



LAND USE EFFICIENCY MEASURES



**City of
McMinnville**

PLANNING COMMISSION/CITY COUNCIL WORK SESSION
FEBRUARY 11, 2025



AGENDA

1. Overview: Context for Land Use Efficiency Measures
2. Potential Measures: Strategies identified to date
3. Code Analysis Overview: Informing Efficiency Measures and beyond



OVERVIEW

PROJECT CONTEXT

Housing Production Strategies

- Initial phase, work continues

Land Use Efficiency Measures

- Respond to deficit of housing capacity identified in the 2023 HNA; unmet commercial and industrial land needs
- To be identified, developed and adopted as next phase of sequential UGB expansion

Nov. 2023 Deficits

202 Acres – Housing
29 Acres – Industrial
159 Acres – Commercial

BROADER PROJECT SCHEDULE



HOW TO DISTINGUISH EFFORTS?

Housing Planning Strategies

Broader range of strategies to support housing development

- Implemented over 8-year timeframe
- Remove barriers to development of needed housing for all income levels
- Support development of housing that is affordable

Land Use Efficiency Measures

Specifically address how efficiently land inside of the UGB is used to address identified deficit of land (all categories)

- Must be adopted before considering UGB expansion
- Support housing development by expanding residential capacity of land within the UGB

WHAT ARE LAND USE EFFICIENCY MEASURES?

- Land use, code, program and policy efforts to create more capacity on existing land through efficiencies, to reduce the need for additional residential or industrial and commercial acres to be added to the UGB

Land Use

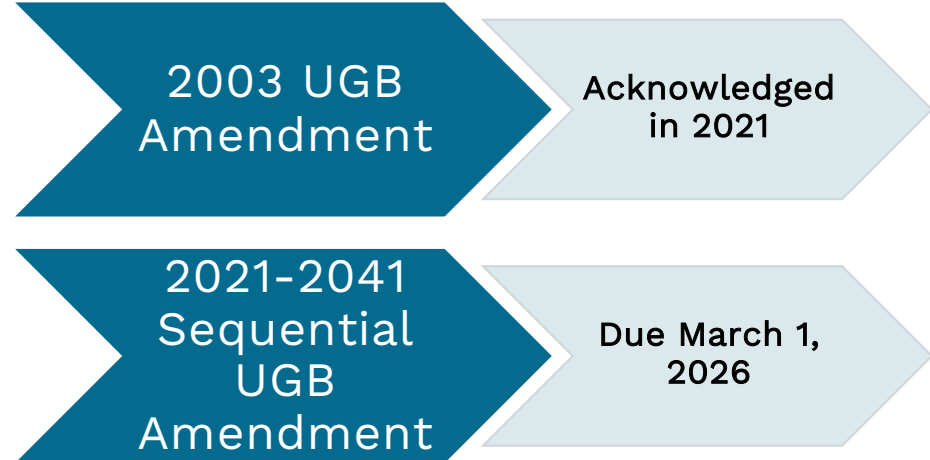
- Rezoning
- Upzoning
- Area planning

Zoning Code

- Adoption of an average residential density standard
- Minimum densities, smaller lots
- Incentivizing job density

WHY ARE LAND USE EFFICIENCY MEASURES NEEDED?

- Part of long-term planning efforts to ensure adequate land within UGB to support forecasted residential and employment growth
- Limited land supply has led to housing supply deficit, putting upward pressure on housing prices and land prices for affordable housing development, shortage of needed housing types at all income levels



HOW DO EFFICIENCY MEASURES FIT INTO PROCESS?

Sequential UGB Amendment Process

1. Identify the amount of land needed for housing, employment, and public amenities for future population

- Unmet residential land need identified in McMinnville's 2023 HNA: 202 acres
- Commercial: 159 acres
- Industrial: 29 acres

2. Identify land use efficiencies within the existing UGB to accommodate housing and employment need

3. Amend UGB to accommodate additional land needs, if needed

WHAT ARE REQUIREMENTS FOR EFFICIENCY MEASURES?

