

# **Comprehensive Plan Amendment, Zone Change, Planned Development Amendment, Planned Development, Subdivision and Landscape Plan Requests**

Ordinances 5084, 5085, 5086, 5087, 5088, & 5089  
CPA 1-19/ZC 1-19/PDA 2-19/PD 1-19/S 1-19/L 12-19  
Baker Creek North

City Council  
March 10, 2020

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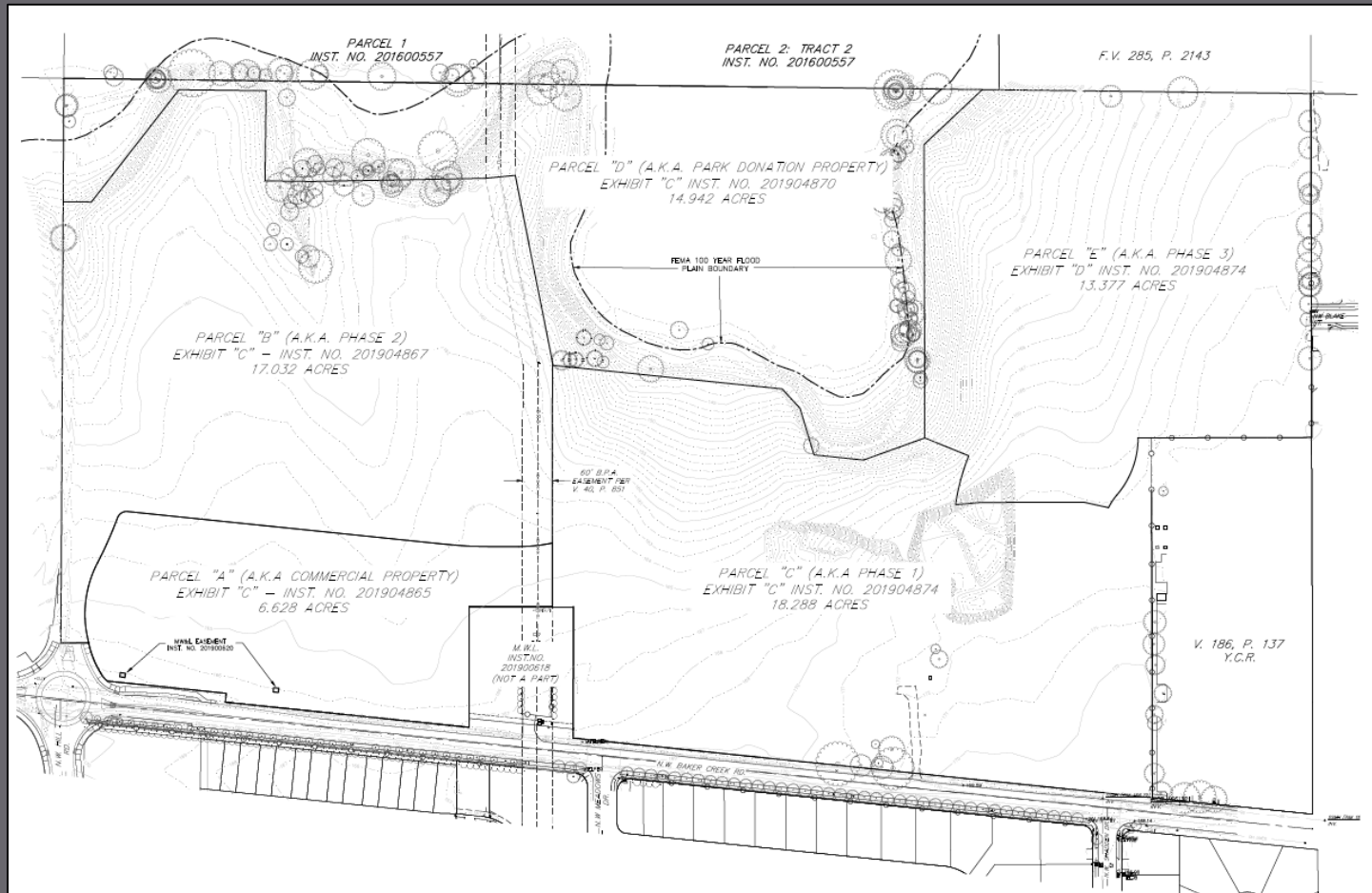
# SITE LOCATION



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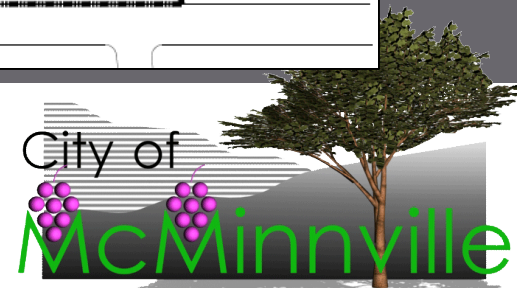
# SITE LOCATION



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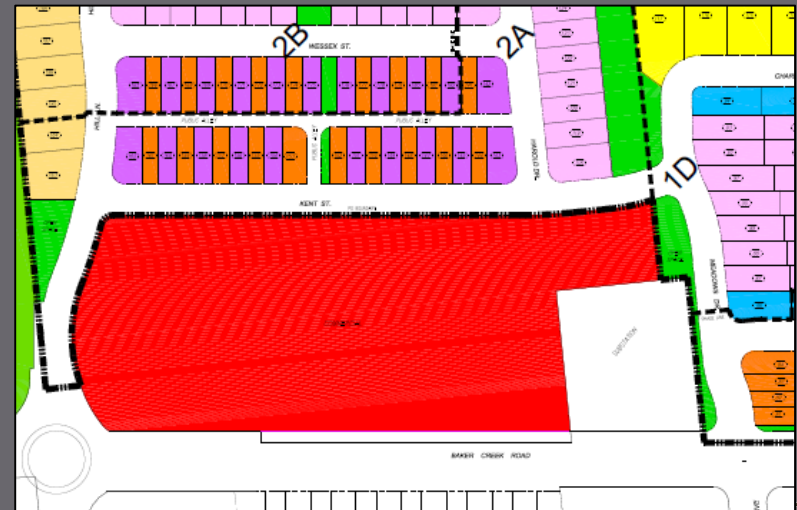
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# DEVELOPMENT PLAN OVERVIEW



