

**City Council Meeting Agenda
Tuesday, November 08, 2022
6:15 p.m. – Work Session Meeting
7:00 p.m. – City Council Regular Meeting**

REVISED 11/07/2022

Welcome! The public is strongly encouraged to participate remotely but there is seating at Civic Hall for those who are not able to participate remotely. However, if you are not feeling well, please stay home and take care of yourself.

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

- *Email at any time up to **12 p.m. on Monday, November 7th** to claudia.cisneros@mcminnvilleoregon.gov*
- *If appearing via telephone only please sign up prior by **12 p.m. on Monday, November 7th** by emailing the City Recorder at claudia.cisneros@mcminnvilleoregon.gov as the chat function is not available when calling in zoom;*
- *Join the zoom meeting use the raise hand feature in zoom to request to speak, once your turn is up we will announce your name and unmute your mic. **You will need to provide your First and Last name, Address, and contact information (email or phone) to the City.***

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

mcm11.org/live

CITY COUNCIL WORK SESSION & REGULAR MEETING:

You may join online via Zoom Meeting:

<https://mcminnvilleoregon.zoom.us/j/84720235714?pwd=d0RLd2VmdjE2aHF3ZzBHVHkxOEdLZz09>

Zoom ID: 847 2023 5714

Zoom Password: 089725

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

ID: 847 2023 5714

6:15 PM – WORK SESSION MEETING – VIA ZOOM AND SEATING AT CIVIC HALL

1. CALL TO ORDER
2. YAMHILL COLLABORATIVE COMMUNITY HEALTH ASSESSMENT PRESENTATION
3. ADJOURNMENT OF WORK SESSION

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

1. CALL TO ORDER & ROLL CALL
2. PLEDGE OF ALLEGIANCE
3. INVITATION TO COMMUNITY MEMBERS FOR PUBLIC COMMENT –

The Mayor will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at

some future date. The Mayor may limit comments to 3 minutes per person for a total of 30 minutes. The Mayor will read comments emailed to City Recorded and then any citizen participating via Zoom.

4. ADVICE/ INFORMATION ITEMS

- a. Reports from Councilors on Committee & Board Assignments
- b. Department Head Reports

5. CONSENT AGENDA

- a. Consider **Resolution No. 2022-66**: A Resolution appointing members to the Affordable Housing Committee and Planning Commission.

6. ORDINANCE

- a. Consider the first reading with a possible second reading of **Ordinance No. 5126**: An Ordinance Adopting the Three Mile Lane Area Plan and its Appendices as a Supplemental Document to the McMinnville Comprehensive Plan and Amending the McMinnville Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a Proposal.

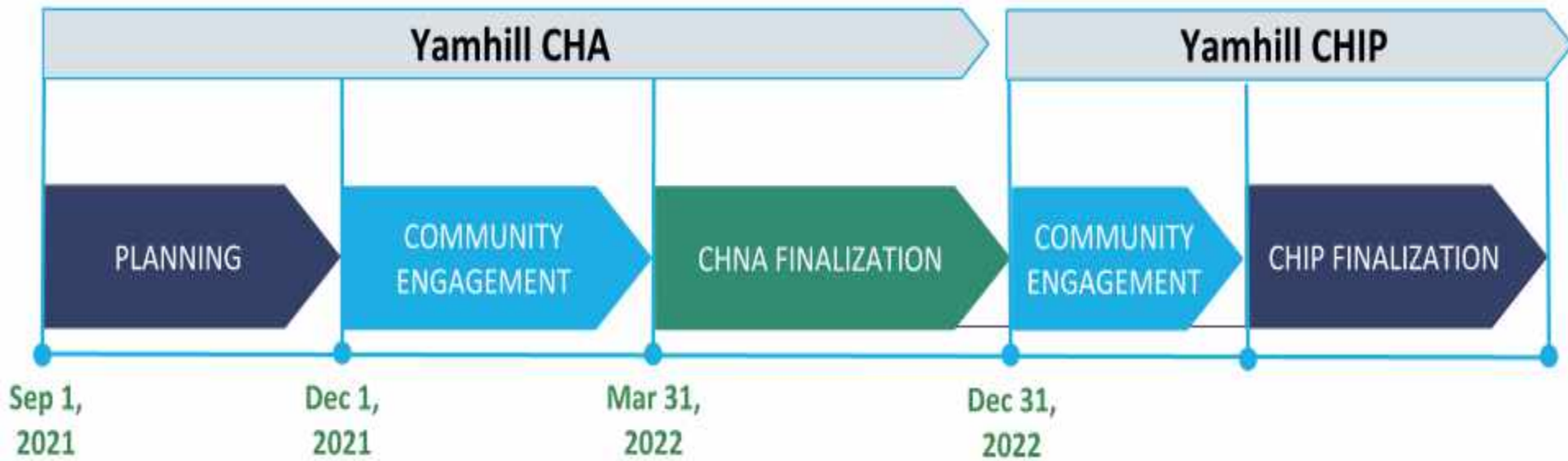
7. ADJOURNMENT OF REGULAR MEETING



Yamhill Community Health Assessment Review

2022

Timeline



1. Collect, compile, analyze, and assess community wellness data
 2. Meaningfully engage the community in data collection and ongoing feedback
 3. Develop a comprehensive, collaborative CHNA
-

Objectives



PRIMARY DATA

- 13 STAKEHOLDER INTERVIEWS
- 14 LISTENING SESSIONS
- >800 COMMUNITY HEALTH SURVEY RESPONSES



SECONDARY DATA

- PUBLIC HEALTH
- MORBIDITY/MORTALITY
- DEMOGRAPHICS, ETC.

Data Collection

9 Key Themes Identified

SOCIAL NEEDS

Homelessness
and Housing
Instability

Food insecurity

Access to
transportation

Racism,
discrimination &
inclusion

Economic
Insecurity,
education, job
skills

Recreation &
community-
building
activities

HEALTH AND WELLNESS

Behavioral
health/access

Access to
health care
services

Chronic
Conditions

ENVIRONMENTAL FACTORS

Weather and
hazard risks

What stands out to you?

Where is there current energy?

What is your highest priority?

Discussion

EMILY JOHNSON
COMMUNITY HEALTH SUPERVISOR
YAMHILL COMMUNITY CARE
EJOHNSON@YAMHILLCCO.ORG

Thank you!

STAFF REPORT

DATE: November 8, 2022
TO: Mayor and City Councilors
FROM: Tom Schauer, Senior Planner
SUBJECT: Resolution 2022-66, Appointments to the Affordable Housing Committee and Planning Commission

STRATEGIC PRIORITY & GOAL:



ENGAGEMENT & INCLUSION

Create a culture of acceptance & mutual respect that acknowledges differences & strives for equity.

OBJECTIVE/S: Grow City's employees and Boards and Commissions to reflect our community

Report in Brief:

This action is the consideration of Resolution No. 2022-66, a resolution appointing volunteers to vacancies on the Affordable Housing Committee and Planning Commission, resulting from resignations.

Background:

Without the service of volunteers on city committees, commissions, boards, and task forces, much of the work of the City of McMinnville would not get accomplished.

There are two vacancies on the Affordable Housing Committee resulting from resignations and there is one vacancy on the Planning Commission resulting from a resignation.

The City advertised for applications to fill these vacant positions. Two applications were received for the Affordable Housing Committee. Four applications were received for the Planning Commission. Some applicants expressed interest in more than one committee. Interviews were scheduled with applicants, and these were conducted on November 1, 2022.

Discussion:

Affordable Housing Committee. Two applications were received for the Affordable Housing Committee, and there are two vacancies. On November 1, 2022, Affordable Housing Committee Chair Drabkin and Vice-Chair Menke and Planning Staff interviewed two

candidates and recommend that City Council appoint two applicants to fill the vacancies and serve on the Committee as provided in Resolution 2022-66, as follows:

- **Carrie Martin**, appointment to fill vacancy resulting from the resignation of Lori Bergen, for the remainder of the term ending 12/31/2024
- **Maeshowe Pierce**, appointment to fill vacancy resulting from resignation of Yuya Matsuda, for the remainder of the term ending 12/31/2023

Planning Commission. Four applications were received for the Planning Commission, and there is one vacancy, which is an at-large position. On November 1, 2022, Interim Mayor Drabkin, Councilor Geary, and Planning Staff interviewed four candidates and recommend that City Council appoint one applicant to fill the vacancy and serve on the Planning Commission as provided in Resolution 2022-66, as follows:

- **Megan Murray**, appointment to fill vacancy resulting from resignation of Robert Banagay, for the remainder of the term ending 12/31/2023 (at-large member)

Fiscal Impact:

There is no anticipated fiscal impact.

Attachments:

1. Resolution 2022-66
2. Applications from recommended appointees

Alternative Courses of Action:

1. **APPROVE** Resolution No. 2022-66
2. **REQUEST** more information.
3. **DO NOT APPROVE** Resolution No. 2022-66

Recommendation/Suggested Motion:

Staff recommends that the Council approve Resolution No. 2022-66, appointing volunteers to serve on the Affordable Housing Committee and Planning Commission, consistent with the recommendations of interview panels.

