

# Growth Management and Urbanization Plan

An Element of the City of McMinnville  
Comprehensive Plan  
May, 2003



City of McMinnville Planning Department

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# I. INTRODUCTION

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

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

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

- McMinnville experienced unprecedented development of multi-family housing, nearly depleting its available inventory; residential development pushed to the limits of the current urban growth boundary on the west and southwest.
- Large-scale commercial development occurred in both northeast and southwest McMinnville; and industry continued to expand in the Riverside Drive area.
- A world-class museum to house the historic HK-1 Flying Boat ("Spruce Goose") was constructed on Three Mile Lane.
- Linfield College, with acquisition of the former Hewlett-Packard property, has undertaken an ambitious expansion of its campus.
- The composition of the population changed: many more Hispanics, and those that require assisted care, now call McMinnville their home.

The City estimates that the population will continue to grow in the next 20 years adding 15,545 people and bringing the total city population to 44,055 in 2023.<sup>2</sup> These new residents will require additional land for housing, commerce, industry, schools, parks, and places of worship among other uses.

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

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

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

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

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

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

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

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

This plan also takes the position that McMinnville should encourage a diversity of development patterns and housing types, including protection of its traditional development and design patterns as well as its conventional suburban residential neighborhoods. When appropriate, the City should use traditional design principles in new development. Put simply, the City recognizes that one key to a livable, sustainable future with a high quality of life and a healthy economy is to ensure that the option remains for its citizens to live, work, shop, and recreate in a variety of development types. McMinnville is committed to establishing and retaining land uses, policies, and infrastructure that will protect the viability of neighborhoods, as

they are the key building block to quality of life, McMinnville style. This can most effectively be achieved by establishing standards that are people-oriented and that create an environment rich in housing and transportation choices, adequate public parks and open spaces, and a healthy economy.

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

## II. CONTEXT FOR CHOICE: EXPECTED GROWTH

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

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

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

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

Source: US Census (2000); PSU CPRC (2002), ECONorthwest

Note: 2003 and 2023 Yamhill County extrapolated from 1997 OEA long-term forecast; 2003 and 2023 McMinnville figures assume a 2.2% average annual growth rate using the 2002 PSU estimate, the same growth rate previously supported by DLCDC and Yamhill County.

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

- The number of “traditional families” (married couple with one or more children at home) will continue to decline.

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

- The number of female heads of household, and people living alone will increase. Couples without children also will see an increase (Baby boomers now reaching their 50's and that have, or are about to, move into the "empty nest" stage of life).
- Household income will be higher.
- The overall average age will be higher.
- The percentage of Hispanic residents will increase slightly.

As regard housing and other land needs for these future residents, the following general characteristics are assumed, based on these same trends and development history analysis:

- Due to growth and demographic trends, the percentage of the City's total population in group quarters will decrease slightly. The City, however, will add 400 new group quarters units.
- Increases in persons per household due to the city's growing Hispanic population will be offset by increases in female, heads of household, and an aging population such that it will remain flat from its year 1990 figure of 2.54.
- An additional 6,014 new dwelling units will need to be constructed to provide housing for the anticipated growth.
- Residential density will average 7.2 dwelling units per net acre, a 22 percent increase from the average density experienced in the city's most recent decade of growth.
- To meet Park Master Plan standards, an additional 314 acres of neighborhood, community, and greenspace/greenway park land will be needed.
- There will need to be an additional 96 acres of land for public schools arranged in a manner that minimizes the need for bussing.
- An additional 197 acres of land will be needed to accommodate other religious, public and semi-public uses.
- The McMinnville economy will tend to mirror the State and National economies and, as such, will experience slow to moderate growth during the planning period.
- Residents will want to live closer to where they work and play.
- Multi-family living space will increase.
- There will be a movement toward higher density housing in mixed use patterns as an alternate to—or to complement—existing suburban development patterns.
- An additional 110 acres of land will be needed to accommodate commercial uses.

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

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

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

Source: ECONorthwest

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

Table 3 shows residential land needed for housing by zone designation. This table addresses the requirement that cities “determine the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in Table 2.



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

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

Source: ECONorthwest

Land supply and its characteristics, are an important factor in this land use plan. The analysis finds that approximately 865 acres of vacant buildable land planned for residential use existed within the present McMinnville urban growth boundary in December 2002 (see Table 4).<sup>4</sup> The City has approximately 441 vacant buildable acres designated for commercial and industrial uses. This acreage is further divided into 102 acres planned for commercial use, and 340 planned for industrial use.

<sup>4</sup> The City proposes to redesignate a number of parcels as part of the land use efficiency measures the City is required to consider by state law. These redesignations have no impact on the overall acreage of land available for development, but will add approximately 16 acres to the inventory of buildable residential land.

**Table 4. Buildable land supply, McMinnville UGB, December 2002**

<b>Plan Designation</b>	<b>Gross Acres (July 1, 2000)</b>	<b>Acres</b>	
		<b>Developed (July 1, 2000- Dec 31, 2002)</b>	<b>Gross Buildable Acres (Jan 2003)</b>
Residential	947.0	82.1	864.9
Commercial	115.4	13.5	101.9
Industrial	358.1	18.3	339.8
Mixed Use	2.9	0.0	2.9
<b>Total Buildable Land</b>	<b>1,423.4</b>	<b>113.9</b>	<b>1,309.5</b>

Source: City of McMinnville

Note: Table 4 reflects buildable land supply as of January 2003. The land use efficiency measures presented in Chapter 5 result in modifications to the land supply due to redesignation of some tax lots in the current UGB.

These vacant lands have a capacity to accommodate approximately 2,949 of the 6,014 dwelling units needed during the planning period. This leaves a gap of 3,065 dwelling units that must still be accommodated, not including identified needs for commercial, religious, public (schools, parks, and government facilities), and semi-public land.

Under most any scenario, McMinnville will need to amend its current urban growth boundary in order to accommodate its projected land needs for the planning period. The extent to which this boundary will need to be adjusted is dependent upon several factors; perhaps most importantly upon the growth management strategies and measures adopted by the City, and the qualities and characteristics of the land on which expansion is directed.

Table 5 compares land supply and demand in the McMinnville UGB for the period 2003-2023. The comparison shows that, in the absence of land use efficiency measures, including changes in plan designations, McMinnville will require approximately 1,395 acres of buildable land beyond the supply presently in the City's UGB. This figure is reduced by the land use efficiency measures proposed in Chapter 5. Deficits exist in land designated for residential and commercial uses. McMinnville has a surplus of about 56 acres of buildable industrial land. The industrial land is not factored against the deficits because the City needs the industrial sites to support its economic development strategy.<sup>5</sup>

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<sup>5</sup> The City has also conducted an exhaustive review of each of the parcels that comprise this 56 acres to determine its appropriateness for redesignation to residential or commercial use. None of these parcels were found to be appropriate for such redesignation.

**Table 5. Baseline comparison of land supply and demand, McMinnville UGB, 2003-2023**

<b>Plan Designation</b>	<b>Land Need (2003-2023)</b>	<b>Gross Buildable Acres (Jan 2003)</b>	<b>Deficit (Surplus)</b>
Residential <sup>a</sup>	1,780.2	864.9	1,261.0
Commercial	219.1	115.4	106.0
Industrial	269.7	358.1	(88.4)
<b>Total Buildable Land Need Outside UGB</b>	<b>2,269.0</b>	<b>1,338.4</b>	<b>1,367.0</b>

Source: ECONorthwest, 2003

<sup>a</sup> Application of residential carrying capacity analysis produces an unmet residential need of 697 acres and does not allow a simple supply/demand calculation to occur.

Note: Total buildable land deficit does not include the surplus of industrial land. McMinnville will maintain a surplus of industrial land during the planning period.

The following sections of this plan will describe the land use plan alternative chosen by the City, how it responds to the trends and issues described above and in the other referenced studies, the measures employed to minimize urban expansion, and why certain lands have been chosen for future urbanization.

### III. GUIDING PRINCIPLES FOR FUTURE LAND USE

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

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

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

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

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

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

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

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

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

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

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

Regarding the direction or type of new development, everything inside the current UGB, with the exception of lands above the current water-service level in the West Hills, can be served with reasonable extensions and upgrades of current facilities. Regarding expansion of the UGB, the following constraints need to be considered: (1) extending water and wastewater service across the Yamhill River or under Highway 18 will be an extra expense; (2) serving some land at higher elevations to the west with water will require the extra expense of a new, higher reservoir, connecting lines and pump station (though such improvements are probably necessary to serve lands within the westernmost portion of the current UGB); (3) developing east of the Yamhill River would probably be more expensive for transportation facilities than developing west of the City because of either bridge crossings or more out-of-direction travel that must feed on to Highway 99 or 18; and, (4) development in the Three Mile Lane corridor area will be limited due to current low water volume and pressures required to meet fire protection standards.

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

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

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

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

In summary, this plan must be based in part upon urban containment and the concentration of development in areas that have adequate carrying capacity to support such development. Urbanization of areas that are contrary to these principles should be avoided.

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

This Plan respects these historic, natural, and man-made patterns and edges by keeping urban development contained within them. In so doing, potential urban and rural land use conflicts are kept to a minimum, as is the speculative pressure

to develop these lands for urban uses. Expansion of the McMinnville urban growth boundary should, therefore, to the extent possible and permitted by law:

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

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

It is interesting to note that these principles parallel, to a large degree, what are known in “new urbanism” circles as the “Ahwahnee Principles;”<sup>6</sup> a collection of principles drafted in 1991 by leaders in the “new urbanism” and sustainable design movements. These principles were introduced in the Fall of 1991 to a group of local elected officials at a conference at the Ahwahnee Hotel in Yosemite National Park as a vision for an alternative to urban sprawl. A summary of these follows:

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.
- As many activities as possible should be located within easy walking distance of transit stops.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center focus that combines commercial, civic, cultural and recreational uses.

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<sup>6</sup> These principles call for resource-efficient, livable communities with a diverse and balanced mix of housing, jobs, businesses and recreational activities located within easy walking distance of one another and within regions that preserve agricultural lands and open space.

- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.
- Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths and bike paths should contribute to a system of fully connected, interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
- The community design should help conserve resources and minimize waste.
- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
- The street orientation, the placement of buildings and the use of shading should contribute to the energy efficiency of the community.

## IV. A DEVELOPMENT CONCEPT FOR FUTURE GROWTH

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

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

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

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

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

- Placement of neighborhood-scale commercial land uses within "activity centers" and infill areas along established major transportation corridors without encouraging the extension of strip commercial in these areas;

- Promotion and orientation of higher density residential uses adjacent to and within these activity areas and along major transportation corridors to achieve economic, housing, and transportation objectives;
- Integration of neighborhood-scale commercial uses, parks, churches, and other civic uses to provide for “complete” neighborhoods;
- Encouraging the conservation and preservation of environmentally sensitive lands;
- Directing future growth to areas that are more cost effective to serve with public infrastructure;
- Equitable distribution of high density housing to each activity center and along identified transit corridors so as to not overburden any one neighborhood and to remain consistent with the City’s long standing multi-family dispersal policy;
- Creation of vibrant, healthy, and socially active residential neighborhoods; and
- Preservation of existing historic neighborhoods.

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

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

JERRYS' CONCEPT PLAN - FIGURE 1

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

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

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

To comply with this statute, this plan proposes that the City adopt growth management strategies and measures to minimize expansion of the current urban growth boundary to the extent possible, and expand the boundary where appropriate and as necessary to implement the objectives of the previously described concept plan.<sup>7</sup>

### Organization of the policies in this chapter

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

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<sup>7</sup> Goals 10 and 14, as well as ORS 197.296 have language that requires cities to adopt and implement land use “efficiency” measures before expanding UGBs. Land use efficiency measures can address several local issues including meeting housing need, increasing density, making efficient use of infrastructure and many other local objectives. LUBA, however, has established a much narrower interpretation of land use efficiency measures:

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

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

- **Policies for managing land inside the current UGB.** The emphasis here is on getting policies that are consistent with the planning principles described in Chapter 3, the concept plan described in Chapter 4, and the requirements of state law just described. The main issues here are to make sure that, overall, the pattern of land use is efficient, and that the City policies allow and encourage residential uses that might increase density and achieve the needed mix of housing types.
- **Policies for adding and developing land outside the current UGB.** Since land inside the current UGB is insufficient to accommodate expected growth and development, land outside the UGB must be added to the UGB. That raises the following questions that the policies in this document must address: what land, for what uses, with what development policies?

## Current Growth Management Practices

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

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

## Planned Development Process

### Description

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

### Impact on land use efficiency

Between 1988 and 2000, the City's R-2, Single-Family Residential zone, built out at a density some five percent more than its theoretical maximum (105 percent)



saving an estimated 90 acres of residential land.<sup>8</sup> This process has also shown itself to be effective in achieving good site and building design, as well as permitting the mixing of land uses (the Jandina, Westvale, Hillsdale developments are but three examples. Another is found in the development pattern at the northeast quadrant of Hill Road and West Second Street— townhomes, assisted living, church, commercial development, college campus, park, single-family homes, manufactured homes, and multi-family housing).

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

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

## **Infill Flexibility - Flag Lots**

### **Description**

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

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

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

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<sup>8</sup> This estimate assumes that the R-2 would have developed at approximately 75% of net maximum density (6.20 DU/net residential acre), or at about 4.65 DU/net residential acre. A total of 1,448 dwelling units were permitted in the R-2 zone between 1988 and 2000 using about 223 net acres. A net density of 4.65 DU/acre, would require about 311 acres (1,448/4.65) or about 90 acres more than was actually consumed between 1988 and 2000.

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

### **Description**

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

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

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

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

## **Westside Bike / Pedestrian Corridor**

### **Description**

The City has constructed a linear park in west McMinnville that winds through several neighborhoods in the area, connecting these residents to schools, churches, open space, and commercial centers. Additional land has been acquired within the Bonneville Power Administration easement that will allow the extension of this corridor another 2.1 miles to the north.

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

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

## Historic Downtown

### Description

Current plan policies encourage high-density residential development within the historic downtown commercial core.<sup>9</sup> To assist the downtown in realizing this density, off-street parking and landscaping is not required within the 14 blocks of the downtown core. An additional fifteen blocks that surround the core area are obligated to only provide one-half the number of required parking spaces.

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

### Impact on land use efficiency

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

## Mixed Residential / Commercial

### Description

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

### Impact on land use efficiency

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

## Residential Street Connectivity

### Description

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

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<sup>9</sup> This policy also applies to the Linfield College area.

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

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

## **Public Transit Plan**

### **Description**

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

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

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

## **Interim Development Standards**

### **Description**

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

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

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

## **Summary**

The preceding discussion demonstrates that McMinnville has taken a number of steps to increase land use efficiency and meet identified housing needs. The manner in which these existing measures address each of the suggested measures described in ORS 197.296 and the DLCD Workbook are summarized in Table 6.

The matrix shows that McMinnville already has policies that address many of those identified in the statutes and state guidance documents.

**Table 6. Summary of existing land use efficiency measures and relationship to State policies**

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

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

## Addressing future land needs

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

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

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

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

- **Develop a plan for the development of land inside the UGB that is as efficient as possible given the constraints imposed by natural features, the existing built environment, market considerations, and other policies.** A clear emphasis of Oregon law is preserving farm and forestland by limiting urban expansion. State law requires a city to make sure it has done everything reasonable to accommodate growth *inside* its existing UGB before expanding that UGB.
- **If land inside the existing UGB is not sufficient to accommodate forecasted growth, expand the UGB in accordance with procedures established by state law.** Statewide goals (especially Goal 14 on Urbanization, but others as well) have very specific requirements a city must meet.<sup>10</sup>

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<sup>10</sup> Oregon Revised Statute, specifically ORS 197.296(4), requires jurisdictions that determine that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density to take one or a combination of the following actions. It must amend either: (1) the

The Land Conservation and Development Commission has always acknowledged that, as their name implies, judgments must be made about how to balance sometimes competing objectives. For example, Goal 10, Housing, requires a city to provide land for all need housing types to accommodate its forecasted population: it is obligated to expand its UGB if the land is not available inside its current UGB. But before it does so it must demonstrate that it has taken reasonable measures to meet the housing needs inside the UGB. In practice, those measures are typically ones that allow, encourage, or require increased housing density. Another balancing must occur here: state law requires that any increased densities must be balanced against some evaluation of current and likely future market conditions.

#### Summary of state policies requiring efficiency measures

Preliminary analysis of land supply and demand suggests McMinnville will require an Urban Growth Boundary (UGB) expansion of more than 50 acres to meet projected population and employment growth over the next 20 years.<sup>11</sup> The City has also determined that, relative to its residential land needs, future housing will occur at densities and mixes different than those observed in the prior 15 years of McMinnville's history. As such, the City is obligated to follow the dictates of ORS 197.296 that requires the adoption of "measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years."<sup>12</sup>

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

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

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comprehensive plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the UGB; (2) the urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density; or (3) both.

<sup>11</sup> The importance of this is that the City's proposed UGB expansion will require review and approval by the Oregon Land Conservation and Development Commission. Boundary expansions of less than 50 acres are not subject to this review.

<sup>12</sup> ORS 197.296 (5).



- Adoption of an average residential density standard.

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

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

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

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

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

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

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

1. For urban areas of over 2,500 in population policies shall be based on the analysis prepared in response to OAR 660-009-0015 and shall provide conclusions about the following:
  - a. Community Development Objectives. The plan shall state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and commercial uses desired by the community. Plans may include policies to maintain existing categories, types or levels of industrial and commercial uses;
  - b. Commitment to Provide Adequate Sites and Facilities. Consistent with policies adopted to meet subsection (a) of this section, the plan shall include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations and ensure necessary public facilities through the public facilities plan for the planning area.

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

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

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

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

In summary, McMinnville must demonstrate that adequate land use efficiency measures are in place before expanding its UGB. This section summarizes new

measures that McMinnville proposes to adopt to comply with the applicable statutory and administrative rule requirements, and as may be necessary to implement the desired land use concept plan.

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

## **Proposed Land Use Efficiency Measures**

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

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

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

## **Amend current plan or zone designation**

### **Description**

City staff conducted an exhaustive review of lands within the current McMinnville urban growth boundary for the purpose of identifying those properties that lend themselves to use(s) identified in the *McMinnville Residential Land Needs Analysis*, and which currently do not permit such use(s). Table 7 summarizes properties proposed for rezoning.

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

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

**Table 7. Properties proposed for rezoning**

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

Source: City of McMinnville Planning Department, April 2003

## Encourage Infill and Redevelopment, where appropriate

### Description

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

### Impact of land use efficiency

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

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

## Create Neighborhood Activity Centers

### Description

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

These activity centers would be selected due to their location, distribution, proximity to vacant buildable lands, ability to accommodate higher intensity and density development, and their context and ability to foster the development of a traditional, or complete, neighborhood. The selected Neighborhood Activity

Centers should be equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. These centers need to be located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from a one (1) to three (3) mile radius. The geographic area of these centers typically comprises twenty (20) acres and extends a linear distance of approximately one-eighth of a mile (660 feet). Maximum commercial acreage within these centers may range from five (5) to fifteen (15) acres.

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

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

### **Focus Area**

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

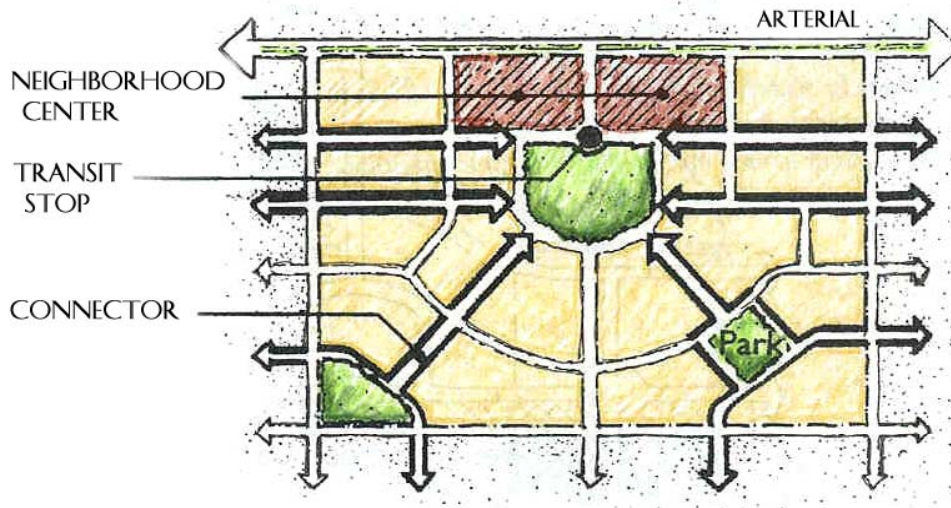
### **Support Area**

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

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model may take on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity

center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic. The graphic below generally illustrates the Neighborhood Activity Center concept.

**Figure 2**



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

A typical activity center will have between 28 and 70 acres. Activity centers have two components: focus areas and support areas. The focus area is where commercial, retail, and other primarily non-residential uses would occur. The support area is where the City would encourage higher density housing. Support areas will range from 20 to 40 acres, and could accommodate between 160 and 480 dwelling units at densities of between 8 and 16 dwelling units per gross residential acre. The majority of housing in support areas will be multifamily or higher density single-family housing types.

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



## **Protect Areas of Community Importance**

### **Description**

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

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

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

## **Commercial Land Use**

### **Description**

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

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

**Table 8. Potential downtown housing units**

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

Notes:

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

The City also proposes to modify the C-3 zone, which currently allows multifamily residential as an outright use, to require a commercial component of any residential development in the C-3 zone.

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

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

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

## **Industrial Land Use**

### **Description**

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

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

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

approximately 11.7 acres, will locate on land planned and zoned for industrial use.

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

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

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

### **Description**

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

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

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

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

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

## Impact on land use efficiency

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

## Transit Corridor Enhancement Policy

### Description

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

"The maximum density of six units per acre for the service area of the sewer trunk cannot be exceeded on an overall average and, in addition, the density in any one area may be limited because a density concentration greater than the maximum design of the line may result in a peak loading effect and, therefore, limit the line's capacity by overloading it locally and causing sewer backups."<sup>13</sup>

Residential development that has occurred in west McMinnville since the adoption of this ordinance has not exceeded this density. It is important to note that, even with this limitation, multi-family housing development has and continues to occur in this area. This is accomplished through use of the previously described Planned Development (PD) process and the City's use of density transfer and density averaging. The City recognizes that because development has not exceeded this maximum density limit, there exists some additional density capacity ("underbuild") in west McMinnville. As such, it is recommended that this "density capacity" be used to facilitate and promote higher density housing along potential transit corridors in west McMinnville.<sup>14</sup> More specifically, the City proposes to adopt policies that encourage higher density residential development within five hundred feet of an identified potential transit route (1,000 foot wide corridor). Such opportunities are identified as shown in Figure 3. In addition, the City proposes to take action to legislatively rezone certain vacant parcels that now exist within this corridor. In general, this policy should seek to realize an average density of ten (10) dwelling units per acre within the transit corridors. Care should be taken, however, in the design and scale of these developments so as to not overburden any particular

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<sup>13</sup> Excerpt from "Policy Statement Re: West Second Sewer Line Extended to Hill Road," dated January 19, 1979.

<sup>14</sup> This additional capacity would also be used to facilitate the implementation of Activity Centers in west McMinnville, as described elsewhere in this plan. The transit corridor policy would apply to those portions of the corridor located outside of the defined Activity Centers, not only in west McMinnville, but wherever such transit routes are planned.

## TRANSIT CORRIDOR BUILDABLE LANDS MAP - FIGURE 3

neighborhood with traffic, noise, and other negative impacts associated with such housing.

If the City adopted such policies and rezone actions, approximately 90 additional dwelling units (assuming gross density of 10 dwelling units per acre) could be accommodated within the current McMinnville urban growth boundary. A listing of the specific parcels that are proposed for rezoning, and map showing their location is provided in Table 9.

**Table 9. Summary of proposed transit corridor parcel rezonings**

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

## Summary of existing and proposed efficiency measures

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

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

**Table 10. Summary of existing and proposed land use efficiency measures**

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

The intent of the proposed efficiency measures is to (1) meet identified housing needs, (2) increase land use efficiency by increasing overall residential density, and (3) maintain a livable urban environment. The impact of the proposed measures is not cumulative. In other words, the impact of each measure cannot simply be added together to arrive at a net land savings. When taken together, the measures affecting residential lands will serve to increase the capacity of lands within the current urban growth boundary, as well as increase the likelihood that densities of new residential development will increase from 4.7 to 5.9 dwelling units per gross residential acre.

**As a result of applying the measures described in this chapter, total land need decreases from 1,125 gross buildable acres in the revised analysis (see Appendix B, Table 20) to 900 gross buildable acres, a reduction of 225 acres.**

Additional detail regarding the effect of these proposed measures on the buildable land supply and land need can be found in Table 16 of this plan.



# VI. ALTERNATIVE SITE ANALYSIS AND RECOMMENDED UGB EXPANSION

## Purpose of Alternative Site Analysis

Recently completed inventories of the City's buildable lands, and an assessment of its future land needs, concluded that an additional 1,125 acres of gross vacant buildable land beyond the current urban growth boundary would be necessary in order to serve the city's anticipated growth to the year 2023. In an attempt to minimize this expansion, a number of land use measures have been proposed that would reduce total land need by approximately 225 acres of land. The City must, therefore, expand its current urban growth boundary by an estimated 900 acres of gross vacant buildable land

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

The findings contained in this study support an expansion of the present urban growth boundary by approximately 1,539 gross acres (only slightly more than half of which are buildable, or 881 acres), or a 19 percent increase in the gross land area contained within the present urban growth boundary. This compares to a 55% increase in population and a 50% increase in employment for the period 2003-2023. This is the first significant amendment to the City's urban growth boundary since its adoption in 1981.

## Setting

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

In order to achieve compact urban form, outward expansion of the urban growth boundary—and associated development—must be limited through effective growth

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

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

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

## **Process**

McMinnville has completed an exhaustive parcel-level analysis of the eleven square miles of land that is now contained within its urban growth boundary. From this analysis it was determined that there exists 1,309.5 gross acres of buildable land (see Appendix B, Table 16), far less than needed for the planning period. In an attempt to minimize this expansion, and consistent with the requirements of statute, the City has identified several land use measures that, when implemented, will make more efficient use of land within the boundary and, therefore, reduce the identified land need. To provide for the unmet future need, McMinnville must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City’s plan policies.

In determining which lands to consider, State statute provides a specific list of priorities that cities must follow. This list, found in ORS 197.298, requires the city look first to “exception land” (land already partially urbanized, land with poor soils for agriculture, or reduced lot size) before considering farm or forest land. More specifically, this statute requires cities to consider lands in the following sequence:

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;

#### 4. Farm and forest land.<sup>15</sup>

Specific to McMinnville, there are no urban reserve lands adjacent to its urban growth boundary, nor are there marginal lands. The task, therefore, is to first identify and analyze exception lands as to their ability to accommodate future urban land needs and, if inadequate to meet that need, then farm and forest lands are to be considered.

Consistent with this directive, the City first mapped and inventoried exception lands that are contiguous to the current urban growth boundary. There are nine such geographically distinct exception sub-areas, identified as follows:

- Westside Road
- Bunn's Village
- Riverside North
- Riverside South
- Lawson Lane
- Booth Bend Road
- Old Sheridan Road
- Redmond Hill Road
- Fox Ridge Road

For each of these sub-areas the City has provided a general site description, buildable lands and development patterns analysis, inventory of available utilities, and discussion of factors influencing future urbanization. Those sub-area descriptions are contained in Appendix "C". A map showing the location of these exception sub-areas is provided in Figure 4.

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<sup>15</sup> The City did not analyze sites with predominantly Class I agricultural soils because they are the last resort for inclusion in the urban growth boundary

EXCEPTION LAND SUBAREAS – FIGURE 4      SAME MAP AS C-1

# Summary Analysis and Conclusions

## Exception Lands

Once a city has determined that there is a need for additional land outside its existing urban growth boundary, and what the nature and extent of that need is, the priorities of ORS 197.298 apply. This statute makes clear that exception lands must be included in the urban growth boundary unless one or more of the following circumstances exist:

- (a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
- (b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or
- (c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands. [1995 c.547 §5; 1999 c.59 §56]

In order to determine if exception lands are to be included in the amended urban growth boundary the City must determine if any or all of these nine sub-areas can reasonably accommodate its identified land needs.

The “McMinnville Residential Land Needs Analysis” concludes that the city will require land to accommodate approximately 6,014 new dwelling units during the planning period. It further concludes that, in contrast to the preceding fourteen years time, there will be need for an increased percentage of multi-family, or single-family attached, housing to address the housing needs of McMinnville households at all income levels. In addition, there will continue to be a shift toward smaller single-family lot sizes, similar to recent development trends. These changes will cause future residential densities to increase dramatically from what was experienced in the preceding fourteen years time by some 22 percent (from 5.9 dwelling units per net acre to 7.2 dwelling units per net acre).<sup>16</sup>

To meet these demands the City proposes to implement a number of land use measures that would help to satisfy these future housing needs and provide for a compact, efficient land use pattern. The cornerstone of these measures is the creation of neighborhood activity centers, or areas within the city that are appropriate for and capable of accommodating neighborhood commercial development and higher density housing. This type of development is dependent upon locations along arterials and collector streets, in areas well served by public facilities and streets, and in areas that benefit from close proximity to other schools and support services.

In addition to these residential land needs, the City has documented a need for approximately 314 acres of public parkland, 96 acres for public school use, and 106

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<sup>16</sup> It is important to note that all projected low density, single-family detached housing needs can be accommodated on R-1 zoned lands within the existing McMinnville urban growth boundary. As such, no additional land for such housing is needed. The need, therefore, is for lands that are suitable for relatively higher density housing (see Table 3)

acres for future commercial development. As described above, much of this commercial need would be met by the implementation of neighborhood activity centers.

Beyond the requirements of law, for purposes of good planning, land should be suitable for the intended use.<sup>17</sup> For example, it makes little sense to plan and zone land for lower income housing if that land is steeply sloped, is in an area characterized by higher land values, or is otherwise expensive to develop. Similarly, planning and zoning land for a future neighborhood activity center that is situated in an area of predominantly low density rural development, that is expensive to serve, extensively parcelized, has relatively little available vacant buildable land, and has a resident population opposed to increased density would likely not be a wise or prudent choice.

Given this, the City further analyzed each of the previously described sub-areas to assess their ability to reasonably accommodate the identified residential land needs as they are described in the “McMinnville Residential Land Needs Analysis” (and the revisions to that document), and the “Urbanization Element Update.” If determined to be able to reasonably accommodate this need, the City then examined the sub-area’s ability to accommodate commercial land needs, and other identified residential needs, particularly schools and public parks. If found through this effort that lands within a sub-area could not reasonably accommodate identified residential land needs, the City did not conduct further analysis as to the sub-area’s ability to provide for needed commercial land. In so doing the City reasoned that the type of commercial development encouraged by the City’s land use plan is of a neighborhood scale that is located central to a surrounding—and supporting—higher density residential neighborhood. Absent this support, or ability to create such a market, it is unreasonable to provide for commercial uses in the sub-area. Schools and parks were treated in similar fashion. These public facilities typically follow residential development, or, at best, occur concurrent with residential development. Lacking the ability to develop lands within a particular sub-area to urban residential densities would seem to preclude any thought that public schools or parks should be located there.

For purposes of the City’s analysis, the following factors were considered in order to assess a sub-area’s ability to reasonably accommodate an identified land need:

- Physical constraints

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<sup>17</sup> Both the Oregon Land Use Board of Appeals and the Oregon Court of Appeals have indicated that where the need identified by the local government can be satisfied only by land with certain characteristics, only lands that have those characteristics should be evaluated under ORS 197.298. As DLCD stated in its staff report to its Commission in May of 2002, regarding the City of North Plains Periodic Review Task: “[. . .] to require a local government to do otherwise would be to require it to evaluate (and possibly to include within its UGB) lands that can’t satisfy the identified land need for additional lands. Neither the statutes nor Goal 14 require or even suggest this result.”

- Location relative to existing and planned facilities
- Location relative to surrounding uses
- Location relative to market demand
- Existing development patterns and other factors affecting urbanization

It is important to understand that this analysis is not intended to serve to define the ultimate choices for McMinnville when considering which exception land sub-areas to include, or exclude, from its future urban growth plan. Its purpose is merely to provide yet another tool for evaluating each area's characteristics, opportunities, and constraints relative to providing the most suitable land needed for the city's future population. This assessment must be balanced with the other requirements of Statewide planning law, and the City's comprehensive plan policies.

From the analysis conducted above, and based on the City's policies, State planning law, and other findings and observations contained in each of the sub-area's descriptions, the City concludes that Fox Ridge Road, Redmond Hill Road, and Riverside South sub-areas be added to the existing urban growth boundary. The remaining sub-areas--Westside Road, Bunn's Village, Riverside North, Booth Bend Road, and Old Sheridan Road—cannot reasonably accommodate identified land needs and are therefore not recommended for inclusion in the amended urban growth boundary. This recommendation, relative to the sub-areas not recommended for urbanization, is based, in part, upon the following analysis.

### **Westside Road**

- Every parcel within the sub-area is partially developed, yielding but 13.9 acres of partially vacant land.
- The thirteen parcels that comprise this sub-area average 1.1 acres in size.
- Westside Road provides vehicular access to the parcels within this sub-area. Travel speeds, sight distances, and traffic volumes will severely limit additional access to this County road.
- The sub-area is located north of Baker Creek, beyond the natural edge that currently separates urban development from rural land uses.
- Improvement values within the sub-area are high relative to other exception areas.
- Transportation improvement costs necessary to support urban development are high.

### **Bunn's Village**

- The North Yamhill River physically separates the sub-area from the McMinnville urban area.

- The sub-area's linear shape, and existing development patterns, makes the provision of water service costly and problematic.
- The cost of providing sanitary sewer service to this sub-area is prohibitively high.
- Highways 99 and 47 are limited in their ability to provide additional access to private lands within the sub-area.
- The tandem bridges that cross the North Yamhill River, connecting this sub-area to the McMinnville urban area, are narrow and do not provide width to accommodate bike lanes or sidewalks. Further, the bridges are considered by ODOT to be "functionally obsolete."
- Urbanization of this sub-area would increase the potential for land use conflicts, particularly with the surrounding farmlands.
- Extension of urban services to this sub-area would increase pressure to urbanize surrounding resource lands.
- The sub-area is extensively parcelized and held in numerous ownerships, making it difficult to create urban, compact development.
- Existing rural residential development densities are very low (one dwelling unit per 2.5 acres).

## **Riverside North**

- The sub-area is physically bordered by lands planned and developed for heavy industrial use on the north and west (Willamette Pacific rail line, Cascade Steel Rolling Mill, Air Liquide). To the east the sub-area is bordered by the 100-year floodplain of the North Yamhill River; to the south is the McMinnville Wastewater Treatment Facility and vacant land for the future expansion of this facility, and the McMinnville fire training tower. These adjacent uses, and their associated noise, dust, light, and other impacts, do not support a market for urban residential development, regardless of the type and density of housing. These adjacent uses lend strong support for this area's future transition and use to industrial, should it ever be made part of the McMinnville urban area.
- Public access to, and through, this sub-area is limited to Riverside Drive, a County road that serves and traverses through a heavy industrial area to the north.
- This sub-area is physically remote from public elementary schools and other supportive commercial and public services.

## **Booth Bend Road**

- The sub-area is physically isolated from the McMinnville urban area by Oregon Highway 18, a designated "expressway" that serves as the sub-area's northwestern border.



- Urbanization of this sub-area would increase the potential for urban / rural conflict given its location and proximity to active agricultural uses to the south.
- The cost of providing public services necessary to support this sub-area's urbanization, relative to the amount of vacant buildable land is high.

### **Old Sheridan Road**

- The cost of providing public services necessary to support this sub-area's urbanization is high.
- Access to this sub-area is limited to Old Sheridan Road, a County road subject to occasional flooding.
- The development of this sub-area for commercial uses would be contrary to current McMinnville plan policies that discourage strip development (see Plan Policy 24.00).

In support of the City's desire to create a compact urban form and walkable neighborhoods, McMinnville intends to adopt plan policy and zoning ordinance provisions to create several neighborhood activity centers at key locations throughout McMinnville. These centers will provide land for the vast majority of the city's future commercial and higher density residential housing. Underpinning this effort is the need to make available lands that are in proximity to existing schools and other public services, that are capable of being assembled into large blocks of land, that are not adjacent to rail or existing and planned heavy industrial areas or similar incompatible uses, and that are in proximity to public utilities capable of supporting such density or that can be provided at relatively low cost.

The sub-areas noted above exhibit characteristics inconsistent with these locational criteria. These sub-areas are, in summary, extensively parcelized; held in multiple ownerships; require costly extension or upgrades to existing public utilities to support urban density development; are located some distance from existing public utilities, schools, and other services; in some cases, located adjacent to heavy industrial development and rail; and have extensive amounts of rural residential development in locations and patterns that make higher density development impracticable or timely. Further, and specific to all but Riverside North, their addition to the urban growth boundary would extend urbanization along relatively narrow corridors of land into surrounding agricultural areas. This unbuffered edge between urban and rural lands would result in nuisances to urban residents and adversely affect the productivity of the resource lands. Farms and forest lands have traditionally been lost when put under pressure for urban development.

Table 12 summarizes the exception area analysis.

**TABLE 12. - EXCEPTION LANDS ANALYSIS SUMMARY  
(DOUGS' BIG 11x17 SPREADSHEET)**

## **Considerations Specific to Urbanizable Exception Lands:**

### **Fox Ridge Road / Redmond Hill Road**

The exception land sub-areas found to be capable of reasonably accommodating future land needs are, however, not without their own set of limitations. The Fox Ridge Road sub-area, for example, contains the highest concentration of expensive, estate-type housing in the McMinnville area. This is due primarily to the views of the surrounding valleys and mountain ranges that this area's elevation affords.

Urban scale development of this area would require considerable public expense necessary to extend water service, and improve existing County rural roads to urban street standards. What little vacant land exists within this sub-area, however, exists at the far western edge requiring considerable expense to serve.

The Redmond Hill Road area shares many of the same characteristics as the Fox Ridge Road area, particularly as it relates to the lack of urban services and expense in providing them to serve future development, topographical constraints, and limited supply of vacant land.

In recognition of these existing patterns, and lack of infrastructure to support higher density development, it is recommended that these sub-areas be planned for low-density residential development (R-1, single-family detached housing). The land contained in these two sub-areas, as well as existing vacant buildable land within the West Hills area (within the existing McMinnville urban growth boundary) will satisfy the identified need for such housing.

### **Riverside South**

Immediately adjacent to this sub-area is located an area planned and zoned for heavy industrial use. Already located in this area are a concrete batch plant operation, steel rolling mill (loud and foul smelling operation), fire training facility, and municipal waste water treatment facility (existing and planned expansion area forms this sub-area's northern border). Geographically, the area is squeezed between this industrial area and the floodplain of the Yamhill River.

Access to this sub-area is limited, and that which exists traverses through the industrial planned areas described previously. Schools and public parks are located some distance from this sub-area, as are commercial services. The area is heavily parcelized and its residents appear to be actively engaged in small-scale farming. Prior conversations with property owners in this area suggest little or no support to move from this rural lifestyle to urban scale development.

Public services necessary to support urbanization of this area would be difficult to provide—and expensive—given the existing ownership pattern, extent of physical development that now exists, and need to widen and improve the substandard streets that now serve these properties. A strategy for extending utilities to and through this sub-area in an efficient and effective manner would be a prerequisite to any urban scale development.

Even if strategies necessary to make urban scale development possible in this sub-area could be defined and implemented, it begs the question of whether it is an appropriate place in which to encourage any additional residential development at all, let alone a compact, walkable neighborhood consistent with the objectives of this land use plan.

More to the point, increased residential development in this sub-area will, at a minimum:

Increase the potential for conflicts between the residents and the industrial activities to the west. This could require placing additional limits on the types and intensities of industrial uses that could locate in this area.

Increase the potential for conflicts between the residents and the municipal waste water treatment facility operation to the north.

Based upon this existing pattern of development, and the recognition that additional industrial development will occur on the adjacent lands, it would be inconsistent with good planning practice to encourage additional residential development beyond what now exists in this sub-area. Unless the City, Yamhill County, and affected residents of this sub-area were to support this area’s redesignation to “Agriculture,” then it is recommended that residential development in this sub-area be limited to density commensurate with the R-2 (Single-Family Residential) zone.

### Exception Land Sub-Area Capacity

Inclusion of the Riverside South, Lawson Lane, Redmond Hill Road, and Fox Ridge Road sub-areas will provide an additional 227.51 acres of buildable land for urban development as detailed in the table below. At planned densities, this land will accommodate 906 additional dwelling units.

**Table 12. Exception land sub-area capacity analysis**

Exception Areas	Number of Tax Lots	Gross Acres	Existing Development/ Constraints	Gross Vacant Buildable Acres	Assumed Gross Density	Dwelling Units
Riverside South	71	192.58	63.98	128.60	4.30	552
Lawson Lane	15	18.24	7.48	10.76	4.30	46
Redmond Hill Road	12	39.92	16.77	23.15	3.50	81
Fox Ridge Road	29	143.48	78.48	65.00	3.50	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>3.98</b>	<b>906</b>

### Resource Land Evaluation

The amount of gross vacant buildable land contained within the above described exception land sub-areas—Riverside South, Redmond Hill Road, Lawson Lane, and Fox Ridge Road—is inadequate to meet the previously identified land need for the planning period. As such, the City has conducted an analysis of the farm and forest

lands (resource lands) that surround the McMinnville urban growth boundary to determine their ability to reasonably accommodate the identified unmet land need.

In this analysis, the City looked first at all resource lands within one mile of the current urban growth boundary that met the following criteria:

1. Resource lands that are surrounded by the existing urban growth boundary, and the Yamhill River, Baker Creek, or Panther Creek;
2. Resource land surrounded on three sides by the existing UGB, non-resource lands, and/or other significant natural or man-made edge (e.g., slope, floodplain or arterial street); and/or
3. Resource land needed to allow extension of public facilities to serve land within the existing UGB.

Lands not meeting these criteria were found to have greater environmental, social, energy, and economic (ESEE) consequences and are, by this factor along, less appropriate for meeting the City's identified land needs. In addition, however, resource lands not meeting these criteria are more expensive to serve given their greater distance from existing and planned public facilities, and have increased potential for urban and agricultural land use conflict (introducing urban land uses that would be surrounded almost entirely by other resource land).

Application of these criteria resulted in resource lands north of Baker Creek and the North Yamhill River, east and south of the South Yamhill River, and south of Highway 18 west of the Three Mile Lane interchange being excluded from consideration. This left five geographically distinct resource sub-areas for analysis: Grandhaven; Norton Lane; Three Mile Lane; Southwest; and, Northwest. A map showing the location of each of these five areas is provided in Figure 5. A detailed description of each of these five resource sub-areas is provided in Appendix C.

## **Resource Land Sub-Area Capacity**

Inclusion of the Grandhaven, Norton Lane, Three Mile Lane, Southwest, and Northwest sub-areas will provide an additional 653.15 acres of buildable land for urban development as detailed in Table 13 below. At assumed densities of 6.3 dwelling units per gross acre, this land will accommodate 4,082 dwelling units. Of note is the fact that this assumed density is some 10 percent higher than the needed density of 5.7 dwelling units per gross acre.

RESOURCE AREA MAP - FIGURE 5  
(FIGURE 73 OF APPENDIX C, PAGE C-147)

**Table 13. Resource land sub-area capacity analysis**

Resource Areas	Number of Tax Lots	Gross Acres	Existing Development/ Constraints	Gross Vacant Buildable Acres	Assumed Gross Density	Dwelling Units
Norton Lane	9	256.2	189.93	66.27	6.3	414.1875
Three Mile Lane	14	321.25	163.62	157.63	6.3	985.1875
Northwest	5	144.53	4.31	140.22	6.3	876.375
Grandhaven	9	227.63	90.57	137.06	6.3	856.625
Southwest	11	194.62	42.65	151.97	6.3	949.8125
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>

## Conclusion

This study provides the justification to add more land to the UGB based on the factors and standards in state law. However, this study is only one piece of a larger package of background information and related planning and zoning amendments necessary to implement the City’s vision for more compact and efficient development opportunities and to provide for the land needs of the planning period.

In addition to action by the City, the Yamhill County Board of Commissioners and the McMinnville Urban Area Management Commission must hold hearings to approve the proposed amendments to the McMinnville urban growth boundary. Concurrent with the expansion of this boundary, there will be several companion plan policy, plan map, and zoning ordinance amendments that will require adoption by the City. These include, but are not limited to, the following:

### Plan / Zoning Map Amendments

1. Amend the current urban growth boundary to include an additional 881 gross acres of vacant or partially vacant buildable land, the location of which is shown in Figure 6;
2. Designate Neighborhood Activity Centers in four locations (Three Mile Lane, Southwest, Northwest, and Grandhaven) and apply planned development overlays; and,
3. Amend the plan and zone designation(s) of those lands approved for such action;

### Plan Policy Amendments

1. Adopt plan policies for Neighborhood Activity Centers;
2. Adopt locational policies for residential land uses;

3. Adopt transit supportive policies (higher density development within major transportation corridors); and,
4. Adopt new economic development policies.

Zoning Ordinance Amendments

1. Adopt accessory dwelling unit ordinance;
2. Adopt new high density residential zone (R-5); and
3. Adopt new Neighborhood Activity Center ordinance(s).

**Combined UGB Inclusion Areas – Need and Capacity**

The revised land needs analysis concludes that McMinnville will require an additional 1,125 gross acres of buildable land beyond its current urban growth boundary in order to meet its residential, commercial, public and semi-public land needs to the year 2023 (see Table 14, below, and Appendix B, Table 20). The application of several land use measures, as described previously, will reduce this land need by some 225 acres. In summary, 900 gross vacant buildable acres of land are needed to provide for McMinnville’s anticipated growth.

**Table 14. Comparison of land supply and demand, McMinnville UGB, 2003-2023**

Plan Designation	Land Need (2003-2023)	Gross Buildable Acres (Jan 2003)	Deficit (Surplus)
Residential <sup>a</sup>	1,538.4	881.1	1,019.2
Commercial	219.1	102.4	106.0
Industrial	269.7	326.0	(44.7)
<b>Total Buildable Land Need Outside UGB</b>	<b>2,027.2</b>	<b>1,309.5</b>	<b>1,125.2</b>

Source: ECONorthwest, 2003

<sup>a</sup> Application of residential carrying capacity analysis produces an unmet residential need of 537 acres and does not allow a simple supply/demand calculation to occur. See Table 11.

Notes:

Commercial land need is reduced by 11.7 acres. The City estimates that some commercial development will occur on industrial lands. See Industrial Land Measures in Chapter 6. The industrial land surplus is reduced by a similar amount. Total buildable land deficit does not include the surplus of industrial land. McMinnville will maintain a 45 acre surplus of industrial land during the planning period.



FIGURE 6 -- UGB EXPANSION PROPOSAL - THE SAME MAP AS C-195

Inclusion of the sub-areas identified in Tables 12 and 13 will provide an additional 880.66 acres of buildable land for urban development and, more specifically, to accommodate the identified land needs. A summary of the dwelling unit capacity of these sub-areas is provided in Table 15, below.

**Table 15. Sub-area capacity analysis, proposed UGB expansion areas**

<b>Exception and Resource Areas</b>	<b>Number of Tax Lots</b>	<b>Gross Acres</b>	<b>Existing Development/ Constraints</b>	<b>Gross Vacant Buildable Acres</b>	<b>Assumed Gross Density</b>	<b>Dwelling Units</b>
Riverside South	71	192.58	63.98	128.60	4.3	552
Lawson Lane	15	18.24	7.48	10.76	4.3	46
Redmond Hill Road	12	39.92	16.77	23.15	3.5	81
Fox Ridge Road	29	143.48	78.48	65.00	3.5	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>3.98</b>	<b>906</b>
Norton Lane	9	256.20	189.93	66.27	6.3	414
Three Mile Lane	14	321.25	163.62	157.63	6.3	985
Northwest	5	144.53	4.31	140.22	6.3	876
Grandhaven	9	227.63	90.57	137.06	6.3	857
Southwest	11	194.62	42.65	151.97	6.3	950
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>
<b>Combined Totals:</b>	<b>175</b>	<b>1,538.45</b>	<b>657.79</b>	<b>880.66</b>	<b>5.7</b>	<b>4,988</b>

## VII. LAND USE FRAMEWORK AND STRATEGIES

### INTRODUCTION

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

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

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

The major elements of this chapter are as follows:

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

# Neighborhood Planning and Development

## Overview

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

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

## Traditional Neighborhoods Concept

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

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

and compensating for smaller lot sizes. All traditional neighborhoods have an identifiable edge and center.