| LOT TYPE | MIN. LOT AREA | MAX. LOT AREA | AVERAGE LOT AREA |
|----------|---------------|---------------|------------------|
| SFD-70   | 8820 S.F.     | 17,977 S.F.   | 10,962 S.F.      |
| SFD-60   | 5400 S.F.     | 10,083 S.F.   | 5978 S.F.        |
| SFD-50   | 5060 S.F.     | 12,116 S.F.   | 6578 S.F.        |
| SFD-45   | 4216 S.F.     | 6484 S.F.     | 4693 S.F.        |
| SFD-40   | 3881 S.F.     | 6097 S.F.     | 4154 S.F.        |
| SFD-30a  | 2700 S.F.     | 4401 S.F.     | 2977 S.F.        |
| SFD-26a  | 2340 S.F.     | 4557 S.F.     | 2660 S.F.        |

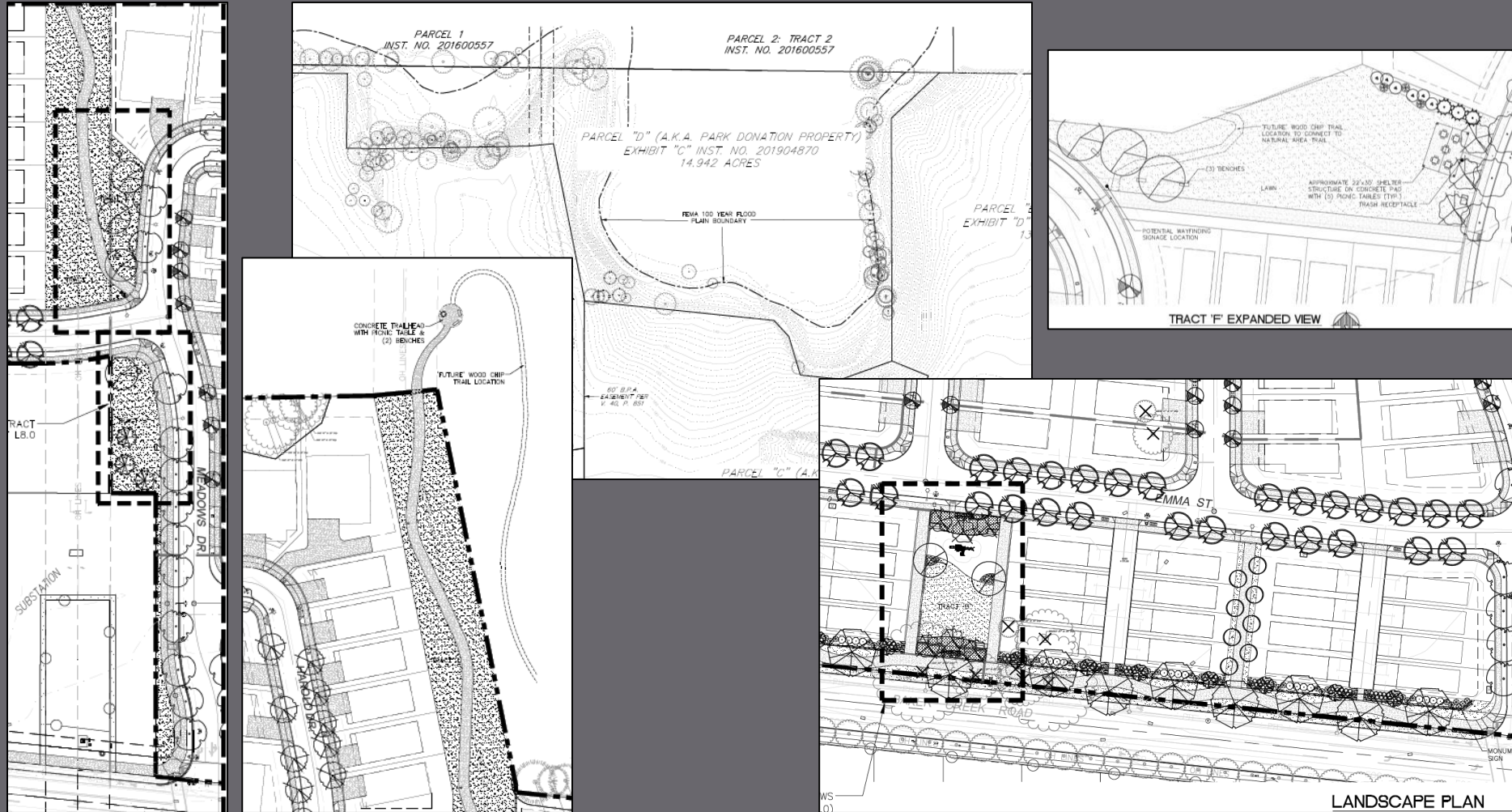


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# DEVELOPMENT PLAN OVERVIEW



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# PUBLIC HEARING PROCESSES

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- Neighborhood Meeting – November 1, 2018
- Planning Commission Public Hearing – December 5, 2019
- City Council Public Hearing – January 28, 2020
  - Public hearing closed
  - Applicant provided extension of 120-day decision deadline to March 10, 2020
  - Record left open for submittal of additional written testimony (February 4, 2020), rebuttal testimony (February 11, 2020), and final applicant written arguments (February 18, 2020)

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# ADDITIONAL TESTIMONY

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- 20 items of additional written testimony between January 29<sup>th</sup> and February 4<sup>th</sup>
  - 2 items of rebuttal testimony (1 from applicant)
- 2 items received after February 4<sup>th</sup> deadline – not currently included in public record
- Several emails sent to City Council after February 4<sup>th</sup> deadline
  - Council did not read those and forwarded them to staff
- Concerns raised related to:
  - Transportation & traffic impact on Baker Creek Road
  - Density, reduced setbacks, and lot sizes
  - Allowance of apartments on commercial site
  - Design diversity in single dwelling unit subdivision
  - Commercial business in northwest area of city