- **No specific strategies or minimum ‘efficiencies’ are required by state law**
 - Measures should reduce but do not need to fully meet the unmet land needs
 - Cities should adopt land use efficiencies that reflect their own growth and development principles
 - **Opportunity for McMinnville to identify strategies that align with community priorities**
 - **Many options are “good planning,” useful to advance other City goals**
- Rezoning and amending Framework Plan can create significant capacity
 - Reduced Park LOS by 127 acres creates significant opportunities
 - Park land remand reduced park land need by 44 acres
 - Code measures could include added additional efficiencies



POTENTIAL MEASURES:
Strategies identified to date

CITY EFFORTS TO DATE TO SUPPORT HOUSING

- **Affordable housing committee formed in 2016 to help with homelessness & low-income families**
- **Housing Strategy (2019) actions - some completed**
 - Code updates to allow more diverse housing: middle housing, ADU, co-housing, etc.
 - Develop High Density Residential Zone – R-5
 - City Center Housing Strategy
 - Reduce parking requirements for affordable housing and City Center housing
 - Construction Excise Tax
 - Infrastructure improvements (sewer treatment capacity, water zone 2)
- **Area Planning**
 - Three Mile Lane Area Plan adopted for residential and commercial development land use efficiencies
 - Fox Ridge Road Area Plan adopted with residential land use efficiencies
 - Southwest Area Plan in process
- **Additional actions**

SELECTED RELATED HPS ACTIONS PROPOSED

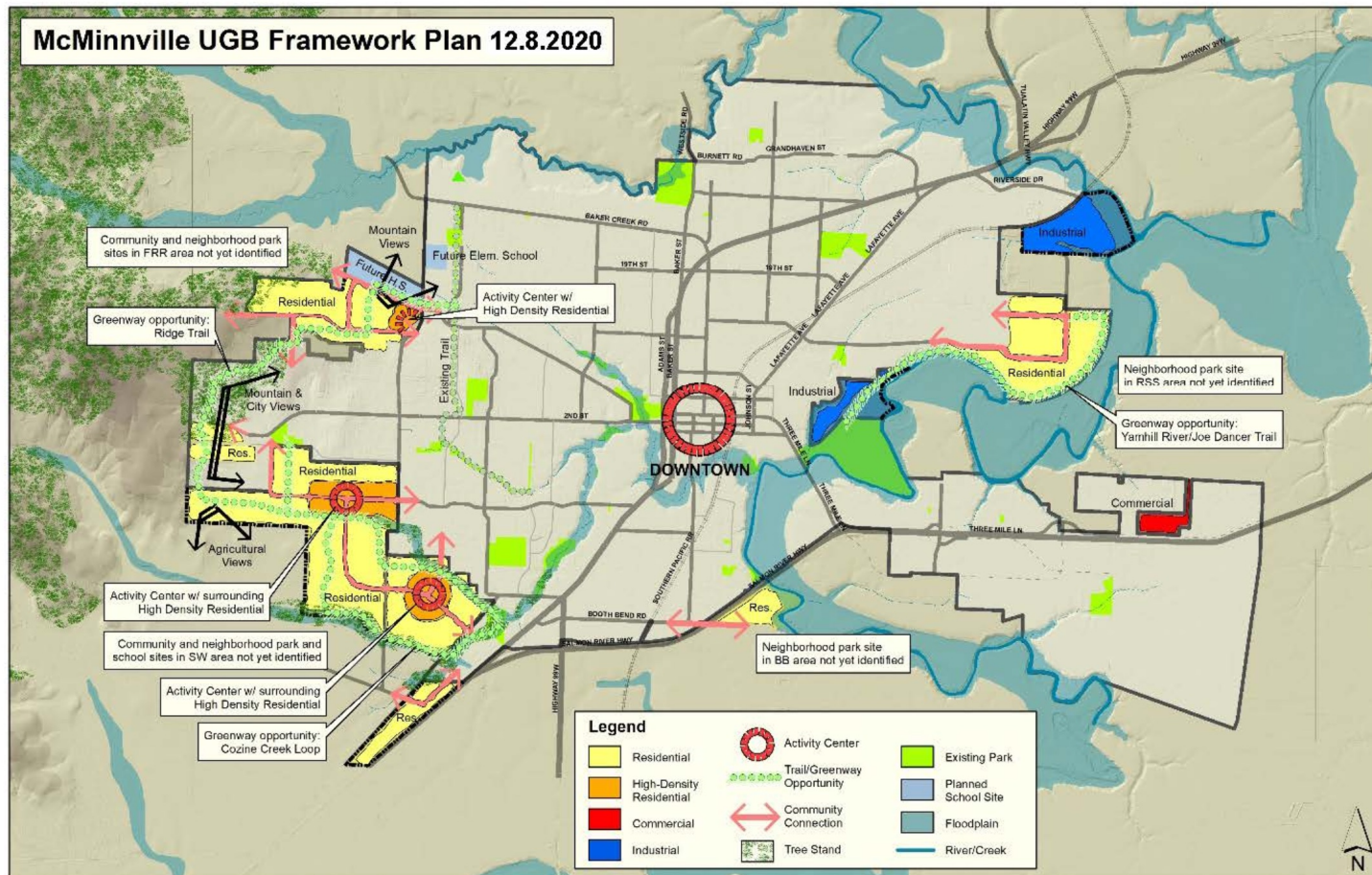
- **Land Use / Development Regulations**
 - Growth planning
 - Reassign 171 acres of park land in Urban Holding Plan designation
 - Zone more land R-5
 - Housing development in existing UGB (Rezone for housing)
 - Develop area plans (UGB areas)
 - Infrastructure & public facilities planning for residential growth
- **Incentives and Programs**
 - Partner with Community Land Trusts
 - Land for affordable housing
 - Multiple-Unit Property Tax Exemption Program
 - SDC scaling and deferrals
 - Fee for demolition of affordable homes