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

## **Neighborhood Activity Centers**

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

This plan proposes the creation of four Neighborhood Activity Centers --- Grandhaven; Three Mile Lane; Southwest; and, Northwest McMinnville (Figure 7). These centers were selected due to their location, distribution, and proximity to other vacant buildable lands, ability to accommodate higher intensity development, and their context and ability to foster the development of a traditional, or complete, neighborhood. The selected Neighborhood Activity Centers are equally spaced around the edge of the McMinnville urban area, with the downtown area serving as the geographic center or hub. These centers are all located at major street intersections, but their service areas are that of a group of neighborhoods and generally provide services for a consumer market that may range from one (1) to three (3) mile radius. The geographic area of these centers typically comprises twenty (20) acres and extends a linear distance of approximately one-eighth of a mile (660 feet). Maximum commercial acreage within these centers may range from five (5) to fifteen (15) acres.

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

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

### **Focus Area**

The focus area portion of a neighborhood activity center contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a grocery store, drug store, service station, church or synagogue, daycare, limited office space, and small park. These diverse facilities are ideally located in close

PROPOSED ACTIVITY CENTERS - Fig 7

proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

### **Support Area**

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

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

The following characteristics are common to activity centers.

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

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

## **General Criteria for Activity Centers**

### Type and Mix of Land Uses

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

#### Commercial:

- Grocery store
- Pharmacy
- Video rental
- Bakery
- Neighborhood restaurant

#### Office:

- Small-scale medical/dental practice
- Insurance agency
- Law firm

#### Residential:

- High-density housing
- Second-floor housing (over commercial business)



Public/Institutional:

- Elementary school
- Church
- Post office
- Neighborhood park or plaza

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

- Uses considered noxious when located next to a residential neighborhood
- Large retailers, discount stores
- Warehousing, manufacturing, and other industrial uses
- Establishments that do not [primarily] serve the surrounding neighborhood

## **Locational Criteria**

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

- Neighborhood Activity Centers should be separated from each other by 0.75 to 1 mile distance;
- From downtown McMinnville, these centers should be a distance of 1 to 1.5 miles;
- Non-residential uses may radiate outward a distance of 600 – 700 feet (about 1/8 mile);
- High density housing (as part of the support area) should be located no more than 1/8 mile from the edge of the “focus” area; and
- Medium density housing (as part of the support area) should be located no more than 1/4 mile from the edge of the “focus” area.

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

## Site Area and Development Size and Intensity

The size of a Neighborhood Activity Center, and the allocation of land area and building space between different uses in the activity center, should fall around these ranges:

	<b>AVERAGE AREA</b>
Combined focus and support areas	28 to 70 acres
Support area	20 to 40 acres
Focus area, acreage	
Focus area total acreage	8 to 30 acres
Focus area, commercial portion	5 to 10 acres
Focus area, office portion	2.5 to 10 acres
Focus area, institutional portion	1 to 10 acres
Focus area, public space (park, plaza)	0.10 to 0.25 acre
Focus area, floor space	
Total retail floor space, acceptable range	50,000 to 100,000 sq. ft.
Total office floor space, acceptable range	25,000 to 100,000 sq. ft.
Total institutional floor space, acceptable range	2,500 to 25,000 sq. ft.
Max. Size of largest non-grocery retailer	10,000 to 30,000 sq. ft.
Max. Size of grocery/supermarket	40,000 to 50,000 sq. ft.

Residential densities in the focus area or portions of the support area adjacent to it should be between 8 to 16 dwelling units per net acre. These density ranges are generally appropriate for attached single-family housing or apartments. Densities in the support area should transition to between 4 - 8 dwelling units per net acre at the outer edge of the support area -- appropriate for commonwall homes, duplexes, and small lot single-family detached homes.

## Traditional Neighborhood Descriptions and Development Concepts

### Northwest McMinnville Neighborhood and Activity Center –

#### General Description:

As its name implies this planned neighborhood is situated in northwest McMinnville near the intersection of Hill Road and Baker Creek Road. For the most part, this area is absent urban development with the notable exception of the Shadden Claim

residential development that exists in the northeast corner of the area, south of Baker Creek Road. The amount of vacant buildable land within its boundaries totals approximately 370 acres (of which 230 acres are within the present McMinnville urban growth boundary). The land to the west of Hill Road, which is proposed to be added to the present urban growth boundary, includes land owned by the McMinnville School District (future high school) and two other private parties. This land is composed predominately of soils classified as Soil Class II and III; a small sliver of Class I soil exists in the extreme northern portion of the area.<sup>18</sup>

This activity center would be situated approximately 1.8 miles from downtown McMinnville, and one mile from the only other concentration of commercial lands in west McMinnville (corner of West 2<sup>nd</sup> and Hill Road).

### **Development Concept:**

Based upon existing and planned development in this area, the activity center for this proposed neighborhood would be best situated at the southeast corner of Hill Road and Baker Creek Road intersection, and stretch south to the northern edge of the McMinnville School District's other property on which is proposed the construction of a future elementary school.<sup>19</sup> It is envisioned that this center would be comprised principally of neighborhood serving commercial uses with a lesser amount of professional office use. Surrounding this commercial center would be high-density residential development that would take advantage of its location along major collector and minor arterial streets, and proximity to future transit and the existing and planned Westside bike and pedestrian corridor. Additional high-density housing would be placed proximate to public parkland that could be located to the east of the future elementary school. The location and size of this parkland, if located in such a fashion, would complement the activities of the commercial center, provide open space for the adjacent high density housing, protect wetlands that cross this area, make possible joint use of school recreation and city facilities, and provide connection to other neighborhoods by means of the bike and pedestrian corridor on which it is centered. Existing wetlands adjacent to the historic Star Mill ditch would be incorporated into open space for the neighborhood (Figure 8).

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<sup>18</sup> Arguably, a better planned activity center could be created with the inclusion of additional lands to the northwest (west of Hill Road, south of Baker Creek). These lands, however, consist primarily of soils identified as Class I. As such, consistent with ORS 197.298, these lands are to be the last considered for urbanization. Rather than argue this point of law, this plan omits them from the boundary expansion proposal and future land use plan.

<sup>19</sup> The 3.5 acre parcel located at the corner of Hill Road and Baker Creek Road is currently limited to multi-family residential development. In addition, an 11-acre area to the immediate north, across Baker Creek Road, has been planned for future commercial development. This proposal would require amendment of the existing planned development, and plan map, that currently control development within these properties.

NORTHWEST ACTIVITY CENTER PLAN - Fig. 8

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located to the south and east of the Baker Creek Road and Hill Road intersection. Commercial use should be limited to no more than 10 acres.
- A community park should be located adjacent to the proposed elementary school site and, to the extent possible, incorporate identified wetland corridors to connect to other residential neighborhoods to the east. In addition, it should link directly to the Westside Bike and Pedestrian corridor that traverses the area. Other lands within this Activity Center neighborhood should be acquired for completion of the Westside Bike and Pedestrian corridor and adjacent to the man-made pond situated in the northern portion of this area (not part of the parkland allocation).
- The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Baker Creek Road.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Baker Creek Road, and to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to Michelbook (transition to existing low density residential development), adjacent to Baker Creek and Cozine Creek (environmentally sensitive areas), and opposite farmland.

## **Grandhaven Neighborhood and Activity Center –**

### **General Description:**

Located in northern McMinnville, this proposed neighborhood activity center is geographically and physically contained by Baker Creek and the North Yamhill River to the west, north and east, and by existing residential development to the south. There exist approximately 284 vacant buildable acres within this area. A well defined system of streets extends to the southern edge of this area: Hembree Street, Newby Street; McDonald Lane; and McDaniel being the primary streets. The development that forms this area's southern border is a mix of single-family detached housing, manufactured housing, and apartments. In addition, the Grandhaven Elementary

School stands as a landmark to this area, being situated midway along the southern border. A future middle school is planned on land to the immediate north of the existing elementary school.

Existing commercial services are a short distance from this area adjacent to Highway 99W.

### **Development Concept:**

Because of this area's proximity to existing concentrations of commercial development, it is unlikely that it could attract or support neighborhood commercial development. As such, the activity center for this area will likely require that it be comprised primarily of institutional-type use(s) such as a branch public library, satellite fire station and community center, postal substation, or similar combination of uses. This center should be positioned to the west of the McMinnville School District's future middle school site on McDonald Lane. If designed and developed in concert with this future school, it may be possible to provide for joint use of off-street parking facilities, and other meeting or office space, depending upon the activity center use(s). McMinnville residents could also benefit from the joint sharing of recreation facilities if public parkland were to be developed adjacent to the schools and activity center.

Adjacent to this activity center should be multi-family housing; additional opportunities for such housing may also be provided along McDaniel Street or other collector streets in the Grandhaven Neighborhood Activity Center. Low-density housing should be located adjacent to Baker Creek and North Yamhill River in order to minimize impact on these environmentally sensitive lands. Consideration might also be given to acquiring the upland edge of the river and creek terrace to provide pedestrian and bicycle connection within this neighborhood and to a larger trail system that might eventually connect throughout McMinnville. Medium density housing should be used to provide transition between the high density and low-density housing (Figure 9).

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located adjacent to the existing and planned public schools. The City should encourage institutional uses (branch library, satellite fire station, or similar uses) to locate here. The center should be limited in size to no more than 10 acres.

- A neighborhood park should be located adjacent to the proposed middle school site and, to the extent possible, incorporate or connect to the activity center.
- The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and along McDaniel Lane.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hembree Street, McDaniel Lane, McDonald Lane, or Newby Street, and as necessary to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to Baker Creek and the North Yamhill River (environmentally sensitive areas).
- The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to Baker Creek and the North Yamhill River. An easterly extension of this corridor connecting it to the activity center is also encouraged.

GRANDHAVEN ACTIVITY CENTER PLAN - Fig. 9



## **Three Mile Lane Neighborhood and Activity Center –**

### **General Description:**

Extending south of Oregon Highway 18 (a designated “expressway” by the Oregon Department of Transportation) and north of the South Yamhill River, this proposed neighborhood activity center contains some 158 acres of vacant buildable land. The area is physically identified by rural scale residential development within its western edge, a manufactured home park and commercial businesses in the northern midsection of the area, and the Mid-Willamette Valley Hospital and other medical office complex in the northeast corner. The South Yamhill River and its associated floodplain form the area’s southern edge.

Lawson Lane, a gravel surfaced County road; Norton Lane, a public City street; and Stratus Lane, a frontage road that parallels Oregon Highway 18 and extends west to east through this area, provide public access to this area. Future transportation plans for this area call for additional improvements to the McMinnville East interchange, extension of a public street from this interchange southeast and easterly through the midsection of the area, and the closure of the Oregon Highway 18 and Norton Lane intersection. These improvements are detailed in the “McMinnville Corridor Refinement Plan,” a joint planning effort of the City of McMinnville, Yamhill County, the Oregon Department of Transportation, and the Mid-Willamette Valley Council of Governments in 1996. The McMinnville City Council approved the plan in October of that same year.

To the north of this proposed neighborhood activity center, across Oregon Highway 18, are limited commercial services (Yamhill Valley Market Place complex). The McMinnville downtown is approximately 1.5 miles to the northwest.

### **Development Concept:**

The development concept for the Three Mile Lane Neighborhood Activity Center builds upon the patterns that now exist, and that are planned for the area. As such, plans should include land for the future expansion of the hospital to the south. It should also include low intensity office uses along the area’s eastern edge to buffer the planned industrial area inside the current McMinnville city limits from future residential development in the neighborhood activity center. Existing low-density residential development patterns should be respected and allowed to transition to higher densities as they move east of Lawson Lane. Finally, all development must be done in a manner that provides for full implementation of the circulation concepts and plans articulated in the approved “McMinnville Corridor Refinement Plan.”

Central to this concept plan would be the development of a neighborhood commercial activity center at or near the intersection formed by the future extensions of Norton Lane (to the south) and east interchange road. Adjacent to this node would be sited multi-family housing. Lower density housing would be arranged adjacent to Lawson Lane (as noted earlier) and the South Yamhill River floodplain. Medium density housing would be situated in a band running west to east through this neighborhood’s midsection. Additional commercial development should be

encouraged adjacent to Stratus Lane and existing commercial businesses to provide additional services to the nearby residents and traveling public. Open space or developed parkland should be provided near the multi-family housing and river (south end of Norton Lane extension). Land for churches and park-and-ride facilities might also be appropriate for this area (Figure 10).

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The Activity Center should be located south of the existing medical office complex and west of Norton Lane. The center should be limited in size to no more than 10 acres, and uses should be limited to those that cater to the needs of the neighboring residents.
- A neighborhood park should be located adjacent to the South Yamhill River. In addition, the City should acquire land adjacent to the river as necessary to create a recreation trail that would provide connection to other McMinnville neighborhoods and the Three Mile Lane activity center.
- The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and other commercial areas.
- Medium density residential development should be encouraged adjacent to multi-family housing.
- Low-density residential development should be limited to areas immediately adjacent to the South Yamhill River (environmentally sensitive areas) and existing Lawson Lane residential area.
- The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to the South Yamhill River that provides connection to other McMinnville neighborhoods and the Three Mile Lane commercial activity center.

THREE MILE LANE ACTIVITY CENTER PLAN - Fig. 10

## **Southwest McMinnville Neighborhood Activity Center –**

The proposed Southwest activity center lies southwest of the McMinnville urban growth boundary (UGB) and encompasses 152 gross acres of buildable land. This sub-area is largely in active agricultural farm use and is dotted with rural residences situated along Old Sheridan Road. A dense stand of trees and understory plants parallel the streambeds and 100-year floodplain of the two Cozine Creek tributaries that traverse this neighborhood activity center. Topographically, this sub-area is relatively flat with limited, undulating variations in elevation generally following the paths of the natural drainage ways and streambeds. This land is composed of soils classified as Soil Class II, and lesser quality agricultural soils.

This area is provided access by Hill Road to the west, Peavine Road to the south, and Old Sheridan Road to the east. All of these roads are improved to county standards and would require additional improvements in order to adequately serve adjacent urban development.

### **Development Concept:**

The development concept for the Southwest Neighborhood Activity Center incorporates elements previously described in other proposed Neighborhood Activity Centers and builds upon the urban patterns that now exist adjacent to the area. As such, plans should include the future westerly extension of Mitchell Drive, across Old Sheridan Road, to intersect with Hill Road. Central to this concept plan would be the development of a neighborhood commercial activity center at the intersection of Mitchell Drive and Old Sheridan Road, or, if adequate buffering could be provided, at the intersection of Hill Road and Mitchell Drive. Immediately adjacent to this node should be sited multi-family housing; higher density single-family attached housing could also occur in this area. Medium density housing would be arranged throughout the central areas with the lower density development occurring adjacent to the Cozine Creek floodway in the southern and northern portions of the sub-area, and opposite farmland. Existing greenways should be protected and enhanced with open space or developed parkland being provided near the multi-family housing. Land for churches and public schools might also be appropriate for this area (Figure 11).

SOUTHWEST ACTIVITY CENTER PLAN - Fig. 11

Other key development concepts and benchmarks relative to this area are as follows:

- Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- The commercial center should be located on the west side of the intersection of Old Sheridan Road and the westerly extension of Mitchell Drive. Commercial use should be limited to no more than 10 acres.
- Consistent with the adopted Parks, Recreation and Open Space Master Plan, a neighborhood park should be located within the central portion of the sub-area to serve nearby residential areas. The wetland areas should be incorporated into the park, as practical.
- The City should acquire land adjacent to both of the Cozine Creek floodplain areas as necessary to create recreation trails that would provide connections between Old Sheridan Road and Hill Road and provide increased accessibility to the Activity Center and Cypress Street and the Southwest Community Park currently under development.
- The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Mitchell Drive.
- Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Mitchell Drive, and Old Sheridan Road and to provide transition from multi-family housing to low density residential development.
- Low-density residential development should be limited to areas immediately adjacent to the Cozine Creek floodway in the northeast corner of the sub-area, and opposite farmland.
- The City should work with the McMinnville School District to assess the potential for the siting of a public elementary or middle school in this area, preferably adjacent to the proposed activity center.

## **Existing Activity Centers**

There exists in McMinnville other activity centers that are currently serving the needs of area residents. In particular, two such centers, identified as the McMinnville downtown and West Second Street, provide services in ways unique to other

residential/commercial areas. A brief description of these two activity centers follows:

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

### General Description:

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

While this neighborhood activity center serves meets of the needs of nearby residents, it's design does not take full advantage of all of the types of opportunities identified as being the main supporting elements of Neighborhood Activity Centers as proposed within this project. For example, the proposed Neighborhood Activity Centers require allocation of 15 to 25 acres for multi-family development adjacent to neighborhood commercial centers. However, within this West Second Street neighborhood area, assisted care facilities are provided in two separate locations adjacent to the commercial development, yet there is no general multi-family development within the immediate vicinity.

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

Although this activity center does not provide the same level of integration between residential, commercial, and recreational uses as identified in the proposed Neighborhood Activity Centers identified in this project, it does however provide some of those benefits, and its importance and value to the surrounding residential neighborhood are well understood, proven, and greatly appreciated.

## **McMinnville Downtown Activity Center –**

### **General Description:**

Located in the geographic center of McMinnville and centered along east Third Street, this Activity Center has been at the heart of McMinnville since before the city's incorporation in 1883. This activity center is unique in McMinnville not only in its history and physical design, but that it serves the entire community. Notable elements on this unique area include a mix of single and multi-storied commercial buildings within a traditional street grid of 200x240 square-foot blocks. Building on this framework is the human-scale proportional relationship between building heights and street widths, mature and maturing street trees, and a pedestrian friendly street design featuring intersection and mid-block crossings that incorporate sidewalk extensions that reduce the curb-to-curb dimension and increase public safety. Also found within the downtown are residences on the upper floors of the commercial and professional uses. Opportunities for more additional mixing of such uses exists<sup>20</sup>. Complementing these uses are a host of dining, entertainment, and religious opportunities that are integral to the downtown.

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

## **Implementation of Neighborhood Activity Center Plans**

To ensure that development within these designated neighborhood activity centers occurs consistent with the principles and benchmarks described previously, the City will apply planned development overlays to each of these areas. Development regulations and procedures contained within these planned development overlays will be specific to each area's unique character, benchmarks, and design objectives. These overlays will also include a detailed description of the prerequisites to developing within these areas (master planning, street and other public utility issues, etc.).

Development within these identified neighborhoods may be permitted prior to the adoption of master plans for each of these areas provided that the development is consistent with the principles of a traditional neighborhood and design concepts described previously, meets the density and land use allocation benchmarks for that particular neighborhood, and as may otherwise be required by the City to demonstrate consistency with the objectives articulated in this land use plan. The City shall, within its resources, attempt to complete the master planning for these three neighborhoods within three years of this plan element's adoption. The City

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<sup>20</sup> Such additional opportunities have been identified and incorporated into this project. This has reduced the number of buildable acres needed to accommodate projected development needs through the year 2023.



may choose to sequence this planning work with the Northwest and Grandhaven neighborhoods receiving priority. A draft Neighborhood Activity Center ordinance is provided in Appendix “E.”

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

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

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

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

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

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

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

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

- The capacity of facilities and services;
- Walking distance of existing or planned transit;

- Proximity to jobs, commercial areas and public facilities and services should be zoned for smaller lots; and
- Proximity to and potential impact upon identified floodplains, and other environmentally sensitive areas (higher the potential impact, the lower the allowed density).

Some lands presently zone for low-density development and zoned R-1 are proposed to be rezoned for medium density or high-density residential development in order to implement the Neighborhood Activity Center concept. Specifically, these are vacant buildable lands in the Grandhaven area, and in northwest McMinnville.

### **Medium-Density Residential (R-3 and R-4):**

The majority of residential lands in McMinnville are planned to develop at medium density range (4 – 8 dwelling units per net acre). Medium density residential development uses include small lot single-family detached uses, single family attached units, duplexes and triplexes, and townhouses:

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

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

- The density of development in areas historically zoned for medium density development;
- The topography and natural features of the area and the degree of possible buffering from established low density residential areas;
- The capacity of the services;
- The distance to existing or planned public transit;

- The distance to neighborhood or general commercial centers and office business centers; and
- The distance from public open space.

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

*High-density residential* contains housing at densities of anywhere from 8 to 30 units per acre, depending on where the high-density dwellings are located (the highest densities being in the downtown commercial core). Typical uses include townhouses, condominiums, and apartments. This housing should be located in Neighborhood Activity Centers or within existing or planned transit corridors. In addition, it should be dispersed equally, to the extent possible, to the different activity centers to minimize unduly loading any one neighborhood or area of the city with such housing. This is consistent with the City's current multi-family housing policy that was born from the concerns regarding the proliferation of such housing in the Brockwood Hills area.

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

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

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

### **Parks and Open Space**

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

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

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

### **Neighborhood Parks**

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

### **Community Parks**

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

### **Green space/Greenway**

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

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

## **Commercial Lands**

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

## **Industrial Lands**

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

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

## **Summary**

The data and analysis presented in this report indicate that the City of McMinnville will be required by state planning law to expand its UGB to provide approximately 900 gross vacant buildable acres of land. Table 16 shows a summary of land supply and capacity for the existing UGB and the proposed UGB expansion areas. The table shows land need measured in dwelling units (capacity) and acres at the average needed housing density.

In summary, McMinnville will need 6,014 new dwelling units between 2003 and 2023. At the average needed density of 5.7 dwelling units per gross residential acre, the City will need 1,053 buildable residential acres. The City has capacity for 2,949 dwelling units within its UGB at historical densities, leaving an unmet housing need of 3,065 dwelling units. Unmet land need is 538 gross residential acres.

The land use efficiency measures proposed by the City will increase land capacity within the existing UGB by 1,016 dwelling units reducing land needed for housing by more than 178 acres. The land use efficiency measures increase total housing capacity within the existing UGB to 3,965 dwelling units. This leaves an unmet housing need of 2,049 dwelling units and the need for an additional 360 acres of residential land outside the current UGB.

The exceptions area analysis identified capacity for 906 dwelling units within the four exception areas proposed for inclusion in the expanded UGB. About 228 acres of buildable land exist in the exceptions areas.

The resource area analysis identified capacity for 4,082 dwelling units at a density of 6.3 dwelling units per gross residential acre. The higher density assumptions used for resource lands accounts for land use efficiencies that can be achieved on larger vacant parcels. About 653 acres of buildable land exist in the resource areas.

In total, the proposed UGB expansion areas encompass about 880 buildable acres and have capacity for 4,988 dwelling units—a capacity 2,939 dwelling units and about 520 acres more than is needed for housing.

Land needed for housing, however, is not the only land need. The City will require an additional 531 acres for schools, parks, commercial, and other public and semi-public uses. This figure reflects about 60 acres deducted from total parkland need to account for Joe Dancer Park North.

Subtracting other land needs from the surplus needed for housing leaves a deficit of between 10 and 15 acres. The City assumes this deficit can be address by additional land use efficiency that occurs over the 20-year planning horizon.

**Table 16. Summary of land supply and capacity, existing McMinnville UGB and proposed UGB expansion areas**

	Land Need (measured in dwelling units)	Land Need (measured in acres)	Gross Density
<b>Housing:</b>			
Housing unit need	6,014	1053.00	5.7
Housing unit capacity (inside UGB)	2,949		
Unmet housing unit need	3,065	538.00	5.7
<b>Proposed Measures To Increase Residential Land Capacity (inside UGB):</b>			
Allow ADU's in residential zones	200	35.09	
Rezone portion of West Hills from R-1 to R-2	204	35.79	
Rezone other residential and non-residential properties	80	14.04	
Direct increased density to transit corridors	90	15.79	
Direct increased density to Northwest Neighborhood Activity Center	238	41.75	
Direct increased density to Grandhaven Neighborhood Activity Center	143	25.09	
Add downtown upper floor housing opportunities to buildable land inventory	61	10.70	
<b>Total Proposed Measures Adjustments</b>	<b>1,016</b>	<b>178.25</b>	
<b>Adjusted Housing Unit Capacity (inside UGB):</b>	<b>3,965</b>		
<b>Adjusted Housing Unit Need:</b>	<b>2,049</b>	<b>359.75</b>	<b>5.7</b>
<b>Housing Unit Capacity (outside existing UGB):</b>			
<b>Exception Lands</b>	<b>906</b>	<b>227.51</b>	<b>4.0</b>
Riverside South	552	128.60	4.3
Lawson Lane	46	10.76	4.3
Redmond Hill Road	81	23.15	3.5
Fox Ridge Road	227	65.00	3.5
<b>Resource Lands</b>	<b>4,082</b>	<b>653.15</b>	<b>6.3</b>
Northwest	876	140.22	6.3
Grandhaven	857	137.06	6.3
Southwest	950	151.97	6.3
Norton Lane	414	66.27	6.3
Three Mile Lane	985	157.63	6.3
<b>Total Housing Unit Capacity (outside existing UGB):</b>	<b>4,988</b>	<b>880.66</b>	<b>5.7</b>
<b>Housing Unit Surplus or (Deficit) (in du's)</b>	<b>2,939</b>		
<b>Acres surplus or (deficit) (assumes 5.7 du/gr ac)</b>	<b>515.65</b>	<b>520.91</b>	
<b>Other lands need (acres):</b>			
Public schools	96.00	96.00	
Public parks	254.00	254.00	
Religious	47.60	47.60	
Commercial land	106.00	106.00	
Other	27.50	27.50	
<b>Total Other Land Need (acres):</b>	<b>531.10</b>	<b>531.10</b>	
<b>Total Acres Surplus or (Deficit)</b>	<b>(15.45)</b>	<b>(10.19)</b>	

NOTE: Park need reduced by 59.89 acres to account for Joe Dancer Park North

NEW COMPREHENSIVE PLAN MAP – (Fig. 12)

# **POPULATION AND EMPLOYMENT JUSTIFICATION**

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## **Background**

The City of McMinnville is in the process of reviewing its Urban Growth Boundary (UGB). This review builds on several studies the City has completed or are in process at this time. In April 2001, the McMinnville's City Council and Planning Commission approved the *McMinnville Residential Land Needs Analysis* (May 2001) which addressed the requirements of statewide planning Goal 10 and ORS 197.296. In February 2002, the City approved the *McMinnville Economic Opportunities Analysis* (November 2001) which addressed the requirements of statewide planning Goal 9 and OAR 660-009.

One of the key variables that drives the UGB review process is the City's coordinated population projection. The *McMinnville Residential Land Needs Analysis* used a coordinated population projection for the period from 2000 through 2020 that was based on a forecast methodology accepted by Yamhill County and DLCD. The City's coordinated population projection was developed in the late 1990s and used a base year of 1997.

State law (ORS 197.297 and OAR 660-009) requires McMinnville to provide a 20-year supply of buildable residential, commercial, and industrial lands. The *McMinnville Residential Land Needs Analysis* identified a deficit of residential land and the *McMinnville Economic Opportunities Analysis* identified a deficit of commercial land. Those studies, and subsequent work by City staff and ECONorthwest, concluded that McMinnville would need a UGB expansion of more than 50 acres to meet the 20-year supply requirement. That conclusion was based on 2000-2020 population and employment projections.

In the time since these City studies were completed the US Census Bureau released its 2000 Census count for McMinnville. Portland State University has also released population estimate figures for the city for the years 2001 and 2002. With this new information available, the City proposes to shift the planning period for its housing and employment land needs analysis by three years: from 2000 – 2020, to 2003 - 2023. The purpose of this Appendix is to provide background information and updated population and employment projections for the revised 20-year planning period. Consistent with this amendment, the City has updated its buildable lands inventory as of January 1, 2003. It is important that the date of the land inventory match the start date of the projection period because the projections drive land demand estimates.

## **METHODS**

Many methods exist to develop population and employment projections. The *McMinnville Residential Land Needs Analysis* and the *McMinnville Economic*



*Opportunities Analysis* both used accepted methods of projecting population and employment for small areas. The intent of this Appendix is *not* to develop a new set of projections based on new assumptions and new methods. Rather, the intent is to extrapolate the projections to 2023 using the same average annual growth rates applied in the original projections that were approved by the McMinnville City Council, and that were found acceptable by Yamhill County and DLCD (Attachments 1 and 2).

Cities are legally required to adopt “coordinated” population projections under ORS 195.036. The Yamhill County Planning Department is the official coordinating body for population projections for Yamhill County cities. The McMinnville population projections for the period between 2003 and 2023 presented in this memorandum have been reviewed and accepted by Yamhill County. Attached to this memo is the official coordination letter from the County (Attachment 3).

The state has no legal requirement for employment projections. Employment, however, is the key factor driving demand for commercial and industrial lands.

## **FINDINGS**

### **POPULATION**

The population of the Willamette Valley grew considerably between 1980 and 2002. Table 1 shows population increases in selected Willamette Valley communities. The following observations can be made from the data:

- McMinnville more than doubled its population between 1980 and 2002. This equates to a 3.21% average annual growth rate during that period—a rate 2.5 times faster than the state as a whole.
- McMinnville grew at an even more rapid pace during the 1990s—an average of 3.86% annually.
- Between 1980 and 2002, McMinnville grew faster than most of the comparable jurisdictions—with the exception of Gresham, Tualatin, and West Linn which are all cities on the fringe of the Portland Metropolitan region.
- The ratio of population in McMinnville to Yamhill County increased steadily between 1980 and 2002. In 1980, McMinnville accounted for 25.45% of the County’s population; by 2002 this percentage increased to 32.23%.

**Table 1. McMinnville population change compared with other jurisdictions, 1980, 1990, 2000, and 2002**

Area	1980	1990	% change (1980-90)	2000	2002	% change (1980- 2002)	AAGR (1980- 2002)	% change (1990- 2002)	AAGR (1990- 2002)
<b>Oregon</b>	<b>2,633,156</b>	<b>2,842,321</b>	<b>7.9%</b>	<b>3,421,399</b>	<b>3,504,700</b>	<b>33.1%</b>	<b>1.31%</b>	<b>23.3%</b>	<b>1.76%</b>
<b>Yamhill County</b>	<b>55,332</b>	<b>66,551</b>	<b>20.3%</b>	<b>84,992</b>	<b>87,500</b>	<b>58.1%</b>	<b>2.10%</b>	<b>31.5%</b>	<b>2.31%</b>
Albany	26,511	29,540	11.4%	40,852	42,280	59.5%	2.14%	43.1%	3.03%
Dallas	8,530	9,422	10.5%	12,459	12,850	50.6%	1.88%	36.4%	2.62%
Forest Grove	11,499	13,559	17.9%	17,708	18,520	61.1%	2.19%	36.6%	2.63%
Gresham	33,005	68,249	106.8%	90,205	92,620	180.6%	4.80%	35.7%	2.58%
Lebanon	10,413	10,950	5.2%	12,950	13,110	25.9%	1.05%	19.7%	1.51%
<b>McMinnville</b>	<b>14,080</b>	<b>17,894</b>	<b>27.1%</b>	<b>26,499</b>	<b>28,200</b>	<b>100.3%</b>	<b>3.21%</b>	<b>57.6%</b>	<b>3.86%</b>
Milwaukie	17,931	18,670	4.1%	20,490	20,550	14.6%	0.62%	10.1%	0.80%
Newberg	10,394	13,086	25.9%	18,064	18,750	80.4%	2.72%	43.3%	3.04%
Oregon City	14,673	14,698	0.2%	25,754	27,270	85.9%	2.86%	85.5%	5.29%
Salem	89,233	107,793	20.8%	136,924	141,150	58.2%	2.11%	30.9%	2.27%
Tualatin	7,483	14,664	96.0%	22,791	24,100	222.1%	5.46%	64.3%	4.23%
West Linn	11,358	16,389	44.3%	22,261	23,430	106.3%	3.35%	43.0%	3.02%
Woodburn	11,196	13,404	19.7%	20,100	20,860	86.3%	2.87%	55.6%	3.75%
McMinnville as a % of Yamhill County	25.45%	26.89%		31.18%	32.23%				

Source: Center for Population Research and Census, Portland State University, August 2000

McMinnville's 2000 Census population count was 26,499—a figure 2,079 persons higher than the 1999 population estimate of 24,420 provided by the Center for Population Research and Census at Portland State University. Despite McMinnville's rapid growth rate of 3.21% annually over the last 22 years, McMinnville has accepted, for planning purposes, a much lower population projection for the next 20 years. The assumed population growth rate for McMinnville is 2.2%—a rate considerably lower than the 3.21% average annual rate observed between 1980 and 2002, and the 3.86% average annual rate observed between 1990 and 2002.

Table 2 shows the official state population forecast (developed by the Department of Administrative Services, Office of Economic Analysis) for Yamhill County, and the coordinated population for McMinnville between 2000 and 2020. These are the figures the McMinnville City Council approved in the *McMinnville Residential Land Needs Analysis* in April 2001, and that were agreed to by DLCD.

The forecasts from that study indicated:

- Population in McMinnville will increase by about 13,567 people between 2000 and 2020. This is an overall increase of 54% or an average annual increase of about 2.2%.
- For purposes of comparison, during the timeframe used to inventory building activity within this analysis (1988 – 2000), the population increased an average of 3.6% annually, or 53% overall.

- McMinnville's average annual population increase for the 100-year period between 1900 and 2000 is 2.9%.
- The 2000 population estimate indicated McMinnville would account for 30% of the County's population. Data from the 2000 Census prove this forecast was already low by the year 2000; the 2000 Census indicated a population of 26,499 persons which accounted for 31.2% of total County population; a figure 1,346 lower than was previously estimated.
- The OEA year 2000 population estimate for Yamhill County was 83,826, a figure 1,166 lower than the 2000 Census data indicates.
- McMinnville's coordinated population forecast assumes a 2.2% average annual growth rate. Using the 2000 Census population of 26,499 and the 2020 coordinated forecast yields an average annual growth rate of 1.9% during the 20-year period. Using the PSU 2002 population estimate of 28,200 and the 2020 coordinated forecast yields an average annual growth rate of 1.78%.

**Table 2. Population projection from Residential Lands Study, 2000-2020, Yamhill County and McMinnville**

<b>Year</b>	<b>Yamhill County</b>	<b>McMinnville</b>	<b>Ratio of McMinnville to County</b>
1990	65,551	17,894	27.3%
1999	83,100	24,420	29.4%
Percent Change	26.8%	36.5%	
AAGR	2.7%	3.5%	
2000	83,826	25,153	30.0%
2020	119,589	38,720	32.4%
Percent Change	42.7%	53.9%	
AAGR	3.6%	4.4%	

Source: McMinnville Residential Land Needs Analysis  
AAGR = Average Annual Growth Rate

The data above clearly demonstrate that the 2020 coordinated forecast is:

- Lower than observed population growth rates;
- Has underestimated growth significantly in the first five years of a 20-year forecast period; and
- Will result in McMinnville planning for significantly less growth than is likely to occur.

McMinnville's population forecast was updated using the 2002 PSU population estimate of 28,200 as the base and applying a 2.2% average annual growth rate (the same growth rate accepted by Yamhill County and DLCD in the

prior analysis) through the year 2023. Using this method, ECO estimates McMinnville’s 2003 population will be 28,510 and McMinnville’s Year 2023 population will be 44,055. This amounts to a projected population increase of 15,545 between the years 2003 and 2023.

**Table 3. Coordinated population forecast, 2003-2023, Yamhill County and McMinnville**

<b>Date</b>	<b>Yamhill County</b>	<b>McMinnville</b>	<b>Ratio of McMinnville to County</b>
2000 Census	84,992	26,499	31.2%
2020 PSU	87,500	28,200	32.2%
2003	88,887	28,510	32.1%
<b>2023</b>	<b>125,144</b>	<b>44,055</b>	<b>35.2%</b>
Change, 2003-2023			
Number	36,257	15,545	
Percent	40.8%	54.5%	
AAGR	1.7%	2.2%	

Source: US Census (2000); PSU CPRC (2002), ECONorthwest

Note: 2003 and 2023 Yamhill County extrapolated from 1997 OEA long-term forecast; 2003 and 2023 McMinnville figures assume a 2.2% average annual growth rate using the 2002 PSU estimate.

## **EMPLOYMENT**

Chapter 5 of the *McMinnville Economic Opportunities Analysis* (EOA) describes the methodology ECO used to project employment between 1999 and 2020. The EOA concluded:

“The estimate of 1999 total employment in the McMinnville UGB area, 13,585, forms the basis from which we estimate future employment. At an average annual growth rate of 2.06%, total employment in McMinnville will grow from 13,585 in 1999 to 20,846 in 2020, an increase of 7,261 or 53% over the twenty-year period.”

The updated employment figures build from the same 1999 base of 13,585, and uses the same average annual growth rate of 2.06%. The revised projection extends to 2003—and results in a total employment projection of 22,161 jobs in 2023. The extrapolated 2003 employment is 14,741 based on the 1999 base and a 2.06% annual growth rate. Table 4 summarizes the revised employment projection by sector. The adjustment increases total employment by 159 jobs over the original forecast presented in the *McMinnville Economic Opportunities Analysis*.

**Table 4. Revised employment forecast by sector, 2003-2023**

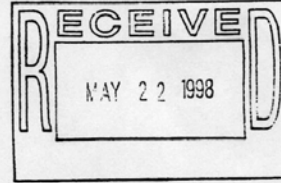
Sector	Total employment		Share of total		Growth	AAGR
	2003	2023	2003	2023	2003-2023	2003-2023
Agriculture, Forestry, Fishing	627	997	4.3%	4.5%	371	2.24%
Mining	119	111	0.8%	0.5%	-8	-0.34%
Construction	695	886	4.7%	4.0%	191	1.16%
Manufacturing	2,949	3,213	20.0%	14.5%	264	0.41%
Transportation & Utilities	666	1,108	4.5%	5.0%	442	2.45%
Wholesale Trade	370	554	2.5%	2.5%	184	1.94%
Retail Trade	2,781	5,540	18.9%	25.0%	2,759	3.34%
Finance, Insurance, & Real Estate	1,245	1,773	8.4%	8.0%	528	1.70%
Services	3,786	6,205	25.7%	28.0%	2,419	2.38%
Nonclassifiable	12	0	0.1%	0.0%	-12	-100.00%
Government	1,490	1,773	10.1%	8.0%	283	0.83%
<b>Total Employment</b>	<b>14,741</b>	<b>22,161</b>	<b>100.0%</b>	<b>100.0%</b>	<b>7,420</b>	<b>1.96%</b>

Source: ECONorthwest, 2003

ATTACHMENT 1

**Yamhill County**  
**DEPARTMENT OF PLANNING**  
**AND DEVELOPMENT**  
401 NE EVANS STREET • McMinnville, OREGON 97128-4523 • (503) 434-7516

May 21, 1998



Ron Pomeroy  
Doug Montgomery  
City of McMinnville  
230 East Second Street  
McMinnville, OR 97128

Dear Mr. Pomeroy and Mr. Montgomery;

The Yamhill County Department of Planning and Development has reviewed the April 3, 1998 memorandum from WPS which proposes a revised city population projection of 37,956 for Year 2019. This projection is based on the assumption that the percentage of the total county's population that resides in the unincorporated area will decrease over time as rural residential exception areas are annexed into adjacent cities. This will result in each city's annual growth rate increasing slightly in proportion to the decrease in the unincorporated area's growth rate. We feel that the assumptions in the memorandum are reasonable and acceptable.

Please keep the county informed as to whether this methodology is accepted by DLCD and the City Council. If our office can be of any assistance, please feel free to call.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael Brandt".

Michael Brandt  
Planning Director

MB:sm

FA...SMMACPOP.LT2

ATTACHMENT 2

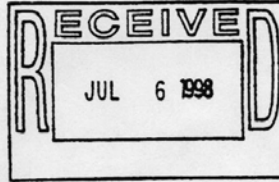


Oregon  
John A. Kitzhaber, M.D., Governor

Transportation & Growth Management Program  
1175 Court Street NE  
Salem, OR 97310-0590  
(503) 373-0066  
FAX (503) 378-2687

June 30, 1998

Ron Pomeroy  
Doug Montgomery  
City of McMinnville  
230 East Second St.  
McMinnville, Or. 97128



A Joint Program  
of the  
Department of  
Transportation  
and the  
Department of  
Land Conservation  
and  
Development

Dear Mr. Pomeroy and Montgomery:

DLCD is in receipt of a letter from Yamhill County that accepts the proposed city population projection of 37,956 for year 2019. The projection is based on a methodology developed in an April 3 memorandum by WPS, a consultant for the city. The department accepts this method and projection and asks that the city use the projection in it's TGM and TSP projects.

Sincerely,

*William B. Adams*  
William B. Adams, AICP  
Urban Growth Management Specialist

Cc: Michael Brandt, Yamhill County Planning Director  
Mark Radabaugh, DLCD Field Representative  
Dan Fricke, ODOT Region 2

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Form 734-2368 (10-97)

## ATTACHMENT 3

### Yamhill County

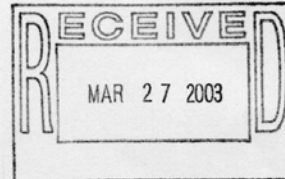
#### DEPARTMENT OF PLANNING AND DEVELOPMENT

401 NE EVANS STREET • McMinnville, OREGON 97128

Phone: (503) 434-7516 • Fax: (503) 434-7544 • Internet Address: <http://www.co.yamhill.or.us/plan/>

March 25, 2003

Doug Montgomery, Planning Director  
City of McMinnville  
230 NE Second Street  
McMinnville, OR 97128



RE: COORDINATED POPULATION/EMPLOYMENT FORECAST

Dear Mr. Montgomery;

The Yamhill County Department of Planning and Development has reviewed the City of McMinnville's proposed population and employment projection figures for the period 2003-2023, as detailed in the ECONorthwest memorandum dated February 23, 2003. These projections are based, in part, on the assumption that the percentage of the total county's population that resides in the unincorporated area will decrease over time as rural residential exception areas are annexed into adjacent cities. This will result in each city's annual growth rate increasing slightly in proportion to the decrease in the unincorporated area's growth rate. For McMinnville this would result in an average annual growth rate of 2.2 percent for the planning period. This is the same growth rate reviewed and accepted by Yamhill County and the Oregon Department of Land Conservation and Development in May, 1998, and June 1998, respectively.

The resulting year 2023 population projection of 44,057, and the corresponding employment projection figure of 22,161 are both reasonable and acceptable, and are consistent with the projections published by the Oregon Office of Economic Analysis.

We look forward to continuing to work with the city as you progress with your UGB analysis. If our office can be of any assistance, please feel free to call.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael Brandt".

Michael Brandt  
Planning Director



# **REVISED BUILDABLE LAND ANALYSIS**

---

## **Background**

The City of McMinnville is in the process of reviewing its Urban Growth Boundary (UGB). This review builds on several studies the City has completed or that are in process at this time. In April 2001, the McMinnville's City Council adopted the *McMinnville Residential Land Needs Analysis, May 2001*, which addressed the requirements of statewide planning Goal 10 and ORS 197.296. In February 2002, the City approved the *McMinnville Economic Opportunities Analysis, November 2001*, which addressed the requirements of statewide planning Goal 9 and OAR 660-009.

This appendix updates the buildable lands analysis presented in the *McMinnville Residential Land Needs Analysis* and the *McMinnville Economic Opportunity Analysis* to bring them current to January 1, 2003. It builds from the population and employment forecasts shown in Table 1.<sup>1</sup>

**Table 1. Population and employment growth, McMinnville UGB, 2003-2023**

<b>Year</b>	<b>Population</b>	<b>Employment</b>	<b>Pop/Emp</b>
2000	26,499	13,865	1.91
2003 (Jan 1)	28,510	14,741	1.93
2023 (Jan 1)	44,057	22,161	1.99
Change 2003-2023			
Number	15,547	7,420	2.10
Percent	54.5%	50.3%	
AAGR	2.20%	2.06%	

Source: ECONorthwest, City of McMinnville

The remainder of this appendix is organized as follows: land needed for residential development, 2003-2023; land needed for employment, 2000-2003; and, comparison and conclusions. Additional supporting data is provided at the end of this appendix.

## **Land needed for residential development, 2003-2023**

In April 2000, the McMinnville's City Council adopted the *McMinnville Residential Land Needs Analysis*. The study was intended to provide baseline data consistent with ORS 197.296(1-4). It did not, nor was it intended to, address the requirements of ORS 197.296(5-7).

This section presents a revised housing needs analysis based on (1) 2000 Census data that was released after the initial study was completed, (2) development activity that has

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<sup>1</sup> A detailed discussion of population and employment projections is presented in Appendix "A."

occurred since the date of the initial buildable lands analysis (July 1, 2000) and January 1, 2003, and (3) efficiency measures the City proposes to adopt consistent with ORS 197.296(5).<sup>2</sup>

The revised housing needs analysis is organized into four sections as follows:

- Residential development trends—July 2000-December 2002
- Updated residential buildable land inventory
- Revised housing needs analysis
- Revised residential land need estimate

### **Residential development trends, July 2000-December 2002**

ORS 197.296 requires cities to conduct an analysis of actual density and mix for the past five years or since the last periodic review—whichever is longer. The *McMinnville Residential Land Needs Analysis* included a detailed evaluation of residential development in McMinnville between September 1988 (the last periodic review) and July 2000.

McMinnville has experienced a significant amount of residential development since July 2000. Table 2 shows the number of building permits issued between July 1, 2000, and December 31, 2002, for residential development. The City's data show that 528 new dwelling units were approved using about 82 acres of residential lands. New residential development averaged 6.4 dwelling units per net residential acre during this period.

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<sup>2</sup> Further detail regarding existing and proposed efficiency measures can be found in Chapter V.

**Table 2. Residential building permits issued in residential zones, July 1, 2000 – December 31, 2002**

<b>Zone</b>	<b>New DU</b>	<b>Net Acres</b>	<b>Density (DU/net res ac)</b>
R-1	113	22.4	5.0
R-2	199	33.2	6.0
R-3	74	10.0	7.4
R-4	142	16.5	8.6
<b>Total</b>	<b>528</b>	<b>82.1</b>	<b>6.4</b>

Source: City of McMinnville building permit database

Note: McMinnville issued permits for an additional 64 residential units in the C-3 zone.

This development used 4.1 acres at a net density of 15.6 du/net acre.

Table 3 shows residential building permits by type of dwelling issued in McMinnville between July 1, 2000, and December 31, 2002. The results show that 74% of building permits were issued for single-family detached units, 9% were issued for single-family attached units, and 17% were issued for multi-family units (totaling 26% for multi-family housing types).

**Table 3. Residential building permits by type, July 1, 2000 – December 31, 2002**

<b>Housing Type</b>	<b>New DU</b>	<b>Percent</b>	<b>Net Acres</b>	<b>Density (DU/net res ac)</b>
Single-family detached	393	74%	68.1	5.8
Manufactured	0	0%	0.0	na
Subtotal	393	74%	68.1	5.8
<b>Multi-family</b>				
Single-family attached	45	9%	4.5	10.0
Multi-family	90	17%	9.5	9.5
Subtotal	135	26%	14.0	9.7
<b>Total</b>	<b>528</b>	<b>100%</b>	<b>82.1</b>	<b>6.4</b>

Source: City of McMinnville building permit database

Note: McMinnville issued permits for an additional 64 residential units in the C-3 zone.

This development used 4.1 acres at a net density of 15.6 du/net acre.

## Updated residential buildable land inventory

Chapter 3 of the *McMinnville Residential Land Needs Analysis* presented the residential buildable lands inventory. The inventory presented in the study was current as of June 2000. Residential development has occurred in McMinnville since the initial inventory was completed. Table 4 shows buildable residential lands by zone within the McMinnville UGB as of January 1, 2003. The June 2000 inventory identified almost 947 gross vacant buildable and redevelopable residential acres. Since June 2000,

residential development has consumed an additional 82 acres, leaving about 865 gross vacant buildable and redevelopable acres available for residential development.

**Table 4. Buildable residential lands by zone, McMinnville UGB, January 1, 2003**

County Zones	Gross		Gross
	Buildable Acres (2000)	Acres Used (2000-2002)	Buildable Acres (2003)
R-1	435.6	22.4	413.2
R-2	83.4	33.2	50.2
R-3	37.7	10.0	27.7
R-4	42.1	16.5	25.6
County Zones	347.8		347.8
<b>Total</b>	<b>946.6</b>	<b>82.1</b>	<b>864.5</b>

Source: City of McMinnville

## Revised housing needs analysis

This section summarizes the results of modifications to the 2000 *McMinnville Residential Land Needs Analysis*. It also provides a summary of the provisions of ORS 197.296 that were not included in the initial study, with the exception of ORS 197.296(6). The requirements of ORS 197.296(6) are addressed in the findings that accompany the UGB expansion proposal.