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# TRANSPORTATION SYSTEM PLAN

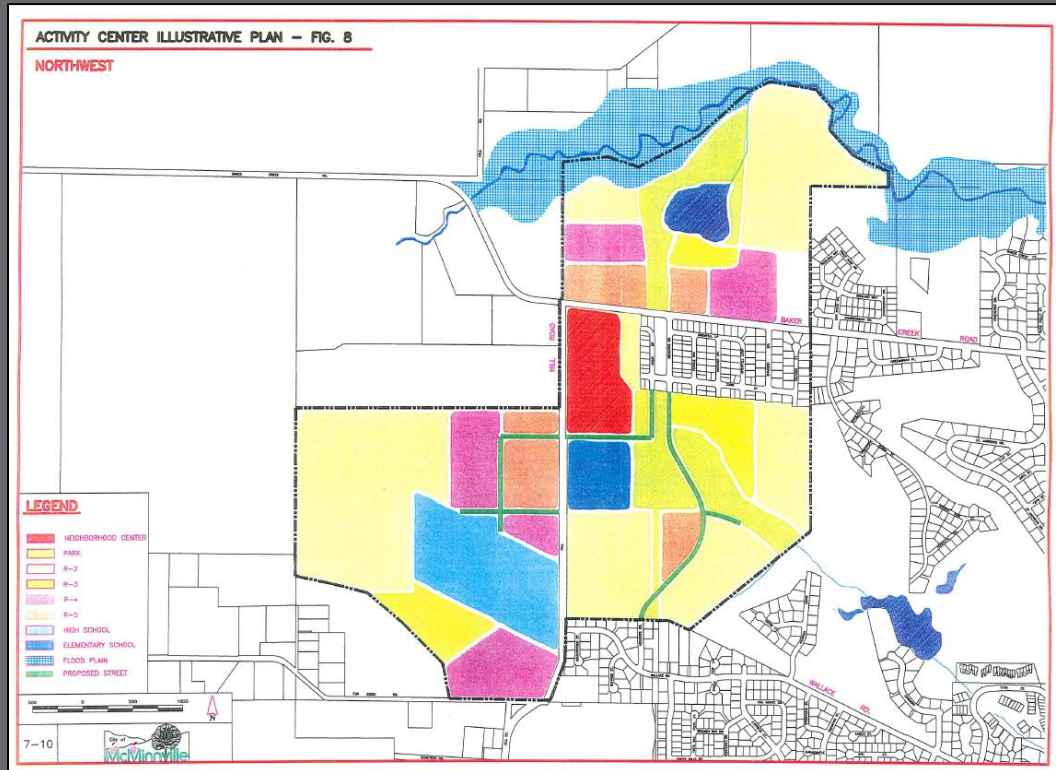
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- Oregon Statewide Planning Goal 12: Transportation
  - Cities adopt Transportation System Plans (TSPs) to plan for street and transportation networks
- McMinnville TSP adopted 2010 (Ord. 4922) & approved by the State
  - Based on the 2003 *McMinnville Growth Management & Urbanization Plan (2003 MGMUP)*
  - Planned transportation network for full build-out of Urban Growth Boundary with a build-out population of 46,220 (2023)

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# TSP MODELING



- TSP included system-wide traffic modeling for build-out condition, based on the 2003 MGMUP
- 2003 MGMUP identified Neighborhood Activity Center in location of Baker Creek North

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# TSP COMPONENTS

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- Set the functional classification for Baker Creek Road as a minor arterial (two travel lanes, center turn lane, bike lanes, planter strips, and sidewalks).
- Minor arterials are planned to have a maximum average daily traffic of 20,000 vehicles per day.
- Set the mobility standard for City street intersections at a volume to capacity ration of 0.90.

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# TSP COMPONENTS

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- Significant items of note in the TSP:
  - Page 3-5: “East-west minor arterials like Baker Creek Road and Old Sheridan Road are expected to see significant growth in traffic”
  - Page 3-9: By build-out “traffic congestion of many of McMinnville’s major east-west routes will present a challenge. Baker Creek Road, 2<sup>nd</sup> Street, Fellows Street, and Old Sheridan Road will all experience higher levels of congestion”

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# BAKER CREEK NORTH

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- Total # of planned units is less than the 2003 MGUMP density assumptions used to develop the TSP.
- Traffic study (provided by professional traffic engineer) indicates area intersections (except Baker Cr Rd / Michelbook Lane) will meet the TSP mobility standard of  $v/c \text{ ratio} < 0.90$  at build-out.
- The planned 280 single family units in BCN will generate ~\$730,000 in transportation system development charge revenues (at current rates).

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# BAKER CR RD/MICHELBOOK LN

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- Traffic study indicates that with or without the BCN development, a traffic signal will be needed at the Baker Cr Rd / Michelbook Lane intersection by 2029.
- The traffic signal installation is in the adopted TSP, and costs to cover the project can be funded via transportation system development charge revenues.

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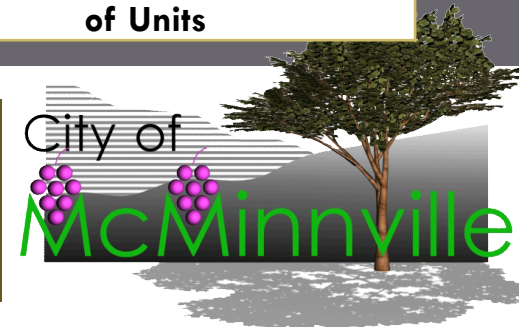


