Tyler thanked Adam and Claudia for keeping him organized and expressed appreciation for the opportunity to serve.

Community Development Director Heather Richards announced the city had received two grant awards from the state: \$70,000 for housing production strategy work and another \$185,000 for development code audit for housing work. She also mentioned that the Oregon Building Codes Division was developing standardized plan sets for accessory structures and housing that would need to be automatically permitted by the city. She provided an update on the Southwest Area Plan, noting that the project advisory committee would meet on October 29th to review community design workshop results, with another community workshop planned for January 24, 2026.

Chief of Police Cord Wood introduced Captain Dan O'Loughlin, who recently filled the position created when Captain Tim Simons retired. Captain O'Laughlin described his 32-33 years in law enforcement and expressed excitement about joining McMinnville. Chief Wood also announced a new police officer, Grant Scheele, who started the previous day and would be entering the police academy the following week.

Public Works Director Geoff Hunsaker provided updates on engineering and operations, noting that a new utility program manager had started and was already working on the RFP for the gateway storm and sewer project. He mentioned that the airport commission would have a work session to discuss rent and lease policies. He announced leaf season pickup would start on October 20th, and described upcoming landscaping at city park. He also

mentioned reviewing hours for the RV dump site at the wastewater plant due to potential misuse.

Human Resources Director Vicki Hedges announced that the city had received a safety award from their insurance provider, CIS, for improvements in fleet safety, resulting in significant reductions in auto liability and damage claim costs.

Information Technology Director Scott Burke announced that October 14th was the last day of support for Windows 10, and the IS team had been working on updating to Windows 11 for the past 12 months, with only about three computers out of 300 remaining to be updated. He also mentioned ongoing work to link technology with YCOM and Yamhill County for the PD record software project.

City Recorder Claudia Cisneros noted minor errors in some draft minutes that could be approved as amended on the consent agenda. Also noted that the first meeting in November would be moved to November 12th due to Veterans Day, and the November 25th meeting would be canceled due to Thanksgiving week.

Interim City Manager Garvin congratulated Ms. Cisneros on being installed as Oregon Association of Municipal Records vice president on September 25th.

6.

CONSENT AGENDA

- a. Consider the request from DeZordo Wines and Vineyard, LLC for WY-NC, OLCC Liquor License located at 475 NE 17th Street.
- b. Consider the request from Baker St Café, LLC dba: Baker St Café – Thai Kitchen for Limited On-Premises Sales, OLCC Liquor License located at 205 SE Baker Street.
- c. ~~Consider the request from Oregon Wine Services and Storage, LLC dba: wineshipping for Distillery (for taxpaid bottled storage and delivery of distilled spirits), OLCC Liquor License located at 2803 NE Orchard Ave.~~
- d. Consider the Draft Minutes of the August 26, 2025 City Council Work Session & Regular Meeting.
- e. Consider the Draft Minutes of the August 28, 2025 Special Called City Council - Strategic Plan Review & Goal Setting Meeting.
- f. Consider the Draft Minutes of the September 09, 2025 City Council Work Session & Regular Meeting.
- g. Consider the Draft Minutes of the September 23, 2025 City Council Work Session & Regular Meeting.
- h. Consider **Resolution No. 2025-55**: A Resolution appointing members to the City's various Committees.
- i. Consider **Resolution No. 2025-56**: A Resolution Approving the 2nd Amendment to the professional services contract with Jacobs Engineering Group Inc. for the Public Works Water Reclamation Facility (WRF) and Conveyance System Master Plan Update, Project 2022-5 to include Additional Regulatory Support for McMinnville's National Pollutant

Discharge Elimination System (NPDES) Permit Renewal with the Oregon Department of Environmental Quality (DEQ).

Councilor Cunningham asked to have item 7a removed from the consent agenda due to a conflict of interest, as he is involved in a business that is the leaseholder of that address.

Mayor Morris noted that the consent agenda included committee appointments for Jeffrey Clayton to the affordable housing committee and Lisa Allen to both the affordable housing committee and historic landmark committee.

Councilor Geary MOVED to adopt the consent agenda as amended with minor corrections to the minutes and with item 7a removed; SECONDED by Councilor Payne.

*AYE: Councilor Chenoweth, Payne, Geary, Cunningham, Tucholsky, Peralta
NAY: NONE*

*Motion **PASSED** unanimously by a vote of 6-0.*

7. ITEMS REMOVED FROM THE CONSENT AGENDA

- 7.a. Consider the request from DeZordo Wines and Vineyard, LLC for WY-NC, OLCC Liquor License located at 475 NE 17th Street.

Councilor Cunningham recused himself from this agenda item.

Councilor Payne MOVED to approve the request from DeZordo Wines and Vineyard, LLC for WY-NC, OLCC Liquor License located at 475 NE 17th Street; SECONDED by Councilor Geary.

*AYE: Councilors Chenoweth, Payne, Geary, Tucholsky, Peralta
NAY: NONE*

*Motion **PASSED** unanimously by a vote of 5-0.*

8. RESOLUTION

- 8.a. Consider **Resolution No. 2025-54**: A Resolution adopting a supplemental budget for fiscal year 2025-26 and making appropriation transfers.

Councilor Cunningham MOVED to approve Resolution No. 2025-54; adopting a supplemental budget for fiscal year 2025-26 and making appropriation transfers; SECONDED by Councilor Geary.

*AYE: Councilor Chenoweth, Payne, Geary, Cunningham, Tucholsky, Peralta
NAY: None*

*Resolution No. 2025-54 **PASSED** unanimously by a vote of 6-0.*

- 7.b. Consider **Resolution No. 2025-51**: A Resolution authorizing the Interim City Manager to sign an Annexation Agreement with Yamhill Soil and Water Conservation District (property owner) and MAC Multi LLC (buyer), for the future annexation of Tax Lot R4409CD00100.

Councilor Payne MOVED to approve Resolution No. 2025-51; authorizing the Interim City Manager to sign an Annexation Agreement with Yamhill Soil and Water Conservation District (property owner) and MAC Multi LLC (buyer), for the future annexation of Tax Lot R4409CD00100; SECONDED by Councilor Chenoweth.

*AYE: Councilor Chenoweth, Payne, Geary, Cunningham, Tucholsky, Peralta
NAY: None*

Resolution No. 2025-51 PASSED unanimously by a vote of 6-0.

- 8.c. Consider **Resolution No. 2025-57**: A Resolution Approving an Addendum to the Mac-Town 2032 Strategic Plan.

Councilor Chenoweth MOVED to approve Resolution No. 2025-57; Approving an Addendum to the Mac-Town 2032 Strategic Plan; SECONDED by Councilor Tucholsky.

*AYE: Councilor Chenoweth, Payne, Geary, Cunningham, Tucholsky, Peralta
NAY: None*

Resolution No. 2025-57 PASSED unanimously by a vote of 6-0.

9. ORDINANCES

- 9.a. Consider the first reading with a possible second reading of **Ordinance No. 5165**: An Ordinance Amending Title 17 (Zoning) of the McMinnville Municipal Code Chapter 17.57 "Landscaping" and Chapter 17.58 "Trees" and Approving the Decision, Findings, and Conclusionary Findings for Docket G 2-24.

Mayor Morris asked if any Councilor needed to declare any conflict of interest or recuse themselves. There was none.

Planning Manager David Berniker and Senior Planner Taylor Graybehl presented proposed changes to the landscaping and tree chapters of the Municipal Code, representing the second phase of a project focusing on applicability and standards. This work built upon phase one, which addressed process and submittal requirements for landscaping and was approved by Council in May.

The amendments aimed to align development with community priorities, establish clear standards, optimize staff capacity, and contribute to a safer and

more visually appealing urban environment. They noted that the Planning Commission had approved the changes by a vote of 8-0 on November 7th with no public testimony received. They also mentioned a minor amendment requested by McMinnville Water and Light to add "safety" to section 17.57.0.07 b.8.

During discussion, Councilor Chenoweth expressed concern that the changes would drastically limit the role of the Landscape Committee by having staff make decisions on landscape review with appeals going to the Committee rather than having the Committee review plans directly. Community Development Director Richards clarified that the May (phase one) decision had already changed the process so that landscape plans go to staff for administrative review, and this phase two amendment would establish clear and objective standards for that administrative review.

Several councilors expressed "buyer's remorse" about the phase one decision, with Councilor Chenoweth hoping for further discussion about committee roles at the upcoming November meeting. Councilor Peralta argued that since Council had already removed authority from the Landscape Committee, they needed to complete the process by establishing fair standards. Councilor Payne recalled extensive discussions in the Landscape Committee about improving efficiency and focusing on community-facing work rather than routine administrative reviews.

Councilor Geary, who had previously served as liaison to the Landscape Committee, said the Committee's intent had been to provide clarity in the code rather than remove their authority.

Acting City Attorney Yeoman-Millette recommended proceeding with the first reading, noting concern about the "gray area" created by having completed phase one without the necessary criteria for phase two.

*Councilor Cunningham MOVED to **read the first reading of Ordinance No. 5165** and to pass to a second reading; SECONDED by Council President Peralta.*

AYE: Councilors Payne, Cunningham, Peralta

NAY: Councilors Chenoweth, Geary, Tucholsky, Mayor Morris

*Ordinance No. 5165 **Fail on its first reading** by a vote of 4-3.*

Following the failed motion, there was recommendation to hold the documents for further discussion at the November 12th meeting about committee roles.

8. ADJOURNMENT: Mayor Morris adjourned the meeting at 9:07 p.m.

s/s Claudia Cisneros
Claudia Cisneros, City Recorder



City Council Meeting Agenda

Tuesday, September 09, 2025

5:30 p.m. – Work Session Meeting

7:00 p.m. – City Council Regular Meeting

EXECUTIVE SESSION – to immediately follow the Regular Meeting (CLOSED TO THE PUBLIC)

REVISED 09/09/2025

Welcome! The public is strongly encouraged to participate remotely but there is seating at Civic Hall for those who are not able to participate remotely. However, if you are not feeling well, please stay home and take care of yourself.

The public is strongly encouraged to relay concerns and comments to the Council in one of four ways:

- Attend in person and fill out a public comment card
- Email at any time up to **noon on Monday, September 08th** to CityRecorderTeam@mcminnvilleoregon.gov
- If appearing via telephone or ZOOM, please sign up prior by **noon on Monday, September 08th** by emailing the City Recorder at CityRecorderTeam@mcminnvilleoregon.gov as the chat function is not available when calling in Zoom; **You will need to provide the City Recorder with your First and Last name, Address, and contact information (email or phone) for a public comment card.**

You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331, Frontier 29 or webstream here:

mcm11.org/live

CITY COUNCIL WORK SESSION & CITY COUNCIL REGULAR MEETING:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/86816626933?pwd=xPqIPqs8qZZ2AzxQFyPYSfr2WsJj65.1>

Or you can call in and listen via Zoom: 1-253- 215- 8782

Webinar ID: 868 1662 6933

5:30 PM – WORK SESSION MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER
2. WORK SESSION: LAND USE EFFICIENCIES (WORK TASK 2 OF SEQUENTIAL UGB WORK PLAN) – LOCAL DOCKET #G 3-24
3. ADJOURNMENT OF WORK SESSION

7:00 PM – REGULAR COUNCIL MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER & ROLL CALL
2. PLEDGE OF ALLEGIANCE
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –
The Mayor will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at

some future date. The Mayor may limit comments to 4 minutes per person for a total of 32 minutes. The Mayor will read comments emailed to the City Recorder and then call on anyone who has signed up to provide public comment.

4. PRESENTATION

- a. McMinnville Water & Light Update Presentation – General Manager John Dietz
- b. Municipal Court Annual Presentation – Judge Arnold Poole

5. ADVICE/ INFORMATION ITEMS

- a. Reports from Councilors on Committee & Board Assignments
- b. Department Head Reports

6. CONSENT AGENDA

- a. Consider the Draft Minutes of the August 12, 2025 City Council Work Session & Regular Meeting.
- b. Consider the request from Stardance Winery LLC for Winery – Non consumption, OLCC Liquor License located at 1421 NE Alpha Drive.
- c. ~~Consider the request from Stir Crazy Cocktails for Full on premises, commercial, OLCC Liquor License located at 600 North Highway 99W.~~ (Removed on 09.09.2025)

7. ADJOURNMENT OF REGULAR MEETING

**CITY COUNCIL EXECUTIVE SESSION – IMMEDIATELY FOLLOWING THE REGULAR CITY COUNCIL MEETING
(NOT OPEN TO THE PUBLIC)**

1. CALL TO ORDER

2. **EXECUTIVE SESSION PURSUANT TO ORS 192.660(2)(d):** To conduct deliberations with persons designated by the governing body to carry on labor negotiations.

3. **EXECUTIVE SESSION PURSUANT TO ORS 192.660(2)(e):** To conduct deliberations with persons designated by the governing body to negotiate real property transactions. (Added on 09.09.2025)

4. ADJOURNMENT OF EXECUTIVE SESSION

STAFF REPORT

DATE: September 9, 2025
TO: Mayor and City Councilors
FROM: Heather Richards, Community Development Director
Evan Hietpas, Associate Housing Planner
SUBJECT: Work Session: Land Use Efficiencies (Work Task 2 of Sequential UGB Work Plan) – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVES:

Collaborate to improve the financial feasibility of diverse housing development opportunities
Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief

This is the second City Council work session for the Land Use Efficiencies work associated with the 2021 – 2041 growth planning work, (Work Task 2 of the Sequential UGB Work Plan). The previous Planning Commission/City Council work session was held on February 11, 2025. In February, the Planning Commission and City Council reviewed *potential* land use efficiency measures. At this meeting, the City Council will focus on reviewing *proposed* land use efficiency measures for residential, industrial, and commercial lands.

- A Project Advisory Committee (PAC) that was established to work with staff and the consultant team on the due diligence necessary for this work held a similar meeting on July 23, 2025. Note that the PAC is advisory to staff, and staff brought the work to the Planning Commission for discussion.
- Following the PAC meeting, the Planning Commission held a work session on August 7, 2025 to review staff's recommendation, and provide a recommendation to City Council.

Land Use Efficiency Measures: A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, November 2023, for the planning horizon of 2021 - 2041 (HNA) (Attachment 2), as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis, November 2023, for the planning horizon of 2021 - 2041 (EOA) (Attachment 3) (Both locally adopted in 2024).

The City contracted with EConorthwest (Beth Goodman) and JET Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work. At this meeting, Beth Goodman and Elizabeth Decker will lead a presentation to outline the proposed land use efficiency measures for consideration and discussion and presentation, as well as the results of the Title 17: Zoning Ordinance code audit for efficiency measures.

Background

Local Context

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for housing development.

McMinnville started its growth planning for the planning horizon of 2003 - 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 - 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the State asked McMinnville to start another growth planning effort in 2021 focusing on a planning horizon of 2021 - 2041.

Oregon growth planning consists of three (3) basic tasks:

1. "Conduct Needs/Opportunities Analysis" - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. **"Land Use Efficiencies"** - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. *"Amend Urban Growth Boundary (UGB), if needed" - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.*

Typically this work is conducted and submitted to the state for acknowledgment all as one package. However, per statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the

deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026. This was approved with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary).

The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision.
- The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

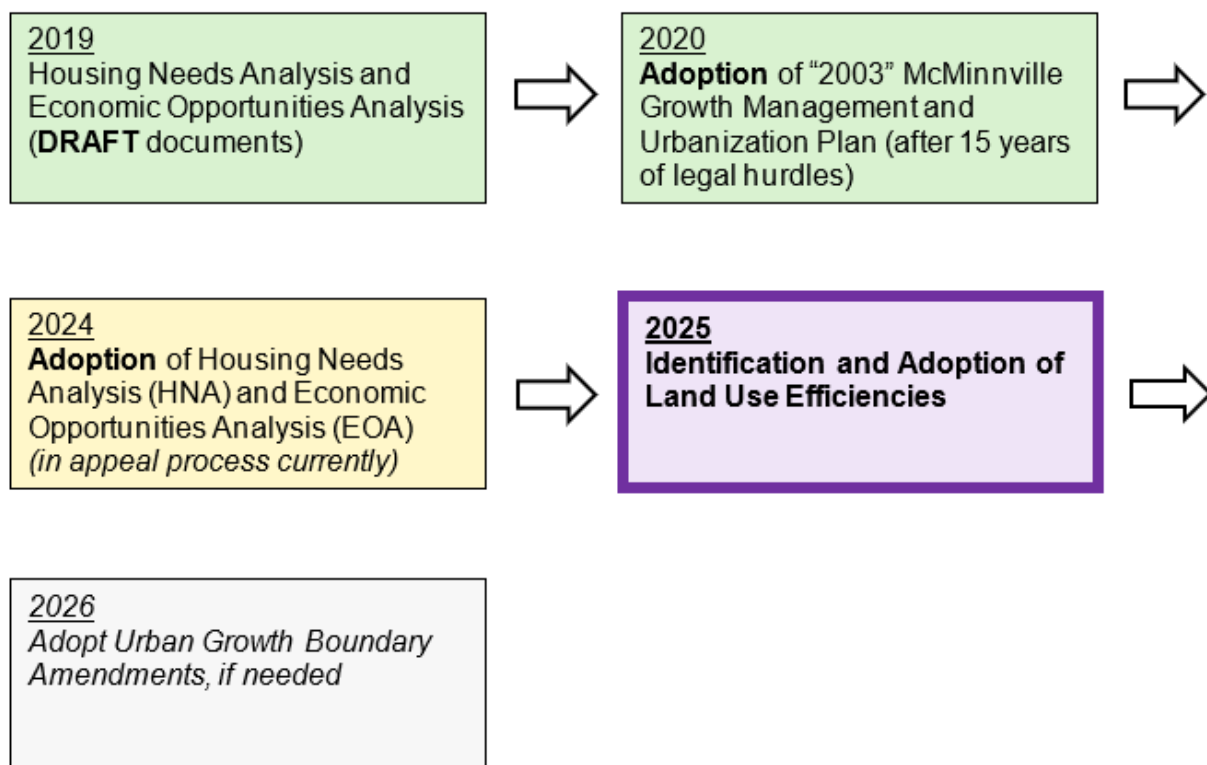
Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

(Task 2a: Land Use Efficiencies) – Majority of work to be completed by November 2025.

(Task 2b/3: Amend UGB, if needed) – Whole task of work due by March 1, 2026.

Growth Planning Process Flowchart



Discussion

Land Needs

The City of McMinnville is completing a sequential UGB amendment process to evaluate whether additional land is needed to accommodate the next 20 years of forecasted growth for the planning horizon of 2021 - 2041. **Work Task 1** showed **land deficits** for all three categories of residential, employment/industrial, and commercial land. (Residential – 202 acres, Industrial – 29 acres, Commercial – 159 acres)

Work Task 2a focuses on identifying land use efficiency measures that would allow existing land to be used more efficiently to reduce the identified land deficits, prior to considering whether to amending the UGB. Efficiency measures can include a variety of **regulatory changes**, particularly **map changes** to rezone or redesignate land and **code amendments** to revise development regulations.

Cities can determine which land use efficiencies to enact based on local values and principles of the community. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

It is worth noting that cities are only **required** to demonstrate that Residential land needs are met and are given the option to meet needs for Industrial and Commercial lands.

- Proposed Land Use Efficiencies (to be covered in greater detail by EConorthwest)
 - City's updated Parks Recreation and Open Space (PROS) Plan reduced "level of service of park acreage per capita" resulting in 127 acres of surplus park land in the Urban Holding comprehensive plan designation (UH) to be re-assigned for other growth needs in the planning horizon of 2021 – 2041.
 - State's review of Public and Institutional Land Analysis resulted in a remand and revaluation of the land need leading to 44 acres of surplus "Public" land for the 2021 – 2041 planning horizon.
 - McMinnville School District reduced land needs for the planning horizon of 2021 – 2041.
 - Linfield University Master Planning effort leading to placing commercially and residentially zoned land on the buildable lands inventory.
 - Three Mile Lane Area Plan/McMinnville Landing identifying a 44 acre retail center and a goal of higher density employment per acre on the remaining 150 acres of industrial land.
 - Airport Master Plan updated leading to the identification of 30 acres of buildable land on the airport that can be designated for industrial uses.
 - Various Zoning Changes that have taken place in the past few years

Concurrent spatial analysis of mapping changes led by EConorthwest concluded that the above identified recently adopted and near-term map changes can fully meet the City's identified residential and industrial land deficits, and can partially meet the City's commercial land deficit, as shown below. Again, the findings from this work will be covered in the EConorthwest presentation.

Category	Identified Needs (before Efficiencies work)	Efficiencies Proposed	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit increased capacity	295 unit surplus	Needs Met in UGB
Industrial	29 acres	30 acres of efficiencies	1 acre surplus	Needs Met in UGB
Commercial	159 acres	88 acres of efficiencies	71 acre deficit remaining	Unmet Needs in UGB

Code Audit/ Code Amendments

JET Planning undertook a review of the City's Zoning Code (Title 17) to identify key provisions that affect development efficiency, and potential updates to those provisions that could improve land use efficiencies. Because the identified residential land deficit is fully met, the focus for potential code updates is on supportive code changes that enhance residential development standards in line with the City's adopted long-range goals for residential neighborhoods, rather than on specific code changes that could produce quantifiable increases in residential capacity.

A technical memo (**Attachment 1**) has been prepared by Elizabeth Decker outlining the **Initial Code Analysis** and **Potential Code Updates**. The findings will also be covered in the presentation.

City Council feedback on the potential code updates will help to inform the extent and specifics of code updates developed to support the efficiency measures. **Adoption of preferred code amendments can move forward independently of the sequential UGB amendment process and deadlines (due March 1, 2026) because the code updates are not specifically needed to demonstrate adequate land capacity.**

Consultants and staff will develop a package of code updates to bring to the Planning Commission and City Council for future consideration based on your initial feedback; updates may focus on the items discussed here or may be combined with additional strategies identified through the comprehensive code analysis to be completed later this year.

-On July 23, 2025, the Project Advisory Committee recommended to City staff to move forward with the land use efficiencies work and code audit, in the following manner.

Land Use Efficiencies:

- Adopt the proposed land use efficiencies to fully meet the residential and industrial land needs, and partially meet commercial land needs.
- Do not pursue a UGB amendment process for the unmet Commercial land needs. (If this recommendation was followed, the City would not need to complete “Task 2b/3” of the Sequential UGB Work Plan process – alternatives land analysis for a UGB amendment.)
 - Re-evaluate Commercial land needs again at the time of the City’s next Housing Capacity Analysis (HCA), which would take place around 2030-2031. (The purpose of re-evaluating Commercial land needs is to be responsive to residential development that may occur within the next six (6) years.)

Code Audit/Amendments:

- Do not adopt the code amendments as a part of the Sequential UGB Work Plan Process.
- Work with JET Consulting to complete the code audit and develop a package of code amendments for the code updates identified in **Attachment 1** to this staff report as a part of a broader effort.

-On August 7, 2025, the Planning Commission provided a recommendation consistent with staff’s recommendation detailed above.

Attachments (Links):

1. Code Audit Technical Memo, prepared by JET Consulting
2. McMinnville [Housing Needs Analysis](#) (HNA)¹ (available on City’s website)
3. McMinnville [Economic Opportunities Analysis](#) (EOA)² (available on City’s website)
4. [McMinnville Growth Management and Urbanization Plan \(MGMUP\) 2003 Urban Growth Boundary \(UGB\) Remand project webpage](#)³

Recommendation:

This is a work session, so no formal action is necessary, but staff seeks direction from the City Council on the proposed land use efficiency measures and code audit work, based on staff’s and the Planning Commission’s recommendation outlined at the top of this page.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf

³ <https://www.mcminnvilleoregon.gov/cd/page/mgmup-2003-ugb-remand-project>

EXHIBIT 1 – STAFF REPORT

DATE: August 7, 2025
TO: Planning Commission Members
FROM: Evan Hietpas, Associate Housing Planner
SUBJECT: Land Use Efficiencies/ Work Task 2 of Sequential UGB Work Plan – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVE/S:

- Collaborate to improve the financial feasibility of diverse housing development opportunities
- Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief:

This is the second Planning Commission work session for the Land Use Efficiencies work associated with the 2021 – 2041 growth planning work, (Work Task 2 of the Sequential UGB Work Plan). The previous Planning Commission/City Council work session was held on February 11, 2025. In February, the Planning Commission and City Council reviewed *potential* land use efficiency measures. At this meeting, the Planning Commission will focus on reviewing *proposed* land use efficiency measures for residential, industrial, and commercial lands.

A Project Advisory Committee (PAC) that was established to work with staff and the consultant team on the due diligence necessary for this work held a similar meeting on July 23, 2025. Note that the PAC is advisory to staff, and staff is bringing this work to you for discussion.

Land Use Efficiency Measures: A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, November 2023, for the planning horizon of 2021 - 2041 (HNA) (Attachment 2), as well as the unmet commercial and

industrial land need identified in McMinnville's Economic Opportunity Analysis, November 2023, for the planning horizon of 2021 – 2041 (EOA) (Attachment 3) (Both locally adopted in 2024).

The City contracted with EConorthwest (Beth Goodman) and JET Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work. At this meeting, Beth Goodman and Elizabeth Decker will lead a presentation to outline the proposed land use efficiency measures for consideration and discussion, as well as the results of the Title 17: Zoning Ordinance code audit.

Background:

Local Context

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for housing development.

McMinnville started its growth planning for the planning horizon of 2003 – 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 – 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the State asked McMinnville to start another growth planning effort in 2021 focusing on a planning horizon of 2021 – 2041.

Oregon growth planning consists of three (3) basic tasks:

1. "Conduct Needs/Opportunities Analysis" - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. **"Land Use Efficiencies"** - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. *"Amend Urban Growth Boundary (UGB), if needed" - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.*

Typically this work is conducted and submitted to the state for acknowledgment all as one package. However, per statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026. This was approved with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary).

The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision.
- The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

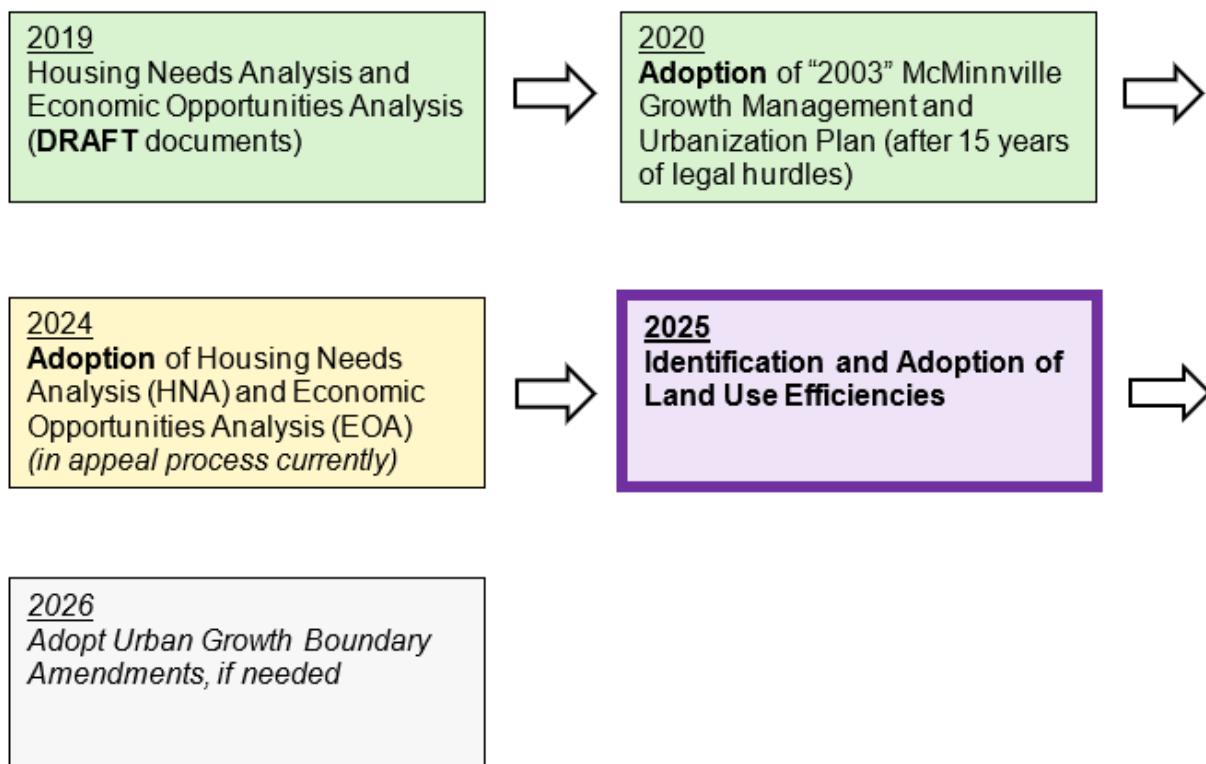
Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

(Task 2a: Land Use Efficiencies) – To be completed by October 2025.