The *McMinnville Residential Land Needs Analysis* concluded the following:

- McMinnville had about 935 gross buildable acres available for residential development. In addition, another 12 acres of developed land was classified as “potentially redevelopable.”
- McMinnville will need about 5,584 new dwelling units between 2000 and 2020.
- Based on a tax lot level residential capacity analysis, the 935 gross acres of vacant buildable residential land within the existing McMinnville UGB will accommodate 3,407 residential units resulting in a capacity deficit of 2,178 units. This calculation assumes no allocation of land for other residential uses such as schools, parks, churches, public and semi-public uses, and infrastructure.
- This translates into a need for an additional 449 gross buildable acres of land needed beyond the existing UGB to accommodate projected residential development. Added to this need are about 412 gross acres needed for development of public and semi-public uses that will also locate on residential land.

- At recent historical residential densities and housing mix, the total gross vacant buildable residential land need necessary to accommodate projected growth is 861 gross acres (449 gross acres for residential dwelling units, and 412 gross acres for public and semi-public uses).

The *McMinnville Residential Land Needs Analysis* posed several questions that were not fully answered in the study:

- Is *needed* density the same as or less than *actual* historic density?
- Is *needed* mix the same as *actual* historical mix?
- Does the UGB contain enough buildable land at *actual* historic densities?

These questions must be answered to provide a residential lands study that fully addresses the requirements of ORS 197.296. The following sections provide a response to these questions.

### **Is *needed* density the same as or less than *actual* historical density?**

The *McMinnville Residential Land Needs Analysis* concluded that *needed* density is *higher* than *actual* historical density (pages 5-27 and 5-28). In short, in order to meet the requirements of Goal 10 and ORS 197.296, McMinnville must adopt measures that will “demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.”

The *McMinnville Residential Land Needs Analysis* concluded:

“Based on the data available, however, a general trend becomes evident: households with lower incomes tend to have much higher incidence of renting, and lower cost units have a higher percentage of renters than higher cost units.” (page 5-24)

The alternative forecast of housing need presented in the *McMinnville Residential Land Needs Analysis* explicitly assumes that measures will be taken to achieve needed housing density and mix:

“More specifically, the alternative considers national, regional, and local demographic trends, an assessment of income levels and housing affordability, and a move towards more efficient land use (e.g., that no single-family development occurs in the R-4 zone).” (page 5-25)

A review of the housing need forecast presented in the *McMinnville Residential Land Needs Analysis*, as well as new data available since the study was completed, led to several proposed modifications to the original housing need estimate.

Table 5 compares assumptions used for the baseline (adopted May 2001 analysis) and revised housing need analysis (the analysis provided in this memorandum). Modifications were made in several areas:

- Persons in group quarters were increased from 310 to 800 to reflect new Census data, and growth in the student population at Linfield College.
- The housing mix was changed from an actual mix of 66% single-family to 60% single-family. Multiple-family housing was increased from 34% to 40%. This reflects changes in household types and other affordability issues.
- Average household size remained constant at 2.54 persons per occupied housing units, but household sizes by *type of dwelling* shifted slightly to reflect the new housing mix and additional persons in group quarters.
- Density assumptions for single-family attached and manufactured housing types were increased to reflect recent development trends.
- The planning period was adjusted from 2000-2020 to 2003-2023. This makes the population projections consistent with the buildable lands inventory and allows determination of lands needed to accommodate housing for 20 years as required by ORS 197.296.

The revised housing need analysis also considered single-family attached housing as a multi-family housing type. This is consistent with the approach many other housing needs analyses use.

**Table 5. Comparison of assumptions for baseline (from 2000 *Residential Land Needs Study*) and revised housing need (2003-2023)**

<b>Assumption</b>	<b>Revised Need</b>	<b>Baseline (2000 Report)</b>
New persons, 2000-2020		13,567
Average Annual Population Growth Rate (2000-2020)		2.2%
New persons, 2003-2023	15,545	
Average Annual Population Growth Rate (2003-2023)	2.2%	
New persons in group quarters, 2000-2020		310
New persons in group quarters, 2003-2023	800	
<b>Housing Mix</b>		
Single-family	60%	66%
Multiple family	40%	34%
<b>Household size</b>		
Single-family	2.76	2.66
Multiple family	2.21	2.10
Weighted average household size	2.54	2.54
<b>Vacancy rate</b>		
Single-family	2.5%	2.5%
Multiple family	5.0%	5.0%
<b>Density Assumptions (DU/Net Res Acre)</b>		
Single family detached (R-1)	4.5	4.5
Single-family detached (other zones)	5.5	na
Single family attached	10.0	9.1
Multiple family	17.0	16.8
Manufactured in subdivisions	5.5	5.1
<b>Net-to-Gross Acres Factor</b>		
Single family detached	25.6%	25.6%
Single family attached	24.7%	24.7%
Multiple family	11.6%	11.6%
Manufactured	10.0%	10.0%

Consistent with the methods described in the DLCD workbook (*Planning for Residential Growth, 1997*), the following tables that summarize housing and land need address population in group quarters separately. The revised housing need analysis assumes 800 new persons in group quarters between 2003 and 2023. This equates to about 5.1% of the total population—a slightly lower ratio of persons in group quarters than as reported by the 2000 Census figure of 6.0%. Analysis of historical Census data shows the percentage of persons in group quarters has steadily decreased in McMinnville since 1980. The analysis assumes an average of 2.0 persons per group quarter dwelling unit and that group quarter dwelling units will develop at the same density as multiple family housing (17.0 du/net residential acre). McMinnville will need approximately 400 group quarter units. However, the analysis only assigns need for vacant land to 50% of those units. The remaining units are allocated to land already

classified as developed at Linfield College. Thus, McMinnville will require approximately 13 gross buildable residential acres for group quarter dwellings.

Table 6 shows the allocation of needed housing units by type and zoning designation (the *need* forecast). The need forecast is based on estimates of how needed housing units will be distributed by zone. More specifically, the forecast considers national, regional, and local demographic trends, an assessment of income levels and housing affordability, and a move towards more efficient land use (e.g., that no single-family development occurs in the multi-family zone) as well as measures the city proposes to adopt to meet identified housing needs as stated in the *McMinnville Residential Land Needs Analysis*.

The forecast predicts a need for 60% single-family housing types and 40% multiple-family housing types. This need forecast classifies single-family attached units and duplexes as multi-family housing types and makes a distinction between manufactured homes in subdivisions and manufactured homes in parks. The revised need forecast also recognizes the creation of a new exclusive multi-family residential zone (R-5). Eighteen percent of all housing need is allocated to this new zone.

**Table 6. Forecast of needed housing units by type and zoning designation, McMinnville, 2003-2023**

Housing type	Plan Designation					Total
	R-1	R-2	R-3	R-4	R-5	
<b>Single-family</b>						
Detached (R-1)	10%	0%	0%	0%	0%	10%
Detached (Other zones)	0%	25%	5%	0%	0%	30%
Manufactured in subdivisions	2%	8%	0%	0%	0%	10%
Manufactured in parks	0%	0%	4%	6%	0%	10%
<b>Single-family Total</b>	<b>12%</b>	<b>33%</b>	<b>9%</b>	<b>6%</b>	<b>0%</b>	<b>60%</b>
<b>Multi-family</b>						
Row/townhouse	0%	0%	5%	7%	0%	12%
Apartment	0%	0%	0%	10%	18%	28%
<b>Multi-family Total</b>	<b>0%</b>	<b>0%</b>	<b>5%</b>	<b>17%</b>	<b>18%</b>	<b>40%</b>
<b>Total</b>	<b>12%</b>	<b>33%</b>	<b>14%</b>	<b>23%</b>	<b>18%</b>	<b>100%</b>

Source: ECONorthwest

### Is *needed* mix the same as *actual* historical mix?

The next step in the housing needs analysis (Step 6 in the Workbook) is to determine the needed density ranges for each plan designation and the average needed net density for all structure types (see Table B-7).

Table 5-15 in the *McMinnville Residential Land Needs Analysis* shows the baseline forecast of new dwelling units and land need by type for the 2000-2020 period. The results are based on development trends observed between 1988 and 2000 and the 2000-2020 population forecast. The baseline forecast indicated McMinnville needed a mix of 66% single-family and 34% multi-family at an overall density of 4.7 dwelling units per gross residential acre.



Table 7 shows that the new need forecast generates different results than the previous baseline forecast in terms of housing mix and density. The key difference between the baseline forecast and the new need forecast shown in Table B-7 is the allocation of additional housing units to multiple family housing types in the alternative forecast. The need forecast requires 6,014 dwelling units (increase from prior count due primarily to increased population estimate) and decreases land need by more than 240 gross buildable acres, primarily due to proposed land use efficiency measures that increase residential density. The density increases from 4.7 du/gross residential acre in the baseline (historical trend) forecast, to 5.7 du/gross residential acre—an 18% increase. Net density under the need forecast is 7.2 du/net residential acre.

**Table 7. Forecast of *needed* new dwelling units and land need by type, McMinnville, 2003-2023**

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

Source: ECONorthwest

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

Table 8 shows residential land needed for housing by zone designation. This table addresses step 6 of the HB 2709 workbook requiring that cities “determine the needed density ranges for each plan designation and the average needed net density for all structure types.” The results are based on the housing need mix shown in Table 7.

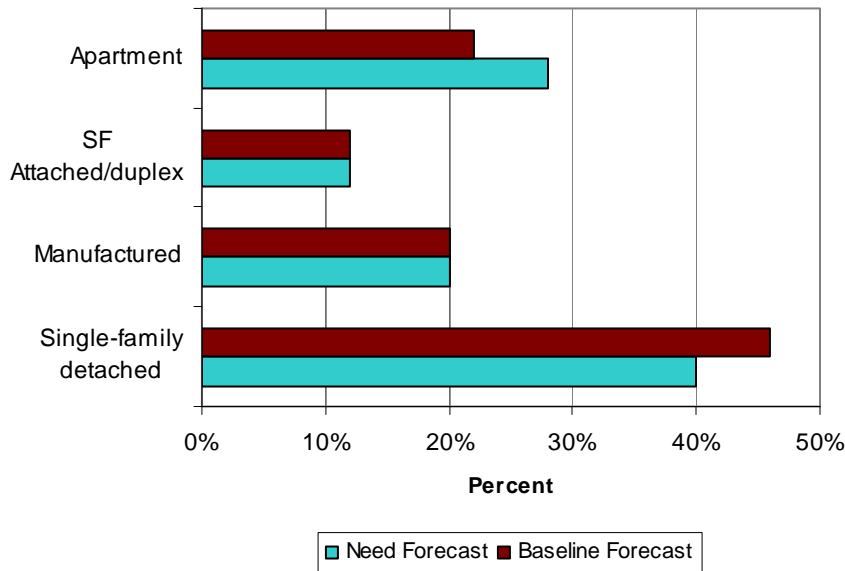
**Table 8. Need forecast of housing, land need (gross acres), and needed density by zoning and housing type, 2003-2023**

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

Source: ECONorthwest

Figure 1 shows a comparison of housing demand and housing need for the period between 2003 and 2023. The figure shows some notable differences between demand (the baseline forecast) by housing type and need by housing type. The overall mix between single-family and multiple-family shifts from 66% single-family (baseline) to 60% single-family (need). The need forecast shows a significantly lower need for single-family detached housing (decreasing from 45% to 35%) and a higher percentage for all other housing types.

**Figure 1. Comparison of baseline forecast and alternative forecast of new housing units, 2000-2020**



ORS 197.303 includes government-assisted housing as a needed housing type. McMinnville allows government-assisted housing outright in all of its residential zones. Moreover, the City of McMinnville does not have a program to construct or finance government-assisted housing. From a land use perspective, there is little more McMinnville can do to facilitate government-assisted housing development.

The Yamhill County Housing Authority and other agencies develop government-assisted housing throughout Yamhill County. According to assessment records, about 200 government-assisted housing units have been developed in McMinnville by various organizations. According to staff at the Yamhill County Housing Authority, they expect to build approximately 50 government-assisted housing units annually in Yamhill County in the next 20 years, or 1,000 units over the planning period. Approximately 300-400 of the government-assisted units would be located in McMinnville.

The Yamhill County Housing Authority manages the HUD Section 8 rental assistance program in Yamhill County. According to staff, approximately 1,200 households receive Section 8 assistance in Yamhill County. Staff estimates that approximately 400 households receive Section 8 assistance in McMinnville. Housing Authority staff do not anticipate expanding the Section 8 program in the foreseeable future because their allocation of Section 8 vouchers is relatively high on a per household basis compared to other areas.

## Total residential land need, 2003-2023<sup>3</sup>

This section estimates total residential land need for the period between 2003 and 2023. In addition to land needed for new residential units, it estimates land needed for parks, public facilities, and other semi-public uses to arrive at an estimate of total need for land designated for residential purposes.

The revised population forecast creates need for additional public and semi-public lands that will locate in residential zones. The revised public and semi-public land needs are presented in Appendix A of this memorandum.

Table 9 shows total residential land need from 2003 to 2023. Including parks and schools, Total need for land designated for residential uses is approximately 1,538 gross acres. Note that estimates for land need for public and semi-public uses (which are part of this estimated need) are based on net acres and may underestimate total land need. The need forecast, which accounts for existing and some proposed efficiency measures, reduces total residential land need by 242 acres—or about 15%.

**Table 9. Total residential land need-Housing Need and Baseline (historical densities) Forecast 2003-2023**

Category	Needed Gross Acres	
	Need Forecast	Baseline
New housing	1053.2	1,295.0
Parks	314.0	314.0
Schools	96.0	96.0
Private Schools	1.5	1.5
Religious	47.6	47.6
Government	0.9	0.9
Semi-Public Services	22.5	22.5
Infrastructure	2.6	2.6
<b>Total</b>	<b>1,538.4</b>	<b>1,780.2</b>

Source: City of McMinnville, ECONorthwest

## Comparison of Supply and Demand: Does the UGB contain enough buildable land at actual densities? (Task 5 of the workbook)

This section compares residential land supply and demand. It begins with an evaluation of residential land capacity. It then compares supply and demand to answer the question of whether McMinnville has enough land to accommodate needed housing at actual densities as posed in the DLCDC HB 2709 workbook.

<sup>3</sup> Total residential land need includes land needed for new housing during the planning period, and residential land needed for public and semi-public uses.

In brief, the previous section found that needed residential density is *not* the same as the actual residential density, and the present McMinnville UGB does *not* contain enough buildable land at actual densities to provide for residential needs. This is further described in the discussion below.

### **Residential land capacity**

The buildable lands inventory built up from a tax lot database. Moreover, the method classified buildable residential lands into three categories: vacant, partially vacant, and potentially redevelopable. That inventory identified 935 gross acres of vacant or partially vacant residential land and about 12 gross acres of potentially redevelopable land. Data for development that occurred between July 1, 2000 and December 31, 2002 indicate that an additional 83 acres of residential land was developed since the *McMinnville Residential Land Needs Analysis* was completed leaving about 865 gross buildable residential acres as of January 1, 2003.

To evaluate residential development capacity in McMinnville, ECONorthwest applied the actual residential density recorded between 1988 and 2000 to each vacant and partially-vacant parcel in the R-1 to R-4 zones. For all other zones, we applied the overall average density recorded between 1988 and 2000. This method is consistent with the requirements of ORS 197.296.

Table 10 shows the development capacity of all vacant, partially vacant, and redevelopable residential tax lots within the McMinnville UGB by zone and land classification as of January 1, 2003. The *McMinnville Residential Land Needs Analysis* found a total capacity of 3,477 dwelling units within the UGB. A total of 528 new dwelling units were built between July 2000, and January 2003, reducing residential capacity by that number of units. Assuming **all** partially vacant and potentially redevelopable land will develop over the 20-year planning period, McMinnville has a residential capacity of 2,949 dwelling units within its current UGB.

**Table 10. Estimated residential development capacity (in dwelling units) inside the current McMinnville UGB, by zone and land classification at full build-out**

<b>Zone</b>	<b>Vacant</b>	<b>Partially- Vacant</b>	<b>Potentially Redevelop- able</b>	<b>Total</b>
R-1	831	98	0	929
R-2	109	26	0	135
R-3	18	27	24	69
R-4	164	12	26	202
R-5	na	na	na	na
All Other Zones	1,346	268	0	1,614
<b>Total</b>	<b>2,469</b>	<b>430</b>	<b>50</b>	<b>2,949</b>

Source: ECONorthwest, 2000

Analysis of land partitions, however, suggests that development of partially vacant land occurs relatively slowly (see partition history discussion in Chapter 4 of the *McMinnville Residential Land Needs Analysis*). At the resulting average rate of approximately 3 dwelling units per year, a total of 60 new dwelling units would be built on partially developed land that is too small to subdivide between 2003 and 2023.<sup>4</sup> Analysis of the size of partially vacant parcels indicates that 26 of the 58 partially vacant parcels are too small to subdivide. Development of these parcels to permit additional housing would therefore require partitioning. Despite the fact that many of these partially vacant parcels have been held in their current configuration for decades and will likely not be partitioned—or subdivided—during this planning period, this analysis **assumes that all of the partially-vacant land will develop** over the next 20 years. This is a very aggressive assumption, and one that may overestimate the amount of land available for projected land needs.

## Revised residential land need estimate

The housing need forecast estimates that McMinnville will need 6,014 new dwelling units between 2003 and 2023. Subtracting out the estimated residential capacity of lands within the current McMinnville UGB of 2,949 dwelling units yields a need for land capable of accommodating an additional 3,065 dwelling units.

Table 11 shows land needed to accommodate the additional 3,065 units at the *needed* residential densities shown in Table 5. The results show a **need for 537 gross buildable residential acres** beyond existing buildable land (e.g., outside the present McMinnville UGB) to accommodate new residential development.

<sup>4</sup> Staff review of the partition data presented in Chapter 4 of the *McMinnville Residential Land Needs Analysis* indicates that it included partitions over a 10-year period, but calculated averages over an 8-year period. Thus, the average number of partitions per year dropped from the 3.75 reported in the *McMinnville Residential Land Needs Analysis* to the 3.0 reported in this memorandum.

**Table 11. Additional land needed for housing outside the present McMinnville UGB, 2003-2023**

<b>Zone</b>	<b>Additional Dwelling Unit Need</b>	<b>Gross Density</b>	<b>Needed Gross Res Acres</b>
R-1	368	3.5	104.1
R-2	1,011	4.3	236.8
R-3	429	5.4	78.9
R-4	705	8.8	80.4
R-5	552	15.0	36.7
All Other Zones	na	na	na
<b>Total</b>	<b>3,065</b>	<b>5.7</b>	<b>536.9</b>

Source: ECONorthwest, 2003

Table 12 shows total residential land need from 2003 to 2023. Including parks and schools, we estimate total need for land designated for residential, public, and semi-public uses at 1,035 gross residential acres.

**Table 12. Total additional acres needed in the McMinnville UGB, 2003-2023**

<b>Category</b>	<b>Needed Gross Res Acres</b>
New housing	536.9
Group Quarters	13.3
Parks	314.0
Schools	96.0
Private Schools	1.5
Religious	47.6
Government	0.9
Semi-Public Services	22.5
Infrastructure	2.6
<b>Total</b>	<b>1,035.4</b>

Source: City of McMinnville, ECONorthwest

Note: Parkland need assumes the City standard of 14.0 acres per 1,000 residents will be met. The recent \$9 million park bond is a strong indication of the City's commitment to this standard.

## Summary of residential land need

Based on population forecasts, assumptions about household size, persons in group quarters, and vacancy rates, McMinnville will need about 6,014 new dwelling units between 2003 and 2023. At needed densities, this translates into a buildable land need of 1,053 acres for residential development. Parks and other public and semi-public facilities are expected to require an additional 485 buildable residential acres for a total residential land need of about 1,538 acres.

As of December 31, 2002, McMinnville had an estimated 865 gross buildable residential acres within its UGB. Based on a tax lot level residential capacity analysis, the 865 gross acres of buildable residential land within the existing McMinnville UGB will accommodate 2,949 residential units. This results in a capacity deficit of 3,065 units. This translates into a need for an additional 537 buildable acres of land needed beyond the existing UGB to accommodate projected residential development (Table 12). Added to this need are about 485 acres needed for development of public and semi-public uses that will also locate on residential land and 13 acres for group quarters housing. **Thus, the total gross vacant buildable residential land need outside the present McMinnville UGB, according to analysis and findings consistent with ORS 197.296 and the DLCD *Planning for Residential Growth* workbook, necessary to accommodate projected growth is 1,035 gross acres (537 acres for residential dwelling units, 13 acres for group quarters, and 485 acres for public and semi-public uses).**

Finally, the Workbook poses several questions that can be answered by the analysis in this report:

- Is *needed* density the same as or less than *actual* historic density?

**No.** Actual density of residential development in McMinnville between 1988 and 2000 was 4.7 dwelling units per gross acre or 5.9 dwelling units per net acre. The need forecast estimates *needed* density at 5.7 dwelling units per gross acre or 7.2 dwelling units per net acre. The assumption here is that a combination of shifting demand and new policies (measures) can increase the average density of new construction by almost 20% over the next 20 years.

- Is *needed* mix the same as *actual* historic mix?

**No.** Figure B-1 indicates that needed and actual mix as shown by comparing the baseline and alternative forecasts is different. The alternative forecast (needed mix) indicates the City will need a higher percentage of multiple-family units and a corresponding decrease in single-family detached housing.

- Does the UGB contain enough buildable land at *actual* historic densities?

**No.** The data presented in chapters 5 and 6 of the *McMinnville Residential Land Needs Analysis, May 2001, as revised in this analysis*, indicate the UGB will not accommodate the number of new dwelling units between 2003 and 2023 at actual historic, or needed, densities.

These results assume McMinnville will adopt measures to increase housing density and shift the housing mix to a greater percentage of multi-family dwellings. Residential efficiency measures are described in the memorandum titled *Review of Land Use Efficiency Measures*.



## Land needed for employment, 2003-2023<sup>5</sup>

Table 13 shows total employment growth by land use type in McMinnville for 2003, and 2023. The forecast of employment is derived from employment data shown in Table A-4 of the memorandum titled “*Justification for Population and Employment Projections.*” The employment projection indicates McMinnville will add 7,420 new employees between 2003 and 2023.

**Table 13. Total employment growth by land use type in McMinnville UGB, 2003–2023**

Land use category	Growth			
	2003	2023	2003-2023	Percent
Commercial	2,793	5,540	2,747	37%
Office	5,031	7,978	2,947	40%
Industrial	5,427	6,870	1,443	19%
Public	1,490	1,773	283	4%
Total	14,741	22,161	7,420	100%

Source: ECONorthwest.

The land need estimates that follow are based on the same set of assumptions described in Chapter 6 of the *McMinnville Economic Opportunities Analysis*.

Table 14 shows the amount of new land and built space needed for each land use type in McMinnville over the 2003–2023 period. The results indicate McMinnville will need approximately 367 gross acres to accommodate employment for the 2003-2023 period. An additional 122 acres of commercial and industrial land is needed for public and semi-public uses in addition to those needed for employment shown in Table 14.<sup>6</sup>

<sup>5</sup> Land need includes lands designated for commercial and industrial uses needed for employment and for public and semi-public uses that will locate on commercial and industrial lands.

<sup>6</sup> ECO estimates land needed for public and semi-public uses (not including parks) at 197.2 total acres. Not all of this land need will occur on commercial and industrial lands. ECO estimates that public and semi-public uses will require 75.2 residential acres. Thus,  $197.2 - 75.2 = 122.0$  non-residential acres).

**Table 14. McMinnville vacant land and new built space needed for employment by land use type, 2003–2023**

Type	Acres of land	Sq. Ft. of building space		
Commercial	88.9	24%	684,398	24%
Office	83.6	23%	643,984	23%
Industrial	173.8	47%	1,242,836	44%
Public	20.4	6%	285,578	10%
<b>Total</b>	<b>366.7</b>	<b>100%</b>	<b>2,856,796</b>	<b>100%</b>

Source: ECONorthwest.

### Revised employment land need estimate

This section compares land demand and supply. The comparison is based on data presented in this chapter and does not consider local policies or economic development strategies that may imply different site requirements and land needs. OAR 660-009-0025 (2) requires cities to designate sufficient land in each site category to accommodate, at a minimum, the projected land needs for each category during the 20-year planning period.

Table 15 shows a comparison of land demand and supply for the McMinnville UGB for the period 2003-2023. The results show that McMinnville has an overall deficit of buildable non-residential land of about 47 acres.<sup>7</sup> When analyzed by plan designation, however, the results indicate the City has a commercial land deficit of about 117 acres, and an industrial surplus of 70 acres.

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<sup>7</sup> This deficit assumes that the City would redesignate some industrial lands for commercial uses. The City's proposed industrial land retention policy would not typically allow such redesignations to occur. The City proposes to redesignate a small amount of industrial lands to commercial and residential uses. This is essentially a housekeeping measure that reflects more appropriate uses of certain industrial lands. The redesignations are *not* reflected in Table B-15.

**Table 15. Comparison of commercial/industrial land demand and supply, McMinnville UGB, 2003-2023**

	Plan Designation		Total
	Commercial	Industrial	
<b>Buildable Acres</b>	101.9	339.8	441.7
<b>Vacant Land Demand</b>			
Commercial	192.9		192.9
Industrial		173.8	173.8
Other uses	26.2	95.8	122.0
<b>Surplus (deficit)</b>	<b>(117.2)</b>	<b>70.2</b>	<b>(47.0)</b>

Source: ECONorthwest.

Note: we did not allocate any land demand to the mixed use plan designation.

## Comparison and conclusions

The housing and economic technical reports present land supply and demand estimates. The population and employment forecasts presented in the reports are for the period 2000-2020. These figures were updated to the 2003-2023 period for this analysis.

The land supply data in both the reports were more than one year old. City staff updated the buildable lands inventory to December 31, 2002—a date which corresponds to the 2003-2023 forecasting period.

## Land supply

Table 16 summarizes buildable land supply by plan designation in the McMinnville UGB. The second column (Gross Acres, July 1, 2000) summarizes land inventory data presented in the *McMinnville Residential Land Needs Analysis* and the *McMinnville Economic Opportunities Analysis*. As of July 1, 2000 McMinnville had about 1,420 gross buildable acres. Between July 1, 2000, and December 31, 2002, an additional 114 acres were developed. The majority of this land (82 acres) was developed in residential uses. Subtracting land developed between July 1, 2000, and December 31, 2002, from the initial inventory leaves approximately 1,310 acres available for development in the McMinnville UGB.

**Table 16. Buildable land supply, McMinnville UGB, December 2002**

Plan Designation	Gross Acres (July 1, 2000)	Acres	
		Developed (July 1, 2000- Dec 31, 2002)	Gross Buildable Acres (Jan 2003)
Residential	947.0	82.1	864.9
Commercial	115.4	13.5	101.9
Industrial	358.1	18.3	339.8
Mixed Use	2.9	0.0	2.9
<b>Total Buildable Land</b>	<b>1,423.4</b>	<b>113.9</b>	<b>1,309.5</b>

Source: City of McMinnville

McMinnville also proposes to redesignate a number of parcels as part of the land use efficiency measures required by Goal 10 and Goal 14. Table 17 summarizes the impacts of land redesignations. The redesignations add commercial and residential designations, and remove land from the industrial and mixed-use designations.

**Table 17. Effect of proposed land redesignations on buildable land supply**

Plan Designation	Change in buildable acres
Commercial	0.49
Industrial	(13.82)
Mixed Use	(2.85)
Residential	16.18

Source: City of McMinnville

**Table 18. Revised buildable land supply with land redesignations, McMinnville UGB, December 2002**

Plan Designation	Gross Buildable Acres		Gross Buildable Acres (w/ redesignations; Jan 2003)
	(Jan 2003)	Proposed land redesignations	
Residential	864.9	16.2	881.1
Commercial	101.9	0.5	102.4
Industrial	339.8	-13.8	326.0
Mixed Use	2.9	-2.9	0.0
<b>Total Buildable Land</b>	<b>1,309.5</b>	<b>0.0</b>	<b>1,309.5</b>

Source: City of McMinnville

The land redesignations shown in Tables 17 and 18 will add approximately 16 acres of buildable land to residential uses. At an average density of 5.9 dwelling units per gross residential acre, the proposed land redesignations would accommodate approximately 95 new dwelling units.

Table 19 provides a detailed summary of land needed, by plan designation, to accommodate forecast population and employment growth between 2003 and 2023. The estimates indicate that McMinnville will need about 2,027 acres of buildable land under the assumptions implicit in the provisional estimate. The majority of this land (1,538 acres) will be needed for residential uses.

McMinnville will need about 219 acres of commercial land, which will support commercial uses as well as public and semi-public uses that will locate on commercial land. McMinnville will need about 270 acres of industrial land, including industrial uses as well as public and semi-public uses that will locate on industrial land.

**Table 19. Demand for land by plan designation and use, McMinnville, 2003-2023**

<b>Planned Land Use</b>	<b>Gross Acres</b>
<b>Residential Plan Designation</b>	
New Housing	1,053.2
Parks	314.0
Public Schools	96.0
Private Schools	1.5
Religious	47.6
Government	0.9
Semi-Public Services	22.5
Infrastructure	2.6
<b>Residential Subtotal</b>	<b>1,538.4</b>
<b>Commercial Plan Designation</b>	
New Commercial	192.9
Public Schools	0.0
Private Schools	0.3
Religious	7.8
Government	13.7
Semi-Public Services	3.5
Infrastructure	0.9
<b>Commercial Subtotal</b>	<b>219.1</b>
<b>Industrial Plan Designation</b>	
New Industrial	173.8
Public Schools	0.0
Private Schools	0.0
Religious	0.0
Government	66.3
Semi-Public Services	18.1
Infrastructure	11.5
<b>Industrial Subtotal</b>	<b>269.7</b>
<b>Total Projected Land Need</b>	<b>2,027.2</b>

Source: McMinnville Residential Lands Study;  
McMinnville Economic Opportunities Analysis

Table 20 compares land supply and demand in the McMinnville UGB for the period 2003-2023. The comparison shows that, in the absence of changes in plan designations, McMinnville will require approximately 1,125 acres of buildable land

beyond the supply presently in the City’s UGB. Deficits exist in land designated for residential and commercial uses. McMinnville has a surplus of about 46 acres of buildable industrial land. The industrial land is not factored against the deficits because the City needs the industrial sites to support its economic development strategy.

**Table 20. Comparison of land supply and demand, McMinnville UGB, 2003-2023**

<b>Plan Designation</b>	<b>Land Need (2003-2023)</b>	<b>Gross Buildable Acres (Jan 2003)</b>	<b>Deficit (Surplus)</b>
Residential <sup>a</sup>	1,538.4	881.1	1,019.2
Commercial	219.1	102.4	106.0
Industrial	269.7	326.0	(44.7)
<b>Total Buildable Land Need Outside UGB</b>	<b>2,027.2</b>	<b>1,309.5</b>	<b>1,125.2</b>

Source: ECONorthwest, 2003

<sup>a</sup> Application of residential carrying capacity analysis produces an unmet residential need of 537 acres and does not allow a simple supply/demand calculation to occur. See Table 11.

Notes:

Commercial land need is reduced by 11.7 acres. The City estimates that some commercial development will occur on industrial lands. See Industrial Land Measures in Chapter 6. The industrial land surplus is reduced by a similar amount. Total buildable land deficit does not include the surplus of industrial land. McMinnville will maintain a 45 acre surplus of industrial land during the planning period.

## **Supporting Data: Residential land needed for public and semi-public uses**

This section updates the section of the *McMinnville Residential Land Needs Analysis* that discusses residential land needed for public and semi-public uses. The update is required because the revised population projection results in 15,545 new persons in the McMinnville UGB between 2003 and 2023.

McMinnville presently has no public land plan designation. Thus, public and semi-public (churches, fraternal organizations, etc.) uses commonly locate on residential land. Specifically, public and semi-public uses include:

- Public Schools
- Private Schools
- Religious Uses
- Parks
- Government
- Semi-Public Services
- Infrastructure

While land needed for public schools and parks are addressed in the following sections, Table 21 shows acres in public use for all other classifications. McMinnville has about 1,099 net acres (acres in tax lots) in public and semi-public uses. About 575 of those acres are in the McMinnville Airport. The percentage of each use located on land designated for residential use is shown in the final column and ranges from 100% for “other private schools” to 0% for the airport.

**Table 21. Summary of existing public and semi-public uses**

Use Type	Net Acres	Net Acres on Residential Land	Net Acres on Non- Residential Land	Percent on Residential Land
Airport	575.8	0.0	575.8	0%
Private Schools	206.9	171.8	35.1	83%
Linfield College	204.0	168.9	35.1	83%
Other Private Schools	2.9	2.9	0.0	100%
Religious	89.7	77.1	12.6	86%
Government	130.9	1.5	129.4	1%
Semi-Public Services	71.5	36.4	35.2	51%
Infrastructure	24.1	4.3	19.8	18%
<b>Total</b>	<b>1,098.9</b>	<b>291.1</b>	<b>807.8</b>	<b>na</b>

Source: City of McMinnville, October 2000

Note: table does not include lands for public schools and parks.

### Land needed for parks

The adopted McMinnville Parks, Recreation, & Open Space Master Plan (1998) identifies seven types of local park facilities and describes the local residents' and Council's vision for the future of the City's parks, recreation services, trails and open space facilities. The adopted master plan provides recommended acreage standards for only three of the Plan's seven types, stated as an acres-per-thousand-population ratio. The three types of park facilities within the master plan that are provided with adopted acreage standards are Neighborhood Parks, Community Parks, and Greenspace/Greenway Parks; this is demonstrated in Table 2 of the Plan. It is important to note that while future acreage needs exist for *each* of the remaining four park types (Mini-Parks/Playlots, Linear Parks, Special Use Parks, and Trails and Connectors), such standards were not adopted as part of the master plan and are therefore not part of this analysis or projection of future park needs.

As is shown through local park development, not all park types need to be entirely located on land identified as buildable. Specifically, a portion of future Greenway and Greenspace parks may be located partially within the boundaries of the 100-year floodplain. Analysis of local park locations and topography shows that some 34 percent of all Greenway/Greenspace park acres are so located, as provided in Table 22 below.



**Table 22. McMinnville Greenway and Greenspace parkland inventory**

Name	Net Acreage	Floodplain Acres
Airport Park	22.0	0.0
Angela Court	2.2	0.2
Ashwood/Derby	0.3	0.3
Barber Property	11.8	4.6
Brookview	0.7	0.7
Carlsons	1.6	1.6
Crestwood	1.7	1.5
Davis Street Fill	1.5	1.5
Dayton River Access	0.5	0.4
Elmwood	3.0	2.3
Fir Ridge	0.7	0.6
Heather Hollow	3.0	1.9
Irvine Street	5.1	4.8
Meadowridge	0.7	0.7
Tall Oaks	11.2	5.7
Tice Property	33.9	7.0
Wildflower Area	2.7	1.3
<b>Total</b>	<b>102.5</b>	<b>35.2</b>
<b>Percent in Floodplain</b>		<b>34%</b>

Source: City of McMinnville, October 2000

Applying this combined 34 percent floodplain factor to future Greenspace/Greenway park needs results in a reduction of needed park acres by some 41 acres (34 percent of the total need). The total number of projected and needed parkland acres for each of the three park types mentioned above are provided in Table 23 below and yield a need for an additional 244 vacant, buildable park acres. The City assumes all parkland need will be met on residential land as parks are not permitted in non-residential zones.

**Table 23. Estimated parkland need, 2000-2020**

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

Source: City of McMinnville, 2003

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

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

## Land needed for schools

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

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

## Other public/semi-public land need

Other public and semi-public land uses in McMinnville include: the airport; private schools, religious uses, government, semi-public services, and infrastructure. With the exception of the McMinnville Airport, all of these uses will require additional residential land as McMinnville grows.<sup>8</sup>

The City used *net* acres per 1,000 persons as the basis for estimates of other public and semi-public land needs.<sup>9</sup> The acres per 1,000 persons assume a year 2000 population of 25,153 persons and the acreages presented in Table 21. Acres per 1,000

<sup>8</sup> The McMinnville Airport has no long-range expansion plans and is located entirely on land designated for industrial use.

<sup>9</sup> Using net acres as the basis for estimating future land need results in an underestimate of land need because right-of-way and other uses, and physical land features are not considered. We use net acres as the basis because detailed information was not available on “parent” lot sizes, precluding the development of a net-to-gross factor for public and semi-public lands.

persons was then multiplied by projected population growth (15,545 persons) to develop total land need, which was then multiplied by the percent on residential land to estimate residential acres needed.

**Table 24. Other public/semi-public land needs, 2003-2023**

<b>Use Type</b>	<b>Acres/1000 Persons</b>	<b>Total Need, 2003-2023</b>	<b>Percent on Residential</b>	<b>Residential Acres Needed, 2003- 2023</b>	<b>Non-Res Acres Needed, 2003-2023</b>
Private Schools	0.1	1.8	83%	1.5	0.3
Religious	3.6	55.4	86%	47.6	7.8
Government	5.2	80.9	1%	0.9	80.0
Semi-Public Services	2.8	44.2	51%	22.5	21.7
Infrastructure	1.0	14.9	18%	2.6	12.2
<b>Total</b>	<b>12.7</b>	<b>197.2</b>	<b>na</b>	<b>75.2</b>	<b>122.0</b>

Source: City of McMinnville; analysis by ECONorthwest, 2003

Note: Private school land need assumes Linfield College does not need additional land beyond their current campus holdings.

# **ALTERNATIVE SITE ANALYSIS AND** **RECOMMENDED UGB EXPANSION**

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## **Purpose of This Study**

Recently completed inventories of the City's buildable lands, and an assessment of its future land needs, concluded that an additional 1,125 acres of gross vacant buildable land beyond the current urban growth boundary would be necessary in order to serve the city's anticipated growth to the year 2023. In an attempt to minimize this expansion, a number of land use measures have been proposed that would reduce total land need by approximately 225 acres of land. The City must, therefore, expand its current urban growth boundary by an estimated 900 acres of gross vacant buildable land.

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

The findings contained in this study support an expansion of the present urban growth boundary by approximately 1,539 gross acres (only slightly more than half of which are buildable, or 881 acres), or a 19 percent increase in the gross land area contained within the present urban growth boundary. This compares to a 55% increase in population and a 50% increase in employment for the period 2003-2023. This is the first significant amendment to the City's urban growth boundary since its adoption in 1981.

## **Setting**

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

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

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

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

## **Process**

McMinnville has completed an exhaustive parcel-level analysis of the eleven square miles of land that is now contained within its urban growth boundary. From this analysis it was determined that there exists 1,309.5 acres of vacant buildable land, far less than needed for the planning period.<sup>1</sup> In an attempt to minimize this expansion, and consistent with the requirements of statute, the City has identified several land use measures that, when implemented, will make more efficient use of land within the boundary and, therefore, reduce the identified land need. To provide for the unmet future need, McMinnville must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City’s plan policies.

In determining which lands to consider, State statute provides a specific list of priorities that cities must follow. This list, found in ORS 197.298, requires the city

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<sup>1</sup> Of these, 881.1 acres are designated for residential use, 102.4 acres for commercial use, and the balance, some 326 acres, for industrial use.

look first to “exception land” (land already partially urbanized, land with poor soils for agriculture, or reduced lot size) before considering farm or forest land. More specifically, this statute requires cities to consider lands in the following sequence:

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;
4. Farm and forest land.<sup>2</sup>

Specific to McMinnville, there are no urban reserve lands adjacent to its urban growth boundary, nor are there marginal lands. The task, therefore, is to first identify and analyze exception lands as to their ability to accommodate future urban land needs and, if inadequate to meet that need, then farm and forest lands are to be considered.

Consistent with this directive, the City first mapped and inventoried exception lands that are contiguous to the current urban growth boundary. There are nine such geographically distinct exception sub-areas, identified as follows:

- Westside Road
- Bunn’s Village
- Riverside North
- Riverside South
- Lawson Lane
- Booth Bend Road
- Old Sheridan Road
- Redmond Hill Road
- Fox Ridge Road

For each of the sub-areas the City has provided a general site description, buildable lands and development patterns analysis, inventory of available utilities, and discussion of factors influencing future urbanization. Those sub-area descriptions follow. A map showing the location of each of these areas is provided in Figure 1.

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<sup>2</sup> The City did not analyze sites with predominantly Class I agricultural soils because they are the last resort for inclusion in the urban growth boundary

## EXCEPTION AREA COMPOSITE MAP

## Westside Road Sub-area

### **General Site Description:**

The Westside Road sub-area extends north from McMinnville in a relatively narrow, linear form some 2,000 feet (about 1/3 mile). Its form is contained by Baker Creek on the south and east, and Westside Road on the west; larger parcel farmland is situated to the north. This sub-area abuts the McMinnville city limits to the east and the urban growth boundary to the east and south. At its widest, the sub-area measures approximately 1,000 feet (although some 400 feet of that distance is within the 100-year floodplain of Baker Creek). The narrowest point is some 550 feet in width; again with a portion of that being within the floodplain (Figure 2).

Land uses in the vicinity of the Westside Road sub-area consist of farmland zoned EF-40 (Exclusive Farm Use – 40-acre minimum) and EF-80 (Exclusive Farm Use – 80-acre minimum) to the north and west, respectively (Figure 3). This land is largely in active farm use. Across Baker Creek to the south and east is unincorporated land within the McMinnville urban growth boundary that totals approximately eleven acres and is planned for residential use. This land is comprised of four parcels, three of which are improved with single-family residences. Land to the south and east is developed with a mix of single-family homes, Heather Manor (a 100-space manufactured home park) and the Tice Park Apartments (88 units). North of Heather Manor is a 34.5-acre site currently being developed as a 136-lot single-family residential subdivision. Southwest of the sub-area, across Baker Creek, is Tice Park; a 32-acre site being developed through City and volunteer efforts as a Greenway park to be complete with trails, interpretative signage, restrooms and public parking area (Figure 4).

### **Development Patterns / Buildable Lands:**

The sub-area contains approximately 34.9 gross acres of land within its boundary. Topographically, the majority of the sub-area is flat. The eastern edge, however, slopes steeply down to Baker Creek. Much of the steeply sloped portions are within the boundary of the 100-year floodplain. This sub-area is comprised of 13 parcels upon which are situated rural, single-family residences. Most of these parcels are rectangular in shape resembling old French Long Lots<sup>3</sup> and average some 2.9 acres in size (their average lot depth to width ratio is around 3.5:1).

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<sup>3</sup> Historically, French owners of large estates in Canada, or wherever the French settled in North America, often divided their land grants into narrow strips that they sold or rented to individual French settler families (circa 1700 – 1800). These new parcels often extended from the front of the estate, back to the local waterway marking the edge of the land holding. Later roads were often improved along the fronts of these “French Long Lots.”



WESTSIDE ROAD AERIAL MAP

ZONING MAP

LAND USE PATTERNS MAP

Most of these rural homesites are improved with some combination of barns, storage buildings, in-ground pools, workshops, or other assorted outbuildings, as well as personal gardens or orchards. With 20.97 acres of the sub-area being accounted for by existing residences, floodplain, and slopes in excess of 25 percent, 13.93 gross acres within the sub-area remains as buildable land. The improvement value of these rural residential properties (exclusive of land value) ranges from \$113,725 to \$393,805, and averages \$225,514 per parcel. Of the 13 parcels within this sub-area, only one is vacant (Figure 5).

A summary of the Westside Road sub-area’s buildable land inventory is provided in Table 1, below.

**Table 1**

<b>Westside Road Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>34.90</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	34.90	100%
Developed/constrained acres:	(20.97)	60%
Total Gross Vacant Buildable Residential Acres	13.93	40%
Vacant Residential Acres:	0.00	0%
Partially Residential Vacant Acres:	13.93	100%

**Public Facilities – (Figure 6):**

**Sewer:**

The Westside Road sub-area is served exclusively by private septic systems as it is beyond the urban service area. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. A comprehensive sewer master plan would need to be designed to ensure serviceability to the sub-area prior to approval.

There are two possible alternatives to connect this sub-area to the city’s sanitary sewer system. One possible connection point is to an eight-inch line located in NE Burnett Road at its intersection with Burnett Road. Extension from this point would continue northward along Westside Road, crossing Baker Creek. The other option may be a westerly extension of the line currently being installed along the westernmost portion of the North Hembree Estates residential subdivision now under construction. However, if this option is feasible, it would not be as desirable from a public maintenance perspective as such an extension would require the

## BUILDABLE LANDS MAP

## UTILITIES MAP

dedication of a rear-yard utility easement along the backs of the private properties for the entire length of the sub-area.

Pursuing either option would necessitate either boring under or trenching across Baker Creek, which would require the issuance of construction, and possibly wetland mitigation, permits from the Department of Environmental Quality, the Army Corps of Engineers, and/or the Oregon Division of State Lands.

In considering the option of extending the service northward along Westside Road, it is possible a portion of the cost of this improvement might be borne by some or all of the eleven acres of unincorporated property south of the sub-area and in front of which this improvement would be installed. However, as three of those four properties are currently improved with residences and functioning septic systems and the fourth is owned by a local church and used as a private recreational/special use area, there may not be much interest in further development of these properties for some time and therefore not much interest in financially participating in the cost of this improvement. Under any scenario, the McMinnville Collection System Facilities Plan indicates that a pump station would be necessary in Westside Road in order to move the effluent sufficiently into the Fairgrounds basin.

Based on the necessary service extension and pump station improvements, relative to the amount of developable land, sanitary sewer provision costs are determined to be high.

**Water:**

The Westside Road sub-area is served exclusively by private wells. The municipal water main that is closest to this sub-area is located in Burnett Road approximately 400 feet east of the intersection of Burnett Road and Westside Road. Service provision to this sub-area would require the extension of this 8-inch line west to the intersection of Burnett Road and Westside Road and then northward along Westside Road. This extension would necessitate trenching or boring across Baker Creek, or suspension of the trunk line along the underside of the Westside Road Bridge that spans the creek. While this could be engineered, it is problematic as ODOT has classified this bridge as "Functionally Obsolete"<sup>4</sup> and adding this improvement may not be feasible.

Additionally, extending service to this area runs counter to the preferred design concept for a looped water system. Specifically, providing service to this area would result in the creation of a dead-end spur. Looped water

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<sup>4</sup> Source: Oregon Department of Transportation Bridge Inventory Database – Bridge #11640A. Improvement of this bridge is not listed in the adopted 2002-2005 ODOT State Transportation Improvement Program.

mains provide improved pressure and flow that would not be available to a dead-end system.

As mentioned in the discussion of extending sanitary sewer to this sub-area, a portion of the cost of providing water to these properties might be borne by some or all of the eleven acres of unincorporated property south of the sub-area and in front of which this improvement would be installed. However, three of those four properties are currently improved with residences and served by potable wells and the fourth is owned by a local church and used as a private recreational/special use area. As such, there may not be much interest in participating in the extension of this line or in the cost of this improvement. The additional cost would need to be considered by individual landowners within this sub-area when determining the feasibility of further developing their property.

McMinnville Water and Light estimates the cost for providing water service to this sub-area as high.

**Electric:**

Electrical service provision to the Riverside South sub-area is currently provided by McMinnville Water & Light. The closest electrical sub-station to this sub-area is the Baker Creek Road Substation located just east of the intersection of Baker Creek Road and Hill Road. The existing feeders presently serving this sub-area would need to be upgraded in order to sufficiently support future urban development of this area. McMinnville Water and Light estimates the costs of providing electric service to this sub-area as low (ranging from \$0 to \$200,000).

**Transportation:**

The Westside Road sub-area is provided access by Westside Road. Its elongated "S" shape forms the sub-areas' western edge. This two-lane road, north of Baker Creek, is under the jurisdiction of Yamhill County and is identified as a major collector in the Yamhill County Transportation System Plan (1996). Westside Road functions as an alternative route to Highway 47 providing connection to the towns of Carlton and Yamhill. It also serves those travelers heading north to Highway 8 (Tualatin Valley Highway) and the cities of Forest Grove and Hillsboro.

Westside Road is improved with a 25-foot wide paved section providing two travel lanes; one in each direction. This improvement is situated within a 60-foot right-of-way and lacks curbs, gutters, bikelanes, sidewalks, lighting, and storm drainage. As part of further development of this sub-area, improvements to Westside Road to bring it up to City standards would be required. These costs would be borne by private landowners within the sub-area.



The Westside Road sub-area is physically connected to the McMinnville urban area by a two-lane bridge that crosses Baker Creek. This bridge marks the northern edge of the McMinnville urban area. As mentioned previously, ODOT has classified this bridge as "Functionally Obsolete."<sup>5</sup> Staff notes that improvement of this bridge is not included in the draft 2004-2007 State Transportation Improvement Program (STIP).