INITIAL LAND USE EFFICIENCY MEASURES

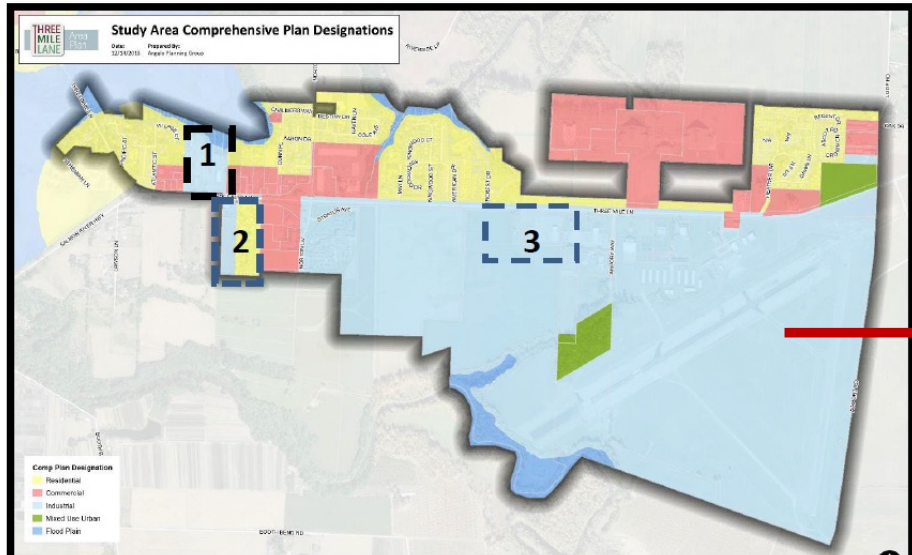
- **Re-designate and rezone land**
 - Identified R5 acreage on Framework Plan
 - Identified desired Neighborhood Activity Centers on Framework Plan
 - Adopted TMLAP to Rezone 40 acres of industrial to commercial along Hwy 18
- **Reduction in Park Land in UGB Expansion Area = Total of 171 Acres (2025)**
 - Remand correction resulted in 44 acres of surplus public land in UGB expansion areas.
 - Adoption of PROS Plan, Ordinance No. 5157 reduces amount of park land needed in UGB expansion area by 127 acres.
- **Identified efficiencies in area plans**
 - Double the job density in Industrial Innovation Campus (160 acres)
 - Increase residential density in Three Mile Lane Area Plan
 - Incorporate diverse housing into Fox Ridge Road Area Plan
- ***In progress:* Identify efficiencies in zoning regulations (informed by code analysis)**
- ***In progress:* Incorporate diverse housing into Southwest Area Plan**

Together these meet most of residential and Industrial land need. Commercial land need still outstanding.