# DENSITY OF BAKER CREEK NORTH

- Comparison of 2003 MGUMP density assumptions and BCN

| Baker Creek North                               |                             |      |                             | MGMP Base Zones                              |                            |       |                             |            |
|-------------------------------------------------|-----------------------------|------|-----------------------------|----------------------------------------------|----------------------------|-------|-----------------------------|------------|
| Land Use                                        | Gross Density<br>(proposed) | Size | Number of<br>Units          | Land Use                                     | Gross Density<br>(assumed) | Size* | Number<br>of Units          |            |
| R-4                                             | 5.75                        | 48.7 | 280                         | R-5                                          | 15.0                       | 15    | 225                         |            |
| C-3                                             | 18.12                       | 6.62 | 120                         | R-4                                          | 8.8                        | 15    | 132                         |            |
|                                                 |                             |      |                             | R-3                                          | 5.4                        | 15    | 81                          |            |
|                                                 |                             |      |                             | R-2                                          | 4.3                        | 10    | 43                          |            |
|                                                 |                             |      |                             |                                              |                            |       |                             |            |
|                                                 |                             |      | <b>Total #<br/>or Units</b> | <b>400</b>                                   |                            |       | <b>Total #<br/>of Units</b> | <b>481</b> |
| *Size of each zone approximate based on NAC map |                             |      |                             |                                              |                            |       |                             |            |
| Baker Creek North                               |                             |      |                             | Northwest Neighborhood Activity Center (NAC) |                            |       |                             |            |
| Land Use                                        | Gross Density<br>(proposed) | Size | Number of<br>Units          | Land Use                                     | Net Density<br>(assumed)   | Size  | Number<br>of Units          |            |
| R-4                                             | 5.75                        | 48.7 | 280                         | NAC                                          | 7.5                        | 55.32 | 415                         |            |
| C-3                                             | 18.12                       | 6.62 | 120                         |                                              |                            |       |                             |            |
|                                                 |                             |      |                             |                                              |                            |       |                             |            |
|                                                 |                             |      | <b>Total #<br/>of Units</b> | <b>400</b>                                   |                            |       | <b>Total #<br/>of Units</b> | <b>415</b> |

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# CONDITION REVISIONS FROM APPLICANT

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- Applicant requested revisions to:
  - Condition #18 in PD 1-19 – Driveway width
  - Condition #20 in PD 1-19 & Condition #11 in S 1-19 – Design standards for single dwelling units
- Staff met with applicant and reviewed Planning Commission recommended conditions in detail
  - Discussed revisions that staff believes are not significant and do not change intent of design standards

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# CONDITION #18 – DRIVEWAY WIDTH

18. That driveways on each private lot shall be the maximum width requested by the applicant depending on the type of lot. **Except for SFD-40 lots, the driveway width shall be tapered down at the property line and not exceed the maximum 40 percent driveway width required by Section 12.20.030(B) between the property line and the street. SFD-40 lots may have maximum driveway widths of 20 feet between the property line and the street.** The maximum driveway width on the private lot for each lot type shall be:

- a. SFD-70 and SFD-60 Lots: 30 feet wide driveways
- b. SFD-50 and SFD-40 Lots: 20 feet wide driveways
- c. SFD-45 Lots: 18 feet wide driveways
- d. SFD-30a & SFD-26a Lots: Driveways the same width of the dwelling, and only providing access from an alley

**Except for SFD-40 lots, the driveway width shall be tapered down at the property line and not exceed the maximum 40 percent driveway width required by Section 12.20.030(B) between the property line and the street. SFD-40 lots may have maximum driveway widths of 20 feet between the property line and the street.**

Variances to driveway width and location due to unique lot configurations may be requested through the process in Section 12.20.080 (Variances-issuance conditions-City Engineer authority) of the McMinnville Municipal Code. Variances will be required for lots that have reduced frontage dimensions on curved corners of streets (Mercia Street, Charles Street, and Edgar Street) and for some corner lots.

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# CONDITION #20 – DESIGN STANDARDS

## b. ~~Quality and~~ Type of Exterior Materials

- i. Elevations shall include horizontal elements the ~~entire~~ width of the façade. ~~to~~ **The horizontal elements shall** mark the break between floors or **be located** along rooflines ~~including, and may include fascia,~~ band course, band molding, bellyband, or belt course.
- ii. A minimum of two types of building materials shall be used on the front elevations.
- iii. Elevations shall have trim, ~~sashes and mullions~~ **with a minimum size of 3 inches** on all windows, and shall incorporate ~~a paint scheme~~ **color palette** with three colors.
- iv. In addition, elevations will include at least four of the following.
  1. Windows ~~– mullions, trim, orientation, sashes~~
  2. Gables
  3. Dormers
  4. Architectural bays
  5. Awnings made of fabric, metal or wood-framed
  6. Change in wall planes
  7. Ground floor wall lights/sconces
  8. Transom windows
  9. Balconies or decks
  10. Columns or pilasters – not decorative

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# CONDITION #20 – DESIGN STANDARDS

## c. Front Porches / Entry Areas

- i. Front porches shall be at least 36 square feet in area, with a minimum **depth of 4 feet as measured from the front door** ~~dimension of 6 feet by 6 feet.~~
- ii. Porch must have a solid roof, and roof may not be more than 12 feet above the floor of the porch.
- iii. Porch must include one of the following: ornamental fencing, columns demarcating the perimeter of the porch, or columns supporting the roof of the porch. **If columns are included, the columns shall be a minimum size of 6 inches by 6 inches.**

## d. Roof Design and Materials

- i. Use a variation in roof forms to visually break up monotony including pitched or sloping roof elements, variations in pitch and height of roof planes, variations in roof ridgeline directions, dormers, eaves, gable or dormer end brackets, corbels, or decorative wood timbers.
- ii. Elevations shall contain more than one single, continuous ridgeline or eave. **An elevation may have one single, continuous ridgeline or eave over the main portion of the roof structure, but must also have another roof ridgeline or eave, such as a gable or hip roof that extends perpendicularly or at a lower elevation from the larger roof ridgeline.**

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# CONDITION #20 – DESIGN STANDARDS

