



Area
Plan

City of McMinnville

Docket G 7-21

City Council Public Hearing, May 10, 2022

Legislative Initiative

HOUSEKEEPING ISSUES



- **Staff recommends continuing the public hearing to June 14, 2022, after taking public testimony tonight.**
 - **There is a lot to unpack.**
 - **There is a lot of misinformation that we all need to work through collectively as a group.**
 - **Community groups have requested additional information.**
 - **Staff would like the time to review the Friends of Yamhill County / 1000 Friends recommendations.**
 - **Staff would like to recommend some amendments to the Plan and would suggest that the public should be able to respond to it appropriately in a continued public hearing.**

HOUSEKEEPING ISSUES



- **Tonight’s Discussion is not about the quasi-judicial rezones that are currently in a public hearing process with the Planning Commission.**
- **Tonight’s discussion is about an Area Plan, which is a legislative initiative and the results of a community visioning process.**
- **There are three quasi-judicial land-use applications that have requested a comprehensive plan map amendment and rezone from industrial to commercial, which are the results of private property owners exercising their right to apply for land-use changes on their properties.**

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The Area Plan might help to mitigate some of the concerns expressed about the rezones.

It has very specific and intentional language in it about the area that is part of the rezone applications relative to design and development standards, type of development, etc.

HOUSEKEEPING ISSUES



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- **There are three quasi-judicial land-use applications that have requested a comprehensive plan map amendment and rezone from industrial to commercial, which are the results of private property owners exercising their right to apply for land-use changes on their properties.**

Legal counsel and staff are advising you not to listen to any testimony that is specific to the three rezone applications. You will be the decision-making body on those land-use applications and if you are influenced by the testimony that you hear tonight you will need to declare it as ex parte contact.

The Documents



Three Mile Lane Area Plan – Draft March 17, 2022

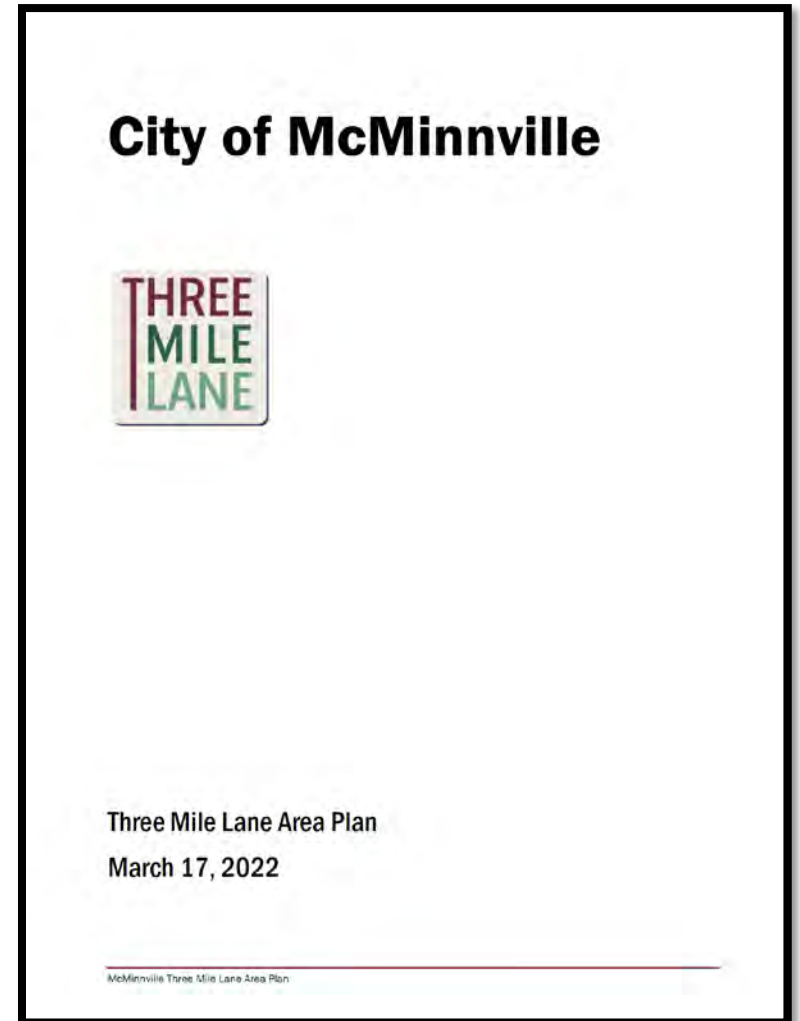
Appendix A: Public Involvement

Appendix B: Existing Conditions

Appendix C: Case Study Report

Appendix D: Evaluation and Screening

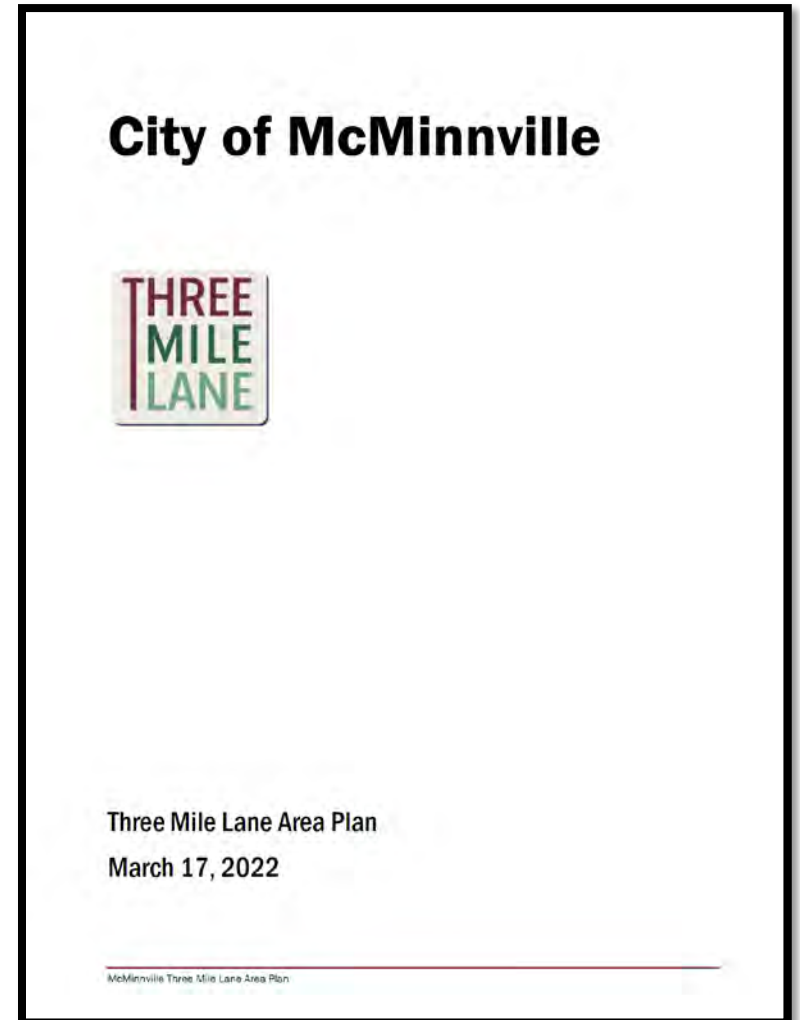
Appendix E: Implementation



The Documents

Three Mile Lane Area Plan – Draft March 17, 2022

This is a 50-page document that was developed over four years by a volunteer project advisory committee, with design charrettes, public open houses, town halls, etc., and recommended by Planning Commission for approval.



Project Documents

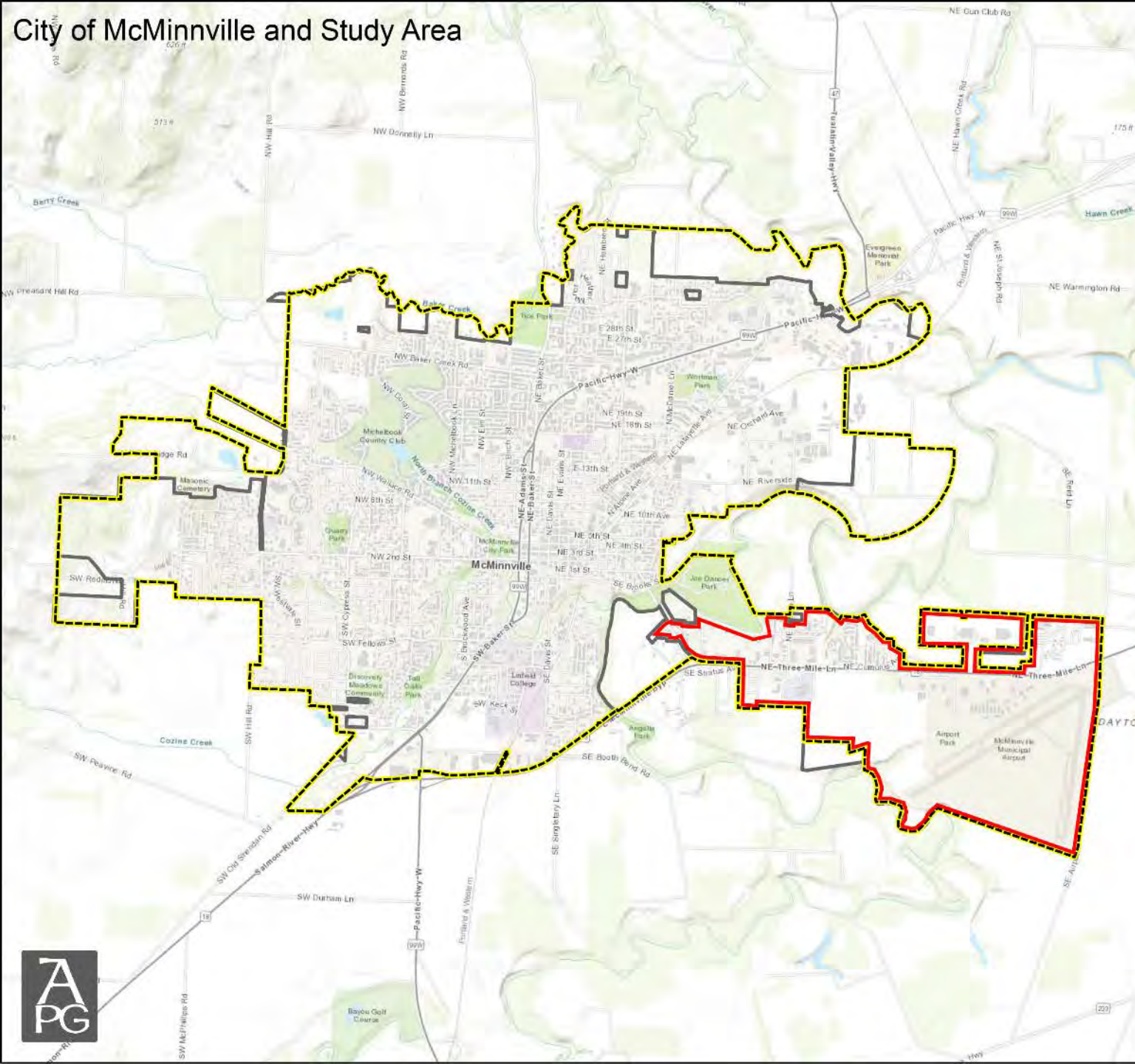


www.threemilelane.com

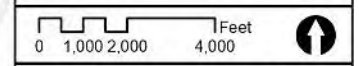
<https://www.mcminnvilleoregon.gov/planning/page/g-7-21-three-mile-lane-area-plan-3mlap-comprehensive-plan-amendment>



City of McMinnville and Study Area



- Legend**
- Study Area (Rough)
 - UGB
 - City Limits



Prepared By: Angelo Planning Group
Date: 10/16/2018

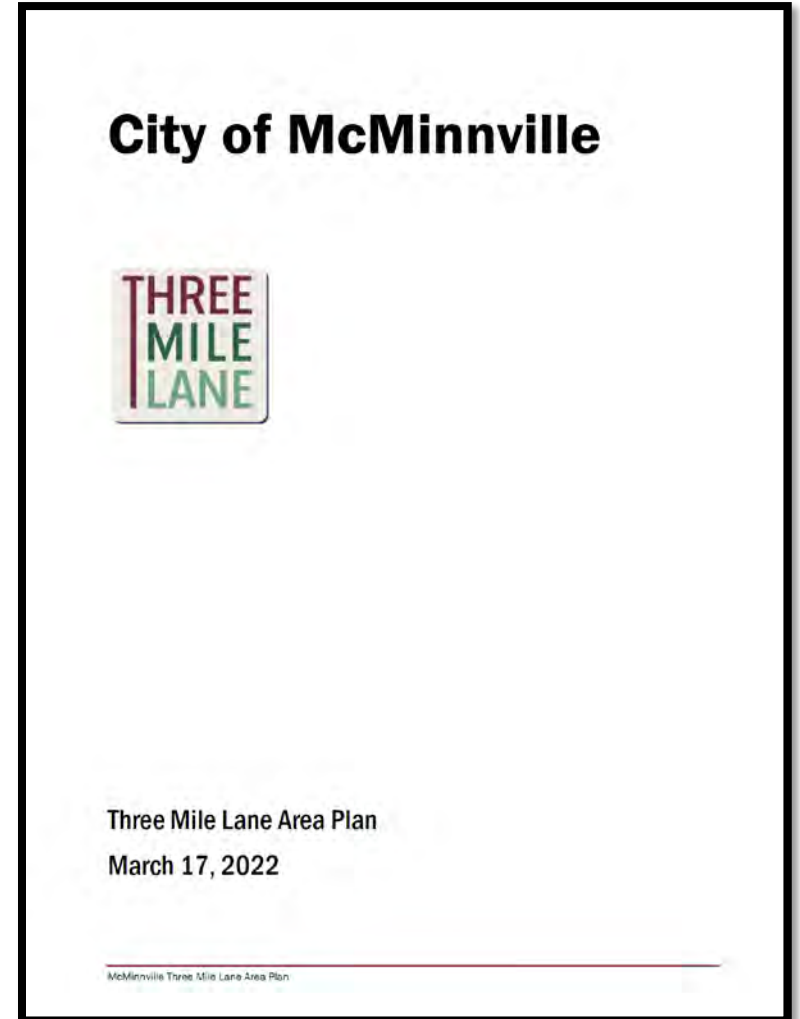
Study Area Context

CONSIDERATION



COMPREHENSIVE PLAN AMENDMENTS

- **Supplemental Document:** Adopt the Three Mile Lane Area Plan and Appendices as a supplemental document to the Comprehensive Plan.
- **Text Amendment:** Amend Volume II of the Comprehensive Plan, Goals, Policies and Proposals, Chapter VI (Transportation) to add a proposal to amend the Comprehensive Plan Map and Transportation System Plan consistent with the adopted Three Mile Lane Area Plan.



CONSIDERATION

COMPREHENSIVE PLAN TEXT AMENDMENTS

The comprehensive plan map amendments and any associated rezones consistent with the 3MLAP could be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the TSP would need to be made. Until the comprehensive plan map amendments are adopted for individual properties, the properties would continue to be subject to the use provisions of current Comprehensive Plan map and zoning map designations and provisions of any property-specific PD overlay zones. Those properties would still be subject to any new development standards of the new Three Mile Lane Overlay Zone.



City of McMinnville



Three Mile Lane Area Plan

March 17, 2022

McMinnville Three Mile Lane Area Plan

CONSIDERATION



COMPREHENSIVE PLAN AMENDMENTS

- Supplemental Document Lane Area Plan and A supplemental document Plan.

Adopting the Three Mile Lane Area Plan does not change the comprehensive plan map, the zoning map or the TSP.

- Text Amendment: Amend Volume II of the Comprehensive Plan, Goals, Policies and Proposals, Chapter VI (Transportation) to add a proposal to amend the Comprehensive Plan Map and Transportation System Plan consistent with the adopted Three Mile Lane Area Plan.

Three Mile Lane Area Plan
March 17, 2022

McMinnville Three Mile Lane Area Plan

WHAT IS AN AREA PLAN?

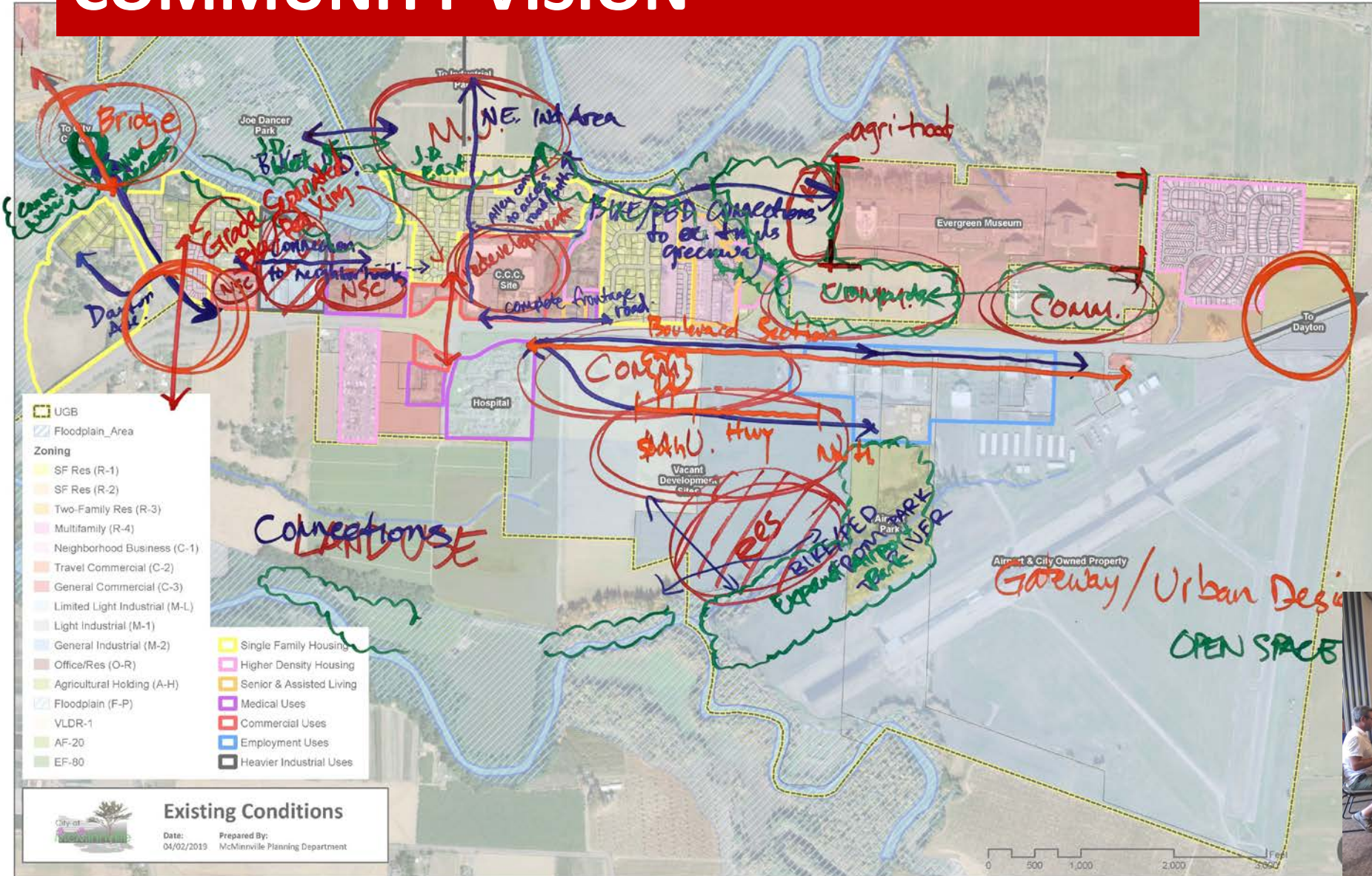
It is a community vision developed by community members.