“BASED ON THE RECOMMENDATIONS OF THE INTERVIEW PANELS, I MOVE TO APPROVE RESOLUTION NO. 2022-66, AND THANK THE VOLUNTEERS FOR THEIR SERVICE AND COMMITMENT TO THE CITY OF MCMINNVILLE.”

RESOLUTION NO. 2022-66

A Resolution appointing members to the Affordable Housing Committee and Planning Commission

RECITALS:

Whereas, the City of McMinnville has several Boards, Committees, Commissions, and Task Forces made up of volunteers; and

Whereas, the City Council is responsible for making appointments and re-appointments.

NOW THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF McMINNVILLE, OREGON as follows:

1. The City Council appoints the following volunteer to the Affordable Housing Committee to serve the remaining balance of the term resulting from the resignation of Lori Bergen:

Carrie Martin, appointment to fill vacancy, remainder of term ending 12/31/2024

2. The City Council appoints the following volunteer to the Affordable Housing Committee to serve the remaining balance of the term resulting from the resignation of Yuya Matsuda:

Maeshowe Pierce, appointment to fill vacancy, remainder of term ending 12/31/2023

3. The City Council appoints the following volunteer to the Planning Commission to serve the remaining balance of the term resulting from the resignation of Robert Banagay (at-large member):

Megan Murray, appointment to fill vacancy, remainder of term ending 12/31/2023

4. This Resolution and these appointments will take effect immediately.

Adopted by the Common Council of the City of McMinnville at a regular meeting held the 8th day of November, 2022 by the following votes:

Ayes: _____

Nays: _____

Approved this 8th day of November, 2022.

INTERIM MAYOR

Approved as to form:

Attest:

City Attorney

City Recorder



APPLICATION FOR SERVICE ON BOARD OR COMMISSION

Thank you for your interest in serving your community. The information on this form will help the Mayor and City Council learn about the background of persons interested in serving on a particular board or commission.

Name: Carrie Martin

Home Phone: _____

Address: _____

Cell Phone: _____

McMinnville, OR 97128

Work Phone: _____

Email: _____

Board, Commission or Committee for which you are an applicant:

- Advisory Board, Airport Commission, Board of Appeals, Budget Committee, Citizens' Advisory Committee, Historic Landmark Committee, Landscape Review Committee, McMinnville Affordable Housing Task Force, McMinnville Urban Renewal Advisory Committee (MURAC), Planning Commission

Ward in which you reside (if applicable): _____

How many years have you lived in McMinnville? 15+

Educational and occupational background: Currently the executive director for Encompass Yamhill Valley. I am also employed by Yamhill County.

Why are you interested in serving? The task force has direct bearing on the work Encompass is doing in Yamhill County, and I would like to be a part of this coalition to share information and expand our partnership opportunities.

Date 09/20/2022

Signed _____

Please return to City Hall, 230 NE Second Street, McMinnville, OR 97128



APPLICATION FOR SERVICE ON BOARD OR COMMISSION

Thank you for your interest in serving your community. The information on this form will help the Mayor and City Council learn about the background of persons interested in serving on a particular board or commission.

Name: MaeshowePierce

Home Phone: _____

Address: _____

Cell Phone: _____

McMinnville

Work Phone: _____

Email: _____

Board, Commission or Committee for which you are an applicant:

- | | |
|---|---|
| <input type="checkbox"/> Advisory Board | <input type="checkbox"/> Landscape Review Committee |
| <input type="checkbox"/> Airport Commission | <input checked="" type="checkbox"/> McMinnville Affordable Housing Task Force |
| <input type="checkbox"/> Board of Appeals | <input type="checkbox"/> McMinnville Urban Renewal Advisory Committee (MURAC) |
| <input type="checkbox"/> Budget Committee | <input type="checkbox"/> Planning Commission |
| <input type="checkbox"/> Citizens' Advisory Committee | |
| <input type="checkbox"/> Historic Landmark Committee | |

Ward in which you reside (if applicable): 3

How many years have you lived in McMinnville? 7

Educational and occupational background: I am a Naturopathic Doctor, self-employed. I have an undergrad in Medical Anthropology and graduated from medical school at NUNM. I spent most of my clinic shifts in school at community clinics and working with clients well below the poverty limit and the houseless.

Why are you interested in serving? I am working more and more in the community to help families get housing or stay off the streets. I see the desperate need within our communities for housing and affordable housing. I am listening to their stories. I feel conflicted about all the camping at our parks where our kids play and also know that people need a place to exist. My resources and network on my own are limited and I am hoping to contribute to a larger movement to keep people off the streets and provide housing for people and families in our community. I just can't sit back and watch people struggle.

Date 9/8/2022

Signed _____

Please return to City Hall, 230 NE Second Street, McMinnville, OR 97128



APPLICATION FOR SERVICE ON BOARD OR COMMISSION

Thank you for your interest in serving your community. The information on this form will help the Mayor and City Council learn about the background of persons interested in serving on a particular board or commission.

Name: Meagan Murray

Home Phone: _____

Address: _____

Cell Phone: _____

McMinnville, OR 97128

Work Phone: _____

Email: _____

Board, Commission or Committee for which you are an applicant:

- | | |
|---|---|
| <input type="checkbox"/> Advisory Board | <input type="checkbox"/> Landscape Review Committee |
| <input type="checkbox"/> Airport Commission | <input type="checkbox"/> McMinnville Affordable Housing Task Force |
| <input type="checkbox"/> Board of Appeals | <input type="checkbox"/> McMinnville Urban Renewal Advisory Committee (MURAC) |
| <input type="checkbox"/> Budget Committee | <input checked="" type="checkbox"/> Planning Commission |
| <input type="checkbox"/> Citizens' Advisory Committee | |
| <input type="checkbox"/> Historic Landmark Committee | |

Ward in which you reside (if applicable): Ward 2

How many years have you lived in McMinnville? 2006-2013, 2016-present @ 13 years

Educational and occupational background: _____

Portland State University: BA Major - International Studies, Minor - Political Science
19 years in the wine industry.
Small business owner.

Why are you interested in serving? I would like to be more

engaged in my community. It is growing and it is an exciting time. I am the mother to two young children who are quickly growing up in our lovely city. I would like to be a part in helping to shape it.

Date 9/8/2022

Signed _____

Please return to City Hall, 230 NE Second Street, McMinnville, OR 97128



**City of McMinnville
Planning Department**
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311

www.mcminnvilleoregon.gov

STAFF REPORT

DATE: November 8, 2022
TO: Mayor and City Councilors
FROM: Heather Richards, Planning Director
SUBJECT: ORDINANCE No. 5126, Adopting the *Three Mile Lane Area Plan* as a Supplemental Document to the *City of McMinnville Comprehensive Plan*, and amending the *Comprehensive Plan, Volume II, Chapter VI, Transportation System*, to add a proposal.

STRATEGIC PRIORITY & GOAL:



GROWTH & DEVELOPMENT CHARACTER

Guide growth & development strategically, responsively & responsibly to enhance our unique character.

OBJECTIVE/S: Strategically plan for short and long-term growth and development that will create enduring value for the community

Report in Brief:

This is the consideration of Ordinance No. 5126, adopting the *Three Mile Lane Area Plan and its Appendices ("Plan")* as a supplemental document to the *McMinnville Comprehensive Plan* and to amend the *McMinnville Comprehensive Plan, Volume II, Chapter VI, Transportation System*, to add a proposal.

At the City Council meeting on September 13, 2022, City Council voted to ask staff to make five additional amendments to the *Three Mile Lane Area Plan* per the following:

- Make a note in any section that discusses the size of the proposed Mixed-Use Town Center, that it is intended to be 33 net buildable acres as originally modeled in the transportation scenario, for clarifying purposes.
- Amend policy #1 of the implementation recommendations in Table 4 of the planning document to reduce the size of mixed-use and commercial developments that are subject to a planned development overlay from ten acres to five acres. (page 46 of the *Three Mile Lane Area Plan*.)

Attachments:

- Attachment A: *Three Mile Lane Area Plan – Redline Version* (November 8, 2022)
- Attachment B: Ordinance No. 5126
 - Exhibit A: *Three Mile Lane Area Plan and Appendices* (November 8, 2022)
 - Exhibit B: *Comprehensive Plan Amendment, Chapter VI, "Transportation System"*
 - Exhibit C: *Findings of Fact and Conclusory Findings*

- Add a policy to consider the needs of public safety services when master planning in the study area to both the Policies discussion on page 38 of the Three Mile Lane Area Plan and Table 4, Implementation Recommendations on page 50 of the planning document.
- Add a policy in Table 4, Implementation Recommendations, pages 46 – 50 of the plan document, that proposes rezoning M2 industrial land associated with the Innovation Campus to M1 industrial land.
- Add a policy to inventory and protect significant natural features as much as possible in the study area to both the Policies discussion on page 38 of the Three Mile Lane Area Plan and Table 4, Implementation Recommendations on page 50 of the planning document.

A redline version of the Three Mile Lane Area Plan with all proposed amendments is attached to this staff report as Attachment A.

The final clean version of the Three Mile Lane Area plan is Exhibit A of Ordinance No. 5126 which is attached to this staff report as Attachment B.