(Task 2b: Amend UGB, if needed) – Whole task of work due by March 1, 2026.

Growth Planning Process Flowchart



Discussion:

Land Needs

The City of McMinnville is completing a sequential UGB amendment process to evaluate whether additional land is needed to accommodate the next 20 years of forecasted growth for the planning horizon of 2021 - 2041. **Work Task 1** showed **land deficits** for all three categories of residential, employment/industrial, and commercial land. (Residential – 202 acres, Industrial – 29 acres, Commercial – 159 acres)

Work Task 2a focuses on identifying land use efficiency measures that would allow existing land to be used more efficiently to reduce the identified land deficits, prior to considering whether to amending the UGB. Efficiency measures can include a variety of **regulatory changes**, particularly **map changes** to rezone or redesignate land and **code amendments** to revise development regulations.

Cities can determine which land use efficiencies to enact based on local values and principles of the community. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

It is worth noting that cities are only **required** to demonstrate that Residential land needs are met and are given the option to meet needs for Industrial and Commercial lands.

- Proposed Land Use Efficiencies (to be covered in greater detail by EConorthwest)
 - City's updated Parks Recreation and Open Space (PROS) Plan reduced "level of service of park acreage per capita" resulting in 127 acres of surplus park land in the Urban Holding comprehensive plan designation (UH) to be re-assigned for other growth needs in the planning horizon of 2021 – 2041.
 - State's review of Public and Institutional Land Analysis resulted in a remand and revaluation of the land need leading to 44 acres of surplus "Public" land for the 2021 – 2041 planning horizon.
 - McMinnville School District reduced land needs for the planning horizon of 2021 – 2041.
 - Linfield University Master Planning effort leading to placing commercially and residentially zoned land on the buildable lands inventory.
 - Three Mile Lane Area Plan/McMinnville Landing identifying a 44 acre retail center and a goal of higher density employment per acre on the remaining 150 acres of industrial land.
 - Airport Master Plan updated leading to the identification of 30 acres of buildable land on the airport that can be designated for industrial uses.
 - Various Zoning Changes that have taken place in the past few years

Concurrent spatial analysis of mapping changes led by EConorthwest concluded that the above identified recently adopted and near-term map changes can fully meet the City's identified residential and industrial land deficits, and can partially meet the City's commercial land deficit, as shown below. Again, the findings from this work will be covered in the EConorthwest presentation.

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

Code Audit/ Code Amendments

JET Planning undertook a review of the City's Zoning Code (Title 17) to identify key provisions that affect development efficiency, and potential updates to those provisions that could improve land use efficiencies. Because the identified residential land deficit is fully met, the focus for potential code updates is on supportive code changes that enhance residential development standards in line with the City's adopted long-range goals for residential neighborhoods, rather than on specific code changes that could produce quantifiable increases in residential capacity.

A technical memo (**Attachment 1**) has been prepared by Elizabeth Decker outlining the **Initial Code Analysis** and **Potential Code Updates**. The findings will also be covered in the presentation.

Planning Commission feedback on the potential code updates will help to inform the extent and specifics of code updates developed to support the efficiency measures. **Adoption of preferred code amendments can move forward independently of the sequential UGB amendment process and deadlines (due March 1, 2026) because the code updates are not specifically needed to demonstrate adequate land capacity.**

Consultants and staff will develop a package of code updates to bring to PC and CC for consideration based on your initial feedback; updates may focus on the items discussed here or may be combined with additional strategies identified through the comprehensive code analysis to be completed later this year.

Recommendation to City Staff from the Project Advisory Committee (PAC)

On July 23, 2025, the PAC recommended to City staff to move forward with the proposed land use efficiencies, as presented. The PAC recommended that no Urban Growth Boundary (UGB) amendment should be pursued for the Commercial land deficit. However, the PAC recommends re-evaluating Commercial land needs again at the time of the City's next Housing Capacity Analysis (HCA), which would take place around 2030-2031. The purpose of re-evaluating Commercial land needs is to be responsive to residential development that may occur within the next six (6) years.

The PAC also recommended to City staff that they were in support of the proposed code amendments presented by JET Consulting.

Attachments and Helpful Links:

1. Code Audit Technical Memo, prepared by JET Consulting
2. McMinnville [Housing Needs Analysis](#) (HNA)¹ (available on City's website)
3. McMinnville [Economic Opportunities Analysis](#) (EOA)² (available on City's website)
4. [McMinnville Growth Management and Urbanization Plan \(MGMUP\) 2003 Urban Growth Boundary \(UGB\) Remand project webpage](#)³

Recommendation:

This is a work session, so no action is necessary but staff seeks direction on the proposed land use efficiency measures and code audit per the following:

Land Use Efficiencies:

- Adopt the proposed land use efficiencies to fully meet the residential and industrial land needs, and partially meet commercial land needs.
- Do not pursue a UGB amendment process for the unmet Commercial land needs. If this recommendation was followed, the City would not need to complete "Task 3" of the Sequential UGB Work Plan process – alternatives land analysis for a UGB amendment.

Code Audit/Amendments:

- Do not adopt the code amendments as a part of the Sequential UGB Work Plan Process.
- Work with JET Consulting to complete the code audit and develop a package of code amendments for the code updates identified in **Attachment 1** to this staff report as a part of a broader effort.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf

³ <https://www.mcminnvilleoregon.gov/cd/page/mgmup-2003-ugb-remand-project>



MEMO

DATE: July 28, 2025
TO: City of McMinnville Planning Commission
CC: Heather Richards, David Berniker and Evan Hietpas, City of McMinnville
FROM: Elizabeth Decker, JET Planning
SUBJECT: Code Update Opportunities Related to Land Use Efficiency Measures

I. INITIAL CODE ANALYSIS

Residential: Initial code analysis completed earlier this year specifically focused on provisions that affect the development capacity of existing residential sites in order to identify potential code changes that could serve as efficiency measures. The code analysis included a broad overview of standards applicable in residential zones that most directly affect the type and number of homes that can be built on a given site:

- Allowed uses
- Dimension standards and scale of allowed development
- Development and design standards; and
- Parking requirements.

There are several aspects of the City's residential zoning standards that already appear to be in line with existing City goals for residential development, as embodied in the Great Neighborhood Principles, and that can support efficient use of land. Observations include:

- **Residential uses** are permitted in a large number of zones, including all residential zones (R-1 to R-5), the Office Residential (OR) zone, and in commercial zones (C-3). There is a broad range of housing types permitted including single-family, middle housing and apartment types.
- There is a **range of density permitted** across the residential and commercial zones, primarily regulated by minimum lot sizes. Minimum lot sizes are highest—and density lowest—in the R-1 zone, with smaller minimum lot sizes and higher density increasing

up to the R-5 zone. The R-5 zone has not yet been applied to any parcels in McMinnville but is planned in several Area Plans for future development in the UGB.

- The **minimum lot sizes** in the R-1 to R-4 zones are in line with the adopted density targets in the 2023 *Housing Needs Analysis*. Recent development in the R-1 to R-3 zones has averaged close to the allowed maximum density. Average development densities in the R-4 and OR zones have been higher than the other residential zones, but have been significantly lower than the allowed maximum density, likely due to a mix of housing types from single-family homes to apartments. The highest-density apartments have been developed in the C-3 zone, though similar scale projects are also permitted in the R-4, R-5 and OR zones.
- Dimensional standards for **lot sizes, setbacks and height** in the R-1 to R-3 zones appear well scaled to the desired development types, primarily single-family homes and middle housing. Dimensional standards in the R-4, OR, R-5 and C-3 permit taller buildings to support apartment development, but setbacks and maximum densities may limit ability to build to the allowed heights.
- **Off-street parking** minimums for single-family homes (2 spaces per home) and middle housing (1 space per home) are in line with typical development patterns and state requirements. Parking minimums for apartments are set at 1.5-2 spaces per home, which are higher than some state benchmarks and can impact feasibility of higher-density development by requiring a large percentage of the site to be developed for parking rather than homes.
- **Open space** requirements are applied to both multifamily developments and for planned developments, requiring 15% of sites to be used for open space. While that is land that may not be available for residential development, it supports the quality of life for future residents and complements the City's public park system.
- Recent platted residential development has primarily come forward through the **Planned Development (PD) process** rather than the subdivision process, though both options are available through code. The existing subdivision standards offer a less discretionary development opportunity for proposals that align with the base zone standards, whereas the PD process offers a more flexible development option to vary existing standards through a discretionary review process. Notably, the PD process allows for a variety of lot sizes and housing types, provided the average minimum lot size and density meet the base zone requirement. The PD approval criteria require proposals to implement the Great Neighborhood Principles, which can be discretionary, whereas the existing subdivision criteria include more objective standards that may not fully address all of the Principles.

In addition to these initial impressions, a comprehensive code audit will be completed later this year to more fully evaluate residential development standards relative to City goals, state requirements, and recent development outcomes.

Commercial/industrial: Code analysis included limited review of commercial and industrial standards, primarily focused on the types of uses allowed as correlated to intensity of development and job generation on given sites. Dimensional, development and design standards are more difficult to correlate with commercial and industrial development outcomes due in part to the absence of a standard measurement of development ‘efficiency’ akin to residential density. No specific efficiency-related code updates were identified through the code analysis or recommended at this time. Future efforts could include a more comprehensive analysis of commercial and industrial standards against broader criteria including the City’s economic development goals.

II. POTENTIAL CODE UPDATES

The initial code analysis helped to identify six areas for potential code updates in line with the broader spirit of the efficiency measures and City long-term goals for residential developments. These code updates are being considered as a companion effort rather than quantifiable efficiencies, given that the map-based efficiency measures yielded sufficient residential capacity to fully address the City’s initial deficit. The City may choose to move forward with some, all or none of these code updates, based on feedback from the Planning Commission and City Council.

A. Lift maximum density in R-5 zone

Analysis: Recent code updates lifted the maximum density standard in the R-4, OR and C-3 zone (by reference); the previous maximum of 29 units per acre no longer applies and future development intensity is instead addressed through scale and dimensional standards. The R-5 zone retains a maximum density standard of 29 units per acre, which may have been overlooked in previous code updates. The purpose of the R-5 zone is specifically to support higher-density multifamily residential, compared to the mix of residential types permitted in the R-4 zone.

Update: *Lift the R-5 maximum density* of 29 units per acre for parity with the R-4 standards and to better support intended apartment development in the R-5 zone.

B. Add minimum densities in R-4, R-5 and OR zones

Analysis: The R-4, R-5 and OR zones all permit a range of housing types including apartments; maximum density was previously set at 29 units per acre but has recently been lifted in the R-4 and OR zones. There are no minimum densities in any of the zones. There has historically been a mix of housing types in the R-4 zone, such as in areas south of downtown. Recent development in the R-4 and OR zones has averaged closer to the permitted scale for single-family homes (5,000-SF minimum lot size or 8.7 units per acre) than to the allowed higher densities in the zones. More efficient use of land could be achieved by shifting future development patterns to higher densities and a broader mix of housing types including middle housing and apartments in these zones.

Update: *Introduce a minimum density for the R-4, R-5 and OR zones*, which could support a broader mix of housing types including middle housing and apartments that result in more efficient use of land at higher densities, given the ample opportunities for platted single-family homes in the R-1 to R-3 zones.

- Consider a minimum density between 12 to 20 units per acre, which is inclusive of a variety of housing types including duplexes on 5,000-SF lots, townhouses on 2,500-SF or smaller lots, and garden-style apartments, as well as some single-family homes as part of a mix of housing types in a larger development.
- Applicability of a new minimum density standard should focus on new development on larger sites, to avoid creating nonconforming uses on existing 5,000-SF lots developed with single-family homes. Consider how much new single-family detached development is desired in these zones, relative to middle housing and apartments, to calibrate the proposed minimum and the applicability threshold.

C. Balance setbacks and height for multifamily in R-4, R-5 zones

Analysis: Existing setbacks in R-4 and R-5 zones may limit feasibility of taller apartments buildings. While the zones allow a maximum height of 60 feet, buildings over 35 feet tall trigger additional setbacks at a minimum of 1 additional foot per 2 feet of height over 35 feet tall that increase the base minimum setbacks of 15 feet front, 6 feet side, and 20 feet rear. Additional setbacks may provide more separation between taller buildings and decrease shadowing of neighborhood properties, though the minimum setbacks already provide a significant amount of yard and buffer space. The additional setbacks could decrease the development benefits of building taller and to greater densities, and may indirectly establish a de facto maximum height of 35 feet.

Update: *Adjust setbacks to apply the base setbacks to buildings of any height* in the R-4 and R-5 zones and eliminate additional setbacks for buildings over 35 feet, which could make taller buildings up to the allowed 60-foot height limit more feasible and simplify application of standards. Note that there are additional factors, including those related to different construction types and costs associated with buildings over three stories, that will still influence preferred development types. Alternatively, the City could explore lowering the allowed height of buildings to better align with preferred development types that could be accommodated within the existing setbacks.

D. Adjust setbacks for multifamily in C-3 zone

Analysis: Apartments are permitted in the C-3 (commercial) zone subject to the development standards for the R-4 zone. While there are no minimum setbacks for commercial and mixed-use development in the C-3 aside from 20-foot rear and side setbacks adjacent to a residential zone, apartment development triggers the R-4 setbacks described above. These additional apartment setbacks may make apartments less feasible and be out of character for the development patterns in C-3.

Update: *Apply the C-3 setbacks to apartment development* in the C-3 zone to better support apartment development opportunities at a similar scale to commercial development, while retaining buffering from adjacent residential zones.

E. Reduce off-street parking requirements for multifamily

Analysis: Multifamily off-street parking minimums are set at 1.5 to 2 spaces per apartment (based on bedrooms), closer to the 2 spaces per unit requirement for single-family homes than the 1 space per unit for middle housing.

Update: *Reduce the multifamily parking minimum to 1 space per apartment.* Emerging best practices for parking regulations support requiring 1 (or fewer) spaces per apartment, with the understanding that there are multiple factors driving the parking ratio beyond City regulations. Developers must consider any parking requirements set as terms of financing, forecasted tenant parking demand that would make the apartments more desirable to rent, and/or site-specific factors like any on-street parking or transit availability (understood to be fairly limited in McMinnville). The proposed parking ratio for a given project will reflect all these factors, so lowering the City minimum requirement could establish a true minimum and avoid pushing overparking of sites beyond the site-specific need. Sites where developers choose to provide less parking than the current 1.5 to 2 space minimums, as supported by site conditions and forecasted tenant parking demand, could use site area more efficiently for additional apartments or open space in lieu of parking lots. For some sites, reducing parking minimums

could allow apartments to be built where current minimums—and the requisite site area to accommodate that much parking—are crowding out residential development potential.

F. Explore density bonus for Planned Developments

Analysis: The Planned Development (PD) process is widely used in McMinnville to approve new residential developments, and provides more flexibility to modify the base zone standards as part of a site concept developed to meet the Great Neighborhood Principles including incorporating community amenities such as common open space. Flexibility includes allowing a variety of lot sizes, provided that the average minimum lot size meets the base zone requirement. Density bonuses (or an allowed reduction to the average minimum lot size, to achieve the same end) are a common tool in PD standards, to create an incentive to use the PD standards rather than the subdivision standards and to recognize the additional site planning and design quality that can result from the additional PD criteria.

Update: *Consider introducing a density bonus for Planned Developments* tied to priority neighborhood design features that complement existing requirements, such as a greater mix of housing types, provision and improvements of common open space, incorporation of affordable or accessible housing types, enhanced architectural design, provision of alleys, integration of neighborhood commercial, or other features that further the Great Neighborhood Principles. The bonus could incentivize additional neighborhood features and increase residential efficiency by accommodating more homes within a well-designed neighborhood.



McMinnville Land Use Efficiency Measures

City Council

September 9, 2025



Why are we looking at Land Use Efficiency Measures?

2020 Urban Growth Boundary Expansion

Addressed prior residential land deficit for 2003-2023

Housing Capacity Analysis: 2021-2041

- Identified a deficit of 202 acres of land

State requires a city to address a residential land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

Economic Opportunities Analysis: 2021-2041

Identified a deficit of:

- 29 acres of industrial land
- 159 acres of commercial land

State allows a city to address an employment land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

What are Land Use Efficiency Measures?

- **A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs, both for residential land and for employment lands.**
- **Evaluating and implementing LUEMs is an opportunity to identify approaches to more efficiently use land within the existing city limits and UGB to meet identified needs, through changes to the land use code and policies, supporting the community's vision and values**

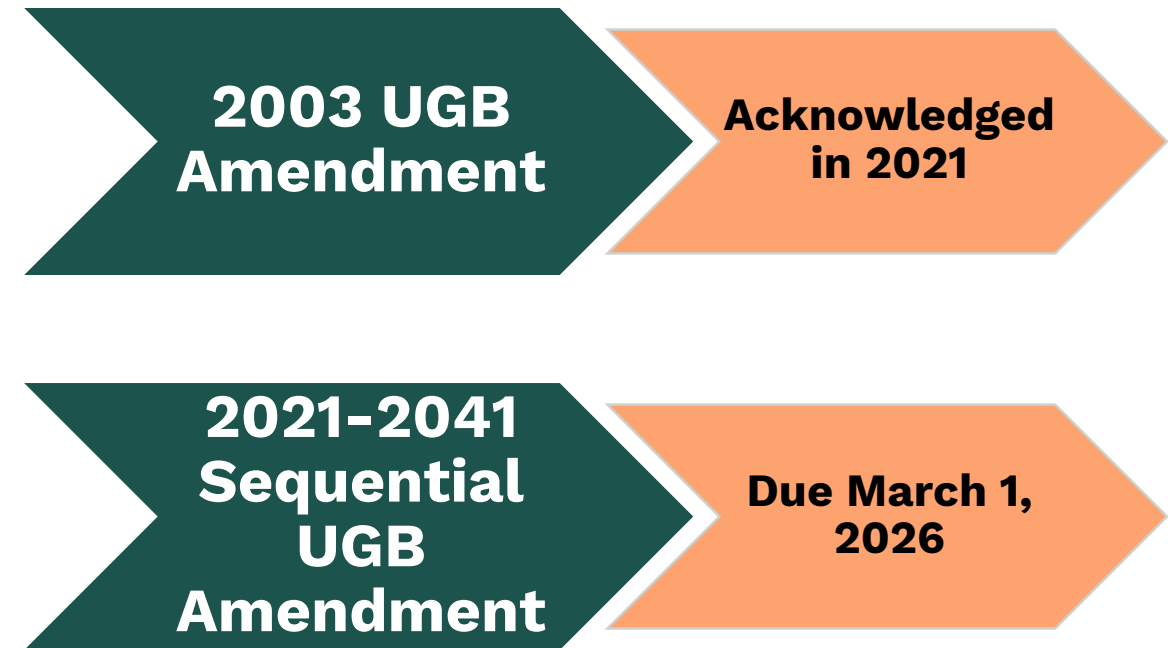
What are Land Use Efficiency Measures?

- **Examples of LUEMs include:**

- ◆ Identifying more land for residential uses in the Framework Plan
- ◆ Re-zoning or up-zoning land to meet identified land deficit
- ◆ Changes in zoning code to allow needed housing types or wider range of employment uses
 - ◇ Such as allowing accessory dwelling units and middle housing types in areas where single-unit housing is allowed, which the City has done
- ◆ Change in zoning code to allow more dense housing or increase densities
 - ◇ Such as allowing small lot subdivisions, which the City has done

Why are LUEMs Needed?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



How do LUEMS fit into the Current Process

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed
State requires that cities to address all residential land deficits
State allows cities to address employment land deficits

How do LUEMS fit into the Current Process

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

Type of Land	Need
Residential	-202 Acres
Industrial	-29 Acres
Commercial	-159 Acres
Public/ Institutional	+44 Acres (surplus)

State Requirements for LUEMs?

- **No specific strategies or minimum ‘efficiencies’ are required by state law**
 - ◆ Measures should reduce but do not need to fully meet the unmet land needs
 - ◆ Cities should adopt land use efficiencies that reflect their own growth and development principles
- **Opportunity for McMinnville to identify strategies that align with community priorities**
- **Many options are “good planning,” useful to advance other City goals**

Recent Land Use Planning Actions

- **December 8, 2020 - Ordinance No. 5098 adopting the McMinnville Growth Management and Urbanization Plan (MGMUP), and a UGB expansion with a Framework Plan for how that UGB land should develop to support the 2003 – 2023 planning horizon.**
- **February 27, 2024 – Ordinance No. 5141 adopting the McMinnville Urbanization Report (includes Housing Needs Analysis and Economic Opportunities Analysis) – identifying housing, employment and public land need for a planning horizon of 2021 – 2041.**
- **September 24, 2024 – Ordinance No. 5148 amended the public land need for the 2021 – 2041 planning horizon per DLCD remand.**
- **January 28, 2025 - Ordinance No. 5157 amended the MGMUP Framework Plan for the UGB UH land based on the reduced park land decision adopted in the 2024 Parks Plan Update**

Changes Needed to the Framework Plan

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 - 2041)	Surplus / Deficit in the 2021 UGB Expansion Areas
New Housing	392.90	595.00	(202.00)
Parks	254	127*	127.00
Public Schools	96.00	10.00	86.00
Private Schools	1.50	0.00	1.50
Religious	47.60	38.40	9.20
Government	0.90	15.5	(14.6)
Semi-Public Services	22.50	21.00	1.50
Infrastructure	2.60	0	2.60

*Amended per the policy decision to reduce park land per capita in the 2024 PROS Plan Update

** Reduced public land need per Ordinance No. 5148

Changes Needed to the Framework Plan

Current, amended January 2025 (Parks Lands Updated)							
Land Need	Acres	Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Residential							
R-5	36.00						
Parks							
Neighborhood Park	18.70						
Community Park	20.00						
Greenways/ Natural Areas	87.90						
Schools	43 – 33 = 10						
Commercial	39.3						
Industrial	Surplus						

McMinnville Urbanization Report (2024)

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

- **Started with re-examining planned uses of land in the Urban Holding zone from the 2020 UGB expansion**
 - ◆ Re-assign land from reduced park land need after PROS Plan adoption
 - ◆ Re-assign land from revised public or institutional land need after remand correction
 - ◆ Re-assign land from McMinnville School District revised land needs
- **Discussions with Linfield University**
 - ◆ Linfield is re-evaluating uses on their campus
- **Land that has been re-zoned since the Housing Needs Analysis was completed**

Summary of Residential LUEMs

- **The McMinnville HNA showed a deficit of 1,101 dwelling units or 202 acres of land**
- **LUEMs result in a new increase in 1,396 units of capacity**
- **Conclusion: McMinnville has enough land within its UGB to accommodate growth over the 2021-2041 period**

- **Industrial Land**
 - ◆ McMinnville's EOA showed a 29-acre land deficit
- **Land Use Efficiency Measures**
 - ◆ Changes in the McMinnville Airport Master Plan, adding 30 acres of land into the industrial land supply
 - ◆ McMinnville Landing (Innovation Campus) retains Industrial zoning, overlay will focus on uses with higher job generation to compensate for land used for Retail Center
- **Conclusion: McMinnville has enough industrial land to accommodate growth through 2041**

- **Commercial Land**

- ◆ McMinnville's EOA showed a 159-acre land deficit

- **Land Use Efficiency Measures**

- ◆ Linfield University identified their interest in putting 44 acres of C3 zoned land back on the buildable lands inventory. City is seeking a letter to that effect and will adopt a revised BLI.
- ◆ McMinnville Landing includes a 44-acre Retail Center component that will prioritize commercial uses, but will not show as designated commercial because implementing regulations will retain Industrial designation

- **Conclusion**

- ◆ Half of McMinnville's commercial land deficit will be accommodated through the LUEMs above
- ◆ McMinnville will want to consider opportunities to support infill and development in existing commercial areas

- **Proceed with the LUEMs as described for residential, industrial and commercial**
- **Re-visit commercial land need by conducting a new Economic Opportunities Analysis (EOA) when the City next develops a Housing Capacity Analysis (HCA) in 2032**

Actions to Implement the LUEMs

- Letter from Linfield
- Airport Master Plan adoption
- Framework Plan amendments
- *Getting additional direction from DLCD staff shortly to ensure all requirements are met*

Consistent with Staff's Recommendations

- **Proceed with the LUEMs as described for residential, industrial and commercial**
- **Re-visit commercial land need by conducting a new Economic Opportunities Analysis (EOA) when the City next develops a Housing Capacity Analysis (HCA) in 2032**



Companion Zoning Code Update Opportunities

McMinnville Code Analysis Process

1

Reviewed initial code analysis observations with PC/CC and PAC input to identify potential updates (February)

2

Analyzed efficiency impacts of potential code updates, alignment with City priorities (Spring)

3

Review potential code updates to support identified Efficiency Measures (Today)

**Next:
Comprehensive
code audit
relative to City
goals, develop-
ment outcomes,
and state
requirements
(Fall)**

- **Broad overview of residential zone uses, scale, dimensional, development and parking standards**
- **Opportunity to identify supporting code updates that align with overall City goals and proposed Efficiency Measures**
 - ◆ **No specific increase in residential capacity needed to meet residential land needs**
 - ◆ **So code updates a “bonus”**
- **Limited review of commercial/industrial land uses, no related code updates recommended at this time**

Summary of Residential Code Findings

- **Broad range of single-family, middle housing and apartment uses permitted across R-1 to R-5, OR and C-3 zones**
- **Minimum lot sizes in R-1 to R-4 zones are in line with density targets in HNA**
- **Maximum densities for apartments are being built (~30 units/acre)**
- **Development in R-1 to R-3 near maximum densities, but development in R-4, OR lower than allowed maximums**

- **Dimensional standards in R-4, OR, R-5, C-3 could be driving lower-scale projects: height, setbacks, density**
- **Parking minimums suited to single-family and middle housing, could be reviewed for multifamily**
- **Open space requirements for planned developments and multifamily complement public parks**
- **Planned development process widely used, provides more variety but not additional number of homes**