Private driveways connecting directly to Westside Road serve each of the twelve residential properties within the Westside Road sub-area. Further development of this area would be limited in its ability to access directly to this road given traffic speeds and safety concerns. As such, construction of a public frontage road, or the creation of numerous private tracts or easements would be necessary to provide vehicular access to this sub-area, should it be further urbanized.

With regard to alternate transportation modes, the street section of Westside Road adjacent to the sub-area is currently lacking pedestrian or bicycle facilities as previously noted. Additionally, Westside Road is not identified as a future public transit route in the McMinnville Transit Feasibility Study as transit service to this small sub-area would not raise ridership sufficient to support the creation of a route serving these few acres.

Transportation improvements necessary to support urbanization of this sub-area, relative to the amount of developable land, are determined to be high.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the city limit line generally forms this sub-area's eastern boundary. Consequently, and due to property line configurations, nine of the sub-area's 13 parcels are adjacent to the McMinnville city limits and yield an average improvement value of just over \$212,000 (Figure 7). These nine properties provide an average of 1.13 gross acres of buildable land each. With this relatively small average amount of acreage available for potential development on each of these parcels, and with

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<sup>5</sup> Source: Oregon Department of Transportation Bridge Inventory Database – Bridge #11640A. Improvement of this bridge is not listed in the adopted 2002-2005 ODOT State Transportation Improvement Program.

## IMPROVEMENT VALUES

the demonstrated high current improvement values and pending public improvement costs, it is not anticipated that there would be much, if any, interest for those landowners to request annexation.

### **Transportation –**

As previously described, Westside Road provides the only means of access from this sub-area, over Baker Creek, to the current McMinnville urban area. This road is currently not improved to urban standards, and access to it from properties within the sub-area would be limited due to safety concerns. As such, further urbanization of this sub-area would require the construction of a frontage or internal loop street, or the use of numerous private tracts and easements. As to the frontage or loop street, this would be unfeasible due to the combination of existing development and physical limitations of the site, and cost relative to the amount of developed land. For instance, most of the existing rural “estate-style” residences found in this sub-area are situated in the middle of their respective parcel. With an average market improvement value of over \$225,000 per parcel<sup>6</sup> for all properties within this sub-area it is unlikely that any of these residences would be removed to allow for the construction of a public or private street to serve new residential construction on smaller lots adjacent to Westside Road. Additionally, given this development pattern and the sub-area’s relatively narrow width, there does not appear enough depth for an internal street to be constructed, in even a reasonable curvilinear fashion, to serve additional development within this sub-area. These observations, coupled with ODOT’s concerns regarding the Westside Road Bridge, make this sub-area problematic to develop as regard necessary vehicular access.

General observations as regard development constraints and opportunities are provided in Figure 8.

### **Urban Form –**

Within this sub-area are found no commercial or industrial uses. The closest commercial location serving residents’ needs are located approximately one-mile to the southeast along Highway 99W. The nearest public schools, Grandhaven Elementary School and Patton Middle School, are situated about one-half and 1.25 miles, respectively, from the center of this sub-area (Figure 9).

While inclusion of this sub-area into the urban area would not appreciably extend the UGB as it abuts farmland, it does distinctly change the urban edge. However, expanding the current UGB to include the Westside Road sub-area would extend the boundary north of Baker Creek and allow the UGB to then directly abut resource land along the sub-area’s western and northern edges. At present, Baker Creek serves to buffer McMinnville’s urban development from the surrounding rural agricultural area.

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<sup>6</sup> Yamhill County Assessor’s Office

## DEVELOPMENT CONSTRAINTS/OPPORTUNITIES

## PROXIMITY TO SERVICES

## Bunn's Village Sub-area

### General Site Description:

The Bunn's Village sub-area is a linear shaped, 261-acre finger of land that extends northeast of McMinnville, and is separated from the existing McMinnville urban area by the North Yamhill River and associated floodplain. The sub-area is surrounded by actively farmed resource lands on all sides but for a small portion of its border where it abuts the existing McMinnville urban growth boundary and North Yamhill River to the southwest. A Southern Pacific rail line completes the sub-area's southern boundary. The west and north edges of the sub-area are formed by a combination of property lines and public and private rights-of-way. Hawn Creek defines the sub-area's eastern boundary (Figure 10).

The area is further defined by its rolling topography; its low points being along the North Yamhill River and Hawn Creek, and its crest situated near the sub-area's midsection. The North Yamhill River, and the tandem bridges that cross it, visually mark McMinnville's existing urban edge.

Of the approximately 261 gross acres contained within this sub-area, 135.59 acres (52 percent) are developed, undevelopable, or constrained by the 100-year floodplain. Of the remaining 125.74 acres of vacant or partially vacant land, only 36.86 acres within this sub-area are classified as vacant (Figure 11). This vacant land which is comprised of nine parcels consists of one commercial parcel 0.87 acres in size and eight residential parcels ranging in size from 1.65 to 10.0 acres and averaging some 4.5 acres in size. The partially vacant land found within this sub-area exists within 36 parcels that average 2.53 acres of buildable area each. Of these parcels, one is commercially zoned and yields 3.72 acres of buildable land, and one parcel is industrially zoned yielding 0.13 acres of buildable land. The remaining 34 parcels are residentially zoned and provide 87.25 acres of buildable land with an average buildable acreage of 2.57 acres. The combined land and improvement value of these residentially zoned properties averages some \$235,400 each, with an average improvement value of \$138,032 each. While these properties are generally improved with rural residential uses, the five partially vacant properties containing the largest amount of buildable land (totaling 45.58 acres) are currently under agricultural use.

A summary of the Bunn's Village sub-area's buildable land inventory is provided in Table 2.

## AERIAL MAP

## BUILDABLE LANDS MAP



**Table 2**

<b>Bunn's Village Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>261.33</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	201.99	77%
Developed/constrained acres:	(80.97)	40%
Total Gross Vacant Buildable Residential Acres	121.02	60%
Vacant Residential Acres:	33.77	28%
Partially Residential Vacant Acres:	87.25	72%
<u>Commercial:</u>	14.79	6%
Developed/constrained acres:	(10.20)	69%
Total Gross Vacant Buildable Commercial Acres	4.59	31%
Vacant Commercial Acres:	0.87	19%
Partially Commercial Vacant Acres:	3.72	91%
<u>Industrial:</u>	7.67	3%
Developed/constrained acres:	(7.54)	98%
Total Gross Vacant Buildable Industrial Acres	0.13	2%
Vacant Industrial Acres:	0.00	0%
Partially Industrial Vacant Acres:	0.13	100%
<u>Public:</u>	36.88	14%
Developed/constrained acres:	(36.88)	100%
Total Gross Vacant Buildable Industrial Acres	0.00	0%
Vacant Industrial Acres:	0.00	0%
Partially Industrial Vacant Acres:	0.00	0%

**Detailed Site Description:**

For purposes of further describing this sub-area, it will be addressed in two parts: The portion west of the Southern Pacific rail line; and the balance of the area located east of this same rail line.

Western portion

Oregon State Highway 99W bisects this portion of the Bunn's Village sub-area in an east/west direction splitting the area in two. Near the western edge of the sub-area Highway 99W splits into a one-way couplet (two-lanes in each direction) for a distance of about 2,500 feet. On either end

of this couplet, Highway 99W is a four-lane section of road. Within the interior of this couplet lies some 15 acres of land that is largely developed with an assortment of commercial and industrial uses. Located in the westernmost portion of this commercial area are a retail lumber yard, used appliance store, muffler shop, transmission shop and other automotive repair services, a beauty parlor, karate and ballet schools, a commercial towing company, a screen printer, and a hair salon among other uses. The eastern portion is home to World Class Technology Corporation and the Capitol Honda automobile dealership and a single-family residence. Two local roads provide interior connection to businesses and to Highway 99W.

Immediately west of this couplet is land owned by the Oregon Department of Transportation that is used to stockpile gravel for road construction purposes. Adjacent to this ODOT owned property lies the intersection of Highways 99W and 47. Highway 47 provides a northerly connection between McMinnville and the cities of Yamhill, Carlton, Gaston, and Forest Grove. Located along both sides of Highway 47, and adjacent to the north side of Highway 99W, are two cemeteries; Saint James Cemetery on the west and Evergreen Memorial Park on the east. Further to the east is Lone Oak Road which extends north from its intersection with Highway 99W. West of Lone Oak Road and adjacent to the north side of Highway 99W is located the CC Meisel industrial rock operation. Where this was once an active industrial site, the buildings are now dilapidated and the property is currently used for the storage of industrial road and excavating equipment. East of this intersection lies an abandoned wood mill complete with an antiquated wood burner. The Big Toy Storage warehouse facility is located due north of this old mill and provides storage opportunities tailored to assorted large recreational, four-wheel drive and racing vehicles. All remaining land within this western half of the sub-area, both north and south of Highway 99W, is developed with rural home sites; most of which also contain barns, stables, personal gardens, storage buildings, workshops, other assorted outbuildings, and/or commercial agricultural enterprises. The largest concentration of rural residential properties within this portion of the sub-area are located south of Highway 99W, on a narrow strip of land adjacent to the North Yamhill River and directly across from heavy industrial uses (e.g., excavating, pressure treated lumber manufacturing, and the Cascade Steel Rolling Mill).

#### Eastern portion

Located south of Highway 99W and west of the Western Pacific rail line are the Oregon Vineyard Supply Company, and Bi-Lo Heating and Air Conditioning. There is also one single-family residence located within this industrially planned and zoned area.

The area north of Highway 99W is dominated by large-lot, rural residential development. Most of these parcels enjoy views of the banks and waterway of Hawn Creek, and are rectangular in shape resembling French Long Lots<sup>7</sup>. The parcels within this area total 35 acres and average approximately 2.4 acres in size. While not all properties within this area exhibit this type of lot configuration, the average parcel depth to width ratio within this area is more than 3:1. [Typically, to achieve efficient development patterns, parcel depth to width ratios are no more than 2:1, as is reflected by the McMinnville Land Division Ordinance.] Most of these homesites are improved with some combination of barns, storage buildings, workshops, or other assorted outbuildings, as well as personal gardens or orchards. In total, the sub-area contains some 40 rural-residential homesites. All of the residences in this sub-area take access directly from Hawn Creek Road, a County road that extends north through this portion of the sub-area from its intersection with Highway 99W. Within the northern half of this site, Hawn Creek Road forms the western boundary of this sub-area boundary separating rural residential development to the east from farm and resource lands to the west.

Located adjacent to the north side of Highway 99W and on both sides of Hawn Creek Road is land under commercial agricultural nursery use by Meadow Lake Nursery.

#### Surrounding Land Uses:

This sub-area is surrounded to the west, north, east, and southeast by resource land largely in active farm use and zoned EF-40 (Exclusive Farm Use – 40-acre minimum), EF-80 (Exclusive Farm Use – 80-acre minimum), and AF-20 (Agriculture/Forestry – 20-acre minimum). Southwest of the sub-area, across the North Yamhill River, is land within the current UGB and city limit of McMinnville (Figure 12). This land is developed with a range of heavy industrial uses including Kizer Excavating Company, CC Meisel industrial rock operation, Royal Pacific (a pressure treated lumber manufacturer), a commercial venture (U-Haul Rental), and the Yamhill County Sportsman's Association (local "gun club"). Farther to the west, across Riverside Drive lies the Cascade Steel Rolling Mill, which is clearly visible from the western portion of the sub-area.

A map depicting the zoning of this sub-area and surrounding area is also provided (Figure 13).

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<sup>7</sup> Historically, French owners of large estates in Canada, or wherever the French settled in North America, often divided their land grants into narrow strips that they sold or rented to individual French settler families (circa 1700 – 1800). These new parcels often extended from the front of the estate, back to the local waterway marking the edge of the land holding. Later roads were often improved along the fronts of these "French Long Lots."

## LAND USE PATTERNS

## ZONING MAP

### **Public Facilities - (Figure 14):**

While urban services can be extended to serve this sub-area, they come at a higher cost relative to other urbanizable areas due to topographical constraints and the need for these utilities to cross the North Yamhill River. Further, the physical shape of the sub-area, being linear in form, makes “looping” of the public water system in this area problematic. Absent such ability, water pressures needed for domestic and fire suppression purposes, will be unavailable to some portions of this sub-area (those at the end of the line will experience lower water pressure). This is a similar situation that now exists within the Three Mile Lane area of McMinnville. Existing development patterns and the lack of access controls, easements, and sufficient right-of-way serve further to constrain the ability of this sub-area to support urban levels of development. Further discussion of the utility service issues relevant to this sub-area is provided in the following paragraphs.

### **Sewer:**

The Bunn’s Village sub-area is served exclusively by individual private septic systems. Development of this sub-area to urban residential densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. The provision of such a system would require the construction of a force main line extending from a point east of the McMinnville Wastewater Reclamation Facility a distance of some 6,400 feet (1.21 miles) to the sub-area’s western edge. This extension would likely parallel (and cross) the North Yamhill and South Yamhill Rivers and require extensive environmental study and mitigation. The Army Corps of Engineering would limit work in these environmentally sensitive areas, or the Oregon Division of State Lands as to the time construction could occur, therein increasing the cost of constructing this main line. To physically connect to this sub-area, the line would have to also be extended under and across the Highway 99W right-of-way. In addition, due to topography, one or two pump stations would be required to make the system functional. This, plus land acquisition costs (which would be significant), would greatly increase the cost of construction of this line. It is important to note that this investment would bring this trunk line to that portion of the sub-area that is planned, and currently developed, for commercial and industrial use. Extension of this line to serve the northern, residential planned areas would require another 8,500 feet (about 1.65 miles) of line, property acquisition (or condemnation), and boring under the State highway. All of this cost would be borne by the existing and future residents of this sub-area, and others that may directly benefit by its construction. However, given that the future

## UTILITY MAP

alignment of this line would cross primarily through lands outside the current urban growth boundary, few, if any, other properties would realize benefit from this extension that would total some 2.8 linear miles.

Improvement costs have not been calculated although it could be safely assumed to be high.

**Water:**

The Bunn's Village sub-area is served exclusively by individual private wells. The municipal water main that is closest to this sub-area is located in Highway 99W approximately 1,000 feet west of the sub-area and about one mile from the center of the sub-area. The provision of municipal water service to this sub-area would require the northeasterly extension of this 12-inch line west from its current location. Such an extension would require crossing the North Yamhill River. Alternative means of accomplishing this crossing include: 1) suspending the water trunk line along the underside of one of the bridges spanning the North Yamhill River. While this could be engineered, it raises an additional concern and that is that ODOT has classified the northerly of these two bridges as "Functionally Obsolete"<sup>8</sup>; 2) boring under the river; or, 3) trenching across the river and its floodplain. All of these alternatives would add significant cost to such an extension; constructing a new bridge on which to suspend the line would be cost prohibitive.

A further challenge in providing water service relates directly to the linear shape of the sub-area. Specifically, the lack of other existing service lines to this sub-area, other than from the line to the southwest, limits the ability to "loop" the water system within this area, thereby making it improbable to ensure adequate water flow and pressure to meet domestic and fire, life, safety demands called for in the Uniform Fire Code. With the city's water reservoirs located on the far opposite end of the city, and this trunk line "dead-ending," there exists a high probability that development of the majority of this area to densities other than those that currently exist, would not be feasible or permitted.

McMinnville Water and Light have not determined the improvement costs for serving this sub-area, which could safely be assumed to be high.

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<sup>8</sup> Source: Oregon Department of Transportation Bridge Inventory Database – Bridge #00441. Improvement of this bridge is not listed in the adopted 2002-2005 ODOT State Transportation Improvement Program.



## Electric:

Electrical service provision to the Bunn's Village sub-area is jointly provided by McMinnville Water & Light (MW&L) and Portland General Electric (PGE). Generally, McMinnville Water & Light serves the industrial and commercial portions of the sub-area within the Highway 99W couplet, and PGE provides service to the balance of the sub-area. The closest MW&L electrical sub-station to this sub-area is the Cascade Substation located along the Riverside Drive frontage of the Cascade Steel Rolling Mill, approximately 2,500 feet from the west end of the Highway 99W couplet. Existing feeders provided by both electric utility providers presently serve the area and would need to be upgraded in order to sufficiently support future urban development of this land. McMinnville Water and Light estimates the costs for providing electric service to their portion of this sub-area as *low* (ranging from \$0 to \$200,000). Existing feeders provided by both electric utility providers presently serve the area and are generally determined to be adequate to accommodate the existing within this sub-area. Future urbanization of this sub-area however will cause a need for additional feeder upgrades. A large future load however (such as industrial), may be beyond the capacities of the existing infrastructure, thereby requiring additional feeders and possibly an additional substation.

## Transportation:

Roadways - The Bunn's Village sub-area is provided access to the McMinnville urban area solely by Highway 99W as it crosses the North Yamhill River. This four-lane highway traverses the midsection of this sub-area in, generally, an east-west direction; with a portion being split into a one-way couplet as previously described. The highway is under the jurisdiction of the State of Oregon and is classified as a Major Arterial in the Yamhill County Transportation System Plan (1996). Highway 99W functions as the most direct route to the cities of Dundee, Newberg, and Tigard, as well as to the rest of the Portland metropolitan region. There are no traffic signals along this highway, or within this sub-area.

Highway 99W is currently accessed at several locations within this sub-area, the most significant of which is its intersection with Highway 47 in the far eastern portion of the sub-area. While this County controlled highway is within the boundary of the sub-area for only a distance of some 1,300 feet, traffic volume is fairly heavy as this highway offers the most direct connection between McMinnville and the cities of Yamhill, Carlton, Gaston, and to reach Highway 8 (Tualatin Valley Highway) and the cities of Forest Grove

and Hillsboro. High traffic speeds, topography, traffic volume, and desire to keep private access points along this highway to a minimum makes residential development of those properties that lay adjacent to this highway problematic. As noted previously, there exists some rural residential development abutting the eastern side of this highway. These homes are set back from the highway a considerable distance most likely to aid in minimizing noise, dust, and other objectionable impacts from this well-traveled highway.

Due to the rolling topography typical of this sub-area, travel speeds, and angle of some intersection roads, sight distances for those vehicles trying to enter onto Highway 99W are extremely short in many locations along this corridor. To maintain highway mobility standards, as addressed in the "1999 Oregon Highway Plan," and maintain safe travel, additional access onto this highway from adjacent properties would be severely restricted by ODOT. This would further limit the ability of this area to urbanize and provide needed commercial or residential land. Should this area urbanize, ODOT strongly recommends that an overlay, or conditions of approval, be adopted that require the City and ODOT adopt an access management plan for this portion of Highway 99W prior to the development or redevelopment of any parcels within this sub-area. This plan will identify highway improvements required as a result of future development that will ensure that safety and traffic operations on Highway 99W are maintained at an acceptable level.<sup>9</sup>

Alternative Transportation (Pedestrian, Bicycle, and Transit) - There are currently no bike lanes or sidewalks within the subject sub-area. Public lighting along Highway 99W is very limited and is nonexistent along local streets. As regard the two bridges that cross the North Yamhill Rivers, they each provide only one, albeit narrow, sidewalk per bridge. There are no railings or other barriers separating pedestrians from vehicles. The narrow width of the bridge does not permit room for future bike lanes or to improve the existing "shy" distance from the already narrow vehicle travel lanes to the sidewalk. Pedestrian and bike improvements, consistent with urbanization of the sub-area, would require reconstruction of the existing bridge(s) or construction of a pedestrian bridge elsewhere across the North Yamhill River in order to connect to the existing McMinnville urban area.

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<sup>9</sup> January 28, 2003 letter from Daniel L. Fricke, Senior Transportation Planner, ODOT Region 2, to the City of McMinnville - (Attachment 1).

There are no existing or planned public transit routes within this sub-area identified in the McMinnville Transit Feasibility Study (1997).

As briefly mentioned in the section discussing potential future municipal water provision to this sub-area, ODOT has classified this bridge as “Functionally Obsolete.”<sup>10</sup> Adding an urbanizable area to the McMinnville UGB that would rely solely on this bridge crossing to reach all supportive urban services (save those present in the Bunn’s Village area and surrounding industrial development) would not alleviate, but rather would exacerbate this problem as identified by ODOT. It is also relevant to note that improvement of this bridge is not included in the draft 2004-2007 State Transportation Improvement Program (STIP).

None of the public streets are constructed to City standards as to right-of-way width, travel width, curbs, gutters, or sidewalks. The current condition of these streets, as regard their paved surface, range from fair to poor (gravel with potholes). All local streets within this sub-area are in need of substantial improvement, to include additional right-of-way for some, in order to bring them up to standards required to permit urban density development. Hawn Creek Road and Lone Oak Road, for example, have platted right-of-way widths of 40 feet and 50 feet, respectively, and improved travel widths of approximately 25 feet each. These dimensions are substandard to City urban street section requirements that call for right-of-way distance of 70 feet and a travel of 36 feet (minor collector with bikeway standards).

Transportation improvements necessary to support urbanization of this sub-area are determined to be high.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

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<sup>10</sup> Source: Oregon Department of Transportation Bridge Inventory Database – Bridge #00441. Improvement of this bridge is not listed in the adopted 2002-2005 ODOT State Transportation Improvement Program.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the city limit line forms this sub-area's southern boundary and a piece of the western boundary. However, it is important to note that occupying this length of the western boundary is the Evergreen Memorial Park cemetery. Given that the cemetery is developed, and that there is no conceivable benefit that would accrue to this property from annexation to the City, it is reasonable to assume that the owners of the cemetery property would not take such action in the future. That being the case, urbanization of this sub-area rests entirely upon at least one of the six properties located along the sub-area's southern border to seek, and gain, approval from the electorate, to annex to the city.

Specifically, those six properties are comprised of two developed and four partially vacant parcels. The following brief description of these parcels will proceed west to east. Tax lot R4410-900, while 10.0 acres in size, is currently improved with a single-family rural residence whose improvement value is slightly in excess of \$100,000, yields only 0.49 acres of buildable land due to the footprint of the existing development and the amount of the site that lies within the 100-year floodplain and is therefore unbuildable. Additionally, this property fronts solely along Highway 99W and, given future highway improvements as may be envisioned by ODOT, the developable area of this property may be further reduced. Any further densification of this site would also need to directly access Highway 99W.

The next property to the east, R4411-3000, is developed. The next property, R4411-3100, is 3.55 acres in size and is identified as partially vacant and yields 0.93 acres of buildable land. The same observations offered for the westernmost property can be applied here with the exception that the improvement value on this parcel is just under \$172,000. Adjacent to the east side of this parcel is another rural residential property identified as developed. The remaining two parcels that abut the McMinnville city limit and thereby could afford annexation opportunities to other land within this sub-area are identified as R4411-3300 and R4411-3500 each yielding 2.54 and 21.75 acres of buildable land with improvement values of just under \$311,000 and \$77,000, respectively. Because of their remaining developable acreages, annexation of these two properties would then seem to be the most logical toward opening the possibility of annexation of other properties within this sub-area. Both of these properties have frontage along Youngman Road, a substandard rural county road, and would therefore not need to directly access Highway 99W.

These annexations, however, do not solve the problem for other properties in the sub-area to urbanize. Properties containing some further development potential are generally those that are most likely to request annexation. With that understanding, there are only two properties that realistically hold the key to all future annexation opportunities within this sub-area (see the Bunn's Village buildable lands map for a graphic representation of this observation). The two

properties are the easternmost two previously described with the first one containing a rural residential improvement of almost \$311,000 and the other being a viable 28-acre rural farming operation. Even if annexation was requested, this larger parcel remains some 3,200 linear feet from the current UGB across which utilities would need to still be extended and rights-of-way would need to be improved.

### **Water Service –**

McMinnville's current water service distribution is designed as a single-level pressure system providing service to those properties situated between 100 feet and 275 feet in elevation. This sub-area falls within those elevation parameters, however its location and separation from the current urban area necessitate construction of an extension across the North Yamhill River to provide service to an area that cannot be looped back into the existing system. Construction of such a "dead-end" system also creates low water pressurization issues similar to that currently experienced by properties along Three Mile Lane. Beyond the radial system design concern, construction of a system to serve this sub-area will be fairly costly. In 1996, water service to this sub-area was estimated by McMinnville Water & Light to be in the neighborhood of \$450,000. At that time, this sub-area was defined as an area one-half to one-third the current size. In addition, a good comparison of cost can be made by reviewing the current proposal to extend a water line from Riverside Drive, across the South Yamhill River, and southward along Norton Lane to connect to the existing radial system currently feeding the Three Mile Lane area. This will alleviate the pressurization concern within this development corridor, but at a cost believed to be clearly above one-million dollars. Creation of a new dead-end system to serve the Bunn's Village sub-area will require engineering and construction of a larger system at a cost that would exceed that of the Norton Lane water line extension.

### **Transportation –**

Highway 99W, where it crosses the North Yamhill River, provides the only access to this sub-area from the adjacent urban area. As noted in the January 27, 2003, letter from ODOT<sup>11</sup>, Highway 99W is designated as a regional level of importance highway by the 1999 Oregon Highway Plan. In this area, the highway is generally four travel lanes and includes a "couplet" section for approximately 2,500 feet. Through most of the area, the posted speed is 55 mph, however, it is slower in the couplet section where the road is relatively narrow. Additionally, a railroad line that has a grade-separated crossing of the highway bisects the area. Inclusion of this expansion area in the UGB will increase the potential for urbanization, which could adversely affect the highway. This area is wholly dependent on OR 99W for access to urban services in the

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<sup>11</sup> January 28, 2003 letter from Daniel L. Fricke, Senior Transportation Planner, ODOT Region 2, to the City of McMinnville – (Attachment 1).

City. The couplet section includes two bridges over the South Yamhill River, one of which has been designated "functionally obsolete."

As noted previously, none of the public streets within this sub-area are constructed to City standards as to right-of-way width, travel width, curbs, gutters, or sidewalks. The current condition of these streets, as regard their paved surface, range from fair to poor (gravel with potholes). All local streets within this sub-area are in need of substantial improvement, to include additional right-of-way for some, in order to bring them up to standards required to permit urban density development. Hawn Creek Road and Lone Oak Road, as examples, have platted right-of-way widths of 40 feet and 50 feet, respectively, and improved travel widths of approximately 25 feet each. These dimensions are substandard to City urban street section requirements that call for right-of-way distance of 70 feet and a travel of 36 feet (minor collector with bikeway standards to include sidewalks at the curb, and no planting strip). In addition, there are also intersection alignments within this sub-area that lack sufficient design and will need to either be realigned or closed. A full analysis of these options would be detailed in a transportation master plan for this area, incorporating design elements as specified by ODOT, that would be required prior to urbanization.

Rolling topography in conjunction with substandard intersection alignment angles, obsolete river crossing, existing development patterns, lack of additional public rights-or-way, and future transportation master planning obligation combine to make traffic circulation within this sub-area problematic.

### **Urban Form –**

Within this sub-area are found no commercial uses save the wide mix of businesses located within the interior of the Highway 99W couplet listed in the front portion of this sub-area description. With the exception of the redevelopment of the existing commercial site and construction of improvements previously described, the closest commercial location serving residents' daily needs are located well over one mile to the west along Highway 99W. Other closest supporting uses are Grandhaven Elementary School and Patton Middle School both located about two miles away. Part of the significance of the location of local schools in relation to this sub-area would be the need for students to be bussed across the tandem Highway 99W bridges (one of which has been identified as functionally obsolete by ODOT), or, for elementary school children, being bussed eastward to Wascher Elementary School located in the city of Lafayette. The inclusion of this sub-area into the McMinnville UGB either places the obligation on the citizens and the city to allow urban development in a location separated from urban social services and employment opportunities, or to create these opportunities within this sub-area; a sub-area that, except for the short distance that abuts the current urban edge across the North Yamhill River, is surrounded by largely Class II resource land that is currently in agricultural use.

## Property Values, Existing Development Patterns –

There are some 126 gross vacant buildable acres within this sub-area, of which 121.02 acres are planned for residential use, 4.59 acres for commercial use, and 0.13 acres are planned for industrial use. The physical configuration of current lots, adjacent roadways and existing development, and cost to extend needed urban infrastructure, combine to severely limit the ability of this sub-area to redevelop such that it could accommodate identified land needs, as described in the City's "Buildable Land Needs Analysis" study. Specifically:

- Further development of the residential "leg" of Hawn Creek Road, would involve the northernmost 14 parcels that yield a total of 16.52 buildable acres with an average developable acreage size of 1.18 acres. The improvement value of these rural residential properties totals \$1,757,872 (or just over 1.75 million dollars) yielding an average improvement value of \$125,562 per parcel. Gaining land use approval to partition any of these lots would require the extension of public facilities (sewer and water) a distance of approximately 2.8 and 2.2 linear miles as previously described, and acquisition of easements and/or public rights-of-way for these trunk line extensions. Given the magnitude of these extensions, the cost of providing this service would be high in relation to the relatively small amount of developable land in this area. This possibility also assumes successful annexation of a minimum of eight other properties to the west and south across Highway 99W in order to be provided with the opportunity to annex any of these residential properties; although with the current improvement values (seven of which are well over \$130,000) it is unlikely that further partitioning would occur.
- The other notable area of potential residential urbanization lies north of Highway 99W and between the CC Meisel Rock Quarry equipment yard and the separated grade Willamette & Pacific railroad overpass. This area is comprised of 14 parcels. Five of these parcels are already identified as developed leaving nine parcels that together yield 28.34 acres of developable land with an average developable acreage size of 3.15 acres. The combined improvement value of these properties totals \$1,127,843 yielding an average improvement value of \$93,987 per non-vacant parcel. Gaining land use approval to partition any of these lots would require the extension of public facilities (sewer and water) for the majority of the distances already noted and acquisition of easements and/or public rights-of-way for these trunk line extensions. Given the magnitude of these extensions, the cost of providing this service would be high in relation to the relatively small amount of developable land in this area. The possibility of urbanizing these properties also assumes its successful annexation and the successful annexation of a minimum of three other properties to the west and south across Highway 99W. However, with one

of those properties being the currently developed Bunn's Village commercial area residing on the interior of the Highway 99W couplet, subsequent highway improvements prior to urban redevelopment would be determined through a transportation master plan in cooperation with ODOT<sup>12</sup>. It is understood that these improvements would not be minimal and therefore the incentive to annex somewhat lessened.

- As regard the projected commercial and industrial needs identified in McMinnville's Economic Opportunities Analysis, this sub-area offers very little to meet that need under existing zoning and current land use patterns. Only 4.72 acres of developable land (comprised of three separate tax lots) is identified to meet those Goal 9 needs. This land lies within the Highway 99W couplet and would, as previously described, be accompanied by a host of transportation and access issues.

Maps depicting development improvement values, constraints and opportunities, and proximity to services are provided below (Figures 15, 16 and 17, respectively).

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<sup>12</sup> January 28, 2003 letter from Daniel L. Fricke, Senior Transportation Planner, ODOT Region 2, to the City of McMinnville.



## IMPROVEMENT VALUES

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

## Riverside North Sub-area

### **General Site Description:**

The Riverside North sub-area is located northeast of McMinnville, west of the confluence of the North and South Yamhill Rivers, and south of the Southern Pacific rail line that forms most of the sub-area's northern edge. The northern edge of this sub-area abuts the current city limits and urban growth boundary, while the southern edge of the sub-area borders land owned by the City of McMinnville on which is planned the future expansion of the McMinnville Water Reclamation Facility (Figure 18).

Topographically, this sub-area is characterized by predominately flat to gently rolling terrain; a wide ravine traverses the sub-area from east to west near the sub-area's southern border, however. Much of the land within this ravine is within the 100-year floodplain of the South Yamhill River. Some portions of this floodplain appear to be around 250 feet in width.

Land uses in the vicinity of the Riverside North sub-area consist of farmland to the west and south that is owned by the City of McMinnville and upon which is located the municipal water reclamation facility and fire training tower. To the north, across the Willamette & Pacific Railroad right-of-way is land zoned for and developed with industrial uses including Cascade Steel Rolling Mills, Spartech Plastics, Royal Pacific Industries (pressure treated lumber manufacturing facility), Kizer Excavating, and the CC Meisel excavating and crushed rock operation, in addition to the Yamhill County Sportsman's Association (local firing range). To the west lies the South Yamhill River and associated floodplain, beyond which is land zoned EF-80 that is currently under agricultural use (Figure 19).

### **Development Patterns / Buildable Lands:**

The Riverside North sub-area contains approximately 101 gross acres of land, 78 acres of which is zoned by Yamhill County for small-scale agricultural use (AF-10, Agriculture/Forestry – 10-acre minimum). The remaining 23 acres are zoned VLDR-2.5 (Very Low Density Residential – 2.5-acre minimum) as shown in Figure 20. The 16 parcels that comprise this sub-area range in size from one to twenty acres with the average gross parcel size being 6.3 acres. Twelve of these parcels are improved with single-family residences; many with some combination of barns, storage buildings, workshops, or other assorted outbuildings, as well as personal gardens. Other uses found within this sub-area include an auto body repair facility, livestock and private equestrian uses, and commercial nursery and farming operations. All properties within the sub-area take access from Riverside Drive; a "resource" road<sup>13</sup> that extends east and south from Highway 99W

<sup>13</sup> A local county road with an average daily traffic volume of 500 vehicles or more: Yamhill County Transportation System Plan (1996).

## AERIAL MAP

## LAND USE PATTERNS

## ZONING

through the industrial area occupied by Cascade Steel, then west and south through the subject sub-area, other rural residential lands to the south (see Riverside South description), and finally turning west through other existing and planned industrial lands to its terminus with Lafayette Avenue. The value of these residentially improved properties (exclusive of land value) ranges from \$25,578 to \$250,512, and average \$97,248.

Of the 16 parcels within this sub-area, three are identified as vacant and average 1.98 buildable acres in size as the balance of these properties are physically constrained by slopes greater than 25 percent and the 100-year floodplain. The 62.93 gross acres of partially vacant land is contained within nine parcels ranging in size from one to twenty acres. These properties yield 30.39 gross acres of buildable land averaging 3.38 acres in size.

A summary of the Riverside North Sub-area's buildable land inventory is provided in Table 3, below, and depicted in Figure 21.

**Table 3**

<b>Riverside North Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>100.82</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	100.82	100%
Developed/constrained acres:	(64.48)	64%
Total Gross Vacant Buildable Residential Acres	36.34	36%
Vacant Residential Acres:	5.95	16%
Partially Residential Vacant Acres:	30.39	84%

**Public Facilities (Figure 22):**

**Sewer:**

Although located adjacent to the Water Reclamation Facility to the west and south, the Riverside North sub-area is served exclusively by private septic systems as it is beyond the urban service area. Due in part to topography, parcelization, and ownership patterns a comprehensive sewer master plan would need to be designed to ensure serviceability to the sub-area. This system would include one or more pump stations; the design of which may be influenced by the inclusion or non-inclusion of the Bunn's Village sub-area into the UGB. Cost related to the extension of sanitary sewer service to this sub-area is estimated to be high.



## BUILDABLE LANDS MAP

## UTILITIES

**Water:**

This area is served exclusively by private wells. The municipal water main that is closest to this sub-area is a ten-inch line located in Riverside Drive approximately 250 feet northwest of the intersection of Riverside Drive and the Willamette & Pacific Railroad right-of-way. Providing sufficient service to this sub-area would require the enlargement and the southerly extension of this feeder line. McMinnville Water and Light estimates the cost of providing water service to this sub-area as moderate.

**Electric:**

Electrical service provision to the Riverside North sub-area is provided by McMinnville Water & Light (MW&L). There are two MW&L electrical sub-stations available to serve this sub-area. Those substations are the Cascade Substation located along the Riverside Drive frontage of the Cascade Steel Rolling Mill, some 3,000 feet to the northwest, and the Windishar Substation, located some 2,000 feet to the west at the southwestern portion of the Cascade Steel site. Existing feeders and substation capacities are sufficient to support urbanization of this sub-area. McMinnville Water and Light estimates the costs for providing electric service to this sub-area as low (ranging from \$0 to \$200,000).

**Transportation:**

Riverside Drive is the only public roadway within the Riverside North sub-area. This roadway provides local access for all properties within the sub-area and is used as an alternate connection between Highway 99W at the north end of McMinnville and the MIP industrial park southwest of the sub-area, and the rural residential development that is contained between these industrial areas. The portion of Riverside Drive that is within this sub-area is some 1.4 miles in length. This length of roadway though has a fairly circuitous alignment and the current improvements are substandard to meet the needs of future urban development. In addition, the grade and alignment of this road, in some locations, do not meet current urban road design standards, specifically in the vicinity of the ravine. Riverside Drive is improved with an approximately 25-foot wide paved section providing two travel lanes; one in each direction within a 50-foot wide right-way. Riverside Drive is also devoid of curbs, gutters, bike lanes, sidewalks, lighting, and storm drainage.

Urban development of this sub-area would likely require a realignment of portions of Riverside Drive to soften, or straighten, the existing curves such that the roadway would be improved to

major collector standards consistent with the McMinnville Transportation Master Plan (major collector with bikeway standards require a 48-foot wide paved section within a 78-foot right-of-way). This would not be a low-cost improvement and, at a minimum, would require the purchase of additional right-of-way from private landowners to enable the improvement. In addition, reconstruction of the subgrade along some, or all, of this length may be necessary. In addition to this transportation improvement, the balance of the sub-area would need to master planned to identify opportunities for additional local street access in order to achieve a reasonable level of urban development opportunities. This is important in this particular case due to the presence of the ravine, which, because of its environmentally sensitive nature, poses difficulties in extending additional rights-of-way across it.

As regard alternative transportation modes, Riverside Drive currently lacks pedestrian and bicycle facilities as previously noted. In addition, Riverside Drive is not identified as a future public transit route in the McMinnville Transit Feasibility Study.

The Willamette & Pacific rail line that forms most of the northern edge of the sub-area is a freight line often carrying heavy products in the form of scrap metal delivery to or removal of slag by-product from the Cascade Steel Rolling Mill. Urbanization within the Riverside North sub-area would likely require that safety improvements be made to the existing rail crossing, similar to those recently installed in the downtown area.

Transportation improvements necessary to support urbanization of this sub-area are estimated to be high.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the city limit line forms this sub-area's northern boundary. However, it is important to note that occupying this length of this boundary is Willamette and Pacific railroad right-of-way, beyond which is located the Cascade Steel Rolling Mill and other heavy industrial manufacturing uses that are all within the current city limits.

There are four parcels within this sub-area that are adjacent to the current city limits, all of which are identified as partially vacant. These parcels provide a total of 6.56 acres of buildable land averaging 1.64 acres per parcel with an average improvement value of \$69,292 per parcel. What is key about these four parcels is that the possibility of annexing and urbanizing the balance of the Riverside North sub-area rests with them (i.e., the remaining 29.49 buildable acres). Notably, only the three westernmost of these parcels are adjacent to the single largest development opportunity within the sub-area; the site of the agricultural commercial nursery stock operation located across Riverside Drive (R44-1600), yielding 16.56 developable acres. Also, of these three adjacent parcels, the easternmost parcel is contiguous to the large partially vacant nursery site by a distance of only some 11 linear feet. The most central of these parcels (R4414-601) is a one-acre property with an improvement value of \$138,212, and yields only 0.38 acres of developable land; this figure is prior to a future right-of-way dedication that would likely be necessary. It is not likely that this property would have much, if any, incentive to annex to the City given the cost of improvements necessary for that site to urbanize. As in any annexation proposal, it will be incumbent upon the applicant(s) to seek, and gain, approval from the City Council and the electorate. Critical to that request would be public improvement plans demonstrating the ability to provide sufficient services and transportation to support and serve urban development (Figure 23).

### **Water Service –**

Individual, private wells currently serve as the source of domestic water for the lands within this sub-area. Such wells would be abandoned over time either commensurate with urban development on the affected site or as triggered by failure of an individual well to generate sufficient potable water. McMinnville Water and Light estimates the costs for providing water to the Riverside North sub-area as *moderate* (ranging from \$200,000 to \$800,000). Affected lines would be enlarged and extended dependent upon the type and intensity of use proposed.

### **Transportation –**

Riverside Drive is the only public means of vehicular access within this sub-area. As described previously, the right-of-way dimension for this Yamhill County road measures 50-feet in width. As a prerequisite to allow urban density development, the road would need to be improved to City standards. As such, this would require an additional 28-feet of right-of-way width, removal and reconstruction of the existing subgrade (and/or possible realignment), construction of a paved travel surface a minimum of 48-feet in width, sidewalks on both sides of the street, and curbs and gutters.

## IMPROVEMENT VALUES

In sum, slope, existing road alignment, and lack of public rights-of-way, and a future transportation master planning obligation combine to make traffic circulation within and through this sub-area problematic.

### **Urban Form –**

The development of this sub-area for urban density residential use would be difficult to achieve, and contrary to good planning. This is due in no small part to the adjacent industrial uses previously described which generally do not make visually or environmentally pleasing or otherwise compatible neighbors to residential uses. These industrial activities, which generate considerable noise, dust, and light, will have a marked negative effect upon the quality of life for future residents of the sub-area.

With the exception of the commercial agricultural nursery and a small auto body repair shop, all other uses within the sub-area are rural residential and small-scale farming. The closest commercial services to this sub-area are located some 2.0 miles to the west along Highway 99W. The nearest public schools, Grandhaven Elementary School and Patton Middle School, are located some 2.75 miles west of the center of this sub-area. Allowing the urbanization of an area that is situated some distance from essential commercial and public services is contrary to good transportation and land use planning.

Entrance into this sub-area from either available direction requires travel through established heavy industrial areas. Specifically, entering from the south first requires travel through the Riverside Drive industrial area within which is found a transport company, concrete batch plant operation, printing business, and the City's wastewater treatment facility, amongst several other heavy and light industrial uses. Entering the sub-area from the north requires travel through an industrial area dominated by the Cascade Steel Rolling Mill and its slag storage and shipping operation, and Kizer Excavating. These industrial uses effectively wrap the sub-area on three of its four borders (the North Yamhill River floodplain forms the remaining, or eastern, edge). Given this adjacent development pattern, the presence of the rail line, and isolated location (if planned for urban residential development) this area would appear to be best suited for future industrial development (Figure 24).

### **Adjacent Land Uses –**

The open side of the Cascade Steel Rolling Mill blast furnace faces southeasterly, and directly at the southwest corner of this sub-area. This blast furnace is located some 2,700 feet from the central portion of the sub-area; and some 1,300 feet from the sub-area's closest point. Additionally, the adjacent heavy rail line that runs along the northern edge of this sub-area provides transport of scrap metal to the mill as well as the exporting of processed slag for use in other locations. This slag bi-product is stored in large piles located

## PROXIMITY TO SERVICES



between the sub-area and the blast furnace for convenience in loading the rail cars and tractor-trailers that move the slag for use in other locations. These heavy industrial uses produce significant amounts of noise and dust that is either adjacent to and/or aimed at this sub-area.

Other environmental concerns regard the proximity of this sub-area to the municipal Water Reclamation Facility (some 1,600 feet from the center of the sub-area). Additionally, the Yamhill County Sportsman's Association firing range is located adjacent to the northeast corner of this sub-area on land that has not been annexed to the City. The use of live ammunition at this site does create a noise impact to the sub-area. Further urbanization would likely conflict with this use and create an increased public safety risk. These two uses, with their close proximity to the sub-area, would create a negative environmental impact upon this sub-area in terms of odor and noise (Figure 25).

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## Riverside South Sub-area

### **General Site Description:**

The Riverside South sub-area is a somewhat crescent shaped area located east of the McMinnville city limits and lands planned and zoned for heavy industrial use. The sub-area contains approximately 193 gross acres of land within its boundary. Topographically, the northern portion of this area is fairly flat, with the southern portion characterized by lands that slope gently downward to the floodplain of the South Yamhill River. Single-family homes, and numerous accessory buildings and large barns occupy 57 of the 71 individual parcels that make up this sub-area. Vehicular access through this sub-area is provided by Riverside Drive, a paved two-lane County road within a right-of-way that varies between 55 feet and 45 feet in width. Two cul-de-sac roads and one loop road are also present within the sub-area to provide additional access to these parcels (Figure 26).

The sub-area is surrounded by actively farmed agricultural lands to the east and south; the McMinnville Water Reclamation Facility and fire training tower, and vacant land owned by the City of McMinnville that is planned to accommodate the future expansion of the water reclamation facility abut the sub-area to the north. Farther to the north lies the Cascade Steel Rolling Mill. West of the sub-area is land within the current UGB and city limit of McMinnville that is developed with a range of heavy industrial uses including Oregon Lithoprint, International Knife and Saw, Coilhose Pneumatics, and a number of other manufacturing facilities. The South Yamhill River defines the southwestern edge of the sub-area. The sub-area abuts the McMinnville urban growth boundary on its western perimeter (Figure 27).

### **Development Patterns / Buildable Lands:**

Land uses within this 193-acre sub-area are comprised primarily of 57 rural, single-family homes situated on parcels averaging approximately 2.5 gross acres in size (a density of approximately 0.40 dwelling units per gross acre). However, as two of these properties show improvement values of less than \$10,000, they have been considered as "vacant" for the purposes of this inventory. This adjustment then results in a total count of 55 rural residences situated on individual parcels that still average 2.5 acres in size. The majority of the home sites are improved with small-scale farming or livestock operations. Many of the home sites, all of which are single-family dwellings, contain one or more barns or outbuildings serving agricultural, livestock, equestrian, or storage needs. Most of these structures are located in the middle of the residential parcels; many are also "staggered" or "offset" from the adjoining property thereby creating additional separation and privacy between neighbors. With 63.98 acres of the sub-area being accounted for by existing residences and associated ancillary buildings,

## AERIAL MAP

## LAND USE PATTERNS

land within the 100-floodplain, unbuildable land, and slopes in excess of 25 percent, 128.6 acres of the sub-area exists as vacant, buildable land. This sub-area contains no commercial or industrial development. Additionally, all uses within this sub-area appear to be rural residential with the exception of the agricultural uses occurring on the larger parcels and, in some instances, the joint use of several smaller, contiguous parcels (Figure 28).

The parcels within this sub-area are provided access by Riverside Drive, a County resource road<sup>14</sup> that provides the only access through the sub-area. This road, which connects to Lafayette Avenue on the west and Highway 99W to the north, also serves as a truck and auto access to the industrial development located within and adjacent to the McMinnville Industrial Promotions and Cascade Steel Rolling Mill industrial areas. In addition to Riverside Drive, Blossum Drive and Walnut Avenue, which are rural cul-de-sac style roads, and Riverside Loop, provide vehicular access. With the exception of Blossum Drive, rural residential development is generally found along both sides of each of these roads. Much of the road improvement within the sub-area is currently below minimum Yamhill County road improvement standards in terms of both right-of-way dimension and construction, and all are below City of McMinnville standards. Additionally, some of the roads lack any form of paved surface, and the two cul-de-sac streets exceed the City's maximum length for such streets.

Of the 71 parcels within this sub-area, 15 are identified as vacant, yielding 53.92 gross acres of buildable land. Thirty-five of the remaining parcels are identified as "partially vacant" and contain a total of 74.68 gross vacant buildable acres of land, and yield an average of 2.13 buildable acres per parcel. The improvement value of these rural residential properties (exclusive of land value) ranges from \$12,479 to over \$234,369, and averages \$88,219. Additionally, there are ten partially vacant parcels in this sub-area with improvement values over \$100,000, and averaging almost \$169,000 each (Figure 29).

The largest concentration of vacant land within this sub-area is located west of Riverside Drive and east of Walnut Avenue. This land totals approximately 29.4 acres in area and is comprised of three parcels of roughly equal sizes (two of which are held by the same landowner). Another smaller undeveloped area is located to the south, across Riverside Drive and within the interior portion of the Riverside Loop area. This approximately 19-acre area is comprised of the combined rear "yards" of some ten separate rural home sites. A sizable portion of this land currently appears to be communally farmed.

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<sup>14</sup> A local county road with an average daily traffic volume of 500 vehicles or more: Yamhill County Transportation System Plan (1996).

## BUILDABLE LANDS

## IMPROVEMENT VALUES



A summary of the Riverside South sub-area's buildable land inventory is provided in Table 4, below.

**Table 4**

<b>Riverside South Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>192.58</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	192.58	100%
Developed/constrained acres:	(63.98)	33%
Total Gross Vacant Buildable Residential Acres	128.60	67%
Vacant Residential Acres:	53.92	42%
Partially Residential Vacant Acres:	74.68	58%

**Public Facilities (Figure 30):**

**Sewer:**

Although located adjacent to the Water Reclamation Facility to the north, the Riverside South sub-area is served exclusively by private septic systems as it is beyond the current urban service area. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system.