High-level planning document meant to provide guidance to other more specific planning processes, such as public utility plans, parks and open space plans, etc.



COMMUNITY VISION

THREE MILE LANE Area Plan



Literally
 Drawn by
 Community
 Members in
 Charrettes



AREA PLANS



Comprehensive Plan Policies 187.80.20

17.10.040 (C)

The City Council shall adopt an Area Plan as a guiding land use document. An Area Plan shall be adopted as a supplement to the McMinnville Comprehensive Plan through a legislative land use proceeding if it was initiated by the City Council or either a quasi-judicial or legislative land use proceeding, depending on its size and the number of properties it covers, if it was initiated by an application. (Ord. 5106 §2, 2021)

AREA PLANS



Comprehensive Plan Policies 187.80.10

17.10.050

Area Plans shall more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the applicable Framework Plan and the identified land use needs for the Urban Holding (UH) area.

AREA PLANS



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Friends of Yamhill County comments in their public testimony dated 05.2.22, that this language asserts that future map amendments must be consistent with and conform to the Area Plan.

Comprehensive Plan Policies 187.80.10

17.10.050 (A)

Area Plans shall more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the applicable Framework Plan and the identified land use needs for the Urban Holding (UH) area.

Staff would recommend seeking a legal opinion if this is important to City Council. Guidance documents are not usually held up legally as criteria for quasi-judicial land-use decisions.

THE PLAN ITSELF



- Existing Conditions in the Area
- Community Vision and Goals for the Area
- Land Use Summary
- Urban Design Elements
 - Mixed-Use Area
 - Tourist Commercial
 - Health Care Area
 - Retail Center / Innovation Campus
- Transportation
 - Preferred Facility Design
- Policies (Design and Development Standards)
- Implementation Recommendations

The question was asked:

What is the best way that this study area can serve McMinnville's current and future needs?

Does the current comprehensive plan map support that future vision?

If changes need to be made to the comprehensive plan map what does that do to the Transportation Plans for the corridor?

Project Goals

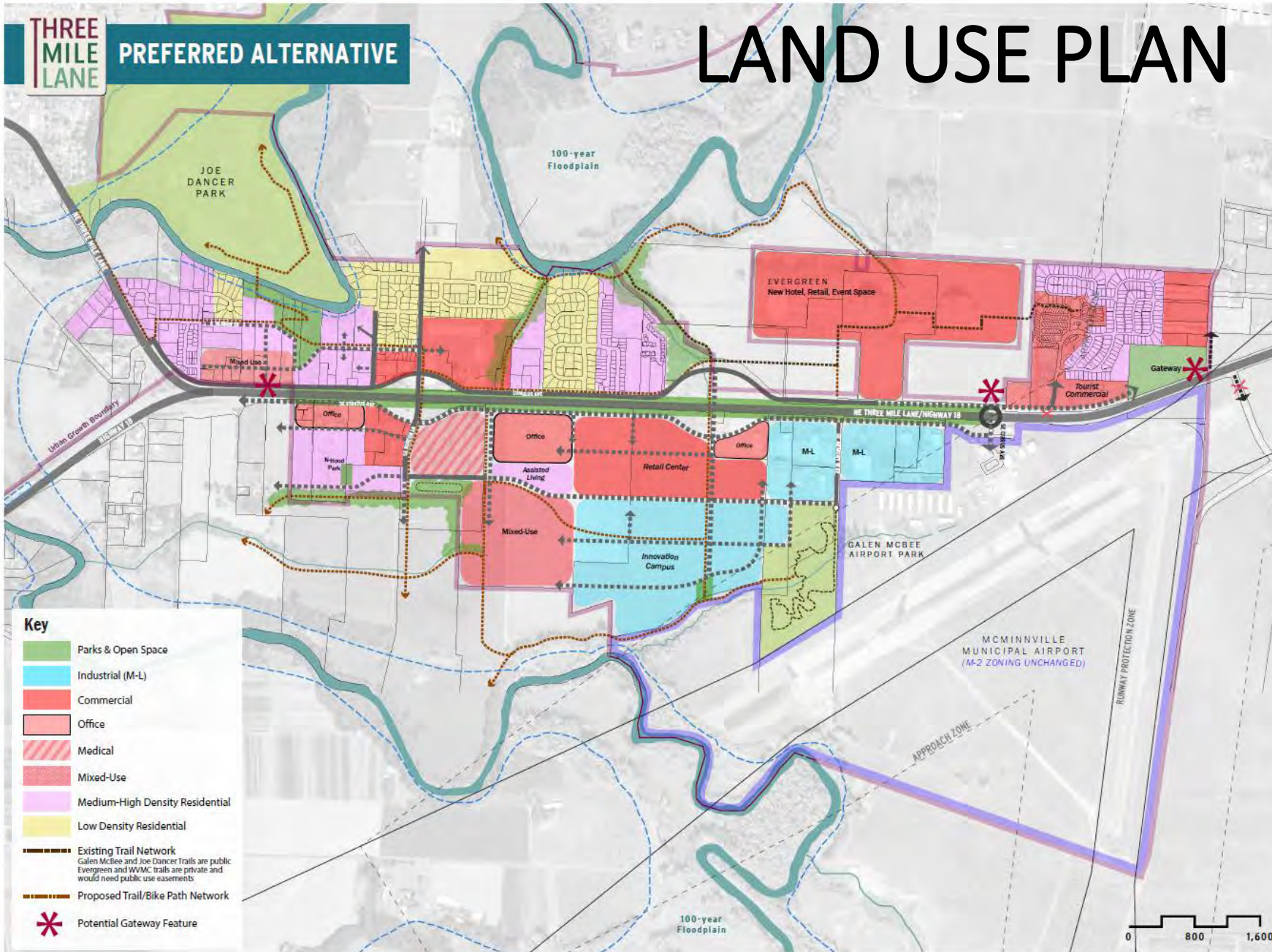
GOAL 1: Support and enhance the district's economic vitality and marketability

GOAL 2: Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district

GOAL 3: Enhance multi-modal connections throughout the district.

GOAL 4: Create an aesthetically pleasing gateway to the City of McMinnville.

GOAL 5: Improve the district for existing and future McMinnville residents in the area.

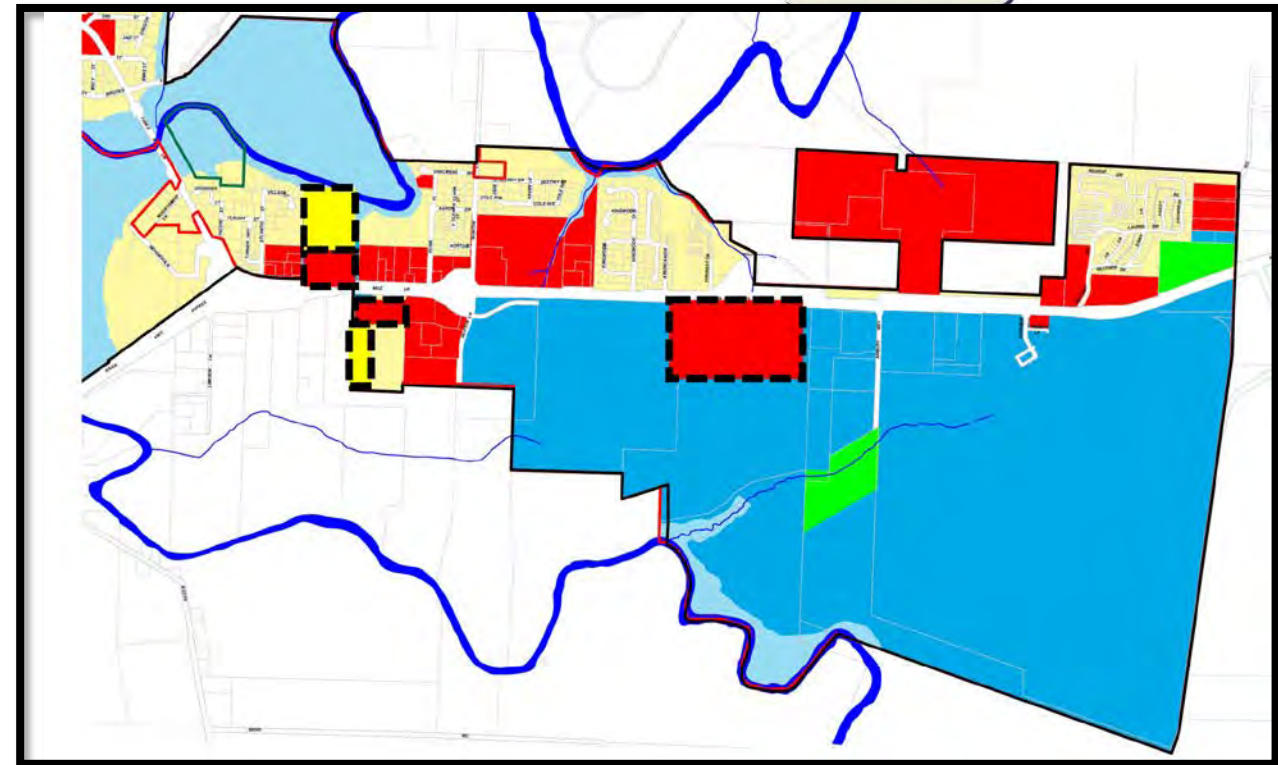
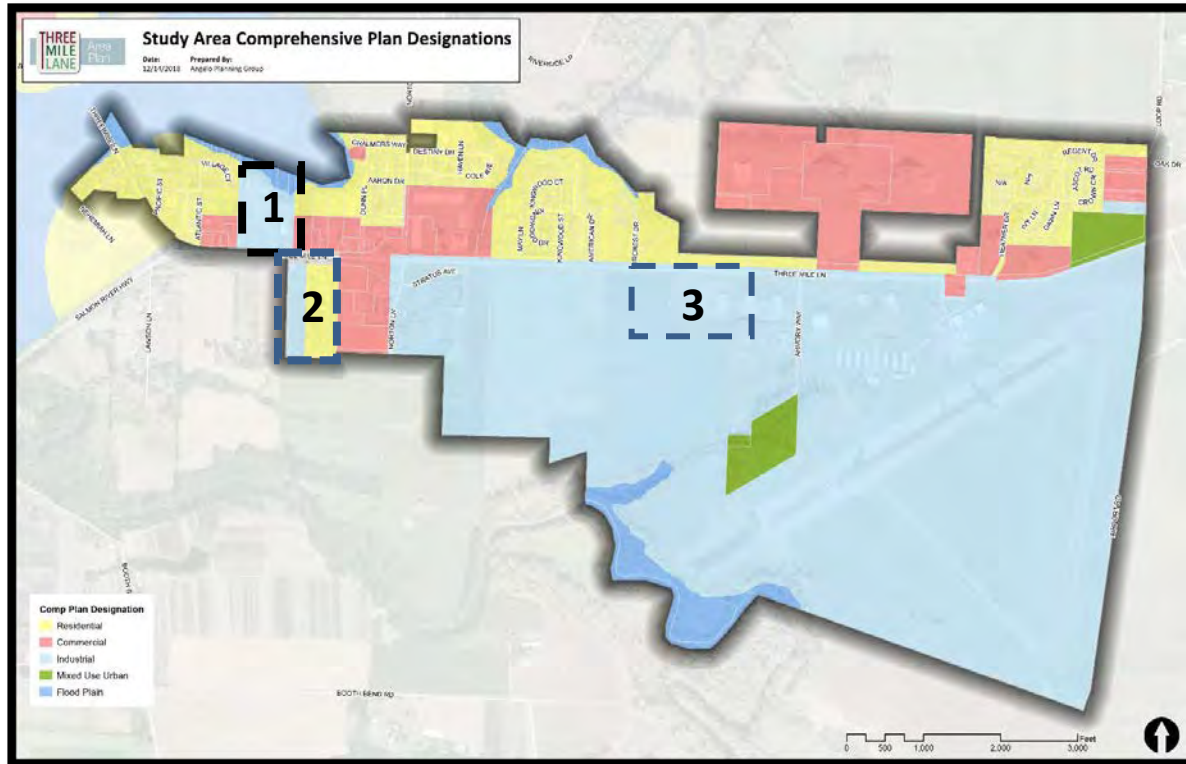


- Land Use Efficiencies – More Job Density and More Housing Density
- Walkable McMinnville Retail Center reflecting McMinnville’s unique charm.
- Corporate campus, with buildings oriented to Yamhill River; maintaining view corridors.
- Mixed-use and medical-related uses.
- Trails, Connectivity, Open Space, Protected Natural Features

Community Vision = Comprehensive Plan Map Amendments



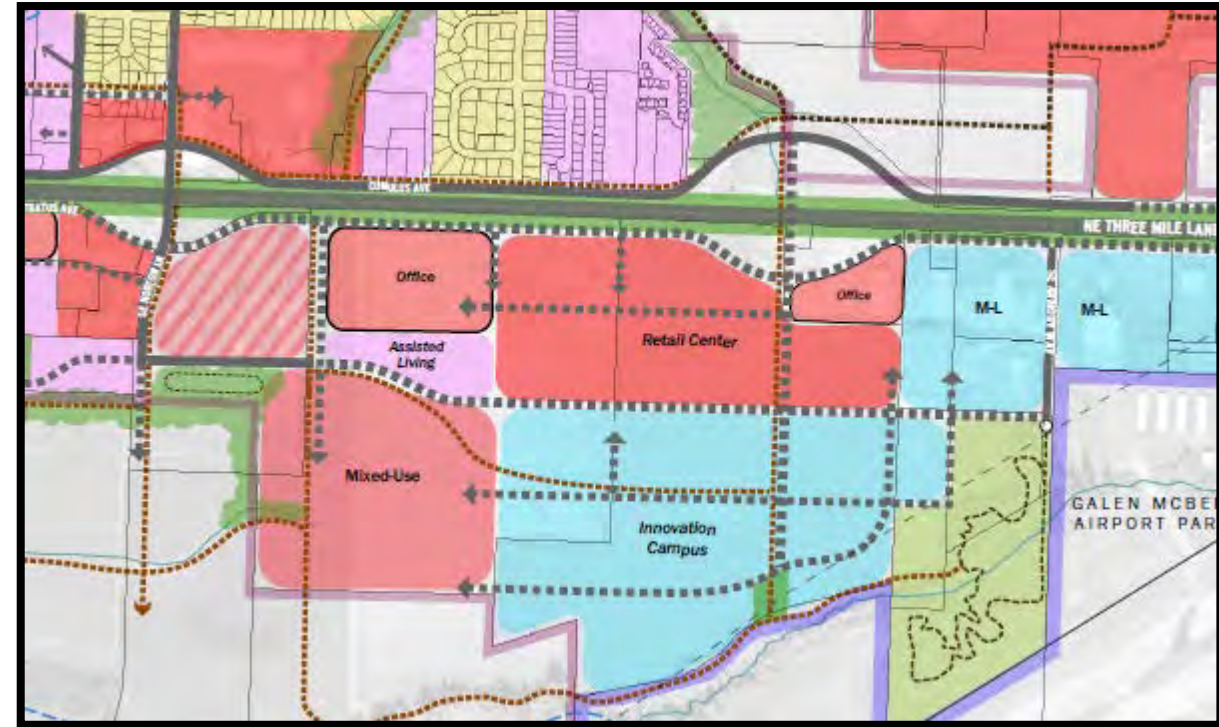
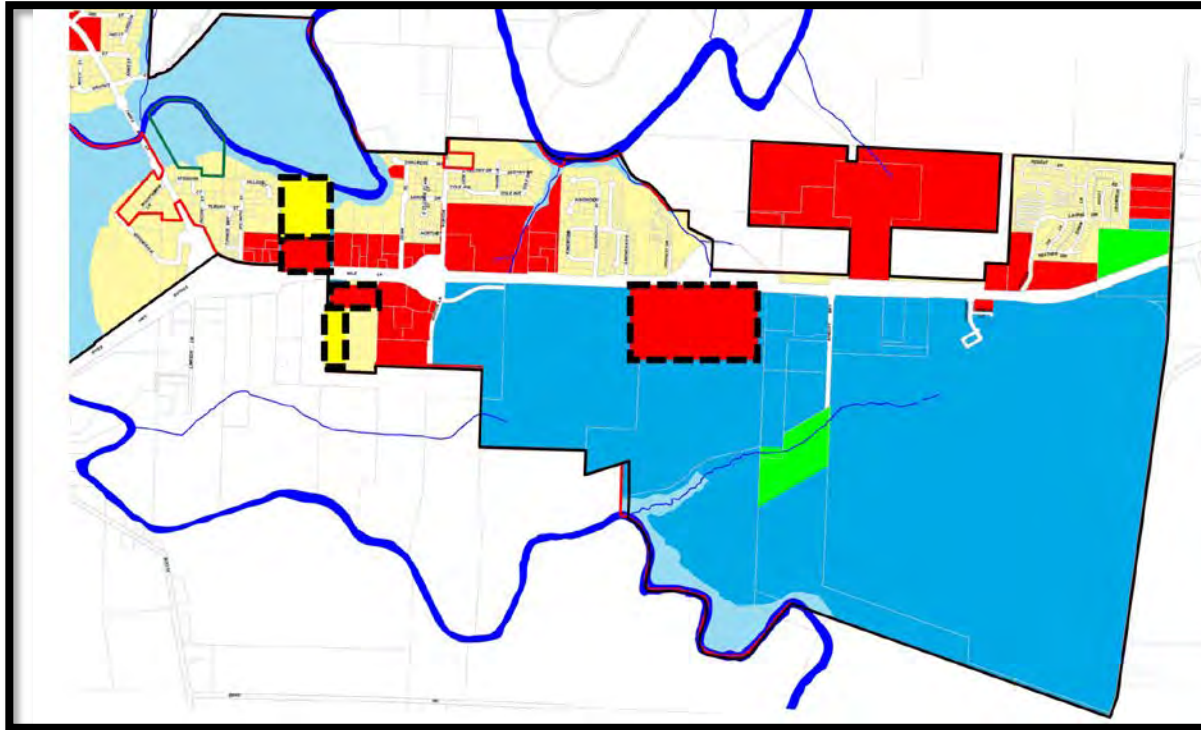
Area
Plan