The entire public record for Docket G 7 – 21 can be found at: [G 7-21 - Three Mile Lane Area Plan \(3MLAP\) Comprehensive Plan Amendment | McMinnville Oregon.](#)

As a reminder there are two actions that are encompassed by Ordinance No. 5126.

- 1.) *Adopt the Three Mile Lane Area Plan and its appendices as a supplemental document to the McMinnville Comprehensive Plan.*

The *Three Mile Lane Area Plan* includes the final plan document (Plan) and five appendices:

Three Mile Lane Area Plan

- Appendix A: Public Involvement
- Appendix B: Existing Conditions
- Appendix C: Case Study Report
- Appendix D: Evaluation and Screening
- Appendix E: Implementation

- 2) *Amend the Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a proposal after policy 132.23.00 (below) that reads as follows (on the next page):*

132.23.00 The McMinnville Transportation System Plan shall be updated as necessary to remain consistent with: (a) the city's land use plan; (b) regional and statewide plans; and (c) the applicable local, State, and federal law. Ord. 4922, February 23, 2010)

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20.05 *The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 planned development overlay zones.*

The background of this staff report provides the history of the plan development and the dialogue that occurred at the planning commission and at the City Council public hearing, reflecting information provided in earlier staff reports.

Background:

The ***Three Mile Lane Area Plan*** (3MLAP) has been developed over the past three years in collaboration with ODOT and a local Project Advisory Committee. It was funded by a Transportation Growth Management grant. A consultant team comprised of Angelo Planning Group, David Evans and Associates, Inc., Leland Consulting Group and Walker Macy worked with the project management team and the project advisory committee to develop the plan. ODOT served as the project manager and contract manager.

Area plans are general guidance documents for how land uses, and public facilities will serve the community in the future and interact with each other in a designated area. It is a 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. An Area Plan is not a development plan and is not representative of planned private development projects in the area.

The Three Mile Lane area is a unique district in the southeast portion of the City of McMinnville. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. The ***Three Mile Lane Area Plan*** is intended to create an implementable vision for the area's future land uses and multi-modal transportation system.

As an Area Plan, the ***Three Mile Lane Area Plan*** shall serve as a guiding document for land uses and public facilities in the delineated area of this plan. Specific standards for development will be identified in McMinnville's Master Plans and Municipal Code. Public facility plans will be updated to reflect the new comprehensive plan designations in the area.

The Planning Commission hosted a public hearing on January 20, 2022, and February 17, 2022, closing the public hearing on February 17, 2022, and then deliberated on March 17, 2022, where they elected to recommend adoption of the ***Plan*** to the McMinnville City Council unanimously.

The Planning Commission amended the Plan in two areas:

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1) Amended the language on page 17, Great Neighborhood Principle #11 to read, “Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane.”

2) Amended page 50 of the **Plan** to add a provision for the future evaluation and consideration of a bicycle/pedestrian overpass on Highway 18 when the need and opportunity arose.

Per Section 17.72.130, the Planning Commission rendered a decision to recommend the proposed comprehensive plan amendments to the McMinnville City Council. On April 12, per Section 17.72.130(2)(d), the McMinnville City Council made a motion to host a public hearing on May 10, 2022. The public hearing was noticed in the News Register on Tuesday, May 3, 2022.

17.72.130 Public Hearing Process. *Public hearings shall be conducted as per requirements of McMinnville Ordinance No. 3682, as amended;*

- A. *A staff report shall be submitted to the review body, and shall be made available to the public at least seven (7) days before the date of the public hearing. Any public hearing may be continued to a specific date, time and location by oral announcement of that specific date, time, and location prior to the hearing being recessed. This announcement is sufficient notice to all applicants, adverse parties, and interested persons, and no further notice is required.*
- B. *Legislative hearings: Within 45 days following the public hearing on a comprehensive plan text amendment or other legislative matter, unless a continuance is announced, the Planning Commission shall render a decision which shall recommend either that the amendment be approved, denied, or modified:*
 1. *Upon reaching a decision the Planning Commission shall transmit to the City Council a copy of the proposed amendment, the minutes of the public hearing, the decision of the Planning Commission, and any other materials deemed necessary for a decision by the City Council;*
 2. *Upon receipt of the decision of the Planning Commission, the City Council shall:*
 - a. *Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or*
 - b. *Adopt an ordinance effecting the proposed change in an amended form, or*
 - c. *Refuse to adopt the amendment through a vote to deny, or*
 - d. *Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).*

History of the Planning Process:

The *Three Mile Lane Area Planning* effort started in 2017 as part of a summer collaborative planning project with the University of Oregon (Green Cities Plan). Then in 2017, the City applied for a Transportation and Growth Management Grant from the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) to conduct an area planning process for the Three Mile Lane Area. The grant was awarded. A scope of work was developed in partnership with ODOT and DLCD in early 2018 and consultants were hired in the summer of 2018.

The scope of work was based on a land-use and transportation study of approximately 1340 acres of land currently within the city limits on both the north and south side of Highway 18 from the eastern entrance of the city by the McMinnville Airport to the Yamhill River Bridge. The project has immense potential to transform the Three Mile Lane Area for both current and future residents and businesses. It provides the opportunity for the City to be much more efficient with land-uses, allowing for higher density housing development and job creation in the area. The plan will also help the City work towards reducing greenhouse gas emissions by providing more amenities in close proximity to residential neighborhoods in this area as well as commercial amenities that city residents drive to other cities to access. The plan allows for much-needed grocery stores in a residential area that is currently a food desert. The plan

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identifies opportunities for more off-road trails and bicycle/pedestrian connectivity throughout the designated area. The 3MLAP also highlights an opportunity for a high-density business office and industrial incubator district adjacent to the airport. And lastly, the 3MLAP creates a much stronger multi-modal connection between the Three Mile Lane Area and the rest of the City of McMinnville via the new Yamhill River Bridge and proposed nature trails to Joe Dancer Park and Galen McBee Park.

The 3MLAP has five project goals:

GOAL 1: ECONOMIC DEVELOPMENT - Support and enhance the district's economic vitality and marketability.

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.

GOAL 2: COHESIVE LAND USE PLAN - Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

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

This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods, and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

GOAL 4: AESTHETICS AND DESIGN - Create an aesthetically pleasing gateway to the City of McMinnville

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville's intrinsic character and highlight the landscape features of the district.

GOAL 5: RESIDENTIAL QUALITY OF LIFE - Improve the district for existing and future McMinnville residents in the area.

The City of McMinnville's Great Neighborhood Principles identifies amenities and facilities that should be present in all residential areas, including a variety of housing types, pedestrian and bicycle connectivity, preservation of scenic views and natural features, access to open space, and access to commercial necessities. This plan aims to support those Great Neighborhood Principles for residents in the study area by providing multi-modal connectivity, single-family and multi-family housing, provisions for open spaces, and commercial amenities, such as grocery stores, restaurants, and more.

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A project advisory committee consisting of community stakeholders worked with the consultant team, ODOT and City representatives on the development of the plan

The City also hosted a summer planning class from the University of Oregon, “Green Cities” to work with neighborhood residents and other interested community stakeholders on planning charrettes and focus groups to help lay the groundwork for the planning effort prior to the official start of the 3MLAP.

| Three Mile Lane Area Plan Citizen Advisory Committee (CAC) | |
|--|--|
| Planning Commission | Lori Schanche |
| City Council | Zach Geary Scott Hill Wendy Stassens |
| Representatives of Property and Business Owners in the Study Area | Robert Banagay Paul Davis Danielle Hoffman Peter Hoffstetter Kit Johnston Stewart Kircher Chris Norville Alan Roodhouse Chris Shelby Mary Stern |
| Partner Agencies | Scott Cooper – MEDP Kitri McGuire – Visit McMinnville Gioia Goodrum – McMinnville Chamber of Commerce |
| Community Stakeholders | Courtney Cunningham Ken Denier Alan Fox Phil Frischmuth David Hayes Galen McBee |