## f. Garage Door Types

- i. Pair garages where possible to maximize planting strip and potential for street trees.
- ii. The length of a garage wall facing the street shall be no more than 50 percent of the street-facing building façade.
- iii. The garage wall facing the street may exceed 50 percent of the street-facing building façade if the building meets the following:
  1. The garage door opening is not wider than the maximum width of the driveway allowed for the private lot; and
  2. The building includes one of the following:
    - a. Interior living area above the garage. The living area must be set back no more than 4 feet from the street-facing garage wall; **or**
    - b. A covered balcony above the garage that is:
      - i. At least the same length as the street-facing garage wall;
      - ii. At least 6 feet deep; and
      - iii. Accessible from the interior living area of the dwelling unit.
    - c. If the building is a single story, the front elevation shall include architectural features that create an elevation that is not dominated by garage walls and garage door openings by incorporating at least seven (7) of the following design features:
      - i. Change in elevation of roof ridges
      - ii. Change in direction of roof ridges
      - iii. Eave overhangs of over 12 inches
      - iv. Porch or veranda covering at least 40 percent of the overall width of the front façade
      - v. Porch of at least 48 square feet in area
      - vi. Dormer or bay windows
      - vii. Shutters on all windows
      - viii. Accent siding
      - ix. Decorative gable vents
      - x. Garage doors with windows and decorative paneling
      - xi. Decorative front door (minimum 25 percent glazing)
      - xii. Front door with transom **and/or** sidelight windows
- iv. Garages shall be recessed from entrances or covered front porches.

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# COMMERCIAL SITE – FOOD STORE

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- Recommended condition #3: Limits uses to those permitted in C-1 zone, plus “Restaurant”
  - “Food store, retail” listed in C-1 zone but not defined
- Uncommon for other cities to define food store or differentiate between different types of food stores or retail stores
- Merriam-Webster definitions:
  - Convenience store: a small often franchised market that is open long hours
  - Grocery store: a store that sells food and household supplies: supermarket
  - Supermarket: a self-service retail market selling especially foods and household merchandise

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# COMMERCIAL SITE – FOOD STORE

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- Recommended condition #5 would prohibit any retail commercial use from occurring from 1:00 AM – 5:00 AM
- If interest is in limiting intensity to neighborhood scale, could reduce maximum size of retail uses in condition #3:
  3. For the purposes of this Planned Development Overlay District, allowed neighborhood commercial uses are defined as those that are permitted in the C-1 (Neighborhood Business) zone in Section 17.27.010 of the MMC. In addition, “Restaurant” shall be permitted as a neighborhood commercial use in this Planned Development Overlay District. No retail uses should exceed ~~10,000~~ 5,000 square feet in size, ~~except for grocery stores~~. The applicant may request any other use to be considered permitted within the Planned Development Overlay District at the time of the submittal of detailed development plans for the site.

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# COMMERCIAL SITE – DRIVE-THRU

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- Recommended conditions of approval do not prohibit a drive-through facility
- Definition: “A facility that provides services directly to patrons in motor vehicles. These types of facilities typically rely on a long driveway or lane that provides adequate room for vehicle stacking at a drive-up service window.”
- Current conditions include site design and building architecture standards that focus on pedestrians and human scale
  - If followed, could accommodate a drive-through facility

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# COMMERCIAL SITE – DRIVE-THRU

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- Findings required if interest in limiting drive-through facilities
- Findings could be related to:
  - Intent to include neighborhood commercial uses
  - Comprehensive Plan Policies: 25.00 (minimize conflicts with adjacent land uses), 26.00 (heavy traffic-generating uses), 27.00 (neighborhood oriented businesses)
- Council could consider limiting stand-alone drive-through facilities or allowing drive-throughs only as end-caps within a commercial or mixed use building

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# COMMERCIAL SITE – PARKING

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- Parking on commercial site will meet requirements in Chapter 17.60 (Off-Street Parking and Loading)
- Current conditions include site design and building architecture standards that minimize impact of parking in neighborhood commercial area
  - Parking behind buildings
  - Maximum surface parking of 110% of minimum reqts.
  - Buildings oriented toward streets
  - Pedestrian connections between streets and BPA trail

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# PC RECOMMENDATION

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- CPA 1-19: Approval
- ZC 1-19: Approval with conditions
  - Recommendation: Not be approved unless PDA 2-19 & PD 1-19 are approved
- PDA 2-19: Approval with conditions
- PD 1-19: Approval with conditions (staff-suggested revisions)
- S 1-19: Approval with conditions (staff-suggested revisions)
  - Recommendation: Not be approved unless PD 1-19 is approved
- L 12-19: Approval with conditions
  - Recommendation: Not be approved unless S 1-19 is approved