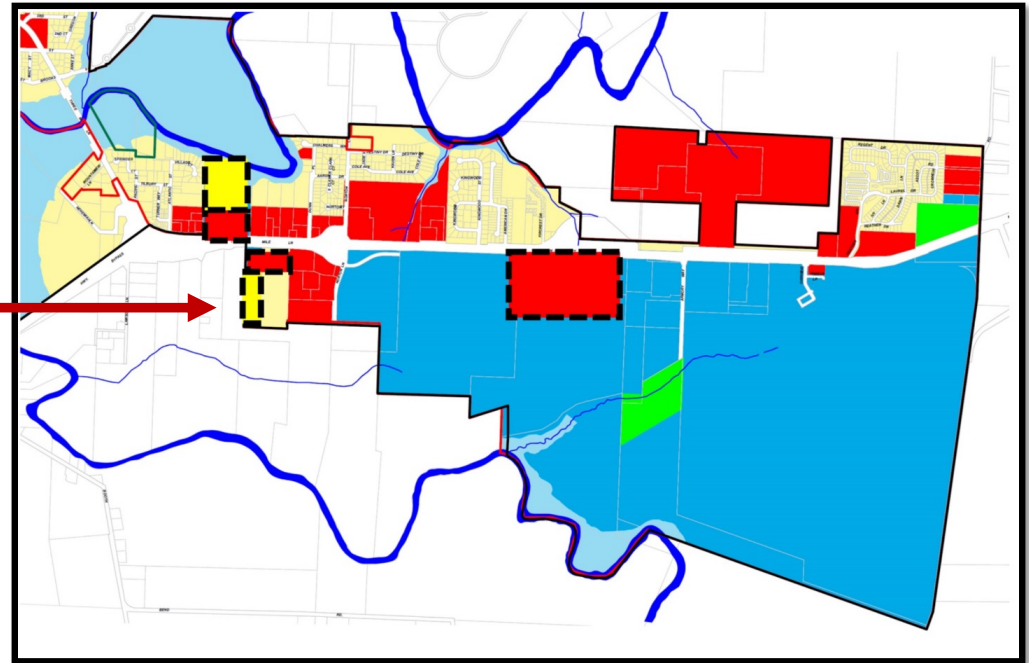
FRAMEWORK PLAN



AREA PLANS – Three Mile Lane Area Plan



Site #	Gross Acres	Remove ROW/Unbuildable	Net
#1	18.62	10.32 Acres (5.0 Acres Open Space)	3.50 Acres Commercial/Mixed-Use 4.80 Acres Residential
#2	10.4 Acres	3.12 Acres	3.78 Acres Residential 3.50 Acres Commercial/Mixed Use
#3	50 Acres	17 Acres	33.00 Acres Commercial



AREA PLANS – Fox Ridge Road Area Plan

Parks and open spaces are distributed throughout the planning area with greenway connections, including those along the northern boundary, and parallel to Fox Ridge Road.