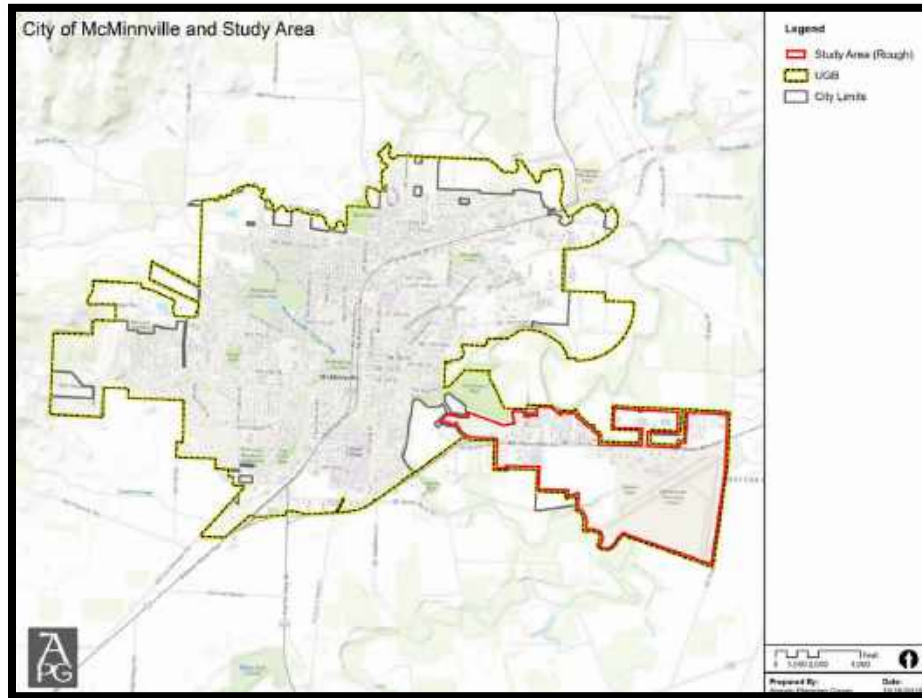
| Technical Advisory Committee (TAC) | |
|---|--|
| Planning Staff | Heather Richards Jamie Fleckenstein Chuck Darnell Tom Schauer |
| Engineering Staff | Mike Bisset |
| Parks and Recreation Staff | Susan Muir |
| McMinnville Water and Light | John Dietz |
| ODOT | Michael Duncan Dan Fricke Keith Blair Dorothy Upton Jenna Berman Kristie Gladhill |
| DLCD | Angela Carnahan |
| YCTA | Cynthia Thompson |

Attachments:

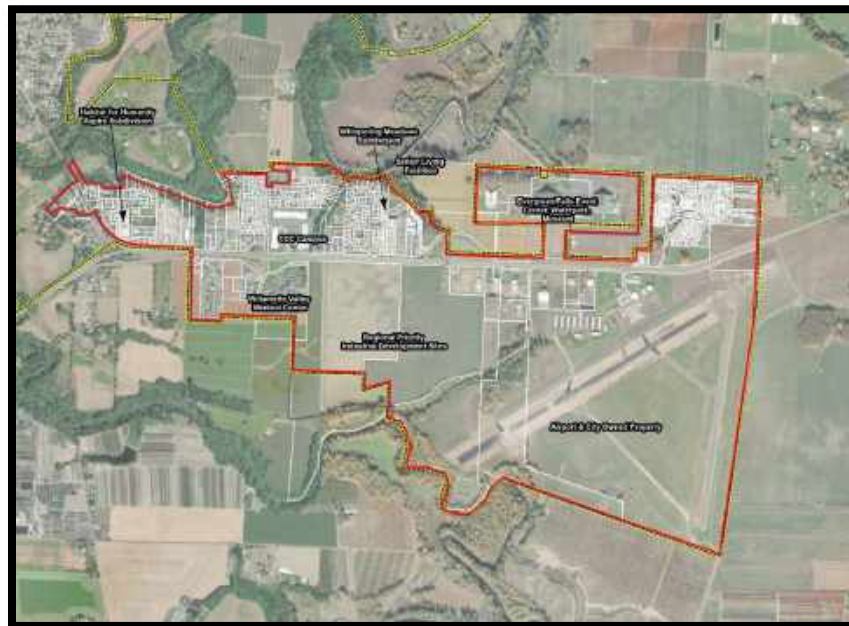
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Map of Study Area

On the following page are Maps 1 and 2 showing the relationship of the Three Mile Lane area relative to the rest of the city, as well as the area's more prominent features.



Map 1: Three Mile Lane Study Area in relationship to the city limits. The subject area is on the Southeastern side of the city.



Map 2: Three Mile Lane Study Area with Major Elements Identified.

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Citizen Involvement:

Over the course of three years, the project team conducted an extensive public engagement process utilizing a variety of tools. Public open houses, town halls, focus groups and charrettes were utilized to collect public feedback and input. (Please see Appendix A of the 3MLAP and Attachment D of this staff report).

- The City hosted three public workshops. Invitations to the public workshops were provided in both English and Spanish. Spanish invitations were distributed through the Latino Advisory Council and provided at the Virginia Garcia Clinic in the study area. Spanish translation was provided at the public workshops upon request.
- The project team hosted three focus group interviews. One of the focus groups represented organizations and agencies that served Title VI populations in the study area.
- The project team conducted two planning charrettes with community stakeholders to discuss future land-uses, needs and opportunities.
- The project team conducted two surveys during the course of the project planning period.
- The project included numerous City Council updates, which were part of the regularly scheduled McMinnville City Council meetings that were open to the public and broadcast with subtitles via McMinnville Media.
- The project team maintained a project website at www.ThreeMileLane.com.
- The project team distributed flyers and meeting invitations through the Latino Advisory Council, a network of businesses, agencies and non-profit partners serving the Latino community in McMinnville.
- The project team provided project updates and invitations to meetings and events via its social media to the community at-large and direct mailings for households in the project area.
- The project team created press releases and flyers for all public events which were advertised in local newspapers and distributed to public spaces such as the McMinnville Public Library, the McMinnville Community Center and through the McMinnville School District information portal.
- Five public meetings, all noticed and open to the public, were held in conjunction with McMinnville Planning Commission and City Council meetings.

The *Three Mile Lane Area Plan* is predicated on a “Preferred Land Use Alternative” (Figure 1) and a “Preferred Transportation Facilities Plan” (Figure 3). The preferred land use alternative represents the community vision for how this study area will develop over the next twenty years (2021-2041) to serve

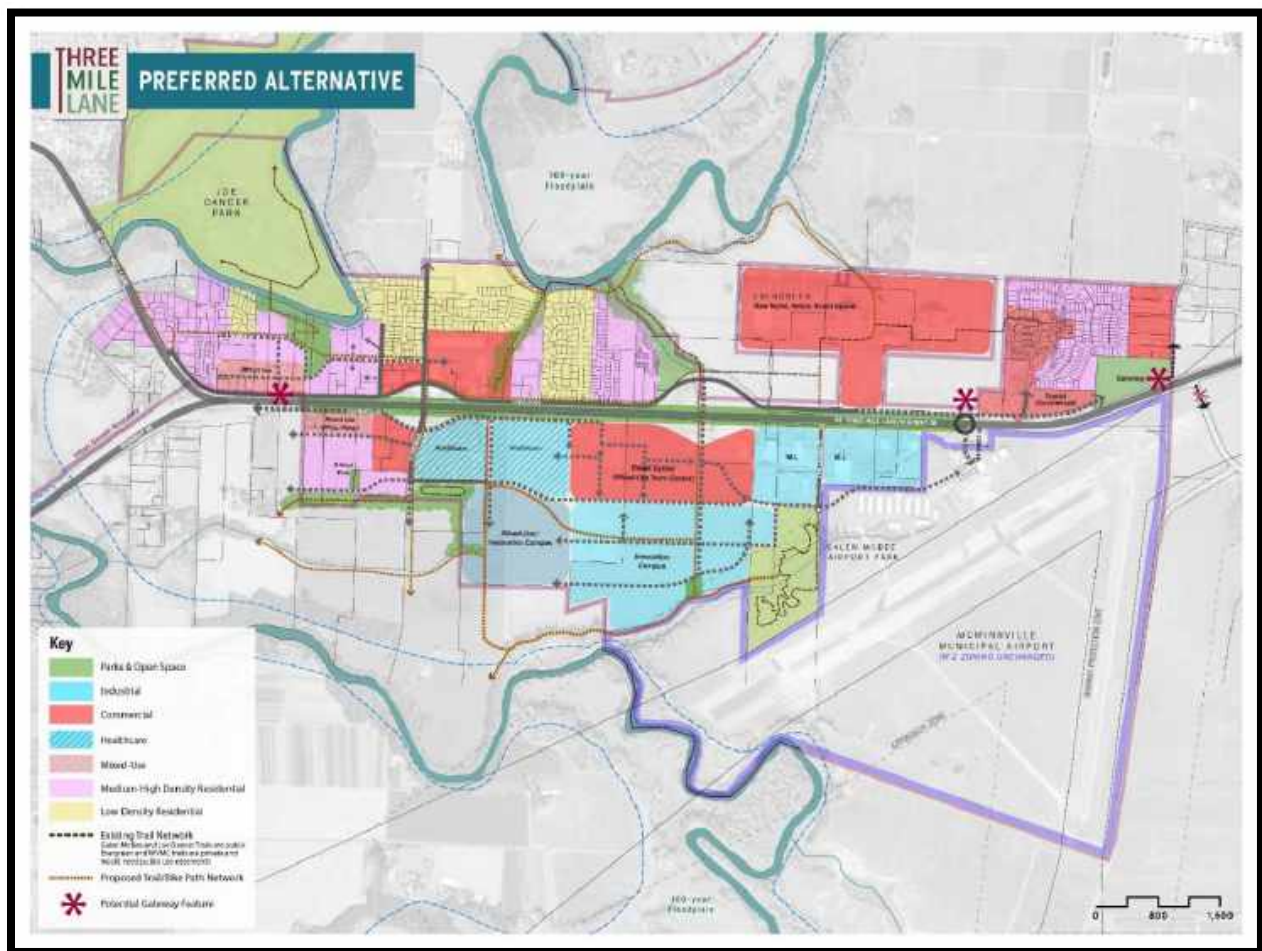
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the community's current and future land-use needs. The preferred transportation facilities plan illustrates the transportation elements that will need to be implemented to ensure that the local and state transportation facilities still function at their standard of functionality as the study area develops to full buildout in 2041. This transportation facilities plan builds on the Oregon Highway 18 Corridor Refinement Plan developed in 1996 for this section of Highway 18 and identifies those elements of that plan that are necessary to maintain the throughput and functionality of Highway 18 as a state expressway and freight route.