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# CITY COUNCIL OPTIONS

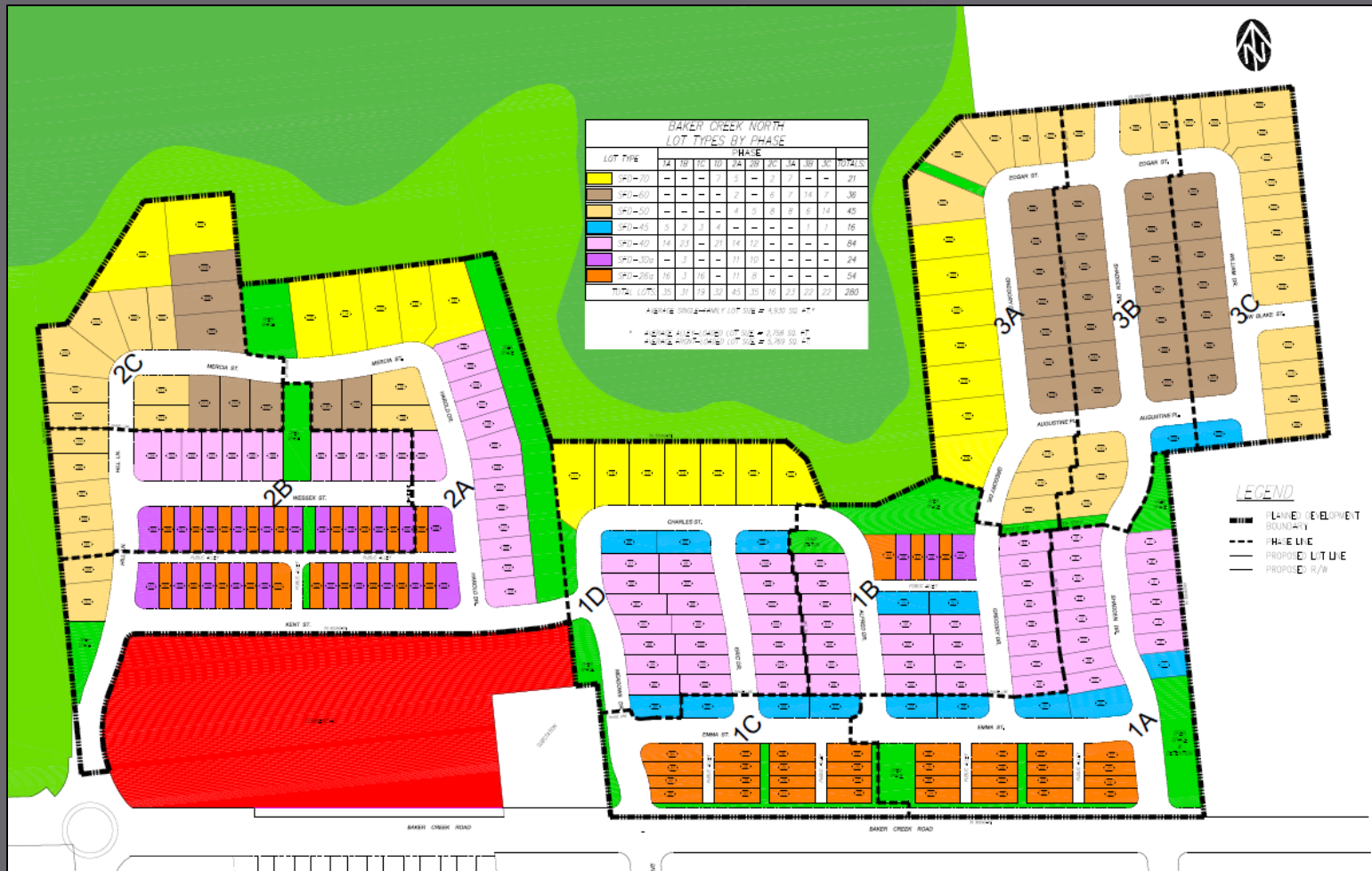
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- Deliberate, hold the 1<sup>st</sup> readings, and hold 2<sup>nd</sup> readings to take action on each of the six ordinances individually
  - Approve as recommended by Planning Commission (with minor revisions suggested by staff); or
  - Deny by providing findings of fact and direct staff to include findings in decision document
- 120-day deadline is today, March 10, 2020

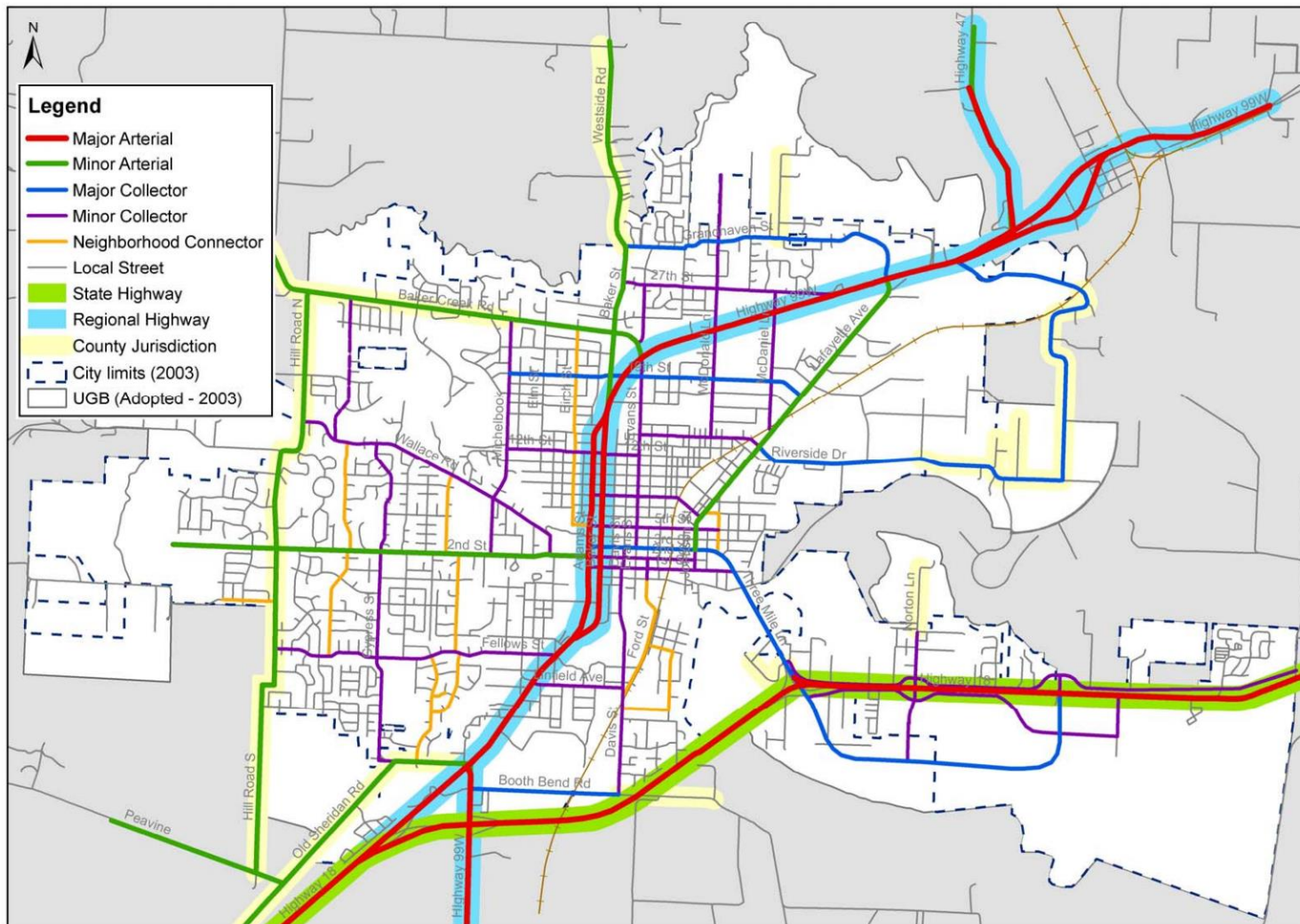
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# QUESTIONS?