High Density: 4.4 ac

Framework Plan target: 2 acres

Medium Density: 10.6 ac

Framework Plan target: 2-5 acres

Low Density: 70.1 ac

Commercial: 4.9 ac

Framework Plan target: 1-2 acres

Neighborhood Park + Buffer: 8.7 ac

Framework Plan target: 3-5 acres

Parks Master Plan target: 5-13 acres

Natural Resource Park: 29.5 ac

Framework Plan target: unspecified

Special Use Park: 12.6 ac

NAC Park / Plaza: 5.0 ac

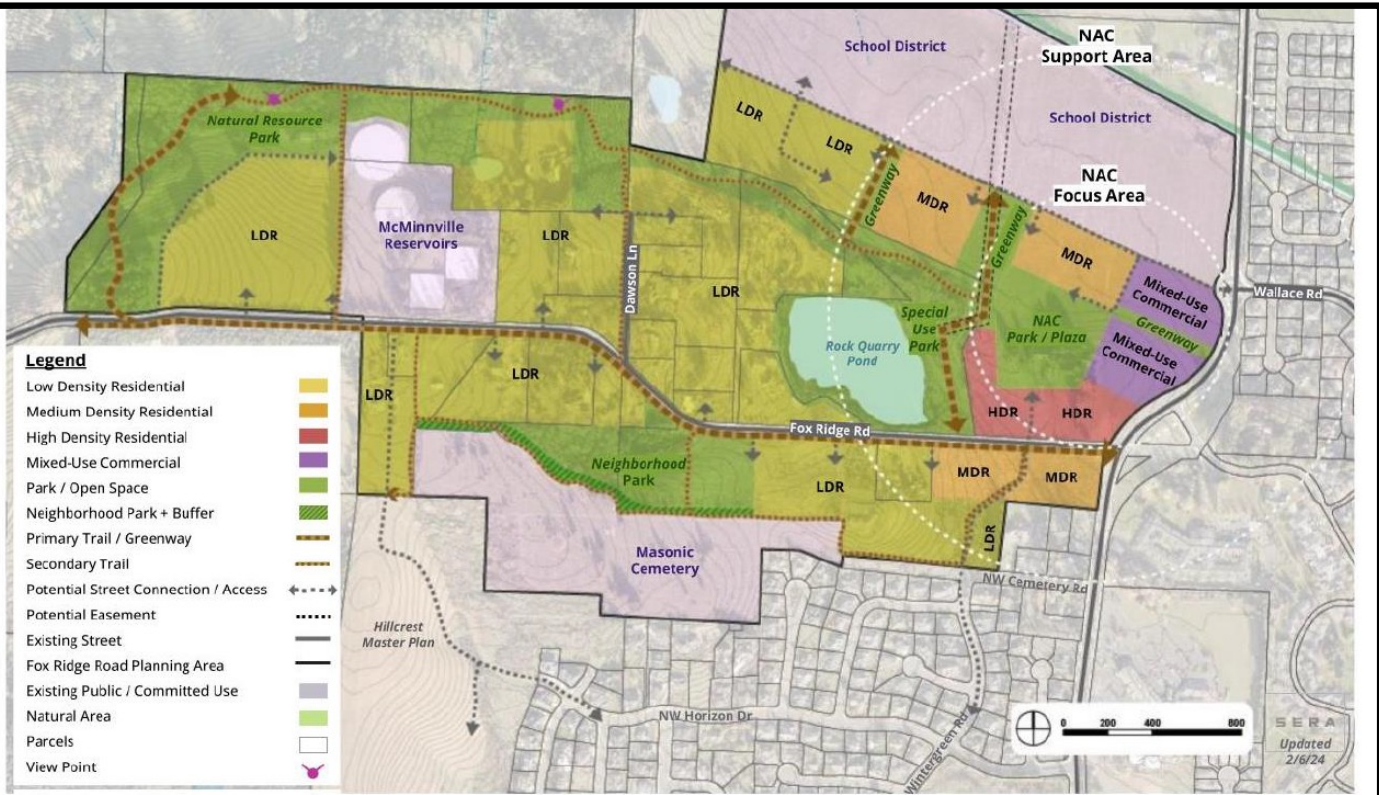
Greenway Area (between bldgs): 3.0 ac

Existing Public / Committed Use: 72.5 ac

Neighborhood Activity Center (NAC):


Shown within dashed white circles.

Note: Acreages are reported as gross estimates and does not assume any rights-of-way deductions.



EFFICIENCY MEASURE IDEAS (2019 HOUSING STRATEGY)

- **2019 Housing Strategy Actions – Not yet completed**
 - Evaluate Transfer of Density for protection of natural features (Strategy 5.2) *(Natural Resources/Hazards Planning underway)*
 - Assess infrastructure capacity and update plans to support infill (Strategy 2.5)
 - Mandate minimum residential densities (Strategy 5.2) *(currently have minimum lot sizes)*
 - Streamline Zoning Code and other ordinances (Strategy 5.3)
- **Actions that may be Land Use Efficiency Measures or HPS Actions**
 - Use more land in Urban Holding for housing *(171 acres of park land to redistribute)*
 - Rezoning land within city limits for housing, esp R-5 *(R-4 land south of Downtown)*
 - Implement and codify Great Neighborhood Principles with clear and objective standards
 - Incentivize and promote accessible design *(Census = 34% disability, aging in place)*
 - Require a mix of housing types for to-be-annexed land *(Annexation agreement)*