Potential Code Updates: R-5 Maximum Density

- Maximum density of 29 units per acre in R-4 (also applied to OR, C-3) was removed
- R-5 maximum density still set at 29 units per acre
- Update: Remove R-5 maximum density for parity and to align with R-5 intent to allow multifamily development

Potential Code Updates: Minimum Densities

- Historic densities in R-4 and OR zones has been closer to the permitted scale for single-family homes (~5,000 SF per home), compared to allowed density
- No minimum density in R-5 zone; has not been used
- Update: Set minimum density for R-4, OR, R-5 zones to support more middle housing, multifamily development
 - ◆ Consider a standard between 12-20 units per acre
 - ◆ Consider applying to larger scale developments, to avoid impacting existing permitted single-family homes in R-4, OR

- **Setbacks in R-4, R-5 may limit multifamily forms:**
 - ◆ Setbacks for buildings up to 35-ft tall: 15-ft front, 6-ft side and 20-ft rear; increased by 1 ft per 2 ft of height over 35 ft (60 ft max height)
- **Updates:**
 - ◆ Decrease or remove additional setbacks for taller buildings in R-4, R-5; and/or
 - ◆ Reduce allowed height to a scale compatible with existing base setbacks

Potential Code Updates: Setbacks

- **Setbacks in C-3 (downtown) are 0 ft for most commercial, with 20 ft required adjacent to residential**
- **But apartment development in C-3 are required to meet R-4 setbacks**
- **Update: Apply C-3 setbacks rather than R-4 setbacks for apartments**

Potential Code Updates: Multifamily Parking

- **Current parking minimums of 1.5-2 spaces/unit for multifamily, compared to 1 space/unit for middle housing**
- **Demand for parking driven by developers, residents**
- **Update: Reduce minimum parking requirement for multifamily to 1 space/unit**

Potential Code Updates: PD Density Bonus

- **Planned developments allow for variety of lot sizes, mix of housing types, but must meet density of underlying zone**
- **PDs must implement Great Neighborhood Principles, including 15% open space and other amenities**
- **Update: Explore density bonus with additional community amenities, mix of housing types, other?**
 - ◆ **What additional community features are desired that would support greater density in line with Great Neighborhood Principles?**

Staff Recommendation on Code Revisions

- **Continue to work with JET Consulting under approved contract to complete additional code audit and analysis work**
- **Do not pursue code amendments are a part of the Land Use Efficiencies Measures work (due March 2026), but pursue the amendments with additional changes to the Zoning Ordinance at a future date**

Consistent with Staff's Recommendation

- **Continue to work with JET Consulting under approved contract to complete additional code audit and analysis work**
- **Do not pursue code amendments as a part of the Land Use Efficiencies Measures work (due March 2026), but pursue the amendments with additional changes to the Zoning Ordinance at a future date**

- **Continue working towards March 1, 2026 deadline for sequential UGB amendment**

Task	Dates	Description
1. City Council Work Session	September 9 th	Seeking support to <u>not</u> pursue UGB amendment to meet Commercial land needs
2. Draft LUEM Addendum prepared	Late October	ECONorthwest to have the LUEM Addendum substantially complete
3. Adoption of necessary LUEMs Actions	November-December	Amendments to Framework Plan, Airport Master Plan
4. Local Adoption of LUEMs (Addendum)	January-February	Following Periodic Review Procedures (including noticing requirements)
5. All Work Program Deliverables Submitted to DLCD	March 1, 2026	Per final approved Work Program

CITY OF McMinnville
MINUTES OF CITY COUNCIL WORK SESSION
Held via Zoom Video Conference and at the
Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, September 09, 2025 at 5:30 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	Zack Geary
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin (via Zoom), City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Community Development Director Heather Richards, Associate Housing Planner Evan Hietpas, Chief of Police Cord Wood, Public Works Director Geoff Hunsaker, Human Resources Director Vicki Hedges, Information Technology Director Scott Burke, Finance Director Katie Henry (via Zoom), Planning Manager David Berniker (via Zoom), and *members of the News Media – Kyle Dauterman McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 5:30 p.m. and welcomed all in attendance.
2. WORK SESSION: LAND USE EFFICIENCIES (WORK TASK 2 OF SEQUENTIAL UGB WORK PLAN) – LOCAL DOCKET #G 3-24:

Community Development Director Heather Richards and Associate Housing Planner Evan Hietpas introduced the topic, noting this was the second City Council work session related to land use efficiencies for the 2021-2041 horizon growth planning work. Ms. Richards explained that the total work plan is due to the State Department of Land Conservation and Development (DLCD) by March 2026. and introduced consultants Beth Goodman, Project Director & Senior Policy Advisor of ECONorthwest and Elizabeth Decker, Principal planning consultant of JET Planning.

Ms. Goodman shared a PowerPoint presentation and presented on land use efficiency measures to address identified land deficits from previous analyses. She explained that land use efficiency measures are policies or actions that change comprehensive plans or land use regulations to quantifiably reduce land needs. Noting the city's current efforts.

Several councilors expressed concerns about the commercial land deficit timeline. After discussion, the Council directed staff to investigate whether they could pursue an Urban Growth Boundaries (UGB) amendment for commercial land needs after the March 1, 2026 deadline using the current analysis data, and report back to Council.

Ms. Decker shared a PowerPoint presentation and presented a code audit that identified potential code updates aimed at improving land use efficiency. She presented several potential amendments, including removing maximum density restrictions in certain zones, introducing minimum densities in higher-density areas, adjusting setbacks and height standards, and reducing parking requirements for multifamily developments. The staff's recommendation was to continue working with JET Planning on a more comprehensive code audit scheduled for fall, with the understanding that these proposed amendments will not be pursued as part of the land use efficiency measures work and the next steps involving adopting land use efficiency measures, amending the framework plan, and updating the airport master plan, with a package expected by November-December

3. ADJOURNMENT: Mayor Morris adjourned the meeting at 6:50 p.m.

s/s Claudia Cisneros
Claudia Cisneros, City Recorder

CITY OF McMinnville
MINUTES OF CITY COUNCIL MEETING
Held via Zoom Video Conference and at the
Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, September 09, 2025, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary (via Zoom)	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were Interim City Manager Adam Garvin (via Zoom), City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Community Development Director Heather Richards, Chief of Police Cord Wood, Public Works Director Geoff Hunsaker, Human Resources Director Vicki Hedges, Information Technology Director Scott Burke, Finance Director Katie Henry (via Zoom), Municipal Court Judge Poole (via Zoom), and *members of the News Media – Kyle Dauterman McMinnville Community Media.*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 7:00 p.m. and welcomed all in attendance.
2. PLEDGE OF ALLEGIANCE

David Ligtenberg City Attorney, led the Pledge of Allegiance.
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT:
Mayor Morris invited the public to comment.

There was none.
4. PRESENTATION
- 4.a. McMinnville Water & Light Update Presentation – General Manager John Dietz

General Manager John Dietz shared a PowerPoint presentation noting some key projects they've been working on such as: regional water discussions, their new facility project, and the annual watershed tours.

4.b. Municipal Court Annual Presentation – Judge Arnold Poole

Municipal Court Judge Arnold Poole provided an annual update regarding some staffing challenges, discussed jail arraignments, the municipal court's partnership with Yamhill County Behavioral Health, and provided the challenges with trial scheduling.

Councilor Payne and Councilor Chenoweth expressed interest in learning the cost of adding another court day per month. Interim City Manager Garvin and Finance Director Henry committed to gathering that information and reporting back to the Council.

5. ADVICE/ INFORMATION ITEMS

5.b. Department Head Reports

Human Resources Director Vicki Hedges reported working on employee performance management and training opportunities with succession planning.

Public Works Director Geoff Hunsaker stated the Facilities staff are getting quotes to replace the dais laminate and working to optimize the HVAC system temperature. The Street maintenance crew completed 110 tons of asphalt paving and placed 13,000 pounds of mastic. There was a reported small sinkhole at Michelbook and 18th that requires some repair. Paving work on Cypress is scheduled for next week. The safety audit for the Cypress and Old Sheridan intersection has completed its analysis and is working on short-term, medium-term, and long-term solutions.

Information Systems Director Scott Burke announced a planned email slowdown on Thursday evening from 5-9 PM for system changes and noted that computers were ready for councilors who needed them.

City Recorder Claudia Cisneros noted she would amend the packet to include a letter from Loretta Johnson and reminded Council that the joint meeting with MW&L had been postponed to February 2026, but the special executive session would still occur at 6 PM next week.

Chief of Police Cord Wood said is working on the implementation of a new Records Management System, is working with IS on a system to manage incidents. Implemented a new challenge coin award program to recognize good work, Officer Kendall Johnson received the first award for his work on a graffiti abatement partnership with local businesses

Community Development Director Heather Richards reminded everyone about the Southwest Area Plan community design workshop on Saturday from 10 AM to noon. She provided an update on a code enforcement case mentioned in the meeting packet and noted they were working with the

property owner to clean up the site before potential city abatement on the 22nd. She also mentioned plans to formalize planning division structure and development processes in the Community Development Center

City Attorney David Ligtenberg noted announced this would be his last public meeting for about six weeks. Tyler from Haugeberg, Rueter, and Gowell will cover the next three meetings. A temporary remote staff member, Natalie Scribner, will have access to his email and calendar to help route questions and communications.

Finance Director Katie Henry reported the Municipal court software implementation is underway with weekly meetings, the Finance staff is focusing on audit preparation, and plans to review and centralize financial policies before next year's budget process.

Interim City Manager Adam Garvin noted the Goal-setting follow-up with an addendum will be coming in October, is working with community stakeholders on holiday tree lighting, is coordinating with Public Works on foliage removal near stop signs and HVAC issues, and has begun working on engagement with stakeholders and community partners.

5.a.

Reports from Councilors on Committee & Board Assignments

Councilor Geary stated MURAC received updates on the Northwest River site developer negotiations and the Downtown Master Plan.

Councilor Tucholsky reported that the Airport Commission met on September 2nd. John Paskell, former Salem Willamette Valley airport director, has started as the new airport manager. The Commission reviewed and approved revised airport fee schedules. He reminded everyone about the Canadian Snowbirds air show from September 26-28. Former Airport Manager Willy Williamson has retired for the fifth time.

Councilor Jessica Payne thanked Adam and Vicki for a productive goal-setting session and LPSCC will meet on the 24th.

Mayor Morris also thanked Adam, David, Vicki, and Claudia and the Councilors for their work on goal setting.

Council President Peralta announced several upcoming events: Linfield president's home gathering on September 10th, League of Oregon Cities conference on October 2nd-3rd, Mid-Willamette Valley Council of Governments Planners Collaborative Quarterly meeting on September 18th, and a COG legislative gathering on September 29th at the Chemeketa Agricultural Hub. He also mentioned that McRae Carmichael has been named interim executive director of the Council of Governments.

Councilor Chenoweth echoed appreciation for the productive planning session and reminded everyone about the Southwest Area Plan Community Design Workshop on Saturday from 10 AM to noon.

Councilor Cunningham mentioned upcoming Historic Landmarks Committee interviews tomorrow morning and MCM11 will be meeting this Thursday.

6.

CONSENT AGENDA

- a. Consider the Draft Minutes of the August 12, 2025 City Council Work Session & Regular Meeting.
- b. Consider the request from Stardance Winery LLC for Winery – Non consumption, OLCC Liquor License located at 1421 NE Alpha Drive.
- c. ~~Consider the request from Stir Crazy Cocktails for Full on premises, commercial, OLCC Liquor License located at 600 North Highway 99W.~~

Mayor Morris noted the amended minutes provided and that item 6c regarding Stir Crazy Cocktails had been removed.

Councilor Chenoweth MOVED to adopt the consent agenda as amended; SECONDED by Councilor Cunningham

AYE: Councilors Cunningham, Tucholsky, Chenoweth, Geary, Peralta
NAY: NONE

*The amended consent agenda has **PASSED** unanimously by a vote of 6-0.*

Mayor Morris stated the City Council will be going into the conference room for closed-to-the-public two executive sessions the **FIRST** pursuant to: ORS 192.660(2)(d) To conduct deliberations with person designated by the governing body to carry on labor negotiations. The **SECOND** pursuant to ORS 192.660(2)(e) To conduct deliberations with persons designated by the governing body to negotiate real property transactions.

Mayor Morris asked if any Councilor needed to declare an actual or potential conflict of interest or recuse themselves regarding any of these executive sessions for the record.

Mayor Morris stated had a potential conflict regarding executive session ORS 192.660(2)(e) and choosing to recuse herself for that one.

Councilor Tucholsky stated had a potential conflict regarding executive session ORS 192.660(2)(d) but will be participating.

7.

ADJOURNMENT: Mayor Morris adjourned the meeting at 8:04 p.m.

s/s Claudia Cisneros
Claudia Cisneros, City Recorder

Planning Commission
Thursday, August 7, 2025
6:30 PM Regular Meeting

HYBRID Meeting

IN PERSON – McMinnville Civic Hall, 200 NE Second Street, or ZOOM Online Meeting

Please note that this is a hybrid meeting that you can join in person at 200 NE Second Street or online via Zoom

ZOOM Meeting: You may join online via the following link:

<https://mcminnvilleoregon.zoom.us/j/89147712153?pwd=yp9Mil0GMn4seKMxhOdYd7cQhMune1.1>

Meeting ID: 891 4771 2153

Meeting Password: 562233

Public Participation:

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

Public Hearing: To participate in the public hearings, please choose one of the following.

- 1) **Written testimony in advance of the meeting** – Email written testimony at any time up to 12 p.m. the day before the meeting to heather.richards@mcminnvilleoregon.gov, that email will be provided to the planning commissioners, lead planning staff and entered into the record at the meeting.
- 2) **In person at the meeting** – Sign up in advance to provide testimony at the meeting by emailing heather.richards@mcminnvilleoregon.gov, or sign up at the meeting by filling out a testimony form found at the entry to the hearing chambers.
- 3) **By ZOOM at the meeting** - Join the zoom meeting and send a chat directly to Planning Director, Heather Richards, to request to speak indicating which public hearing, and/or use the raise hand feature in zoom to request to speak once called upon by the Planning Commission chairperson. Once your turn is up, we will announce your name and unmute your mic.
- 4) **By telephone at the meeting** – If appearing via telephone only please sign up prior to the meeting by emailing the Planning Director, Heather.Richards@mcminnvilleoregon.gov as the chat function is not available when calling in zoom.

----- MEETING AGENDA ON NEXT PAGE -----

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. You may also request a copy from the Planning Department.

Commission Members	Agenda Items
Sidonie Winfield, Chair Elena Mudrak, Vice Chair Brian Everest Rachel Flores Matt Jones Sylla McClellan Meg Murray Brian Randall Beth Rankin	6:30 PM – REGULAR MEETING 1. Call to Order 2. Citizen Comments 3. Minutes: a. December 19, 2024, <i>(Exhibit 1)</i> b. February 20, 2025, <i>(Exhibit 2)</i> 4. Work Session: Land Use Efficiency Measures – <i>(Exhibit 3)</i> 5. Commissioner Comments 6. Staff Comments 7. Adjournment

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. You may also request a copy from the Planning Department.

EXHIBIT 1 – STAFF REPORT

DATE: August 7, 2025
TO: Planning Commission Members
FROM: Evan Hietpas, Associate Housing Planner
SUBJECT: Land Use Efficiencies/ Work Task 2 of Sequential UGB Work Plan – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVE/S:

- Collaborate to improve the financial feasibility of diverse housing development opportunities
- Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief:

This is the second Planning Commission work session for the Land Use Efficiencies work associated with the 2021 – 2041 growth planning work, (Work Task 2 of the Sequential UGB Work Plan). The previous Planning Commission/City Council work session was held on February 11, 2025. In February, the Planning Commission and City Council reviewed *potential* land use efficiency measures. At this meeting, the Planning Commission will focus on reviewing *proposed* land use efficiency measures for residential, industrial, and commercial lands.

A Project Advisory Committee (PAC) that was established to work with staff and the consultant team on the due diligence necessary for this work held a similar meeting on July 23, 2025. Note that the PAC is advisory to staff, and staff is bringing this work to you for discussion.

Land Use Efficiency Measures: A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs. This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, November 2023, for the planning horizon of 2021 - 2041 (HNA) (Attachment 2), as well as the unmet commercial and

industrial land need identified in McMinnville's Economic Opportunity Analysis, November 2023, for the planning horizon of 2021 – 2041 (EOA) (Attachment 3) (Both locally adopted in 2024).

The City contracted with ECONorthwest (Beth Goodman) and JET Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work. At this meeting, Beth Goodman and Elizabeth Decker will lead a presentation to outline the proposed land use efficiency measures for consideration and discussion, as well as the results of the Title 17: Zoning Ordinance code audit.

Background:

Local Context

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for housing development.

McMinnville started its growth planning for the planning horizon of 2003 – 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 – 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the State asked McMinnville to start another growth planning effort in 2021 focusing on a planning horizon of 2021 – 2041.

Oregon growth planning consists of three (3) basic tasks:

1. "Conduct Needs/Opportunities Analysis" - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. **"Land Use Efficiencies"** - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. *"Amend Urban Growth Boundary (UGB), if needed" - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.*

Typically this work is conducted and submitted to the state for acknowledgment all as one package. However, per statute the City of McMinnville had to provide its updated Housing Needs Analysis to the DLCD by December 31, 2023. Knowing that the City could not complete all three tasks within the timeframe provided, the City applied to enter into an approved Sequential UGB work plan allowing the City to submit each task individually and thus meet the deadline for the Housing Needs Analysis by December 31, 2023 with the opportunity to submit the Land Use Efficiencies and UGB Amendment (if necessary) by March 1, 2026. This was approved with Task 1 being the Housing Needs Analysis and Task 2 of the work plan being the Land Use Efficiency Measures and the UGB Amendment (if necessary).

The City submitted the work for Task 1 (HNA and EOA) of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected.

- Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision.
- The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

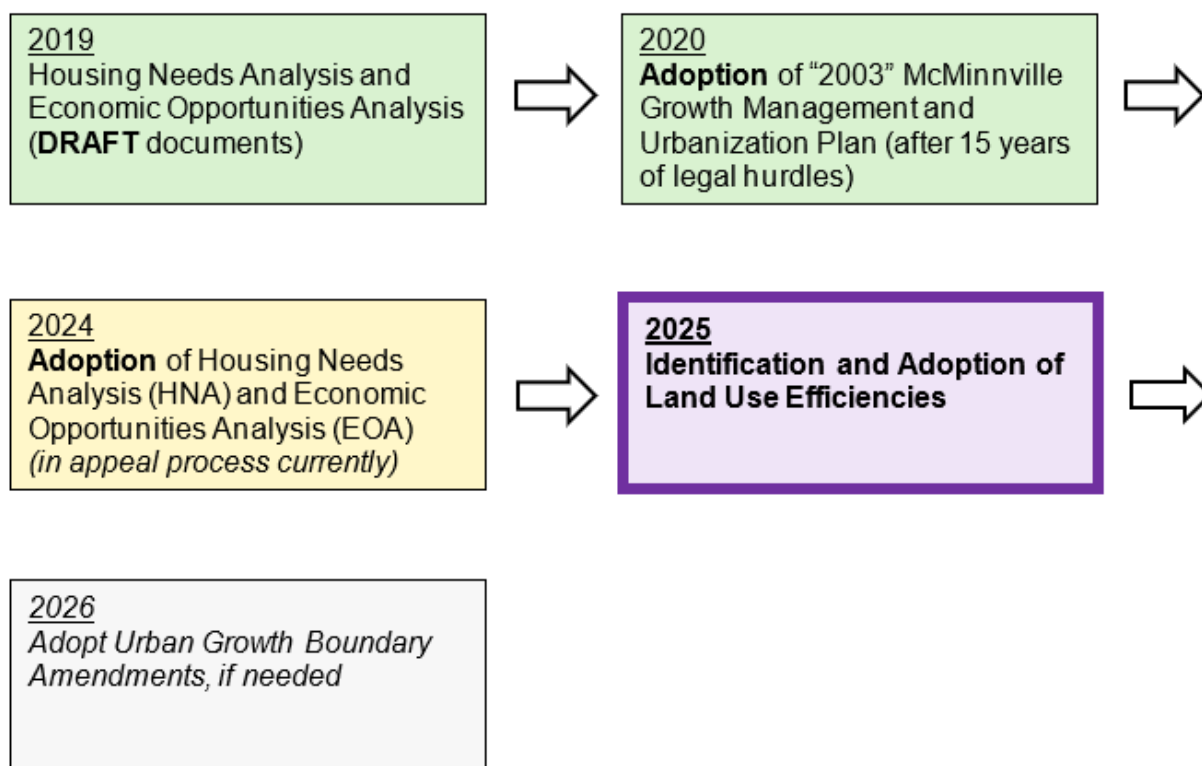
Sequential UGB Work Plan Process Outline and Deadlines

Although the HNA and EOA have not been formally recognized yet, due to appeals, the State has given the City of McMinnville guidance to continue into "**Task 2**" of the Sequential UGB Work Plan, which is the identification of Land Use Efficiency Measures and a UGB amendment, if necessary.

(Task 2a: Land Use Efficiencies) – To be completed by October 2025.

(Task 2b: Amend UGB, if needed) – Whole task of work due by March 1, 2026.

Growth Planning Process Flowchart



Discussion:

Land Needs

The City of McMinnville is completing a sequential UGB amendment process to evaluate whether additional land is needed to accommodate the next 20 years of forecasted growth for the planning horizon of 2021 - 2041. **Work Task 1** showed **land deficits** for all three categories of residential, employment/industrial, and commercial land. (Residential – 202 acres, Industrial – 29 acres, Commercial – 159 acres)

Work Task 2a focuses on identifying land use efficiency measures that would allow existing land to be used more efficiently to reduce the identified land deficits, prior to considering whether to amending the UGB. Efficiency measures can include a variety of **regulatory changes**, particularly **map changes** to rezone or redesignate land and **code amendments** to revise development regulations.

Cities can determine which land use efficiencies to enact based on local values and principles of the community. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

It is worth noting that cities are only **required** to demonstrate that Residential land needs are met and are given the option to meet needs for Industrial and Commercial lands.

- Proposed Land Use Efficiencies (to be covered in greater detail by EConorthwest)
 - City's updated Parks Recreation and Open Space (PROS) Plan reduced "level of service of park acreage per capita" resulting in 127 acres of surplus park land in the Urban Holding comprehensive plan designation (UH) to be re-assigned for other growth needs in the planning horizon of 2021 – 2041.
 - State's review of Public and Institutional Land Analysis resulted in a remand and revaluation of the land need leading to 44 acres of surplus "Public" land for the 2021 – 2041 planning horizon.
 - McMinnville School District reduced land needs for the planning horizon of 2021 – 2041.
 - Linfield University Master Planning effort leading to placing commercially and residentially zoned land on the buildable lands inventory.
 - Three Mile Lane Area Plan/McMinnville Landing identifying a 44 acre retail center and a goal of higher density employment per acre on the remaining 150 acres of industrial land.
 - Airport Master Plan updated leading to the identification of 30 acres of buildable land on the airport that can be designated for industrial uses.
 - Various Zoning Changes that have taken place in the past few years

Concurrent spatial analysis of mapping changes led by EConorthwest concluded that the above identified recently adopted and near-term map changes can fully meet the City's identified residential and industrial land deficits, and can partially meet the City's commercial land deficit, as shown below. Again, the findings from this work will be covered in the EConorthwest presentation.

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

Code Audit/ Code Amendments

JET Planning undertook a review of the City's Zoning Code (Title 17) to identify key provisions that affect development efficiency, and potential updates to those provisions that could improve land use efficiencies. Because the identified residential land deficit is fully met, the focus for potential code updates is on supportive code changes that enhance residential development standards in line with the City's adopted long-range goals for residential neighborhoods, rather than on specific code changes that could produce quantifiable increases in residential capacity.

A technical memo (**Attachment 1**) has been prepared by Elizabeth Decker outlining the **Initial Code Analysis** and **Potential Code Updates**. The findings will also be covered in the presentation.

Planning Commission feedback on the potential code updates will help to inform the extent and specifics of code updates developed to support the efficiency measures. **Adoption of preferred code amendments can move forward independently of the sequential UGB amendment process and deadlines (due March 1, 2026) because the code updates are not specifically needed to demonstrate adequate land capacity.**

Consultants and staff will develop a package of code updates to bring to PC and CC for consideration based on your initial feedback; updates may focus on the items discussed here or may be combined with additional strategies identified through the comprehensive code analysis to be completed later this year.

Recommendation to City Staff from the Project Advisory Committee (PAC)

On July 23, 2025, the PAC recommended to City staff to move forward with the proposed land use efficiencies, as presented. The PAC recommended that no Urban Growth Boundary (UGB) amendment should be pursued for the Commercial land deficit. However, the PAC recommends re-evaluating Commercial land needs again at the time of the City's next Housing Capacity Analysis (HCA), which would take place around 2030-2031. The purpose of re-evaluating Commercial land needs is to be responsive to residential development that may occur within the next six (6) years.

The PAC also recommended to City staff that they were in support of the proposed code amendments presented by JET Consulting.

Attachments and Helpful Links:

1. Code Audit Technical Memo, prepared by JET Consulting
2. McMinnville [Housing Needs Analysis](#) (HNA)¹ (available on City's website)
3. McMinnville [Economic Opportunities Analysis](#) (EOA)² (available on City's website)
4. [McMinnville Growth Management and Urbanization Plan \(MGMUP\) 2003 Urban Growth Boundary \(UGB\) Remand project webpage](#)³

Recommendation:

This is a work session, so no action is necessary but staff seeks direction on the proposed land use efficiency measures and code audit per the following:

Land Use Efficiencies:

- Adopt the proposed land use efficiencies to fully meet the residential and industrial land needs, and partially meet commercial land needs.
- Do not pursue a UGB amendment process for the unmet Commercial land needs. If this recommendation was followed, the City would not need to complete "Task 3" of the Sequential UGB Work Plan process – alternatives land analysis for a UGB amendment.

Code Audit/Amendments:

- Do not adopt the code amendments as a part of the Sequential UGB Work Plan Process.
- Work with JET Consulting to complete the code audit and develop a package of code amendments for the code updates identified in **Attachment 1** to this staff report as a part of a broader effort.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf

³ <https://www.mcminnvilleoregon.gov/cd/page/mgmup-2003-ugb-remand-project>



MEMO

DATE: July 28, 2025
TO: City of McMinnville Planning Commission
CC: Heather Richards, David Berniker and Evan Hietpas, City of McMinnville
FROM: Elizabeth Decker, JET Planning
SUBJECT: Code Update Opportunities Related to Land Use Efficiency Measures

I. INITIAL CODE ANALYSIS

Residential: Initial code analysis completed earlier this year specifically focused on provisions that affect the development capacity of existing residential sites in order to identify potential code changes that could serve as efficiency measures. The code analysis included a broad overview of standards applicable in residential zones that most directly affect the type and number of homes that can be built on a given site:

- Allowed uses
- Dimension standards and scale of allowed development
- Development and design standards; and
- Parking requirements.

There are several aspects of the City's residential zoning standards that already appear to be in line with existing City goals for residential development, as embodied in the Great Neighborhood Principles, and that can support efficient use of land. Observations include:

- **Residential uses** are permitted in a large number of zones, including all residential zones (R-1 to R-5), the Office Residential (OR) zone, and in commercial zones (C-3). There is a broad range of housing types permitted including single-family, middle housing and apartment types.
- There is a **range of density permitted** across the residential and commercial zones, primarily regulated by minimum lot sizes. Minimum lot sizes are highest—and density lowest—in the R-1 zone, with smaller minimum lot sizes and higher density increasing

up to the R-5 zone. The R-5 zone has not yet been applied to any parcels in McMinnville but is planned in several Area Plans for future development in the UGB.