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Street Functional Classification  
McMinnville TSP



Exhibit  
2-3

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# STREET DESIGN STANDARDS

- Each Street Functional Classification has design and functional standards

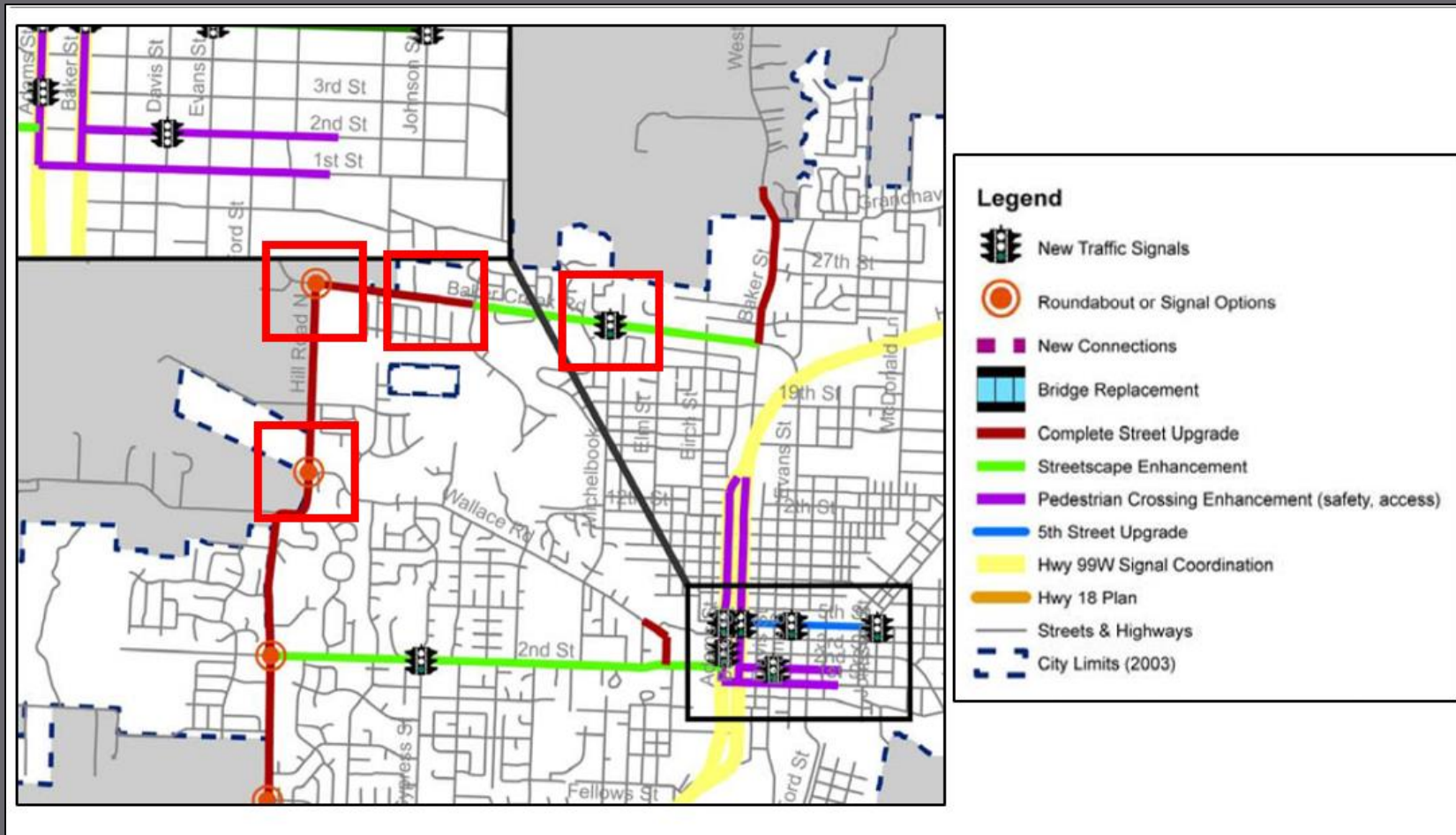
| Complete Street Design Standards        |                                                           |                                   |                                                 |                            |                            |                            |                                             |                                |                   |                 |
|-----------------------------------------|-----------------------------------------------------------|-----------------------------------|-------------------------------------------------|----------------------------|----------------------------|----------------------------|---------------------------------------------|--------------------------------|-------------------|-----------------|
|                                         |                                                           |                                   |                                                 | Arterial                   |                            | Collector                  |                                             | Neighborhood Connector         | Local Residential | Alley           |
|                                         |                                                           |                                   |                                                 | Major                      | Minor                      | Major                      | Minor                                       |                                |                   |                 |
| Streetscape                             | Street Profile                                            |                                   | Auto/Truck Amenities (lane widths) <sup>1</sup> | 2-4 lanes (12 ft.)         | 2 lanes (11 ft.)           | 2 lanes (11 ft.)           | 2 lanes (10 ft.)                            | See Street Width               | See Street Width  | 20 ft.          |
|                                         |                                                           |                                   | Median / Center Turn Lane                       | 14 ft.                     | 12 ft.                     | 12 ft.                     | 10 ft.                                      | None                           | None              | None            |
|                                         |                                                           |                                   | Bike                                            | Bike Facility <sup>2</sup> | 2 Lanes (6 ft.)            | 2 Lanes (6 ft.)            | 2 Lanes (5 ft.)                             | 2 Lanes (5 ft.) or Shared Lane | Shared Lane       | Shared Lane     |
|                                         |                                                           |                                   | Curb-to-curb Street Width <sup>3</sup>          |                            |                            |                            |                                             |                                |                   |                 |
|                                         | On-Street Parking                                         |                                   |                                                 |                            |                            |                            |                                             |                                |                   |                 |
|                                         | Two Sides                                                 |                                   | na                                              | na                         | na                         | 30 or 40 ft.               | 28 ft.                                      | 28 ft.                         | Not Apply         |                 |
|                                         | None                                                      | 74 ft.                            | 46 ft.                                          | 44 ft.                     | 30 or 40 ft.               |                            |                                             |                                |                   |                 |
|                                         | Pedestrian Zone<br><small>(with ADA requirements)</small> | Pedestrian Amenities <sup>4</sup> |                                                 |                            |                            |                            |                                             |                                |                   |                 |
|                                         |                                                           | Sidewalks (both sides)            | 8 ft. Com                                       | 5 ft. Res<br>10-12 ft. Com | 5 ft. Res<br>10-12 ft. Com | 5 ft. Res<br>10-12 ft. Com | 5 ft.                                       | 5 ft.                          | None              |                 |
|                                         |                                                           | Planter Strips                    |                                                 | 6 ft. Res<br>na Com        | 6 ft. Res<br>na Com        | 6 ft. Res<br>na Com        | 5 ft. Res                                   | 5 ft. Res                      | None              |                 |
| Preferred Adjacent Land Use - Intensity |                                                           | High                              | Medium to High                                  | Medium                     | Medium                     | Medium to Low              | Low                                         | Low                            |                   |                 |
| Traffic Management                      |                                                           |                                   | Maximum Average Daily Traffic                   | 32,000                     | 20,000                     | 16,000                     | 10,000                                      | 1,200 - 3,000                  | 1,200             | 500             |
|                                         |                                                           |                                   | Traffic Calming                                 | Not Typical                | Not Typical                | Not Typical                | Permissible/<br>Not Typical                 | Permissible/<br>Not Typical    | Typical           | Not Typical     |
|                                         |                                                           |                                   | Managed Speed <sup>5</sup>                      | 35 mph                     | 30-35 mph                  | 25-30 mph                  | 25 mph                                      | 25 mph                         | 15-25 mph         | 10 mph          |
|                                         |                                                           |                                   | Through-traffic Connectivity                    | Primary                    | Typical                    | Typical                    | Typical                                     | Not Typical                    | Not Permissible   | Not Permissible |
|                                         |                                                           |                                   | Access Control                                  | Yes                        | Yes                        | Some                       | Some                                        | No                             | No                | No              |
|                                         |                                                           |                                   | Maximum Grade                                   | 6%                         | 6%                         | 10%                        | 10%                                         | 12%                            | 12%               | 12%             |
|                                         |                                                           |                                   | Right-of-Way:                                   | 104 ft.                    | 96 ft.                     | 74 ft.                     | 56 ft. (no bike lane)<br>66 ft. (bike lane) | 50 ft.                         | 50 ft.            | 20 ft.          |