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

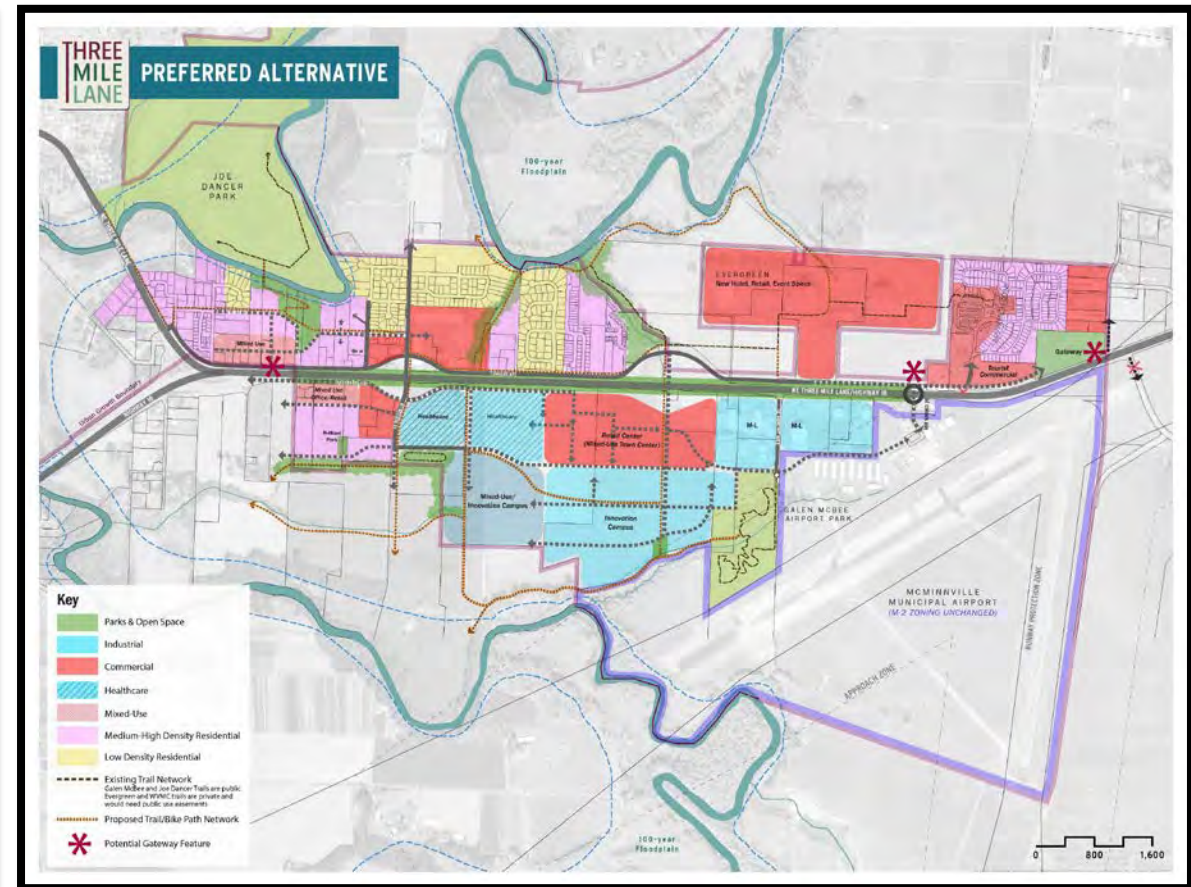
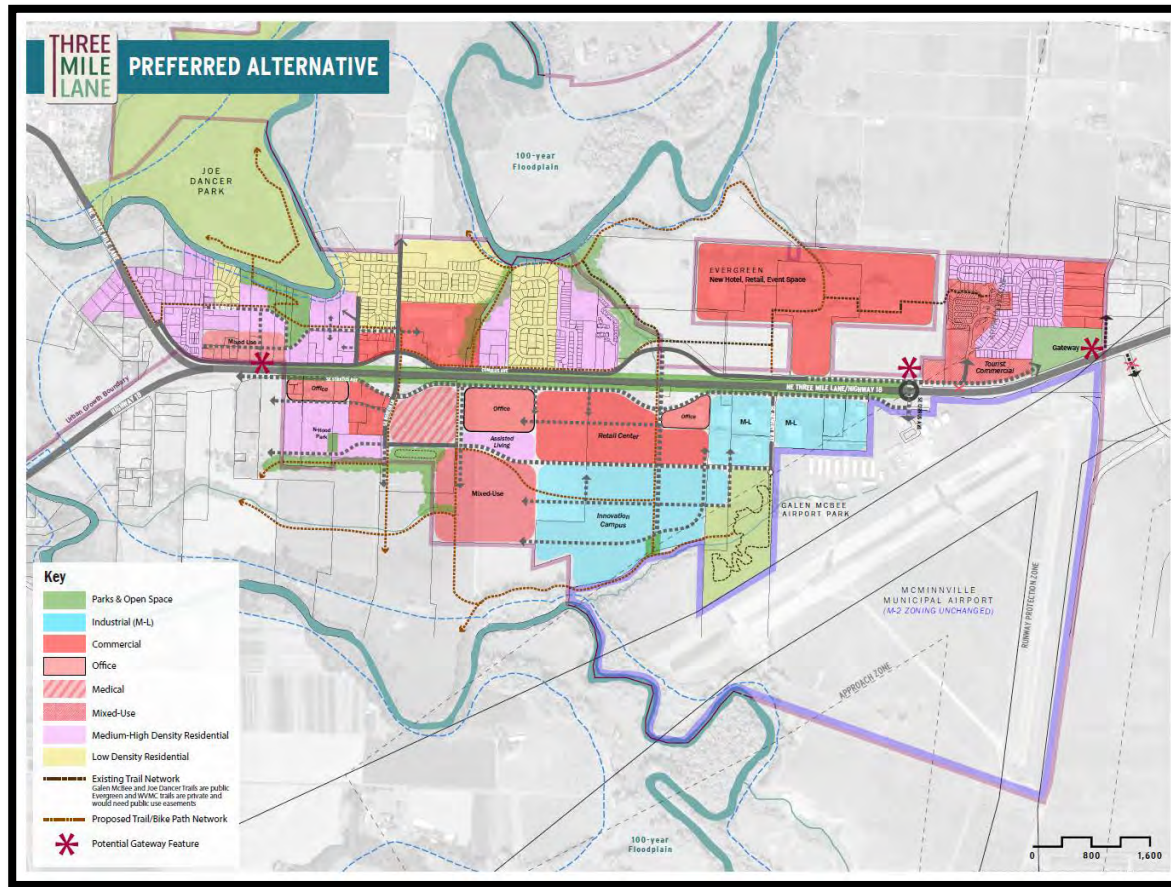
Can the land-use be realized with the existing underlying comprehensive plan map designation?

What the Industrial Comp Designation Supports – ML, M1, M2 Industrial Zones



Allowed uses in the McMinnville Industrial Zones: Hospital, medical and hospital ancillary uses, medical, professional services, research and development offices, business school or trade college, other similar uses. Mixed-Use = Section 17.51.020. (25% of Industrial PD can be residential/commercial)

Recommended Amendment to the Plan – Amend the colors on the Land Use Map to reflect underlying zoning colors to eliminate confusion.

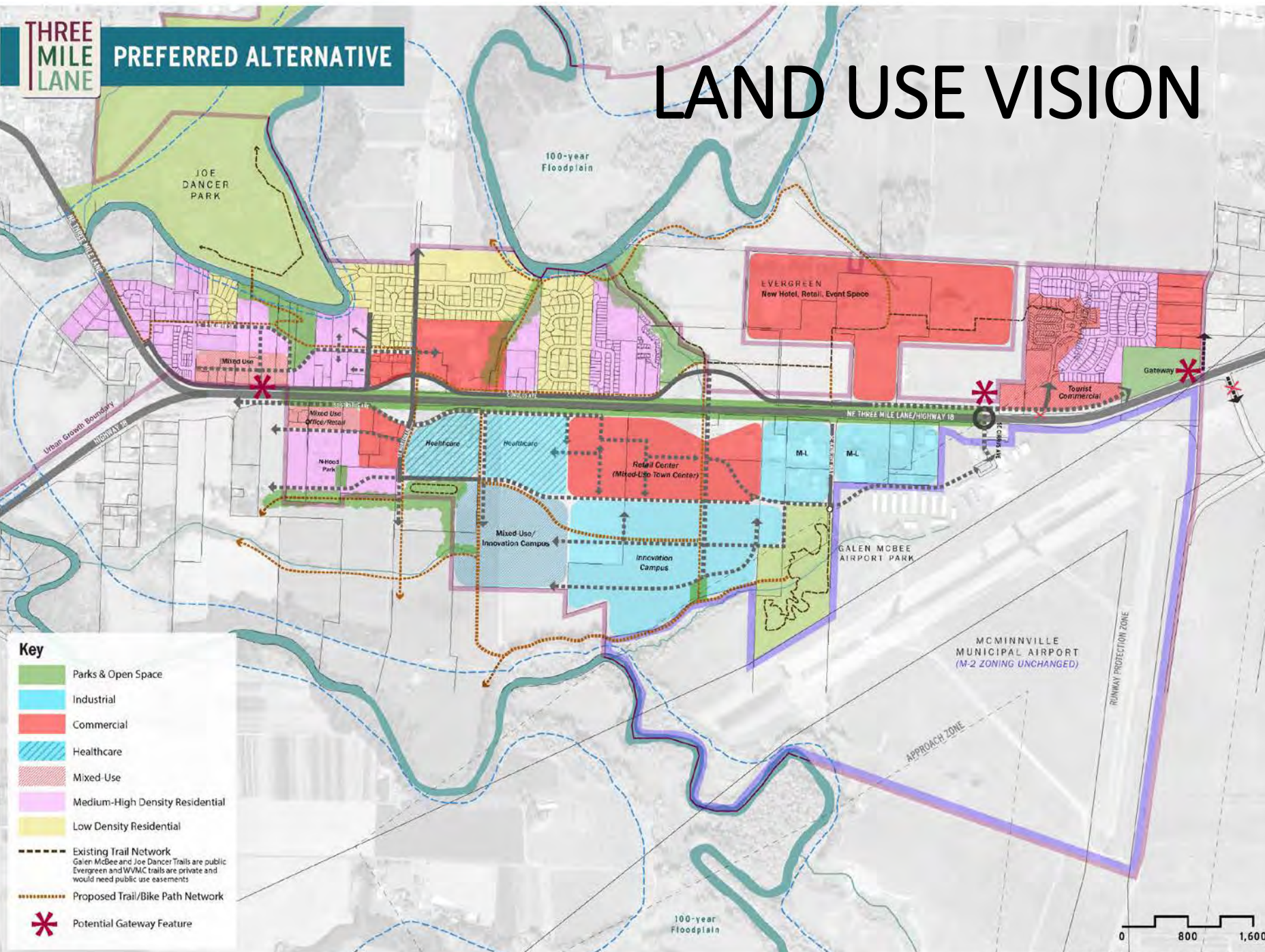


LAND USE VISION

More closely aligns with the narrative in the Plan document.

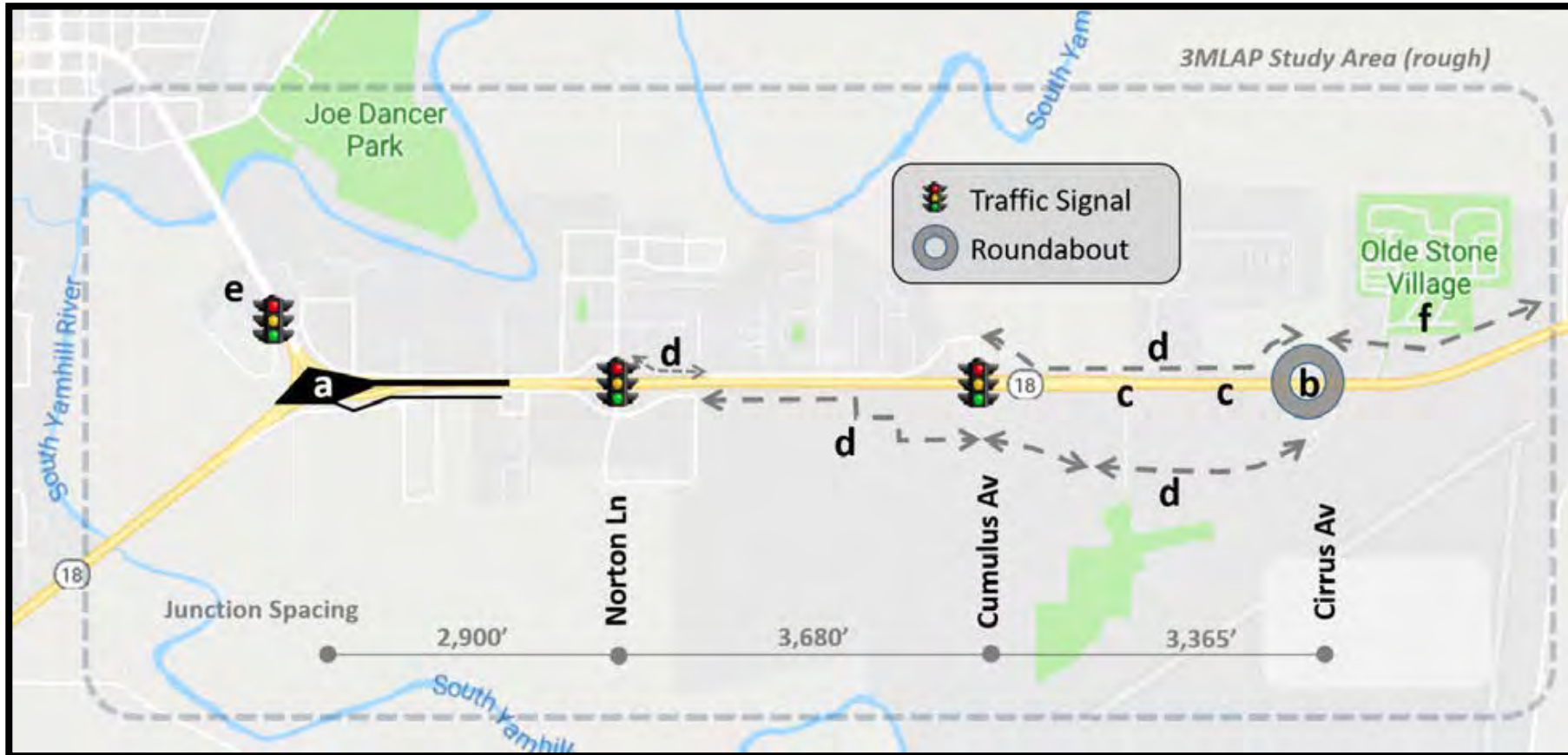
Mixed-Use Area
Tourist Commercial
Health Care Area
Retail Center /
Innovation Campus

More clearly illustrates that the industrial comprehensive plan designation does not need to change to support the land-use vision, except for the retail center.



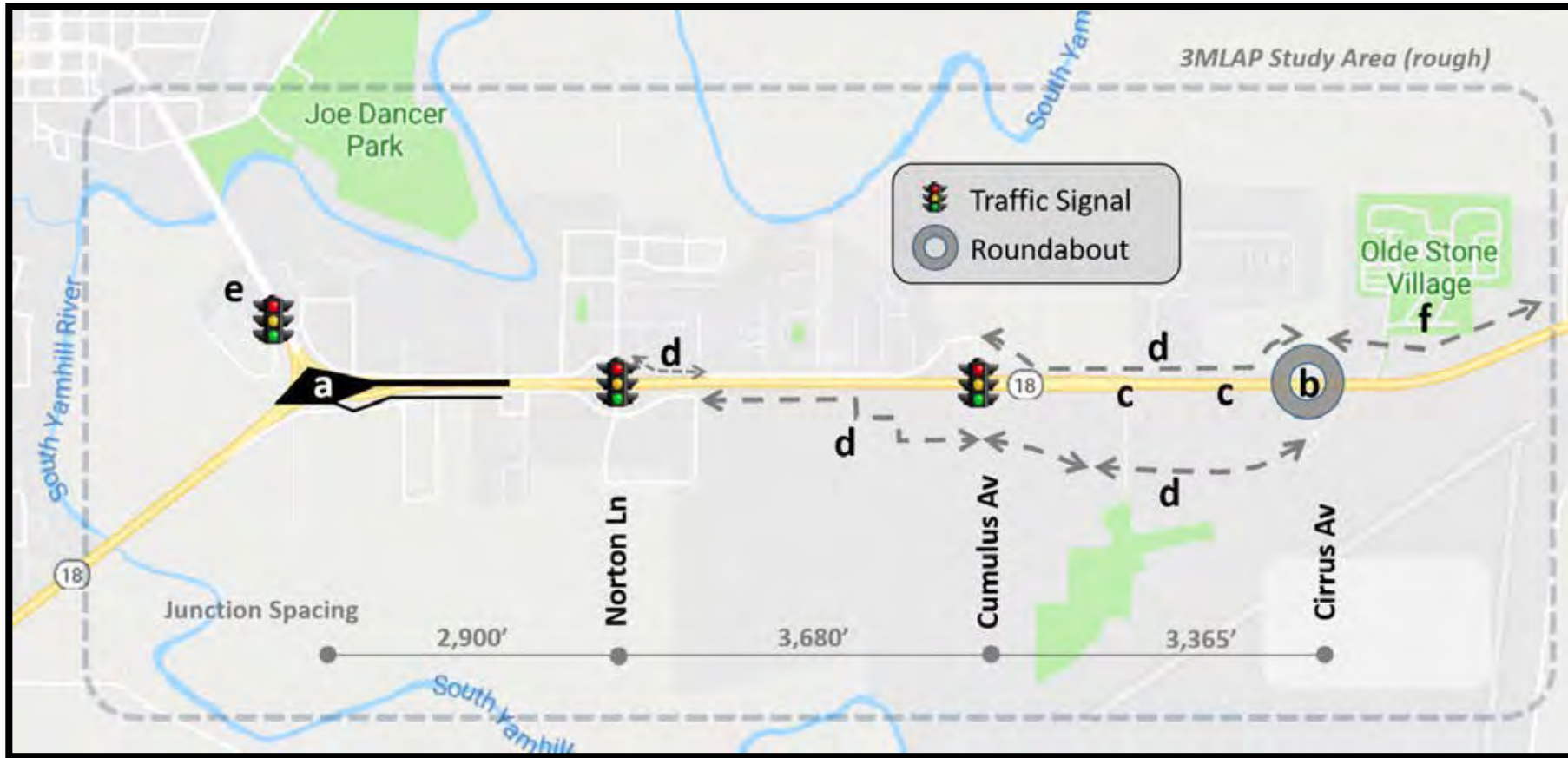
TRANSPORTATION PLAN:

(Appendix D – Evaluation and Screening)



- Highway 18 is still a Bypass. It will remain a State Expressway and a Freight Route.
- Meets OHP mobility and access standards.
- Follows the 1996 Oregon Highway 18 Corridor Refinement Plan
- Two signal intersections exist today – optimized.
- More of the local access roads are closed and a new controlled intersection at Cirrus is recommended.
- Frontage roads become a focus. Bike/Ped Connectivity

TRANSPORTATION PLAN: Recommended Amendment



Amend language in the Plan to clarify that there is a need for an intersection improvement at Cirrus Avenue and Highway 18, but whether or not it is a roundabout or a signal has not yet been determined.