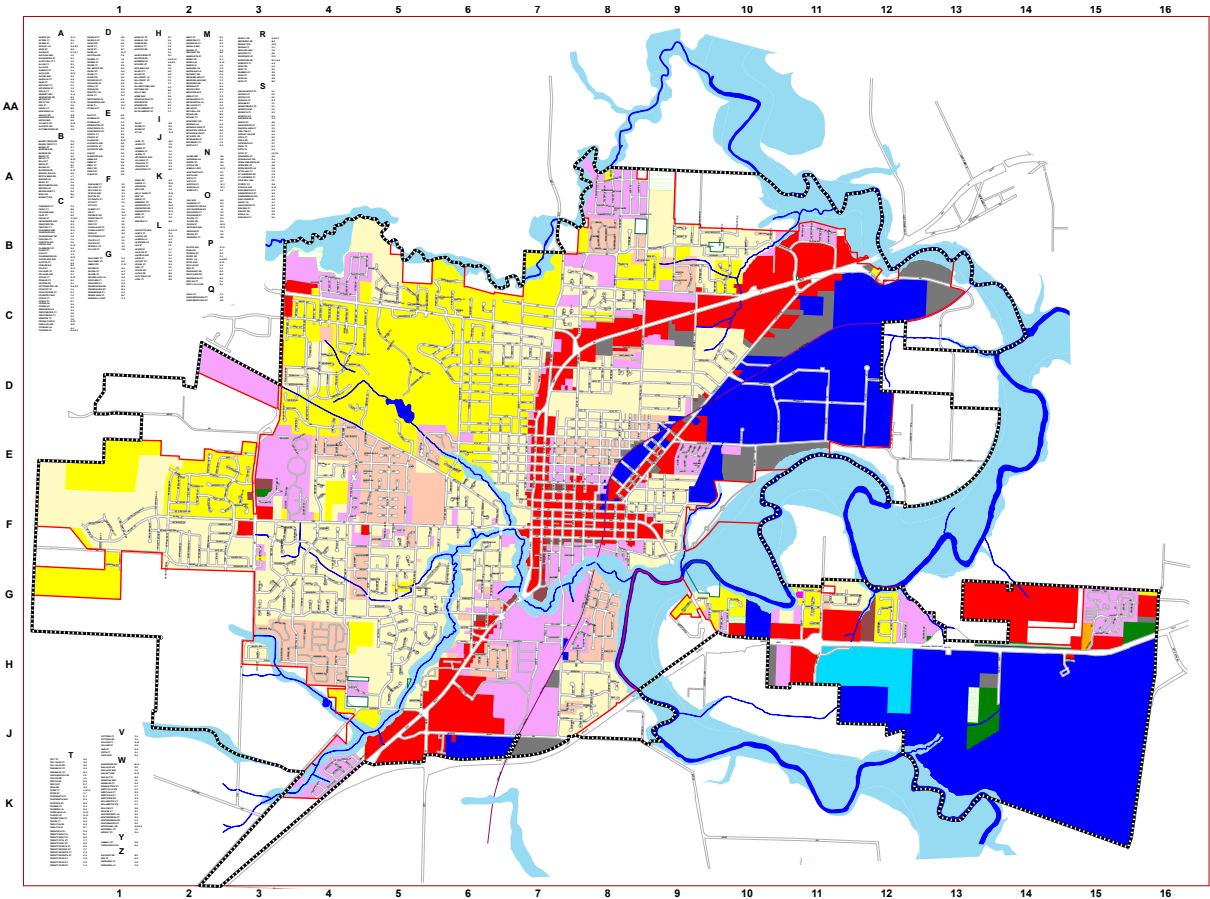















CODE ANALYSIS OVERVIEW: Informing Efficiency Measures & Beyond

ANALYSIS GOALS

- **How is zoning code working relative to community goals?**
 - Particular residential focus, additional interest in commercial/industrial
- **Which code standards have significant impact on efficiency where changes could serve as efficiency measures?**
 - Specifically addressing residential capacity, and industrial job density
- **What are other update opportunities?**
 - Regulatory compliance, changing state laws (e.g., childcare)
 - Adding more 'clear & objective' language
 - More effective standards to implement community priorities (e.g., Great Neighborhood Principles)
 - Remove regulatory obstacles to development (e.g., review requirements, conflicting standards)
- **What are PC/CC questions and interests to see reflected in the analysis?**