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# TSP IMPROVEMENTS



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# TRAFFIC STUDY FOR BCN

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- Traffic Impact Analysis (TIA) provided by applicant
- Analyzed Planned Development plan (280 single family homes) and 100,000 square feet of retail use
  - Note: 100,000 s.f. of retail used as “worst-case” scenario in terms of potential traffic generation, as it was completed prior to application submittal
    - 100,000 s.f. of retail = 3,775 ADT
- vs.
  - 120 multiple family units = 653 ADT
- PDA 2-19 condition of approval #7 will require updated TIA prior to any development of Commercial site

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# TRAFFIC STUDY FOR BCN

**Table 2 Capacity Analysis Summary**

| Intersection                         | Type of Control     | Peak Hour | Traffic Scenario |     |       |      |                 |     |       |      |             |     |       |      |
|--------------------------------------|---------------------|-----------|------------------|-----|-------|------|-----------------|-----|-------|------|-------------|-----|-------|------|
|                                      |                     |           | 2019 Existing    |     |       |      | 2029 Background |     |       |      | 2029 Total  |     |       |      |
|                                      |                     |           | Crit. Mov't      | LOS | Delay | v/c  | Crit. Mov't     | LOS | Delay | v/c  | Crit. Mov't | LOS | Delay | v/c  |
| Meadows Drive and Baker Creek Road   | Two-way Stop        | AM        | NB               | A   | 9.6   | 0.03 | NB              | B   | 10.6  | 0.14 | SB          | C   | 19.0  | 0.09 |
|                                      |                     | PM        | NB               | A   | 9.4   | 0.03 | NB              | B   | 10.1  | 0.09 | SB          | F   | 56.2  | 0.20 |
| Shadden Drive and Baker Creek Road   | Two-way Stop        | AM        | NB               | A   | 9.9   | 0.06 | SB              | C   | 18.4  | 0.17 | SB          | D   | 33.2  | 0.13 |
|                                      |                     | PM        | NB               | A   | 9.8   | 0.06 | SB              | D   | 33.3  | 0.21 | SB          | F   | 137.3 | 0.16 |
| Michelbook Lane and Baker Creek Road | Two-way Stop        | AM        | NB               | B   | 10.9  | 0.08 | NB              | C   | 16.6  | 0.21 | NB          | D   | 28.7  | 0.45 |
|                                      |                     | PM        | NB               | B   | 12.0  | 0.14 | NB              | F   | 65.6  | 0.78 | NB          | F   | 726.4 | 2.41 |
|                                      | Signal <sup>1</sup> | AM        | -                | -   | -     | -    | -               | B   | 11.0  | 0.39 | -           | B   | 15.3  | 0.47 |
|                                      |                     | PM        | -                | -   | -     | -    | -               | B   | 11.7  | 0.54 | -           | B   | 19.8  | 0.70 |

Notes: 2010 Highway Capacity Manual methodology used in analysis, Synchro v9. NB - Northbound, SB - Southbound, Crit. Mov't - Critical movement or critical approach.

<sup>1</sup> Future signal identified in City's TSP - Not to be installed in conjunction with Baker Creek North Subdivision.

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