HIGHWAY 18 AS A BYPASS

Understanding Levels of Service – a measurement for functionality.

$v/c = \text{volume/capacity ratio}$

LOS C is the Threshold

<u>LOS</u>	<u>What it looks like</u>	<u>Volume/Capacity Ratio</u>
A		<p>< 0.60</p> <ul style="list-style-type: none"> • Highest drive comfort • Little Delay • Free Flow
B		<p>0.601 - 0.70</p> <ul style="list-style-type: none"> • High degree of drive comfort • Little delay
C		<p>0.701 - 0.80</p> <ul style="list-style-type: none"> • Some delays • Acceptable level of driver comfort • Efficient traffic operation
D		<p>0.801 - 0.90</p> <ul style="list-style-type: none"> • Some driver frustration • Efficient traffic operation
E		<p>0.901 - 1.00</p> <ul style="list-style-type: none"> • Near Capacity • Notable Delays • Low driver comfort • Difficulty of signal progressions
F		<p>> 1.001</p> <ul style="list-style-type: none"> • Breakdown flow • Excessive delays

Levels of Service and analysis procedures are defined by the *Highway Capacity Manual* (Transportation Research Board, 2000)

TRANSPORTATION ANALYSIS - TMLAP

(two years)



Planning Horizon (2021 – 2041)

Updated McMinnville Transportation Model

- **2017 Existing Conditions**
- **Population Forecast to 2041**
- **Removed UGB Lands That Were Not Approved**
- **Included Regional Communities Adjacent to McMinnville**
- **Assumed Full Buildout by 2041**

Scenario – Proposed Land Use Alternative

**Evaluated for Compliance with OHP
(Highway 18 as State Expressway)**

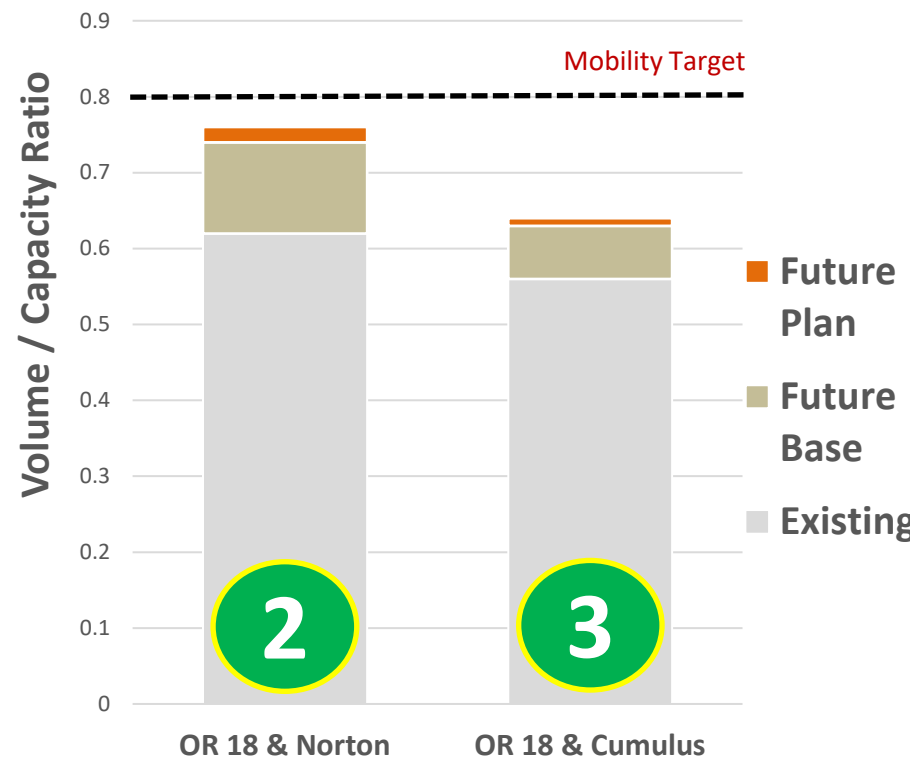
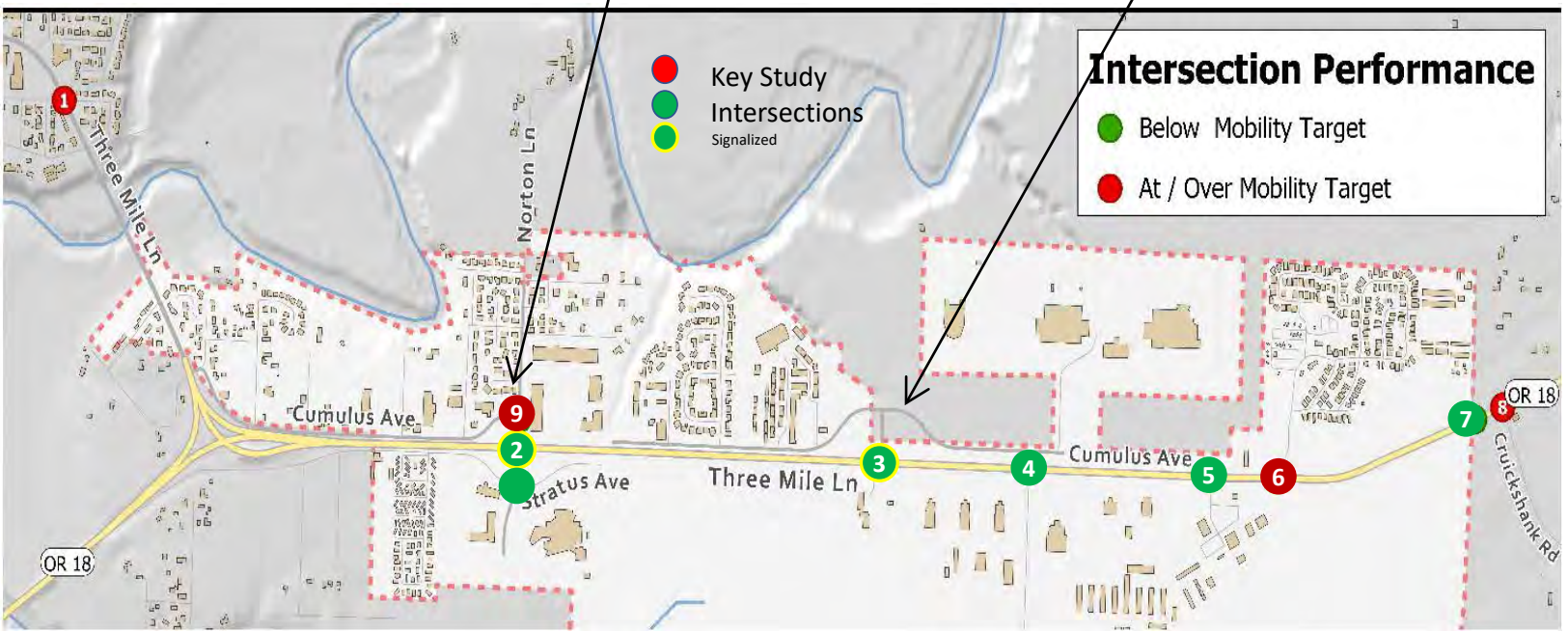
Vehicle Performance



2041 P.M. Peak Hour - Base

OR 18 / Norton Ln
0.74 (0.80)
C

OR 18 / Cumulus Ave
0.63 (0.80)
B 1



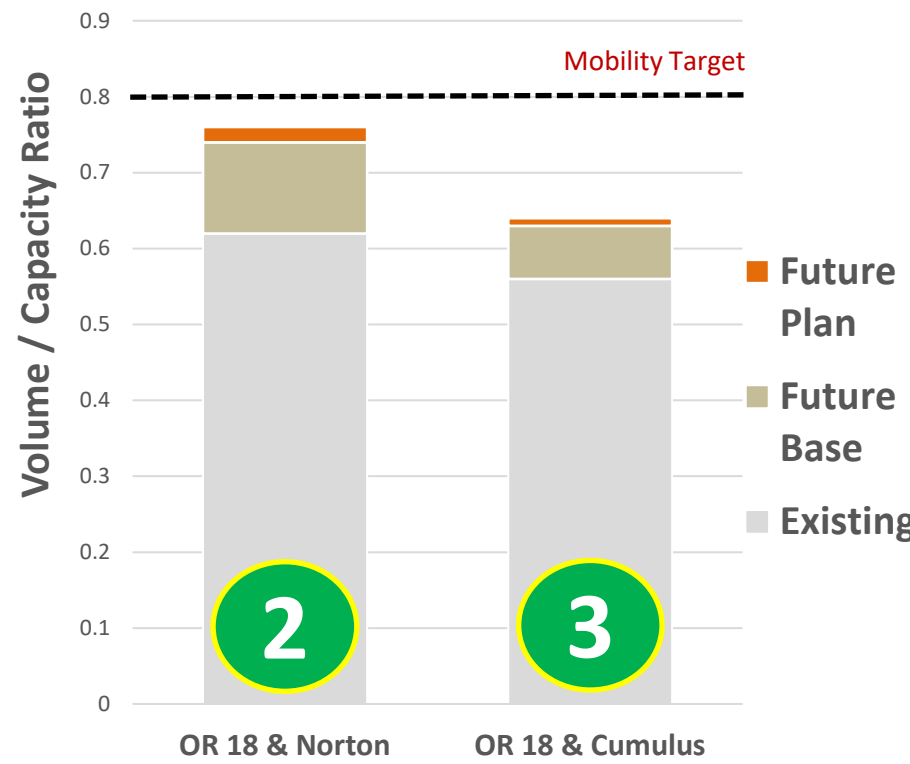
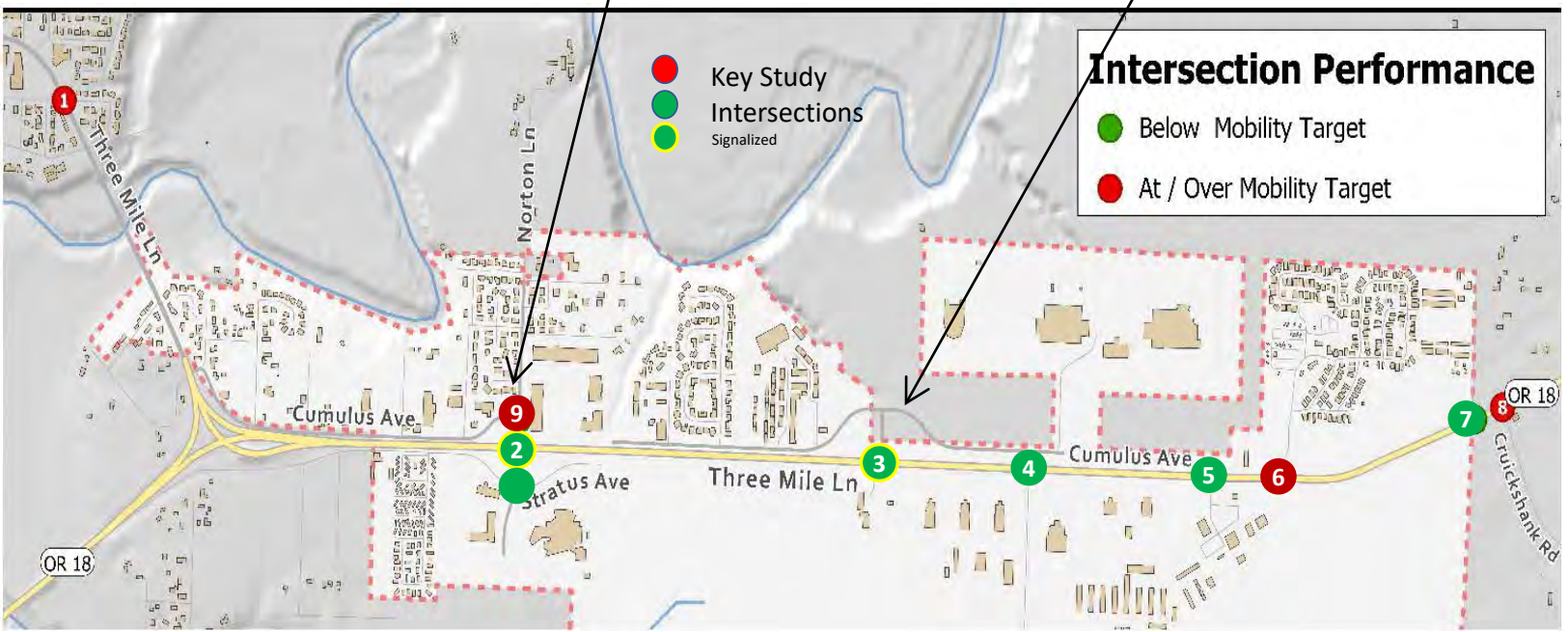
Vehicle Performance



OR 18 / Norton Ln
0.76 (0.80)
C

OR 18 / Cumulus Ave
0.64 (0.80)
B 1

2041 P.M. Peak Hour – Preferred Land Use Alternative



ACCESS AND MOBILITY

Access and mobility for different types of Oregon highway facilities are governed by the Oregon Highway Plan.

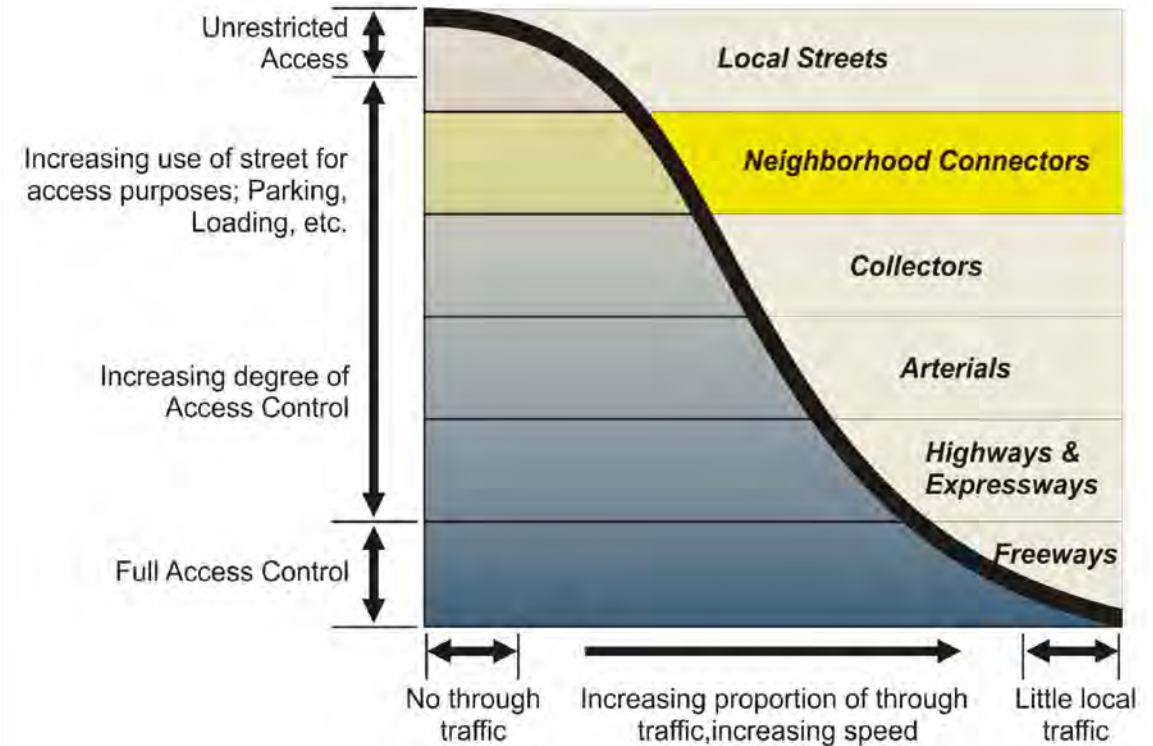
The OHP identifies different highway classifications, which then assigns different levels of minimum separation between access points. The more that the facility should serve mobility the more separation between access points.

Highway 18 is identified as a State Expressway and Freight Route. There are standards for Rural State Expressways and Urban State Expressways.

The Three Mile Lane Area Plan is compliant with the Oregon Highway Plan for an Urban Expressway.