CITY ZONING OVERVIEW



	R-1	Residential
	R-2	
	R-3	
	R-4	
	O-R	
	C-1	Commercial
	C-2	
	C-3	
	M-L	Industrial
	M-1	
	M-2	
	A-H	
	F-P	

INITIAL IMPRESSIONS: RESIDENTIAL USES

- **Broad range of single-family, middle housing types permitted in R-1 to R-4**
 - Middle housing adds flexibility in all zones along with single-family
 - Single-family may compete with middle housing and multifamily in R-4
- **Specific focus on apartments permitted in R-5**
- **Additional residential uses permitted in O-R, C-3**
 - All residential uses permitted in O-R, primarily apartments permitted in C-3, at R-4 scale
 - Consider tradeoffs between residential capacity and commercial capacity

INITIAL IMPRESSIONS: EMPLOYMENT & MIXED USE

- **Broad range of commercial & industrial uses allowed**
 - Job densities of permitted uses vary significantly, from warehousing/storage to office and manufacturing
- **Some emerging opportunities to integrate uses:**
 - Neighborhood Activity Centers
 - City Center Housing Overlay
 - C-3, O-R

INITIAL IMPRESSIONS: RESIDENTIAL SCALE

Zone	Minimum Lot Size (Single-Family & Middle Housing)
R-1	9,000 SF
R-2	7,000 SF
R-3	6,000 SF
R-4 O-R, C-3	5,000 SF No limit for apartments
R-5	5,000 SF 1,500 SF/unit for apartments

- **Minimum lot sizes are in line with density targets in HNA**
 - R-2 to R-4 lot sizes are fairly similar, but options in all zones for middle housing with less SF per home
 - Option for averaging lot sizes with Planned Development to achieve smaller individual lots but not to increase overall density
- **Maximum densities for apartments are being built**
 - Highest historical densities seen in C-3, 31.2 du/net acre, similar to the 29 du/net acre allowed in R-5
 - Recently removed maximum density in R-4, may create opportunities beyond single-lot development previously seen
 - R-5 land not yet zoned
 - 60-ft height limit in R-4, R-5 may exceed predominate form of recent projects, tradeoffs with setbacks

INITIAL IMPRESSIONS: RESIDENTIAL SCALE







Zone	Minimum Lot Size (Single-Family & Middle Housing)	Average Lot Sizes (All types, 2000-2018)
R-1	9,000 SF	10,624 SF
R-2	7,000 SF	7,510 SF
R-3	6,000 SF	6,406 SF
R-4 O-R, C-3	5,000 SF No limit for apartments	5,514 SF (R-4) 5,732 SF (O-R) 1,396 SF (C-3)
R-5	5,000 SF 1,500 SF/unit for apartments	n/a

- **No maximum lot sizes or minimum densities**

- Historic densities are generally in line with current lot sizes without minimum density requirements in R-1, R-2 and R-3
- Historic densities in R-4, OR are closer to single-lot minimum lot sizes, mix of single-family detached, attached and multifamily built historically
- Minimum densities in R-4, OR, R-5 in particular could support more multifamily and middle housing

MULTIFAMILY TYPES & SCALE

- **Wide range of different apartment types identified in the code, however, code standards don't necessarily allow for all types**
 - Extensive development & design standards (19 pages!)
 - Many of these types are 2-3 stories, none of these examples reach 60-ft height
 - But many likely exceed the 29 units/acre density permitted outright (R-5), higher densities as conditional use
 - Central City Housing Overlay could provide additional options
- **Opportunity to clarify code to address desired apartment types in different areas through form and dimensional standards**
 - Policy discussion by PC/CC, Comprehensive Plan can direct
 - Different forms can provide similar densities and efficiency