While sanitary sewer service could be extended to adequately serve this sub-area, the distance of that extension to reach most of the developable area is lengthy. Specifically, the two largest concentrations of buildable land each lie near the center of the sub-area; one to the north of Riverside Drive and one to the south within the interior of Riverside Loop. Reaching either of these areas from the system's current terminus at the intersection of Riverside Drive and Miller Street requires improvement along a distance of approximately 4,000 feet (about 3/4 mile). Such an extension of this 12-inch trunk line along the frontage of the fifteen, or so, rural residential properties within this corridor would, in most cases, provide only the possibility of partitioning land to create one or two new residential parcels each. The cost of adequate sanitary sewer service per developable acre may, therefore, be categorized as high. Additionally, due to the sloping topography within the sub-area, one or more pump stations would be required in order for the system to be functional. A critical issue in providing service to this sub-area is the need to develop and implement a comprehensive public utility strategy to efficiently serve the additional development in this heavily parceled area.

## FACILITIES

**Water:**

The Riverside South sub-area is served exclusively by individual private wells. Such wells would be abandoned over time commensurate with urban development. The municipal water main that is closest to this sub-area is a ten-inch line that is located in Riverside Drive at its intersection with Miller Street. According to McMinnville Water and Light, enlargement and extension of existing lines located both northwest and west of the sub-area would be necessary to create a loop system capable of serving urban density development.

McMinnville Water and Light estimates the cost for providing municipal water to this sub-area as moderate (ranging from \$200,000 to \$800,000).

**Electric:**

Electrical service to the Riverside South sub-area is currently provided by McMinnville Water & Light. The closest electrical substations to this sub-area are the Windishar Substation located at the southwest corner of the Cascade Steel Rolling Mill site, and the Cascade Substation located along the Riverside Drive frontage of the Cascade Steel Rolling Mill near its intersection with Highway 99W. The existing feeders presently serving this sub-area would need to be upgraded in order to sufficiently support future urban development of this area.

McMinnville Water and Light estimates the cost for providing electric service to this sub-area as low (\$0 to \$200,000).

**Transportation:**

The Riverside South sub-area is provided access to the McMinnville urban area solely by Riverside Drive. This roadway extends through the sub-area and connects to Lafayette Avenue farther to the west, and to Highway 99W to the north. In so doing, the road travels through areas planned and currently developed for heavy industrial use. Within the urban growth boundary, Riverside Drive is designated as a major collector and is improved to those standards. Within this sub-area, Riverside Drive is a narrow, two-lane paved County road situated within a 50-foot wide right-of-way.

Blossum Drive, an 800-foot long gravel cul-de-sac road forms part of the sub-area's western edge. Some 550 feet to the east is the Walnut Avenue cul-de-sac road that extends northward from Riverside Drive a distance of some 1,500 feet. Approximately midway between the intersections of Blossum Drive and Walnut

Avenue with Riverside Drive, another local rural road, Riverside Loop, extends to the south some 1,400 feet before turning to the east in a long, sweeping curve to again intersect with Riverside Drive. No other public roads or rights-of-way exist within this sub-area. Also, there are currently no bike lanes or sidewalks within the Riverside South sub-area.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the McMinnville city limit line generally forms this sub-area's western boundary. However, occupying this length of this portion of the sub-area's boundary is the McMinnville Industrial Promotions industrial park property on which exist, or are planned to exist, heavy industrial uses; the land is zoned M-2, General Industrial (Figure 31).

There are 13 partially vacant or vacant parcels within this sub-area that are contiguous to the current city limits. These parcels are located along Riverside Drive and Blossum Drive, 11 of which are identified as partially vacant, and two as vacant. The vacant parcels are 0.44 and 1.36 acres in size, and the remaining 11 parcels provide a total of 16.14 acres of buildable land averaging 1.24 buildable acres per parcel with an average improvement value of \$67,337 per parcel. Successful annexation of either of the two largest areas of buildable land, as previously identified, are dependant upon successful annexation of one or more of these partially vacant or vacant properties. The largest of these parcels yields 7.02 gross acres of buildable land, while the others average only 0.76 acres of buildable land each and are generally not contiguous. Given the road and utility improvements necessary to provide urban services to these sites, and the small amount of developable land within which to recoup such improvement costs, it is not likely that these properties would individually request annexation. A series of parcels including one of the larger development opportunity areas seeking annexation together would make necessary improvements more economical per developable acre. As in any annexation proposal, it will be incumbent upon the applicant(s) to seek, and gain, approval from the City Council and the electorate, to annex to the city. Critical to that request would be public improvement plans demonstrating the ability to provide sufficient services and transportation opportunities to support and serve urban development.

## ZONING

## Transportation –

Upon entering the sub-area from the west, Riverside Drive extends easterly some 1,900 feet and then turns 90-degrees to the north and extends an additional 1,900 feet before exiting the sub-area across resource zoned land. Connecting to Riverside Drive and creating a large rural loop road to the south is Riverside Loop. While Riverside Loop has been platted to continue northward an additional 1,650 feet to terminate in another cul-de-sac, these improvements have never been put in place and this land is currently being farmed. Riverside Loop forms the majority of the southern and eastern edges of the sub-area. Additionally, Blossum Drive and Walnut Avenue extend northerly from Riverside Drive as previously described. All roads within the Riverside South sub-area are classified as rural roads<sup>15</sup> by Yamhill County.

Most roads within the sub-area are currently below minimum Yamhill County road improvement standards in terms of both right-of-way dimensions and construction, and all are below City of McMinnville standards. Riverside Drive, along this length, is improved with an approximately 25-foot wide paved section providing two travel lanes; one in each direction. All of the roads within this sub-area are devoid of curbs, gutters, bike lanes, sidewalks, lighting and storm drainage. Some of the other more notable deficiencies include streets lacking any form of paved surface and all of the cul-de-sac streets greatly exceed the maximum length as per the local standard. Residences are arranged along all of these roads.

Additionally, the eastern intersection of Riverside Drive and Riverside Loop is characterized by a sharp, more than 90 degree, sweeping turn and a steep grade change. Any urbanization of this area would, at a minimum, require the realignment of this intersection and softening of this grade change.

In addition, reconstruction of the subgrade of certain portions of the remaining alignment would also likely be necessary. As the entire eastern and southern portions of Riverside Loop exist within the 100-year floodplain, permits would be necessary from the Department of Environmental Quality, the Army Corps of Engineers, and the Oregon Division of State Lands to allow necessary landform modifications and improvements. The cost of these permits and atypical engineering and surveying costs would be added to the typical cost of such improvements. More importantly, development along this road would only be permitted to occur on the north side, the area outside of the floodplain. By allowing development to occur on only one side of the street it will likely be economically unfeasible to develop further those properties adjacent to Riverside Loop. As such, to serve the nineteen or so acres of developable land within the interior of Riverside Loop, a new series of local streets, all connecting directly to

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<sup>15</sup> A local county road designation with an average daily traffic volume of 500 vehicles or more: Yamhill County Transportation System Plan (1996).

Riverside Drive, would need to be constructed. This would require the cooperation of the ten or so affected property owners. The affected property owners would pay this street improvement, and all others required to support further urbanization within the sub-area, as part of their development, through a local improvement district, or other financing means.

In addition to this transportation improvement, all streets within this sub-area are in need of substantial improvement, including additional right-of-way, in order to bring them up to standards required to permit urban density development. In addition, the sub-area would need to be master planned to identify opportunities for additional local street access (for example, local connecting streets between Blossum Drive and Walnut Avenue) in order to achieve a reasonable level of urban development opportunities.

### **Urban Form –**

While the clustering of housing types and costs in a pedestrian friendly environment promotes interaction among a variety of socio-economic groups and creates an overall greater sense of community, this will be difficult to achieve within this sub-area. As with the Riverside North sub-area, this is due in no small part to the adjacent and nearby industrial uses previously described which generally do not make visually pleasing or otherwise compatible or preferred neighbors to residential uses. These uses will have a negative effect upon the quality of life for future residents of the sub-area (Figure 32).

In addition to these considerations, it is important to note the distance from the centroid of this sub-area to other supportive urban services. Notably, the nearest elementary and middle schools are located some two miles away. Similarly, the nearest general commercial area where daily goods and services could be obtained is also located about two miles away from the center of this sub-area as is the nearest place of worship. In sum, there are no supportive services within a reasonable proximity to this sub-area given the travel distances as described (Figure 33).

As with the Riverside North sub-area, entrance into this sub-area from either available direction requires travel through established heavy industrial areas. Specifically, entering from the south first requires travel through the Riverside Drive industrial area within which is found the McMinnville Industrial Promotions industrial subdivision and other industrial sites. Entering the sub-area from the north requires travel through an industrial area dominated by the Cascade Steel Rolling Mill, Kizer Excavating, and the slag storage and shipping operation of the Cascade Steel mill, and travel alongside the gray watering fields of the municipal Water Reclamation Facility. With this sub-area being bordered on all sides by land zoned for either industrial or resource use, it is possible to consider that land within this sub-area, if urbanized, may be better suited for non-residential development.

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES



## PROXIMITY TO SERVICES

## Lawson Lane Sub-area

### **General Site Description:**

The Lawson Lane sub-area is located south of McMinnville across Oregon State Highway 18 and is aligned directly south of the East McMinnville Interchange. This sub-area contains approximately 18 gross acres of land within its rectangular shaped boundary. Topographically, this sub-area is fairly flat with the southwestern corner sloping downward to the 100-year floodplain of the South Yamhill River. Single-family homes, accessory buildings, and barns occupy 14 of the 15 individual parcels that make up this sub-area. Vehicular access is provided to all properties within the sub-area by Lawson Lane and Noble Lane; rural roads within 40-foot and 30-foot public rights-of-way, respectively. Vehicular access to this sub-area is provided by Stratus Avenue; a local access frontage road that parallels the south side of Highway 18 (Figure 34). All development within the Lawson Lane sub-area is rural residential (Figure 35).

Actively farmed lands are found to the immediate west, south and east of the sub-area. To the east, some 1,100 feet away, is land within the McMinnville urban growth boundary and city limits that is developed with a mix of urban uses including Northwest Logging Supply, and Ed's Auto Service specializing in servicing truck transmissions. Continuing east is the Evergreen mobile home park and RV storage lot, and an outpatient medical office complex. This medical complex abuts Norton Lane, across which is located the Willamette Valley Medical Center. North of the sub-area, across Oregon Highway 18, is land within the McMinnville UGB that is developed largely with residential uses and, further to the northeast, a mix of commercial and industrial uses; all of this development is provided access by Cirrus Avenue, the northern Highway 18 frontage road (Figure 36).

### **Development Patterns / Buildable Lands:**

Land uses within this 18-acre sub-area are comprised of 15 rural, single-family home sites situated on individual parcels averaging approximately 1.22 acres in size. The majority of the home sites contain one or more barns or outbuildings serving livestock, or storage needs. The majority of residences within this sub-area appear to have been constructed toward the center of their respective parcel, and "staggered" from adjacent residents so as to create space between neighbors. With 7.48 acres of the sub-area being accounted for by existing residences and accessory buildings, rights-of-way, and floodplain, 10.76 acres of the sub-area exists as vacant, and partially vacant buildable land. This sub-area contains no commercial or industrial development. Additionally, all uses within this sub-area appear to be rural residential.

AERIAL MAP

ZONING MAP

LAND USE PATTERNS

Lawson Lane provides access to nine of these residences, with the remaining four being provided access by Noble Lane.<sup>16</sup> Rural residential development is generally found along both sides of each of these roads. Only two of the parcels' improvement values within this sub-area are listed as being over \$100,000.

Of the 15 parcels within this sub-area, two are considered to be vacant. These parcels are 1.00 and 1.01 acres in size and yield a total of 1.59 acres of developable land (the balance is within the 100-year floodplain of the South Yamhill River). Within this sub-area, there are three developed parcels and ten identified as partially vacant (Figure 37). The partially vacant parcels total 15.26 acres, yield 9.17 acres of buildable land, and average 0.92 buildable acres per parcel as identified in Table 5, below.

The current road standards within the sub-area range from 20-feet of pavement within a 40-foot right-of-way along most of Lawson Lane, to about 15-feet of pavement within a 30-foot right-of-way along most of Noble Lane. Additionally, a lesser portion of both roads remains unpaved and exhibit potholes and ruts. These roads are clearly below minimum City of McMinnville urban street standards.

**Table 5**

<b>Lawson Lane Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>18.24</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	18.24	100%
Developed/constrained acres:	(7.48)	41%
Total Gross Vacant Buildable Residential Acres	10.76	59%
Vacant Residential Acres:	1.59	15%
Partially Residential Vacant Acres:	9.17	85%

**Public Facilities (Figure 38):**

**Sewer:**

The Lawson Lane sub-area is served exclusively by private septic systems as it is beyond the urban service area. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system.

<sup>16</sup> A local county road with an average daily traffic volume of 500 vehicles or more: Yamhill County Transportation System Plan (1996).

## BUIBABLE LANDS

## UTILITIES



While sanitary sewer service can be extended to adequately serve this sub-area, the distance of that easterly extension to reach the closest public point, the intersection of Stratus and Lawson Lane, is about 1,000 feet. Urban services cannot be provided to adjacent land along this length as this land is identified as farmland that is outside the current McMinnville urban growth boundary. This fact substantially increases the average cost of sanitary sewer to the developable acreage within this sub-area. Additionally, an extension of this 12-inch trunk line an additional 1,500 feet or so to the southern extent of the sub-area would, in most if not all cases, provide only the possibility of partitioning the twelve buildable parcels to create one or two new residential parcels each.

Cost for providing sanitary sewer service to this sub-area is estimated as medium.

**Water:**

The Lawson Lane sub-area is served exclusively by individual private wells. Such wells would be abandoned over time commensurate with urban development. The municipal water main that is closest to this sub-area is a six-inch line located on the north side of Highway 18. Extension of this line under Highway 18 would be necessary in order to serve this sub-area. The cost of extending such service to the area is estimated as low.

**Electric:**

This sub-area is presently provided electrical service by McMinnville Water and Light. Cost estimates the costs for providing electric service to this sub-area are low as existing feeders presently serve the area and are generally determined to be adequate to accommodate urban development of this sub-area. Due to the small amount of developable acreage available and the residential nature of this land, future urbanization of this sub-area will not cause a need for additional feeder upgrades.

**Transportation:**

The Lawson Lane sub-area is provided access by Stratus Avenue, a frontage road that parallels the south side of Highway 18. This road forms the northern edge of this sub-area and intersects with Norton Lane to the east, near the Willamette Valley Medical Center, and to Highway 18 to the west. Either Lawson Lane or Noble Lane serves all parcels within the sub-area; both classified by Yamhill

County as local roads. Neither of these rural roads is improved with sidewalks, curbs, or gutters.

Transportation costs necessary to support urbanization of this sub-area are estimated as medium.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it first be annexed to the City of McMinnville. As part of that effort, it must be demonstrated that sufficient urban service are available to the site. The area to be annexed must also be contiguous to the current city limits. As that criterion applies to the Lawson Lane sub-area, the city limit line forms a portion of this sub-area's eastern boundary. Occupying this edge of the sub-area are three partially vacant parcels that hold the key to annexing the balance of the sub-area. Together, these three parcels yield a total of 2.05 gross acres of buildable land and average 0.68 gross acres of buildable land each. These three parcels have an average improvement value of just over \$77,865 each. Given the road and utility improvements necessary to provide urban services to these sites, the distances those improvements must extend, and the small amount of developable land within which to recoup such improvement costs, it is not likely that these properties would individually request annexation. A series of parcels, beginning with one or more of these three, seeking annexation together would make necessary improvements more economical per developable acre but still fairly exorbitant given that the entire sub-area only provides 10.76 gross acres of buildable land in total. Improvement value ranges are shown in Figure 39.

#### **Transportation –**

All parcels within the sub-area access either Lawson Lane or Noble Lane; both classified by Yamhill County as local roads. Lawson Lane extends south from Stratus Avenue a distance of some 1,500 feet and terminates in a dead-end. About 1,000 feet south of the Stratus Avenue and Lawson Lane intersection, Noble Lane extends west a distance of some 450 feet, and then south for another 250 feet, terminating at a gravel driveway.

Neither of these rural roads is improved with sidewalks, curbs, or gutters. Open drainage ditches exist along the majority of these distances. Lawson Lane is improved with a paved travel width of approximately 20 feet within a 40-foot right-of-way. Noble Lane is currently below minimum Yamhill County public road standards in terms of both right-of-way dimension (30-feet) and improvements; the western portion is unpaved and is degraded by ruts and potholes. The dead-end terminus of Lawson Lane and Nobel Drive exceed the maximum McMinnville

## IMPROVEMENT VALUES

urban cul-de-sac length of 400 feet by some 20 to 70 percent, respectively. Urbanization of this sub-area would require the improvement of these roads to City standards as regard improved width, right-of-way dimension, curbs, gutters, public sidewalks, and street tree plantings.

It is important to note that affecting this sub-area's future urbanization are improvements identified within the "Oregon Highway 18 Corridor Refinement Plan." Specifically, Phase 3 of the plan identifies the reconstruction of the East McMinnville Interchange, adjacent to the north edge of this sub-area, as a full service interchange. Along with this reconstruction, two signaled intersections, a new Stratus Avenue approach, and a second tier local access collector road to the south will be added. These improvements, plus the embankments and right-of-way necessary to support the redesigned Highway 18 overpass, will clearly affect the development of some of the parcels within this sub-area.

### **Urban Form –**

There are 10.76 gross vacant buildable acres within this sub-area, all of which are planned for residential use. The physical location of the sub-area, configuration of current lots, adjacent roadways and existing development, and cost to extend certain elements of urban infrastructure as noted, combine to make urbanization problematic (Figure 40).

Inclusion of this sub-area into the present urban area would extend the UGB some 1,550 feet southward along a narrow "finger" of land into an area zoned EF-40 that is currently in agricultural use. This adjustment to the UGB, while only obtaining less than eleven acres of developable land, would dramatically increase the potential for urban and rural land use conflict (increase the amount of urban land immediately adjacent to farmland by a linear distance of approximately 2,100 feet (0.4 mile).

Additionally, it is important to note the distance from the center of this sub-area to other supportive urban services. Notably, because of this sub-area's location and limited access, the closest public elementary school is some two-miles away over local streets. Similarly, the nearest middle school, Patton Middle School, is located some 3.5 miles away. Commercial businesses providing daily goods and services are located 2 to 2.5 miles away. In sum, there are effectively no supportive neighborhood services or facilities within walking distance to this sub-area (Figure 41).

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

## Booth Bend Road Sub-area

### **General Site Description:**

The Booth Bend Road sub-area is a triangular shaped, 42-acre area located south of McMinnville. Oregon State Highway 18 borders it to the northwest, to the east by the South Yamhill River, and to the south by Booth Bend Road. Beyond its southern edge are found large parcels of productive farmland. The McMinnville UGB and city limit line touches the sub-area along its northwestern border. The sub-area is characterized by its relatively flat terrain (steep slopes are found along the edge of the river), rural residential development, and the dense band of trees that line the floodplain of the South Yamhill River. A McMinnville Water and Light electrical substation, the Booth Bend Substation, is located in the extreme southwest corner of the sub-area where Booth Bend Road crosses over Highway 18 and enters the sub-area. This road provides the sole means of access to this sub-area, and connection to the McMinnville urban area. Single-family homes, numerous accessory buildings, and several larger barns occupy 17 of the 19 individual parcels within this sub-area. Within this sub-area, vehicular access is provided by Morgan Lane, a narrow, paved county dead-end road, and Booth Bend Road (Figure 42).

To the east and south of this sub-area are large-parcel farm operations on lands zoned for agricultural use. To the northwest, across Highway 18 and within the city limits of McMinnville, is located the Barnsley Meadows and Mulberry Addition residential subdivisions and other developed urban land mostly zoned R-2 (Single-Family Residential). Industrial manufacturing facilities, including Skyline Mobile Home and Purina Mills, and the undeveloped balance of the Linfield College campus lie further west of the sub-area along the westerly continuation of Booth Bend Road (Figure 43).

### **Development Patterns / Buildable Lands:**

The Booth Bend Road sub-area contains approximately 42 gross acres of land, all of which is zoned VLDR-2.5 (Very Low Density Residential – 2.5-acre minimum) by Yamhill County (Figure 44). The 19 parcels within this sub-area are of a variety of shapes and range in size from 0.33 to 7.24 acres with the average parcel size being 2.23 acres. Seventeen of these parcels are improved with single-family residences; many with some combination of barns, storage buildings, workshops, or other assorted outbuildings, as well as personal gardens. All properties within the sub-area take access either from Booth Bend Road or Morgan Lane, both designated as “rural roads.”<sup>17</sup> The value of these residentially improved properties (exclusive of land value) averages just under \$85,425. Six of these

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<sup>17</sup> A Yamhill County road designation with an average daily traffic volume of 500 vehicles or more: Yamhill County Transportation System Plan (1996).

## AERIAL MAP



## LAND USE PATTERNS

## ZONING MAP

parcels show an improvement value over \$100,000 with an average of over \$149,000 each and are scattered throughout the sub-area (Figure 44-A).

Of the 42 gross acres contained within this sub-area, over two-thirds (28.7 acres) is developed, undevelopable, or constrained by floodplain or slopes equal to or greater than 25 percent. Of the remaining 13 acres of vacant and partially vacant land, only 2.85 acres (two parcels) within this sub-area are classified as vacant. The remaining 10.32 gross acres of partially vacant land is contained within five parcels that range in size from 2.0 to 7.24 acres. The average size of these parcels is 3.45 acres with an average of 2.06 buildable acres each (Figure 45).

A summary of the Booth Bend Road sub-area's buildable land inventory is provided in Table 6, below.

**Table 6**

<b>Booth Bend Road Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>42.33</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	42.33	100%
Developed/constrained acres:	(29.16)	69%
Total Gross Vacant Buildable Residential Acres	13.17	31%
Vacant Residential Acres:	2.85	22%
Partially Residential Vacant Acres:	10.32	78%

**Public Facilities (Figure 46):**

**Sewer:**

The Booth Bend Road sub-area is served exclusively by private septic systems as it is beyond the urban service area. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. As part of this improvement, the existing sanitary sewer trunk line would need to be extended from its present terminus northwest of the sub-area. This would require a deep boring under Highway 18 to serve the existing 17 residences and the remaining 13.17 gross buildable acres that are found within this sub-area. Also required would be the installation of a pump station and several other upgrades to down line portions of the City's sanitary sewer system. Cost for sanitary sewer service to this sub-area is estimated as high.

## IMPROVEMENT VALUES

## BUILDABLE LANDS

## UTILITIES

**Water:**

A portion of this area is served by private wells. Such wells would be abandoned over time commensurate with urban development. A 6-inch municipal water main currently serves a portion of this sub-area. The water line is located within the northern leg of the Morgan Lane right-of-way. This line could be extended to provide sufficient service to the remaining parcels within the sub-area. This cost is estimated as low.

**Electric:**

The Booth Bend Road substation, owned and maintained by McMinnville Water and Light, currently sits within the sub-area at the extreme southwest corner. This sub-station provides electric service to this sub-area and, given the small amount of developable acreage present, has the capacity to sufficiently accommodate additional loads resulting from the possible urbanization of this area. Electric costs to serve this sub-area are estimated as being low.

**Transportation:**

The Booth Bend Road sub-area is provided access to the McMinnville urban area solely by Booth Bend Road as it crosses over Highway 18. Within the sub-area, Booth Bend Road has an improved travel width of 25 feet that is situated within a 50-foot wide public right-of-way. North of Highway 18, Booth Bend Road continues west through a heavy industrial area (home to the Skyline Manufactured Home Corporation and the Purina Mills manufacturing and shipping facility), and the southern undeveloped edge of the Linfield College campus. South of the sub-area, Booth Bend Road provides access to numerous large acreage farming operations.

Booth Bend Road provides access to seven of the parcels within this sub-area while all other properties are provided access by Morgan Lane. Morgan Lane, a 1,200-foot long paved dead-end road, extends north from its intersection with Booth Bend Road near the sub-area's southeastern corner and then westward to its terminus near Highway 18. No other public roads or rights-of-way exist within this sub-area. Also, there are currently no bike lanes or sidewalks within the Booth Bend Road sub-area. In addition, Booth Bend Road is not identified as a future public transit route in the McMinnville Transit Feasibility Study.

Transportation improvement costs necessary to support urbanization of this sub-area are high, relative to the amount of buildable land.

### **Factors Affecting Urbanization:**

#### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, Oregon Highway 18 and the city limit line form this sub-area's northwestern boundary. Occupying this edge of the sub-area are five parcels. Three of those parcels are identified as developed; two with single-family homes and the third with the Booth Bend Road electrical substation. The two remaining parcels are identified as partially vacant and yield 8.57 gross buildable acres. One of these parcels, however, has an improvement value of just under \$200,000, which may detract from a desire to partition the property. Regardless, the possibility of annexation any other portions of this sub-area likely rests with these two parcels. Given the road and utility improvements necessary to provide urban services to these sites and the smaller amounts of developable land within which to recoup such improvement costs, it is not likely that these properties would request annexation.

#### **Transportation –**

Booth Bend Road and Morgan Lane, as previously described, are rural roads with approximately 50-foot rights-of-way and with approximately 25-foot and 20-foot wide paved sections, respectively. All of the roads within this sub-area lack curbs, gutters, bike lanes, sidewalks, lighting and storm drainage. Due to the grade change and separated grade crossing over Highway 18, and the classification of Highway 18 by the Oregon Highway Plan as an "expressway," no direct access to this sub-area from the highway will be granted by ODOT. Therefore, all present and future development would use Booth Bend Road as its sole means of access to the sub-area. Further development of the sub-area will require significant improvement to both Booth Bend Road and to Morgan Lane in order to sufficiently support urban residential densities. Development of a street system to serve the area is further complicated by the fact that a majority of the parcels within the sub-area have both single-family homes and accessory buildings and barns located throughout the individual properties.

With regard to alternate transportation modes, the street section of Booth Bend Road adjacent to the sub-area is absent pedestrian and bicycle facilities. The



McMinnville Transit Feasibility Study does not identify Booth Bend Road as a future transit route.

### **Urban Form –**

Within this sub-area are found no commercial or industrial uses. The closest commercial location serving residents' daily needs are located about one mile to the west along Highway 99W. Public schools, Columbus Elementary and Cook Elementary, are each located a little less than 1.5 miles from the center of this sub-area. In sum, there are no supportive neighborhood services or facilities within walking distance to this sub-area (Figure 47).

Inclusion of this sub-area into the present urban area would extend the UGB some 4,800 linear feet into an area zoned EF-40 that is currently in agricultural use. This adjustment to the UGB, while only obtaining some 13.66-acres of developable land, would increase the potential for urban and rural land use conflict by extending urban development south of Highway 18 and into adjacent farm lands. Figure 48 provides observations as regard development constraints and opportunities affecting this sub-area.

### **Sanitary Sewer Service –**

While sanitary sewer service can be engineered and extended to adequately serve this sub-area, the high cost of this improvement would be born entirely by the 19 parcels within this sub-area. Properties to the north, across Highway 18, are not likely to benefit from this extension as these properties are already developed with urban uses and are served by the current sanitary system.

## PROXIMITY TO SERVICES

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## Old Sheridan Road Sub-area

### **General Site Description:**

The Old Sheridan Road Sub-area extends southwest from McMinnville in a relatively narrow, linear form some 3,850 feet in length (nearly three-quarters of a mile). Its form is contained by Old Sheridan Road on the west, Durham Road on the south, and, largely, Oregon State Highway 18 on the east. It abuts the McMinnville city limits and urban growth boundary along its northern edge. At its widest, this Sub-area measures approximately 920 feet (east-west dimension measured perpendicular to the sub-area's borders); it tapers to a width of 480 feet near the sub-area's midsection (Figure 49).

The sub-area is further characterized by existing development that includes 11 residences, numerous accessory structures, a church, recreational vehicle sales facility, and an industrial lumber operation. The sub-area contains 80.11 gross acres of land; 49 acres of which are zoned by Yamhill County for small-scale agricultural use (AF-10, Agricultural Forestry – 10-acre minimum). Additionally, 16.3 acres are occupied by D-Stake Mill and are zoned LI and HI (Light Industrial and Heavy Industrial, respectively), 10 acres are in commercial use as an RV sales and service operation (Valley RV Center) on land zoned HC (Highway Commercial), with the remaining 4.8 acres being occupied by the McMinnville Church of Christ on land zoned for public assembly (PAI). All uses take access from either Durham Lane or from Old Sheridan Road, with the exception of D-Stake Mill, which directly accesses Oregon State Highway 18 (Figure 50).

Surrounding land uses consist of large-parcel farm operations on land zoned EF-80 (Yamhill County, Exclusive Farm Use, 80-acre minimum) to the west, south, and east, and a mixed-use, multi-phased, residential subdivision currently under construction (Creekside Meadows at Cozine Woods) to the north (Figure 51).

Topographically, the sub-area is virtually flat and largely devoid of trees except for the occasional small grouping and a productive hazelnut orchard located at the northern edge of the sub-area, west of Oregon Highway 18. Old Sheridan Road and Durham Lane that form portions of the perimeter of this sub-area are currently improved to county rural road standards (paved surface, with no sidewalks, curb or gutter). There are no public rights-of-way within this sub-area.

### **Development Patterns / Buildable Lands:**

Within this sub-area there are located eleven single-family homes, all of which are located west of Oregon Highway 18, and which front onto either Durham Lane or Old Sheridan Road. All of these home sites also contain barns, storage buildings, workshops, or other assorted outbuilding and gardens within their

## AERIAL MAP

## ZONING MAP

## LAND USE PATTERNS

property. It appears that these accessory buildings have mostly been positioned behind the residences (toward Highway 18). This allows some buffering from the effects of noise, pollution or other negative impacts caused by traffic on the highway. The parcel in the extreme northern portion of the sub-area contains an active hazelnut orchard (Wolfe property). The value of these residentially improved properties (exclusive of land value) ranges from \$10,024 to \$270,923, and average \$93,538 (Figure 52).

Of the 49 gross acres contained within this sub-area that are zoned AF-10 and planned for rural residential use, approximately 26 percent of this total (12.46 acres) is developed or constrained by floodplain. Of the 36.51 gross buildable acres within this sub-area, none are classified as vacant. This partially vacant acreage averages 4.56 acres in size. The combined land and improvement value of these properties averages \$179,337.

Occupying approximately 16.3 acres of land in the northeast corner of the sub-area, east of Oregon Highway 18, is D-Stake Mill, an industrial manufacturing operation. In the southeast corner of the sub-area, also east of Highway 18, is the Valley RV Center, a commercial operation situated on a triangular shaped, 10-acre site comprised of two parcels of land. The McMinnville Church of Christ is located directly northwest of the Valley RV Center, and west of Highway 18. These industrial, commercial, and public lands are all classified as “developed” (Figure 53).

A summary of the Old Sheridan Road Sub-area’s buildable land inventory is provided in Table 7, below.



## IMPROVEMENT VALUES

## BUILDABLE LANDS

**Table 7**

<b>Old Sheridan Road Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>80.11</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	48.97	61%
Developed/constrained acres:	(12.46)	25%
Total Gross Vacant Buildable Residential Acres	36.51	75%
Vacant Residential Acres:	0.0	0%
Partially Residential Vacant Acres:	36.51	100%
<u>Commercial:</u>	10.02	13%
Developed/constrained acres:	(10.02)	100%
Total Gross Vacant Buildable Commercial Acres	0.00	0%
Vacant Commercial Acres:	0.00	0%
Partially Commercial Vacant Acres:	0.00	0%
<u>Industrial:</u>	16.30	20%
Developed/constrained acres:	(16.30)	100%
Total Gross Vacant Buildable Industrial Acres	0.00	0%
Vacant Industrial Acres:	0.00	0%
Partially Industrial Vacant Acres:	0.00	0%
<u>Public:</u>	4.82	6%
Developed/constrained acres:	(4.82)	100%
Total Gross Vacant Buildable Industrial Acres	0.00	0%
Vacant Industrial Acres:	0.00	0%
Partially Industrial Vacant Acres:	0.00	0%

**Public Facilities (Figure 54):**

**Sewer:**

The cost of providing adequate sanitary sewer to the Old Sheridan Sub-area is estimated as *high*. This is due, in part, to the need to provide a pump station to serve the southern portions of this sub-area. In addition, provision of sanitary sewer service to this area would require line size upgrades to a large portion of the existing Cozine trunk, as well as the trunk line that passes through the Yamhill basin. Without these improvements being in place, the system would not support urban development of this sub-area.

## UTILITIES

**Water:**

Individual, private wells currently serve as the source of domestic water for the lands within this sub-area. McMinnville Water and Light estimates the costs for providing municipal water to this sub-area as *moderate* (ranging from \$200,000 to \$800,000). Affected lines would be enlarged and extended dependent upon the type and intensity of use proposed.

**Electric:**

McMinnville Water and Light estimates the costs for providing sufficient electrical service to the Old Sheridan Road Sub-area as *low* (ranging from \$0 to \$200,000). Existing feeders presently serve this area and are generally adequately sized.

**Transportation:**

Old Sheridan Road, which borders the sub-area along its western edge, is designated in both the Yamhill County "Transportation System Plan" and the McMinnville "Transportation Master Plan" as a minor arterial street. As such, the current right-of-way width of 60-feet would need to be increased to 100-feet in order to meet City standards. The existing road would also have to be reconstructed to provide 50-feet of paved travel surface. Given the close proximity of some of the residences and other improvements to Old Sheridan Road, acquiring this additional right-of-way may prove problematic, and disruptive to the existing property owners. Additionally, Durham Road's existing 40-foot right-of-way would also require an additional 20-feet of width to meet City street standards. Currently, other than the existing paving, each of these public roadways is devoid of any other improvements.

The Oregon Department of Transportation (ODOT) classifies Oregon Highway 18, which borders this sub-area along its entire eastern edge, as a Limited Access Highway. The significance of this designation is that direct access to the Sub-area from Highway 18 will not be granted by ODOT (Attachment 1).

Additionally, in the Yamhill County "Transportation System Plan" is information that rates the bridge situated just north of this sub-area as being "deficient" (Of the 136 bridges in the Yamhill County road system, 32 are rated "deficient"). This is of particular concern as it is assumed that the majority of vehicle trips generated by urban development within this sub-area would travel to and from McMinnville on Old Sheridan Road and, consequently, across this bridge.

## **Factors Affecting Urbanization:**

### **Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the city limit line forms this sub-area's northern boundary. However, it is important to note that occupying this edge are properties on the east side of Oregon Highway 18 currently developed as the "D Stake Mill," and an existing hazelnut orchard west of the highway. As developed properties typically have much less incentive to annex than those that are vacant or partially vacant, the key to annexation, and hence urban development, of the bulk of this sub-area effectively lies with the orchard property. There are no other parcels that abut the current urban edge and would, on their own merit, meet the standards to propose annexation.

### **Transportation –**

Located adjacent to two minor arterials (Old Sheridan Road to the west, and Durham Lane to the south), and Oregon State Highway 18 to the east, this sub-area experiences exceptional site visibility, yet limited access. As detailed in the previously referenced letter submitted by ODOT, direct access to Highway 18 will not be permitted. Thus, urban development of this sub-area would require significant improvement to both Durham Lane and Old Sheridan Road. As such, the "single loading" of urban development on only one side of these roads would make such improvements economically unfeasible. In addition, urban development of this sub-area may create pressure upon ODOT to permit the signalization of the Highway 18 / Durham Lane intersection and the construction of intersection lane improvements, which run contrary to the intent of a Limited Access Highway designation. ODOT has already clearly indicated their lack of support for such improvements to their system.

Given the Highway 18 access restrictions, vehicular access to the vacant and partially vacant portions of this sub-area would be limited to Old Sheridan Road, a two-lane county road. To maintain this road's ability to function as an efficient and safe carrier of traffic, entrances onto this road would likely be limited in number and location, and existing entrances would be combined where feasible. Development of an interior public street system will be problematic due to the location and number of dwellings and accessory structures that presently occupy the sub-area (there are currently no public streets within the interior of the sub-area). In addition, the sub-area's relative narrow width, and impacts from

Highway 18 (noise, pollution) further limit the ability to develop an efficient circulation system in this sub-area.

### **Urban Form –**

The Old Sheridan Road Sub-area is a narrow finger of land extending southwest of the present McMinnville urban growth boundary and is physically isolated from other existing or proposed urban development except for its northern edge. Due to the existing development pattern, impacts from Oregon State Highway 18, vehicular access constraints, and infrastructure costs as previously described, the 37 acres of vacant buildable land provides limited ability for residential infill development.

It is also observed that the sub-area's use for purposes other than residential would be contrary to McMinnville Comprehensive Plan that discourages "strip" development (policy 24.00). In addition, its use for commercial or industrial development would be severely limited due not only to this and other similar plan policies (not limited to policies 25.00, 26.00, 30.00, and 49.00), but also to reasons related to compatibility with existing residential development, and adjacent agricultural use. There exist no nearby uses supportive of urban residential development of this sub-area (Figure 55).

Additionally, as this sub-area is almost entirely surrounded by resource land, its inclusion into the UGB would increase the urban area's edge adjacent to resource land by some 9,600 linear feet (about 1.8 miles).

Development constraints and opportunities relative to this sub-area are presented in Figure 56.

### **Public Safety –**

The construction of additional residences, paved surface, and other impervious surfaces will likely result in additional surface water runoff to the adjacent southern branch of Cozine Creek. It is important to note that, during 100-year flood events, portions of Old Sheridan Road are flooded causing the road to be closed to travel. Adding to the volume of this runoff through the urbanization of this sub-area, and allowing additional residents to locate near this situation seems inconsistent with good public safety practice.

## PROXIMITY OF SERVICES



## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## Redmond Hill Road Sub-area

### **General Site Description:**

The Redmond Hill Road Sub-area is located in the extreme western edge of the McMinnville urban growth boundary and city limits and contains approximately 40 gross acres of land within its boundary. Topographically, its moderately to steeply sloped lands that rise from its southern edge to the north and northwest characterize this area. Single-family homes, numerous accessory buildings, and several large barns occupy nine of the twelve individual parcels that make up this sub-area. Vehicular access to these parcels is provided by Redmond Hill Road; a gravel-surfaced County local road (30-foot wide public right-of-way) that extends west from Hill Road and terminates at this sub-area's western edge. This is the only public right-of-way within this sub-area. The current McMinnville urban growth boundary forms this sub-area's north, south, and east edges (Figure 57). Agricultural activities occur on the lands that surround this sub-area (Figure 58). The entire sub-area is zoned by Yamhill County as VLDR-2.5 (Very Low Density Residential - 2.5-acre minimum lot size) as identified in Figure 59

### **Development Patterns / Buildable Lands:**

As noted previously, within this sub-area there are located nine single-family homes. Most of these home sites have been situated to take advantage of the views of the surrounding countryside, and Cascade Mountains. Most all of these home sites also contain barns, storage buildings, workshops, or other assorted outbuilding and gardens. The improvement value of these properties (exclusive of land value) ranges from \$48,244 to \$231,008, and averages \$151,611.

Of the nearly 40 gross acres contained within this sub-area, 16.77 acres (about, 42 percent) are developed or constrained by slopes equal to or greater than 25 percent. Of the remaining 23.15 buildable acres of vacant or partially vacant land, only 4.44 acres within this sub-area are classified as vacant. The three parcels upon which this vacant land is contained consist of parcels of 0.12 acres (5,230 square feet), 0.62 acres, and 3.7 acres. The partially vacant land found within the sub-area exists within nine parcels that average 2.08 buildable acres in size (Figure 60). The combined land and improvement value of these properties averages nearly \$365,197, while the improvement value alone averages \$151,611.

A summary of the Redmond Hill Road Sub-area's buildable land inventory is provided in Table 8.

## AERIAL MAP

## LAND USE PATTERNS

## ZONING

## BUILBABLE LANDS

**Table 8**

<b>Redmond Hill Road Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>39.92</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	39.92	100%
Developed/constrained acres:	(16.77)	42%
Total Gross Vacant Buildable Residential Acres	23.15	58%
Vacant Residential Acres:	4.44	19%
Partially Residential Vacant Acres:	18.71	81%

**Public Facilities (Figure 61):**

**Sewer:**

Similar to the situation within the Fox Ridge Road Sub-area, there are topographic and existing development patterns that serve to make extending public sanitary sewer service to this sub-area difficult and expensive. In addition, this sub-area will not be able to be served with sanitary sewer service until a westerly extension of an existing sewer trunk line, currently located some 3,900 feet to the east, is in place. This improvement will be constructed commensurate with adjacent development and will extend westerly from its current terminus near the intersection of Redmond Hill Road and Howard Drive located within the Hillsdale, 1<sup>st</sup> Addition residential subdivision. According to the City of McMinnville Engineering Department, costs associated with providing public sanitary sewer service to this sub-area are estimated to be high.

**Water:**

Individual, private wells currently serve as the source of domestic water for the lands within this sub-area. As described in the McMinnville Water and Light "Water System Master Plan," this area is located above the current water service area and cannot be provided public water without construction of an upper level system. This system would require, in part, the acquisition of land on which to build a new reservoir (northeast of this sub-area at an elevation of some 510 feet), construction of two reservoirs each with a 1.65 million gallon capacity, pump station, and transmission line connecting the existing reservoirs with the planned reservoir and pump station. In 1996, McMinnville Water and Light estimated the cost for these improvements, necessary to supporting urban development in the Fox Ridge Sub-area, at \$3.4 million.

## UTILITIES



**Electric:**

McMinnville Water and Light estimates the costs for providing electric service to the Redmond Hill Sub-area as *low* (ranging from \$0 to \$200,000). Existing feeders on North Hill Road would have to be upgraded to accommodate the additional projected load, however.

**Transportation:**

As noted previously, Redmond Hill Road is the only public road serving this sub-area. This Yamhill County road extends west from Hill Road a distance of 4,100 feet (nearly all of which is gravel surface) before it enters and crosses through the midsection of the sub-area. This gravel road has a right-of-way dimension of thirty feet and is classified as a by Yamhill County. No other public roads or rights-of-way exist within this sub-area.

Extending from this public road are several narrow, private drives that afford access to the parcels that are located within the sub-area.

**Factors Affecting Urbanization:****Water Service –**

McMinnville's current water distribution system is designed as a single-level pressure system providing service to those properties situated between 100 feet and 275 feet in elevation. The subject sub-area is situated at elevations that range from 280 feet (extreme eastern corner of the sub-area) to 490 feet (western portion), almost the entirety of which sits well above the current water service level. Provision of public water to this area, as described previously, will require considerable expense, estimated to exceed \$3.4 million.

**Transportation –**

Redmond Hill Road provides the only current public means of vehicular access within this sub-area. The right-of-way dimension for this gravel surfaced, Yamhill County local road measures 30-feet in width. As a prerequisite to allowing urban density development, the road would need to be improved to City standards. As such, this would require an additional 20-feet of right-of-way width, removal and reconstruction of the existing subgrade, construction of a paved travel surface a minimum of 26-feet in width, 5-foot wide sidewalks on both sides of the street, and curbs and gutters.

Typically, additional right-of-way width can be acquired as part of development that may occur adjacent to substandard streets or roads, such as Redmond Hill Road. However, in this particular case, there is existing development that fronts this road, making it difficult to acquire the needed right-of-way in this fashion. The other alternatives include purchasing the needed right-of-way, using eminent domain authority to acquire it, participation in a local improvement district or alternate road improvement financing mechanism, or constructing a modified City local residential street section in the existing right-of-way (no public sidewalks; no planting strip).

Slope, existing development patterns, and lack of additional public rights-of-way combine to make traffic circulation within this sub-area, and to adjoining properties, problematic.

Development constraints and opportunities, and proximity to services are depicted on Figures 62 and 63, respectively.

### **Property Values, Existing Development Patterns –**

The nine partially vacant properties within this sub-area yield buildable acreages ranging in size from 0.38 acres to 5.55 acres, and average 2.08 acres. Improvement values of these parcels average \$151,611, while the combined improvement and land value of these nine parcels is \$365,197. Of these partially vacant parcels, only two yield buildable acreages greater than five-acres in size. The remaining seven parcels yield buildable acreages all less than two acres in size. Improvement value information is provided on Figure 64.

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

IMPROVEMENT VALUES

## **Fox Ridge Road Sub-area**

### **General Site Description:**

This sub-area is located northwest of McMinnville and abuts the current city limits and urban growth boundary along its southern edge. This area is characterized by its moderate to steeply sloping terrain, dense stands of mature Douglas Fir trees that cover the several ravines and draws that slice through this sub-area, the expansive views of surrounding lands, and expensive, estate-type housing. In addition, this area includes the Masonic Cemetery, and McMinnville Water and Light's two above-ground water reservoirs. There is also a large gravel borrow pit, now filled with water, that is located in the eastern portion of this sub-area (Figure 65).

To the north and northeast of this sub-area are large-parcel farm operations on land zoned for exclusive farm use. To the south, within the city limits of McMinnville, is located the Horizon Heights residential subdivision and other developable urban land zoned R-1, Single-Family Residential. And, to the west, outside of the City, are lands zoned Agriculture Forestry – 20-acre minimum (AF-20) on which are located several large, expensive homesites (Figure 66).

The sub-area contains approximately 143 gross acres of land, the majority of which is zoned VLDR-2.5 (Very Low Density Residential – 2.5 acre minimum). The Masonic Cemetery, and McMinnville Water and Light properties are zoned PAI (Public Assembly Institutional) and PWS (Public Works Safety), respectively (Figure 67).

Topographically, the sub-area slopes upward from Hill Road to the west, affording some of the best views of McMinnville in the area; the majority of the sub-area consists of gradual to steeply sloping land. Fox Ridge Road, a paved County road (twenty-four to twenty-six foot wide travel lane situated within a forty foot wide public right-of-way; no sidewalks, curb or gutter) that extends westward from Hill Road provides the only means of public vehicular access into the sub-area. This road generally travels along the ridgeline that cuts east-west through this sub-area's midsection. Additional access to parcels within the sub-area is provided by long, narrow private drives.

### **Development Patterns / Buildable Lands:**

Within this sub-area are located 19 single-family homes. Most of these home sites have been situated to take advantage of the views of McMinnville, Willamette Valley, and Coast and Cascade mountain ranges. Most all of these home sites also contain barns, storage buildings, workshops, or other assorted outbuilding and gardens. The improvement value of these properties (exclusive

## AERIAL MAP

## LAND USE PATTERNS



## ZONING MAP

of land value) is some \$3,050,251, ranges from \$39,715 to \$301,320, and averages \$152,513.

Of the 143 total gross acres contained within this sub-area, 78.48 acres (about 55 percent) is developed or constrained by slopes equal to or greater than 25 percent. Of the remaining 65 acres of vacant and partially vacant land, only 5.46 acres within this sub-area are classified as vacant. The four parcels which comprise this land average 1.37 acres in size. The partially vacant land found within the sub-area is comprised of 15 parcels that range in size from 0.87 acres to 24.1 acres. The average developable size of these parcels is 3.97 acres. Of these, 14 are zoned VLDR-2.5, and average 2.92 developable acres in size (Figure 68). In addition, the improvement value of these 15 properties averages \$162,781.

A summary of the Fox Ridge Road Sub-area's buildable land inventory is provided in Table 9, below.

**Table 9**

<b>Fox Ridge Road Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>143.48</b>	100%
<b>Plan Designation:</b>		
<u>Residential:</u>	143.48	100%
Developed/constrained acres:	(78.48)	55%
Total Gross Vacant Buildable Residential Acres	65.00	45%
Vacant Residential Acres:	5.46	8%
Partially Residential Vacant Acres:	59.54	92%

**Public Facilities (Figure 69):**

**Sewer:**

While there are topographic and existing development patterns that serve to make extending public sanitary sewer service to this sub-area, and, as a consequence, its cost, there are no other known reasons that would preclude the provision of such service. In addition, due to the site's topography, sanitary sewer effluent would gravity flow in two directions: to the north and into the Michelbook drainage basin; and, to the south into the Cozine drainage basin, thus requiring additional trunk line construction beyond that which would otherwise be required. Pump stations are not anticipated within such gravity flow systems. According to the City of McMinnville Engineering Department, costs associated with providing public sanitary sewer service to this sub-area are estimated to be high.

## BUILBABLE LANDS

## UTILITIES

**Water:**

Individual, private wells currently serve as the source of domestic water for the lands within this sub-area. As described in the McMinnville Water and Light "Water System Master Plan," this area is located above the current water service area and cannot be provided public water without construction of an upper level system. This system would require, in part, the acquisition of land on which to build a new reservoir (southwest of this sub-area at an elevation of some 510 feet), construction of two reservoirs each with a 1.65 million gallon capacity, pump station, and transmission line connecting the existing reservoirs with the planned reservoirs and pump station. In 1996, McMinnville Water and Light estimated the cost for these improvements, necessary to supporting urban development in the Fox Ridge Sub-area, at \$3.4 million.