- The **minimum lot sizes** in the R-1 to R-4 zones are in line with the adopted density targets in the 2023 *Housing Needs Analysis*. Recent development in the R-1 to R-3 zones has averaged close to the allowed maximum density. Average development densities in the R-4 and OR zones have been higher than the other residential zones, but have been significantly lower than the allowed maximum density, likely due to a mix of housing types from single-family homes to apartments. The highest-density apartments have been developed in the C-3 zone, though similar scale projects are also permitted in the R-4, R-5 and OR zones.
- Dimensional standards for **lot sizes, setbacks and height** in the R-1 to R-3 zones appear well scaled to the desired development types, primarily single-family homes and middle housing. Dimensional standards in the R-4, OR, R-5 and C-3 permit taller buildings to support apartment development, but setbacks and maximum densities may limit ability to build to the allowed heights.
- **Off-street parking** minimums for single-family homes (2 spaces per home) and middle housing (1 space per home) are in line with typical development patterns and state requirements. Parking minimums for apartments are set at 1.5-2 spaces per home, which are higher than some state benchmarks and can impact feasibility of higher-density development by requiring a large percentage of the site to be developed for parking rather than homes.
- **Open space** requirements are applied to both multifamily developments and for planned developments, requiring 15% of sites to be used for open space. While that is land that may not be available for residential development, it supports the quality of life for future residents and complements the City's public park system.
- Recent platted residential development has primarily come forward through the **Planned Development (PD) process** rather than the subdivision process, though both options are available through code. The existing subdivision standards offer a less discretionary development opportunity for proposals that align with the base zone standards, whereas the PD process offers a more flexible development option to vary existing standards through a discretionary review process. Notably, the PD process allows for a variety of lot sizes and housing types, provided the average minimum lot size and density meet the base zone requirement. The PD approval criteria require proposals to implement the Great Neighborhood Principles, which can be discretionary, whereas the existing subdivision criteria include more objective standards that may not fully address all of the Principles.

In addition to these initial impressions, a comprehensive code audit will be completed later this year to more fully evaluate residential development standards relative to City goals, state requirements, and recent development outcomes.

Commercial/industrial: Code analysis included limited review of commercial and industrial standards, primarily focused on the types of uses allowed as correlated to intensity of development and job generation on given sites. Dimensional, development and design standards are more difficult to correlate with commercial and industrial development outcomes due in part to the absence of a standard measurement of development ‘efficiency’ akin to residential density. No specific efficiency-related code updates were identified through the code analysis or recommended at this time. Future efforts could include a more comprehensive analysis of commercial and industrial standards against broader criteria including the City’s economic development goals.

II. POTENTIAL CODE UPDATES

The initial code analysis helped to identify six areas for potential code updates in line with the broader spirit of the efficiency measures and City long-term goals for residential developments. These code updates are being considered as a companion effort rather than quantifiable efficiencies, given that the map-based efficiency measures yielded sufficient residential capacity to fully address the City’s initial deficit. The City may choose to move forward with some, all or none of these code updates, based on feedback from the Planning Commission and City Council.

A. Lift maximum density in R-5 zone

Analysis: Recent code updates lifted the maximum density standard in the R-4, OR and C-3 zone (by reference); the previous maximum of 29 units per acre no longer applies and future development intensity is instead addressed through scale and dimensional standards. The R-5 zone retains a maximum density standard of 29 units per acre, which may have been overlooked in previous code updates. The purpose of the R-5 zone is specifically to support higher-density multifamily residential, compared to the mix of residential types permitted in the R-4 zone.

Update: *Lift the R-5 maximum density* of 29 units per acre for parity with the R-4 standards and to better support intended apartment development in the R-5 zone.

B. Add minimum densities in R-4, R-5 and OR zones

Analysis: The R-4, R-5 and OR zones all permit a range of housing types including apartments; maximum density was previously set at 29 units per acre but has recently been lifted in the R-4 and OR zones. There are no minimum densities in any of the zones. There has historically been a mix of housing types in the R-4 zone, such as in areas south of downtown. Recent development in the R-4 and OR zones has averaged closer to the permitted scale for single-family homes (5,000-SF minimum lot size or 8.7 units per acre) than to the allowed higher densities in the zones. More efficient use of land could be achieved by shifting future development patterns to higher densities and a broader mix of housing types including middle housing and apartments in these zones.

Update: *Introduce a minimum density for the R-4, R-5 and OR zones*, which could support a broader mix of housing types including middle housing and apartments that result in more efficient use of land at higher densities, given the ample opportunities for platted single-family homes in the R-1 to R-3 zones.

- Consider a minimum density between 12 to 20 units per acre, which is inclusive of a variety of housing types including duplexes on 5,000-SF lots, townhouses on 2,500-SF or smaller lots, and garden-style apartments, as well as some single-family homes as part of a mix of housing types in a larger development.
- Applicability of a new minimum density standard should focus on new development on larger sites, to avoid creating nonconforming uses on existing 5,000-SF lots developed with single-family homes. Consider how much new single-family detached development is desired in these zones, relative to middle housing and apartments, to calibrate the proposed minimum and the applicability threshold.

C. Balance setbacks and height for multifamily in R-4, R-5 zones

Analysis: Existing setbacks in R-4 and R-5 zones may limit feasibility of taller apartments buildings. While the zones allow a maximum height of 60 feet, buildings over 35 feet tall trigger additional setbacks at a minimum of 1 additional foot per 2 feet of height over 35 feet tall that increase the base minimum setbacks of 15 feet front, 6 feet side, and 20 feet rear. Additional setbacks may provide more separation between taller buildings and decrease shadowing of neighborhood properties, though the minimum setbacks already provide a significant amount of yard and buffer space. The additional setbacks could decrease the development benefits of building taller and to greater densities, and may indirectly establish a de facto maximum height of 35 feet.

Update: *Adjust setbacks to apply the base setbacks to buildings of any height* in the R-4 and R-5 zones and eliminate additional setbacks for buildings over 35 feet, which could make taller buildings up to the allowed 60-foot height limit more feasible and simplify application of standards. Note that there are additional factors, including those related to different construction types and costs associated with buildings over three stories, that will still influence preferred development types. Alternatively, the City could explore lowering the allowed height of buildings to better align with preferred development types that could be accommodated within the existing setbacks.

D. Adjust setbacks for multifamily in C-3 zone

Analysis: Apartments are permitted in the C-3 (commercial) zone subject to the development standards for the R-4 zone. While there are no minimum setbacks for commercial and mixed-use development in the C-3 aside from 20-foot rear and side setbacks adjacent to a residential zone, apartment development triggers the R-4 setbacks described above. These additional apartment setbacks may make apartments less feasible and be out of character for the development patterns in C-3.

Update: *Apply the C-3 setbacks to apartment development* in the C-3 zone to better support apartment development opportunities at a similar scale to commercial development, while retaining buffering from adjacent residential zones.

E. Reduce off-street parking requirements for multifamily

Analysis: Multifamily off-street parking minimums are set at 1.5 to 2 spaces per apartment (based on bedrooms), closer to the 2 spaces per unit requirement for single-family homes than the 1 space per unit for middle housing.

Update: *Reduce the multifamily parking minimum to 1 space per apartment.* Emerging best practices for parking regulations support requiring 1 (or fewer) spaces per apartment, with the understanding that there are multiple factors driving the parking ratio beyond City regulations. Developers must consider any parking requirements set as terms of financing, forecasted tenant parking demand that would make the apartments more desirable to rent, and/or site-specific factors like any on-street parking or transit availability (understood to be fairly limited in McMinnville). The proposed parking ratio for a given project will reflect all these factors, so lowering the City minimum requirement could establish a true minimum and avoid pushing overparking of sites beyond the site-specific need. Sites where developers choose to provide less parking than the current 1.5 to 2 space minimums, as supported by site conditions and forecasted tenant parking demand, could use site area more efficiently for additional apartments or open space in lieu of parking lots. For some sites, reducing parking minimums

could allow apartments to be built where current minimums—and the requisite site area to accommodate that much parking—are crowding out residential development potential.

F. Explore density bonus for Planned Developments

Analysis: The Planned Development (PD) process is widely used in McMinnville to approve new residential developments, and provides more flexibility to modify the base zone standards as part of a site concept developed to meet the Great Neighborhood Principles including incorporating community amenities such as common open space. Flexibility includes allowing a variety of lot sizes, provided that the average minimum lot size meets the base zone requirement. Density bonuses (or an allowed reduction to the average minimum lot size, to achieve the same end) are a common tool in PD standards, to create an incentive to use the PD standards rather than the subdivision standards and to recognize the additional site planning and design quality that can result from the additional PD criteria.

Update: *Consider introducing a density bonus for Planned Developments* tied to priority neighborhood design features that complement existing requirements, such as a greater mix of housing types, provision and improvements of common open space, incorporation of affordable or accessible housing types, enhanced architectural design, provision of alleys, integration of neighborhood commercial, or other features that further the Great Neighborhood Principles. The bonus could incentivize additional neighborhood features and increase residential efficiency by accommodating more homes within a well-designed neighborhood.



McMinnville Land Use Efficiency Measures

Planning Commission

August 7, 2025



Why are we looking at Land Use Efficiency Measures?

2020 Urban Growth Boundary Expansion
Addressed prior residential land deficit for 2003-2023

Housing Capacity Analysis: 2021-2041

- Identified a deficit of 202 acres of land

State requires a city to address a residential land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

Economic Opportunities Analysis: 2021-2041

Identified a deficit of:

- 29 acres of industrial land
- 159 acres of commercial land

State allows a city to address an employment land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

What are Land Use Efficiency Measures?

- **A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs, both for residential land and for employment lands.**
- **Evaluating and implementing LUEMs is an opportunity to identify approaches to more efficiently use land within the existing city limits and UGB to meet identified needs, through changes to the land use code and policies, supporting the community's vision and values**

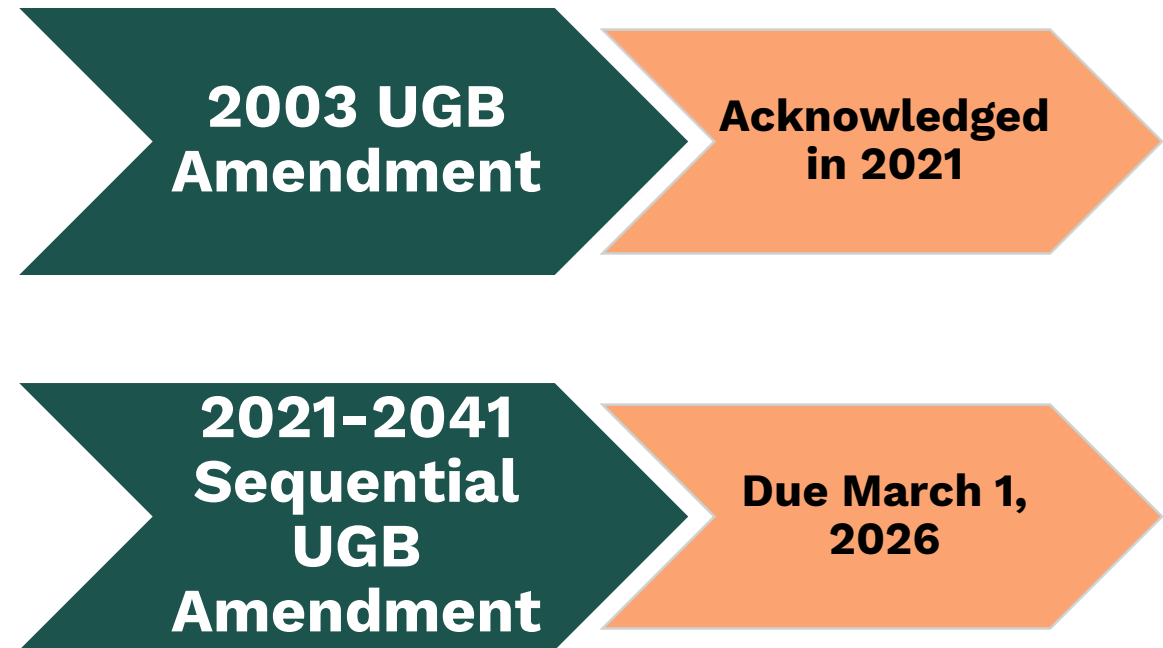
What are Land Use Efficiency Measures?

- **Examples of LUEMs include:**

- ◆ **Identifying more land for residential uses in the Framework Plan**
- ◆ **Re-zoning or up-zoning land to meet identified land deficit**
- ◆ **Changes in zoning code to allow needed housing types or wider range of employment uses**
 - ◇ Such as allowing accessory dwelling units and middle housing types in areas where single-unit housing is allowed, which the City has done
- ◆ **Change in zoning code to allow more dense housing or increase densities**
 - ◇ Such as allowing small lot subdivisions, which the City has done

Why are LUEMs Needed?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

State requires that cities to address all residential land deficits

State allows cities to address employment land deficits

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

Type of Land	Need
Residential	-202 Acres
Industrial	-29 Acres
Commercial	-159 Acres
Public/ Institutional	+44 Acres (surplus)

- **No specific strategies or minimum ‘efficiencies’ are required by state law**
 - ◆ Measures should reduce but do not need to fully meet the unmet land needs
 - ◆ Cities should adopt land use efficiencies that reflect their own growth and development principles
- **Opportunity for McMinnville to identify strategies that align with community priorities**
- **Many options are “good planning,” useful to advance other City goals**

Recent Land Use Planning Actions

- **December 8, 2020 - Ordinance No. 5098 adopting the McMinnville Growth Management and Urbanization Plan (MGMUP), and a UGB expansion with a Framework Plan for how that UGB land should develop to support the 2003 – 2023 planning horizon.**
- **February 27, 2024 – Ordinance No. 5141 adopting the McMinnville Urbanization Report (includes Housing Needs Analysis and Economic Opportunities Analysis) – identifying housing, employment and public land need for a planning horizon of 2021 – 2041.**
- **September 24, 2024 – Ordinance No. 5148 amended the public land need for the 2021 – 2041 planning horizon per DLCD remand.**
- **January 28, 2025 - Ordinance No. 5157 amended the MGMUP Framework Plan for the UGB UH land based on the reduced park land decision adopted in the 2024 Parks Plan Update**

Changes Needed to the Framework Plan

Category of Land Need	Needed Gross Buildable Acres (2003 – 2023)	Needed Gross Buildable Acres (2021 - 2041)	Surplus / Deficit in the 2021 UGB Expansion Areas
New Housing	392.90	595.00	(202.00)
Parks	254	127*	127.00
Public Schools	96.00	10.00	86.00
Private Schools	1.50	0.00	1.50
Religious	47.60	38.40	9.20
Government	0.90	15.5	(14.6)
Semi-Public Services	22.50	21.00	1.50
Infrastructure	2.60	0	2.60

*Amended per the policy decision to reduce park land per capita in the 2024 PROS Plan Update

** Reduced public land need per Ordinance No. 5148

Changes Needed to the Framework Plan

Current, amended January 2025 (Parks Lands Updated)							
Land Need	Acres	Southwest	Fox Ridge Road	Riverside South	Redmond Hill Road	Booth Bend Road	Riverside North
Residential							
R-5	36.00						
<u>Parks</u>							
Neighborhood Park	18.70						
Community Park	20.00						
Greenways/ Natural Areas	87.90						
Schools	43 – 33 = 10						
Commercial	39.3						
Industrial	Surplus						

McMinnville Urbanization Report (2024)

Category	Deficits before Efficiencies	Results after Efficiencies	Urban Growth Boundary (UGB)
Residential	1,101 dwelling units (approximately 202 acres)	1,396 dwelling unit capacity (295 unit surplus)	Needs Met in UGB
Industrial	29 acres	30 acres (1 acre surplus)	Needs Met in UGB
Commercial	159 acres	88 acres (71 acre deficit)	Unmet Needs in UGB

- **Started with re-examining planned uses of land in the Urban Holding zone from the 2020 UGB expansion**
 - ◆ Re-assign land from reduced park land need after PROS Plan adoption
 - ◆ Re-assign land from revised public or institutional land need after remand correction
 - ◆ Re-assign land from McMinnville School District revised land needs
- **Discussions with Linfield University**
 - ◆ Linfield is re-evaluating uses on their campus
- **Land that has been re-zoned since the Housing Needs Analysis was completed**

Summary of Residential LUEMs

- The McMinnville HNA showed a deficit of 1,101 dwelling units or 202 acres of land
- LUEMs result in a new increase in 1,396 units of capacity
- Conclusion: McMinnville has enough land within its UGB to accommodate growth over the 2021-2041 period

Land Use Efficiency Measures	Acres	Increase in Dwelling Unit Capacity	Density assumptions based on the HNA
Land in the Urban Holding Re-assigned to Housing in the McMinnville Framework Plan	204	1,113	
Park land	127	693	Density assumption is 5.46 du/acre
Public and institutional land	44	240	
McMinnville School District site	33	180	
Linfield College change in uses	33	204	Assumes R-4 zoning, at 6.28 du/acre
Adopted Changes in Zoning	16	79	
Re-zones within the city limits since 2024	10	43	All land was re-zoned to R-4
Re-zones in the 3-Mile Lane Area	6	36	All land was re-zoned from M-1 to R-4
Total increase in dwelling unit capacity		1,396	

- **Industrial Land**
 - ◆ McMinnville's EOA showed a 29-acre land deficit
- **Land Use Efficiency Measures**
 - ◆ Changes in the McMinnville Airport Master Plan, adding 30 acres of land into the industrial land supply
 - ◆ McMinnville Landing (Innovation Campus) retains Industrial zoning, overlay will focus on uses with higher job generation to compensate for land used for Retail Center
- **Conclusion: McMinnville has enough industrial land to accommodate growth through 2041**

- **Commercial Land**

- ◆ McMinnville's EOA showed a 159-acre land deficit

- **Land Use Efficiency Measures**

- ◆ Linfield University identified their interest in putting 44 acres of C3 zoned land back on the buildable lands inventory. City is seeking a letter to that effect and will adopt a revised BLI.
- ◆ McMinnville Landing includes a 44-acre Retail Center component that will prioritize commercial uses, but will not show as designated commercial because implementing regulations will retain Industrial designation

- **Conclusion**

- ◆ Half of McMinnville's commercial land deficit will be accommodated through the LUEMs above
- ◆ McMinnville will want to consider opportunities to support infill and development in existing commercial areas

- **Proceed with the LUEMs as described for residential, industrial and commercial**
- **Re-visit commercial land need by conducting a new Economic Opportunities Analysis (EOA) when the City next develops a Housing Capacity Analysis (HCA) in 2032**

- Letter from Linfield
- Airport Master Plan adoption
- Framework Plan amendments
- *Getting additional direction from DLCD staff shortly to ensure all requirements are met*



Companion Zoning Code Update Opportunities

McMinnville Code Analysis Process

1

Reviewed initial code analysis observations with PC/CC and PAC input to identify potential updates (February)

2

Analyzed efficiency impacts of potential code updates, alignment with City priorities (Spring)

3

Review potential code updates to support identified Efficiency Measures (Today)

Next:
Comprehensive code audit relative to City goals, development outcomes, and state requirements (Fall)

- Broad overview of residential zone uses, scale, dimensional, development and parking standards
- Opportunity to identify supporting code updates that align with overall City goals and proposed Efficiency Measures
 - ◆ No specific increase in residential capacity needed to meet residential land needs
 - ◆ So code updates a “bonus”
- Limited review of commercial/industrial land uses, no related code updates recommended at this time

Summary of Residential Code Findings

- Broad range of single-family, middle housing and apartment uses permitted across R-1 to R-5, OR and C-3 zones
- Minimum lot sizes in R-1 to R-4 zones are in line with density targets in HNA
- Maximum densities for apartments are being built (~30 units/acre)
- Development in R-1 to R-3 near maximum densities, but development in R-4, OR lower than allowed maximums

- Dimensional standards in R-4, OR, R-5, C-3 could be driving lower-scale projects: height, setbacks, density
- Parking minimums suited to single-family and middle housing, could be reviewed for multifamily
- Open space requirements for planned developments and multifamily complement public parks
- Planned development process widely used, provides more variety but not additional number of homes

Potential Code Updates: R-5 Maximum Density

- Maximum density of 29 units per acre in R-4 (also applied to OR, C-3) was removed
- R-5 maximum density still set at 29 units per acre
- **Update:** Remove R-5 maximum density for parity and to align with R-5 intent to allow multifamily development

Potential Code Updates: Minimum Densities

- Historic densities in R-4 and OR zones has been closer to the permitted scale for single-family homes (~5,000 SF per home), compared to allowed density
- No minimum density in R-5 zone; has not been used
- **Update:** Set minimum density for R-4, OR, R-5 zones to support more middle housing, multifamily development
 - ◆ Consider a standard between 12-20 units per acre
 - ◆ Consider applying to larger scale developments, to avoid impacting existing permitted single-family homes in R-4, OR

- Setbacks in R-4, R-5 may limit multifamily forms:
 - ◆ Setbacks for buildings up to 35-ft tall: 15-ft front, 6-ft side and 20-ft rear; increased by 1 ft per 2 ft of height over 35 ft (60 ft max height)
- **Updates:**
 - ◆ Decrease or remove additional setbacks for taller buildings in R-4, R-5; and/or
 - ◆ Reduce allowed height to a scale compatible with existing base setbacks

- Setbacks in C-3 (downtown) are 0 ft for most commercial, with 20 ft required adjacent to residential
- But apartment development in C-3 are required to meet R-4 setbacks
- **Update:** Apply C-3 setbacks rather than R-4 setbacks for apartments

Potential Code Updates: Multifamily Parking

- Current parking minimums of 1.5-2 spaces/unit for multifamily, compared to 1 space/unit for middle housing
- Demand for parking driven by developers, residents
- **Update:** Reduce minimum parking requirement for multifamily to 1 space/unit

Potential Code Updates: PD Density Bonus

- Planned developments allow for variety of lot sizes, mix of housing types, but must meet density of underlying zone
- PDs must implement Great Neighborhood Principles, including 15% open space and other amenities
- **Update:** Explore density bonus with additional community amenities, mix of housing types, other?
 - ◆ What additional community features are desired that would support greater density in line with Great Neighborhood Principles?

- City Council Discussion: September 9, 2025
- Continue working towards March 1, 2026 deadline for sequential UGB amendment
 - ◆ Document and implement preferred efficiency measures based on PC and CC direction

MINUTES

August 7, 2025
Planning Commission
Regular Meeting

6:30 pm
Hybrid Meeting
McMinnville, Oregon

Members Present: Sidonie Winfield, Brian Everest, Rachel Flores, Sylla McClellan, Beth Rankin, Brian Randall, Matthew Jones, Elena Mudrak, and Meg Murray

Members Absent: None.

Staff Present: Heather Richards – Community Development Director, David Berniker – Planning Manager, Tom Schauer – Senior Planner, and Evan Hietpas – Associate Housing Planner

1. Call to Order

Chair Winfield called the meeting to order at 6:30 pm.

2. Citizen Comments

Mark Davis, 652 SE Washington St, expressed concerns about the impacts of tourism on neighborhoods south of downtown that include a mix of single-family and multi-family housing. There has been a recent increase in short-term rentals (STRs), accessory dwelling units (ADUs), bed and breakfasts, and homeless people sleeping underneath the railroad trestle. While the City has focused on STR restrictions, all of these commercial activities in neighborhoods significantly change the character of the neighborhoods and should be taken into consideration.

3. Minutes

a. December 19, 2024

Commissioner Mudrak moved to approve the December 19, 2024 minutes as presented. Commissioner Murray seconded the motion, which passed 8 to 0 to 1. (Ayes: Winfield, Mudrak, Flores, Jones, McClellan, Murray, Randall, and Rankin. Nays: None. Abstentions: Everest.)

b. February 20, 2025

Commissioner Mudrak moved to approve the February 20, 2025 minutes as presented. Commissioner Jones seconded the motion, which passed unanimously. (Ayes: Winfield, Mudrak, Everest, Flores, Jones, McClellan, Murray, Randall, and Rankin. Nays: None.)

4. Work Session: Land Use Efficiency Measures

Associate Housing Planner Hietpas introduced the Land Use Efficiencies task included in the Sequential Urban Growth Boundary (UGB) Work Plan 2021 – 2041 and the project team.

Beth Goodman, ECONorthwest, presented details of the proposed land use efficiency measures (LUEM), providing background information and considerations, a detailed review of land needs within the UGB, options for meeting those land needs, and Staff's recommendations, with Community Development Director Richards providing additional context and listing the next steps and actions necessary to meet the LUEMs.

During the presentation, questions and comments from Commissioners were addressed regarding the recent reduction in school district land needs and the development of the Urban Holding Comprehensive Plan designation.

Commissioners briefly discussed the recommended measures, expressing concerns that the Department of Land Conservation and Development (DLCD) might require prior work to be redone and supporting Staff's recommendations for land use efficiencies.

Elizabeth Decker, JET Planning, presented the details of her analysis of the City's current Code and potential Code amendments to facilitate and implement the proposed LUEMs. Findings and recommendations focused primarily on residential zones.

Discussion among Commissioners, Staff, and consultants regarded the Transportation System Plan's (TSP) impact on the proposed Code amendments related to parking requirements, anticipated transit system needs, and density bonuses for affordable housing projects. Concerns were expressed about several of the R-4 and R-5 zone requirements, the allowance of variances, and existing parking requirements. Suggestions were made to implement a maximum number of allowed parking spaces for commercial zones, eliminate parking requirements in residential zones, change the height and setback requirements for the R-4 and R-5 zones, and encouraging the addition of bicycle parking spaces and play areas for children.

5. Commissioner Comments

None.

6. Staff Comments

Community Development Director Richards reported on a group providing information about ADUs. The City had not seen any of the group's materials, but she understood people were being encouraged to contact the City if they were interested in adding an ADU to their property.

Senior Planner Schauer reported on the upcoming meeting schedule and updated guidance from the League of Oregon Cities (LOC) and Oregon Government Ethics Commission (OGEC) on serial communications among public bodies. He noted that copies of the meeting schedule and the LOC cover sheet at information from the OGEC were available at the dais.

7. Adjournment

The meeting adjourned at 8:20 pm.