	<p>Apartment Block</p> <p>Density Range:</p> <p>Context: City center</p>
	<p>Medium Apartment Block</p> <p>Density Range:</p> <p>Context: City center and along major streets served by transit</p>
	<p>Small Apartment Block</p> <p>Density Range:</p> <p>Context: At the edges of low and medium density residential neighborhoods</p>
	<p>Single Walk-up</p> <p>Density Range:</p> <p>Context: At the edges of low density residential neighborhoods and along major streets</p>
	<p>2-3 Story Courtyard</p> <p>Density Range:</p> <p>Context: City center, low and mid-density residential neighborhoods</p>
	<p>Single Story Courtyard</p> <p>Density Range:</p> <p>Context: May be integrated into low density residential neighborhoods</p>

INITIAL IMPRESSIONS: RESIDENTIAL DEVELOPMENT

- **Dimensional standards:**
 - 35-ft height in R-1 to R-3, 60-ft in R-4 and R-5 (with additional setback)
 - 15-20-ft front and rear, 6-10-ft side yard setbacks in all zones
- **Parking standards:**
 - 2 per single-family home
 - 1 per middle housing dwelling, in line with state requirements
 - 1.5-2 per apartment could be reviewed
- **Common open space:**
 - Planned developments require 15% common open space
 - Apartments require 15% common open space, 36 SF private open space per unit
 - In addition to public park spaces created through Parks Plan

INITIAL IMPRESSIONS: RESIDENTIAL DESIGN

- Design standards for middle housing in line with state rules
- Design standards for multifamily are extensive, opportunity to align with preferred/likely apartment types and to add clarity
- Planned Development standards apply Great Neighborhood Principles, with opportunity to incorporate GNPs into subdivision standards
- Look for community and City staff feedback on how current standards are working relative to desired outcomes

INITIAL IMPRESSIONS: RESIDENTIAL PROCESS

- **For Urban Holding areas: Area Plan & Master Plan requirements**
- **Subdivision or Residential Planned Development option for platted residential development**
 - PD can provide additional flexibility, more discretion
 - PD process requires applicants to demonstrate how proposed development meets the Great Neighborhood Principles
 - Subdivision standards do not directly incorporate the GNPs, some standards implement aspects of the GNPs
- **No site plan review process for apartments, building permit review**

POTENTIAL CODE-RELATED EFFICIENCY MEASURES

- Explore density bonuses for PDs
- Consider minimum densities/maximum lot sizes for Residential zones, especially R-4, OR and R-5
- Align apartment development standards with desired apartment types in R-4, R-5
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
- Continue developing City Central Housing Overlay standards
- Related actions:
 - Develop clear and objective subdivision standards to implement Great Neighborhood Principles
 - Revise Neighborhood Activity Center code standards

- In addition to map changes to:
 - Designate/zone more land for R-5
 - Reassign surplus park land
- And area plan development to:
 - Double the job density in Innovation Campus
 - Add residential density in TMLAP
 - Add diverse housing in Southwest Area Plan

CODE ANALYSIS PROCESS

1

- Draft conceptual code analysis to identify initial priorities that identifies opportunities and detail changes needed for efficiency measures

2

- Review code analysis as part of longer list of efficiency measures at upcoming PC/CC work session (March 25, 2025, or July 16, 2025)

3

- Draft code updates to implement efficiency measures

4

- Parallel effort to complete a more detailed code audit of specific code language for compliance, clarity and City goal alignment to inform future “inefficient” code updates

DISCUSSION

- **What are your questions and interests to see reflected in the code analysis? Examples of recent development that did or did not meet desired outcomes, or needed development that is not yet feasible?**
- **Which types and scale of apartments could be prioritized in different areas (e.g., R-4, R-5, Neighborhood Activity Centers, City Center)?**
- **Which potential code-related efficiency measures would you like to continue exploring? Any not worthy of further consideration? Additional ideas?**
 - Density bonuses for PDs
 - Minimum densities/maximum lot sizes for R-4, OR and R-5
 - Align apartment development standards with desired apartment types in R-4, R-5
 - Consider increasing density in R-5, similar to R-4, in favor of form-based standards
 - Consider heights, setbacks, open space and parking
 - Continue developing City Central Housing Overlay standards



DISCUSSION & QUESTIONS