**Electric:**

McMinnville Water and Light estimates the costs for providing electric service to the Fox Ridge sub-area as *low* (ranging from \$0 to \$200,000). Existing feeders on North Hill Road would have to be upgraded to accommodate the additional projected load, however.

**Transportation:**

As noted previously, a single public road currently serves the Fox Ridge Sub-area: Fox Ridge Road. This Yamhill County road extends west from Hill Road through the midsection of the sub-area. Its right-of-way dimension is forty feet, which is currently improved with a paved surface averaging 25-feet in width. The road is classified as a local access road by Yamhill County. No other public roads or rights-of-way exist within this sub-area.

Extending from this public road are numerous narrow, private drives that afford access to the parcels that are located within the sub-area.

**Factors Affecting Urbanization:****Annexation –**

Development of this sub-area to urban densities requires that it be annexed to the City of McMinnville. In so doing, urban services necessary to support such development can be extended to it.

A requirement of annexing property to the City is that it be contiguous to the current city limits. As that criterion applies to this particular sub-area, the city

limits line forms this sub-area's southern boundary. However, it is important to note that occupying approximately 2,720 linear feet of this 3,980-foot long southern boundary (nearly 70 percent) is the property owned --- and developed -- - by the Masonic Cemetery. There is but one other private property, located to the immediate east of the cemetery, which also borders the current city limits. Given that the cemetery is developed, and that there is no conceivable benefit that would accrue to this property from annexation to the City, it is reasonable to assume that owners of the cemetery property would not take such action in the future. That being the case, urbanization of this sub-area rests solely upon the property owner of Tax Lot 4419-2000 (a partially developed, 19-acre parcel), to seek, and gain approval from the electorate, to annex that property to the city. That annexation, however, does not solve the problem for other properties in the sub-area to urbanize.

Bordering this 19-acre parcel to the north, across Fox Ridge Road, are two privately held parcels; at least one of which must also annex in order to provide the opportunity for any other properties within this sub-area to annex. One of these, identified as Tax Lot 4418CC-1000, is classified as "developed" and is occupied by a single-family residence and outbuildings. The other parcel, identified as Tax Lot 4418CC-101, is classified as "partially vacant." The improvements on this particular property, however, consist of the former gravel borrow pit (now a lake), and a residence of which the improvement value is in excess of \$280,000. In addition, the "vacant" portion of this parcel measures approximately 1.3 acres in size and is situated in the extreme northern portion of the site, behind the existing residence.

In summary, existing development, and this sub-area's situation relative to the existing city limits, presents a significant challenge to its ability to be annexed and urbanized.

### **Water Service –**

McMinnville's current water distribution system is designed as a single-level pressure system providing service to those properties situated between 100 feet and 275 feet in elevation. The subject sub-area is situated at elevations that range from 255 feet (extreme eastern corner of the sub-area) to 445 feet (western portion), the vast majority of which sits well above the current water service level. Provision of public water to this area, as described previously, will require considerable expense, estimated to exceed \$3.4 million.

### **Transportation –**

Fox Ridge Road is the only current public means of vehicular access within this sub-area. The right-of-way dimension for this Yamhill County road measures 40-feet in width. Within this has been constructed a paved surface that averages 25-feet in width. Gravel shoulders are situated on either side of the paved travel

surface. To accommodate urban density development, the road would need to be improved to City standards. As such, this would require an additional 10-feet of right-of-way width, removal and reconstruction of the existing subgrade, construction of a paved travel surface a minimum of 26-feet in width, 5-foot wide sidewalks on both sides of the street, and curbs and gutters.

Typically, additional right-of-way width can be acquired as part of development that may occur adjacent to substandard streets or roads, such as Fox Ridge Road. However, in this particular case, there is a significant amount of existing development that fronts this road, making it improbable to acquire the needed right-of-way in this fashion. The other alternatives include purchasing the needed right-of-way, using eminent domain authority to acquire it, or constructing a modified City local residential street section in the existing right-of-way (sidewalks at the curb; no planting strip).

There are also within this sub-area several long private drives that provide access to existing residences. The width, length, improved condition, and number of residences that currently take access from these will not permit their use for further residential development, under City standards. As such, further partitioning or subdividing of buildable land located adjacent to these drives may require the dedication and improvement of public rights-of-way to provide the required access.

Slope, existing development patterns, and lack of additional public rights-of-way combine to make traffic circulation within this sub-area, and to adjoining properties, problematic.

### **Property Values, Existing Development Patterns –**

The developed residentially zoned properties within this sub-area average 0.76 acres in size and about \$212,000 in combined land and improvement value. The residentially zoned partially vacant properties, of which there are 15, range in size from 0.87 acres to 24.1 gross acres, and average 6.37 acres in size. In value, the improvements found on these parcels average \$162,781; land averages \$239,797. All but four of these partially vacant parcels yield buildable acreages that are less than four acres in size. Their average combined improvement and land value for these 15 parcels is slightly more than \$386,500. Improvement value information is depicted on Figure 70.

Of further note is the arrangement of the vacant and larger partially vacant parcels. In particular, the largest partially vacant parcel in the sub-area (24.1 acres in size, 18.6 acres of which are vacant) is located in the extreme northwest corner. This property borders other non-resource land only on the east; property owned by McMinnville Water and Light. As such, unless McMinnville Water and Light annexes their property to the City, and provided that other properties annex

## IMPROVEMENT VALUES



first to even allow this possibility, this partially vacant property will not be able to develop to urban densities.

Additional observations as regard development constraints and opportunities, and proximity to services is provided on Figures 71 and 72, respectively.

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

# Summary Analysis and Conclusions

## Exception Lands

Once a city has determined that there is a need for additional land outside its existing urban growth boundary, and what the nature and extent of that need is, the priorities of ORS 197.298 apply. This statute appears to make clear that exception lands must be included in the urban growth boundary unless one or more of the following circumstances exist:

- (a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
- (b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or
- (c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands. [1995 c.547 §5; 1999 c.59 §56]

In order to determine if exception lands are to be included in the amended urban growth boundary the City must determine if any or all of these nine sub-areas can reasonably accommodate its identified land needs.

The “McMinnville Residential Land Needs Analysis” concludes that the city will require land to accommodate approximately 6,014 new dwelling units during the planning period. It further concludes that, in contrast to the preceding fourteen years time, there will be need for an increased percentage of multi-family, or single-family attached, housing to address the housing needs of McMinnville households at all income levels. In addition, there will continue to be a shift toward smaller single-family lot sizes, similar to recent development trends. These changes will cause future residential densities to increase dramatically from what was experienced in the preceding fourteen years time by some 22 percent (from 5.9 dwelling units per net acre to 7.2 dwelling units per net acre).<sup>18</sup>

To meet these demands the City proposes to implement a number of land use measures that would help to satisfy these future housing needs. The cornerstone of these measures is the creation of neighborhood activity centers, or areas within the city that are appropriate for and capable of accommodating neighborhood commercial development and higher density housing. This type of development is dependent upon locations along arterials and collector streets, in

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<sup>18</sup> It is important to note that all projected low density, single-family detached housing needs can be accommodated on lands within the existing McMinnville urban growth boundary. As such, no additional land for such housing is needed. The need, therefore, is for lands that are suitable for relatively higher density housing.

areas well served by public facilities and streets, and in areas that benefit from close proximity to other schools and support services.

In addition to these residential land needs, the City has documented a need for approximately 314 acres of public parkland, 96 acres for public school use, and 193 acres for future commercial development. As described above, much of this commercial need would be met by the implementation of neighborhood activity centers.

Beyond the requirements of law, for purposes of good planning, land should be suitable for the intended use.<sup>19</sup> For example, it makes little sense to plan and zone land for lower income housing if that land is steeply sloped, is in an area characterized by higher land values, or is otherwise expensive to develop. Similarly, planning and zoning land for a future neighborhood activity center that is situated in an area of predominantly low density rural development, that is expensive to serve, has relatively little available vacant buildable land, is extensively parcelized, and has a resident population opposed to increased density would likely not be a wise or prudent choice.

Given this, the City further analyzed each of the previously described sub-areas to assess their ability to reasonably accommodate the identified residential land needs as they are described in the “McMinnville Residential Land Needs Analysis,” the “Economic Opportunities Analysis” (and the revisions to those documents), and the “Growth Management and Urbanization Plan.” If determined to be able to reasonably accommodate this need, the City then examined the sub-area’s ability to accommodate commercial land needs, and other identified residential needs, particularly schools and public parks. If found through this effort that lands within a sub-area could not reasonably accommodate identified residential land needs, the City did not conduct further analysis as to the sub-area’s ability to provide for needed commercial land. In so doing the City reasoned that the type of commercial development encouraged by the City’s land use plan is of a neighborhood scale that is located central to a surrounding—and supporting—higher density residential neighborhood. Absent this support, or ability to create such a market, it is unreasonable to provide for commercial uses in the sub-area. Schools and parks were treated in similar fashion. These public facilities typically follow residential development, or, at best, occur concurrent with residential development. Lacking the ability to develop lands within a particular sub-area to urban residential densities would

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<sup>19</sup> Both the Oregon Land Use Board of Appeals, and the Oregon Court of Appeals have indicated that where the need identified by the local government can be satisfied only by land with certain characteristics, only lands that have those characteristics should be evaluated under ORS 197.298. As DLCD stated in its staff report to its Commission in May of 2002, regarding the City of North Plains Periodic Review Task: “[. . .] to require a local government to do otherwise would be to require it to evaluate (and possibly to include within its UGB) lands that can’t satisfy the identified land need for additional lands. Neither the statutes nor Goal 14 require or even suggest this result.”

seem to preclude any thought that public schools or parks should be located there.

For purposes of the City's analysis, the following factors were considered in order to assess a sub-area's ability to reasonably accommodate an identified land need:

#### Physical constraints

In general, sub-areas that have a higher percentage of area constrained by contaminated soils, identified wetlands, floodplain, steep slope, or other environmentally sensitive area are less suitable for residential or commercial use due to their obvious development limitations and associated costs. However, some open space or parkland needs may be appropriate to locate in floodplain areas to serve adjacent residents.

#### Location relative to existing and planned facilities

The City has reviewed its myriad of public facility plans, and the information provided previously in the sub-area descriptions, to determine the relative cost of providing service to each sub-area, and issues specific to providing those services. Key facilities necessary to support and accommodate the identified land needs include water, sanitary sewer, fire stations, parks, and schools. In addition, transportation, to include streets, bicycle, public transit, and pedestrian facilities is a critical determining factor, particularly in light of the City's desire to create compact, walkable neighborhoods, thereby maximizing land use efficiency and opportunities for alternative modes of travel.

As noted in DLCD's "Planning for Residential Growth: A Workbook for Oregon's Urban Areas," a key consideration in determining the ability of land to accommodate an identified need is cost.<sup>20</sup> In general, and for purposes of this analysis, sub-areas found to have public facility costs in excess of those typically found in urban area development are less likely to accommodate needed housing than those that are less expensive to serve. Also, distance from existing or planned schools was considered (the farther removed from an elementary school, the less able to reasonably accommodate identified residential land need). It should be noted that some sub-areas, due to existing development patterns, narrow rights-of-way, or access limitations, are less able to accommodate McMinnville's needed housing than other sub-areas that lack such limitations. In summary, sub-areas determined to be neither economic nor orderly to serve with needed key facilities were judged less capable of accommodating identified land needs.

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<sup>20</sup> Appendix D: Guidelines for Location and Density of Housing, page D-2.

### Location relative to surrounding uses

Good planning strongly suggests that residential development not be located adjacent to uses that produce smoke, noise, dust, fumes, chemicals, or other conflicts that would diminish the resident's ability to use and enjoy their property. In this context, sub-areas were evaluated as to their location relative to heavy industrial planned areas, the airport, rail, and major or minor arterial streets. Sub-areas located proximate to such uses were judged less able to reasonably accommodate identified residential land needs.

This analysis also examined the sub-areas to determine their ability to accommodate a mix of uses, most specifically, high-density housing and neighborhood commercial. Factors considered were the presence of major collector streets, adjacency to urban density development, and extent to which the sub-area may be parcelized (less parcelized, the easier to accommodate mixed use, higher density neighborhood development).

### Location relative to market demand

The DLCD Workbook states that:

“High density housing requires high land values; higher land values are likely to be associated with places where density is already higher. In other words, future high density housing will tend to go in areas that are developed at high densities.”<sup>21</sup>

Consistent with the suggestions provided in the DLCD Workbook, the City has evaluated land values for each sub-area and the ability of the market to supply different types and densities of housing within them. Changes in land use plans (i.e., the designation of a rural residential area for higher density, urban scale housing) should be sensitive to the extent to which demographic and economic conditions are likely to support those changes.

### Existing development patterns and other factors affecting urbanization

The amount of existing development, and its location and pattern within the sub-area are critical factors in assessing the sub-area's ability to accommodate identified land needs. For example, exception land areas that have a high ratio of developed land to buildable land (vacant and partially vacant lands) are generally more difficult to develop to higher residential densities, both from a development and a neighborhood support perspective. These patterns may also significantly affect the manner in which utilities can—or cannot—be provided to future development within the sub-area. In addition, the extent of parcelization

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<sup>21</sup> Appendix D: Guidelines for Location and Density of Housing, page D-3.

and individual ownerships are important considerations. The more an area exhibits such patterns, the more difficult it is to facilitate urban development in an efficient and compact form. Even if such lands are brought into the UGB, it is less likely that they would redevelop during the planning period to urban densities due to the difficulties and expenses of redeveloping an area that has so many different ownerships.

In an effort to better understand each of the exception land sub-area's ability to reasonably accommodate the City's identified residential land needs, the above described locational factors have been reduced to a series of numerically ranked criteria. These criteria, the values assigned to each criterion, and the results of this analysis are provided in Attachment 2 of this document. In summary, Lawson Lane far outscored the other exception land sub-areas (42 points), with the Fox Ridge Road and Redmond Hill Road sub-areas finishing in second and third position (27 and 26 points, respectively), some distance above the next nearest score. Booth Bend Road, Old Sheridan Road, and Riverside North finished tied in fourth position (19 points each), with Riverside South, Westside Road, and Bunn's Village in the final three positions (17, 12, and 8 points, respectively).

It is important to understand that this analysis is not intended to serve to define the ultimate choices for McMinnville when considering which exception land sub-areas to include, or exclude, from its future urban growth plan. Its purpose is merely to provide yet another tool for evaluating each area's characteristics, opportunities, and constraints relative to providing the most suitable land needed for the city's future population. This assessment must be balanced with the other requirements of Statewide planning law, and the City's comprehensive plan policies.

From the analysis conducted above, and based on the City's policies, State planning law, and other findings and observations contained in each of the sub-area's descriptions, the City concludes that the Westside Road, Bunn's Village, Riverside North, Booth Bend Road, and Old Sheridan Road sub-areas cannot reasonably accommodate identified land needs. In summary, the City found the following relative to each of these sub-areas:

#### Westside Road

- Every parcel within the sub-area is partially developed, yielding but 13.9 acres of partially vacant land.
- The thirteen parcels that comprise this sub-area average 1.1 acres in size.
- Westside Road provides vehicular access to the parcels within this sub-area. Travel speeds, sight distances, and traffic volumes will severely limit additional access to this County road.
- The sub-area is located north of Baker Creek, beyond the natural edge that currently separates urban development from rural land uses.



- Improvement values within the sub-area are high relative to other exception areas.
- Transportation improvement costs necessary to support urban development are high.

#### Bunn's Village

- The North Yamhill River physically separates the sub-area from the McMinnville urban area.
- The sub-area's linear shape, and existing development patterns, makes the provision of water service costly and problematic.
- The cost of providing sanitary sewer service to this sub-area is high.
- Highways 99 and 47 are limited in their ability to provide additional access to private lands within the sub-area.
- The tandem bridges that cross the North Yamhill River, connecting this sub-area to the McMinnville urban area, are narrow and do not provide width to accommodate bike lanes or sidewalks. Further, the bridges are considered by ODOT to be "functionally obsolete."
- Urbanization of this sub-area would increase the potential for land use conflicts, particularly with the surrounding farmlands.
- Extension of urban services to this sub-area would increase pressure to urbanize surrounding resource lands.
- The sub-area is extensively parcelized, making it difficult to create urban, compact development.
- Existing rural residential development densities are very low (one dwelling unit per 2.5 acres).

#### Riverside North

- The sub-area is physically bordered by lands planned and developed for heavy industrial use on the north and west (Willamette Pacific rail line, Cascade Steel Rolling Mill, Air Liquide). To the east the sub-area is bordered by the 100-year floodplain of the North Yamhill River; to the south is the McMinnville Wastewater Treatment Facility and vacant land for the future expansion of this facility, and the McMinnville fire training tower. These adjacent uses, and their associated noise, dust, light, and other impacts, do not support a market for urban residential development, regardless of the type and density of housing. These adjacent uses lend strong support for this area's future transition and use to industrial, should it ever be made part of the McMinnville urban area.
- Public access to, and through, this sub-area is limited to Riverside Drive, a County road that serves and traverses through a heavy industrial area to the north.
- This sub-area is physically remote from public elementary schools and other supportive commercial and public services.

### Booth Bend Road

- ❑ The sub-area is physically isolated from the McMinnville urban area by Oregon Highway 18, a designated “expressway” that serves as the sub-area’s northwestern border.
- ❑ Urbanization of this sub-area would increase the potential for urban / rural conflict given its location and proximity to active agricultural uses to the south.
- ❑ The cost of providing public services necessary to support this sub-area’s urbanization, relative to the amount of vacant buildable land is high.

### Old Sheridan Road

- ❑ The cost of providing public services necessary to support this sub-area’s urbanization is high.
- ❑ Access to this sub-area is limited to Old Sheridan Road, a County road subject to occasional flooding.
- ❑ The development of this sub-area for commercial uses would be contrary to current McMinnville plan policies that discourage strip development (see Plan Policy 24.00).

In support of the City’s desire to create a compact urban form and walkable neighborhoods, McMinnville intends to adopt plan policy and zoning ordinance provisions to create several neighborhood activity centers at key locations throughout McMinnville. These centers will provide land for the vast majority of the city’s future commercial and higher density residential housing. Underpinning this effort is the need to make available lands that are in proximity to existing schools and other public services, that are capable of being assembled into large blocks of land, that are not adjacent to rail or existing and planned heavy industrial areas, and that are in proximity to public utilities capable of supporting such density or that can be provided at relatively low cost.

The sub-areas noted above exhibit characteristics inconsistent with these locational criteria. These sub-areas are, in summary, extensively parcelized; held in multiple ownerships; require costly extension or upgrades to existing public utilities to support urban density development; are located some distance from existing public utilities, schools, and other services; in some cases, located adjacent to heavy industrial development and rail; and have extensive amounts of rural residential development in locations and patterns that make higher density development impracticable or timely. These sub-areas, therefore, cannot reasonably accommodate the identified residential land needs.

Absent supporting urban residential development, it is not appropriate that these sub-areas be considered for other identified residential land needs, such as schools, parks, and churches, or for commercial land needs (Figure 72-A).

## **Considerations Specific to Other Exception Land Sub-areas**

The exception land sub-areas found to be capable of reasonably accommodating future land needs are, however, not without their own set of limitations. The Fox Ridge Road sub-area, for example, contains the highest concentration of expensive, estate-type housing in the McMinnville area. This is due primarily to the views of the surrounding valleys and mountain ranges that this area's elevation affords.

Urban scale development of this area would require considerable public expense necessary to extend water service, and improve existing County rural roads to urban street standards. What little vacant land exists within this sub-area, however, exists at the far western edge requiring considerable expense to serve.

The Redmond Hill Road area shares many of the same characteristics as the Fox Ridge Road area, particularly as it relates to the lack of urban services and expense in providing them to serve future development, topographical constraints, and limited supply of vacant land.

In recognition of these existing patterns, and lack of infrastructure to support higher density development, it is recommended that these sub-areas be planned for low-density residential development (R-1, single-family detached housing). The land contained in these two sub-areas, as well as existing vacant buildable land within the West Hills area (within the existing McMinnville urban growth boundary) will satisfy the identified need for such housing.

### **Riverside South**

Immediately adjacent to this sub-area is located an area planned and zoned for heavy industrial use. Already located in this area are a concrete batch plant operation, steel rolling mill (loud and foul smelling operation), fire training facility, and municipal waste water treatment facility (existing and planned expansion area forms this sub-area's northern border). Geographically, the area is squeezed between this industrial area and the floodplain of the Yamhill River.

Access to this sub-area is limited, and that which exists traverses through the industrial planned areas described previously. Schools and public parks are located some distance from this sub-area, as are commercial services. The area is heavily parcelized and its residents appear to be actively engaged in small-scale farming. Prior conversations with property owners in this area suggest little or no support to move from this rural lifestyle to urban scale development.

Public services necessary to support urbanization of this area would be difficult to provide—and expensive—given the existing ownership pattern, extent of physical development that now exists, and need to widen and improve the substandard streets that now serve these properties. A strategy for extending utilities to and

through this sub-area in an efficient and effective manner would be a prerequisite to any urban scale development.

Even if strategies necessary to make urban scale development possible in this sub-area could be defined and implemented, it begs the question of whether it is an appropriate place in which to encourage any additional residential development at all, let alone a compact, walkable neighborhood consistent with the objectives of this land use plan.

More to the point, increased residential development in this sub-area will, at a minimum:

- Increase the potential for conflicts between the residents and the industrial activities to the west. This could require placing additional limits on the types and intensities of industrial uses that could locate in this area.
- Increase the potential for conflicts between the residents and the municipal waste water treatment facility operation to the north.

Based upon this existing pattern of development, and the recognition that additional industrial development will occur on the adjacent lands, it would be inconsistent with good planning practice to encourage additional residential development beyond what now exists in this sub-area. Unless the City, Yamhill County, and affected residents of this sub-area were to support this area's redesignation to "Agriculture," then it is recommended that residential development in this sub-area be limited to density commensurate with the R-2 (Single-Family Residential) zone.

### EXCEPTION LAND SUB-AREA CAPACITY

Inclusion of the Riverside South, Lawson Lane, Redmond Hill Road, and Fox Ridge Road sub-areas will provide an additional 227.51 acres of buildable land for urban development as detailed in table 10, below. At planned densities, this land will accommodate 906 additional dwelling units. Even with these areas added to the existing McMinnville urban growth boundary, there still exists a need for land to accommodate 906 dwelling units. This assumes that these exception land sub-areas would not provide any land for commercial or other residential land needs (schools, churches, parks, etc.).

<b>Table 10</b>		<b>Exception Land Sub-area Capacity Analysis</b>				
<b>Exception Areas</b>	<b>Number of Tax Lots</b>	<b>Gross Acres</b>	<b>Existing Development/Constraints</b>	<b>Gross Vacant Buildable Acres</b>	<b>Assumed Gross Density</b>	<b>Dwelling Units</b>
Riverside South	71	192.58	63.98	128.60	4.30	552
Lawson Lane	15	18.24	7.48	10.76	4.30	46
Redmond Hill Road	12	39.92	16.77	23.15	3.50	81
Fox Ridge Road	29	143.48	78.48	65.00	3.50	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>3.98</b>	<b>906</b>

## RESOURCE LANDS ANALYSIS

The amount of gross vacant buildable land contained within the above described exception land sub-areas—Riverside South, Redmond Hill Road, Lawson Lane, and Fox Ridge Road—is inadequate to meet the previously identified land need for the planning period. As such, the City has conducted an analysis of the farm and forest lands (resource lands) that surround the McMinnville urban growth boundary to determine their ability to reasonably accommodate the identified unmet land need.

In this analysis, the City looked first at all resource lands within one mile of the current urban growth boundary that met the following criteria:

1. Resource lands that are surrounded by the existing urban growth boundary, and the Yamhill River, Baker Creek, or Panther Creek;
2. Resource land surrounded on at least three sides by the existing UGB and/or non-resource lands, and/or other significant natural or man-made edge (e.g., slope, floodplain, arterial street);
3. Resource land needed to allow extension of public facilities to serve land within the existing UGB; and
4. Resource land held by public entities.

Lands not meeting these criteria were assumed to be less appropriate for meeting the City's identified land needs due primarily to their greater distance from existing and planned public facilities (more expensive to serve), and surrounding uses (surrounded almost entirely by other resource land, thereby increasing the potential for urban and agricultural conflict).

Application of this criteria resulted in resource lands north of Baker Creek and the North Yamhill River, east and south of the South Yamhill River, and south of Highway 18 being excluded from initial consideration. This left four geographically distinct resource sub-areas for analysis: Grandhaven; Norton Lane; Three Mile Lane; Southwest; and Northwest. A map showing the location of each of these four areas is provided in Figure 73.

Much like the analysis conducted on the exception land sub-areas, information regarding each area's general site characteristics and surrounding development, buildable land and development patterns, public service issues, and soil characteristics are provided in the following section of this report.

COMPOSITE RESOURCE SUB-AREA MAP

[NEED TO AMEND THIS MAP TO INCLUDE SOUTHWEST SUB-AREA]

## Norton Lane Sub-area

### **General Site Description and Surrounding Development:**

The Norton Lane sub-area is located east of McMinnville and abuts the current city limits and urban growth boundary along its northern, western and southern edges. This sub-area is also located north of Joe Dancer Park, Oregon Highway 18 and adjacent commercial and residential areas, and south of urban industrial and rural residential land (Figure 74). Residential development and McMinnville Water and Light facilities lie adjacent to this sub-area to the west and northwest, respectively. To the east is additional rural residential land and actively farmed land within the 100-year floodplain of the South Yamhill River (Figure 75).

Topographically, the Norton Lane sub-area is characterized by its relatively flat terrain and the South Yamhill River that forms the sub-area's eastern and northern edge. The South Yamhill River's flow northward through the subarea effectively creates eastern and western portions. Historically, the eastern portion of this sub-area has been used as a dairy farm; the western portion, situated adjacent to Joe Dancer Park, has recently been improved by the City of McMinnville for public park purposes. A dense band of mature Douglas fir and other deciduous trees line the banks of the river.

This entire sub-area is zoned by Yamhill County as EF-80 (Exclusive Farm Use, 80-acre minimum) as is depicted in Figure 76. With approximately 190 acres of the sub-area being accounted for by existing development, land located within the 100-year floodplain or on steep slopes, 66.27 acres of the sub-area exists as vacant, buildable land (Figure 77). Of the sub-area's nine parcels, one is located west of the South Yamhill River and is owned by the City of McMinnville. This parcel is part of the Joe Dance Community Park and has recently been improved with soccer fields, paved parking areas and a public road extension connecting Marsh Lane and Brooks Street, as well as retention of habitat areas within the 100-year floodplain. The sub-area's other eight parcels east of the river provide all of the 66.27 acres of vacant buildable land (Table 11).

**Table 11**

<b>Norton Lane Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b><u>Total Gross Acres:</u></b>	<b>256.20</b>	100%
<b><u>Plan Designation:</u></b>		
<u>Residential:</u>	256.20	100%
Developed/constrained acres:	(189.93)	74%
Total Gross Vacant Buildable Acres	66.27	26%
Vacant Resource Acres:	34.55	52%
Partially Vacant Resource Acres:	31.72	48%

## AERIAL MAP



## LAND USE PATTERNS

## ZONING

## BUILDABLE LANDS MAP

## **Public Services (Figure 78):**

### **Sewer:**

The area east of the South Yamhill River is served exclusively by private septic systems. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of systems connecting to public facilities. An extension of the trunk line presently located within the Norton Lane right-of-way just south of the sub-area would be necessary to provide serviceability to the sub-area, as well as a pump station.

### **Water:**

The area east of the river is served exclusively by private wells. Provision of municipal water to serve this area will be provided by the extension of the existing trunk line located to the north in the Riverside Drive right-of-way. McMinnville Water and Light is currently developing a design for this extension and is planning to construct it later this year.

### **Electric:**

This area is presently provided electrical service by McMinnville Water and Light. Existing feeders are determined to be adequate to accommodate the future urban development within this sub-area.

### **Transportation:**

This eastern portion of the sub-area is provided access by Norton Lane. Within this sub-area, Norton Lane is a gravel road within a forty (40) foot wide right-of-way that extends nearly half way through the sub-area's midsection in a north to south alignment. The western portion of the sub-area is served by public drives extending east from the 3<sup>rd</sup> Street and Brooks Street intersection, and south from Marsh Lane.

Development constraints and opportunities, and proximity to services are identified on Figures 79 and 80, respectively.

## **Soil Classification:**

Soil classification within the eastern portion of this sub-area (the portion east of Joe Dancer Park) was field investigated and mapped in 1999 by a private soil scientist<sup>22</sup>. That investigation found that some 1.9 percent (3.73 acres) of the soils within the area are classified as SCS Class I. This soil is located

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<sup>22</sup> Jack Parcell, Certified Soil Scientist, #19574 CPSC – June, 1999. (Attachment 3)

## UTILITIES

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

primarily west of the location of the milking barns of the Shurig Dairy that was in operation on this site in the recent past. Class II soils comprise nearly 75 percent of the site. The balance of this area is composed of Class III (14.5 percent), Class IV (1.8 percent), and Class VI (7 percent) soils. The majority of the western portion of this sub-area (Joe Dancer Park area) is identified as Class II and contains no Class I soils (Figure 81).



## SOIL CLASS MAP

## Three Mile Lane Sub-area

### General Site Description and Surrounding Development:

The Three Mile Lane sub-area is located south of McMinnville across Oregon State Highway 18 and, with the exception of the Lawson Lane sub-area, encompasses all of the land lying south of Highway 18, east and north of the South Yamhill River, and south and west of the existing McMinnville UGB. Topographically, its relatively flat terrain characterizes this approximately 321 gross acre sub-area, with the southern portion sloping to the south and east toward the 100-year floodplain of the South Yamhill River. This area is largely in active farm use. A dense band of mature evergreen and deciduous trees line the banks of the river (Figure 82).

The urban land to the north across Highway 18 is served by the highway's north frontage road and is developed with a mix of residential, industrial and commercial uses. These uses include Burch Ready-Mix Concrete & Supply, Rob's Minute Tune, American Legion Post 21, Pacific Pride Cardlock fueling station among other such uses in addition to other single-family and multi-family residential uses. East of the sub-area is located Norwest Logging Supply and Ed's Auto Service, the Evergreen Mobile Terrace Mobile Home and RV Park, an outpatient medical office complex and, further to the east across Norton Lane, the Willamette Valley Medical Center. The land located to the east and southeast of the hospital site is land located within both the McMinnville UGB and the city limits that is zoned ML (Limited Light Industrial) and is currently under active farm use; future development of this land is limited to aviation related industries requiring extensive use of airport services (McMinnville ORD 3141). The roughly 500-acre McMinnville Municipal Airport site is located adjacent to the southeast corner of this sub-area (Figure 83).

South and west of the sub-area, across the South Yamhill River and its associated floodplain, is land zoned EF-40 that is largely in active farm use (Figure 84). Due west of the sub-area across the South Yamhill River and adjacent to the south side of Highway 18, is found an area of rural residential development (see the Booth Bend Road sub-area description for further information regarding improvements within this sub-area).

Yamhill County has zoned the entire sub-area EF-80 (Exclusive Farm Use, 80-acre minimum). With 163.62 acres being accounted for by existing development, land located within the 100-year floodplain or on steep slopes, 157.63 acres of the sub-area exists as vacant, buildable land (Figure 85). The sub-area is comprised of fourteen parcels upon which are situated six rural, single-family residences. Most of these home sites also contain barns, storage buildings, workshops, or other assorted outbuildings and gardens. One additional parcel is developed with a barn only and is identified as "vacant" for this analysis. The

## AERIAL MAP

## LAND USE PATTERNS

## ZONING

## BUILBABLE LAND

residences are provided vehicular access by Lawson Lane, Nobel Lane, Cirrus Avenue, Norton Lane, or Martin Lane. There are no commercial or industrial developments within the sub-area. A summary of buildable land for the Three Mile Lane sub-area is provided in Table 12, below.

**Table 12**

<b>Three Mile Lane Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>321.25</b>	100%
<b>Plan Designation:</b>		
<u>Resource:</u>	321.25	100%
Developed/constrained acres:	(163.62)	51%
Total Gross Vacant Buildable Acres	157.63	49%
Vacant Resource Acres:	73.27	46%
Partially Vacant Resource Acres:	84.36	54%

**Public Services (Figure 86):**

**Sewer:**

The sub-area is served exclusively by individual private septic systems. Development of this sub-area to urban residential densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. The provision of such a system would require the extension of trunk lines located within the Norton Lane and Cirrus Avenue rights-of-way. This effluent would be moved through a pump station within the Airport basin to reach the balance of the system leading to the Water Reclamation Facility.

**Water:**

Provision of municipal water to serve this area will be provided by connecting to the service presently located within the urbanized area south of Highway 18 and adjacent to this sub-area. The municipal water main that is closest to this sub-area is a ten-inch line and is located at the northeast corner of the sub-area in the Cirrus Avenue right-of-way. The existing system currently providing service to the Three Mile Lane area will be augmented with a connection through Norton Lane to Riverside Drive to the north across the South Yamhill River thereby creating a looped system and improving existing pressure and flow. This improvement is scheduled to be completed in the coming year.

## UTILITIES



**Electric:**

This area is presently provided electrical service by McMinnville Water and Light. Existing feeders are determined to be adequate to accommodate future urban development within this sub-area.

**Transportation:**

This sub-area is provided access by Cirrus Avenue, Norton Lane and Martin Lane. Cirrus Avenue is a frontage road that runs parallel to the south side of Highway 18. Norton Lane currently terminates with a temporary barricade in the sub-area's northeast corner adjacent to the Willamette Valley Medical Center site, and Martin Lane is a county rural road improved only with a gravel surface.

Additionally, the Oregon Highway 18 Corridor Refinement Plan identifies the redesign and construction of a comprehensive interchange and frontage road system providing improved, signalized access to the majority of this sub-area. The improvements contemplated by this plan would also remove a considerable amount of buildable acreage from the sub-area's midsection.

**Soil Classification:**

Soils within this sub-area are almost entirely Class II with a small amount of Class III and Class VI found mainly within the 100-year floodplain of the South Yamhill River. A relatively small occlusion of Class I soil extends east from the Lawson Lane sub-area<sup>23</sup> (Figure 87).

Additional observations regarding development constraints and opportunities, and proximity to services are provided in Figures 88 and 89, respectively.

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<sup>23</sup> Natural Resources Conservation Service (NRCS) - <http://www.nrcs.usda.gov>

## SOIL CLASSIFICATION

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

## Southwest Sub-area

### **General Site Description and Surrounding Development:**

The Southwest sub-area is located southwest of the McMinnville urban growth boundary (UGB) and encompasses 194.62 gross acres of land. This sub-area is largely in active agricultural farm use and is dotted with a few rural residences (situated adjacent to Old Sheridan Road), and mature stands of trees within the riparian areas that parallel the two Cozine Creek tributaries that traverse this area. Topographically, this sub-area is relatively flat with limited, undulating variations in elevation generally following the paths of the natural drainage ways and streambeds (Figure 90).

The sub-area is bounded by Hill Road on the west, Peavine Road on the south, Old Sheridan Road on the east and the existing McMinnville UGB on the north. The sub-area contains 194.62 gross acres, of which 151.97 gross acres are vacant or partially vacant and considered buildable.

Urban land to the north and east of the sub-area where it abuts the UGB is developed with residential neighborhoods exhibiting a range of housing type and densities. Adjacent to the balance of the east edge of the sub-area is a non-resource area identified in this project as the Old Sheridan Road sub-area (refer to the section addressing that sub-area for additional description of its features, current development patterns, and development opportunities and constraints). To the south and west of this sub-area is additional resource zoned land currently in agricultural farm use (Figure 91).

Yamhill County has zoned the entire sub-area EF-80 (Exclusive Farm Use, 80-acre minimum). To the north and northeast are lands in the current McMinnville city limits that are zoned for single-family residential development (R-2). Lands to the east of the sub-area that are also inside the city limits are zoned for higher density single-family detached and multi-family development (R-4) as shown in Figure 92. The sub-area is comprised of 11 parcels upon which are situated eight rural, single-family residences. Most of these home sites also contain barns, storage buildings, workshops, or other assorted outbuildings and gardens. The residences are provided vehicular access by Old Sheridan Road, or Peavine Road. There are no commercial or industrial developments within the sub-area (Figure 93).

INSERT AERIAL MAP

INSERT LAND USE PATTERNS MAP

INSERT ZONING MAP



INSERT BUILDABLE LANDS MAP

**Table 13** \_\_\_\_\_

<b>Southwest Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>194.62</b>	100%
<b>Plan Designation:</b>		
<u>Resource:</u>	194.62	100%
Developed/constrained acres:	(42.65)	22%
Total Gross Vacant Buildable Acres	151.97	78%
Vacant Resource Acres:	50.25	33%
Partially Vacant Resource Acres:	101.72	67%

**Public Services (Figure 94):**

**Sewer:**

The sub-area is served exclusively by individual private septic systems. Development of this sub-area to urban residential densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. The provision of such a system would require the extension of the 18-inch trunk line in Old Sheridan Road adjacent to the Creekside at Cozine Meadows residential subdivision, located east of the sub-area. The resultant effluent would be moved through the Cozine Basin and, assisted by the Elmwood pump station, through the Downtown and Yamhill Basins to the Water Reclamation Facility. This would require line size upgrades to a large portion of the existing Cozine trunk, as well as the trunk line that passes through the Yamhill basin. While this cost would be estimated as high, the amount of developable land within this sub-area would likely soften some of the financial impacts.

**Water:**

Provision of municipal water to serve this area would be provided by connecting to the service presently located within the urbanized area to the north and east of the sub-area. There are two municipal water mains that are adjacent to this sub-area: a 10-inch line at the intersection of Hill Road and Alexandria Street, and an 8-inch line in Old Sheridan Road just south of the Creekside at Cozine Meadows residential subdivision. The cost of providing water service to this sub-area is estimated as *low*.

INSERT UTILITIES MAP

**Electric:**

This area is presently provided electrical service by McMinnville Water and Light. Existing feeders are determined to be adequate to accommodate future urban development within this sub-area. The cost of providing such service to this sub-area is estimated as *low*.

**Transportation:**

This sub-area is provided access by Peavine Road to the south, Old Sheridan Road to the east, and Hill Road to the west. All of these roads are under County jurisdiction and are not improved to urban standards. Urbanization of this sub-area would require improvements to these roads in order to adequately serve adjacent urban development.

In particular, Old Sheridan Road, which borders the sub-area along its eastern edge, is designated in both the Yamhill County "Transportation System Plan" and the McMinnville "Transportation Master Plan" as a minor arterial street. As such, the current right-of-way width of 60-feet would need to be increased to 100-feet in order to meet City standards. The existing road would also have to be reconstructed to provide 50-feet of paved travel surface. Given the close proximity of some of the residences and other improvements to Old Sheridan Road, and the presence of wetlands to the east and west of this road, acquiring this additional right-of-way may prove problematic and disruptive to the existing property owners. Other than the existing paving, this public roadway is devoid of any other improvements.

Hill Road, designated as a minor arterial in the City of McMinnville Transportation Master Plan, traverses the western edge of the sub-area. Hill Road currently lacks the right-of-way width (50 feet) sufficient to accommodate and support full, urban development of this sub-area and as called for in the City's Transportation Master Plan (minor arterial; 100 foot wide right-of-way). Such improvements would likely be required commensurate with development within this sub-area.

**Soil Classification:**

Soils within this sub-area are almost entirely Class II with a notable amount of lesser soils located along the perimeter and in the middle of the sub-area. A small portion of the sub-area's lowest class soils is located with the 100-year

floodplain of Cozine Creek. There are no Class I soils within this sub-area<sup>24</sup> (see Figure 95).

Additional observations regarding development constraints and opportunities, and proximity to services are provided in Figures 96 and 97, respectively.

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<sup>24</sup> Natural Resources Conservation Service (NRCS) - <http://www.nrcs.usda.gov>

INSERT SOIL CLASSIFICATION MAP

INSERT DEVELOPMENT CONSTRAINTS MAP

INSERT PROXIMITY TO SERVICES MAP



## Northwest Sub-area

### **General Site Description and Surrounding Development:**

The Northwest sub-area is located west of McMinnville. Hill Road and the McMinnville urban growth boundary form the sub-area’s eastern edge. A portion of Fox Ridge Road delineates the southernmost extent of the sub-area while property lines define the remaining edges (Figure 98). The sub-area is bordered by actively farmed agricultural land to the west and north, by rural residential uses to the west and south, and by the Park Meadows and Shadden Claim residential subdivisions as well as vacant land planned for residential development across Hill Road to the east; twelve acres of this land has been identified as the location of a future public elementary school (Figure 99).

Topographically, the sub-area is almost entirely flat, sloping slightly upward to the southwest. A drainage slough, historically referenced as the Star Mill ditch and significant to McMinnville’s local history, traverses the midsection of the site in a southeast to northwest alignment. Access to this sub-area is provided entirely by Hill Road to the east and Fox Ridge Road to the south.

The sub-area contains approximately 145 acres of land. With 4.31 acres being accounted for by existing development, 140.22 acres of the sub-area exists as vacant buildable land. The sub-area is comprised of five parcels with an average size of 28.91 acres, all carrying a Yamhill County zoning designation of EF-80 (Exclusive Farm Use, 80-acre minimum) – (Figure 100). One of these parcels, 32-acres in size (R4418-00701), was purchased by the McMinnville School District No. 40 several years ago and is identified by the District as the future site of a high school to serve the west side of McMinnville and the surrounding rural area (Figure 101). Table 14, below, provides a buildable lands summary of this sub-area.

**Table 14**

<b>Northwest Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>144.53</b>	100%
<b>Plan Designation:</b>		
<u>Resource:</u>	144.53	100%
Developed/constrained acres:	(4.31)	3%
Total Gross Vacant Buildable Acres	140.22	97%
Vacant Resource Acres:	83.70	60%
Partially Vacant Resource Acres:	56.52	40%

## AERIAL MAP

## LAND USE PATTERNS

## ZONING

## BUILDABLE LANDS

## **Public Services (Figure 102):**

### **Sewer:**

The Northwest sub-area is served exclusively by individual private septic systems. Development of this sub-area to urban residential densities will require the abandonment of these private systems and, in their place, the provision of a public sanitary sewer system. Sewer improvements necessary to support urbanization of this sub-area would include a westward extension of the existing eight-inch trunk line located within Hill Road. There are no known geographic or topographic features that would complicate this extension. Pump stations are not anticipated.

### **Water:**

Municipal water to serve this area will be provided by extending the sixteen-inch line that runs along the southern portion of the sub-area. As there are no topographic or other physical constraints to providing this service, such improvement cost is anticipated to be low (ranging from \$0 to \$200,000).

### **Electric:**

This area is presently provided electrical service by McMinnville Water and Light. Existing feeders are determined to be adequate to accommodate the future urban development within this sub-area. McMinnville Water and Light estimates the costs for providing electric service to this sub-area as low (ranging from \$0 to \$200,000).

### **Transportation:**

Hill Road, designated as a minor arterial in the City of McMinnville Transportation Master Plan, currently serves as the primary vehicular access to this sub-area. Additional access is provided by Fox Ridge Road, a Yamhill County road that travels west from Hill Road. Both Hill Road and Fox Ridge Road currently lack the right-of-way width (50 feet and 40 feet, respectively) sufficient to accommodate and support full, urban development of this sub-area; additional travel lanes, sidewalks, street lights, curbs, and gutters. Such improvements would be required of individuals developing property within this sub-area commensurate with their project demands and impacts (the need for additional right-of-way lessens the amount of buildable land within the sub-area). Additionally, straightening of the existing Hill Road "S" curve, located at the southeast corner of this sub-area, would be required during the planning period. More specifically, the McMinnville Transportation Master Plan calls for the softening of this curve (creation of larger

## UTILITIES

centerline radii) so as to sufficiently accommodate the vehicular and pedestrian impacts of future urban development within the area

The McMinnville Bikeway Plan (1994) recommends the modification of street design standards to include bike lanes. Additionally, the adopted McMinnville Transit Study (1997) identifies a future transit route (Conceptual Bus Route 1) to serve areas located along Hill Road. This route would provide service to this sub-area.

**Soil Classification:**

Soil classification within this sub-area is almost entirely Class II and Class III, with a smaller amount of Class I soil present in the extreme northern portion. There also exist a few isolated areas of Class IV soil located throughout the sub-area<sup>25</sup> (Figure 103).

Additional observations regarding development constraints and opportunities, and proximity to services are provided in Figures 104 and 105, respectively.

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<sup>25</sup> Natural Resources Conservation Service (NRCS) - <http://www.nrcs.usda.gov>



## SOIL CLASSIFICATION

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

## Grandhaven Sub-area

### **General Site Description and Surrounding Development:**

The Grandhaven sub-area is located north of McMinnville and abuts the urban growth boundary along its northern edge. This sub-area is also bordered to the west, north, and east by the waterways and associated floodplains of Baker Creek, Panther Creek, and the North Yamhill River, respectively (Figure 106). Topographically, this sub-area is mainly flat with its edges sloping steeply downward to the waterways to the west, north and east. The sub-area has historically been used for agricultural purposes and includes an existing filbert orchard comprising some 60 acres within the northern portion of the sub-area and along a portion of the west and east perimeters.

The sub-area is comprised of nine parcels that range in size from 1.04 acres to 148.5 acres. Within the sub-area are situated three single-family residences, along with other barns and accessory buildings. Two of the residences are located in the southeast corner of the sub-area with the third residence being located near the southwest corner; this third residence also includes a large guest house, detached garage, a secondary garage, and a brick accessory structure associated with an animal pen and habitat area protected by a security fence that it believed to have been designed to house a liger (offspring of a male lion and a female tiger). Access to the sub-area is provided by Hembree Street to the west and Grandhaven Drive to the east; both of which are under Yamhill County jurisdiction and are classified by them as rural roads (Figure 107).

Surrounding land uses consist of large-parcel farm operations to the west, north, and east of the creeks and river that border this sub-area. To the immediate south is found both large-acreage farm operations and rural-residential development. Further to the south and to the southwest is residentially zoned land within the McMinnville city limits that is developed with single-family residential neighborhoods, the Heather Manor manufactured home park, apartments, churches and the Grandhaven Elementary School and adjacent vacant land on which a future middle school is proposed (Figures 108 and 109).

A summary of the Grandhaven sub-area's buildable land inventory is provided in Table 15.

## AERIAL MAP

## BUILDABLE LANDS

## ZONING

## LAND USE PATTERNS



**Table 15**

<b>Grandhaven Sub-area Buildable Land Data Summary</b>		
	<b>Acres</b>	<b>% of Total</b>
<b>Total Gross Acres:</b>	<b>227.63</b>	100%
<b>Plan Designation:</b>		
<u>Resource:</u>	227.63	100%
Developed/constrained acres:	(90.57)	40%
Total Gross Vacant Buildable Acres	137.06	60%
Vacant Resource Acres:	20.20	15%
Partially Vacant Resource Acres:	116.86	85%

**Public Services (Figure 110):**

**Sewer:**

This area is served exclusively by private septic and water systems. Development of this sub-area to urban densities will require the abandonment of these private systems and, in their place, the provision of systems connecting to public facilities. Sewer improvements necessary to support the build-out of this sub-area include the installation of a trunk line running east-west across the Fairgrounds basin and northward to serve this area. One or two pump stations will need to be constructed in the eastern portion of the sub-area to make the system functional. Additional down-line trunk size improvements within the Fairgrounds basin may also be necessary. The estimated costs for providing sanitary sewer service to the sub-area are estimated as *moderate to high*.

**Water:**

Provision of municipal water to serve this area will be provided by connecting to the existing trunk lines to the south that currently serve the urban area. The existing reservoirs provide sufficient capacity to adequately serve the sub-area. McMinnville Water and Light estimates the costs for providing water service to the sub-area as *moderate*.

**Electric:**

This area is presently provided electrical service by McMinnville Water and Light. Existing feeders are determined to be inadequate to accommodate the future urban development within this sub-area. McMinnville Water and Light estimates the costs for providing electric service to this sub-area high primarily due to the need for

## UTILITIES

the construction of a new substation to provide adequate service and routing capacity to this area.

**Transportation:**

This sub-area is virtually devoid of transportation improvements save those serving the four existing residences. However, this sub-area can be well served by the extension of existing streets that currently extend northward and terminate near the southern edge of the sub-area. More specifically, both Hembree Street to the west and Grandhaven Drive to the east, and in-between, McDonald Lane and Newby Street.

**Soil Classification:**

Soil classification within this sub-area is almost entirely Class II soil with a very small amount of Class IV and Class VI along the edge of and within the 100-year floodplain of the adjacent waterways<sup>26</sup> (Figure 111).