AGENDA Land Use Efficiency Measures Project Advisory Committee (PAC)

Hybrid Meeting: In-Person and ZOOM Online Meeting
Regular Meeting: Wednesday, July 23, 2025, 2:00PM-3:45PM

*Please note that this meeting will be conducted as a hybrid meeting.
You may attend in-person or via ZOOM meeting software.*

In-Person: McMinnville Community Development Center, 231 NE Fifth Street

Zoom Meeting: You may join online via the following link:

<https://mcminnvilleoregon.zoom.us/j/81703779631?pwd=MoLgy10bEXtV7pZuQbaTHaZ5X7suGp.1>

Zoom ID: 817 0377 9631

Zoom Password: 914777

Or you can call in and listen via zoom: 1-253-215-8782

Committee Members	Time	Agenda Items
Carson Benner	2:00 PM	• Welcome/Roll Call
Beth Caster		
Theresa Deibele	2:05 PM	• Brief Housing Production Strategy (HPS) Update
Rob Hallyburton		
Michael Jester	2:10 PM	• Exhibit 1 – Land Use Efficiency Measures Introduction
Katie Johnson		
Peter Kircher	2:15 PM	• Presentation: <i>Elizabeth Decker (JET Consulting) and Beth Goodman (EConorthwest)</i>
Duane Mancill		
Abigail Neilan	2:50 PM	• Discussion
Judith Pasch		
Amanda Pewonka	3:35 PM	• Next Steps
Roger Tompkins		
	3:45 PM	• Adjournment
<u>City Council</u> -Scott Cunningham -Dan Tucholsky		
<u>Planning Commission</u> -Beth Rankin -Brian Randall		
<u>DLCD Representative</u>		



City of McMinnville
Community Development
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311
www.mcminnvilleoregon.gov

EXHIBIT 1 – STAFF REPORT

DATE: July 23, 2025
TO: Project Advisory Committee (PAC) Members
FROM: Evan Hietpas, Associate Housing Planner
SUBJECT: Land Use Efficiencies/ Work Task 2 of Sequential UGB Work Plan – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVES:

Collaborate to improve the financial feasibility of diverse housing development opportunities
Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief

This is the second Project Advisory Committee (PAC) meeting for the Land Use Efficiencies (Work Task 2 of Sequential UGB Work Plan). The previous PAC meeting was held on February 19, 2025. In February, the PAC reviewed *potential* land use efficiency measures. At this meeting, the PAC will focus on reviewing *proposed* land use efficiency measures for residential, industrial, and commercial lands.

Background

A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs, both for residential land and for employment lands.

Land Use Efficiencies (Part 1 of Work Task 2 of Sequential UGB Work Plan) – The whole task of work (Land Use Efficiencies and a UGB Amendment) is due by March 1, 2026. To make this deadline the land-use efficiencies needs to be completed by October 1, 2025.

This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis.

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for affordable housing development.

McMinnville started its growth planning for the planning horizon of 2003 – 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 – 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the state asked McMinnville to start another growth planning effort focusing on a planning horizon of 2021 – 2041.

Oregon growth planning consists of three (3) basic steps. The City has submitted the work for Step 1 of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected. Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision. The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals.

In the meantime, since the City is under a mandate to finish this work by March, 2026, it needs to move forward with the next step of the process, **Step 2.**

1. (Conduct Needs/Opportunities Analysis) - Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of a planning horizon; then
2. **(Establish Land Use Efficiencies) - Identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and**
3. (Amend Urban Growth Boundary "UGB") - If following the land use efficiencies work there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Discussion

The City and its consultant EConorthwest have sub-contracted with Jet Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work, including a code audit of McMinnville Municipal Code (MMC) Title 17 to identify and revise land use and development regulations as necessary. At this meeting, EConorthwest and Elizabeth Decker will lead a presentation to outline the proposed land use efficiency measures for consideration and discussion.

This project includes the identification and establishment of Land Use Efficiency Measures to accommodate the unmet land need identified in **McMinnville's Housing Needs Analysis**, and **Economic Opportunities Analysis (Step 1)**. The results for unmet land need (deficit) were as follows: Residential – 202 acres, Commercial – 159 acres, Industrial – 29 acres

- Opportunities for Efficiencies
 - City's updated Parks Recreation and Open Space (PROS) Plan reduced "level of service" resulting in **127 acres** of surplus land to be re-assigned
 - State's review of Analysis resulted in **44 acres** for surplus "Public" land
 - Various Zoning Changes that have taken place
 - McMinnville School District reduced land needs
 - Linfield College Master Planning effort (Commercial and Residential)
 - Three Mile Lane Area Plan/Airport Master Plan

The City is evaluating land use efficiencies to meet its land need within the existing urban growth boundary, to determine if the City must amend its UGB **(Step 3)**. Cities can determine which land use efficiencies to enact based on local values and principles of the community. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

Attachments (Links)

Background Documents

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Staff Recommendation

Discuss the proposed land use efficiency measures presented.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf

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McMinnville Land Use Efficiency Measures

Project Advisory Committee

July 23, 2025



Why are we looking at Land Use Efficiency Measures?

2020 Urban Growth Boundary Expansion

Addressed prior residential land deficit for 2003-2023

Housing Capacity Analysis: 2021-2041

- Identified a deficit of 202 acres of land

State requires a city to address a residential land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

Economic Opportunities Analysis: 2021-2041

Identified a deficit of:

- 29 acres of industrial land
- 159 acres of commercial land

State allows a city to address an employment land deficiency through:

- Land Use Efficiency Measures
- Urban Growth Boundary Expansion, if needed

What are Land Use Efficiency Measures?

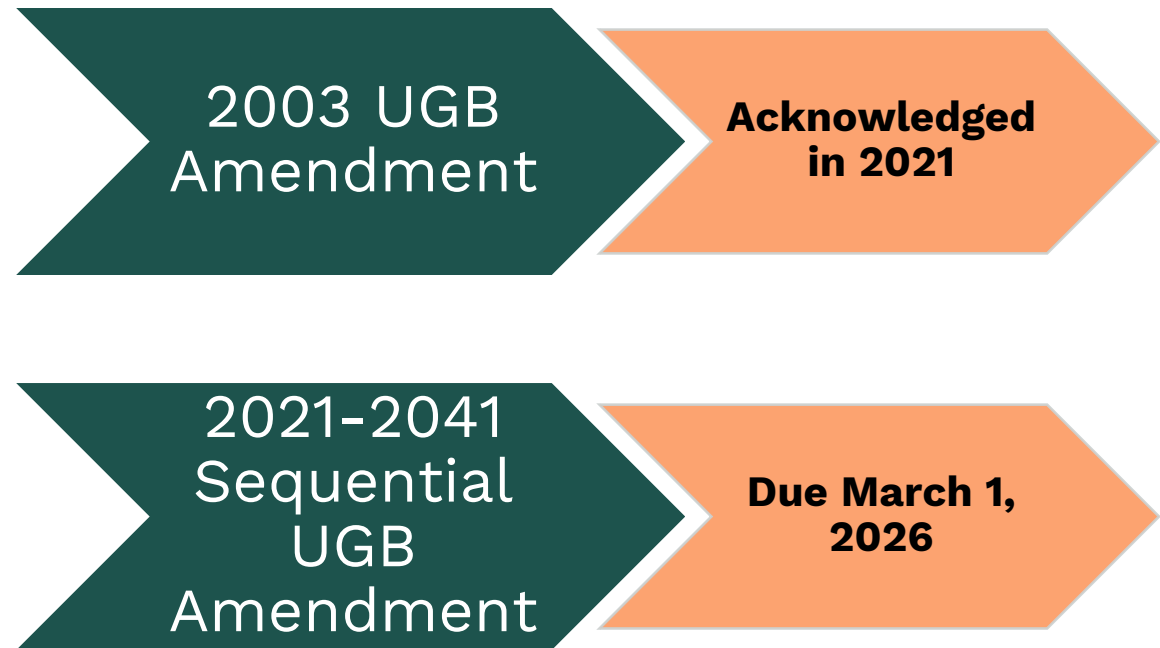
- A land use efficiency measure (LUEM) is a policy action that changes the comprehensive plan or land use regulations to quantifiably reduce land needs, both for residential land and for employment lands.
- Evaluating and implementing LUEMs is an opportunity to identify approaches to more efficiently use land within the existing city limits and UGB to meet identified needs, through changes to the land use code and policies, supporting the community's vision and values

What are Land Use Efficiency Measures?

- Examples of LUEMs include:
 - ◆ Identifying more land for residential uses in the Framework Plan
 - ◆ Re-zoning or up-zoning land to meet identified land deficit
 - ◆ Changes in zoning code to allow needed housing types or wider range of employment uses
 - ◇ Such as allowing accessory dwelling units and middle housing types in areas where single-unit housing is allowed, which the City has done
 - ◆ Change in zoning code to allow more dense housing or increase densities
 - ◇ Such as allowing small lot subdivisions, which the City has done

Why are LUEMs Needed?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

State requires that cities to address all residential land deficits

State allows cities to address employment land deficits

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

Type of Land	Need
Residential	202 Acres
Industrial	29 Acres
Commercial	159 Acres
Public/ Institutional	+44 Acres (surplus)

State Requirements for LUEMs?

- No specific strategies or minimum ‘efficiencies’ are required by state law
 - ◆ Measures should reduce but do not need to fully meet the unmet land needs
 - ◆ Cities should adopt land use efficiencies that reflect their own growth and development principles
- Opportunity for McMinnville to identify strategies that align with community priorities
- Many options are “good planning,” useful to advance other City goals

- Started with re-examining planned uses of land in the Urban Holding zone from the 2020 UGB expansion
 - ◆ Re-assign land from reduced park land need after PROS Plan adoption
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- Land that has been re-zoned since the Housing Needs Analysis was completed

Summary of Residential LUEMs

- The McMinnville HNA showed a deficit of 1,101 dwelling units or 202 acres of land
- LUEMs result in a new increase in 1,396 units of capacity
- Conclusion: McMinnville has enough land within its UGB to accommodate growth over the 2021-2041 period

- Industrial Land
 - ◆ McMinnville's EOA showed a 29 acre land deficit
- Land Use Efficiency Measures
 - ◆ Changes in the McMinnville Airport Master Plan, adding 30 acres of land into the industrial land supply
 - ◆ McMinnville Landing (Industrial Innovation Campus)
- Conclusion: McMinnville has enough industrial land to accommodate growth through 2041

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- ◆ Linfield University identified their interest in putting 44 acres of C3 zoned land back on the buildable lands inventory. City is seeking a letter to that affect and will adopt a revised BLI.
- ◆ McMinnville Landing includes a commercial area that will be part of an Industrial Planned Development Overlay, but will remain zoned industrial

- Conclusion

- ◆ Half of McMinnville's commercial land deficit will be accommodated through the LUEMs above
- ◆ McMinnville will want to consider opportunities to support infill and development in existing commercial areas



Companion Zoning Code Update Opportunities

McMinnville Code Analysis Process

1

Reviewed initial code analysis observations with PC/CC and PAC input to identify potential updates (February)

2

Analyzed efficiency impacts of potential code updates, alignment with City priorities (Spring)

3

Review potential code updates to support identified Efficiency Measures (Today)

Next:
Comprehensive code audit relative to City goals, development outcomes, and state requirements (Fall)

- Broad overview of residential zone uses, scale, dimensional, development and parking standards; limited review of commercial/industrial land uses
- Opportunity to identify supporting code updates that align with overall City goals and proposed Efficiency Measures
 - ◆ No specific increase in residential capacity needed to meet residential land needs
 - ◆ So code updates a “bonus”

Summary of Residential Code Findings

- Broad range of single-family, middle housing and apartment uses permitted across R-1-R-5, OR and C-3 zones
- Minimum lot sizes in R-1-R-4 zones are in line with density targets in HNA
- Maximum densities for apartments are being built (~30 units/acre)
- Development in R-1-R-3 near maximum densities, but development in R-4, OR lower than allowed maximums

- Dimensional standards in R-4, OR, R-5, C-3 could be driving lower-scale projects: height, setbacks, density
- Parking minimums suited to single-family and middle housing, could be reviewed for multifamily
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- Planned development process widely used, provides more variety but not additional number of homes

Potential Code Updates: Minimum Densities

- Historic densities in R-4 and OR zones has been close to the permitted scale for single-family homes (~5,000 SF per home), compared to allowed density
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Project Advisory Committee

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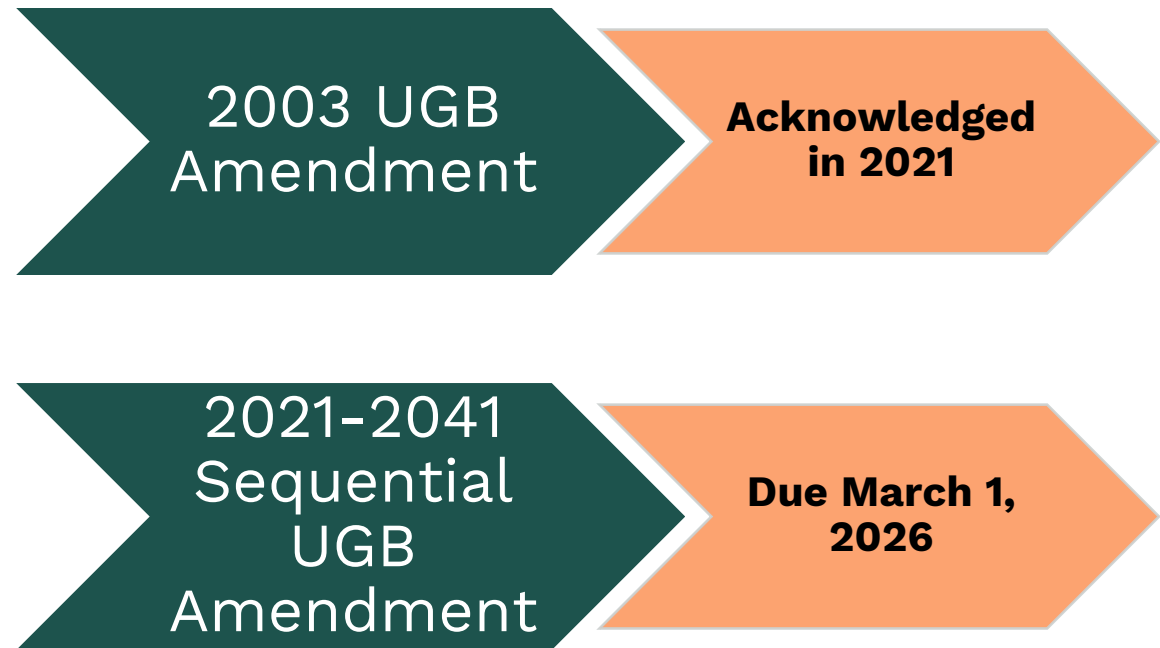
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City of McMinnville
Community Development
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311
www.mcminnvilleoregon.gov

AGENDA

Housing Production Strategy and Land Use Efficiencies

Project Advisory Committee (PAC)

Hybrid Meeting: In-Person and ZOOM Online Meeting

Regular Meeting: Wednesday, February 19, 2025, 2:00PM-4:00PM

*Please note that this meeting will be conducted as a hybrid meeting.
You may attend in-person or via ZOOM meeting software.*

In-Person: McMinnville Community Development Center, 231 NE Fifth Street

ZOOM Meeting: You may join online via the following link:

<https://mcminnvilleoregon.zoom.us/j/88005665739?pwd=MRxkO4yiSqTaw40319J9xpDIJOPbuu.1>

Zoom ID: 880 0566 5739

Zoom Password: 922161

Or you can call in and listen via zoom: 1-253-215-8782

ID: 880 0566 5739

Committee Members	Time	Agenda Items
Beth Caster		Exhibit 1 – Land Use Efficiency Measures
Theresa Deibele	2:00 PM	• Welcome/Roll Call
Rob Hallyburton	2:10 PM	• Review Project Advisory Committee (PAC) Schedule
Michael Jester	2:15 PM	• Background Information Opening
Katie Johnson		<u>Elizabeth Decker (JET Consulting) and Beth Goodman (ECONorthwest) Presentation</u>
Duane Mancill		
Abigail Neilan	2:25 PM	• Overview: Context for Land Use Efficiency Measures
Judith Pasch		• Potential Measures: Strategies Identified to Date
Amanda Pewonka		• Code Analysis Overview: Informing Efficiency Measures and Beyond
Roger Tompkins		
<u>City Council</u> -Scott Cunningham	3:15 PM	• Group Discussion
-Jessica Payne (alternate)	3:50 PM	• Next Steps – March 19, 2025, meeting
<u>Planning Commission</u> -Beth Rankin	4:00 PM	• Adjournment
-Brian Randall		
<u>DLCD Representative</u>		

EXHIBIT 1 – STAFF REPORT

DATE: February 19, 2025
TO: Project Advisory Committee (PAC) Members
FROM: Evan Hietpas, Associate Housing Planner
SUBJECT: Land Use Efficiencies/ Work Task 2 of Sequential UGB Work Plan – *Local Docket #G 3-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVES:

Collaborate to improve the financial feasibility of diverse housing development opportunities
Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief

This is the third Project Advisory Committee (PAC) meeting for the Housing Production Strategy (HPS) and Land Use Efficiencies (Work Task 2 of Sequential UGB Work Plan). At this meeting, the PAC will focus on reviewing initial findings and observations regarding land use efficiency measures.

Background

Housing Production Strategy (HPS) – Due by June 2025

In Oregon, cities have a long-standing requirement to study and plan for their community's housing needs. In 2019, the Oregon Legislature passed House Bill 2003. The law requires Oregon's cities over 10,000 population to study the future housing needs of their community members and to develop strategies that encourage the production of the housing they need. The City of McMinnville must study and plan for the housing needs of both current and future residents every eight (8) years. The Housing Production Strategy (HPS) contains specific and meaningful plans, tools, actions, and policies to address housing needs identified in the HCA, along with a timeline for adopting and executing each strategy. So far in this process, the City Council and Planning Commission have focused on the Housing Production Strategy, and they will be revisiting this portion of the work at their March 25, 2025 work session. However, at this work session, the City Council and Planning Commission will focus on reviewing initial findings and observations regarding land use efficiency measures.

Land Use Efficiencies (Part 1 of Work Task 2 of Sequential UGB Work Plan) – **The whole task of work (Land Use Efficiencies and a UGB Amendment) is due by March 1, 2026. To make this deadline the land-use efficiencies needs to be completed by September 1, 2025.**

This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis.

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for affordable housing development.

McMinnville started its growth planning for the planning horizon of 2003 – 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 – 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the state asked McMinnville to start another growth planning effort focusing on a planning horizon of 2021 – 2041.

Growth planning consists of three (3) basic steps. The City has submitted the work for Step 1 of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected. Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision. The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals. In the meantime, since the City is under a mandate to finish this work by March, 2026, it needs to move forward with the next step of the process, Step 2.

1. Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of the planning horizon;
2. If there is not enough land within the existing urban growth boundary identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. If there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Discussion

The City and its consultant EConorthwest have sub-contracted with Jet Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work, including a code audit of McMinnville Municipal Code (MMC) Title 17 to identify and revise land use and development regulations as necessary. At this meeting, Elizabeth Decker will lead a presentation alongside city and EConorthwest staff to introduce the Land Use Efficiencies project and present initial observations and findings from the code audit, as well as potential land use efficiencies measures for consideration and discussion.

It is important to note that the City must evaluate land-use efficiencies to meet its land need within the existing urban growth boundary prior to amending the urban growth boundary. However, the City can determine what land-use efficiencies it wants to enact based on the local values and principles of the community of McMinnville. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

A recent land-use efficiencies adopted by Sisters, Oregon, November, 2022 - [City of Sisters Housing Implementation Plan](#)

Attachments (Links):

Presentation slides will be distributed to the Planning Commission and City Council a day in advance of the meeting.

Background Documents

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Project Webpage

- [G 4-24 and G 3-24 City Project Webpage](#)⁴

HPS and Land Use Efficiencies Past Meetings

- [December 10, 2024 Joint Work Session of City Council & Planning Commission Meeting](#)⁵
 - Proposed Housing Production Strategies
- [October 22, 2024 Joint Work Session of City Council & Planning Commission Meeting](#)⁶

Staff Recommendation

Discuss initial observations and findings from the code audit, as well as potential land use efficiency measures to provide direction to staff.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

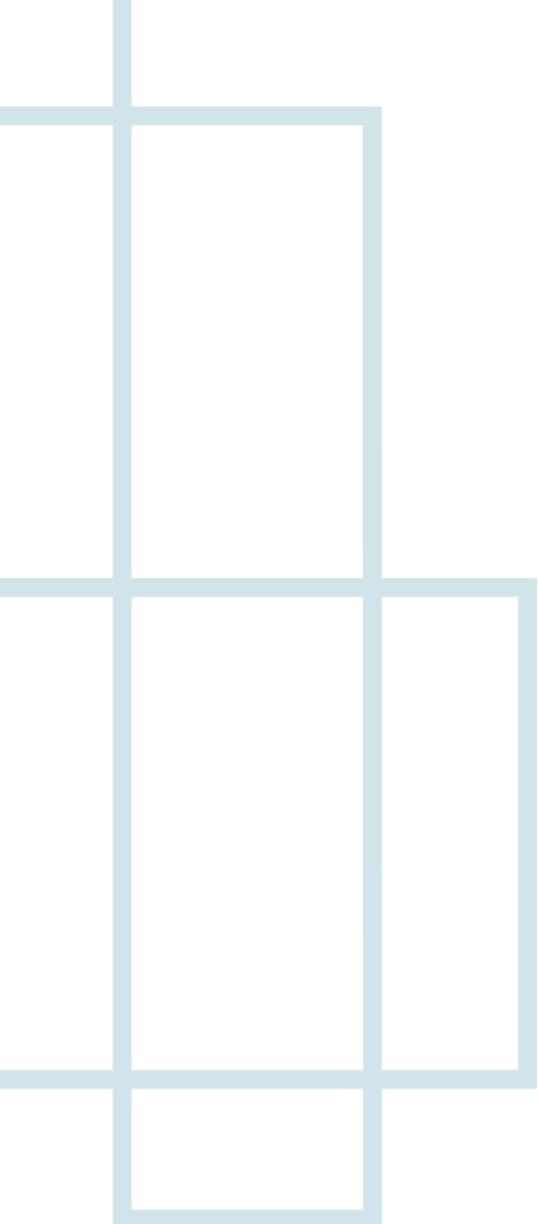
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⁴ <https://www.mcminnvilleoregon.gov/cd/page/housing-production-strategy-hps-and-land-use-efficiencies-g-4-24-and-g-3-24>

⁵ <https://www.mcminnvilleoregon.gov/citycouncil/page/joint-work-session-city-council-planning-commission-meeting-530-pm-3>

⁶ <https://www.mcminnvilleoregon.gov/citycouncil/page/joint-work-session-city-council-planning-commission-meeting-530-pm-2>



LAND USE EFFICIENCY MEASURES



**City of
McMinnville**

HPS & LAND USE EFFICIENCIES PAC
FEBRUARY 19, 2025



AGENDA

1. Overview: Context for Land Use Efficiency Measures
2. Initial Measures: Strategies identified to date
3. Code Analysis Overview: Informing Efficiency Measures and beyond



OVERVIEW

PROJECT CONTEXT

Housing Production Strategies

- Initial phase, work continues

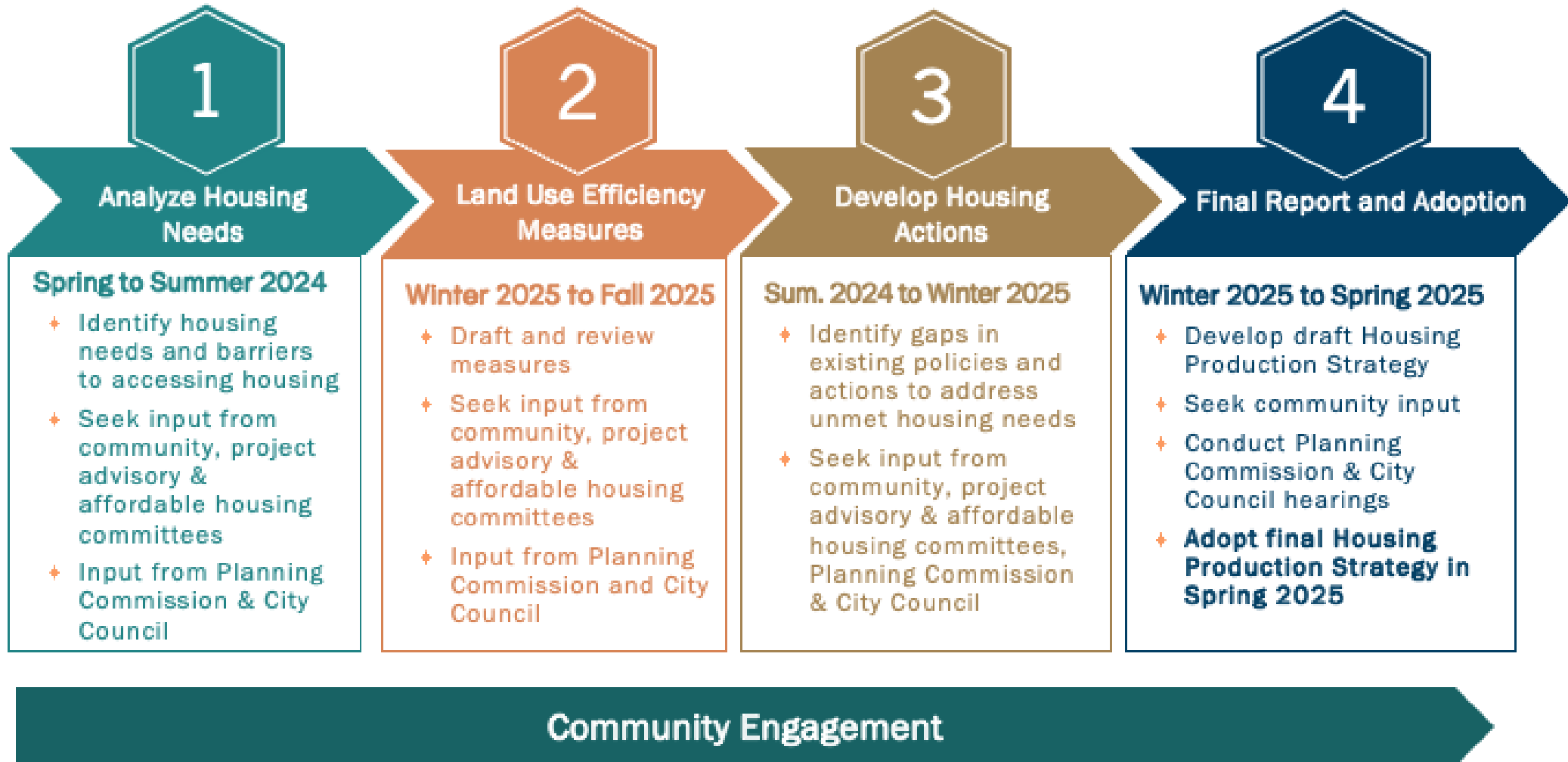
Land Use Efficiency Measures

- Respond to deficit of housing capacity identified in the 2023 HNA; unmet commercial and industrial land needs
- To be identified, developed and adopted as next phase of sequential UGB expansion
- Partially informed by code analysis

Nov. 2023 Deficits

202 Acres – Housing
29 Acres – Industrial
159 Acres - Commercial

BROADER PROJECT SCHEDULE



HOW TO DISTINGUISH EFFORTS?

Housing Planning Strategies

Broader range of strategies to support housing development

- Implemented over 8-year timeframe
- Remove barriers to development of needed housing for all income levels
- Support development of housing that is affordable

Land Use Efficiency Measures

Specifically address how efficiently land inside of the UGB is used to address identified deficit of land (all categories)

- Must be adopted before considering UGB expansion
- Support housing development by expanding residential capacity of land within the UGB

WHAT ARE LAND USE EFFICIENCY MEASURES?