Access



Mobility

HIGHWAY 18 STILL STATE EXPRESSWAY

OREGON HIGHWAY PLAN (1999)



VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO ^{17A, B, C, D}							
Highway Category	Inside Urban Growth Boundary					Outside Urban Growth Boundary	
	STA ^E	MPO	Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA	Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph	Non-MPO where non-freeway speed limit >= 45 mph	Unincorporated Communities ^F	Rural Lands
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (not a Freight Route)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Freight Route on a regional or District Highway	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

Table 6: Volume to Capacity Ratio Targets for Peak Hour Operating Conditions

Action 1F.2

- Apply mobility targets over at least a 20-year planning horizon when developing state, regional or local transportation system plans, including ODOT’s corridor plans.
- When evaluating highway mobility for amendments to transportation system plans, acknowledged comprehensive plans and land use regulations, use the planning horizons in adopted local and regional transportation system plans or a planning horizon of 15 years from the proposed date of amendment adoption, whichever is greater. To determine the effect that an amendment to an acknowledged comprehensive plan or land use regulation has on a state facility, the capacity analysis shall include the forecasted growth of traffic on the state highway due to regional and intercity travel and consistent with levels of planned development according to the applicable acknowledged comprehensive plan over the planning period. Planned development, for the purposes of this policy, means the amount of population and employment growth and associated travel anticipated by the community’s acknowledged comprehensive plan over the planning period.

HIGHWAY 18 STILL STATE EXPRESSWAY

OREGON HIGHWAY PLAN (1999)



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Table 6: Volume to Capacity Ratio Targets for Peak Hour Operating Conditions

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HIGHWAY 18 CORRIDOR REFINEMENT PLAN



The inclusion of proposed projects and actions in this plan does not obligate or imply obligation of funds by any jurisdiction for project level planning or construction.

However, the inclusion of proposed projects and actions does serve as an opportunity for the projects to be included, if appropriate, in documents such as the State Transportation Improvement Program (STIP). Such inclusion is not automatic. It is incumbent on the state, county, city, and general public to take action to encourage and support inclusion into the STIP at the appropriate time.

Projects included in the STIP are required to have funds available so the number of projects which can be included are constrained by funding levels.

The TAC developed a plan which could be constructed in three phases. Implementation of the phases is triggered by anticipated degradations in levels of service.

Segmenting Phases

Both Phase One and Two can be segmented into components which can be implemented independently of the rest of the phase. This relies on intersection improvements in the near term to maintain LOS C and above, while deferring some improvements to a later date. Scheduling of the segments is discussed in the Implementation section of this document.

McMinnville 1996 Corridor Refinement Plan

Oregon Highway 18 Corridor Refinement Study
McMinnville Section

Figure 9
Collector-Access Alternative
Phase 1



Figure 10
Collector-Access Alternative
Phase 2



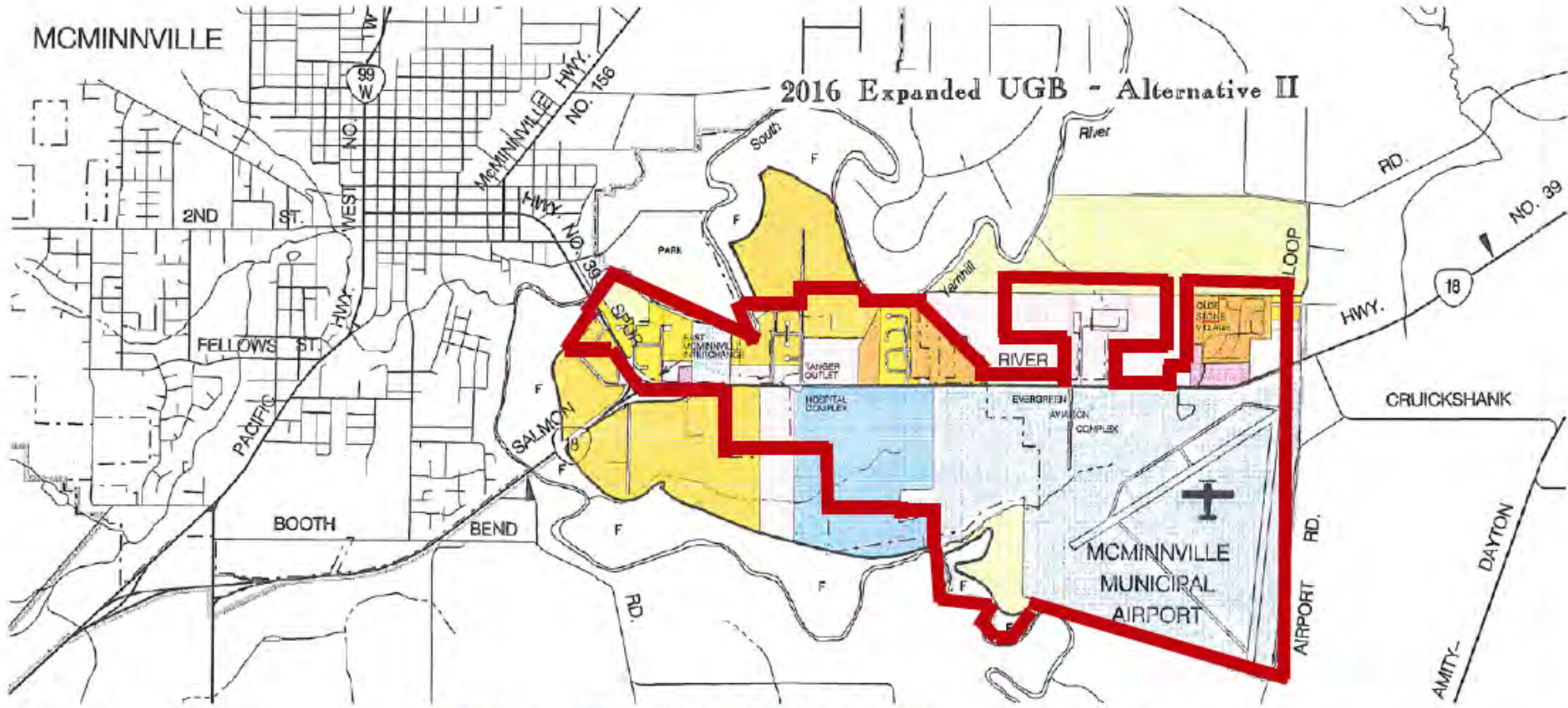
Figure 11
Collector-Access Alternative
Phase 3



HIGHWAY 18 CORRIDOR PLAN (1996)



2016 Expanded UGB - Alternative II



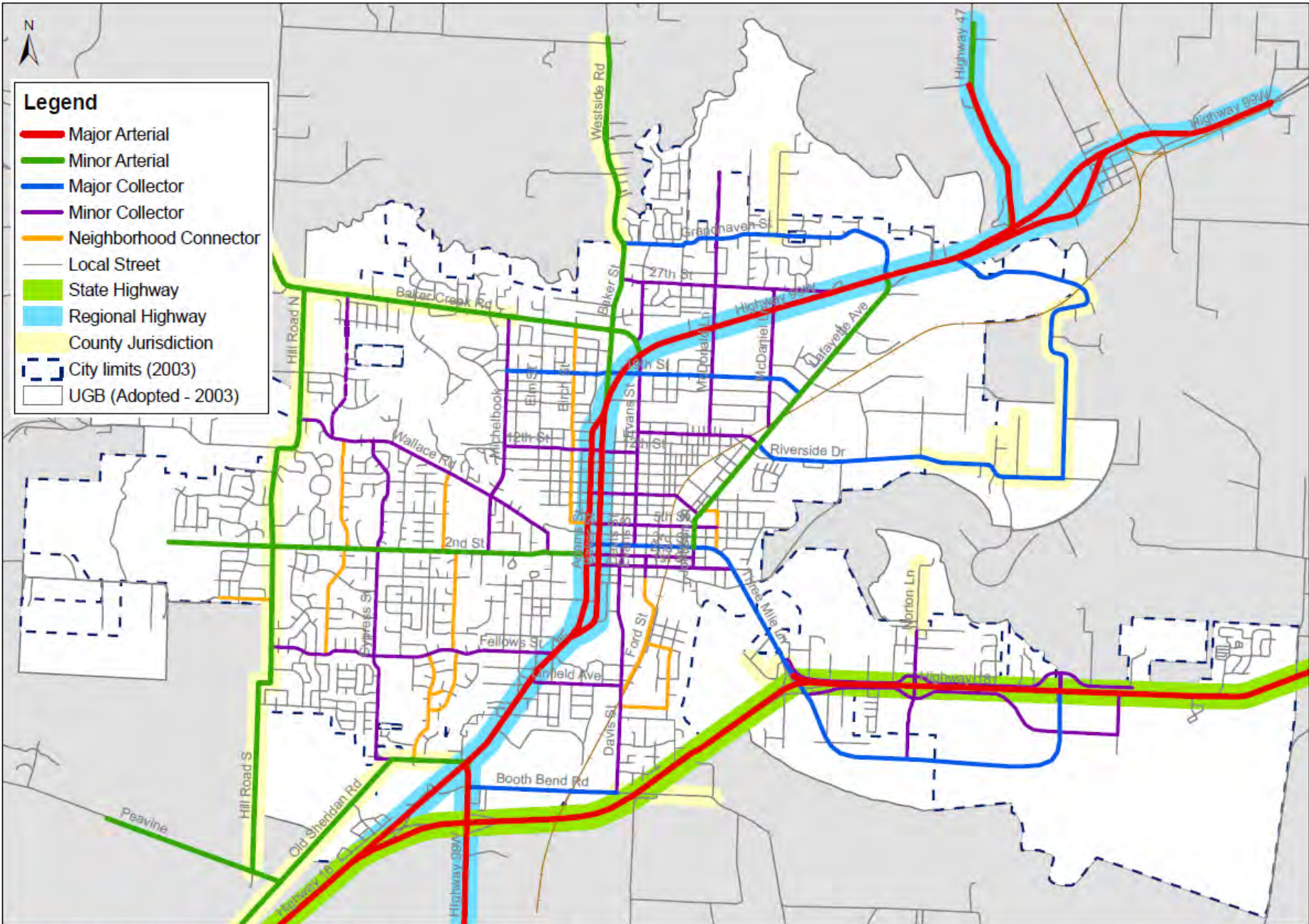
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|--------------------------------|----------------------------|--------------------------|----------------------|-----------------------|
| SINGLE FAMILY RESIDENTIAL (R1) | NEIGHBORHOOD BUSINESS (CB) | LIMITED LIGHT INDUSTRIAL | AF-20 | MILEPOST |
| SINGLE FAMILY RESIDENTIAL (R2) | TRAVEL COM. (C2) | LIGHT INDUSTRIAL | EF-40 | CITY LIMITS |
| MULTIFAMILY RESIDENTIAL (RM) | GENERAL COMMERCIAL (C3) | GENERAL INDUSTRIAL | AGRICULTURAL HOLDING | ROADS |
| | | | | URBAN GROWTH BOUNDARY |
| | | | | FLOOD PLAN |

TMLAP UGB

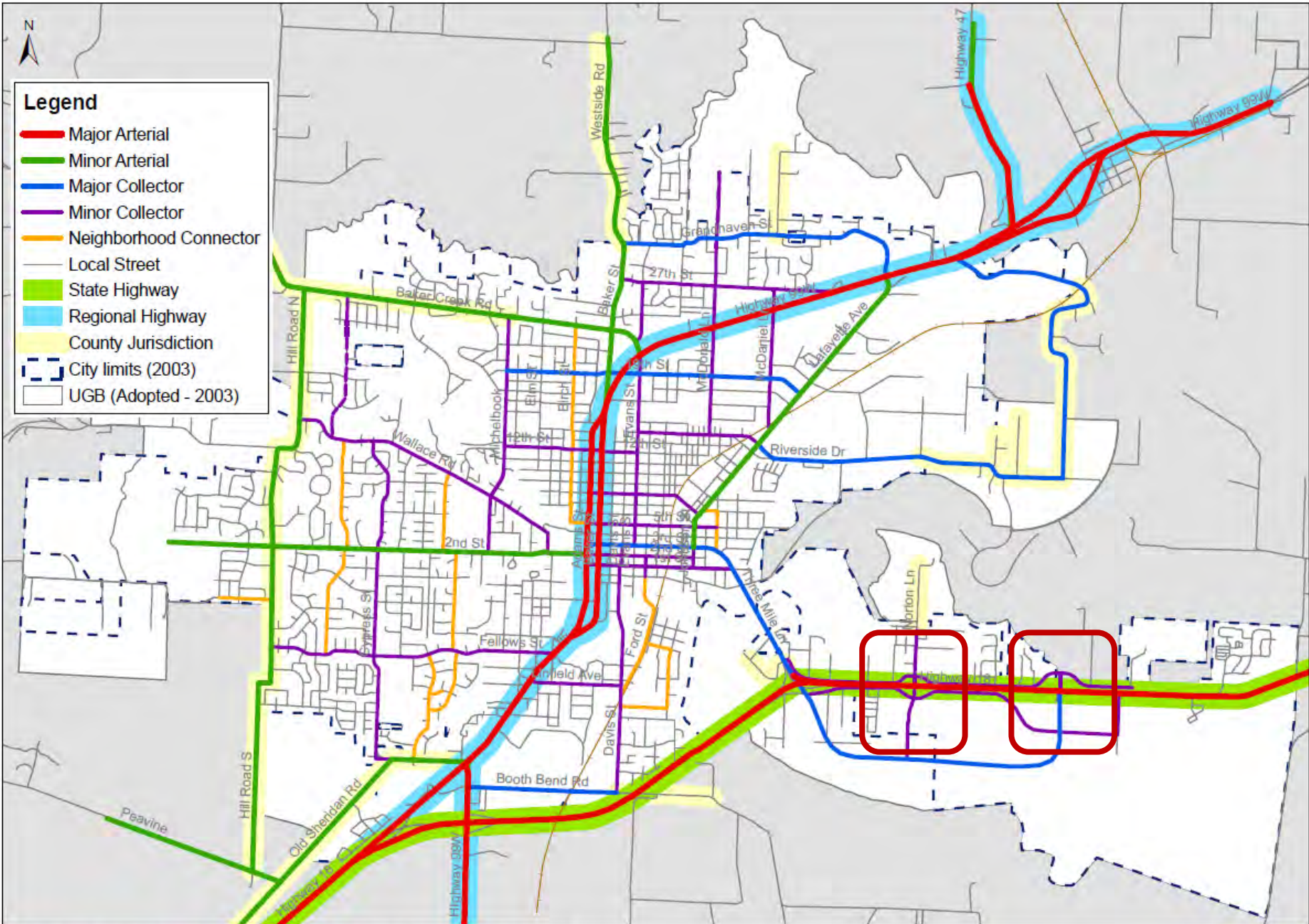


TRANSPORTATION DATA SECTION
RECORDS & MAPPING

Highway 18
McMinnville
**THREE
MILE
LANE
CORRIDOR**



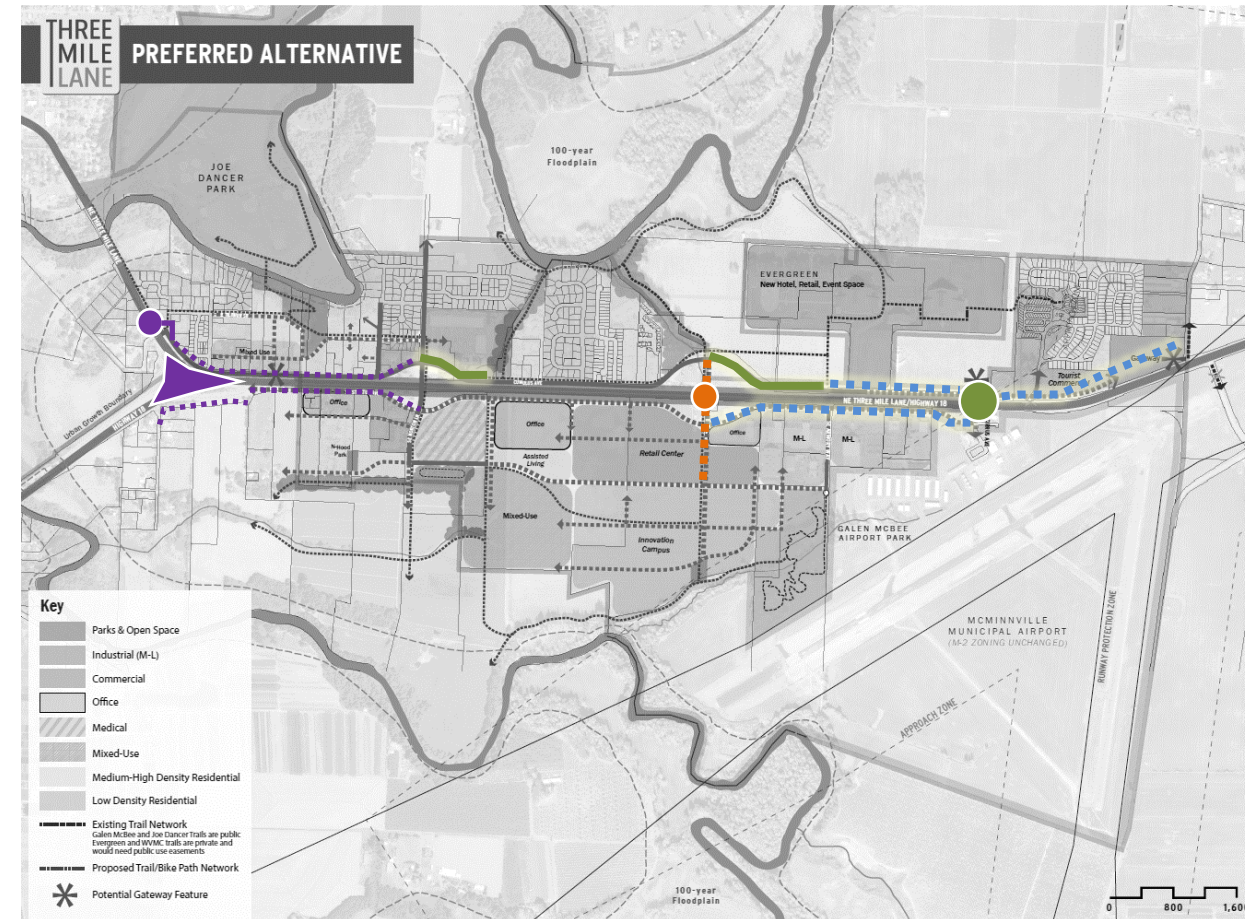
**THREE
MILE
LANE** Area Plan



Concept Phasing and Costs



Phase	Description	Notes	Cost - 2021 Dollars (millions)	
			Low	High
1 Independent State and/or City Projects				
	New Multi-Lane Roundabout at OR 18 and Cirrus Avenue		\$8.0	\$10.0
	Construct Bicycle Lanes and Sidewalks on NE Cumulus Avenue from Cumulus Avenue to Evergreen Air and Space Museum Entrance		\$0.4	\$0.6
	Extend Cumulus Avenue East from Norton Lane and Modify Intersection Traffic Control at Existing Norton Lane/Cumulus Avenue Intersection	[1]	To be determined	
2 City/State Projects Reliant on Completion of New OR 18/Cirrus Roundabout				
	Disconnect Loop Road from OR 18 and Re-align to Cirrus Avenue		\$2.5	\$3.0
	New OR 18 Frontage Roads Between Cumulus Avenue and Cirrus Avenue (both north and south of OR 18)	[2]	To be determined	
3 City/State Projects Commensurate with/Reliant on New Extension of Cumulus Avenue South of OR 18				
	Construct Cumulus Avenue south of OR 18	[2]	To be determined	
	Revise Traffic Signal at OR 18/Cumulus Avenue Intersection		\$1.1	\$1.2
	Construct Bicycle Lanes and Sidewalks on Cumulus Avenue from OR 18 to NE Cumulus Avenue		\$0.5	\$0.7
4 State and City Projects Commensurate with or Reliant on New OR 18/Three Mile Lane Interchange				
	Reconstruct OR 18/Three Mile Lane Interchange	[3]	\$60.0	\$90.0
	Re-Fit Cumulus Avenue (north side) with 2-Way Cycle Track, Buffer Strip and Wider Sidewalk: Three Mile Lane to Norton Lane		\$3.1	\$3.4
	Re-Fit Stratus Avenue (south side) with 2-Way Cycle Track, Buffer Strip and Wider Sidewalk: Martin Lane to Norton Lane		\$1.6	\$1.8
	Re-align Cumulus Avenue and Nehemiah Lane at Three Mile Lane		\$2.4	\$2.6
	New Traffic Signal on Three-Mile Lane at Cumulus Avenue		\$0.5	\$0.6
	Re-align Lawson Lane		\$1.5	\$1.7
	Total		\$81.6	\$115.6