Additional observations regarding development constraints and opportunities, and proximity to services are provided in Figures 112 and 113, respectively.

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<sup>26</sup> Natural Resources Conservation Service (NRCS) - <http://www.nrcs.usda.gov>

## SOIL CLASSIFICATION

## DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES

## PROXIMITY TO SERVICES

# RESOURCE LAND SUB-AREA CAPACITY

Inclusion of the Norton Lane, Three Mile Lane, Southwest, Northwest, and Grandhaven sub-areas will provide an additional 653.15 gross acres of vacant buildable land for urban development as detailed in Table 16, below. At planned densities, this land will accommodate 4,082 dwelling units. This figure assumes that all land within these sub-areas would be planned for housing. As a practical matter, this number would be reduced to allow for lands needed to accommodate commercial uses, parks, schools, churches, and similar identified residential land needs (Figure 114).

<b>Table 16</b>		<b>Resource Land Sub-area Capacity Analysis</b>				
<b>Resource Areas</b>	<b>Number of Tax Lots</b>	<b>Gross Acres</b>	<b>Existing Development/ Constraints</b>	<b>Gross Vacant Buildable Acres</b>	<b>Assumed Gross Density</b>	<b>Dwelling Units</b>
Norton Lane	9	256.20	189.93	66.27	6.3	414
Three Mile Lane	14	321.25	163.62	157.63	6.3	985
Northwest	5	144.53	4.31	140.22	6.3	876
Grandhaven	9	227.63	90.57	137.06	6.3	857
Southwest	11	194.62	42.65	151.97	6.3	950
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>

## Conclusion

This study provides the justification to add more land to the UGB based on the factors and standards in state law. However, this study is only one piece of a larger package of background information and related planning and zoning amendments necessary to implement the City’s vision for more compact and efficient development opportunities and to provide for the land needs of the planning period.

In addition to action by the City, the Yamhill County Board of Commissioners must hold hearings to approve the proposed amendments to the McMinnville urban growth boundary. Concurrent with the expansion of this boundary, there will be several companion plan policy, plan map, and zoning ordinance amendments that will require adoption by the City. These include, but are not limited to, the following:

### Plan / Zoning Map Amendments –

1. Amend the current urban growth boundary to include an additional 881 acres of land;
2. Designate Neighborhood Activity Centers in four locations (Three Mile Lane, Southwest, Northwest, and Grandhaven) and apply planned development overlays; and,

# RESOURCE AREA INCLUSION MAP



3. Amend the plan and zone designation(s) of those lands approved for such action;

Plan Policy Amendments –

1. Adopt plan policies for Neighborhood Activity Centers;
2. Adopt locational policies for residential land uses; and,
3. Adopt transit supportive policies (higher density development within major transportation corridors).

Zoning Ordinance Amendments –

1. Adopt accessory dwelling unit ordinance;
2. Adopt new high density residential zone (R-5);
3. Adopt new Neighborhood Activity Center ordinance(s); and,
4. Adopt new economic development policies.

### COMBINED UGB INCLUSION AREAS - CAPACITY

Inclusion of the sub-areas identified in Tables 10 and 16 will provide an additional 880.66 gross acres of vacant and partially vacant buildable land for urban development, as detailed in the Table 17, below. As part of this analysis, it is important to recall that the approximately 425 acres of other identified residential land needs (parks, schools, churches) and 106 acres of land for commercial use are not calculated as part of this residential capacity analysis. The additional capacity, as shown in this table, would be used for purposes other than housing and would satisfy the amount of such land needed to the year 2023. Figure 115 provides a map of the exception land and resource land sub-areas proposed to be added to the existing McMinnville urban growth boundary.

<b>Table 17</b>		<b>Sub-Area Capacity Analysis</b>				
<b>Exception and Resource Areas</b>	<b>Number of Tax Lots</b>	<b>Gross Acres</b>	<b>Existing Development/ Constraints</b>	<b>Gross Vacant Buildable Acres</b>	<b>Assumed Gross Density</b>	<b>Dwelling Units</b>
Riverside South	71	192.58	63.98	128.60	4.3	552
Lawson Lane	15	18.24	7.48	10.76	4.3	46
Redmond Hill Road	12	39.92	16.77	23.15	3.5	81
Fox Ridge Road	29	143.48	78.48	65.00	3.5	227
<b>Exception Area Subtotals</b>	<b>127</b>	<b>394.22</b>	<b>166.71</b>	<b>227.51</b>	<b>4.0</b>	<b>906</b>
Norton Lane	9	256.20	189.93	66.27	6.3	414
Three Mile Lane	14	321.25	163.62	157.63	6.3	985
Northwest	5	144.53	4.31	140.22	6.3	876
Grandhaven	9	227.63	90.57	137.06	6.3	857
Southwest	11	194.62	42.65	151.97	6.3	950
<b>Resource Area Subtotals</b>	<b>48</b>	<b>1,144.23</b>	<b>491.08</b>	<b>653.15</b>	<b>6.3</b>	<b>4,082</b>
<b>Combined Totals:</b>	<b>175</b>	<b>1,538.45</b>	<b>657.79</b>	<b>880.66</b>	<b>5.7</b>	<b>4,988</b>

## COMPOSITE UGB EXPANSION MAP

Attachment 1  
(Page 1 of 2)



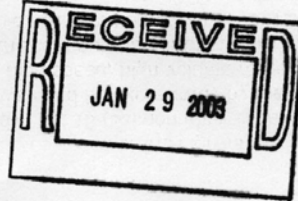
Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 2  
455 Airport Rd. SE, Bldg B  
Salem, OR 97301-5395  
503-986-2600  
FAX 503-986-2630

January 28, 2003



FILE CODE:

Mr. Ron Pomeroy, Senior Planner  
City of McMinnville  
Planning Department  
202 E. Second Street  
McMinnville, OR 97128

Dear Ron:

Thank you for providing the Oregon Department of Transportation (ODOT) with an opportunity to review and comment on potential changes to the city's urban growth boundary (UGB). We have reviewed the proposed expansion areas and have identified two that are of particular concern. Our comments on those areas are as follows.

**Area NR-3**

This proposed expansion area is located southwest of the city, generally between OR 18 and Old Sheridan Road. The majority of this expansion area is located west of OR 18, however, there are several parcels on the east side of the highway as well (the parcels on the east side are currently developed). OR 18 (Salmon River Highway) is designated as a statewide level of importance highway and an expressway by the 1999 Oregon Highway Plan. OR 18, in this area, is a high speed, high volume route which carries both regional and local traffic. Due to the configuration of the property in this expansion area, inclusion in the city could facilitate nonresidential development which depends on the highway for visibility and access. Since ODOT would not permit direct access to OR 18, traffic generated by potential future uses of these properties may adversely affect the safety and operation of the highway at its intersection with Durham Road. Further, the properties on the east side of the highway are dependent, either directly or via Durham Road, on OR 18 for access. Inclusion in the UGB could result in higher intensity uses that will generate significant additional traffic that will access OR 18 near an interchange.

Based on the above, ODOT recommends the following regarding Area NR-3:

- ODOT does not support inclusion of Area NR-3 in the UGB due the potential adverse impacts of development-generated traffic to traffic operations and safety at the intersection of OR 18 and Durham Road. Further, inclusion of the properties east of OR 18 may encourage redevelopment to higher intensity land uses which may not be compatible with function and designation of the highway.

**Area NR-8**

This proposed expansion area is located northeast of the city and straddles OR 99W. For the most part, this expansion includes existing commercial and residential

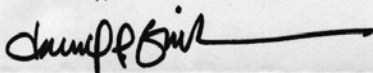
Mr. Ron Pomeroy  
City of McMinnville  
January 28, 2003  
Page 2 of 2

development. OR 99W is designated as a regional level of importance highway by the 1999 Oregon Highway Plan. In this area, the highway is generally four travel lanes and includes a divided highway section for approximately 2,500 feet. Through most of the area, the posted speed is 55 mph, however, it is slower in the divided section where the road is relatively narrow. Additionally, the area is bisected by a railroad line which has a grade-separated crossing of the highway. Inclusion of this expansion area in the UGB will increase the potential for urbanization which could adversely affect the highway. This area is wholly dependent on OR 99W for access to urban services in the City. The divided highway section includes two bridges over the South Yamhill River, one of which has been designated "functionally obsolete." ODOT recommends the following regarding this area:

- ODOT does not support the extension of the existing UGB to include this area. Increased development/redevelopment that could be encouraged in this area may adversely affect traffic safety and operations on OR 99W.
- If the City chooses to include this area in a UGB expansion, ODOT strongly recommends that an overlay, or conditions of approval, be adopted that require the City and ODOT adopt an access management plan for OR 99W prior to the development or redevelopment of any parcels within Area NR-8. This plan will identify highway improvements required as a result of future development that will ensure that safety and traffic operations on OR 99W are maintained at an acceptable level.

Thank you again for providing ODOT with an opportunity to comment on these UGB expansion proposals. This letter should be included in the record as ODOT testimony. ODOT should be considered a party to the hearing and be entitled to notices of future hearings, or hearing continuances or extensions. Please provide me with a copy of the City's decision, including findings and conclusions.

Sincerely,



Daniel L. Fricke  
Senior Transportation Planner

DLF:

cc: Dave Bishop, ODOT Region 2  
Darci Rudzinski, DLCD

## Attachment 2 (Page 1 of 2)

<b>Criteria:</b>	<b>Points</b>
<b>Physical constraints (slope, floodplain)</b>	
More than 25 percent of the area constrained	0
Between 10 and 25 percent of area constrained	3
Less than 10 percent of area constrained	5
<b>Existing / Planned Facilities</b>	
Proximity to existing public elementary school(s) -	
More than 1 mile	0
Between 1/2 mile and 1 mile	3
Between 1/4 mile and 1/2 mile	5
Between 1/8 mile and 1/4 mile	7
0.0 to 1/8 mile	10
<b>Cost of providing service:</b>	
Sanitary sewer	
High	0
Medium	5
Low	10
Municipal water	
High	0
Medium	5
Low	10
Electricity	
High	0
Medium	5
Low	10
Transportation	
High	0
Medium	5
Low	10
<b>Surrounding Uses</b>	
Percent of sub-area perimeter bordering resource land or heavy industrial land	
80.1 to 100 percent	0
60.1 to 80 percent	3
40.1 to 60 percent	5
20.1 to 40 percent	7
0.0 to 20 percent	10
<b>Improvement Values</b>	
Average improvement value of sub-area:	
More than \$225,000	0
Between \$175,000 and \$225,000	3
Between \$125,000 and \$175,000	5
Between \$75,000 and \$125,000	7
Less than \$75,000	10
<b>Urban Containment</b>	
Less than 50 percent of sub-area contained by natural edge	0
Between 50 and 99 percent of sub-area contained by natural edge	5
Sub-area entirely contained by natural edge	10
<b>Factors Affecting Urbanization</b>	
Annexation	-2
Water service	-2
Transportation	-2
Development patterns	-2
Urban form	-2
Public safety	-2

Exception Sub-areas									
	Exception Land Subarea								
	Lawson Lane	Fox Ridge Road	Redmond Hill Road	Booth Bend Road	Old Sheridan Road	Riverside North	Riverside South	Westside Road	Bunn's Village
<b>Buildable Lands Data</b>									
Gross Acres (GA)	18.24	143.5	39.92	42.33	48.97	100.82	192.58	34.9	201.99
Percent of GA that are developed/constrained	41%	55%	42%	69%	25%	64%	33%	60%	40%
Gross Vacant Buildable Acres (GVBA)	10.76	65.0	23.15	13.17	36.51	36.34	128.6	13.9	121.02
Percent of GVBA that are "partially vacant"	85%	92%	81%	78%	100%	84%	58%	100%	72%
Percent of GVBA that are "vacant"	15%	8%	19%	22%	0%	16%	42%	0%	28%
<b>Criteria</b>									
<b>Physical Constraints</b>									
Percent of floodplain, slope	5	5	0	0	5	0	5	0	3
<b>Existing / Planned Facilities</b>									
Proximity to elementary school	3	0	0	0	0	0	0	3	0
<b>Cost of Service</b>									
Sanitary Sewer	5	0	0	0	0	0	0	0	0
Municipal Water	10	0	0	10	5	5	5	0	0
Electricity	10	10	10	10	10	10	10	10	10
Transportation	5	5	0	0	0	0	0	0	0
<b>Surrounding Uses</b>									
Percent of perimeter bordering resource land	0	5	10	0	0	0	0	5	0
<b>Improvement Value</b>									
Average sub-area value	10	5	7	7	7	7	0	0	5
<b>Urban Containment</b>									
<b>Factors affecting urbanization:</b>									
Annexation	-2	---	---	-2	-2	-2	-2	-2	-2
Transportation	-2	-2	-2	-2	-2	-2	-2	-2	-2
Utility service	---	-2	-2	-2	---	-2	---	---	-2
Public safety	---	-2	---	---	-2	---	---	---	---
Development pattern	---	-2	-2	---	---	---	-2	---	-2
Urban form	-2	---	---	-2	-2	-2	-2	-2	-2
<b>Totals:</b>	<b>42</b>	<b>27</b>	<b>26</b>	<b>19</b>	<b>19</b>	<b>19</b>	<b>17</b>	<b>12</b>	<b>8</b>
<b>Rank:</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4 (T)</b>	<b>4 (T)</b>	<b>4 (T)</b>	<b>7</b>	<b>8</b>	<b>9</b>

**Attachment 3**  
(Page 1 of 6)

JACK PARCELL, CERTIFIED SOIL SCIENTIST  
7440 SOUTH WEST HYLAND WAY  
BEAVERTON, OR 97008  
(503) 644-6481

July 20, 1999

McMinnville Urban Area Management Commission  
McMinnville Urban Growth Boundary Steering Committee  
230 East 2nd  
McMinnville, OR 97128

Dear Committee Members.

I have been asked by the team leader of Willowbrook Properties, Jeff Bennett to summarize and address the items below regarding the analysis of the Willamette soil type:

- ✓ What is Willamette
- ✓ What is Woodburn
- ✓ How are they different
- ✓ Why is Willamette (Class I) and Woodburn (Class II)
- ✓ What Testing Protocol was followed:
  - Depth of Borings
  - What to look for
- ✓ What was observed
- ✓ ARCPACS Certification & Code of Ethics

**What is Willamette:** Willamette soils are deep well-drained soils formed in old water deposits (Alluvium). They have a dark silt loam surface and a silty clay loam subsoil. They have moderate permeability and a high fertility level. On slopes of less than 3%, they are in capability unit 1. They normally have no mottles or very few mottles within 60 inches from the surface. The Technical soil classification is – Fine-Silty, mixed, mesic Pacic Ultic Argixerolls

**What is Woodburn:** Woodburn soils are deep moderately well drained soils formed in old water deposits (Alluvium). They have a dark silt loam surface and a silt clay loam subsoil. They have moderate permeability and a high fertility level. On slopes of less than 7%, they are in capability unit II. They normally have a few mottles within 30 inches from the surface. The technical soil classification is – Fine-silty, mixed, mesic Aquultic Argixerolls

**How are they different:** The fundamental difference is drainage. Since they are very similar soils they must be examined to a depth of 60 inches to determine if mottles do occur and to determine the colors of the mottles with a Munsell color chart. Willamette soils often have a thicker dark surface layer than Woodburn soils.

7440 SW HYLAND WAY • BEAVERTON / OREGON • 97008  
PHONE: 503 644 6481

July 20, 1999

**Why is Willamette Class I and Woodburn class II:** The primary difference between the two soils is the drainage, Willamette is well drained, while Woodburn is moderately well drained and has mottles at 30" to 60" inches. By evaluating the core samples, one looks for mottles in the subsoil, this identifies the drainage characteristics of the soil.

**What Testing protocol did you follow:** The testing pattern I utilized is a Order 2 testing protocol. The current mapping submitted from the SCS is consistent with an Order 3. Samples were dug with a soil auger; this tool removes soil cores that are then evaluated as noted above.. Roughly, 100 borings were evaluated. Twenty of the samples were located in the reclassified Willamette soil, see attached map.

**What did you observe:** The samples indicate that the SCS map for Willamette series soil is overstated. The amount Willamette soils should be reduced to approximately 3.9 acres. This reclassification is due to mottling found at 30" to 60" depth. If anything, this representation is a very conservative report of the findings. For example, many of the samples in the 3.9 acres of class I soil contained mottles at the 30" to 60" depth level. By evaluating the mottling at the 30" through 60" level, it is clear that the soil meets the standard of Woodburn series.

**ARCPACS Certification & Code of Ethics:** Attached is my certification and the minimum core requirements for ARCPACS certification. Also attached is the ARCPACS code of ethics and standards that my findings and research meet. I have maintained this level of discipline and integrity throughout my career as a soil scientist, which includes 34 years of employment with the Soil Conservation Service, and Forest Service.

Thank you for your time.

Cordially,

Jack Parcell  
Certified Soil Scientist # 19574 CPSC

Attachments:



**ARCPACS**  
*A Federation of Certifying Boards in Agriculture,  
Biology, Earth and Environmental Sciences*

*certifies that*

*Jack (John) T. Parcell*

*Subscribes to the Code of Ethics and has met the requirements  
established for the certification of*

*Certified Professional Soil Classifier*

Certified—January 30, 1997  
Valid through December 31, 1999  
No. 19574



*Larry J. Tope*  
ARCPACS Council Chair  
*Chas. C. Tindall*  
ARCPACS Registrar

**Valid 1997**

ARCPACS is a membership service of the American Society of Agronomy

Minimum Core Requirement for ARCPACS Certification

	Area of Certification											
	Agronomist		Crop Scientist		Soil Specialist		Plant Pathologist		Horticulturist		Weed Science	
	Sem. hr.	Qtr. hr.	Sem. hr.	Qtr. hr.	Sem. hr.	Qtr. hr.	Sem. hr.	Qtr. hr.	Sem. hr.	Qtr. hr.	Sem. hr.	Qtr. hr.
I. Professional Core Courses												
Weed Science†											6	8
Plant Pathology‡							12	18				
Crop Production§					6	9					9	12
Introductory Horticulture									3	4		
Crop Sciences	6-9	9-13	15-18	23-27			6	9				
Crop Management¶												
Horticulture Crops#	6-9	9-13	6	9					12	16		
Pest Management/Plant Protection (Weed Sci., Plant Path., Entomology, Nematology, IPM, or aquatic courses)									6	9	6	8
Soil Sciences††	6-9	9-13	6	9	15	23			3	4	3	4
Plant Physiology									3	4		
Plant Biology‡‡											9	12
Biology (botany, microbiology)							12	18	3	4		
Chemistry§§							12	18	8	12	9	12
Genetics									3	4		
Additional—Professional Core Courses	6-9	9-13	0-3	0-4	3	5	6	9				
Total Professional Core	30	45	30	45	24	37	48	72	41	57	42	56
II. Supporting Core Courses												
Soil Sciences												
Biology (botany, microbiology)	10	15	12	18	6	9			3	5		
Chemistry (including one course in organic/biochemistry)	10	15	12	18	12	18						
Computer Applications	3	4										
Weed Science or Entomology												
Mathematics (college algebra or equiv. 1 sem. computer sci. accepted)	3	5	6	9	9	14	6	9	3	4		
Physics												
Physics, Geology, or Climatology	3	5			3	5	3	5				
Statistics	3	5			3	5	3	5				
Communications¶¶ (Speech and technical writing)	6	9	6	9	6	9	6	9	6	9		
Economics (may include agric. econ.)	6	9	6	9	3	5	3	5				
Engineering												
Geology												
Horticultural Specialization##												
Additional—Supporting Core Courses	7	11			3	5			6	9		

† To include Intro Weed Science and one of the following: advanced weed science, weed ecology, aquatic vegetation management, weed identification, biocontrol of pests, research methods in Weed Science, pesticides in soils, herbicide physiology, pesticide toxicology, weed science internship, or special problem.

‡ Three semester units of plant disease diagnosis or three semester units of plant disease control are required.

§ Production or management-oriented courses to include: agronomy, horticulture, forestry, range science, forages, turf, crop physiology, crop ecology, or limnology.

¶ Production-oriented courses to include field crop production, plant/crop physiology, crop science, and horticulture. Forestry and turf courses are limited to 6 semester hours.

# Horticulture crop courses such as vegetable crops, fruit crops, ornamental crops, greenhouse crops, foliage crops, floral crops, or plant propagation.

†† Soil Classifier requires 5 semester hours of soil science courses including soil genesis, morphology, classification, interpretation, and mapping.

‡‡ General botany or biology, anatomy, ecology, genetics, physiology, plant taxonomy, microbiology, or aquatic biology.

§§ General chemistry limited to 6 semester or 8 quarter hours; for Weed Science Certification, include one course in inorganic, organic, biochemistry, analytical, or water chemistry.

¶¶ Must include speech and technical writing beyond introductory college level English.

## Horticultural specialization courses such as breeding, turf management, plant nutrition, tropical hort. crops, nut crops, viticulture and/or small fruits, processing fruits and vegetables, plant identification, nursery management, landscape horticulture, arboriculture, post harvest horticulture.



# Code of Ethics

## Article I. Preamble

1. The privilege of professional practice imposes obligations of responsibility as well as professional knowledge. The ARCPACS program certifies the credentials of individuals through national certification boards and state certification boards. Registrants who enter into ARCPACS via national certification boards will receive the designation of Certified Professional. The ARCPACS program will only award the title of Certified Professional to individuals who have completed a BS, MS, or PhD degree and have met the experience requirements as set forth by the following Certification Boards: Agronomy, Crop Science, Soil Science, Plant Pathology, Horticulture, and Weed Science.
2. The ARCPACS program will award the title of Certified to individuals who meet the experience, testing requirements, and the continuing education requirements of the State Boards participating in the Certified Crop Adviser (CCA) program. The CCA program does not require college level education. However, college education will substitute for part of CCA work experience requirement as provided for in the CCA guidelines.
3. Certified Professionals and Certified Crop Advisers (hereafter called Registrants), at the request of a client or employer, must disclose the information used to gain certification. Registrants who knowingly misrepresent their credentials will face disciplinary action.

## Article II. Relation of Professional to the Public

1. A Registrant shall avoid and discourage sensational, exaggerated, and/or unwarranted statements that might induce participation in unsound enterprises.
2. A Registrant shall not give professional opinion or make a recommendation without being as thoroughly informed as might reasonably be expected considering the purpose for which the opinion or recommendation is desired, and the degree of completeness of information upon which the opinion is based should be made clear.
3. A Registrant shall not issue a false statement or false information even though directed to do so by employer or client.

## Article III. Relation of Professional to Employer and Client

1. A Registrant shall protect, to the fullest extent possible, the interest of his/her employer or client insofar as such interest is consistent with the law and professional obligations and ethics.
2. A Registrant who finds that obligations to their employer or client conflict with their professional obligation or ethics should work to have such objectionable conditions corrected.

3. A Registrant shall not use, directly or indirectly, an employer's or client's information in any way that would violate the confidence of the employer or client.
4. A Registrant retained by one client shall not accept, without the client's written consent, an engagement by another if the interests of the two are in any manner conflicting.
5. A Registrant who has made an investigation for any employer or client shall not seek to profit economically from the information gained, unless written permission to do so is granted or until it is clear that there can no longer be a conflict of interest with the original employer or client.
6. A Registrant shall not divulge information given in confidence.
7. A Registrant shall engage, or advise employer or client to engage, and cooperate with other experts and specialists.
8. A Registrant protects the interests of a client by recommending only products and services that are in the best interest of the client and public.
9. A Registrant protects his/her credibility by disclosing to clients how he/she will be compensated for providing recommendations to the client.

## Article IV. Relation of Professionals to Each Other

1. A Registrant shall not falsely or maliciously attempt to injure the reputation of another.
2. A Registrant shall freely give credit for work done by others, to whom the credit is due, and shall refrain from plagiarism of oral and written communications and shall not knowingly accept credit rightfully due another person.
3. A Registrant shall not use the advantage of public employment (i.e., university, government) to compete unfairly with other certified professions.
4. A Registrant shall endeavor to cooperate with others in the profession and encourage the ethical dissemination of technical knowledge.

## Article V. Duty to the Profession

1. A Registrant shall aid in exclusion from certification those who have not followed this Code of Ethics or who do not have the required education and experience.
2. A Registrant shall uphold this Code of Ethics by precept and example and encourage, by counsel and advice, other Registrants to do the same.
3. A Registrant having positive knowledge of deviation from this Code by another Registrant shall bring such deviation to the attention of the Board.

Approved by  
ARCPACS/ASA  
11/92



FIGURE 4.  
SOIL RECLASSIFICATION  
WILLOWBROOK PROPERTIES, LLC

Property Boundary  
Soil Mapping Unit

Air Photo Scale 1" = 580' (approx.)  
Jack Parcel for Willowbrook Properties, LLC  
June 1999

# **PROPOSED PLAN POLICY AMENDMENTS**

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The following amendments are proposed to the McMinnville Comprehensive Plan Policies, as contained in Volume II, Chapters IV (Economy of McMinnville); Chapter V, Housing and Residential Development; Chapter VI, Transportation System; and Chapter IX, Urbanization. New text is underlined; text to be deleted is indicated with a strikeout font.

## **CHAPTER IV ECONOMY OF McMINNVILLE**

- 21.01 *The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but is not limited to, redesignation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use.*
- 21.02 *The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.*
1. *The City shall coordinate economic development efforts with the Greater McMinnville Area Chamber of Commerce, McMinnville Industrial Promotions, McMinnville Downtown Association, Yamhill County, Oregon Economic and Community Development Department, and other appropriate groups.*
  2. *Economic development efforts shall identify specific high-wage target industries and ensure that adequately sized, serviced, and located sites exist within the McMinnville urban area for such industries.*
- 21.03 *The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses.*
- 21.04 *The City shall make infrastructure investments that support the economic development strategy a high priority, in order to attract high-wage employment.*

21.05 *Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.*

**GOAL IV 3: TO ENSURE COMMERCIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USE THROUGH UTILIZATION OF EXISTING COMMERCIALY DESIGNATED LANDS, THROUGH APPROPRIATELY LOCATING FUTURE NEIGHBORHOOD AND COMMUNITY SERVING COMMERCIAL LANDS, AND DISCOURAGING STRIP DEVELOPMENT.**

24.00 *The cluster development of commercial uses shall be encouraged rather than auto-oriented, strip development.*

*Locational Policies:*

24.50 *The location, type, and amount of commercial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis.*

27.00 *Neighborhood commercial uses will be allowed in designated "Neighborhood Activity Centers." These commercial uses will consist only of neighborhood-oriented businesses and will be located on collector or arterial streets. More intensive, large commercial uses will not be considered compatible with or be allowed in neighborhood commercial centers.*

28.01 *Neighborhood Activity Centers shall be located in the Grandhaven, Three Mile Lane, Southwest, and Northwest areas of McMinnville as shown on the McMinnville Comprehensive Plan Map. Neighborhood Activity Centers are further discussed in the Urbanization Element of the Comprehensive Plan and Chapter IX (Urbanization) of Volume II, Plan Policies.*

*Design Policies:*

31.00 *Commercial developments shall be designed in a manner which minimizes pedestrian/vehicle conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms.*

33.00 *Large parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside the commercial structures on hot days, thereby lessening the need for inside cooling.*

34.00 *The City of McMinnville shall develop and maintain guidelines concerning the size, placement, and type of signs in commercial areas.*

*Downtown Development Policies:*

36.00 *The City of McMinnville shall encourage a land use pattern ~~which~~ that:*

1. *Integrates residential, commercial and governmental activities in and around the core of the city;*
2. *Provides expansion room for commercial establishments and allows dense residential development;*
3. *Provides adequate parking areas;*
4. *Encourages vertical mixed commercial and residential uses; and*
5. *Provides for a safe and convenient auto-pedestrian traffic circulation pattern.*

37.00 *The City of McMinnville shall strongly support, through technical and financial assistance, the efforts of the McMinnville Downtown Steering Committee to implement those elements of Phase II of the "Downtown Improvement Plan" that are found proper, necessary and feasible by the City.*

41.00 *The City of McMinnville shall encourage the expansion of retail and other commercial enterprises east of the railroad tracks and north and south of Third Street consistent with the adopted "Downtown Improvement Plan."*

45.00 *The City of McMinnville shall study the feasibility of developing bicycle and pedestrian paths and/or lanes between residential areas and designated Neighborhood Activity Centers and between residential areas and Downtown McMinnville.*

*Proposals:*

## **INDUSTRIAL DEVELOPMENT**

- 49.01 *The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes ~~at~~ locations which have direct access to an arterial street without having to pass through residential neighborhoods.*
- 49.02 *Lands designated for industrial use shall be preserved for industrial and other compatible uses and protected from incompatible uses. Lands designated for industrial use should not be redesignated to other uses unless suitable replacement lands of similar size and locational attributes can be substituted. Commercial uses allowed within industrial zoned lands shall be limited to corporate offices and those which directly serve and support primary industrial uses.*
- 49.03 *In designating new industrial properties, and in redesignating properties to industrial zoning from other designations, the City shall work to provide employment opportunities in locations that are reasonably accessible to McMinnville residents, while minimizing the need to drive through existing or planned residential neighborhoods.*



**CHAPTER V  
HOUSING AND RESIDENTIAL  
DEVELOPMENT**

*61.00 The City of McMinnville shall monitor the conversion of lands to residential use to insure that adequate opportunities for development of all housing types are assured. Annual reports on the housing development pattern, housing density, and mix shall be prepared for city review.*

*68.00 The City of McMinnville shall encourage a compact form of urban development by directing residential growth close to the city center, to designated Neighborhood Activity Centers, and to those areas where urban services are already available before committing alternate areas to residential use.*

*Residential locational policies:*

*71.01 The City shall plan for development of the property located on the west side of the City that is outside of designated Neighborhood Activity Centers or planned or existing transit corridors (500 feet either side of the route) to be limited to a density of six units per acre. In order to provide for higher density housing on the west side, sewer density allowances or trade-offs shall be allowed and encouraged.*

- A. It will be the obligation of the City Planning Director and the City Engineer to determine whether or not the density of each proposed development can exceed six units per acre. School property, floodplain, and parklands will not be included in the density calculations.*
- B. For those developments which have less than six units per acre, the differences between the actual density of the development and the allowed density (six units per acre) may be used as an additional density allowance by other property which is located in the same immediate sewer service area, provided that no peak loading effect would occur which would cause overloading of particular line design capacity, and provided that the zone change application is processed under the provisions of Chapter 17.51 of the zoning ordinance.*
- C. The City will monitor development on the west side of McMinnville to determine which property is available for development at increased densities.*
- D. In no case will a residential development of a higher density than six units per acre be approved if, by allowing the development, some other undeveloped property (which is not included in the*

*application, but which is within the above- mentioned sewer service area) would be caused to develop at less than six units per acre because of lack of sewer capacity.*

- E. Applications for multiple-family zone changes will be considered in relation to the above factors, e.g., sewer line capacity and dispersal of units. In addition, requests for zone changes to multiple-family shall consider those factors set forth in Section 17.72.035 (zone change criteria) of the zoning ordinance. (as amended by Ord. 4218, Nov. 23, 1985) and the locational policies contained in Volume I of the McMinnville Comprehensive Plan.*

*71.06 Low Density Residential Development (R-1 and R-2) Low-density residential development should be limited to the following:*

- 1. Areas which are committed to low density development and shown on the buildable lands inventory as “developed” land;*
- 2. Areas where street facilities are limited to-collector and local streets;*
- 3. Areas with mapped development limitations such as steep slopes, floodplains, stream corridors, natural drainageways and wetlands; and*
- 4. Areas with limited capacity for development identified in approved facility master plans, including sanitary sewer, water, drainage and transportation facilities.*

*71.07 The R-1 zoning designation shall be applied to limited areas within the McMinnville urban growth boundary. These include:*

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

71.08 *Slightly higher densities (R-2) should be permitted on lands that exhibit the above listed characteristics (Policy 71.06), and following factors or areas:*

- 1. The capacity of facilities and services;*
- 2. Within one mile of existing or planned transit;*
- 3. Lower sloped areas within the West Hills;*
- 4. Riverside South area (lands more than 500 feet from planned and existing heavy industrial lands);*
- 5. Proximity to jobs, commercial areas and public facilities and services should be zoned for smaller lots; and*
- 6. Proximity to and potential impact upon identified floodplains, and other environmentally sensitive areas (higher the potential impact, the lower the allowed density).*

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

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

7. *Areas within one-quarter mile from a designated neighborhood activity or focus area.*

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

1. *The density of development in areas historically zoned for medium density development;*
2. *The topography and natural features of the area and the degree of possible buffering from established low density residential areas;*
3. *The capacity of the services;*
4. *The distance to existing or planned public transit;*
5. *The distance to neighborhood or general commercial centers; and*
6. *The distance from public open space.*

71.11 *High-Density Residential (R-5) - High-density residential contains housing at densities of anywhere from 8 to 30 units per acre, depending on where the high-density dwellings are located (the highest densities being in the downtown commercial core). Typical uses include townhouses, condominiums, and apartments.*

71.12 *Lands zoned R-5 should be located in Neighborhood Activity Centers or within existing or planned transit corridors. In addition, it should be dispersed equally, to the extent possible, to the different activity centers to minimize unduly loading any one neighborhood or area of the city with such housing. This is consistent with the City's current multi-family housing policy that was born from the concerns regarding the proliferation of such housing in the Brockwood Hills area.*

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

1. *Areas which are not committed to low or medium density development;*
2. *Areas which can be buffered by topography, landscaping, collector or arterial streets, or intervening land uses from low*

*density residential areas in order to maximize the privacy of established low density residential areas;*

- 3. Areas which have direct access from a major collector or arterial street;*
- 4. Areas which are not subject to development limitations;*
- 5. Areas where the existing facilities have the capacity for additional development;*
- 6. Areas within a 1,000-foot wide corridor centered on existing or planned public transit routes;*
- 7. Areas within one-eighth mile from neighborhood and general commercial shopping centers or designated activity center; and*
- 8. Areas adjacent to either private or public permanent open space.*

*79.00 The density allowed for residential developments shall be contingent on the zoning classification, the topographical features of the property, and the capacities and availability of public services including but not limited to sewer and water. Where densities are determined to be less than that allowed under the zoning classification, the allowed density shall be set through adopted clear and objective code standards enumerating the reason for the limitations, or shall be applied to the specific area through a planned development overlay. Densities greater than those allowed by the zoning classification may be allowed through the planned development process or where specifically provided in the zoning ordinance or by plan policy.*

*80.00 In proposed residential developments, distinctive or unique natural features such as wooded areas, isolated preservable trees, and drainage swales shall be preserved wherever feasible.*

*84.00 Multiple-family, low-cost housing (subsidized) shall be dispersed throughout the community by appropriate zoning and in Activity Centers to avoid inundating any one area with a concentration of this type of housing.*

*86.00 Dispersal of new multiple-family housing development will be encouraged throughout the residentially designated area in the City to avoid a*

- concentration of people, traffic congestion, and noise. The dispersal policy will not apply to areas on the fringes of the downtown "core", in Activity Centers, and surrounding Linfield College where multiple-family developments shall still be allowed in properly designated areas.*
- 89.00 *Zoning standards shall require that all multiple-family housing developments provide landscaped grounds.*
- 90.00 *Greater residential densities shall be encouraged to locate within neighborhood activity centers and the corridors that connect them with densities decreasing as distances increase from these larger traffic capacity roads.*
- 92.01 *High-density housing shall not be located in undesirable places such as near railroad lines, heavy industrial uses, or other potential nuisance areas unless design factors are included to buffer the development from the incompatible use.*
- 92.02 *High-density housing developments shall, as far as possible, locate within reasonable walking distance to shopping, schools, and parks, or have access, if possible to public transportation.*
- 92.03 *Housing developments for the elderly shall, as far as possible, locate near community centers, parks, and shopping areas, or where transportation services can be provided to enable access to these activity areas.*

*Manufactured Home Development Policies:*

- 93.00 *Manufactured home subdivisions shall be allowed as outright uses in the R-1, R-2, R-3, and R-4 residential zones. These subdivisions shall develop according to the requirements and standards contained in the mobile home development ordinance.*
- 94.00 *Manufactured home subdivisions that allow individual ownership of lots shall be encouraged.*
- 95.00 *Manufactured home parks shall be allowed as outright uses in some residential and commercial zones. These parks shall develop according to the requirements and standards set by the City and State in the mobile home development ordinance.*
- 96.00 *Manufactured home developments that cater to a variety of lifestyles, including families, couples and singles, will be encouraged.*

- 97.00 *Manufactured home development standards shall seek to integrate mobile homes with surrounding uses in residential zones and to adequately buffer mobile homes from surrounding uses in commercial zones.*
- 98.00 *Manufactured home developments shall not be located, as far as possible, in undesirable places such as near railroad lines, heavy industrial uses, or other potential nuisance areas unless design factors are included to buffer the development from the incompatible use.*
- 99.00 *An adequate level of urban services shall be provided prior to or concurrent with all proposed residential development, as specified in the acknowledged Public Facilities Plan. Services shall include, but not be limited to: [ . . . ]*

**CHAPTER VI  
TRANSPORTATION SYSTEM**

*112.10 The City of McMinnville shall strongly encourage the State of Oregon, the Public Utility Commission, and the Willamette and Pacific Transportation Company to retain railroad rights-of-way in those instances where the tracks are no longer used for rail transport. Such retention may provide for future light rail transport, park systems, hiking, and bicycle trails.*

Proposals:

*14.00 Insure that residential and commercial uses do not encroach on existing and planned rail facilities and vice versa.*

*132.15 The City of McMinnville shall require that all new residential developments such as subdivisions, planned unit developments, apartment and condominium complexes provide pedestrian connections with adjacent neighborhoods and neighborhood activity centers.*



## ***PARKS AND RECREATION***

*159.00 The City of McMinnville’s “Parks, Recreation, and Open Space Master Plan” shall serve to identify future needs of the community, available resource, funding alternatives, and priority projects.*

*170.05 For purposes of projecting future park and open space needs, the standards as contained in the adopted McMinnville parks, recreation, and open space master plan” shall be used.*

*170.06 The City shall encourage the siting of parks and public spaces in or adjacent to neighborhood activity centers.*

**GOAL IX 1: TO PROVIDE ADEQUATE LANDS TO SERVICE THE NEEDS OF THE PROJECTED POPULATION TO THE YEAR 2023, AND TO ENSURE THE CONVERSION OF THESE LANDS IN AN ORDERLY, TIMELY MANNER TO URBAN USES.**

***URBAN GROWTH BOUNDARY***

*182.00 Amendments to the Urban Growth Boundary may be considered periodically. The City of McMinnville and Yamhill County shall consider amendments to the boundary based on the following criteria and other applicable State requirements: [ . . . ]*

***LAND USE DEVELOPMENT TOOLS***

*186.00 The City of McMinnville shall place planned development-overlays on areas of special significance identified in Volume I of the McMinnville Comprehensive Plan. Those overlays shall set forth the specific conditions for development of the affected properties. Areas of significance identified in the plan shall include but not limited to:*

- 1. Three Mile Lane (north and south).*
- 2. Barber property.*
- 3. West Hills area.*
- 4. Commercial areas at the northern and southern entrances to the city.*
- 5. New Industrial areas, certain existing industrial areas*
- 6. Neighborhood Activity Centers*

## **NEIGHBORHOOD ACTIVITY CENTERS**

**GOAL: NEIGHBORHOOD ACTIVITY CENTERS ARE CRITICAL ELEMENTS OF THE CITY'S FUTURE GROWTH MANAGEMENT AND LAND USE PLAN. NEIGHBORHOOD ACTIVITY CENTERS PROVIDE SHOPPING, SERVICES, RECREATION, HIGH-DENSITY HOUSING, AND OFFICE AND INSTITUTIONAL FACILITIES NEEDED TO SUPPORT THE NEIGHBORHOOD OR URBAN AREA.**

Policies:

*188.00 Neighborhood activity centers shall include the following types and mix of land uses:*

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

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

Commercial:

- *Grocery store*
- *Pharmacy*
- *Video rental*
- *Bakery*
- *Neighborhood restaurant*

Office:

- *Small-scale medical/dental practice*
- *Insurance agency*
- *Law firm*

Residential:

- *High-density housing*
- *Second-floor housing (over commercial business)*

Public/Institutional:

- *Elementary school*
- *Church*
- *Post office*
- *Neighborhood park or plaza*

- 188.02      *The following uses should be avoided in a neighborhood activity center:*
- *Uses considered noxious when located next to a residential neighborhood*
  - *Large retailers, discount stores*
  - *Warehousing, manufacturing, and other industrial uses*
  - *Establishments that do not serve the surrounding neighborhood*

***Neighborhood Activity Center Locational Criteria Policies:***

- 188.03      *Neighborhood activity centers shall be located and arranged according to the following guidelines:*

Minimum Separation from other Neighborhood Activity Centers:	0.75 to 1 miles
Minimum Separation from Downtown McMinnville:	1 - 1.5 miles
Maximum distance that nonresidential uses may radiate outwards from the center of the activity center (along streets):	600-700 ft. (about 1/8 mi.)
Maximum distance away from edge of Focus Area that high-density housing (a part of the Support Area) should be located:	1/8 mi.
Maximum distance away from edge of Focus Area that medium-density housing (a part of the Support Area) should be located:	¼ mi.

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

***Neighborhood Activity Center Site Area and Development Size and Intensity Policies:***

*188.05 The size of a Neighborhood Activity Center, and the allocation of land area and building space between different uses in the activity center, should fall around these ranges:*

	<b>Average Area</b>
Combined focus and support areas	28 to 70 acres
Support Area	20 to 40 acres
Focus Area, Acreage	
focus area total acreage	8 to 30 acres
focus area, commercial portion	5 to 10 acres
focus area, office portion	2.5 to 10 acres
focus area, institutional portion	1 to 10 acres
focus area, public space (park, plaza)	0.10 to 0.25 acre
Focus Area, Floor Space	
total retail floor space, acceptable range	50,000 to 100,000 sq. ft.
total office floor space, acceptable range	25,000 to 100,000 sq. ft.
total institutional floor space, acceptable range	2,500 to 25,000 sq. ft.
max. size of largest non-grocery retailer	10,000 to 30,000 sq. ft.
max. size of grocery/supermarket	40,000 to 50,000 sq. ft.

- 188.06 *Residential densities in the focus area or portions of the support area adjacent to it should be between 8 to 16 dwelling units per net acre. These density ranges are generally appropriate for attached single-family housing or apartments.*
- 188.07 *Densities in the support area should transition to between 4 - 8 dwelling units per net acre at the outer edge of the support area -- appropriate for commonwall homes, duplexes, and small lot single-family detached homes.*

**Northwest McMinnville Neighborhood and Activity Center Policies:**

- 188.08 *The activity center for this proposed neighborhood shall be located at the southeast corner of Hill Road and Baker Creek Road intersection, and stretch south to the northern edge of the McMinnville School District’s property.*
- 188.09 *Commercial use should be limited to no more than 10 acres.*
- 188.10 *The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.*
- 188.11 *Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.*
- 188.12 *The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Baker Creek Road.*
- 188.13 *Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Baker Creek Road, and to provide transition from multi-family housing to low density residential development.*
- 188.14 *Low-density residential development should be limited to areas immediately adjacent to Michelbook (transition to existing low density residential development), adjacent to Baker Creek and Cozine Creek (environmentally sensitive areas), and opposite farmland.*
- 188.15 *A community park should be located adjacent to the proposed elementary school site and, to the extent possible, incorporate identified wetland corridors to connect to other residential neighborhoods to the east. In addition, it should link directly to the Westside Bike and*

*Pedestrian corridor that traverses the area. Other lands within this Activity Center neighborhood should be acquired for completion of the Westside Bike and Pedestrian corridor and adjacent to the man-made pond situated in the northern portion of this area.*

**Grandhaven Neighborhood and Activity Center Policies:**

- 188.16 *The Activity Center shall be located adjacent to the existing and planned public schools. The City should encourage institutional uses (branch library, satellite fire station, or similar uses) to locate here. The center should be limited in size to no more than 10 acres.*
- 188.17 *Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.*
- 188.18 *The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.*
- 188.19 *The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and along McDaniel Lane.*
- 188.20 *Medium density residential development should be encouraged outside of the activity center adjacent to Hembree Street, McDaniel Lane, McDonald Lane, or Newby Street, and as necessary to provide transition from multi-family housing to low density residential development.*
- 188.21 *Low-density residential development should be limited to areas immediately adjacent to Baker Creek and the North Yamhill River (environmentally sensitive areas).*
- 188.22 *A neighborhood park should be located adjacent to the proposed middle school site and, to the extent possible, incorporate or connect to the activity center.*
- 188.23 *The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to Baker Creek and the North Yamhill River. An easterly extension of this corridor connecting it to the activity center is also encouraged.*

***Three Mile Lane Neighborhood and Activity Center Policies:***

- 188.24      *The Activity Center shall be located south of the existing medical office complex and west of Norton Lane. The center should be limited in size to no more than 10 acres, and uses should be limited to those that cater to the needs of the neighboring residents.*
- 188.25      *Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.*
- 188.26      *The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.*
- 188.27      *The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and other commercial areas.*
- 188.28      *Medium density residential development should be encouraged adjacent to multi-family housing.*
- 188.29      *Low-density residential development should be limited to areas immediately adjacent to the South Yamhill River (environmentally sensitive areas) and existing Lawson Lane residential area.*
- 188.30      *The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to the South Yamhill River that provides connection to other McMinnville neighborhoods and the Three Mile Lane commercial activity center.*
- 188.31      *A neighborhood park should be located adjacent to the South Yamhill River. In addition, the City should acquire land adjacent to the river as necessary to create a recreation trail that would provide connection to other McMinnville neighborhoods and the Three Mile Lane activity center.*

***Southwest McMinnville Neighborhood and Activity Center Policies:***

- 188.32      *The Activity Center should be located to the east of Hill Road and on the north and/or south side(s) of the intersection of Hill Road and the westerly extension of Mitchell Drive. The center should be limited in size to no*



*more than 10 acres, and uses should be limited to those that cater to the needs of the neighboring residents.*

- 188.33 *Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.*
- 188.34 *The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.*
- 188.35 *Consistent with the adopted Parks, Recreation and Open Space Master Plan, a neighborhood park should be located within the central portion of the sub-area to serve nearby residential areas. The wetland areas should be incorporated into the park, as practical.*
- 188.36 *The City should acquire land adjacent to both of the Cozine Creek floodplain areas as necessary to create recreation trails that would provide connections between Old Sheridan Road and Hill Road and provide increased accessibility to the Activity Center and Cypress Street and the Southwest Community Park currently under development.*
- 188.37 *The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Mitchell Drive.*
- 188.38 *Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Mitchell Drive, and Old Sheridan Road and to provide transition from multi-family housing to low density residential development.*
- 188.39 *Low-density residential development should be limited to areas immediately adjacent to the Cozine Creek floodway in the northeast corner of the sub-area, and opposite farmland.*

## ACCESSORY DWELLING UNIT

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Proposal Summary: Amend the R-1, R-2, R-3, and R-4 zones to allow “accessory dwelling unit” as a permitted use subject to certain design and use conditions. Also, add a definition for such use to the zoning ordinance.

### Zoning Ordinance Amendment:

- Amend Chapter 17.06, Definitions, by adding the following:

17.06.028 Accessory Dwelling Unit. “Accessory dwelling unit” means a secondary, self-contained single-family dwelling that may be allowed only in conjunction with a detached single-family dwelling. An accessory dwelling unit is subordinate in size, location, and appearance to the primary detached single-family dwelling. An accessory dwelling unit generally has its own outside entrance and always has a separate kitchen, bathroom and sleeping area. An accessory dwelling may be located within, attached to or detached from the primary single-family dwelling.

- Amend the R-1, Single-Family Residential Zone, Chapter 17.12 of the McMinnville Zoning Ordinance, to read as follows (Sections that follow will be renumbered accordingly):

### 17.12.010 Permitted uses

D. Accessory dwelling unit (ADU) subject to the following standards:

1. The accessory dwelling unit may be established by:
  - a. Conversion of an attic, basement, or garage or any other portion of the primary dwelling;
  - b. Adding floor area to the primary dwelling, including a second story; or
  - c. Construction of a detached accessory dwelling unit on a lot with a primary single-family dwelling.
2. The square footage of the accessory dwelling shall not exceed 40 percent of the primary dwelling exclusive of the garage, or 800 square feet, whichever is less. The minimum area shall not be less than 300 square feet.
3. The accessory dwelling shall meet all applicable standards of this zone including, but not limited to, setbacks, height, and building codes in effect at the time of construction.
4. The structure’s appearance, including siding, roofing, materials, and color shall coincide with that used on the primary dwelling unit.
5. One additional off-street parking space shall be provided (in addition to any off-street parking required for other uses on the same parcel or lot).