- Land use, code, program and policy efforts to create more capacity on existing land through efficiencies, to reduce the need for additional residential or industrial and commercial acres to be added to the UGB

Land Use

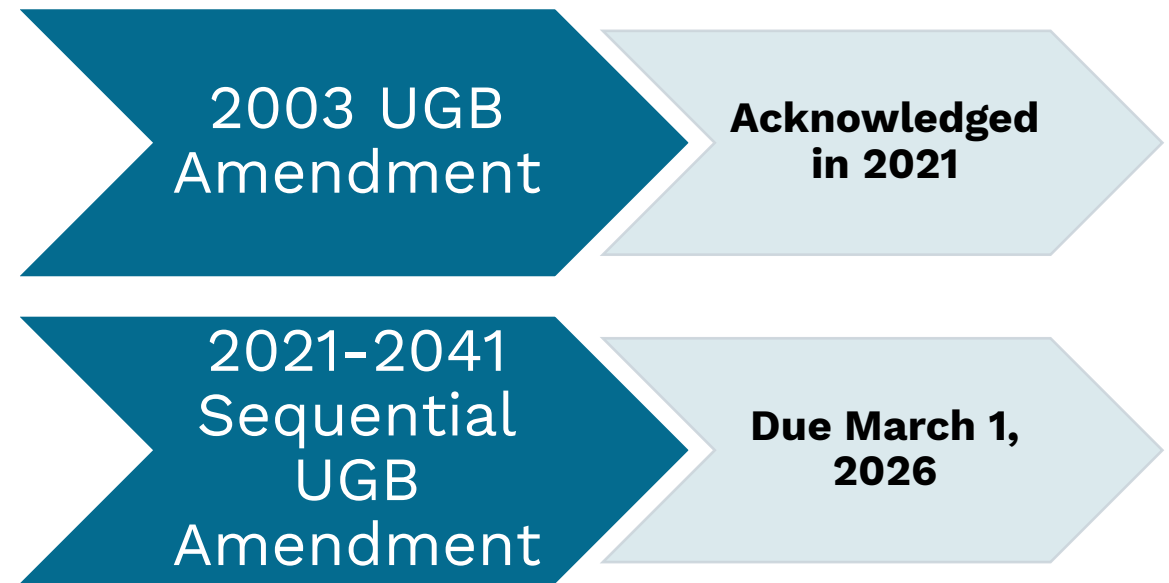
- Rezoning
- Upzoning
- Area planning

Zoning Code

- Adoption of an average residential density standard
- Minimum densities, smaller lots
- Incentivizing job density

WHY ARE LAND USE EFFICIENCY MEASURES NEEDED?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



HOW DO EFFICIENCY MEASURES FIT INTO PROCESS?

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

- Unmet residential land need identified in McMinnville's 2023 HNA: 202 acres
- Commercial: 159 acres
- Industrial: 29 acres

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

WHAT ARE REQUIREMENTS FOR EFFICIENCY MEASURES?

- No specific strategies or minimum ‘efficiencies’ are required by state law
 - Measures should reduce but do not need to fully meet the unmet land needs
 - Cities should adopt land use efficiencies that reflect their own growth and development principles
 - Opportunity for McMinnville to identify strategies that align with community priorities
 - Many options are “good planning,” useful to advance other City goals
- Rezoning and amending Framework Plan can create significant capacity
 - Reduced Park LOS by 127 acres creates significant opportunities
 - Park land remand reduced park land need by 44 acres
 - Code measures could include added additional efficiencies

CODE ANALYSIS PROCESS

1

- Draft conceptual code analysis to identify initial priorities that identifies opportunities and detail changes needed for efficiency measures, incorporating PC/CC and PAC input

2

- Review code analysis and additional efficiency measures at future PAC meeting and PC/CC work session

3

- Draft code updates to implement efficiency measures

4

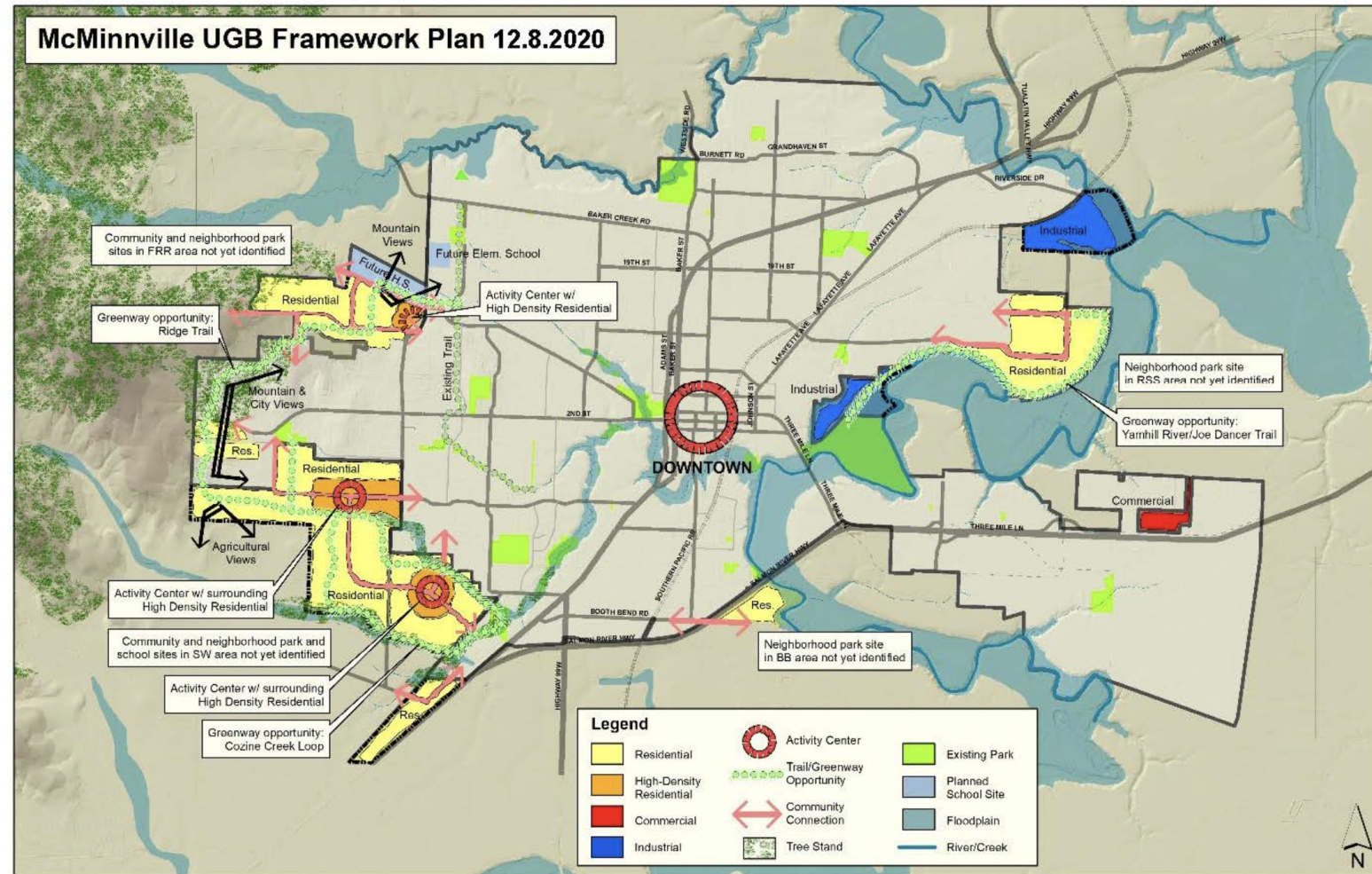
- Parallel effort to complete a more detailed code audit of specific code language for compliance, clarity and City goal alignment to inform future “inefficient” code updates



INITIAL MEASURES: Strategies identified to date

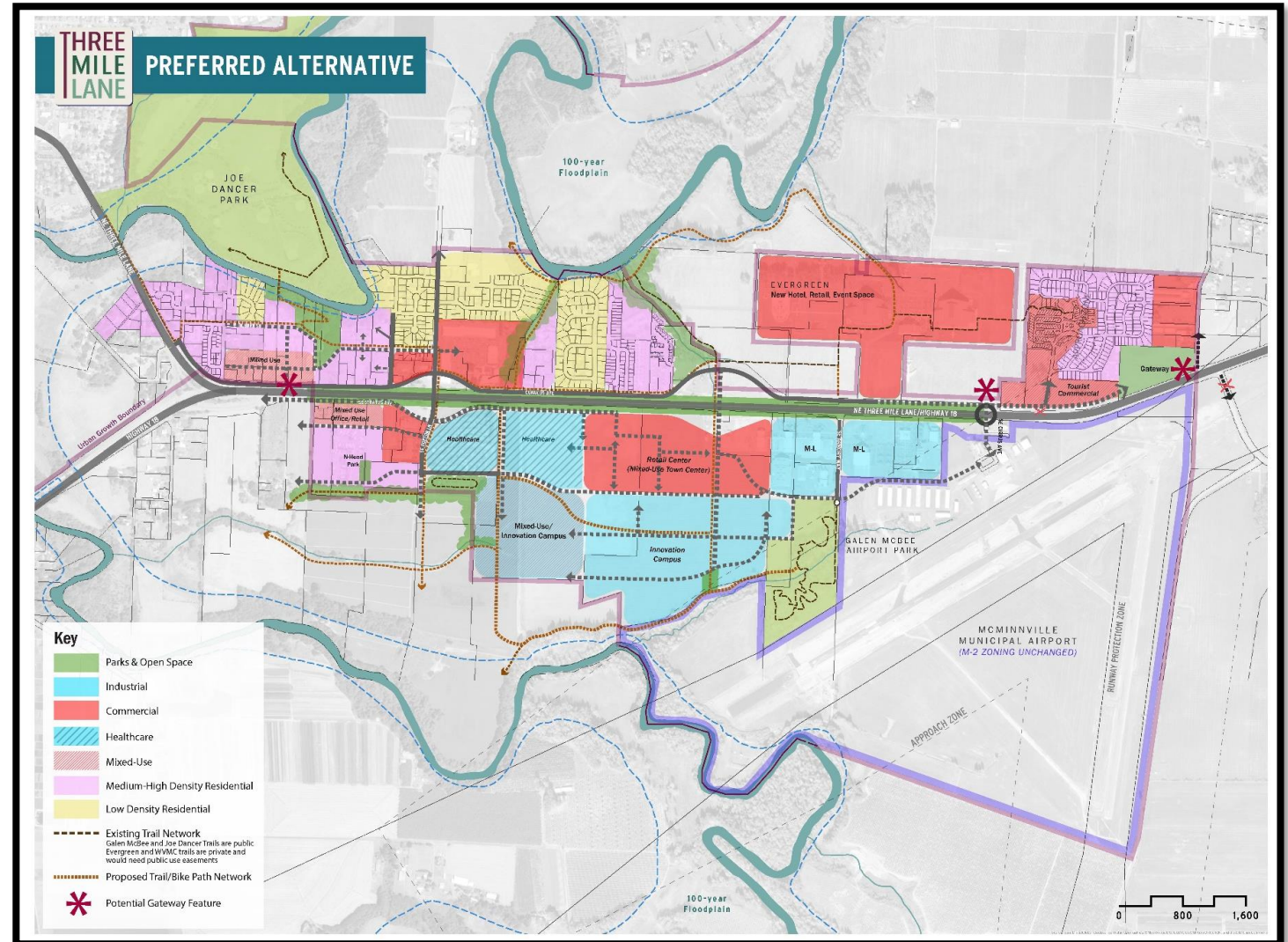
RE-DESIGNATE & REZONE LAND

- Identified R5 acreage on Framework Plan
- *Can increase R5 acreage*
- *Evaluate existing R4 land for potential R5 zoning (area south of downtown)*
- Identified desired Neighborhood Activity Centers on Framework Plan



IDENTIFIED EFFICIENCIES IN AREA PLANS

- Fox Ridge Road Area Plan increased commercial by 3 acres, med-high density housing by 8 acres
- Adopted TMLAP to rezone 40 acres of industrial to commercial along Hwy 18
- Look to double the job density in Industrial Innovation Campus (160 acres)
- Look to increase residential density in Three Mile Lane Area



REDUCTION IN PUBLIC, PARK LAND

- Remand correction resulted in 44 acres of surplus public land in UGB expansion areas
- Adoption of PROS Plan, Ordinance No. 5157 reduces amount of park land needed in UGB expansion area by 127 acres
- *Total of 171 acres can be reassigned for residential or other uses*



INITIAL LAND USE EFFICIENCY MEASURES

- Together these initial strategies meet significant portion of the residential and industrial land need
- Commercial land need still outstanding
- Additional measures to pursue:
 - Identify efficiencies in zoning regulations (informed by code analysis)
 - Incorporate diverse housing into Southwest Area Plan

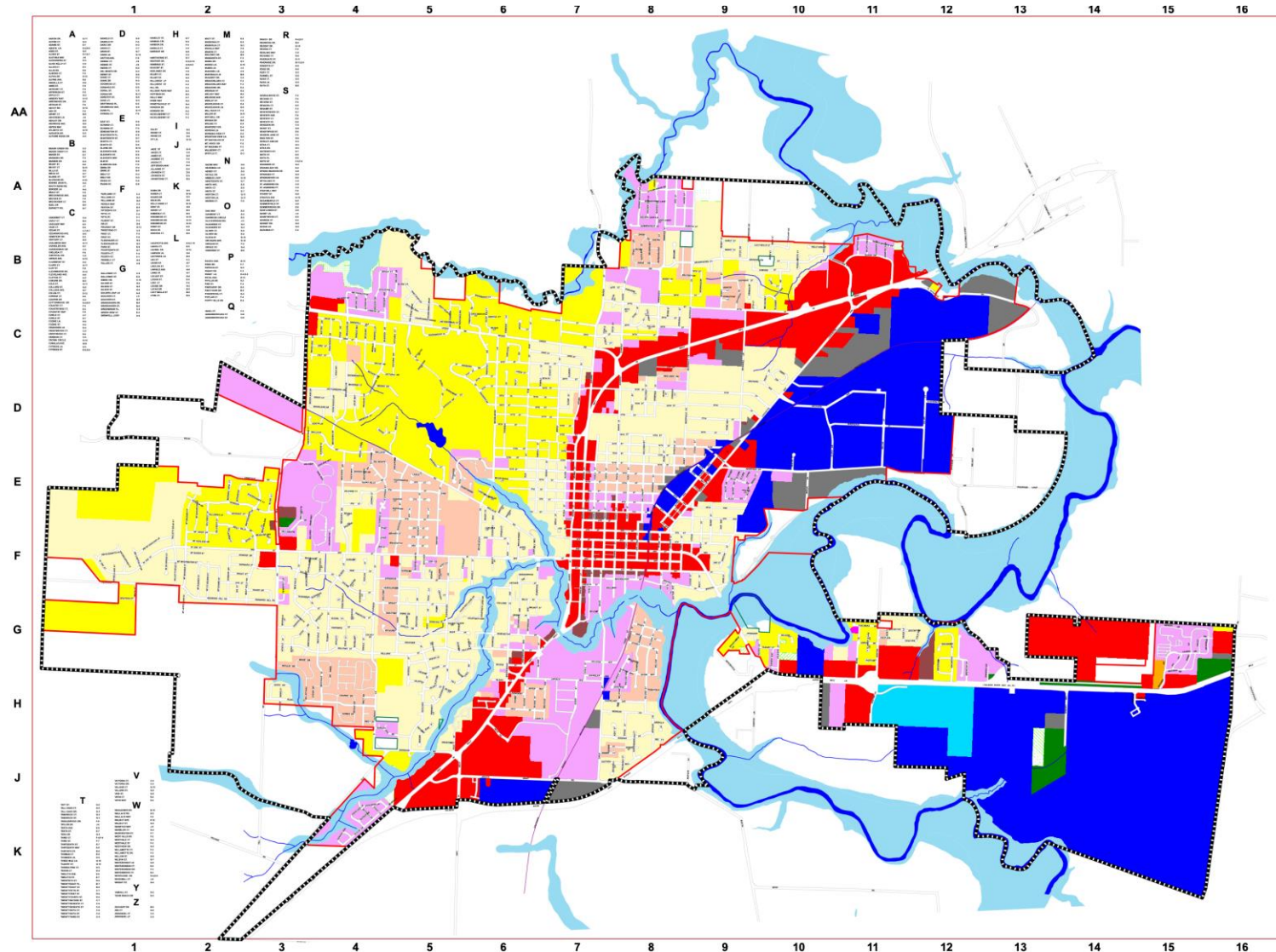


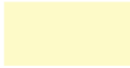
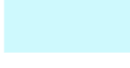
CODE ANALYSIS OVERVIEW: Informing Efficiency Measures & Beyond

ANALYSIS GOALS

- Which code standards have significant impact on efficiency where changes could serve as efficiency measures?
 - Specifically addressing residential capacity, and industrial job density
- What are other update opportunities?
 - Regulatory compliance, changing state laws (e.g., childcare)
 - Adding more 'clear & objective' language
 - More effective standards to implement community priorities (e.g., Great Neighborhood Principles)
 - Remove regulatory obstacles to development (e.g., review requirements, conflicting standards)
- How is zoning code working relative to community goals?
 - Particular residential focus, additional interest in commercial/industrial
- What are PAC questions and interests to see reflected in the analysis?

CITY ZONING OVERVIEW



	R-1	Residential
	R-2	
	R-3	
	R-4	
	O-R	
	C-1	Commercial
	C-2	
	C-3	
	M-L	Industrial
	M-1	
	M-2	
	A-H	
	F-P	

INITIAL IMPRESSIONS: RESIDENTIAL USES

- **Broad range of single-family, middle housing types permitted in R-1 to R-4**
 - Middle housing adds flexibility in all zones along with single-family
 - Single-family may compete with middle housing and multifamily in R-4
- **Specific focus on apartments permitted in R-5**
- **Additional residential uses permitted in O-R, C-3**
 - All residential uses permitted in O-R, primarily apartments permitted in C-3, at R-4 scale
 - Consider tradeoffs between residential capacity and commercial capacity

INITIAL IMPRESSIONS: EMPLOYMENT & MIXED USE

- **Broad range of commercial & industrial uses allowed**
 - Job densities of permitted uses vary significantly, from warehousing/storage to office and manufacturing
- **Some emerging opportunities to integrate uses:**
 - Neighborhood Activity Centers
 - City Center Housing Overlay
 - C-3, O-R

INITIAL IMPRESSIONS: RESIDENTIAL SCALE

Zone	Minimum Lot Size (Single-Family & Middle Housing)
R-1	9,000 SF
R-2	7,000 SF
R-3	6,000 SF
R-4 O-R, C-3	5,000 SF No limit for apartments
R-5	5,000 SF 1,500 SF/unit for apartments

- **Minimum lot sizes are in line with density targets in HNA**
 - R-2 to R-4 lot sizes are fairly similar, but options in all zones for middle housing with less SF per home
 - Option for averaging lot sizes with Planned Development to achieve smaller individual lots but not to increase overall density
- **Maximum densities for apartments are being built**
 - Highest historical densities seen in C-3, 31.2 du/net acre, similar to the 29 du/net acre allowed in R-5
 - Recently removed maximum density in R-4, may create opportunities beyond single-lot development previously seen
 - R-5 land not yet zoned
 - 60-ft height limit in R-4, R-5 may exceed predominate form of recent projects, tradeoffs with setbacks

INITIAL IMPRESSIONS: RESIDENTIAL SCALE

Zone	Minimum Lot Size (Single-Family & Middle Housing)	Average Lot Sizes (All types, 2000- 2018)
R-1	9,000 SF	10,624 SF
R-2	7,000 SF	7,510 SF
R-3	6,000 SF	6,406 SF
R-4 O-R, C-3	5,000 SF No limit for apartments	5,514 SF (R-4) 5,732 SF (O-R) 1,396 SF (C-3)
R-5	5,000 SF 1,500 SF/unit for apartments	n/a

- No maximum lot sizes or minimum densities
 - Historic densities are generally in line with current lot sizes without minimum density requirements in R-1, R-2 and R-3
 - Historic densities in R-4, OR are closer to single-lot minimum lot sizes, mix of single-family detached, attached and multifamily built historically
 - Minimum densities in R-4, OR, R-5 in particular could support more multifamily and middle housing

MULTIFAMILY TYPES & SCALE

- Wide range of different apartment types identified in the code, however, code standards don't necessarily allow for all types
 - Extensive development & design standards (19 pages!)
 - Many of these types are 2-3 stories, none of these examples reach 60-ft height
 - But many likely exceed the 29 units/acre density permitted outright (R-5), higher densities as conditional use
 - Central City Housing Overlay could provide additional options
- Opportunity to clarify code to address desired apartment types in different areas through form and dimensional standards
 - Policy discussion by PC/CC, Comprehensive Plan can direct
 - Different forms can provide similar densities and efficiency

	Apartment Block Density Range: Context: City center
	Medium Apartment Block Density Range: Context: City center and along major streets served by transit
	Small Apartment Block Density Range: Context: At the edges of low and medium density residential neighborhoods
	Single Walk-up Density Range: Context: At the edges of low density residential neighborhoods and along major streets
	2-3 Story Courtyard Density Range: Context: City center, low and mid-density residential neighborhoods
	Single Story Courtyard Density Range: Context: May be integrated into low density residential neighborhoods

INITIAL IMPRESSIONS: RESIDENTIAL DEVELOPMENT

- **Dimensional standards:**
 - 35-ft height in R-1 to R-3, 60-ft in R-4 and R-5 (with additional setback)
 - 15-20-ft front and rear, 6-10-ft side yard setbacks in all zones
- **Parking standards:**
 - 2 per single-family home
 - 1 per middle housing dwelling, in line with state requirements
 - 1.5-2 per apartment could be reviewed
- **Common open space:**
 - Planned developments require 15% common open space
 - Apartments require 15% common open space, 36 SF private open space per unit
 - In addition to public park spaces created through Parks Plan

INITIAL IMPRESSIONS: RESIDENTIAL DESIGN

- Design standards for middle housing in line with state rules
- Design standards for multifamily are extensive, opportunity to align with preferred/likely apartment types and to add clarity
- Planned Development standards apply Great Neighborhood Principles, with opportunity to incorporate GNPs into subdivision standards
- Look for community and City staff feedback on how current standards are working relative to desired outcomes

INITIAL IMPRESSIONS: RESIDENTIAL PROCESS

- For Urban Holding areas: Area Plan & Master Plan requirements
- Subdivision or Residential Planned Development option for platted residential development
 - PD can provide additional flexibility, more discretion
 - PD process requires applicants to demonstrate how proposed development meets the Great Neighborhood Principles
 - Subdivision standards do not directly incorporate the GNPs, some standards implement aspects of the GNPs
- No site plan review process for apartments, building permit review

POTENTIAL CODE-RELATED EFFICIENCY MEASURES

- Explore higher density housing in PDs, possibly linked to additional community amenities
- Consider minimum densities/maximum lot sizes for Residential zones, especially R-4, OR and R-5
- Align apartment development standards with desired apartment types in R-4, R-5
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
- Continue developing City Central Housing Overlay standards
- Related actions:
 - Develop clear and objective subdivision standards to implement Great Neighborhood Principles
 - Revise Neighborhood Activity Center code standards

In addition to potential map changes:

- Evaluate existing R4 land for potential R5 zoning (south of downtown)
- Increase the amount of R5 land in the Framework Plan

DISCUSSION

- Which potential code-related efficiency measures would you like to continue exploring? Any not worthy of further consideration? Additional ideas?
 - Allow higher density housing in PDs, possibly linked to additional community amenities
 - Minimum densities/maximum lot sizes for R-4, OR and R-5
 - Align apartment development standards with desired apartment types in R-4, R-5
 - Discuss desired apartment types, scale to prioritize in different areas (e.g., R-4, R-5, NACs, City Center)
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
 - Evaluate existing R4 land for potential R5 zoning (south of downtown)
 - Increase the amount of R5 land in the Framework Plan
- What other questions and interests do you want to see explored in the code analysis? Examples of recent development that did or did not meet desired outcomes, or needed development that is not yet feasible?



DISCUSSION & QUESTIONS



**City of
McMinnville**

Kent Taylor Civic Hall
Council Chambers
200 NE Second Street
McMinnville, OR 97128

**Joint Work Session of City Council
& McMinnville Planning Commission Meeting
Tuesday, February 11, 2025
5:30 PM**

Welcome! The public is strongly encouraged to participate remotely but there is seating at Civic Hall for those who are not able to participate remotely. However, if you are not feeling well, please stay home and take care of yourself.

*You can live broadcast the City Council Meeting on cable channels Xfinity 11 and 331,
Ziply Fiber 29 or webstream here:*

www.mcm11.org/live

JOINT CITY COUNCIL & PLANNING COMMISSION WORK SESSION MEETING:

You may join online via Zoom Webinar Meeting:

<https://mcminnvilleoregon.zoom.us/j/89198517568?pwd=wB9Kph23TPSXZ5lVXUQLyCMlwG92m0.1>

Or you can call in and listen via Zoom: 1-253- 215- 8782

Webinar ID: 891 9851 7568

1. CALL JOINT MEETING TO ORDER
2. SEQUENTIAL URBAN GROWTH BOUNDARIES (UGB) WORK PLAN: LAND-USE EFFICIENCIES
3. ADJOURNMENT OF JOINT MEETING



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STAFF REPORT

DATE: February 11, 2025
TO: City Councilmembers and Planning Commissioners
FROM: Heather Richards, Community Development Director
Evan Hietpas, Associate Housing Planner
SUBJECT: Work Session: Housing Production Strategy and Land Use Efficiencies (Work Task 2 of Sequential UGB Work Plan) – *Local Docket #G 3-24 and G 4-24*

STRATEGIC PRIORITY & GOAL:



HOUSING OPPORTUNITIES (ACROSS THE INCOME SPECTRUM)
Create diverse housing opportunities that support great neighborhoods.

OBJECTIVES:

Collaborate to improve the financial feasibility of diverse housing development opportunities
Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks for land supply align with market-driven housing needs

Report in Brief

This is the third City Council and Planning Commission Joint Work Session for the Housing Production Strategy (HPS) and Land Use Efficiencies (Work Task 2 of Sequential UGB Work Plan). At this meeting, the City Council and Planning Commission will focus on reviewing initial findings and observations regarding land use efficiency measures.

Background

Housing Production Strategy (HPS) – Due by June 2025

In Oregon, cities have a long-standing requirement to study and plan for their community's housing needs. In 2019, the Oregon Legislature passed House Bill 2003. The law requires Oregon's cities over 10,000 population to study the future housing needs of their community members and to develop strategies that encourage the production of the housing they need. The City of McMinnville must study and plan for the housing needs of both current and future residents every eight (8) years. The Housing Production Strategy (HPS) contains specific and meaningful plans, tools, actions, and policies to address housing needs identified in the HCA, along with a timeline for adopting and executing each strategy.

So far in this process, the City Council and Planning Commission have focused on the Housing Production Strategy, and they will be revisiting this portion of the work at their March 25, 2025

work session. However, at this work session, the City Council and Planning Commission will focus on reviewing initial findings and observations regarding land use efficiency measures.

Background (continued)

Land Use Efficiencies (Part 1 of Work Task 2 of Sequential UGB Work Plan) – The whole task of work (Land Use Efficiencies and a UGB Amendment are due by March 1, 2026. To make this deadline the land-use efficiencies needs to be completed by September 1, 2025.

This project includes the identification of Land Use Efficiency Measures to accommodate the unmet residential land need identified in McMinnville's Housing Needs Analysis, as well as the unmet commercial and industrial land need identified in McMinnville's Economic Opportunity Analysis.

One of the largest barriers to affordable housing in McMinnville is land supply. Due to historic growth planning challenges, McMinnville has endured approximately ten (10) years of limited land supply. This constraint has led to a housing supply deficit which has put significant pressure on housing prices in McMinnville resulting in exponential housing price increases, as well as a lack of land supply available for affordable housing development.