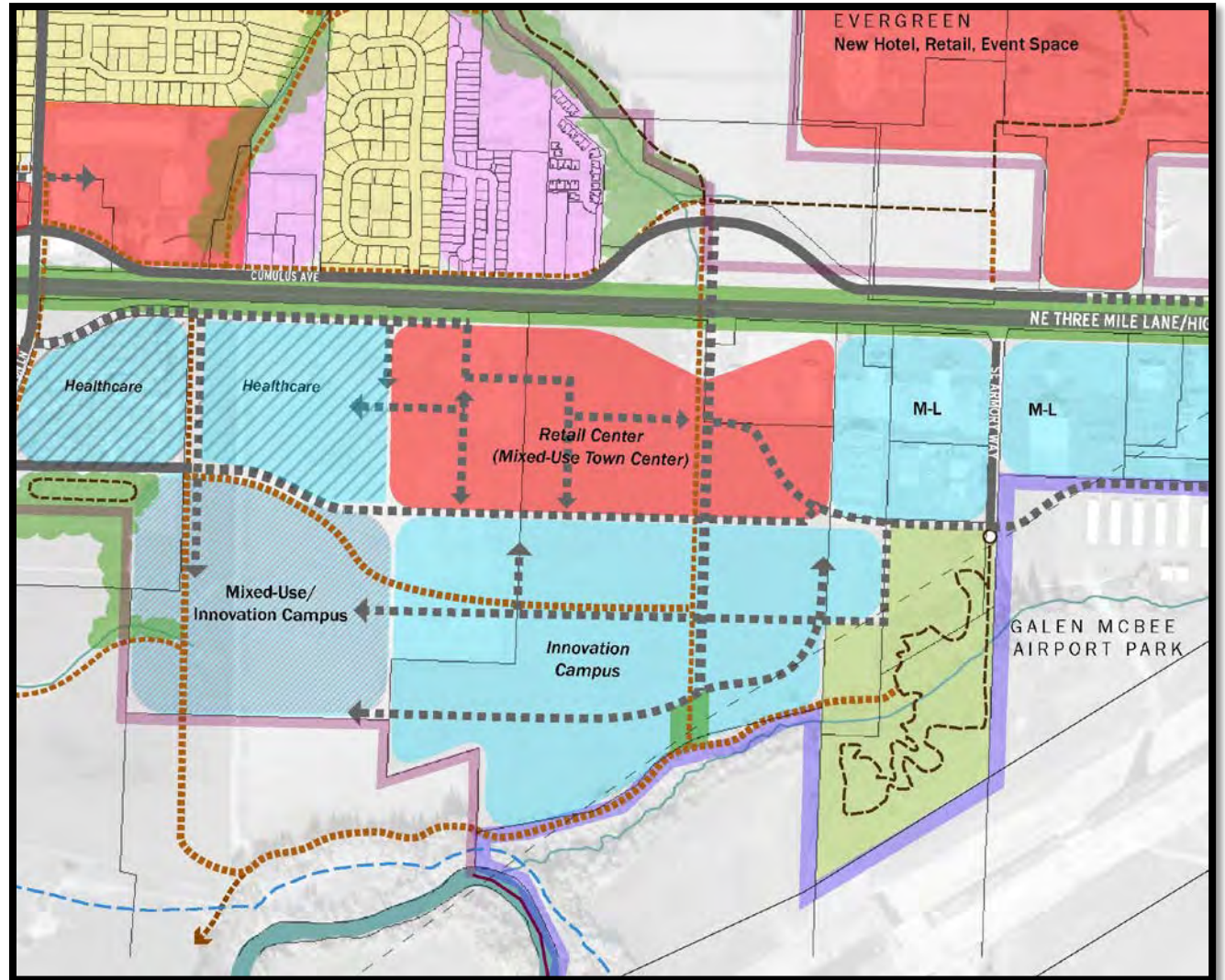


Area
Plan

**TALKING ABOUT THE COMMERCIAL REZONE ON THE
SOUTH SIDE OF HIGHWAY 18**

Commercial Rezone

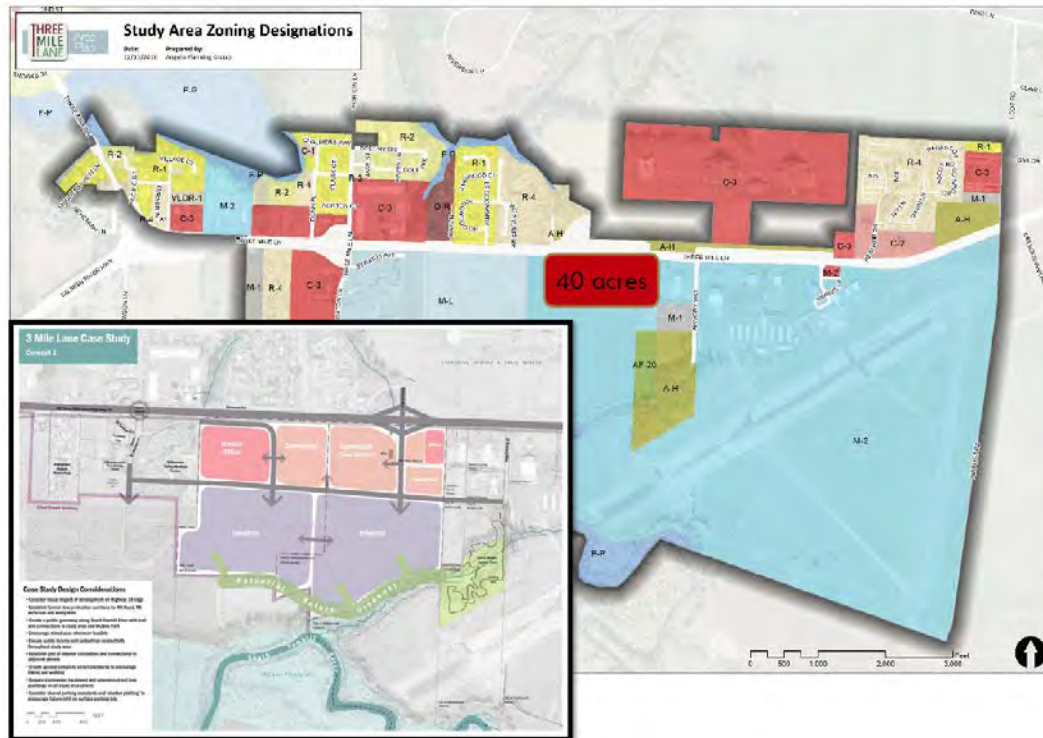
- ❑ In the public process it was identified as one of the number one priorities
- ❑ Already have adopted Policy stating that the City will support it.
 - Land-Use Efficiency to protect surrounding farmland.
- ❑ Community Need – retail leakage
 - Provisions
 - Greenhouse Gas Emissions
- ❑ Food Desert for Residential Neighborhoods
- ❑ Industrial Development
 - Support Innovation Center
 - Fund Needed Public Improvements



LAND-USE EFFICIENCY Policy and Findings for UGB Amendment (Commercial Land Need, Ordinance No. 5098)



**2001 EOA
(46 Industrial Acres Surplus,
106 Acres Commercial Deficit)**



Redesignation to Commercial. As an identified efficiency measure necessary to reduce the needed size of the “Phase 2” UGB amendment to meet additional Commercial land needs, the City shall initiate a change to the Comprehensive Plan and Zone Map to redesignate and rezone 40 acres of property along the south side of the Highway 18 frontage from commercial to industrial, leaving the rear portions in an Industrial designation. This recognizes that the City will retain an Industrial surplus as a result of adding the Riverside North area to the UGB as part of the “Phase 2” UGB amendment. (Ord. 5098, December 8, 2020)

Commercial Desire – Community



●●●●●●●●●●●●●●●●●●●●●●●●●●●● (20)

Develop new **commercial** spaces along Three Mile Lane (i.e. gas station, grocery / retail)

●●●●●●●●●●●●●●●●●●●●●●●●●●●● (17)

Provide **services / amenities** on east side of bridge. Create office space to bring in higher wage jobs. Create traded sector jobs. Focus future and initial development of Three Mile Lane around the Evergreen Aviation and Space Museum complex, the airport and the hospital

Grocery Store - please include a grocery store at Cumulus & Fircrest; We really need one on this side of town. - a Market of Choice would be wonderful!! Also, the noise level on this side of town is already high (traffic, airport), so please take this into consideration when approving the industrial aspects of this plan.

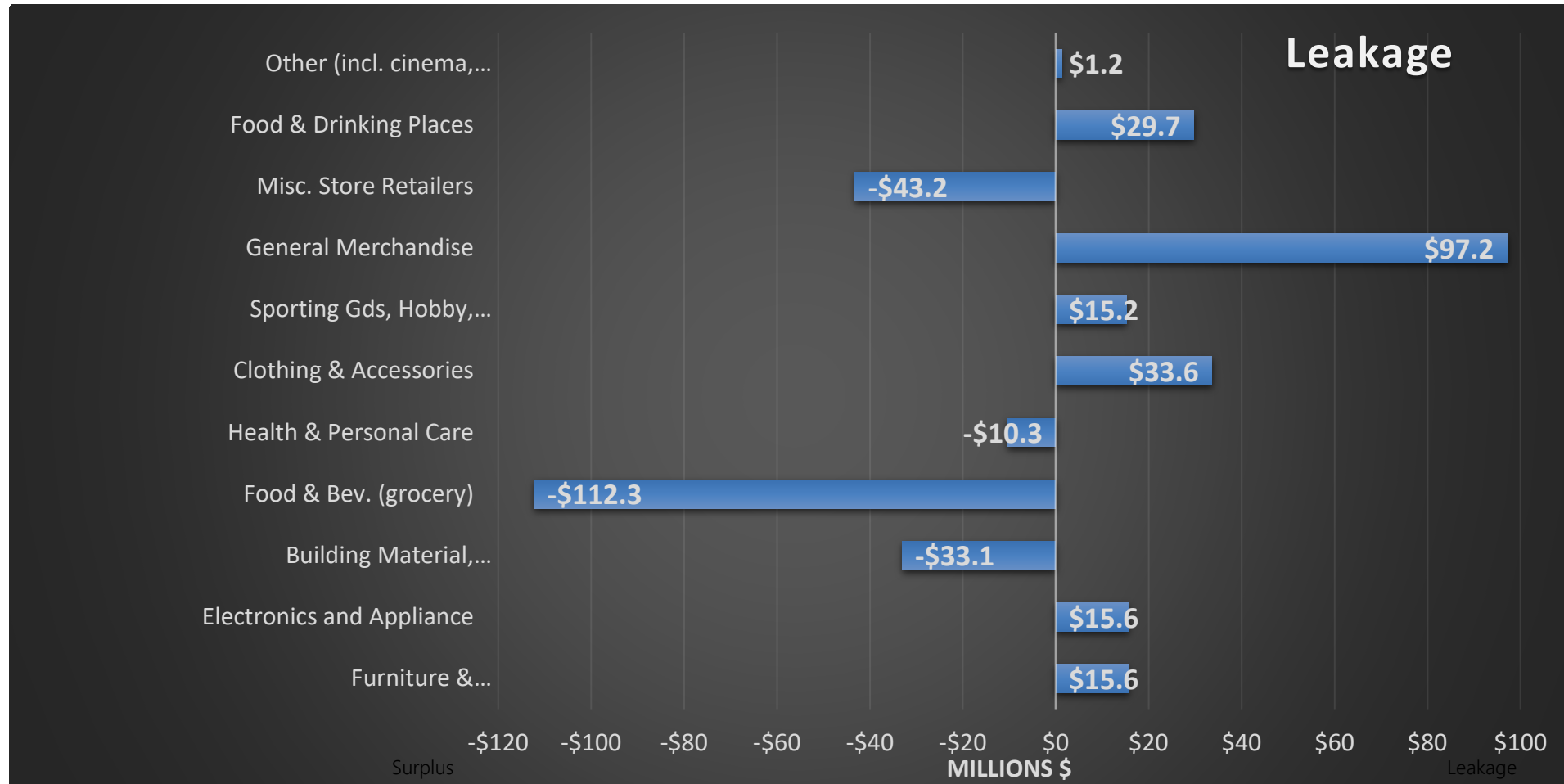
Connectedness by trails for bike/ped use is very important. the retail spaces are great, as it allows for grocery services for the residential. I'd like to see a mix of residential and retail as well (i.e., stores on the bottom floor and residential above). Accessibility for humans, not cars, should be the focus.

To enhance the river area for local residents and bring in more, shopping, dining, etc. along with housing of various types would be a huge benefit to keep residents spending money in our own city and enhancing the area.

no planned site for a Costco type store that serves our part of the county and saves gasoline usage to drive to these type stores ??? offers jobs and serves 4 adjacent towns within 5 miles

I think we need to balance small local business with retail establishments that provided convenience, quality with good prices. Would love to see a Market of Choice as McMinnville and the area lacks high end grocery options. Mid-level retail options would be great as well....think Target instead of Wal-Mart.

Commercial Desire – Community



Friends of Yamhill County – Retail Leakage



<u>Geographic Area</u>	<u>Annual Retail Sales Per Capita</u>
McMinnville	\$15,677
Newberg	12,734
Yamhill County	8,844
Oregon	12,690
United States	13,443

Source: <https://www.census.gov/quickfacts>

<u>Economy</u>	
<i>i</i>	In civilian labor force, total, percent of population age 16 years+, 2015-2019
<i>i</i>	In civilian labor force, female, percent of population age 16 years+, 2015-2019
<i>i</i>	Total accommodation and food services sales, 2012 (\$1,000) (c)
<i>i</i>	Total health care and social assistance receipts/revenue, 2012 (\$1,000) (c)
<i>i</i>	Total manufacturers shipments, 2012 (\$1,000) (c)
<i>i</i>	Total retail sales, 2012 (\$1,000) (c)
<i>i</i>	Total retail sales per capita, 2012 (c)

Transportation

Pull Factor (per capita retail spending)

Is your retail sector healthy?

Compares per capita spending to expected per capita spending

Sales Gap Analysis (industry specific retail spending)

Are there retail needs not being met in your community?

Which specific areas of retail are subject to leakage.

Strengths and weaknesses of the local retail economy

Friends of Yamhill County – Retail Leakage



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<i>i</i>	Total retail sales per capita, 2012 (c)

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Which specific areas of retail are subject to leakage.

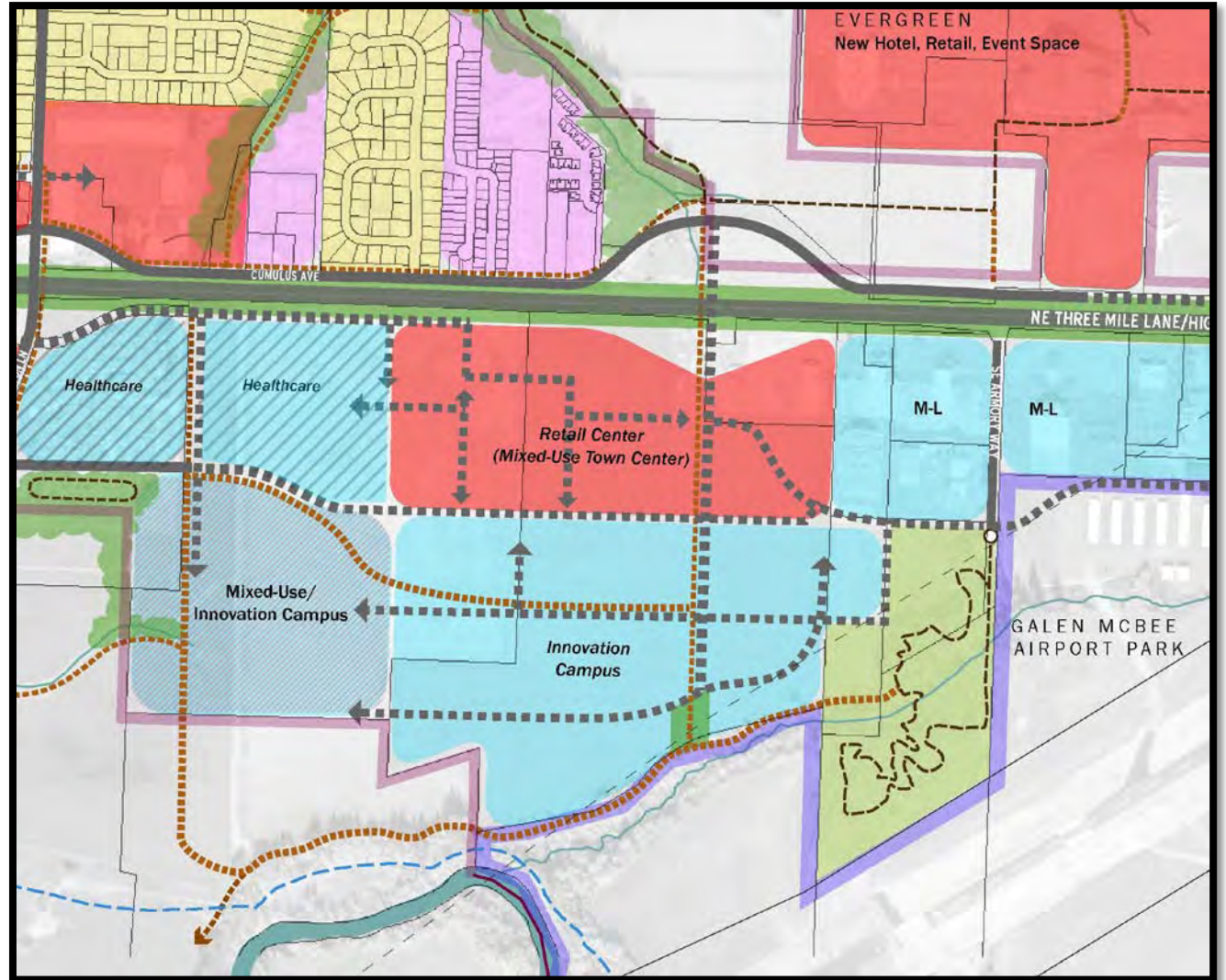
Strengths and weaknesses of the local retail economy

Local decision as to what retail gaps are acceptable?