6. The accessory dwelling unit must have independent services that include but are not limited to water, sewer, and electricity.
7. Not more than one accessory dwelling unit shall be allowed per lot or parcel.
8. The accessory dwelling unit shall contain a kitchen, bathroom, living, and sleeping area that are completely independent from the primary dwelling.
9. The property owner shall reside on site within the primary dwelling unit.
10. Manufactured homes, recreational vehicles, motor vehicles, travel trailers and all other forms of towable or manufactured structures shall not be used as an accessory dwelling unit.

- Amend the R-2, Single-Family Residential Zone, Chapter 17.15 of the McMinnville Zoning Ordinance, to read as follows (Sections that follow will be renumbered accordingly):

17.15.010 Permitted uses

D. Accessory dwelling unit, subject to the requirements of 17.12.010(D).

- Amend the R-3, Two-Family Residential Zone, Chapter 17.18 of the McMinnville Zoning Ordinance, to read as follows (Sections that follow will be renumbered accordingly):

17.18.010 Permitted uses

D. Accessory dwelling unit, subject to the requirements of 17.12.010(D).

- Amend the R-4, Multiple-Family Residential Zone, Chapter 17.21 of the McMinnville Zoning Ordinance, to read as follows (Sections that follow will be renumbered accordingly):

17.21.010 Permitted uses

D. Accessory dwelling unit, subject to the requirements of 17.12.010(D).

## **MULTIPLE-FAMILY DEVELOPMENT IN THE GENERAL COMMERCIAL ZONE**

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Proposal Summary: Amend the C-3 zone to allow multiple-family development only above the ground floor thereby preserving the ground floor for non-residential uses.

Zoning Ordinance Amendment:

Amend Chapter 17.33.010, Permitted Uses, to read as follows:

[...] (3). "Multiple-family dwelling above ground-floor non-residential use(s) and subject to the provisions of the R-4 zone.

## **NEIGHBORHOOD ACTIVITY CENTER**

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Proposal Summary: Amend the McMinnville Comprehensive Plan by adopting a “Neighborhood Activity Center Planned Development Overlay Ordinance” that would be applied to lands inside the current and expanded urban growth boundary. Also, amend the McMinnville zoning ordinance by adding a definition for such use.

Comprehensive Plan Amendment:

See attached draft “Neighborhood Activity Center Planned Development Overlay Ordinance.”

Zoning Ordinance Amendment:

”Amend Chapter 17.06, Definitions, by adding the following:

17.06.425 Neighborhood Activity Center. “Neighborhood Activity Center” means a physically and aesthetically unified area, where all elements and land uses are designed to function as an integrated whole (rather than as a series of unconnected, unrelated developments). Neighborhood Activity Centers consist of commercial, institutional, and office uses needed to support a specified geographic area. These centers also include high- and medium-density residential uses for the population that supports non-residential uses.

# NEIGHBORHOOD ACTIVITY CENTER PLANNED DEVELOPMENT ORDINANCE

## **Section 1. Purpose**

The purpose of the Neighborhood Activity Center Planned Development Overlay is to enable the development of lands in areas designated as activity centers on the McMinnville Comprehensive Plan Map into fully integrated, high quality, mixed-use pedestrian oriented neighborhoods. The intent is to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation. Its provisions adapt urban conventions that were normal in the United States from colonial times until the 1940's and historically were based on the following design principles:

- All neighborhoods have identifiable centers and edges.
- All lots within the neighborhood are readily accessible to retail and recreation by non-vehicular means (a distance not greater than 1/4 mile).
- Uses and housing types are mixed and in close proximity to one another.
- Street networks are interconnected and blocks are small.
- Civic buildings are given prominent sites throughout the neighborhood.

## **Section 2. Applicability/Location**

The Neighborhood Activity Center Planned Development Overlay that is created and implemented by this ordinance shall be placed over the areas described by the map in Exhibit "A", and as follows:

- Grandhaven
- Northwest McMinnville
- Three Mile Lane
- Southwest McMinnville

**Section 3. Notation on Zoning and Comprehensive Plan Maps.** An activity center overlay district is applied only to the area or logically extended area or portion thereof of a site designated as an activity center on the McMinnville Comprehensive Plan Map and the McMinnville Zoning Map.

**Section 4. Policies and Procedures.** The following policies and procedures shall apply to lands within designated Neighborhood Activity Centers:

- A. The Neighborhood Activity Center (NAC) is intended to facilitate the development of an activity center at the neighborhood scale. Neighborhoods are contiguous areas, generally containing approximately 600 to 1500

dwellings, or approximately 1500 to 3500 people. The NAC should contain facilities vital to the day-to-day activity of a neighborhood (e.g., grocery, drug store, church, service station) located in close proximity to one another. The NAC should contain the neighborhood's highest-density housing and be located to link pedestrian between the two areas.

- B. Approval of an Activity Center Concept Plan and/or development plan is required prior to any development or redevelopment within these overlay areas. At a minimum, a required concept plan shall encompass the entire land area within a designated activity center quadrant that is proposed for development. For purposes of this ordinance, a "designated activity center quadrant" is bounded on two sides by public roadways or includes a boundary based on property that logically can be integrated into a comprehensive plan due to access, utilities, and other similar items. The specific boundaries of the activity center shall be reviewed with City staff to determine an appropriate boundary.
- a. An Activity Center Concept Plan is a conceptual document that addresses the general density, mix of uses, and development patterns within an activity center. They are less detailed than the development plans required for full site plan or subdivision review. The intent is to provide sufficient information to determine consistency with the land use plan and this ordinance. An Activity Center Concept Plan shall, at a minimum, include the following:
    - i. Size and location of the land proposed for development as all or part of an activity center;
    - ii. Proposed gross density of the activity center included the maximum number of units and square footage of uses;
    - iii. A general concept plan showing major and minor transportation corridors and pedestrian linkages throughout including appropriate linkages between uses; and
    - iv. Uses proposed for the activity center, including approximate total percentages of land area and general locations devoted to residential, office, commercial, and institutional uses. The Plan should show how the mixing of uses is being achieved.
    - v. Information on how the plan meets the requirements of this ordinance and the applicable McMinnville Comprehensive Plan policies and other implementing ordinances.
- C. Approval of an Activity Center concept plan shall be based upon compliance with the following criteria where deemed appropriate (i.e., it may not be practical for some existing or partially built activity centers to achieve certain design standards). The guidelines under each criterion must be used to satisfy the criterion, or the applicant may propose an alternative approach, as approved by the City, that better achieves the intent of the guidelines.

- d. Plan Consistency: The concept plan has been prepared consistent with the requirements of this ordinance;
- e. Compact Development: The site layout is compact, and enables future intensification of development and changes in land use over time.
  - i. Guidelines:
    - 1. Opportunities for shared parking are utilized in the proposal; and
    - 2. If the site contains more than one use, the site layout clusters buildings on the site to promote linked trips. A cluster is a group of buildings that are attached, oriented on adjacent street corners, or are close together such that a pedestrian need not walk across more than one double-loaded row of parking (not inclusive of sidewalks, pathways, landscaping, plazas, and other pedestrian facilities) between building entrances; or
    - 3. The proposal contains an equally good or superior way to achieve the above criterion.
- f. Mixed Land Use: Where appropriate, land uses are mixed on-site or are mixed in combination with adjacent uses (existing or planned); the combining of land uses should promote easy access among stores and services by pedestrians.
  - i. Guidelines:
    - 1. The proposal is a “mixed-use” development or contributes to a mixed-use district. For the purposes of this ordinance, “mixed-use” means a combination of residential and commercial/industrial/civic uses, arranged vertically (in multiple stories of buildings) or horizontally (adjacent to one another); or
    - 2. The proposal is designed in such a way that it is well integrated with adjacent land uses. “Integrated” means that uses are within a comfortable walking distance (1/8 mile) and are connected to each other with direct, convenient and attractive sidewalks and/or pathways; or
    - 3. The existing and planned land uses on, or in the vicinity of, the site make it impracticable to meet Guideline A or B; or
    - 4. The proposal contains an equally good or superior way to achieve the above criterion.
- g. Pedestrian Access, Safety and Comfort: All portions of the development are accessible by a direct, convenient, attractive,



safe, and comfortable system of pedestrian facilities, and the development provides appropriate pedestrian amenities. The design of buildings supports a safe and attractive pedestrian environment.

i. Guidelines:

1. Commercial building(s) shall have at least one primary entrance facing *abutting* streets, or the primary entrance is directly accessed by a public
2. In any zone, pedestrian facilities, as described below, connect the development to adjacent land uses and provide connections through the development to the public street right-of-way;
3. Sidewalks and/or plazas are provided with weather protection (*e.g.*, awnings/canopies), and a street furnishing zone on both sides of every public and private street. Appropriate pedestrian amenities (*e.g.*, street tree well cut-outs, and space for outdoor seating, bus waiting areas, trash cans, newspaper vending machines, mail boxes, sidewalk displays, public art, etc.), are provided in the street furnishing zone; and
4. Parking and vehicle drives are located away from building entrances, and not between a building entrance and the street, except as may be allowed when a direct pedestrian connection is provided from the sidewalk to the building entrance;
5. Surface parking is oriented behind or to the side of a building when possible and shall be screened from the sidewalk by low walls, fences or hedges;
6. Landscape buffering is provided between parking lots and all adjacent sidewalks; or
7. The proposal contains an equally good or superior way to achieve the above criterion.

h. Street Connections: The development is part of a connected street system that serves vehicles, pedestrians and bicycles.

i. Guidelines:

1. Public or private streets connect the development to adjacent neighborhoods;
2. No block face shall have a length greater than 500 feet without a dedicated alley or pathway providing through access;
3. The long axis of the street shall have appropriate termination with either a public monument, specifically designed building facade, or a gateway to the ensuing space;

4. Public streets are preferred over private streets to accommodate through traffic; and
  5. The proposal implements all planned street connections, as designated by the City's Master *Plan*;  
or
  6. The proposal contains an equally good or superior way to achieve the above criterion.
- i. Parking and Land Use Efficiency: All of the following methods are used whenever possible to minimize the amount of land developed as surface parking.
- i. Guidelines:
    1. *Shared Parking*. "Shared parking" means that multiple uses share one or more parking facilities. Parking demands must "peak" during different times of the day.
    2. *Credit for on-street parking*. The amount of required off-street parking shall be reduced by one off-street parking space for every on-street parking space adjacent to the development. On-street parking shall follow the established configuration of existing on-street parking, subject to City standards, except that angled parking may be allowed for some streets, as approved by the City. The configuration of the on-street parking and allowable credit toward off-street parking requirements shall be addressed during site/design review. The City shall maintain a written record of credits granted per each use;
    3. *Reduce or waive minimum off-street parking standards*. The applicant may request a reduction to or waiver of parking standards based on a parking impact study. The study allows the applicant to propose a reduced parking standard based on estimated peak use, reductions due to easy pedestrian accessibility; availability of transit service; and adjacent on-street parking. The parking study is subject to review and approval or modification by the City;
    4. *Maximum parking ratio*. Surface parking shall not exceed 110% of the minimum parking requirement for the subject land use(s). Exemptions to the standard can be approved through site/design review for developments that provide parking structures, shared parking, valet parking spaces, market rate parking, or similarly managed parking facilities;

j. Creating and Protecting Public Spaces: The proposal provides usable public space, and recognizes and responds appropriately to existing or planned public spaces (e.g., parks, civic buildings and spaces, transit stops, sidewalks, plazas, and similar spaces). Public spaces are “public” when they are within view of a street or other public space, accessible by pedestrians, and can be occupied by people. All developments shall meet or exceed the following guidelines.

i. Guidelines:

1. The development does not diminish the safety, function, comfort or attraction of an existing public space, as described in 1-4, below.
  - i. “Safety” means both pedestrian safety near vehicles, and safety related to crime prevention; and
  - ii. The “function” of a public space may include transportation, in the case of the sidewalk; recreation and socialization, in the case of a plaza or park; and
  - iii. “Comfort” means the ability of a public space to reasonably accommodate expected uses; and
  - iv. “Attraction” relates to the reason people use the public space; and/or
2. The proposal contains an equally good or superior way to achieve the above criterion. A superior design may enhance an existing public space and/or create a superior public space(s).

k. Human Scaled Building Design: Building facades are designed to a human-scale, for aesthetic appeal, pedestrian comfort, and compatibility with the design character of the neighborhood.

i. Guidelines:

1. Existing architectural character of the neighborhood/district, which may or may not be an appropriate guide for new development or redevelopment;
2. The continuity of the building sizes;
3. How the street-level and upper-level architectural detailing is treated;
4. Roof forms;
5. Rhythm of windows and doors; and
6. General relationship of buildings to public spaces such as streets, plazas, other open space, and public parking.

- I. General Use and Design Standards. The proposal complies with the following guidelines:
  - i. Guidelines:
    1. The entire Activity Center land area shall be divided into blocks, streets, and lots and optional open space areas.
    2. Similar land categories shall generally front across streets. Dissimilar categories shall abut at rear lot lines. Corner lots which front on streets of dissimilar use shall be set back the same as the adjacent use with the lesser setback.
    3. Any commercial use which encourages patrons to remain in their automobiles while receiving goods or services, except service stations and banks; storage or warehousing facilities; auto sales; or retail uses that exceed 10,000 square feet in size (except grocery stores, which may be a maximum of 50,000 square feet in size) shall be prohibited. All commercial uses shall be conducted within complete enclosed buildings unless otherwise specified.
    4. All streets shall terminate at other streets within the neighborhood and connect to existing and projected through streets outside the development.

D. In addition to the above listed criteria and guidelines, development shall be consistent with the following requirements specific to each Neighborhood Activity Center:

- a. Northwest McMinnville Neighborhood Activity Center
  - i. Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
  - ii. The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
  - iii. The Activity Center should be located to the south and east of the Baker Creek Road and Hill Road intersection. Commercial use should be limited to no more than 10 acres.

- iv. A community park should be located adjacent to the proposed elementary school site and, to the extent possible, incorporate identified wetland corridors to connect to other residential neighborhoods to the east. In addition, it should link directly to the Westside Bike and Pedestrian corridor that traverses the area. Other lands within this Activity Center neighborhood should be acquired for completion of the Westside Bike and Pedestrian corridor and adjacent to the man-made pond situated in the northern portion of this area (not part of the parkland allocation).
- v. The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Baker Creek Road.
- vi. Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Baker Creek Road, and to provide transition from multi-family housing to low density residential development.
- vii. Low-density residential development should be limited to areas immediately adjacent to Michelbook (transition to existing low density residential development), adjacent to Baker Creek and Cozine Creek (environmentally sensitive areas), and opposite farmland.

b. Grandhaven Neighborhood Activity Center

- i. Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- ii. The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- iii. The Activity Center should be located adjacent to the existing and planned public schools. The City should encourage institutional uses (branch library, satellite fire station, or similar uses) to locate here. The center should be limited in size to no more than 10 acres.

- iv. A neighborhood park should be located adjacent to the proposed middle school site and, to the extent possible, incorporate or connect to the activity center.
- v. The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and along McDaniel Lane.
- vi. Medium density residential development should be encouraged outside of the activity center adjacent to Hembree Street, McDaniel Lane, McDonald Lane, or Newby Street, and as necessary to provide transition from multi-family housing to low density residential development.
- vii. Low-density residential development should be limited to areas immediately adjacent to Baker Creek and the North Yamhill River (environmentally sensitive areas).
- viii. The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to Baker Creek and the North Yamhill River. An easterly extension of this corridor connecting it to the activity center is also encouraged.

c. Three Mile Lane Neighborhood Activity Center

- i. Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- ii. The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- iii. The Activity Center should be located south of the existing medical office complex and west of Norton Lane. The center should be limited in size to no more than 10 acres, and uses should be limited to those that cater to the needs of the neighboring residents.
- iv. A neighborhood park should be located adjacent to the South Yamhill River. In addition, the City should acquire land adjacent to the river as necessary to create a recreation

trail that would provide connection to other McMinnville neighborhoods and the Three Mile Lane activity center.

- v. The location of multi-family housing should be limited to locations adjacent to the commercial activity center, parkland, and other commercial areas.
- vi. Medium density residential development should be encouraged adjacent to multi-family housing.
- vii. Low-density residential development should be limited to areas immediately adjacent to the South Yamhill River (environmentally sensitive areas) and existing Lawson Lane residential area.
- viii. The City should be proactive in acquiring land necessary to provide a recreation trail corridor adjacent to the South Yamhill River that provides connection to other McMinnville neighborhoods and the Three Mile Lane commercial activity center.

d. Southwest McMinnville Neighborhood Activity Center

- i. Land for multi-family housing (four-plex and higher density housing) should occupy at least 15 total gross acres but no more than 25 total gross acres of land. A minimum of 15% and a maximum of 30% of the gross area of the neighborhood shall be designated for attached houses (multi-family) and small lot (50 ft or less in width) detached houses.
- ii. The overall residential density of this neighborhood is targeted at 7.5 dwelling units per net acre.
- iii. The commercial center should be located to the east of Hill Road and on the north and/or south side(s) of the intersection of Hill Road and the westerly extension of Mitchell Drive. Commercial use should be limited to no more than 10 acres.
- iv. Consistent with the adopted Parks, Recreation and Open Space Master Plan, a neighborhood park should be located within the central portion of the sub-area to serve nearby residential areas. The wetland areas should be incorporated into the park, as practical.

- v. The City should acquire land adjacent to both of the Cozine Creek floodplain areas as necessary to create recreation trails that would provide connections between Old Sheridan Road and Hill Road and provide increased accessibility to the Activity Center and Cypress Street and the Southwest Community Park currently under development.
- vi. The location of multi-family housing should be limited to locations adjacent to the commercial center, parkland, and along Hill Road or Mitchell Drive.
- vii. Medium density residential development should be encouraged outside of the activity center adjacent to Hill Road, Mitchell Drive, and Old Sheridan Road and to provide transition from multi-family housing to low density residential development.
- viii. Low-density residential development should be limited to areas immediately adjacent to the Cozine Creek floodway in the northeast corner of the sub-area, and opposite farmland.

#### **Section 5. Procedures for Review.**

- A. Annexations to the City of lands within the area covered by this ordinance shall meet the requirements of the annexation ordinance. An Activity Center Concept Plan, as described in this ordinance, shall accompany applications for annexation. Such plan shall serve to satisfy the annexation ordinance's requirement for submittal of a general land use plan.
- B. Comprehensive plan map amendments shall be processed under procedures set out in Ordinance No. 4127.
- C. Zone changes and land divisions submitted for approval shall be processed under the requirements and standards of Chapter 17.51 (Planned Development Overlay) of the McMinnville Zoning Ordinance. If standards and requirements of Chapter 17.51 differ from those established elsewhere by the City, the more restrictive standards and requirements shall be adhered to.
- D. Land division requests (partition, subdivision) shall be processed under the requirements of Ordinance No. 3702 (Land Division Ordinance).
- E. Amendments to this ordinance shall be processed under procedures set out in Chapter 17.51 (Planned Development Overlay) of the McMinnville Zoning Ordinance.



## Multiple-Family Residential Zone

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Proposal Summary: Amend the R-4 zone to allow multiple-family housing subject to certain locational criteria. Also, propose a new multiple-family zone --- R-5 --- that would be exclusive to that housing type and associated uses.

### Zoning Ordinance Amendments:

Amend Chapter 17.21.010 (C) to read as follows:

“C. Multiple-family dwelling subject to the following:

1. The property on which the use will be located has direct access from a major collector or arterial street;
2. The property is located within 500-feet of a planned or existing transit route;
3. The property is within one-quarter mile from a planned or existing neighborhood or commercial shopping area; and
4. Adjacent lower density residential development can be adequately buffered from the multiple-family dwelling(s) in order to maximize the privacy of established low-density neighborhoods.

Add a new Chapter (17.22, R-5, Multiple-family Residential Zone) to read as follows:

### Chapter 17.22

#### R-5 MULTIPLE-FAMILY RESIDENTIAL ZONE

### Sections:

- |           |   |
|-----------|---|
| 17.22.005 | Purpose.  |
| 17.22.010 | Permitted uses.   |
| 17.22.020 | Conditional uses.   |
| 17.22.030 | Lot size.   |
| 17.22.040 | Yard requirements.  |
| 17.22.045 | Multiple Buildings on One Lot: Separation Between Buildings, Parking Areas, Walks, and Drives |
| 17.22.050 | Building height.  |
| 17.22.055 | Exterior Elevations   |
| 17.22.060 | Density requirements.   |
| 17.22.070 | Signs.  |

17.22.005 Purpose. This zone is intended to provide areas for high-density group residential dwelling units and other closely related uses in designated Neighborhood Activity Centers and other appropriate locations within the city, consistent with comprehensive plan policies. Residential densities within this zone are typically 14 to 26 dwelling units per acre, with the higher densities occurring in the downtown core area.

17.22.010 Permitted uses. In an R-5 zone, the following uses and their accessory uses are permitted:

- A. Multiple-family dwelling;
- B. Condominium;
- C. Boardinghouse, lodging house, or rooming house;
- D. Day care facility, under the following provisions:
  - 1. The structure is maintained in its residential character; operators own, lease, or rent the property and reside therein; and the center is operated at a usage level equal to or subservient to the residential use of the structure.
  - 2. Twelve or fewer children are present at any one time at the center. (As amended by Ordinance 4534 April 27, 1993)
  - 3. Requirements of the Oregon State Structural Specialty and Fire Life Safety Code (UBC), as amended, are met.
  - 4. That a certificate of approval be obtained for facilities with 7 or more children as required by ORS 418.810. (As amended by Ordinance 4534 April 27, 1993)
- E. Residential child care facility, under the following provisions:
  - 1. The structure is maintained in its residential character; operators own, lease, or rent the property and reside therein; and the center is operated at a usage level equal to or subservient to the residential use of the structure.
  - 2. Five or less children under care reside in the home at any one time.
  - 3. Requirements of the Oregon State Structural Specialty and Fire Life Safety Code (UBC), as amended, are met.
- F. Social relief facility, under the following provisions:
  - 1. The structure is maintained in its residential character; operators own, lease, or rent the property and reside therein; and the center is operated at a usage level equal to or subservient to the residential use of the structure.
  - 2. Five or fewer people unrelated to the operator, reside at the home at any one time.
  - 3. Requirements of the Oregon State Structural Specialty and Fire Life Safety Code (UBC) as amended, are met.
- G. Home occupation, subject to the provisions of Chapter 17.67;
- H. Public park and recreation area;
- I. Sewage pump station;

- J. Satellite dish provided such dish is screened from abutting or facing residential properties by a sight-obscuring fence, wall, or planting. (As amended by Ordinance 4477, Oct. 9, 1990)

17.22.020 Conditional uses. In an R-5 zone, the following uses and their accessory uses may be permitted, subject to the provisions of Chapter 17.66:

- A. Campus living organization (fraternity, sorority, or dormitory);
- B. Cemetery;
- C. Church;
- D. Community building, including library;
- E. Day care facility, when the following situations exist:
  - 1. The structure is not used as a residence by the operators; and/or
  - 2. Thirteen or more children are present at any one time; (as amended by Ordinance 4534 April 27, 1993)
  - 3. That a certificate of approval be obtained for facilities with 7 or more children as required by ORS 418.810 (as amended by Ordinance 4534 April 27, 1993).
- F. Residential care facility, when the following situations exist:
  - 1. The structure is not used as a residence by the operators; and/or
  - 2. Six or more children are present at any one time.
- G. Social relief facility, when the following situations exist:
  - 1. The structure is not used as a residence by the operators; and/or
  - 2. Six or more people unrelated to the operator reside at the home at any one time.
- H. Nursing/convalescent home;
- I. A multiple-family dwelling constructed to a higher density than normally allowed in the R-5 multiple-family zone provided that the following conditions are met. It is the applicant's burden to show that the conditions have been met.
  - 1. That public and private utilities and service would not be overtaxed by the proposed development. Utilities and service include, but are not necessarily limited to, water, sanitary sewer, public schools, fire protection, police protection, electricity, natural gas, and telephone service.
  - 2. That the transportation network in the immediate area as well as in the adjoining areas is capable of handling the prospective increase in traffic flow.
  - 3. That off-street parking be provided at the rate of one and one-half parking stalls per unit. The Planning Commission may consider a variance to this requirement when the proposed housing structure is limited solely to elderly residents.
  - 4. That adjacent properties in other ownerships would not be caused to be limited to a lesser density than allowed in the zone as a direct result of the proposal using a "share" of that adjacent property's public or private utilities or services.

- 5. That the provisions of this section may be utilized only in the core area, defined as that area bounded by First Street, Fifth Street, Adams Street, and Johnson Street;
- J. Public or private school or college;
- K. Golf course, except driving range and miniature golf course when operated as a business;
- L. Electrical power substation [as amended by Ordinance 4732];
- M. Water reservoir;
- N. Windmill, for generation of electricity or pumping water;
- O. Bed and breakfast establishments, provided:
  - 1. That three or more guest sleeping rooms are provided on a daily or weekly basis for the use of six or more travelers or transients at any one time.
  - 2. That a minimum of one off-street parking space be provided for the first two guest sleeping rooms with an additional parking space for each additional guest sleeping room. The required off-street guest parking area may be provided within 200 feet from the bed and breakfast establishment.
  - 3. That signing be limited to only one nonilluminated or indirectly illuminated wooden sign not exceeding six square feet of face area.
  - 4. That smoke detectors be provided as per the requirements for "lodging house" in Ordinance No. 3997. (As amended by Ordinance 4292, July 1984)
- P. Wireless communications facilities, not to include antenna support structures and their associated facilities, subject to the provisions of Chapter 17.55. [As amended by Ordinance 4732]

17.22.030 Lot size. In an R-5 zone, the lot size shall not be less than five thousand square feet.

17.22.040 Yard requirements. In an R-5 zone, each lot shall have yards of the following sizes unless otherwise provided in Section 17.54.090:

- A. A front yard shall not be less than fifteen feet;
- B. A side yard shall not be less than six feet, except an exterior side yard shall not be less than fifteen feet;
- C. A rear yard shall not be less than twenty feet;
- D. Whether attached to a residence or as a separate building, a covered storage facility for a vehicle on which the main opening is toward a street shall be located not less than twenty feet to the property line bordering the street;
- E. All yards shall be increased, over the requirements of this section, one foot for each two feet of building height over thirty-five feet.

17.22.045 Multiple Buildings on One Lot: Separation Between Buildings, Parking Areas, Walks, and Drives. To provide privacy, light, air, and access to the dwellings within the development, the following minimum standards shall apply:

- A. Buildings with windowed walls facing buildings with windowed walls shall maintain a 25-foot minimum separation.
- B. Buildings with windowed walls facing buildings with blank wall shall be placed a minimum of 15 feet apart.
- C. Buildings with opposing blank walls shall have a minimum 10-foot separation.
- D. Building separation shall also apply to building projections such as balconies, bay windows, and room projections.
- E. Where buildings exceed a horizontal dimension of 60 feet or exceed 30 feet in height, the minimum wall separation shall be increased. The rate of increased wall separation shall be one foot for each 15 feet of building length over 60 feet and 2 feet for each 10 feet of building over 30 feet.
- F. Driveways, parking lots, and common or public walkways shall maintain the following separation for dwelling units within 8 feet of the ground level.
  - 1. Driveways and parking lots shall be separated from windowed walls by at least 8 feet; walkways shall be separated by at least 5 feet.
  - 2. Driveways and parking lots shall be separated from living room windows by at least 10 feet; walkways shall be separated by at least 7 feet.
  - 3. Driveways and uncovered parking spaces shall be separated from doorways by at least 5 feet.

17.22.050 Building height. In an R-5 zone, a building shall not exceed sixty feet in height.

17.22.055 Exterior Elevations. The exterior elevations of buildings shall incorporate design features such as offsets, balconies, projections, or similar elements to preclude large expanses of uninterrupted building surfaces. In the event of a question of interpretation or application, the Director may refer the proposal to the Planning Commission.

17.22.060 Density requirements. In an R-5 zone, the lot area per family shall not be less than fifteen hundred square feet for each unit with two bedrooms or less, and not less than seventeen hundred fifty square feet for each unit with three bedrooms, and an additional five hundred square feet for each additional bedroom in excess of three in any one unit. The above requirements may be waived if the provisions of Section 17.22.020(l) are utilized.

17.22.070 Signs. In an R-5 zone, the following types of signs are permitted:

- A. A sign not to exceed six square feet in area identifying the owner or occupant of the property on which it is located. Such sign may be indirectly illuminated;
- B. A nonilluminated, temporary sign not to exceed six square feet in area concerning the lease, rental, or sale of a property;

- C. A nonilluminated sign not to exceed forty-eight square feet in area identifying a subdivision at the location of the sign;
- D. Signs may be located in a required front yard or a required side yard adjacent to a street but shall not be located in or extend over a street or public right-of-way;
- E. Political campaign signs are permitted as follows;
  - 1. Campaign signs shall not be erected earlier than six weeks prior to an election for which they were made.
  - 2. Permitted signs shall not exceed six square feet in area.
  - 3. Such signs shall be confined within private property and removed within fourteen days after the election for which they were made.
  - 4. Prior to the erection of any political campaign sign, the political treasurer on behalf of the candidate or issue shall post a bond in the form approved by the City Attorney and filed with the Planning Director in the amount of fifty dollars (\$50.00) guaranteeing removal of such signs within fourteen days after the election for which they are used.
  - 5. The City shall remove signs posted in the public right-of-way and those signs not removed from private property fourteen days following the election. The costs of removal shall be deducted from the bond posted; the bond or remaining portion thereof shall be refunded upon compliance with this section.
- F. A nonilluminated or indirectly illuminated sign not to exceed twenty-four square feet identifying a "model home," subject to the procedures outlined in Section 17.54.100.
- G. A non-illuminated free-standing sign not to exceed 15 feet in height, and 36 square feet in area may be permitted to identify a public school at the location of the sign. In lieu of such signage, a non-illuminated wall mounted sign not to exceed 48 square feet in area, or a non-illuminated or indirectly illuminated monument sign not to exceed six feet in height, and 48 square feet in area, is permitted. A reader board may be integral to the sign. Such signs shall be located in compliance with the setbacks applicable to the residential zone in which they are located.

**Attachment "A"**

NEIGHBORHOOD ACTIVITY CENTER - PD OVERLAY MAP

# **PROPOSED COMPREHENSIVE PLAN MAP AMENDMENTS AND ZONE CHANGES**

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## **Background:**

As a means of minimizing the amount of land needed to accommodate future land needs, State statute requires that lands planned for non-residential use (i.e., industrial, commercial) be examined for their potential to be redesignated for residential purposes<sup>1</sup>. Consistent with this directive, McMinnville has conducted an exhaustive review of its industrial planned and mixed use planned areas to determine if such opportunities exist<sup>2</sup>. The results of that analysis are summarized in the following paragraphs.

### **Industrial Lands –**

Staff analyzed each of the 67 vacant and partially vacant industrial parcels identified in its recently completed buildable lands inventory<sup>3</sup>. In assessing a parcel's suitability for redesignation to residential use, staff examined a number of factors, including the type and amount of development that might exist within the parcel, adjacent land use and zoning patterns, and parcel configuration and size. From this analysis, seven parcels were found to be suitable for redesignation. Of those, five are proposed for redesignation to residential use, and the remaining two for commercial use.

### **Mixed Use Lands –**

Staff reviewed each of the nine parcels designated "Mixed Use" on the McMinnville comprehensive plan map (all of which are located in the Three Mile Lane area and are zoned AH (Agricultural Holding) as to their size, ownership, location, surrounding land use, existing development, and other relevant factors. On the basis of this review, four of these parcels are recommended for residential use, four for commercial use, and one for industrial use. With the redesignation of these properties, there would be no property in McMinnville designated as "Mixed Use" on the Comprehensive Plan map. As such, it is further recommended that this plan designation be deleted.

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<sup>1</sup> ORS 197.296(9)(i) states that: "In establishing that actions and measures adopted under subsections (6) or (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section and is zoned at density ranges that are likely to be achieved by the housing market using the analysis in subsection (3) of this section. Actions or measures, or both, may include but are not limited to: [ . . . ] (i) Rezoning or redesignation of nonresidential land."

<sup>2</sup> Because there exists an identified shortage of commercial lands needed to accommodate future growth, they were not included in this analysis.

<sup>3</sup> A listing of each industrial parcel, factors considered relative to its zoning, and recommendation, is found in the appendix to this document.



As part of this review process, the City identified a few isolated properties that appear to be inappropriately designated. Although not directly related to the task at hand, they are nevertheless recommended for correction as part of this legislative rezoning process.

In summary, these proposed redesignations would affect the existing buildable lands inventory as follows:

- Acres of gross vacant buildable residential land increases by 16.18 acres.
- Acres of gross vacant buildable commercial land increases by 0.49 acres.
- Acres of gross vacant buildable industrial land decreases by 13.82 acres.

Spreadsheets that summarize the results of this inventory process are attached to this document (see Figures 1 - 7).

### **Property / Amendment Descriptions -**

A description of each of these proposed plan and zone map amendments is provided in the following paragraphs. The number preceding the description can be used to locate its position on the attached maps (see Attachment 3). This number is also keyed to the spreadsheet, above.

#### **Map ID Nos. 1 and 2**

Address: 900 North Highway 99W  
Parcel ID: R4416BD -01700; R4416BD-01400  
Plan Map: Industrial to Commercial  
Zone Map: ML (Light Industrial) to C-3 (General Commercial)

These properties comprise the site of the former McMinnville Concrete commercial business located on the south side of Highway 99W, immediately east of Larson Motors. Property to the east and west of this parcel are zoned C-3 (General Commercial). The property identified as Map ID No. 1 is developed; the existing building is vacant, however. The other parcel (Map ID No. 2) is currently vacant and borders residentially developed land to the south and east; to the north and west are commercially developed lands. Access to this parcel is available only through the other McMinnville Concrete property.

#### **Map ID No. 3**

Address: 1000 SE Hembree  
Parcel ID: R4421CD-07700  
Plan Map: Industrial to Residential  
Zone Map: M-2 (General Industrial) to R-3 (Two-Family Residential)

This parcel is developed with a single-family residence. Lands to the north, west, and east are zoned for residential use. The properties to the south (former “brickyard”), although currently planned “Industrial” are recommended to be redesignated for residential use (see discussion of Map ID Nos. 4, 5, and 6).

### **Map ID Nos. 4, 5, and 6**

Address: 1150 SE Ford; 1180 SE Ford; and 500 SE Chandler  
Parcel ID: R4421CD-07900; R4421CD-08000; and R4428BA-00200  
Plan Map: Industrial to Residential  
Zone Map: M-2 PD (General Industrial Planned Development) to R-4 PD (Multi-Family Residential Planned Development)

These properties, which total approximately 11.25 acres, are currently occupied by a storage facility (owned by Linfield College for use by their Grounds Maintenance Department), a municipal sanitary sewer pump station, and auto wrecking yard (McMinnville Towing). Surrounding these properties are single-family and two-family residential development. The Willamette and Pacific rail line forms the western edge of this site. Farther to the west, across Davis Street, is Linfield College.

Access to these properties is currently provided by private drives that cross the Willamette and Pacific rail at Chandler Avenue and Ford Street. Additional access is provided from an unimproved right-of-way that extends west from the Naomi Way and Rummel Street intersection. The Oregon Department of Transportation has advised the City that development of this property to residential use will cause the closure of the two private drives that now serve the property. Development would, therefore, be limited to a single point of access. Although recommending higher density development within this property, having but one access is inconsistent with providing for such density (emergency service needs, unable to disperse trips directed through single-family neighborhoods). As such, it is recommended that a planned development be applied to these properties that would link available access to allowed residential density (with current access, density would be limited to no more than single or two-family development; additional access, such as connecting to the south to Cleveland Avenue, may permit multi-family development). In addition, setbacks and buffering from the adjacent rail would be addressed.

### **Map ID No. 7**

Address: 103 SE Booth Bend Road  
Parcel ID: R4429AD-07100  
Plan Map: Industrial to Residential  
Zone Map: M-2 (General Industrial) to R-4 PD (Multi-Family Residential Planned Development)

This triangular shaped property has a history of industrial use and is now occupied by the remains of the former Martin and Wright asphalt batch plant. It sits on the north side of Booth Bend Road, and is bordered to the west and east by property owned by Linfield College and zoned R-4 PD. Across the street, to the south, are Purina Mills and other industrial properties.

#### **Map ID No. 8**

Address: 375 SE Armory Way  
Parcel ID: R4426-00201  
Plan Map: Mixed Use to Industrial  
Zone Map: AH (Agriculture Holding) to M-2 PD (General Industrial Planned Development)

This property is owned by the City of McMinnville and is occupied by Airport Park. Surrounding lands are zoned M-2 PD.

#### **Map ID No. 9**

Address: 2355 NE Cumulus Avenue  
Parcel ID: R4422CC00100(a)  
Plan Map: Mixed Use to Residential  
Zone Map: AH (Agriculture Holding) to R-4 PD (Multi-Family Residential Planned Development)

This property is currently vacant and is situated adjacent to the South Yamhill River on the north. To the south is vacant land zoned for commercial use; to the west is land planned for industrial use; and, to the east is other residential planned land.

#### **Map ID No. 10**

Address: 10635 NE Loop Road  
Parcel ID: R4424C-00100  
Plan Map: Mixed Use to Residential  
Zone Map: AH (Agriculture Holding) to R-1 PD (Single-Family Residential Planned Development)

The eastern half of this property is currently developed with a single-family home, barn, and other storage buildings. To the west is the Olde Stone Village manufactured home park, and to the east, across Loop Road, is rural residential development. Farmland adjoins the property on the north, and a commercially zoned property being used as a contractor's office and storage facility is to the south. This property is situated under the McMinnville Airport Overlay Zone, which is intended to limit or prevent the establishment of airspace obstructions and operations.

### **Map ID Nos. 11 and 12**

Address: 10605 NE Loop Road  
Parcel ID: R4424C-00900 and R4424C-01000  
Plan Map: Mixed Use to Commercial  
Zone Map: AH (Agriculture Holding) to C-3 (General Commercial)

These properties are owned by Evergreen Doe and are the site of their animal shelter facility. The properties are immediately south of MTS storage and west of the Olde Stone Village manufactured home park. Loop Road forms the eastern edge of these properties. Similar to the above-described property, these parcels lay within the McMinnville Airport Overlay Zone.

### **Map ID No. 13**

Address: 10000 NE Loop Road  
Parcel ID: R4424C-00800  
Plan Map: Mixed Use to Commercial  
Zone Map: AH (Agriculture Holding) to C-3 (General Commercial)

This property is owned by the City of McMinnville and is being held in its vacant state to protect the adjacent municipal airport from incompatible development.

### **Map ID No. 14**

Address: 10655 NE Loop Road  
Parcel ID: R4424C-00800  
Plan Map: Mixed Use to Commercial  
Zone Map: AH (Agriculture Holding) to C-3 (General Commercial)

This property is developed and is the site of MTS storage, a commercial mini-warehouse facility. This property is also located within the McMinnville Airport Overlay Zone.

### **Map ID Nos. 15 and 16**

Address: 3400 NE Cumulus Avenue; 3600 NE Cumulus Avenue  
Parcel ID: R4423-00600 and R4423-00800  
Plan Map: Mixed Use to Commercial  
Zone Map: Retain AH (Agriculture Holding) zoning

These properties are narrow strips of land that border the north side of Oregon Highway 18 and were annexed several decades ago in order to make contiguous to

the city limits the Airport Rendezvous development. Portions of these properties now accommodate the recently completed northern frontage road.

### **Map ID No. 17**

Address: 331 NE Macy Street  
Parcel ID: R4421AC-03200  
Plan Map: Residential to Commercial  
Zone Map: R-4 (Multi-Family Residential) to C-3 (General Commercial)

This property has recently been purchased by Jim Doran who has since razed the single-family home that occupied the property. The intent of this action is to make it available for expansion of his automobile sales and service business located on the adjoining property.

### **Map ID No. 18**

Address: 1180 SE Davis Street  
Parcel ID: R4428BA-00290  
Plan Map: Industrial to Residential  
Zone Map: M-2 (General Industrial) to R-4 PD (Multi-Family Residential Planned Development)

This one-half acre, unimproved parcel is owned by Linfield College. In recent years, it has been used for the storage of earth removed as part of their steam heating and piping improvement project, and for off-street parking. It is a triangular shaped parcel bordered to the north by Chandler Avenue, to the east by the Willamette Pacific rail line, and to the west by Davis Street. Its shape, and location adjacent to a major collector street (Davis Street) and the rail, will limit its use for residential purposes. It is expected that, if Linfield retains ownership of this property, that it will be used for off-street parking purposes.

### **Map ID Nos. 19 and 20**

Address: 736 NE 8<sup>th</sup> Avenue; 756 NE 8<sup>th</sup> Avenue  
Parcel ID: R4421BA-07700; and R4421BA-07600  
Plan Map: Industrial to Residential  
Zone Map: M-2 (General Industrial) to R-4 (Multi-Family Residential)

These parcels are each developed with a single-family residence. Lands to the north and west are planned and zoned for residential use.

**Attachment 1**  
(Page 1 of 3)

<b>INDUSTRIAL LANDS ANALYSIS</b>					
<i>Properties Proposed For Rezoning</i>					
<b>Map &amp; Tax Lot Number</b>	<b>Gross Area (Acres)</b>	<b>Gross Vacant Buildable Land</b>	<b>Owner</b>	<b>Rezone Factors</b>	<b>Rezone Recommendations</b>
R4411 02600	8.12	2.22	ROYAL PACIFIC PARTNERS	Other industry to the south, east, and west; Yamhill River to north; part of Royal Pacific's current operation	
R4414 00700	1.00	1.00	HUSTON LIVING TRUST	Annexed to City in July 2000; rezoned to M-1PD; rail to the north, other industry to the north, west and south	
R4414 01100	1.54	1.04	CASCADE STEEL	Part of Cascade Steel's current operation	
R4415 02400	22.50	22.50	KLAUS DEAN C & DEBRA A	Other industry to the north and east; warehouse storage use to the west, res and industry to the south; BPA line bisects property	
R4415 02411	2.85	2.85	RYAN MATSON INC	Surrounded by other industrial uses	
R4415 02413	1.52	1.52	LARSON STEVEN B	Surrounded by other industrial uses	
R4415 02414	1.52	1.52	LARSON STEVEN B	Surrounded by other industrial uses	
R4415 02501	1.23	0.00	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02503	1.23	1.23	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02504	1.23	1.23	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02506	1.26	1.26	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02507	1.75	1.75	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02508	1.00	1.00	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02509	1.00	1.00	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02510	1.00	1.00	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02511	1.00	1.00	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02512	1.63	1.63	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02513	1.64	1.64	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02514	1.64	1.64	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02515	1.64	1.64	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02516	1.64	1.64	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02518	1.12	1.12	H & R BURCH PARTNERSHIP	Surrounded by other industrial uses	

**Attachment 1**  
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<b>INDUSTRIAL LANDS ANALYSIS</b>					
<i>Properties Proposed For Rezoning</i>					
<b>Map &amp; Tax Lot Number</b>	<b>Gross Area (Acres)</b>	<b>Gross Vacant Buildable Land</b>	<b>Owner</b>	<b>Rezone Factors</b>	<b>Rezone Recommendations</b>
R4415 02519	1.31	1.31	H & R BURCH PARTNERSHIP	Surrounded by other industrial uses	
R4415 02520	3.12	3.12	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02521	2.28	2.28	KPP PROPERTIES LLC	Surrounded by other industrial uses	
R4415 02523	11.18	11.18	HURL DOUGLAS M & JAYNE E	Surrounded by other industrial uses; BPA line bisects property	
R4415 03100	26.05	21.05	COMMODORE CORP	Surrounded by other industrial uses	
R4415 03300	1.56	0.75	SADLER RICHARD & LYNNE W	Developed (Brandied Fruit Company)	
R4415 03303	15.07	13.67	STOECK MICHAEL T &	Surrounded by other industrial uses; rail along north property line	
R4415 03305	1.00	0.65	KOHNE PERRY B & DEBRA A	Surrounded by other industrial uses; part of current operation	
R4415 03306	28.34	28.34	HOMETTE CORP	Adjacent to other industrial uses (north and west); res to east and south	
R4415 03312	0.91	0.91	FARMERS COOP CREAMERY	Surrounded by other industrial uses; WRF to the east	
R4415 03313	1.50	1.50	FARMERS COOP CREAMERY	Surrounded by other industrial uses; WRF to the east	
R4415 03314	2.00	2.00	FARMERS COOP CREAMERY	Surrounded by other industrial uses; WRF to the east	
R4415 03315	2.54	2.54	FARMERS COOP CREAMERY	Surrounded by other industrial uses; WRF to the east	
R4415 03318	1.30	1.30	MOMTAZI FAMILY LLC	Surrounded by other industrial uses	
R4415 03319	1.01	1.01	MOMTAZI FAMILY LLC	Surrounded by other industrial uses	
R4415 03320	1.01	1.01	MOMTAZI FAMILY LLC	Surrounded by other industrial uses	
R4415 03321	1.13	1.13	ZUMWALT JEFFREY A & LORI L	Surrounded by other industrial uses	
R4415 03322	0.99	0.99	MIP INC	Surrounded by other industrial uses	
R4415 03323	0.99	0.99	COILHOSE PNEUMATICS INC	Developed	
R4415 03324	0.99	0.99	COILHOSE PNEUMATICS INC	Surrounded by other industrial uses	
R4415 03325	1.00	1.00	COILHOSE PNEUMATICS INC	Surrounded by other industrial uses	
R4415 03333	1.00	1.00	MIP INC	Surrounded by other industrial uses	
R4415 03400	18.95	18.95	PETSHOW PARTNERSHIP 1/2	Partially developed (Summit Foods); surrounded by industrial uses	

**Attachment 1**  
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<b>INDUSTRIAL LANDS ANALYSIS</b>					
<i>Properties Proposed For Rezoning</i>					
<b>Map &amp; Tax Lot Number</b>	<b>Gross Area (Acres)</b>	<b>Gross Vacant Buildable Land</b>	<b>Owner</b>	<b>Rezone Factors</b>	<b>Rezone Recommendations</b>
R4416AC01400	5.55	5.55	UNITED STATES BAKERY	Site improved with cul-de-sac; adjacent to other commercial and industrial uses; part of Archway operation	
R4416DB07100	1.00	1.00	WICKERSHAM IVAN O & BEVERLY	Adjacent to industrial (east and south) and residential uses (west and north); current use as storage yard.	
R4416DC01400	0.92	0.61	H &	Adjacent to rail (east) and industrial uses (north and east)	
R4421AB03500	0.79	0.79	USA	Developed (part of substation property)	
R4421BA03901	0.17	0.17	LEGARD GERALD & MARGARET	Adjacent to other industrial uses	
R4421BA04702	0.03	0.03	MCDANIEL GRAIN CO	Surrounded by other industrial uses	
R4421BA04800	0.37	0.37	MCDANIEL GRAIN CO	Surrounded by other industrial uses	
R4421BA05400	0.43	0.43	REED CHRISTINA K	Rail along east property line; current use as storage yard	
R4421BD02600	0.21	0.21	TRANSPORTATION CO	Surrounded by other industrial uses	
R4421CD07900	4.51	0.00	LINFIELD COLLEGE	Former "brickyard" property	
R4422 02200	27.40	18.30	MCMINNVILLE CITY OF	McMinnville Water and Light ownership	
R4426 00500	8.08	8.08	CITY OF MCMINNVILLE	Surrounded by other industrial uses	Maintain Industrial plan designation; count as part of available park land
R4426 00700	90.45	90.45	BERNARDS FAMILY PARTNER	Surrounded by other industrial uses	
R4427 00100	28.64	28.64	EVERGREEN HOLDINGS INC	Surrounded by other industrial uses	
R4427 00200	71.21	71.21	EVERGREEN HOLDINGS INC	Surrounded by other industrial uses	
R4427 00302	0.62	0.62	ODOT	Existing public street right-of-way	
R4427 00600	3.93	3.93	FEERO KURT R & RHONDA A	Adjacent to existing industrial uses	
R4427 00603	0.10	0.00	PARNELL MARVIN & CYNTHIA	Developed	
R4428BA00200	6.71	6.71	BDB INC	Existing wrecking yard	Rezone from M-2 to R-4PD
R4428BA00290	0.56	0.56	LINFIELD COLLEGE	Current use for temporary parking	Rezone from M-2 to R-4PD
R4429 01602	5.00	4.15	YAMHILL ESD	Recently developed for semi-public use	Rezone from M-1PD to C-3PD
R4429AD07100	1.55	1.55	MARTIN &	Former asphalt batch plant site	Rezone from M-2 to R-4PD



## Attachment 2

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