To analyze the impact of the community land-use vision on the state and local transportation facilities in the study area, ODOT updated the Transportation Model for the City of McMinnville for this project, and then the existing land-use opportunities were analyzed for transportation compliance with the *Oregon Highway Plan* and Oregon Administrative Rules, Division 51 standards (OAR 734-051), and the proposed community vision was analyzed for transportation compliance with the *Oregon Highway Plan* and Oregon Administrative Rules, Division 51 standards (OAR 734-051).

Figure 1: Three Mile Lane Area Plan Preferred Land Use Vision for the Three Mile Lane Study Area



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This is the revised land-use plan that staff entered into the record on May 10, 2022, to help clarify some misunderstandings between preferred land-uses and underlying zoning that was part of the public dialogue during the public hearing process.

In order to enable the preferred land-use community vision to develop, three comprehensive plan map amendments are recommended. Please see Figure 2). The adoption of the *Three Mile Lane Area Plan* does not amend the Comprehensive Plan Map. Those amendments will be undertaken either by future city initiatives or private property owner initiatives.

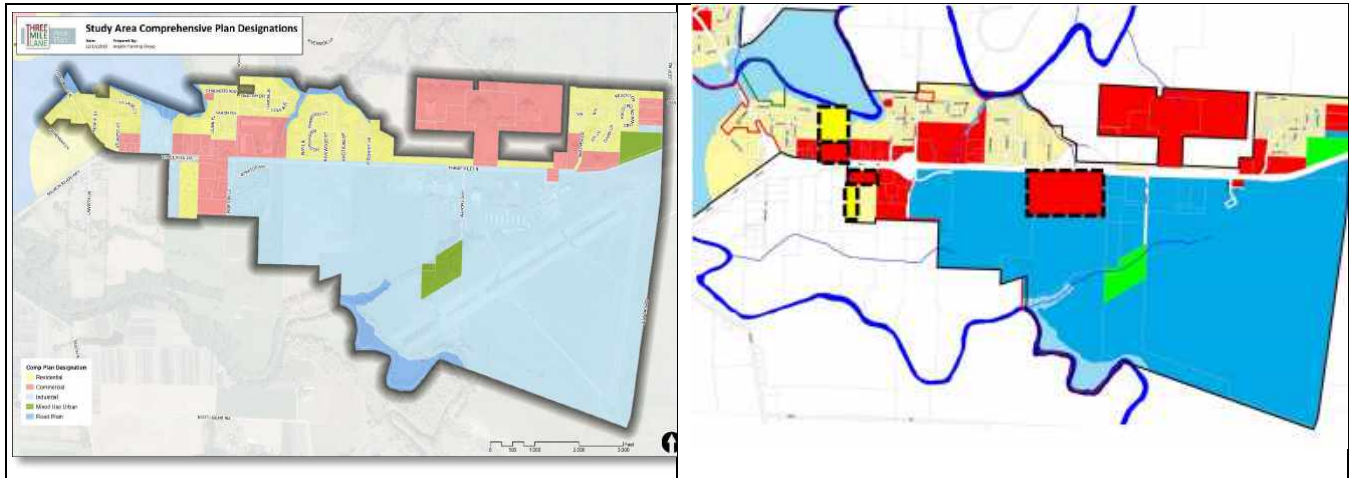


Figure 2: Three Proposed Comprehensive Plan Map Amendments

The preferred transportation facility plan relies on both local network and state network improvements including the development of local frontage roads on both the north and south sides of Highway 18, as well as optimization of the existing signalized intersections, a new traffic improvement at the intersection of Cirrus Avenue and Highway 18 and Three Mile Lane and Cumulus Avenue and the removal of accesses at Loop Road and Cruickshank Road, as well as several other access points between Cumulus Avenue and the eastern edge of the study area. (Please see Figure 3).

All of these transportation improvements are already contemplated in the *McMinnville Transportation System Plan* except for the intersection improvement at Cirrus Avenue and Highway 18, and the optimization of the existing signalized intersections. Those transportation projects will be added to the *McMinnville Transportation System Plan* when the plan is updated in 2022 and 2023. The current *McMinnville Transportation System Plan* contemplates the improvements needed for a planning horizon of 2003-2023, and the updated transportation system plan will contemplate the improvements needed for a planning horizon of 2021-2041. (Cruickshank Road is in the county and will not be part of the *McMinnville Transportation System Plan*.)

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Since the *Oregon Highway 18 Corridor Refinement Plan* is a guidance plan with a phased methodology of improvements on Highway 18 dependent upon the *Oregon Highway Plan* and Division 51 standards, and the *Three Mile Lane Area Plan* complies with that phasing methodology, that will not be updated.

The proposed Three Mile Lane Area Plan transportation improvements meet the *Oregon Highway Plan* standards so no amendments will need to be required to support the *Three Mile Lane Area Plan*. ODOT will adopt the *Three Mile Lane Area Plan* as a facility plan.



Figure 3: Preferred Transportation Plan for Three Mile Lane Area Plan

- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue).
- b) Cirrus Avenue – new intersection improvement on OR 18 (signal or roundabout), with McMinnville gateway features. *(Staff recommended amending this language to indicate that an intersection improvement was needed, but that it could be either a signal or a roundabout at the May 10 City Council public hearing. The figure will be adjusted to reflect that amendment).*
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown, as Cruickshank Road is external to the Three Mile Lane Study area).
- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane.

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- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

History of Planning Commission Public Hearing and Deliberation: The Planning Commission hosted four meetings to discuss the Three Mile Lane Area Plan (December 16, 2021, January 20, 2022, February 17, 2022, and March 17, 2022). At the first meeting on December 16, 2021, the public hearing was continued to January 20, 2022 without a staff report or public testimony. Then, the Planning Commission heard from a staff report and public testimony on January 20, 2022 and February 17, 2022.

Prior to the meeting on December 16, 2022, the City sent out a mailing to all property owners within the study area to apprise them of the upcoming public hearing. The City received three communications – one from Nolan Chard who was supportive of the proposed **Plan** and one from Rick Rozanski and Lisa Baker, who were both concerned about the feasibility of a trail system in the Central Neighborhood District near the Kingwood and Norton Crest subdivisions. With topography and soil challenges, they both recommended that an exact location for the trail needed to be further studied.

After the December 16, 2021 planning commission meeting, Friends of Yamhill County sent out an alert email to their membership and email distribution group. This alert generated a significant amount of testimony that was entered into the record for the January 20, 2022 planning commission public hearing.

After hearing testimony on January 20, 2022, the Planning Commission continued the public hearing to February 17, 2022, and asked staff to bring the transportation consultants and ODOT representatives to the February meeting to address some of the transportation issues that were raised during the January 20, 2022 public hearing testimony.

At the February 17, 2022 meeting, **Andrew Mortensen, Senior Transportation Planner with David Evans and Associates, Inc.**, and lead Project Manager for the consultant team, and **Naomi Zwerdling, Planning and Development Review Manager, ODOT, Region 2**, and **Michael Duncan, Senior Region Planner, Transportation and Growth Management Project Manager for ODOT, Region 2**, provided testimony about the transportation evaluation and analysis of the planning effort, and answered in more detail questions that the Planning Commission and public testimony had about the particular design of the transportation elements identified in the Plan and the performance of the transportation system.

The Planning Commission then heard more public testimony on February 17, 2022 and elected to close the public hearing.

After closing the public hearing, the Planning Commission asked staff to amend the plan in two areas:

- 1) Add a provision for the future evaluation and consideration of a bicycle/pedestrian overpass on Highway 18 when the need and opportunity arose.
- 2) Strengthen the language about the City's desire to implement design and development standards in the area for the commercial site south of Highway 18, the Innovation Center site, and the mixed-use site on the north side of Highway 18, that will ensure that those developments are unique to McMinnville, reflecting McMinnville's community values.

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1) Add a provision for the future evaluation and consideration of a bicycle/pedestrian overpass on Highway 18 when the need and opportunity arose.

The City commissioned a memorandum from David Evans and Associates to examine the general implications of constructing a pedestrian bridge crossing of OR 18 near Norton Lane. (Please see attached memorandum).

A pedestrian overpass could potentially fit into the right-of-way (would need to be designed with frontage road construction), and would be approximately 125 feet long, costing approximately \$3,500,000 - \$5,000,000.

This would not be an ODOT funded project, and most likely, not an SDC (System Development Charge) eligible project as it has not been determined to be warranted (needed) per transportation scenarios. For context, traffic counts taken on OR 18 at Norton Lane in 2018, which served as the baseline analysis in the Three Mile Lane Area Plan, revealed that a total of 36 pedestrians cross OR 18 within the existing, at-grade, designated crosswalks at Norton Lane during a typical weekday, and a total of 5 pedestrians cross during the PM peak hour (4:40-5:30pm).