McMinnville started its growth planning for the planning horizon of 2003 – 2023 in 2001. This effort was challenged and appealed, resulting in an urban growth boundary amendment that was not successfully acknowledged until April 2021 for that planning horizon of 2003 – 2023. Since cities are meant to plan for growth every fifteen-twenty (15-20) years, the state asked McMinnville to start another growth planning effort focusing on a planning horizon of 2021 – 2041.

Growth planning consists of three (3) basic steps. The City has submitted the work for Step 1 of this process to the Director of the Department of Land Conservation and Development (DLCD), who approved the work, except for one item which was remanded to the City and corrected. Friends of Yamhill County and Mark Davis appealed the DLCD Director's Decision to the Land Conservation and Development Commission (LCDC), who voted to uphold the DLCD Director's Decision. The City is waiting on the final decision documents from the state to see if the LCDC decision will be appealed to the Court of Appeals. In the meantime, since the City is under a mandate to finish this work by March, 2026, it needs to move forward with the next step of the process, Step 2.

1. Identify the amount of land needed to support the anticipated housing, employment, and public amenities of a future population at the end of the planning horizon;
2. If there is not enough land within the existing urban growth boundary identify land-use efficiencies that the City would like to enact within its existing urban growth boundary to accommodate the housing and employment need; and
3. If there still is need for additional land within the urban growth boundary to accommodate the future housing, employment and public amenities needed to support the future population at the end of the planning horizon, amend the urban growth boundary to accommodate that land need.

Discussion

The City and its consultant EConorthwest have sub-contracted with Jet Consulting (Elizabeth Decker) to complete this Land Use Efficiencies work, including a code audit of McMinnville Municipal Code (MMC) Title 17 to identify and revise land use and development regulations as necessary. At this meeting, Elizabeth Decker will lead a presentation alongside city and EConorthwest staff to introduce the Land Use Efficiencies project and present initial observations and findings from the code audit, as well as potential land use efficiencies measures for consideration and discussion.

- The Project Advisory Committee (PAC) will be focusing on Land Use Efficiencies at their February 19, 2025 meeting, and will revisit this work in Summer 2025.
- Planning Commission and City Council will revisit this work in Summer 2025.

It is important to note that the City must evaluate land-use efficiencies to meet its land need within the existing urban growth boundary prior to amending the urban growth boundary. However, the City can determine what land-use efficiencies it wants to enact based on the local values and principles of the community of McMinnville. Discussions about minimum lot sizes, housing density, etc., are all local value decisions to reflect McMinnville's own unique sense of place and community.

Some recent land-use efficiencies adopted by other Oregon cities for reference: Sisters, Oregon, November, 2022 - [SISTERS HOUSING IMPLEMENTATION PLAN](#)

Attachments (Links):

Presentation slides will be distributed to the Planning Commission and City Council a day in advance of the meeting.

Background Documents

- McMinnville [Housing Needs Analysis](#) (HNA)¹ (available on City's website)
- McMinnville [Economic Opportunities Analysis](#) (EOA)² (available on City's website)
- [McMinnville Growth Management and Urbanization Plan \(MGMUP\) 2003 Urban Growth Boundary \(UGB\) Remand project webpage](#)³

Project Webpage

- [G 4-24 and G 3-24 City Project Webpage](#)⁴

HPS and Land Use Efficiencies Past Meetings

- [December 10, 2024 Joint Work Session of City Council & Planning Commission Meeting](#)⁵
 - Proposed Housing Production Strategies
- [October 22, 2024 Joint Work Session of City Council & Planning Commission Meeting](#)⁶

Staff Recommendation

Discuss initial observations and findings from the code audit, as well as potential land use efficiency measures to provide feedback to staff and the Project Advisory Committee.

¹ https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_hna_final_draft_08.30.23.pdf

² https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/community_development/page/9081/mcminnville_eoa_final_draft_08.30.23.pdf

³ <https://www.mcminnvilleoregon.gov/cd/page/mgmup-2003-ugb-remand-project>

⁴ <https://www.mcminnvilleoregon.gov/cd/page/housing-production-strategy-hps-and-land-use-efficiencies-g-4-24-and-g-3-24>

⁵ <https://www.mcminnvilleoregon.gov/citycouncil/page/joint-work-session-city-council-planning-commission-meeting-530-pm-3>

⁶ <https://www.mcminnvilleoregon.gov/citycouncil/page/joint-work-session-city-council-planning-commission-meeting-530-pm-2>



Growing McMinnville **MINDFULLY**

Tonight's Work Session

Starting the second step of our Growth Planning analysis as required by ORS 197.296

1. Needs Analysis

2. Land Use Efficiencies

3. UGB Alternatives Analysis / Amendment

Housing Capacity Analysis Update Schedule for Oregon

Cities with a population above 10,000 (Required by ORS 197.296)

OAR 660, Division 8 – Exhibit A

Adopted by the Land Conservation and Development Commission November 12, 2020.

Updated November 23, 2020.

Cities to adopt updated Housing Capacity Analyses (HNA) by December 31st of the listed year.

	2022	2023	2024	2025	2026	2027
1	Grants Pass	Ashland	Bend	Springfield	Eugene	Central Point
2	Newport	Beaverton	Hermiston	The Dalles	Troutdale	Corvallis
3		Forest Grove	Sandy			Cottage Grove
4		Gresham				St. Helens
5		Happy Valley				
6		Hillsboro				
7		Lake Oswego				
8		McMinnville				
9		Medford				
10		Milwaukie				
11		Portland				
12		Tigard				
13		West Linn				
14		Wilsonville				

**Adopt a new HNA and BLI by
December, 2023**

Adopted by Ordinance No. 5141, February, 2024

City of McMinnville Housing Needs Analysis

September 2023

Prepared for:
City of McMinnville

FINAL DRAFT REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

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

City of McMinnville Economic Opportunities Analysis

September 2023

Prepared for:
City of McMinnville

FINAL REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

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



Updated McMinnville Urbanization Report:
Housing Needs Analysis and Economic Opportunities Analysis

JUNE 2023

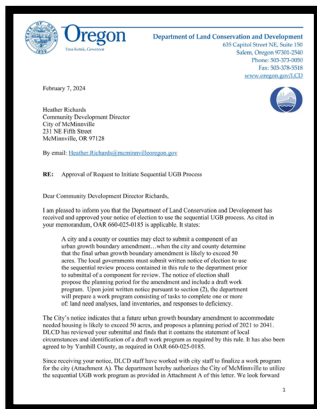
ECONorthwest
ECONOMICS • FINANCE • PLANNING

Ordinance No. 5148, September, 2024

LAND USE TYPE	SURPLUS (DEFICIT)	
	20-YEAR (2021-2041)	46-YEAR (2021-2067)
Residential	(202)	(1,268)
Public or Institutional	44	(259)
Industrial	(29)	Not forecast for 2041-2067*
Commercial	(159)	(416)
Total	(346)	(1,972)

State Mandated Deadlines Embedded in ORS – OAR 660-008-0045, Exhibit A

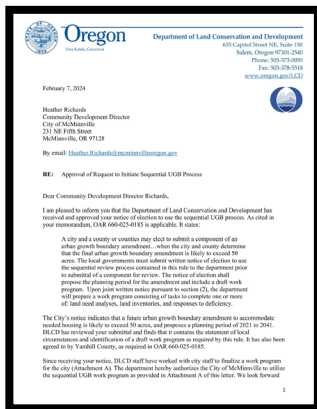
Planning Document	Due Date	Approved Extension
Housing Capacity Analysis	December 31, 2023	February 29, 2024 (DLCD Approved Sequential UGB Work Plan – 2/7/24)
Housing Production Strategy	December 31, 2024	June 30, 2025* (DLCD Approved Sequential UGB Work Plan – 2/7/24)
Land Use Efficiencies	December 31, 2023	June 30, 2025* (DLCD Approved Sequential UGB Work Plan – 2/7/24)
UGB Amendment	December 31, 2023	March 1, 2026 (DLCD Approved Sequential UGB Work Plan – 2/7/24)



Prior to amending the UGB, cities must consider and implement “efficiency measures” to accommodate need within the existing UGB.

State Mandated Deadlines Embedded in ORS – OAR 660-008-0045, Exhibit A

Planning Document	Due Date	Approved Extension
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However, you get choose what efficiency measures you want to implement based on what you believe is best for McMinnville.

City Council Strategies

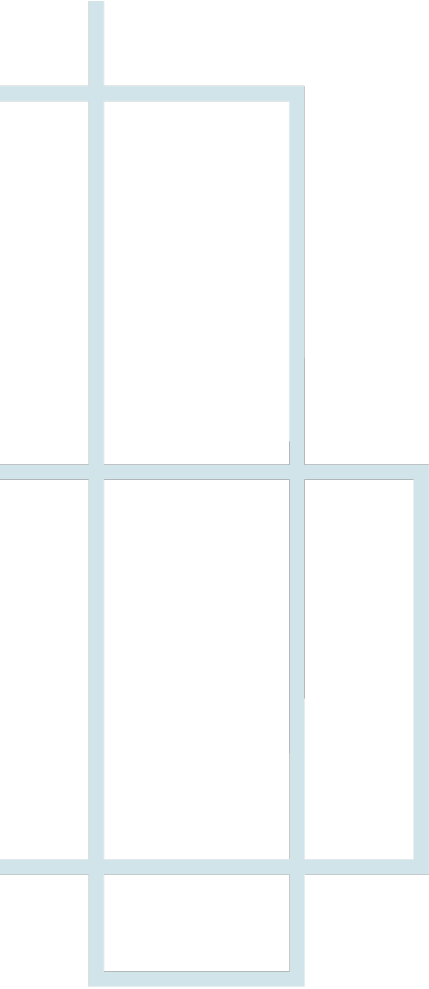
GOAL: HOUSING – Create diverse housing opportunities that support great neighborhoods.

OBJECTIVE: Conduct thorough and timely planning and forecasting to ensure that regulatory frameworks and land supply align with market-driven housing needs.

GOAL: GROWTH AND DEVELOPMENT CHARACTER – Guide growth and development strategically, responsively, and responsibly to enhance our unique character.

OBJECTIVE: Define the unique character through a community process that articulates our core principles.

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



LAND USE EFFICIENCY MEASURES



PLANNING COMMISSION/CITY COUNCIL WORK SESSION
FEBRUARY 11, 2025



AGENDA

1. Overview: Context for Land Use Efficiency Measures
2. Potential Measures: Strategies identified to date
3. Code Analysis Overview: Informing Efficiency Measures and beyond



OVERVIEW

PROJECT CONTEXT

Housing Production Strategies

- Initial phase, work continues

Land Use Efficiency Measures

- Respond to deficit of housing capacity identified in the 2023 HNA; unmet commercial and industrial land needs
- To be identified, developed and adopted as next phase of sequential UGB expansion

Nov. 2023 Deficits

202 Acres – Housing
29 Acres – Industrial
159 Acres – Commercial

BROADER PROJECT SCHEDULE



HOW TO DISTINGUISH EFFORTS?

Housing Planning Strategies

Broader range of strategies to support housing development

- Implemented over 8-year timeframe
- Remove barriers to development of needed housing for all income levels
- Support development of housing that is affordable

Land Use Efficiency Measures

Specifically address how efficiently land inside of the UGB is used to address identified deficit of land (all categories)

- Must be adopted before considering UGB expansion
- Support housing development by expanding residential capacity of land within the UGB

WHAT ARE LAND USE EFFICIENCY MEASURES?

- Land use, code, program and policy efforts to create more capacity on existing land through efficiencies, to reduce the need for additional residential or industrial and commercial acres to be added to the UGB

Land Use

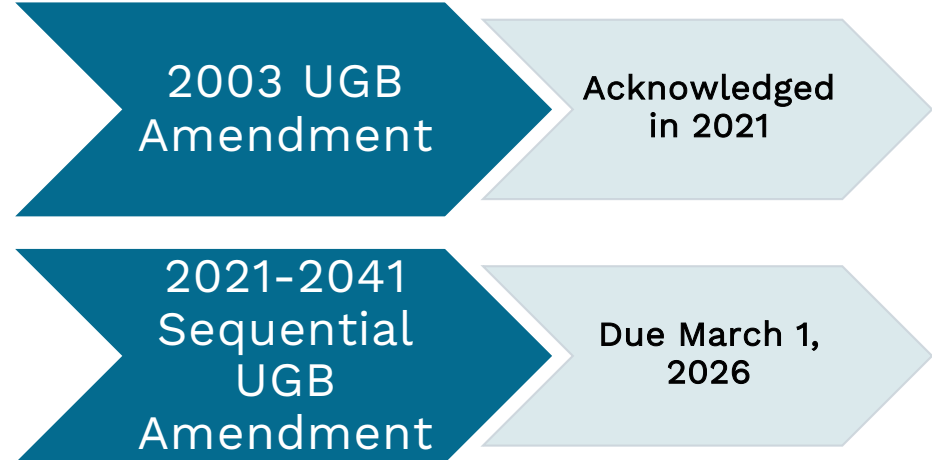
- Rezoning
- Upzoning
- Area planning

Zoning Code

- Adoption of an average residential density standard
- Minimum densities, smaller lots
- Incentivizing job density

WHY ARE LAND USE EFFICIENCY MEASURES NEEDED?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



HOW DO EFFICIENCY MEASURES FIT INTO PROCESS?

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

- Unmet residential land need identified in McMinnville's 2023 HNA: 202 acres
- Commercial: 159 acres
- Industrial: 29 acres

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

WHAT ARE REQUIREMENTS FOR EFFICIENCY MEASURES?

- **No specific strategies or minimum ‘efficiencies’ are required by state law**
 - Measures should reduce but do not need to fully meet the unmet land needs
 - Cities should adopt land use efficiencies that reflect their own growth and development principles
 - **Opportunity for McMinnville to identify strategies that align with community priorities**
 - **Many options are “good planning,” useful to advance other City goals**
- Rezoning and amending Framework Plan can create significant capacity
 - Reduced Park LOS by 127 acres creates significant opportunities
 - Park land remand reduced park land need by 44 acres
 - Code measures could include added additional efficiencies



POTENTIAL MEASURES: Strategies identified to date

CITY EFFORTS TO DATE TO SUPPORT HOUSING

- **Affordable housing committee formed in 2016 to help with homelessness & low-income families**
- **Housing Strategy (2019) actions - some completed**
 - Code updates to allow more diverse housing: middle housing, ADU, co-housing, etc.
 - Develop High Density Residential Zone – R-5
 - City Center Housing Strategy
 - Reduce parking requirements for affordable housing and City Center housing
 - Construction Excise Tax
 - Infrastructure improvements (sewer treatment capacity, water zone 2)
- **Area Planning**
 - Three Mile Lane Area Plan adopted for residential and commercial development land use efficiencies
 - Fox Ridge Road Area Plan adopted with residential land use efficiencies
 - Southwest Area Plan in process
- **Additional actions**

SELECTED RELATED HPS ACTIONS PROPOSED

- **Land Use / Development Regulations**

- Growth planning
 - Reassign 171 acres of park land in Urban Holding Plan designation
 - Zone more land R-5
- Housing development in existing UGB (Rezone for housing)
- Develop area plans (UGB areas)
- Infrastructure & public facilities planning for residential growth

- **Incentives and Programs**

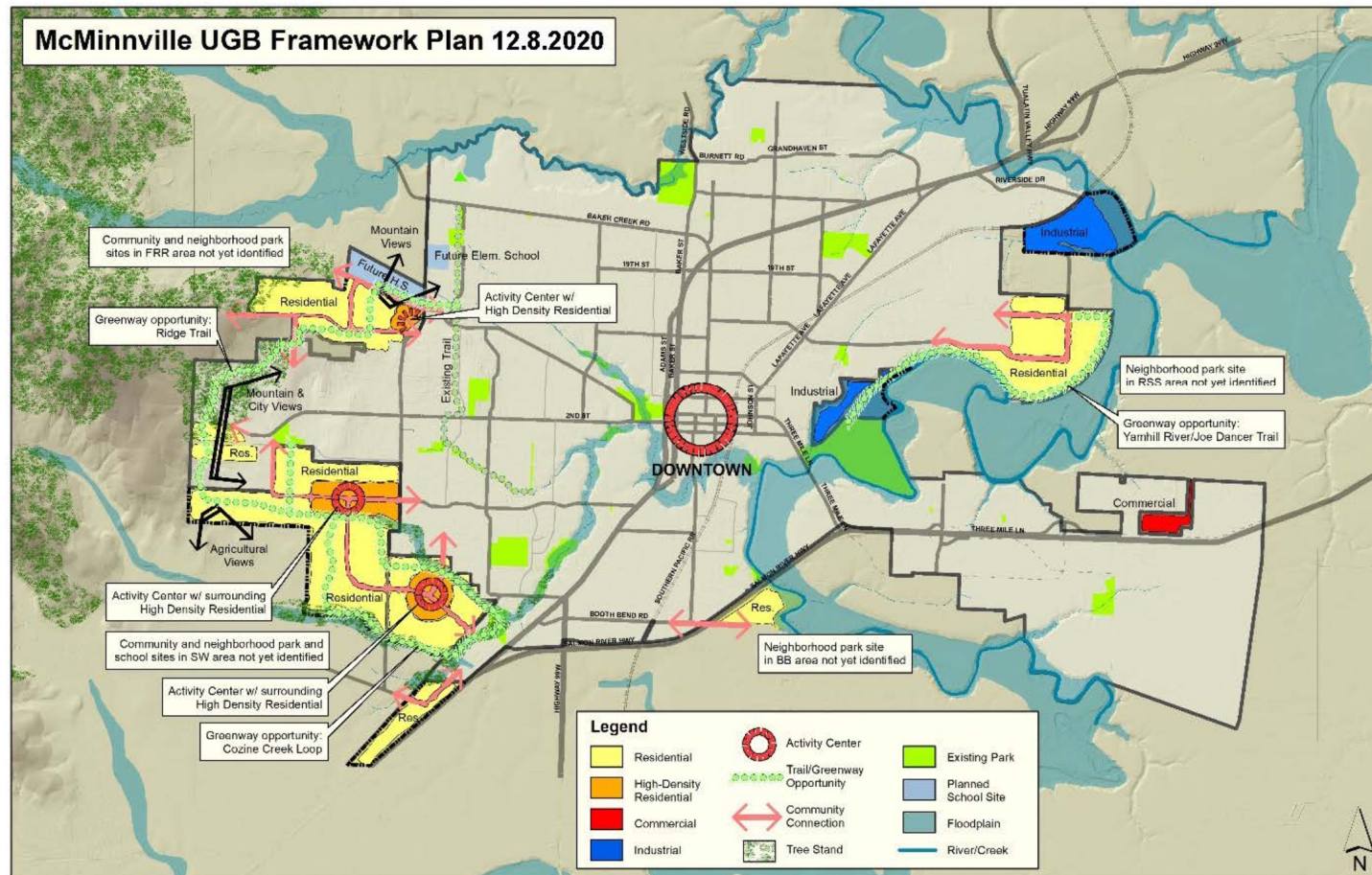
- Partner with Community Land Trusts
- Land for affordable housing
- Multiple-Unit Property Tax Exemption Program
- SDC scaling and deferrals
- Fee for demolition of affordable homes

INITIAL LAND USE EFFICIENCY MEASURES

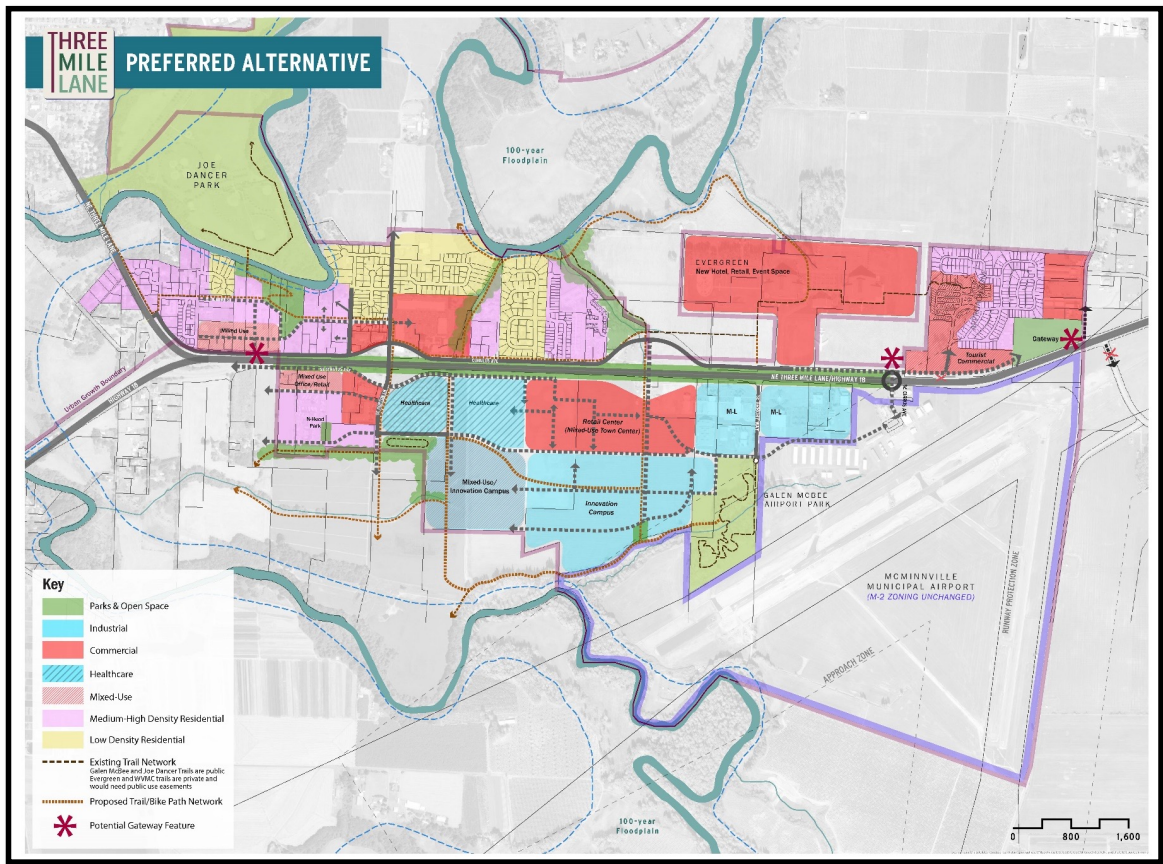
- **Re-designate and rezone land**
 - Identified R5 acreage on Framework Plan
 - Identified desired Neighborhood Activity Centers on Framework Plan
 - Adopted TMLAP to Rezone 40 acres of industrial to commercial along Hwy 18
- **Reduction in Park Land in UGB Expansion Area = Total of 171 Acres (2025)**
 - Remand correction resulted in 44 acres of surplus public land in UGB expansion areas.
 - Adoption of PROS Plan, Ordinance No. 5157 reduces amount of park land needed in UGB expansion area by 127 acres.
- **Identified efficiencies in area plans**
 - Double the job density in Industrial Innovation Campus (160 acres)
 - Increase residential density in Three Mile Lane Area Plan
 - Incorporate diverse housing into Fox Ridge Road Area Plan
- ***In progress:* Identify efficiencies in zoning regulations (informed by code analysis)**
- ***In progress:* Incorporate diverse housing into Southwest Area Plan**

Together these meet most of residential and Industrial land need. Commercial land need still outstanding.

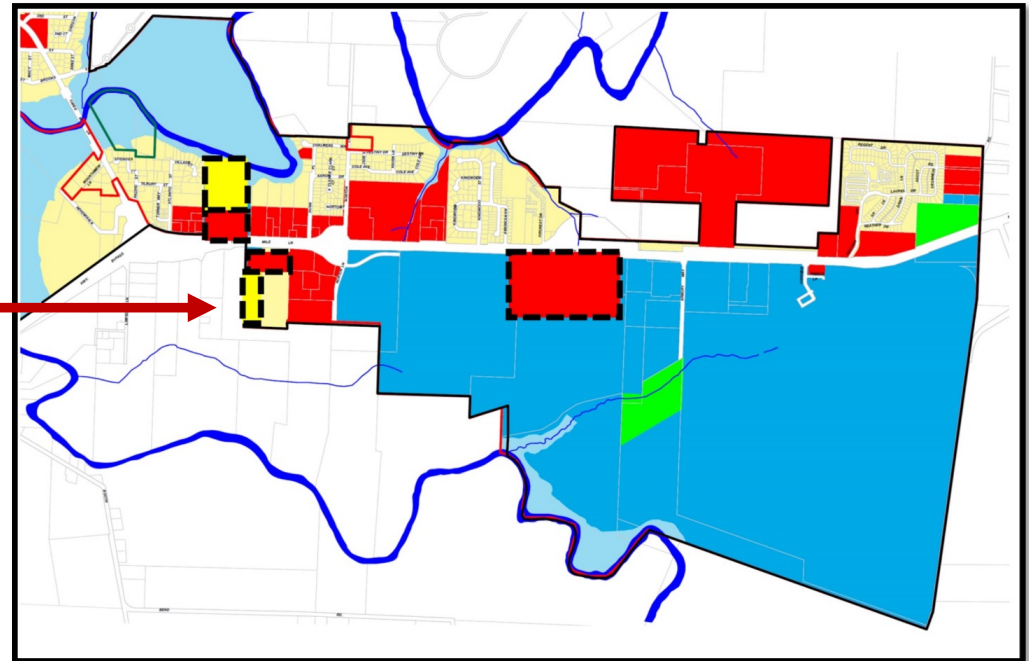
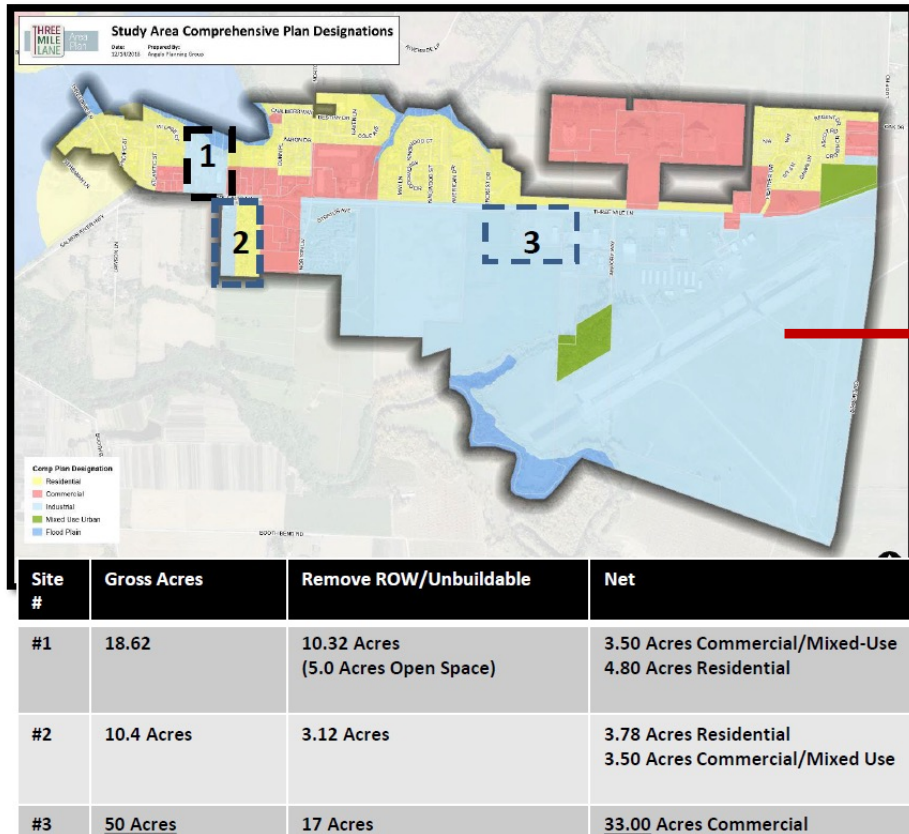
FRAMEWORK PLAN