- Access
- Greenhouse Gas Emissions
- Piggyback leakage

Public Testimony Concerns

- ❑ Big Box Retail/Large Format Retail
 - The Plan does not recommend big box retail or large format retail.
 - Opportunity to use the Plan with Proposed Design and Development Standards
- ❑ Loss of High-Wage Jobs
 - Industrial Opportunities – Land Consumptive and Low Jobs
 - Employment land planning is not always about just the wages
- ❑ Congestion on Highway 18
 - Science does not support the fear



LARGE FORMAT RETAIL



It is only identified once in the Plan, on page 13 reporting about the outcomes of the market analysis that was conducted for the Plan.

Retail. The study area is well-positioned for new retail development, particularly **large-format retail**. Neighborhood-serving retail may be a mid-to-long-term aspiration when additional residential construction occurs.

The only other time that the word “large” is used is to discuss the size of some of the parcels.

The Plan does not recommend large-format retail on this site.

BIG BOX



It is only identified once in the Plan, on page 9 when describing what is allowed in the C-3 Zone.

Commercial. C-1 is smaller-scale neighborhood services; C-2 provides for travel-related uses like lodging and gas stations; C-3 accommodates a wide range of uses like **big box stores** and theaters.

The Plan does not recommend big box retail on this site.

RETAIL CENTER / INNOVATION CENTER

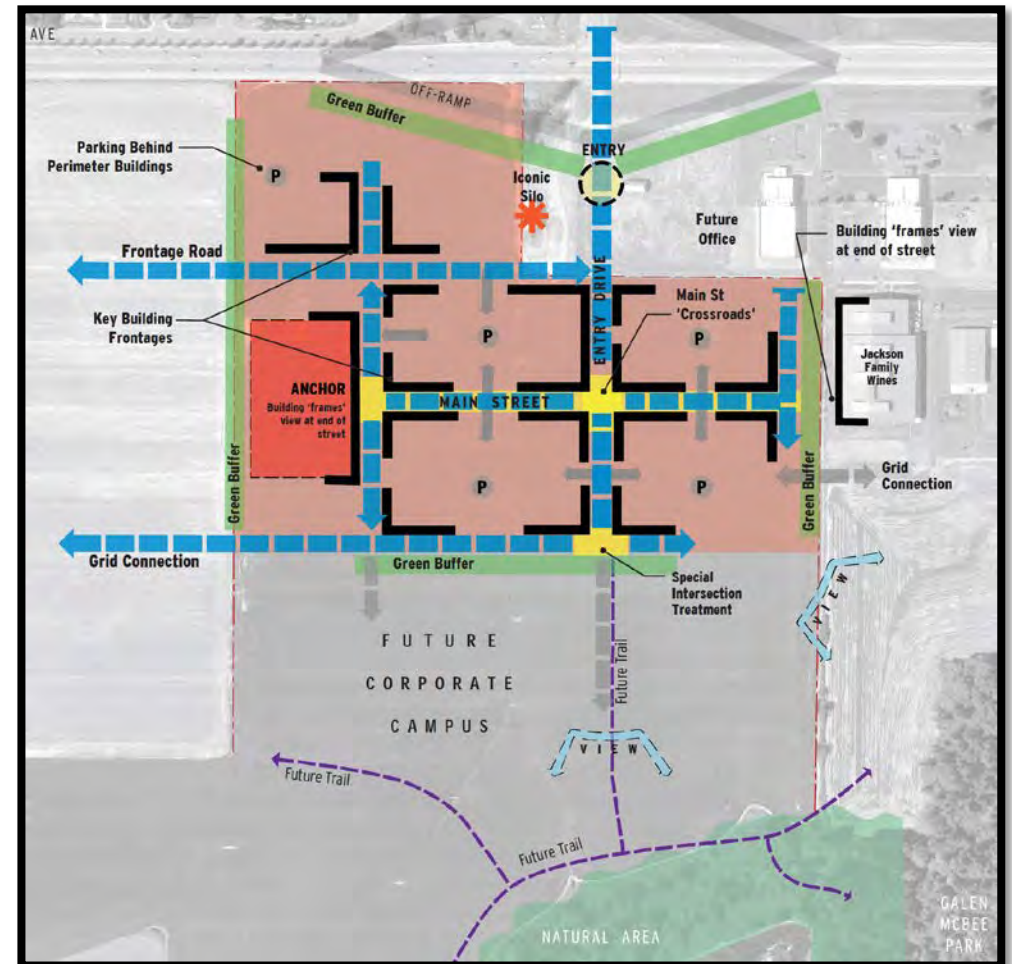


MIXED-USE TOWN CENTER, Pages 24 – 28.

Very intentional and thoughtful recommendation by the Project Advisory Committee.

Encourage mixed-use development where feasible (page 17 of the Plan).

“mixed-use “town centers” that offer gathering spaces, walkable streets and more dining options than typical strip suburban developments or enclosed shopping centers. Mixed-use town centers offer a greater diversity of uses that typical retail developments, particularly as it pertains to entertainment and some office uses, with the latter providing critical daytime population for retailers.”



DESIGN INSPIRATION FOR MIXED-USE CENTER



ORENCO AND OLD MILL DISTRICT, Pages 26 and 27

- Nationally award winning developments.
- Inspire design and development standards for the Mixed-Use Town Center

Old Mill District



- Landscape Buffer
- Parking behind buildings
- Central 'Main Street':
 - Wide sidewalks
 - Street Trees
 - On-street parking
 - Active ground floors
- Public gateway plaza
- Gathering and event spaces

DESIGN INSPIRATION FOR MIXED-USE CENTER



ORENCO AND OLD MILL DISTRICT, Pages 26 and 27

- Nationally award winning developments.
- Inspire design and development standards for the Mixed-Use Town Center



Old Mill District

- Human-scale development that is pedestrian friendly.
- Walkable, narrow main streets connecting through the center, with parallel or angled on-street parking in front of retail storefronts.
- Public gathering spaces, bordered by dining and entertainment attractions, featuring play areas and flexible space for programmed public events.
- Shared parking lots, generally located behind buildings, featuring wide pedestrian walkways, EV charging stations, bicycle parking, and transit stops. As well as integrated stormwater treatment and ample landscaping including shade trees.
- Sustainable high-quality architecture, themed in a regionally appropriate way, with buildings placed in prominent locations that contribute to the quality of the pedestrian experience, versus behind large surface parking lots.
- Building edges that create 'frontage' on walkable streets or pedestrian walks, with higher-quality materials, generous windows and pedestrian-scale signage in the first 20-30' of elevation.
- Proximity and connection to a mix of other uses, to encourage walking from residential or office areas to the retail center.
- Generous landscape buffers between the retail center and roadways or parking lots while maintaining maximum visibility for retailers.
- A prominent entry to the site, with signage or a gateway feature.

KEY URBAN DESIGN ELEMENTS



Encourage mixed uses whenever feasible



Buffer development on Highway 18 edge



Landscape Buffers



Establish view protection corridors

KEY URBAN DESIGN ELEMENTS



Regionally-inspired architecture; Barn and Industrial forms



**Establish connected blocks on grid of internal circulation
(Bridgeport Village example shown)**



New neighborhood entry identified with prominent signage



Well-landscaped off ramp and entry features provide beautiful transition into new neighborhood

KEY URBAN DESIGN ELEMENTS



Enclose surface parking lots with perimeter buildings



Distinctive massing and design for corner buildings



Parking lots with extensive landscape and clear pedestrian accessways



Incorporate historic grain silo into new town center

Walkable mixed-use town center



Innovation Center



Mixed-Use Neighborhoods



TABLE 4: IMPLEMENTATION RECOMMENDATIONS

**THREE
MILE
LANE**

Area
Plan

Policy	Overlay Amendment	Recommended Future
1. Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.	Include specific development standards (see amendments in this table) in the Three Mile Lane Planned Development Overlay to implement the Three Mile Lane Area Plan. Note that the review and approval process for land use applications is through Three Mile Lane Design Review, Director's Review with Notification. Require Mixed-use, Commercial, or Industrial development proposals over (10) acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval. In the Innovation Campus allow office uses that support products and services that are manufactured or developed on site or that serve as corporate offices for products that are manufactured elsewhere.	
2. Public improvements and private development shall strive to protect tree groves and mature individual trees.		
3. Riparian corridors and adjacent native landscapes shall be protected.	Require mapping and protection of stream corridors and re-vegetation with native plantings.	
4. The built environment will be designed to provide and protect views to rolling hills and volcanoes and to enhance visual and physical access to the North Yamhill River. New streets and open spaces will be oriented to capture views.	Require viewshed analysis as part of Design Review.	
5. Enhancing connections to existing trails and open space, such as connections into Joe Dancer Park and McBee Park, and creating a public greenway along South Yamhill River with trails and connections to the Three Mile Lane Area is a priority.	Require connection to proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.	
6. New gathering spaces will be designed to incorporate natural areas and views.	When proposed as part of a Planned Development master plan, require gathering spaces be designed to incorporate natural areas and views as a condition of approval.	
7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.	Require native landscaping and plantings development through Design Review.	

Policy	Overlay Amendment	Policy	Overlay Amendment	Recommended Future Action
8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.	Apply pedestrian walkway and standards to all non-residential development. Note: Pedestrian walkway standards applied to Large Format Retail; street connections between buildings and entrances to streets (§17.56.0).	15. Proposed site landscaping for new development should strive to reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees – and consider functional site planning of vineyard and farm complexes as conceptual models.	Require landscaping proposed as part of a Planned Development master plan to demonstrate how it reflects existing patterns.	
9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.	Require transportation improvements with the Area Plan through Design Review.	16. New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.	Buffer/perimeter requirements for new non-residential development adjacent to a dissimilar use.	Determine if specific buffering requirements are needed for proposed development abutting land zoned exclusive farm use.
10. Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the Three Mile Lane Area Plan and in compliance with Transportation System Plan standards.	Require transportation improvements with the Area Plan through Design Review.	17. Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.		Develop design guidelines or architectural standards.
11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.	Requirements for commercial building massing. Standards for parking maximums. Parking lot location requirements.	18. Encourage a diversity of future housing forms, types, and design that respect the current character of the area.	Buffer/perimeter requirements for new non-residential development adjacent to a dissimilar use.	Evaluate Zoning Ordinance to ensure there are clear and objective design standards for new residential development.
12. New commercial, office, mixed-use, and multi-family developments should be designed to reflect the micro-climate and enhance outdoor life through the incorporation of features such as porches, balconies, courtyards, plazas, etc.	Require as part of Design Review: • Standards for non-residential development include minimum parking along ground floor and main entrance. • Residential design and objective building architectural elements.	19. Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.	Requirements for landscape buffering fronting Three Mile Lane. Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.	Develop design guidelines to encourage a more cohesive visual character along the corridor.
13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.	Require as part of Design Review: • New requirements (set-to, building setbacks, etc.) • Additional guidelines for facade treatments. • Provision of outdoor floor commercial spaces allowing on-street parking toward parking standards for commercial development.	20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, wine-making).		Develop design guidelines or architectural standards.
14. Encourage mixed-use development where feasible.		21. New commercial, mixed-use, office, and industrial campus development should consider using local materials for cladding and building structure (timber, corrugated steel cladding, red brick), and incorporating vibrant color.	Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.	Develop additional design guidelines or standards related to facade treatments; define acceptable color palette.

Pages 44, 45, and 46
of the Plan

TABLE 4: IMPLEMENTATION RECOMMENDATIONS



Policy	Overlay Amendment	Recommended Action
1. Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.	<p>Include specific development standards (see amendments in this table) in the Three Mile Lane Planned Development Overlay to implement the Three Mile Lane Area Plan. Note that the review and approval process for land use applications is through Three Mile Lane Design Review, Director's Review with Notification.</p> <p>Require Mixed-use, Commercial, or Industrial development proposals over [10] acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval.</p> <p>In the Innovation Campus allow office uses that support products and services that are manufactured or developed on site or that serve as corporate offices for products that are manufactured elsewhere.</p>	
2. Public improvements and private development shall strive to protect tree groves and mature individual trees.		Identify tree groves and types to be protected and designate as significant historic trees.
3. Riparian corridors and adjacent native landscapes shall be protected.	Require mapping and protection of stream corridors and re-vegetation with native plantings.	
4. The built environment will be designed to provide and protect views to rolling hills and volcanoes and to enhance visual and physical access to the North Yamhill River. New streets and open spaces will be oriented to capture views.	Require viewshed analysis as part of Design Review.	
5. Enhancing connections to existing trails and open space, such as connections into Joe Dancer Park and McBee Park, and creating a public greenway along South Yamhill River with trails and connections to the Three Mile Lane Area is a priority.	Require connection to proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.	
6. New gathering spaces will be designed to incorporate natural areas and views.	When proposed as part of a Planned Development master plan, require gathering spaces be designed to incorporate natural areas and views as a condition of approval.	
7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.	Require native landscaping and plantings of all development through Design Review.	Develop and define a planting list and approval list.

Require all mixed-use, commercial and industrial development proposals over [10] acres to be subject to the planned development overlay chapter of the code, Section 17.51, and planning commission approval.

In the Innovation Center allow office uses that support products and services that are manufactured or developed on site or that serve as corporate offices for products that are manufactured elsewhere.

Require connection to proposed trail, trail right-of-way dedication, and trail construction as part of design review and development approval.

When proposed as part of a planned development master plan, require gathering spaces be designed to incorporate natural areas and views.

Pages 44, 45, and 46 of the Plan

TABLE 4: IMPLEMENTATION RECOMMENDATIONS



Policy	Overlay Amendment	Recommended Future Action
8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.	Apply pedestrian walkway and connectivity standards to all non-residential development. Note: Pedestrian walkway standards, currently are applied to Large Format Retail; site design requires connections between buildings and from building entrances to streets (§17.56.050.C.2).	
9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.	Require transportation improvements consistent with the Area Plan through Design Review.	
10. Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the Three Mile Lane Area Plan and in compliance with Transportation System Plan standards.	Require transportation improvements consistent with the Area Plan through Design Review.	
11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.	Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses.	Additional guidelines standards related to treatments. 17.56.050 Development Standards
12. New commercial, office, mixed-use, and multi-family developments should be designed to reflect the micro-climate and enhance outdoor life through the incorporation of features such as porches, balconies, courtyards, plazas, etc.	Require as part of Design Review: <ul style="list-style-type: none"> Standards for non-residential buildings to include minimum pedestrian shelter coverages along ground floor elevations/street frontages and main entrances. Residential design features to include clear and objective building design standards/architectural elements. 	Additional guidelines standards related to treatments.
13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.	Require as part of Design Review: <ul style="list-style-type: none"> New requirements for building orientation (set-to, building orientation); Additional guidelines or standards related to façade treatments, including transparency. Provision of on-street parking for ground-floor commercial uses (new requirements allowing on-street spaces to be counted toward parking minimums, new cross-section standards for streets with ground-floor retail). 	
14. Encourage mixed-use development where feasible.		Consider additional guidelines or requirements for the Mixed Use area.

Apply pedestrian walkway and connectivity standards to all non-residential development per Section 17.56 of the MMC.

Requirements for maximum parking standards and not minimum parking standards.

Requirements for commercial building size and massing.

Requirements for building orientation, façade treatments, provision of on-street parking, grid streets, etc.

TABLE 4: IMPLEMENTATION RECOMMENDATIONS



Policy	Overlay Amendment	Recommended Future Action
15. Proposed site landscaping for new development should strive to reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees – and consider functional site planning of vineyard and farm complexes as conceptual models.	Require landscaping proposed as part of a Planned Development master plan to demonstrate how it reflects existing patterns.	
16. New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.	Buffer/perimeter requirements for new non-residential development adjacent to a dissimilar use.	Determine if specific buffering requirements are needed for proposed development abutting land zoned exclusive farm use.
17. Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.		
18. Encourage a diversity of future housing forms, types, and design that respect the current character of the area.	Buffer/perimeter requirements for new non-residential development adjacent to a dissimilar use.	Evaluate Zoning Ordinance to ensure there are clear and objective design standards for new residential development.
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20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, wine-making).		Develop design guidelines or architectural standards.
21. New commercial, mixed-use, office, and industrial campus development should consider using local materials for cladding and building structure (timber, corrugated steel cladding, red brick), and incorporating vibrant color.	Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.	Develop additional design guidelines or standards related to façade treatments; define acceptable color palate.

Develop design guidelines and architectural standards.

Buffer non-residential development from a dissimilar use.

Buffer non-residential development from EFU with landscaping treatments.

DESIGN PRINCIPLES



If these principles do not get us where we want to go, then let's amend them. This is the opportunity to state what the community wants to see happen on this site.

Where Are We at in the Process?