The following language was added to the Three Mile Lane Area Plan document, page 50.

Future Bicycle/Pedestrian Overpass Consideration

OR-18/Norton Avenue – Potential Bicycle / Pedestrian Overpass

In the adoption process of the 3MLAP, the City identified a future potential need for a bicycle/pedestrian overpass at OR 18/Norton Avenue to facilitate a separated bicycle and pedestrian crossing opportunity. This was not calculated as a need by the 3MLAP transportation analysis.

The City should continue to evaluate the bicycle and pedestrian movements from north to south at this intersection for mobility and safety, and explore opportunities to fund and implement this improvement proactively if determined to be warranted by the community.

2) Strengthen the language about the City’s desire to implement design and development standards in the area for the commercial site south of Highway 18, the Innovation Center site, and the mixed-use site on the north side of Highway 18, that will ensure that those developments are unique to McMinnville, reflecting McMinnville’s community values.

Throughout the Three Mile Lane Area Plan document is language relative to the need that any new development in the Three Mile Lane Study Area should be subject to special design and development standards specific to that area, especially the new commercial site south of Highway 18, the Innovation Center and the mixed-use site north of Highway 18.

Currently, there is a Three Mile Lane Planned Development Overlay over the study area. This planned development overlay is intended to be amended and inserted into the McMinnville Municipal Code as a

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special overlay zone that has prescribed design and development standards for this area. The Three Mile Lane Area Plan has several sections with design and development policies in it that development will need to address. These policies have been assembled into a Recommended Design for Three Mile Lane Area information booklet. And are explained below.

One of the goals of the Three Mile Lane Area Plan is Goal #4, which addresses aesthetics and design.

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

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville’s intrinsic character and highlight the landscape features of the district. (Page 15 of the Plan document)

Additionally, all development projects in the Three Mile Lane Area will need to comply with the City’s adopted Great Neighborhood Principles. How they need to comply is identified in the Plan per the illustration below, found on pages 17 and 18 of the Plan.

1. *Natural Feature Preservation*

- Strive to protect tree groves
- Strive to protect individual trees
- Protect riparian corridors and adjacent native landscape



2. *Scenic Views*

- Provide and protect views to rolling hills and volcanoes
- Provide visual and physical access to North Yamhill River
- Orient streets and open spaces to views



3. *Parks and Open Spaces*

- Connect to Galen McBee Airport Park
- Connect to Joe Dancer Park
- Create new gathering spaces that incorporate natural areas and views
- Plant landscapes that incorporate natives and exhibit seasonal variation



4. *Pedestrian Friendly*

- Provide a network of sidewalks and trails to connect people to key locations
- Incorporate shade streets with mature tree canopy

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5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

- Connect to existing street grid in the Three Mile Lane area

7. *Accessibility*

- Design new development for ease of use by all ages and abilities

8. *Human Scale Design*

- Respect typical scale of commercial uses in McMinnville
- Design to reflect the micro-climate—outdoor life, porches, balconies
- Promote inclusion and interaction within the right-of-way

9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

- Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
- Consider adjacency to agricultural fields and respect this heritage through careful transitions
- Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
- Consider functional site planning of vineyard and farm complexes as conceptual model for new development

11. *Housing for Diverse Incomes and Generations*

- Allow for a mix of future housing forms and types, respecting the current character of Three Mile Lane



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12. *Housing Variety*

- Respect existing variety of housing types in
- Three Mile Lane and ensure diversity of design for future housing

13. *Unique and Integrated Design Elements*

- Ensure visibility from highway; Welcome to McMinnville
- Make functions of sites visible (airplanes, wine-making); continue expression of industry/making where applicable
- Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
- Consider local and/or sustainable materials for cladding and building structure (timber, corrugated steel cladding, red brick)
- Use vibrant color



These principles were then translated into Three Mile Lane Area Plan policies for new development as identified on pages 37 and 38 of the Plan.

Three Mile Lane Area Plan Policies

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
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.*
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.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*

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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.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
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.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape 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.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*
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.*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).*
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.*
22. *Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.*
23. *Ensure that no incompatible heavy industrial uses are allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus.*
24. *Significant natural features shall be inventoried and protected as much as possible within new development plans.*

The mixed-use development on the north side of Highway 18, the commercial site on the south side of Highway 18, and the Innovation Center are then discussed further in the plan document in terms of design intentions, indicating that they particularly should have the following features:.

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- 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.

(page 27 of the Plan document.)

And finally, on pages 46 -- 50 is a detailed description of how these policies need to be integrated into McMinnville’s zoning ordinance and the Three Mile Lane Overlay.

These include but are not limited to:

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| Policy | Overlay Amendment | Recommended Action |
|--|---|---|
| 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 through the Planning Commission, Design Review, and/or Board of Health is subject to Planned Development Overlay (Chapter 17.52) and Planning Commission approval. In the Innovation Corporation of Use 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. | | Identify and preserve trees to be protected designate as separate historic trees. |
| 3. Riparian corridors and adjacent riparian landscape shall be protected. | Require mapping and protection of stream corridors and riparian vegetation and riparian plantings. | |
| 4. The built environment will be designed to provide and protect riparian corridors and riparian vegetation and riparian plantings to the North Yamhill River. New streets and open spaces will be oriented to capture views. | Require detailed analysis as part of Design Review. | |
| 5. Enhancing connections to existing trails and open space, such as connections into Joe Bruner Park and Meade 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 palette. |

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.

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| Policy | Ordinance 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 guidelines, connections between buildings and from building entrances to streets (17.50.050 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 of a walkable, human scale and for ease of use by all ages and abilities. | Requirements for commercial building size and massing. Standards for parking minimums for all uses. Parking lot location requirements for commercial uses. | Additional guidelines standards related to buildings. 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: Standards for non-residential buildings to include minimum pedestrian shelter coverage along ground floor elevations/ground frontages and main entrances. New residential or features to include clear and objective building design standards/architectural elements. | Additional guidelines standards related to buildings. |
| 13. New commercial, office, mixed-use and industrial canopy developments should promote inclusion and interaction at the right of way. | Require as part of Design Review: New requirements for building orientation (out-to, building or setback). Additional guidelines or standards related to facade treatments, including transparency. Provision of on-street parking for ground-floor commercial uses in low requirements allowing on-street spaces to be counted toward parking minimums, new provisions on standards for streets with ground-floor retail. | |
| 14. Encourage mixed-use development where feasible. | | Complete additional reviews or local network for the Road Overlay. |

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.

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| 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. |
| 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. | |
| 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 facade treatments; define acceptable color palette. |

Develop design guidelines and architectural standards.

Buffer non-residential development from a dissimilar use.

Buffer non-residential development from EFU with landscaping treatments.

After reviewing the depth of details that currently exist in the Three Mile Lane Area Plan for design and development standards to be implemented with future development, the Planning Commission elected not to make any additional amendments to these principles and implementation guidelines, except for the language associated with Great Neighborhood Principle #11, which was amended to read, “Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane,” (page 17 of the *Plan*)

During the Planning Commission public hearing process, much of the testimony focused on opposition to the proposed comprehensive plan map amendment for additional commercial land on the south side of Highway 18, and the impact of that amendment to the functionality of Highway 18. After hearing from the transportation consultant and ODOT representatives, the Planning Commission that the *Plan* as proposed met all of the state standards for mobility and functionality of an expressway.

Friends of Yamhill County and 1000 Friends also proposed five amendments to the *Plan*, per the following:

- Reject the redesignation of industrial land to accommodate a new “Town Center/Large Format Retail Shopping Center”.

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- Prioritize the neighborhood serving commercial uses, a pedestrian overpass, and the park near the recently approved apartments, using the Neighborhood Activity Overlay provisions that are already in the code.
- Include the commercially-designated island of land recently added to the UGB, north of the expressway. This land is surrounded by, and is functionally an integral part of, the Three Mile Lane Area.
- Encourage geographically and/or vertically mixed use on the Baker Rock/Cal Portland site.
- Reconsider appropriate commercial uses near the Loop Rd. gateway to the City.

The Planning Commission elected not to move forward with these recommendations except for the inclusion of the consideration of a pedestrian overpass.

There is nowhere in the **Plan** where a “Large Format Retail Shopping Center” is recommended as a preferred land-use alternative. Pages 24 – 28 of the **Plan** describe a Retail Center and Innovation Center where the retail center is further described as a mixed-use “town center” *that offers gathering spaces, walkable streets, and more dining options than typical strip suburban developments or enclosed shopping centers*. The only place where “large format” is discussed is page 13 of the **Plan** when describing the results of the market analysis in Appendix B. The project advisory committee was very intentional in describing a mixed-use town center and not a large format retail shopping center in their description of preferred land uses in the **Plan** with examples of other mixed-use town centers to emulate in terms of design and development standards (ie Orenco Station and the Old Mill District). The map is labeled as a “Retail Center” and a recommendation could be to change the map label to “Mixed-Use Town Center” to more accurately reflect the **Plan** document.