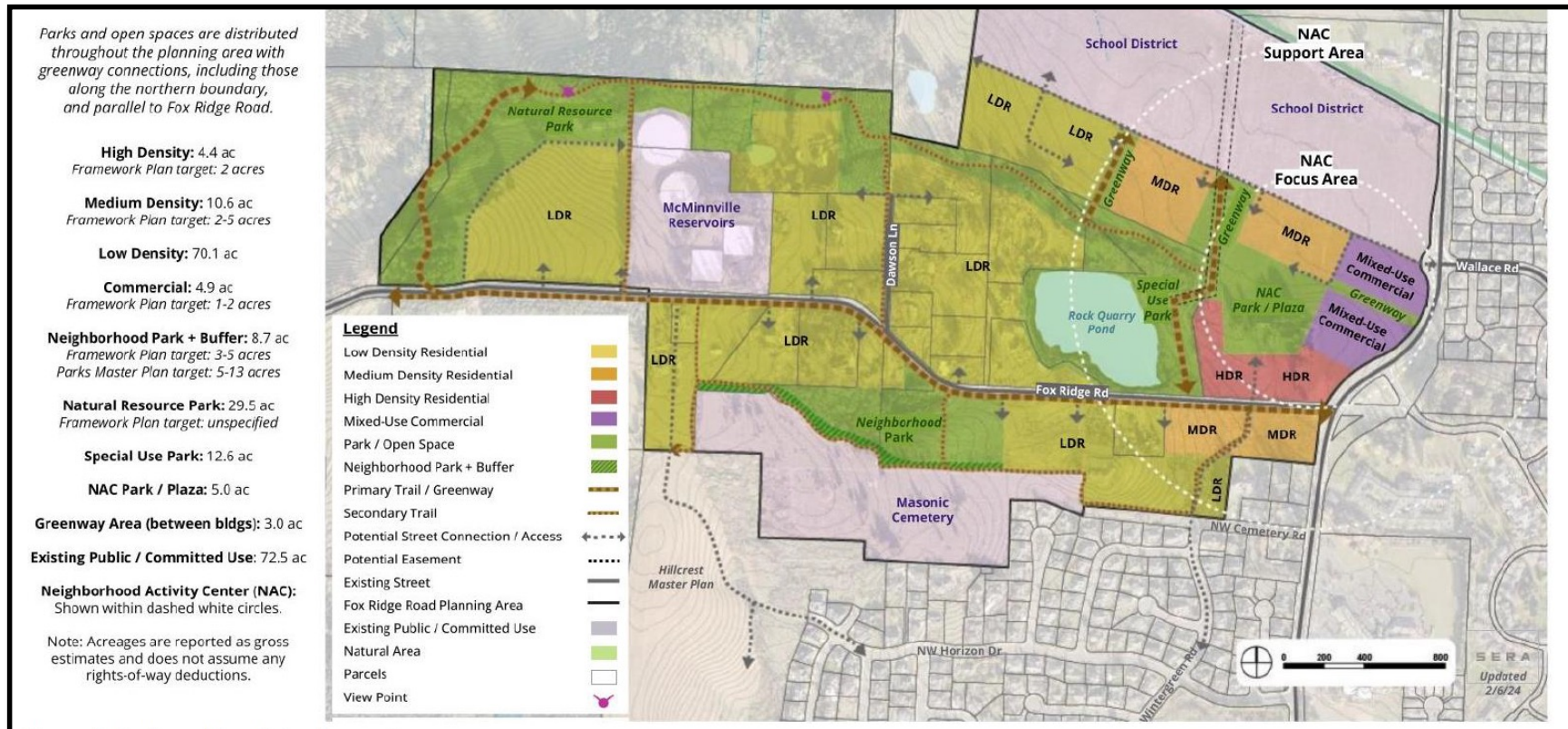
AREA PLANS – Three Mile Lane Area Plan



AREA PLANS – Three Mile Lane Area Plan



AREA PLANS – Fox Ridge Road Area Plan



EFFICIENCY MEASURE IDEAS (2019 HOUSING STRATEGY)

- **2019 Housing Strategy Actions – Not yet completed**
 - Evaluate Transfer of Density for protection of natural features (Strategy 5.2) *(Natural Resources/Hazards Planning underway)*
 - Assess infrastructure capacity and update plans to support infill (Strategy 2.5)
 - Mandate minimum residential densities (Strategy 5.2) *(currently have minimum lot sizes)*
 - Streamline Zoning Code and other ordinances (Strategy 5.3)
- **Actions that may be Land Use Efficiency Measures or HPS Actions**
 - Use more land in Urban Holding for housing *(171 acres of park land to redistribute)*
 - Rezoning land within city limits for housing, esp R-5 *(R-4 land south of Downtown)*
 - Implement and codify Great Neighborhood Principles with clear and objective standards
 - Incentivize and promote accessible design *(Census = 34% disability, aging in place)*
 - Require a mix of housing types for to-be-annexed land *(Annexation agreement)*

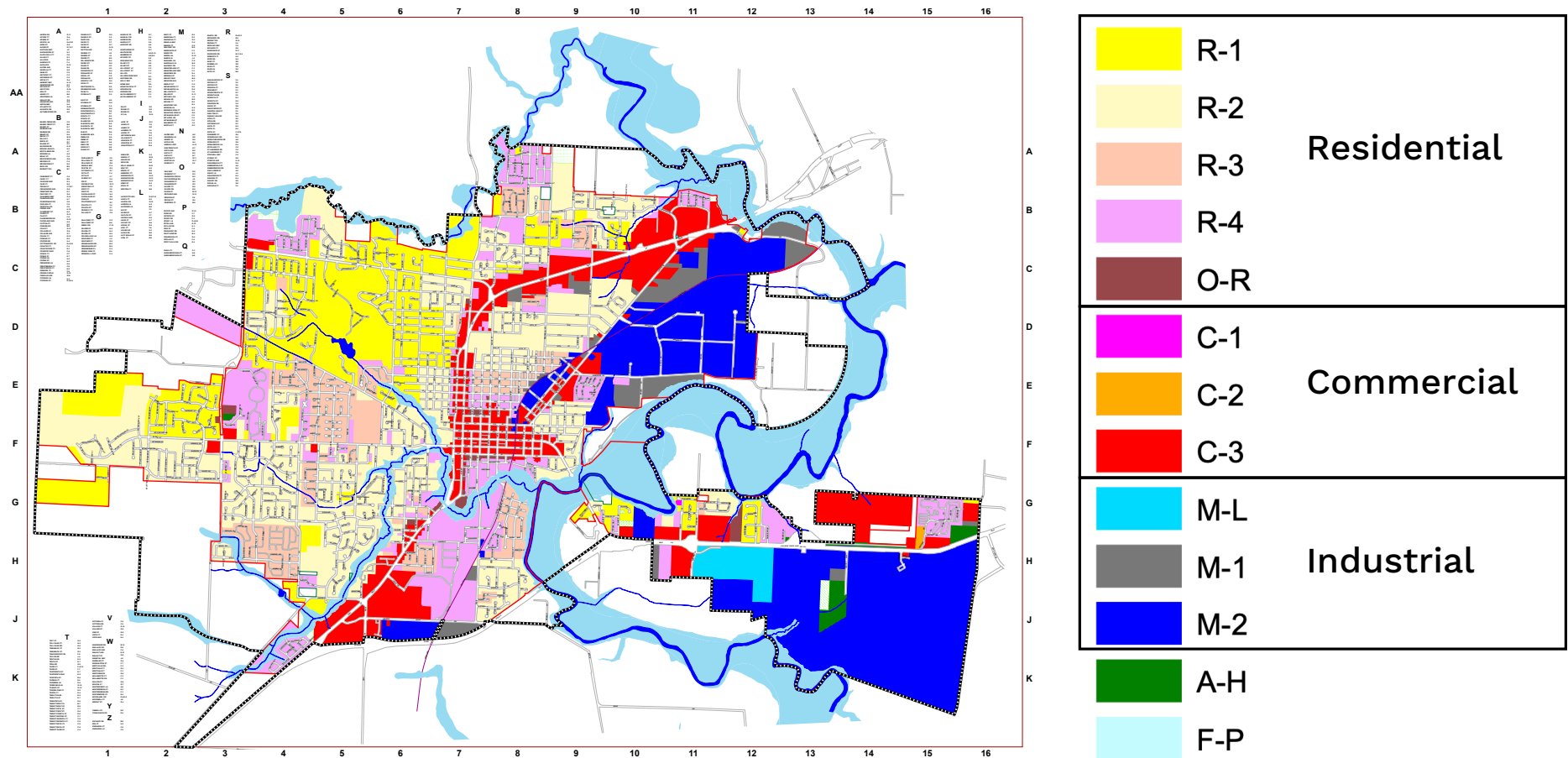


CODE ANALYSIS OVERVIEW: Informing Efficiency Measures & Beyond

ANALYSIS GOALS

- **How is zoning code working relative to community goals?**
 - Particular residential focus, additional interest in commercial/industrial
- **Which code standards have significant impact on efficiency where changes could serve as efficiency measures?**
 - Specifically addressing residential capacity, and industrial job density
- **What are other update opportunities?**
 - Regulatory compliance, changing state laws (e.g., childcare)
 - Adding more 'clear & objective' language
 - More effective standards to implement community priorities (e.g., Great Neighborhood Principles)
 - Remove regulatory obstacles to development (e.g., review requirements, conflicting standards)
- **What are PC/CC questions and interests to see reflected in the analysis?**

CITY ZONING OVERVIEW



INITIAL IMPRESSIONS: RESIDENTIAL USES

- **Broad range of single-family, middle housing types permitted in R-1 to R-4**
 - Middle housing adds flexibility in all zones along with single-family
 - Single-family may compete with middle housing and multifamily in R-4
- **Specific focus on apartments permitted in R-5**
- **Additional residential uses permitted in O-R, C-3**
 - All residential uses permitted in O-R, primarily apartments permitted in C-3, at R-4 scale
 - Consider tradeoffs between residential capacity and commercial capacity

INITIAL IMPRESSIONS: EMPLOYMENT & MIXED USE

- **Broad range of commercial & industrial uses allowed**
 - Job densities of permitted uses vary significantly, from warehousing/storage to office and manufacturing
- **Some emerging opportunities to integrate uses:**
 - Neighborhood Activity Centers
 - City Center Housing Overlay
 - C-3, O-R

INITIAL IMPRESSIONS: RESIDENTIAL SCALE

Zone	Minimum Lot Size (Single-Family & Middle Housing)
R-1	9,000 SF
R-2	7,000 SF
R-3	6,000 SF
R-4 O-R, C-3	5,000 SF No limit for apartments
R-5	5,000 SF 1,500 SF/unit for apartments

- **Minimum lot sizes are in line with density targets in HNA**
 - R-2 to R-4 lot sizes are fairly similar, but options in all zones for middle housing with less SF per home
 - Option for averaging lot sizes with Planned Development to achieve smaller individual lots but not to increase overall density
- **Maximum densities for apartments are being built**
 - Highest historical densities seen in C-3, 31.2 du/net acre, similar to the 29 du/net acre allowed in R-5
 - Recently removed maximum density in R-4, may create opportunities beyond single-lot development previously seen
 - R-5 land not yet zoned
 - 60-ft height limit in R-4, R-5 may exceed predominate form of recent projects, tradeoffs with setbacks

INITIAL IMPRESSIONS: RESIDENTIAL SCALE

Zone	Minimum Lot Size (Single-Family & Middle Housing)	Average Lot Sizes (All types, 2000- 2018)
R-1	9,000 SF	10,624 SF
R-2	7,000 SF	7,510 SF
R-3	6,000 SF	6,406 SF
R-4 O-R, C-3	5,000 SF No limit for apartments	5,514 SF (R-4) 5,732 SF (O-R) 1,396 SF (C-3)
R-5	5,000 SF 1,500 SF/unit for apartments	n/a

- **No maximum lot sizes or minimum densities**

- Historic densities are generally in line with current lot sizes without minimum density requirements in R-1, R-2 and R-3
- Historic densities in R-4, OR are closer to single-lot minimum lot sizes, mix of single-family detached, attached and multifamily built historically
- Minimum densities in R-4, OR, R-5 in particular could support more multifamily and middle housing

MULTIFAMILY TYPES & SCALE

- **Wide range of different apartment types identified in the code, however, code standards don't necessarily allow for all types**
 - Extensive development & design standards (19 pages!)
 - Many of these types are 2-3 stories, none of these examples reach 60-ft height
 - But many likely exceed the 29 units/acre density permitted outright (R-5), higher densities as conditional use
 - Central City Housing Overlay could provide additional options
- **Opportunity to clarify code to address desired apartment types in different areas through form and dimensional standards**
 - Policy discussion by PC/CC, Comprehensive Plan can direct
 - Different forms can provide similar densities and efficiency

	Apartment Block Density Range: Context: City center
	Medium Apartment Block Density Range: Context: City center and along major streets served by transit
	Small Apartment Block Density Range: Context: At the edges of low and medium density residential neighborhoods
	Single Walk-up Density Range: Context: At the edges of low density residential neighborhoods and along major streets
	2-3 Story Courtyard Density Range: Context: City center, low and mid-density residential neighborhoods
	Single Story Courtyard Density Range: Context: May be integrated into low density residential neighborhoods

INITIAL IMPRESSIONS: RESIDENTIAL DEVELOPMENT

- **Dimensional standards:**

- 35-ft height in R-1 to R-3, 60-ft in R-4 and R-5 (with additional setback)
- 15-20-ft front and rear, 6-10-ft side yard setbacks in all zones

- **Parking standards:**

- 2 per single-family home
- 1 per middle housing dwelling, in line with state requirements
- 1.5-2 per apartment could be reviewed

- **Common open space:**

- Planned developments require 15% common open space
- Apartments require 15% common open space, 36 SF private open space per unit
- In addition to public park spaces created through Parks Plan

INITIAL IMPRESSIONS: RESIDENTIAL DESIGN

- Design standards for middle housing in line with state rules
- Design standards for multifamily are extensive, opportunity to align with preferred/likely apartment types and to add clarity
- Planned Development standards apply Great Neighborhood Principles, with opportunity to incorporate GNPs into subdivision standards
- Look for community and City staff feedback on how current standards are working relative to desired outcomes

INITIAL IMPRESSIONS: RESIDENTIAL PROCESS

- **For Urban Holding areas: Area Plan & Master Plan requirements**
- **Subdivision or Residential Planned Development option for platted residential development**
 - PD can provide additional flexibility, more discretion
 - PD process requires applicants to demonstrate how proposed development meets the Great Neighborhood Principles
 - Subdivision standards do not directly incorporate the GNPs, some standards implement aspects of the GNPs
- **No site plan review process for apartments, building permit review**

POTENTIAL CODE-RELATED EFFICIENCY MEASURES

- Explore density bonuses for PDs
 - Consider minimum densities/maximum lot sizes for Residential zones, especially R-4, OR and R-5
 - Align apartment development standards with desired apartment types in R-4, R-5
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
 - Continue developing City Central Housing Overlay standards
 - Related actions:
 - Develop clear and objective subdivision standards to implement Great Neighborhood Principles
 - Revise Neighborhood Activity Center code standards
- In addition to map changes to:
 - Designate/zone more land for R-5
 - Reassign surplus park land
 - And area plan development to:
 - Double the job density in Innovation Campus
 - Add residential density in TMLAP
 - Add diverse housing in Southwest Area Plan

CODE ANALYSIS PROCESS

1

- Draft conceptual code analysis to identify initial priorities that identifies opportunities and detail changes needed for efficiency measures

2

- Review code analysis as part of longer list of efficiency measures at upcoming PC/CC work session (March 25, 2025, or July 16, 2025)

3

- Draft code updates to implement efficiency measures

4

- Parallel effort to complete a more detailed code audit of specific code language for compliance, clarity and City goal alignment to inform future “inefficient” code updates

DISCUSSION

- What are your questions and interests to see reflected in the code analysis? Examples of recent development that did or did not meet desired outcomes, or needed development that is not yet feasible?
- Which types and scale of apartments could be prioritized in different areas (e.g., R-4, R-5, Neighborhood Activity Centers, City Center)?
- Which potential code-related efficiency measures would you like to continue exploring? Any not worthy of further consideration? Additional ideas?
 - Density bonuses for PDs
 - Minimum densities/maximum lot sizes for R-4, OR and R-5
 - Align apartment development standards with desired apartment types in R-4, R-5
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
 - Continue developing City Central Housing Overlay standards



DISCUSSION & QUESTIONS

CITY OF McMinnville
MINUTES OF JOINT CITY COUNCIL &
PLANNING COMMISSION WORK SESSION
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, February 11, 2025 at 5:30 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth (arrived at 5:38 pm)	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Planning Commissioners:	<u>Present</u>	<u>Absent</u>
	Sidonie Winfield, Chair	Rachel Flores
	Brian Everest	Matthew Jones
	Elena Mudrak	
	Brian Randall	
	Beth Rankin	
	Meg Murray (via Zoom)	
	Sylla McClellan	

Also present were City Manager Jeff Towery, City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Community Development Director Heather Richards, Associate Housing Planner Evan Hietpas, Finance Director Katie Henry, Planning Manager David Berniker, Senior Planner Tom Schauer (via Zoom), and *members of the News Media – Phil Guzzo McMinnville Community Media and Scott Unger News-Register (via Zoom).*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 5:30 p.m. and welcomed all in attendance.
2. SEQUENTIAL URBAN GROWTH BOUNDARIES (UGB) WORK PLAN: LAND-USE EFFICIENCIES:

Community Development Director Heather Richards introduced Elizabeth Decker from Jet Consulting, Beth Goodman from ECONw, and David Berniker, the new Planning Manager, and shared a PowerPoint presentation introducing the next step in McMinnville's growth planning process, focusing on land use efficiencies as required by state law. She outlined the city's land needs for residential, industrial, and commercial areas and explained the sequential UGB work plan agreed upon with the state. The timeline for

completing various tasks is discussed, including the housing production strategy and land use efficiencies work. Despite delays due to appeals, they are proceeding with the land use efficiencies work to meet state-mandated deadlines, with a target to complete this phase by September 2025.

Elizabeth Decker and Beth Goodman went through PowerPoint discussing on the upcoming code analysis for McMinnville's zoning code, focusing on efficiency measures and potential housing production strategies. They emphasized the analysis would be tailored to McMinnville's community goals, with a particular focus on residential, commercial, and industrial zoning. The discussion also touched on regulatory compliance, clear and objective language, and the implementation of community priorities.

There was discussion on the challenges of achieving community goals in McMinnville, particularly in relation to housing types and densities. Acknowledging the current zoning system, which allows for smaller lots and higher density housing, has not been well-received by the community. Ms. Richards also noted that the community's housing needs analysis, which identifies the need for more affordable housing, does not necessarily translate into affordable housing being built. It was suggested that the city could work with developers to incentivize the construction of more affordable housing. The conversation also touched on the need to protect green spaces and the potential for the current zoning of the innovation campus to limit its future development.

The final discussion was on the zoning specifics of McMinnville, highlighting the predominance of residential zones and the potential for mixed-use zoning. It was noted that the city complies with state requirements for middle housing and the unique R-5 zone, which focuses on apartments. The discussion touched on the potential for smaller lots in plan developments and the possibility of adding density bonuses. Ms. Decker mentioned the need for more clarity in design standards and the potential for adjusting setbacks. Next steps include scheduling future meetings to discuss deal breakers and potential solutions from other cities in Oregon.

3. ADJOURNMENT: Mayor Morris adjourned the meeting at 6:52 p.m.



Claudia Cisneros, City Recorder

CITY OF McMinnville
MINUTES OF CITY COUNCIL MEETING
Held via Zoom Video Conference and at the Kent L. Taylor Civic Hall on Gormley Plaza
McMinnville, Oregon

Tuesday, February 11, 2025, at 7:00 p.m.

Presiding: Kim Morris, Mayor

Recording Secretary: Claudia Cisneros

Councilors:	<u>Present</u>	<u>Absent</u>
	Sal Peralta, Council President	
	Zack Geary	
	Chris Chenoweth	
	Jessica Payne	
	Scott Cunningham	
	Dan Tucholsky	

Also present were City Manager Jeff Towery, City Recorder Claudia Cisneros, City Attorney David Ligtenberg, Community Development Director Heather Richards, Finance Director Katie Henry, Human Resources Director Vicki Hedges, Police Chief Cord Wood, Public Works Director Geoff Hunsaker, and *members of the News Media – Phil Guzzo McMinnville Community Media and Scott Unger News-Register (via Zoom).*

1. CALL TO ORDER: Mayor Morris called the meeting to order at 7:02 p.m. and welcomed all in attendance.

2. PLEDGE OF ALLEGIANCE

Councilor Tucholsky led the pledge of allegiance.

3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT: Mayor Morris invited the public to comment.

City Recorder Claudia Cisneros stated the City received a letter from a group of Community Members to the City Council, which has been emailed to the City Council and will be entered into the record on the amended packet posted tomorrow.

Stacey Mayhew, McMinnville community member gave some background of Quarry Park and the interest Visit McMinnville has to make it into a BMX Park. Provided some amenities this park provides.

Barbara Boyer, Rural McMinnville community member and representing the chair of the Yamhill Soil & Water Conservation District stated her disappointed in the approval of amendments to the West Hills subdivision

which will remove approximately 50 acres of mixed woodland. Discussed the removal of Oregon White Oak and the protection of it in the City of McMinnville.

Valerie Anton, McMinnville community member provided comment on the proposed Hillside subdivision. She stated her opposition to the expanded subdivision.

Roshana Shockley, McMinnville community member stated she wanted Quarry Park not to be made into a BMX park and developed as a walking park or a nature park.

Emily Kerrigan, McMinnville community member agrees with Ms. Boyer and Ms. Shockley regarding preserving the area of West Hills.

4. PRESENTATION

4.a. Air Show Presentation

Bill Braack, President of the Oregon International Air Show presented awards to the Mayor and Police Chief.

5. ADVICE/ INFORMATION ITEMS

5.a. Reports from Councilors on Committee & Board Assignments

Councilor Tucholsky stated had a YCOM meeting and referenced incidents reports from 2024 vs. 2023. The dispatcher quality assurance program industry standard score is 85%, YCOM has achieved 98.4% so they are 13.4% above the standard. February is heart month and provided what their challenges are.

Councilor Payne reported that none of her committees have met. DEIAC will meet this Thursday.

Councilor Geary said MURAC met last week and talked about budgets and the forecast for fiscal year 25/26 and what projects are on the way. Visit McMinnville hasn't met and the Stormwater Wastewater Committee will meet Tuesday the 18th.

Council President Peralta mentioned the Planning Commission met but was asked not to participate as the topic may come before the Council.

Councilor Chenoweth stated the Innovation PAC met and talked about the master planning process for the airport. Homework was to come up with name ideas for the innovation campus.

Councilor Cunningham mentioned that HLC met to discuss the best use of a Certified Local Government (CLG) Program grant, heard many great ideas and chose to review the inventory of historic properties.

- a. Motion to approve BDS Planning & Urban Design Consulting recommendation as amended by Mayor Morris (memo in packet).

*Council President Peralta MOVED to **accept** the amended BDS Planning & Urban Design Consulting recommendation by Mayor Morris as amended to state meet with the General Manager of MW&L and the City Manager twice a year and present twice a year and to meet with a joint Council and Commission meeting annually months to be determined as amended; SECONDED by Councilor Chenoweth.*

*AYE: Councilor Cunningham, Tucholsky, Chenoweth, Payne, Geary, Peralta
NAY: NONE*

*Motion **PASSED** unanimously by a vote of 6-0.*

*Councilor Cunningham MOVED to **approve** the amended BDS Planning & Urban Design Consulting recommendation by Mayor Morris as amended; SECONDED by Councilor Geary.*

*AYE: Councilor Cunningham, Tucholsky, Chenoweth, Payne, Geary, Peralta
NAY: NONE*

*Motion **PASSED** unanimously by a vote of 6-0.*

5.b. Department Head Reports

City Manager Jeff Towery mentioned the coin given by Bill and Eric during the earlier presentation the front of the coin has the jet team and the back of the coin are the other aircraft who performed with a year at the bottom right hand corner there's a police badge that represents Matt Scales badge number on it. Will be in Round 1 budget meetings with Departments and new Finance Director Katie Henry.

City Recorder Claudia Cisneros stated City Offices will be closed on Monday, February 17th in honor of President's Day and Council should have received a calendar invite for the Joint McMinnville School District Board and City Council Work Session for Monday, March 31st.

Public Works Director Geoff Hunsaker mentioned public works is preparing for potential road work with the winter mix coming.

Finance Director Katie Henry thanked the Finance Team for how well things have kept moving in the absence of a Finance Director.

6. CONSENT AGENDA

- a. Consider the Draft Minutes of the January 22, 2025, City Council Work Session Meeting.
- b. Consider the Draft Minutes of the January 28, 2025, City Council Regular Meeting.

Councilor Geary MOVED to adopt the consent agenda as amended (removing item c.) and with the correction of Worman Park on Page 13 of the January 28th minutes; SECONDED by Councilor Chenoweth.

*AYE: Councilor Cunningham, Tucholsky, Chenoweth, Payne, Geary, Peralta
NAY: NONE*

*Motion **PASSED** unanimously by a vote of 6-0.*

6. ITEMS REMOVED FROM THE CONSENT AGENDA

- 6.c. Consider **Resolution No. 2025-06**: A Resolution authorizing the City Manager to enter into an agreement with Turf Star Western Equipment for the purchase of a 2025 Toro Groundsmaster 4000-D 11' rotary mower.

Councilor Cunningham MOVED to approve Resolution No. 2025-06; SECONDED by Councilor Geary.

*AYE: Councilor Cunningham, Chenoweth, Payne, Geary, Peralta
NAY: Tucholsky*

*Motion **PASSED** by a vote of 5 - 1.*

7. RESOLUTION

- 7.a. Consider **Resolution No. 2025-05**: A Resolution appointing four members to the Affordable Housing Committee and McMinnville Economic Vitality Leadership Council.

Councilor Payne MOVED to approve Resolution No. 2025-05 with the correction of an error in the Resolution, appointing four members to the Affordable Housing Committee and McMinnville Economic Vitality Leadership Council; SECONDED by Councilor Tucholsky.

*AYE: Councilor Cunningham, Tucholsky, Chenoweth, Payne, Geary, Peralta
NAY: None*

*Motion **PASSED** unanimously by a vote of 6-0.*

Mayor Morris stated the City Council will be going into the conference room for closed-to-the-public two executive sessions the first pursuant to: ORS 192.660(2)(d) To conduct deliberations with persons designated by the governing body to carry on labor negotiations. and the SECOND pursuant to ORS 192.660(2)(h) To consult with counsel concerning the legal rights and duties of a public body with regard to current litigation or litigation likely to be filed.

Mayor Morris asked if any Councilor needed to declare an actual or potential conflict of interest or recuse themselves regarding any of these executive sessions for the record.

Councilor Tucholsky stated had an actual conflict of interest and recused himself from the executive session ORS 192.660 (2)(d).

8. ADJOURNMENT: Mayor Morris adjourned the meeting at 8:07 p.m.

Claudia Cisneros

Claudia Cisneros, City Recorder