- **Started with a class study from the U of O in 2017**
- **Fall, 2017, the City applied for a Transportation Growth Management Plan grant to study how the Three Mile Lane Area would best serve McMinnville into the future – both land uses and transportation facilities.**
- **From 2018 – 2019, the City worked with a consultant team, ODOT, TAC, PAC and the public on the development of a preferred land use alternative for the area.**
- **At the same time ODOT was updating the Transportation Model for the City of McMinnville.**
- **2020 – 2021, the consultant team worked with ODOT and the City on a transportation analysis of how the preferred land use alternative impacted Highway 18 utilizing the new transportation model.**
- **Both efforts resulted in the Three Mile Lane Area Plan.**

January 20, 2022 PC Public Hearing:

Heard a lot of concerns in public testimony about the impact of the proposed Plan on Highway 18's functionality and utility as an expressway.

PC requested transportation experts (Consultant and ODOT) at next public hearing to answer some of the concerns raised.

February 17, 2022 PC Public Hearing:

- Andrew Mortensen, David Evans and Associates
- Naomi Zwerdling, ODOT
- Michael Duncan, ODOT

Heard a lot of concern in public testimony about what the new development would look like and how it would reflect on McMinnville.

PUBLIC PROCESS / ENGAGEMENT



Understanding what goes into a plan development that comes to you in draft form for consideration.

- 100s of hours of community volunteer time, providing their input, making decisions that inform the plan.
- 100s of hours of technical expertise refining the plans that the community volunteers developed for feasibility and execution
- Refinement of ideas through public open houses, town halls, surveys, etc.
- Draft comes to you. Staff's job is to present the plan that the public process developed.



COMMUNITY PLANNING

- ❑ **Planning for the future of McMinnville residents and businesses.**
- ❑ **Identifying current needs and projected future needs**
- ❑ **Finding a balance of serving the whole community (34,500 – 45,000 people)**
- ❑ **Developed through a public engagement process with volunteers, a project advisory committee, etc.**
- ❑ **The public hearing process is the very end of the community planning process and should presumably not be a big issue since there was a community engagement process to develop the plan.**



PUBLIC TESTIMONY RECEIVED



Misc	City of McMinnville Residents		Other	
<u>Agency Comments:</u> ODOT	Lisa Baker	Steve Iversen	Jason Lett	Ramsey McPhillips
	Nolan Chard	Margaret Cross	Tom Abrego	Lucien Gunderman
	Rich Blaha	Tim Cross	Nicholas Giannettino	Jake Rockwood
<u>Organization</u> <u>Comments:</u>	Mark Davis	Kathleen McKinney	Dee Goldman	Marcia Thomassen
Friends of Yamhill County	Steve Iversen	Currents Gallery	Patty O’Leary	Eleanor Fuhrer
	Rick Rozanski	Bill Bordeaux	Ilsa Perse	
	Susan Murrant	Peter and Linda	Joni Zimmerman	<u>Did Not Provide</u>
	Ellie Gunn	Enticknap	Kathryn Jernstedt	<u>Address:</u>
1000 Friends of Oregon	Jim Kreutzbender	John Dolan	Marilyn Walster	Jim Parker
	John Englebrecht	Jim Culbert	Peter Crockett	Steve Rupp
	Terry Peasley	Steve and Catherine	Sam Sweeney	Scott Neubig
Rick Nys, Greenlight Engineering	Robin Ricker	Olsen	SuAnn Reddick	Larry Larson
	Nanette Pirisky	Michael Rice	Ron and Connie	Kari Moser
	Mike Sullivan	Diane Gluskoter	Hutchinson	Jill Poyer
Yamhill County Parkway Committee	Lynn Crowell	Britt Block	Tad Beckwith	Amanda Winter

CORRECTIONS IN THE RECORD



May 10, 2022 Staff Report –

- 1) Page 3 – Amend “Mark Davis and Sid Friedman (representing Friends of Yamhill County) have also met with various community groups and regional stakeholders expressing their concerns about the proposed Three Mile Lane Area Plan.” to:

Mark Davis and Sid Friedman also met with the Parkway Committee and wrote to the Oregon Transportation Commission.

- 2) Page 3 – Amend, “This activity has led to a significant amount of dialogue in the community and the region about the Three Mile Lane Area Plan. In order to help dispel some of the misinformation in the community planning staff prepared a FAQ sheet on April 25, 2022 (amended on April 29, 2022).” to:

This activity has led to a significant amount of dialogue in the community and the region about the Three Mile Lane Area Plan.

In order to help dispel some of the misinformation in the community planning staff prepared a FAQ sheet on April 25, 2022 (amended on April 29, 2022).”

CORRECTIONS IN THE RECORD



May 6 News Register Article – City to Hold Hearing on Three Mile Lane Plan

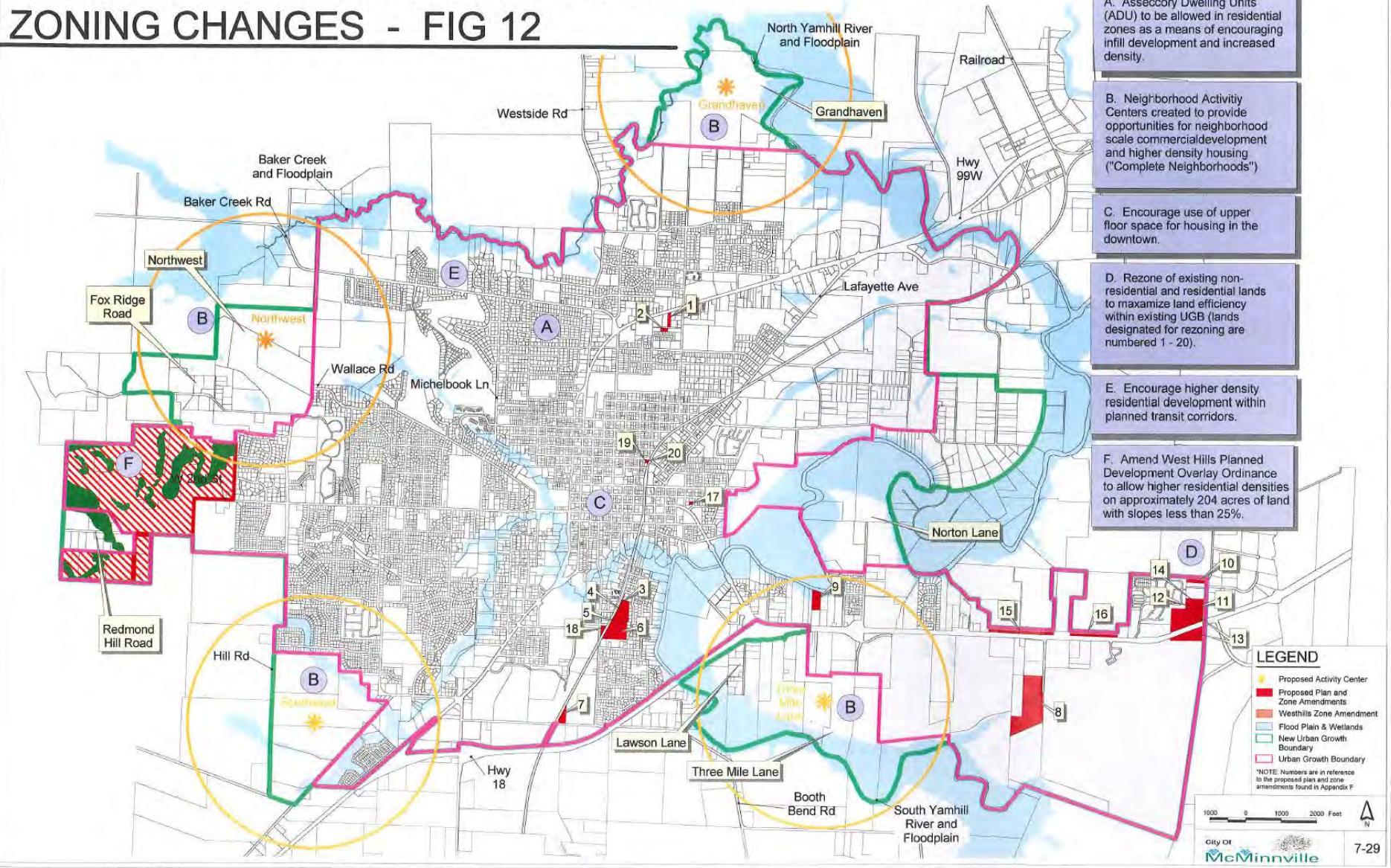
1) TMLAP was approved by McMinnville Planning Commission March 17, for recommended adoption by City Council, but groups, including Friends of Yamhill County and the Newberg-Dundee Parkway Committee, have expressed opposition to the plan.

Correction: The Newberg-Dundee Parkway Committee have not yet taken a position on the proposed plan as indicated by their letter dated May 9, 2022.

2) Adoption means amendments to the McMinnville Comprehensive Plan Map and McMinnville Transportation System Plan

Correction: Adoption does not amend the McMinnville Comprehensive Plan Map and McMinnville Transportation System Plan

PROPOSED COMPREHENSIVE PLAN & ZONING CHANGES - FIG 12

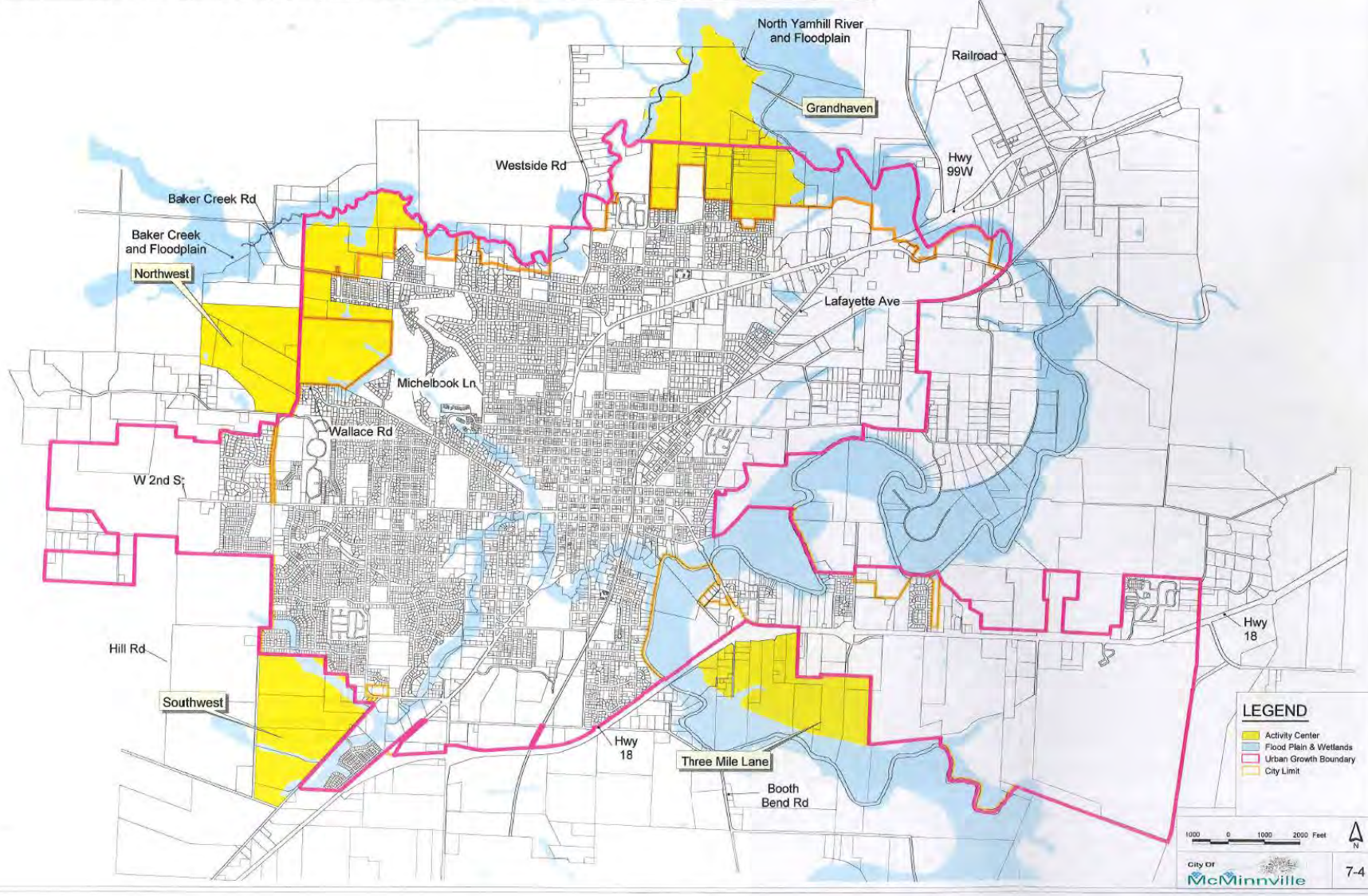


- A. Accessory Dwelling Units (ADU) to be allowed in residential zones as a means of encouraging infill development and increased density.
- B. Neighborhood Activity Centers created to provide opportunities for neighborhood scale commercial development and higher density housing ("Complete Neighborhoods")
- C. Encourage use of upper floor space for housing in the downtown.
- D. Rezone of existing non-residential and residential lands to maximize land efficiency within existing UGB (lands designated for rezoning are numbered 1 - 20).
- E. Encourage higher density residential development within planned transit corridors.
- F. Amend West Hills Planned Development Overlay Ordinance to allow higher residential densities on approximately 204 acres of land with slopes less than 25%.

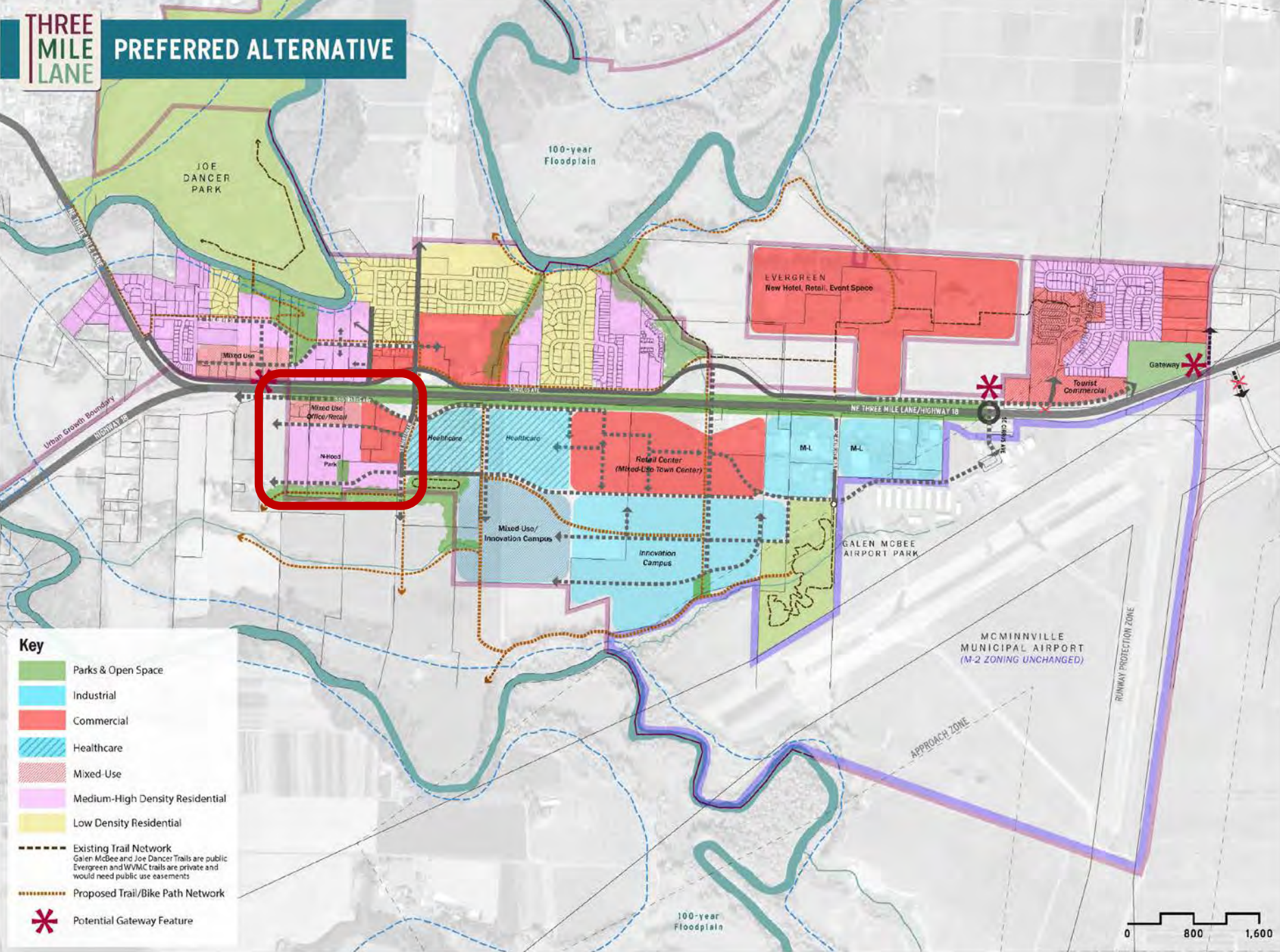
Commercial Acreage =

Neighborhood Activity Center

PROPOSED ACTIVITY CENTERS - FIG 7



Commercial Acreage = Neighborhood Activity Center



Key

- Parks & Open Space
- Industrial
- Commercial
- Healthcare
- Mixed-Use
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public
Evergreen and WVIC trails are private and
would need public use easements
- Proposed Trail/Bike Path Network
- ✱ Potential Gateway Feature

High Density Residential = 1/8 mile from the focus area

Does not address the identified commercial need:

- 40 Acres from MGMUP
- General merchandise leakage

NEXT STEPS



- **Listen to public testimony tonight.**
- **Continue public hearing to June 14, 2022, 7:00 PM**
- **If you need more information or clarification of any of the analysis after hearing testimony, identify what it is and provide direction to staff to bring back information at the June 14 meeting.**

TRANSPORTATION EXPERTS



Consultant: David Evans and Associates, Inc.

- **Andrew Mortensen, Senior Transportation Planner**

ODOT:

- **Dan Fricke, Senior Transportation Planner, Region 2**
- **Naomi Zwerdling, Planning and Development Review Manager, Region 2**
- **Michael Duncan, Senior Region Planner, Transportation and Growth Management Manager, Region 2**