The Three Mile Lane Area Plan scope of work was developed and negotiated in early 2018. ODOT then updated its transportation model in 2019, and the transportation scenarios were developed in 2020, with a final draft of the Plan in April 2021. The McMinnville City Council did not provide direction to work on an urban growth boundary amendment until March 2020. The draft map for the urban growth boundary amendment was not final until November 2020. The City adopted the urban growth boundary amendment in December 2020, and it was not acknowledged by the state until April 2021. Throughout the process, city staff met with ODOT and DLCD representatives to confirm decision-making milestones and assumptions relative to the traffic modeling and transportation scenarios based on the state regulations. When Friends of Yamhill County and 1000 Friends of Oregon suggested that the traffic modeling needed to be redone to include the recently amended urban growth boundary amendment in April 2021, city staff consulted with legal counsel and DLCD representatives. Both indicated that the Three Mile Lane Area Plan transportation modeling did not need to be amended. If the City wants to amend the transportation modeling in the Three Mile Lane Area Plan it would be responsible for the associated costs. In order to incorporate the recent urban growth boundary amendment, ODOT will need to update its transportation model (approximately 6 – 9 months) and new transportation scenarios would need to be analyzed. The City is working with ODOT to update the transportation model for its Transportation System Plan update planned in 2022-2024. Part of the proposed recommendation for G 7-21 is to amend the McMinnville Transportation System Plan to be consistent with the Three Mile Lane Area Plan.

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The Baker Rock/Cal Portland site is recommended to be a mixed-use development (page 21 and 22 of the Plan),

The uses near the Loop Road gateway are currently identified as tourist commercial, and the project advisory committee did not recommend changing the underlying comprehensive plan map designation or the zoning for this area.

Margaret Cross provided public testimony at the Planning Commission recommending that the City engage in a new public process for the Three Mile Lane Area Plan to encourage more participation in the dialogue and to overcome the potential impacts of COVID on the process. The Planning Commission considered her recommendation and concluded that the public process utilized was comprehensive and that the City did not have the resources to continue with a new public process.

On March 17, 2022, the Planning Commission voted unanimously to recommend approval of the **Plan** to the McMinnville City Council with the two amendments discussed in this staff report.

On March 25, 2022, Mark Davis published a “Viewpoint” in the *News-Register*, entitled “Don’t Turn Bypass into a Bottleneck” encouraging people to send in testimony to the McMinnville City Council in anticipation of a future City Council decision on the Plan. This generated several emails to the City Recorder’s office.

On April 20, 2022, Friend of Yamhill County emailed a “Call to Action” to their membership and email distribution group encouraging people to submit Letters to the Editor of the *News-Register* and testimony to the City Council in anticipation of a future City Council decision on the Plan. This generated several emails to the City as well.

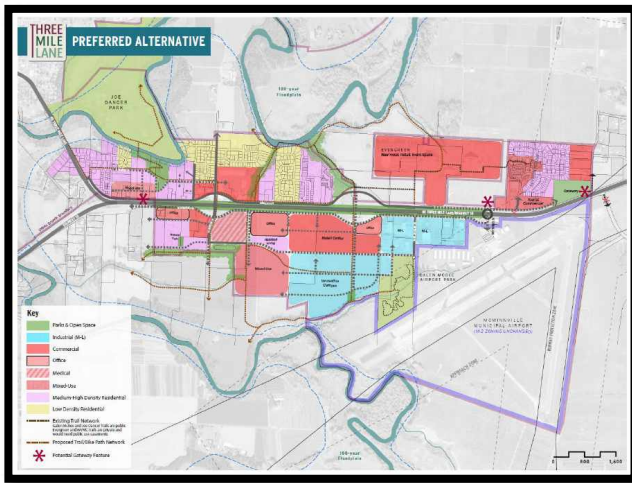
May 10, 2022 City Council Public Hearing: The City Council heard a staff report and public testimony on May 10, 2022. Staff recommended two amendments as part of the staff report relative to two different figures in the Three Mile Lane Area Plan:

- 1) a revised Community Land-Use Vision Preferred Alternative Map to better reflect the proposed underlying comprehensive plan designations needed to facilitate the community vision per below; and
- 2) proposed language and figure indicating that the proposed traffic improvement at Cirrus Avenue and Highway 18 has not yet been decided and could be a signal or a roundabout.

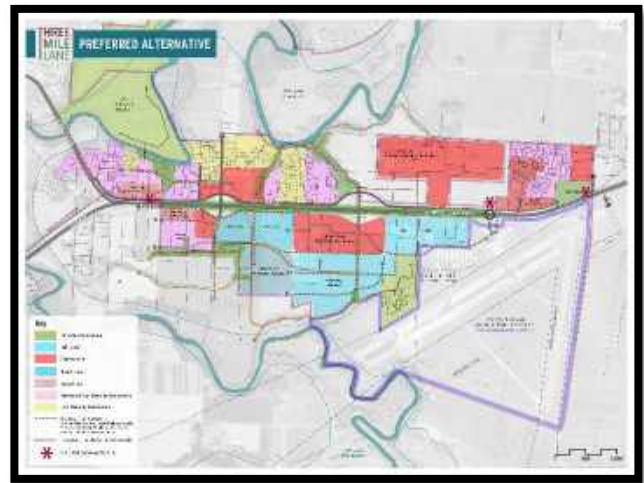
Proposed community land-use vision map amended to more clearly reflect the narrative in the plan document, with descriptions per the following: Mixed-Use Area, Tourist Commercial, Health Care Area, Retail Center (Mixed-Use Town Center) / Innovation Campus, and underlying colors that more clearly illustrate the comprehensive plan designation needed to achieve that vision. Note that Hospital, Medical and Hospital Ancillary Uses, Medical Professional Uses, Research and Development Offices, Business School or Trade College, and other similar uses are all allowed in McMinnville’s industrial zones.

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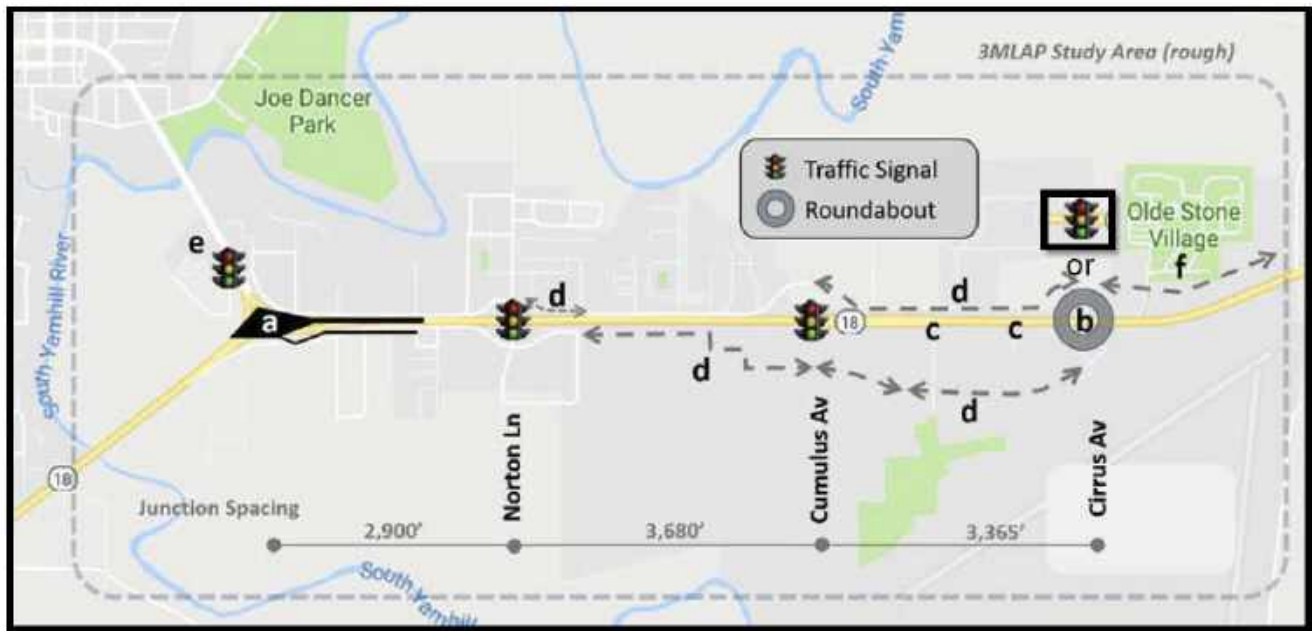


Original Preferred Alternative Land-Use Vision Map



Amended Preferred Alternative Land-Use Vision Map

Amended Preferred Transportation Facility Figure showing both a signal and roundabout at Cirrus Ave.



Managing the Highway System: There was some dialogue at the May 10, City Council public hearing about the impact of the proposed Three Mile Lane Area Plan on Highway 18, especially relative to its functionality as an expressway and freight route.

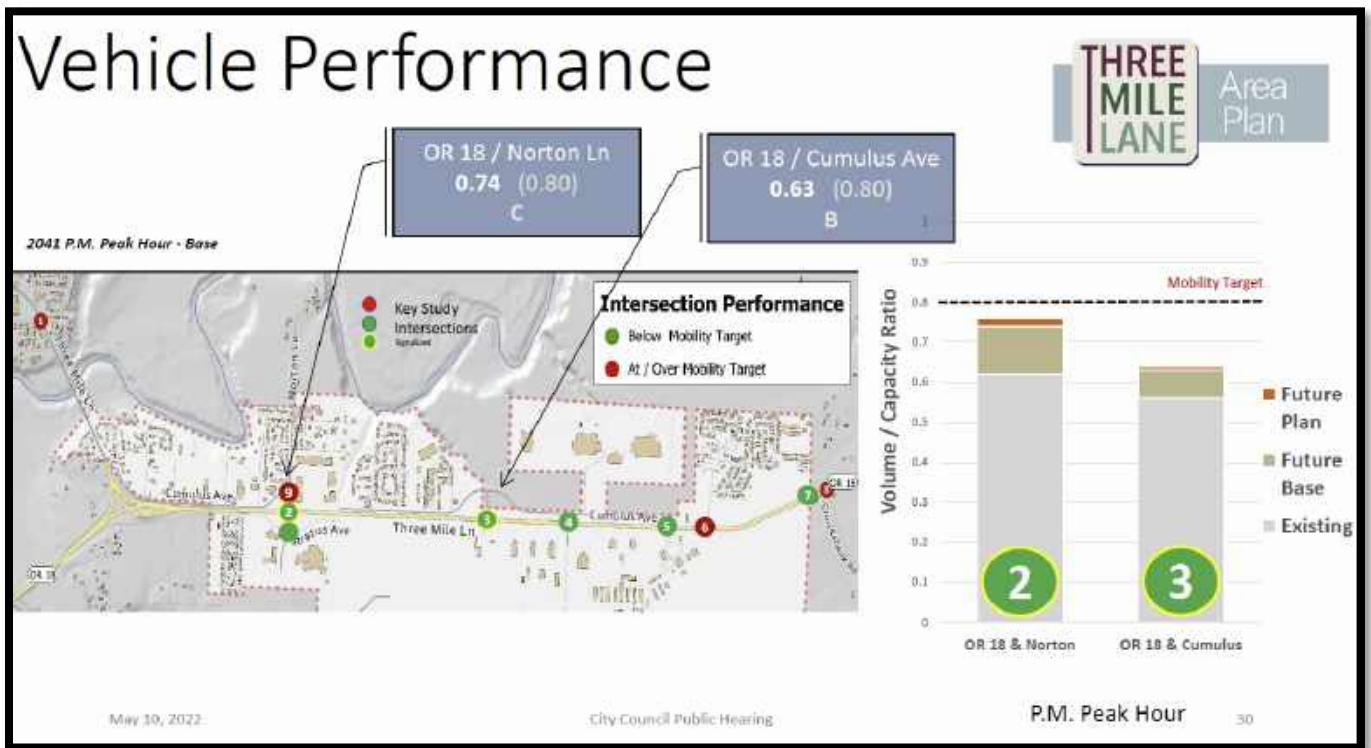
The adopted Oregon Highway Plan (OHP) classifies Highway 18 as state expressway and freight route. To protect the functionality of its highway system, ODOT’s Oregon Highway Plan has standards that manage the functionality of the highway as congestion grows on the system. The standard for a state

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expressway and freight route is to not allow intersections to exceed 80% of its vehicular capacity at peak travel times. (v/c ratio = 0.80).

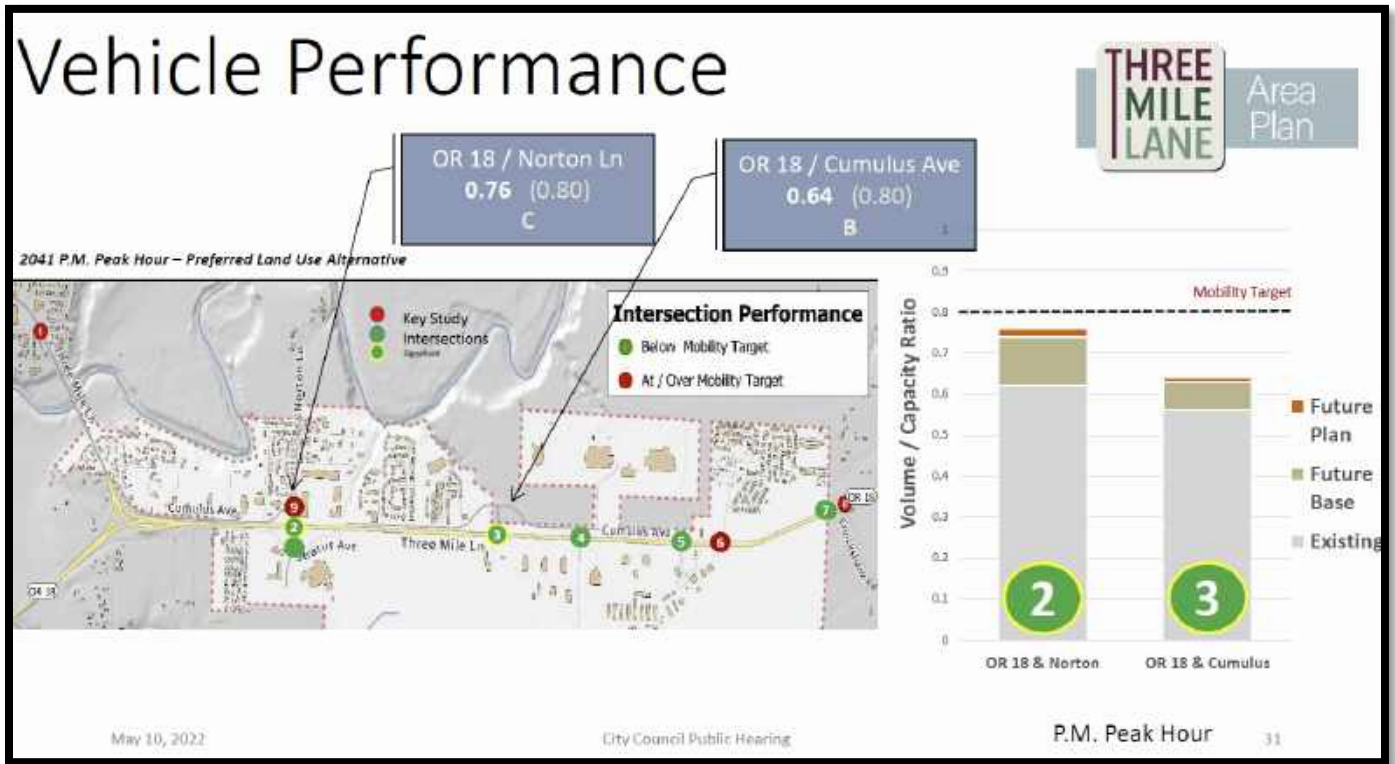
To study the impact of the preferred community land-use vision on the highway facility, the consultant team and ODOT modeled the transportation performance of the highway at 2041 with the full build-out of the existing land within the city limits developed per the existing comprehensive plan map designations. This is the measurement of what is forecasted to happen without adopting the proposed comprehensive plan map amendments in the Three Mile Lane Area Plan. That analysis showed that, at the peak hour of the day, the two highway intersections performed at 74% and 63% of capacity (or 0.76 and 0.64) respectively per the illustration below. This means that with full build-out of the current land within the city limits at the current comprehensive plan map designations, the highway operates within the state adopted standards for state expressways and freight routes.



Then the consultant team and ODOT modelers analyzed what would happen to the two Highway 18 intersections if the land in the study area developed per the comprehensive plan map amendments needed to support the community vision for the Three Mile Lane Study Area at full build-out in 2041. With those amendments, the performance of the two intersections went from 74% and 63% of capacity to 76% and 64% of capacity at the transportation peak hour. A difference of 2% and 1% increase in capacity respectively. And the system still operates within the adopted state standards for state expressways and freight routes. See figure below.

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This is a high-level analysis based on comprehensive plan amendments. As the amendments become more refined, then the analysis will become more refined since there is more detailed knowledge about what will occur in terms of development. For instance, with a rezone, the applicant will need to provide a traffic impact analysis of the worst-case traffic scenario that could occur within that particular zone. And when a development plan is presented the applicant will need to provide another traffic impact analysis specific to that development plan. And if the land-use application impacts state facilities both ODOT and the city have jurisdictional review of impact and conditions of approval for the development.

City Council asked for the process for ODOT review of land-use applications at the May 10, 2022 public hearing. Below is their response.

For comp plan amendments and zone changes ODOT reviews according to the requirements of the TPR – OAR 660-012-0060 – and the OHP Mobility Policy (1F.) Note that action 1F.2 states, in the case of plan amendments and zone changes, the analysis year is 15 years or the horizon year of the local TSP, whichever is greater. The policy also establishes standards for mitigation where the mobility target is met and where it is exceeded prior to development. The policy also establishes a threshold for where an increase in traffic is not considered significant (small increase in traffic) where the target has already been exceeded.

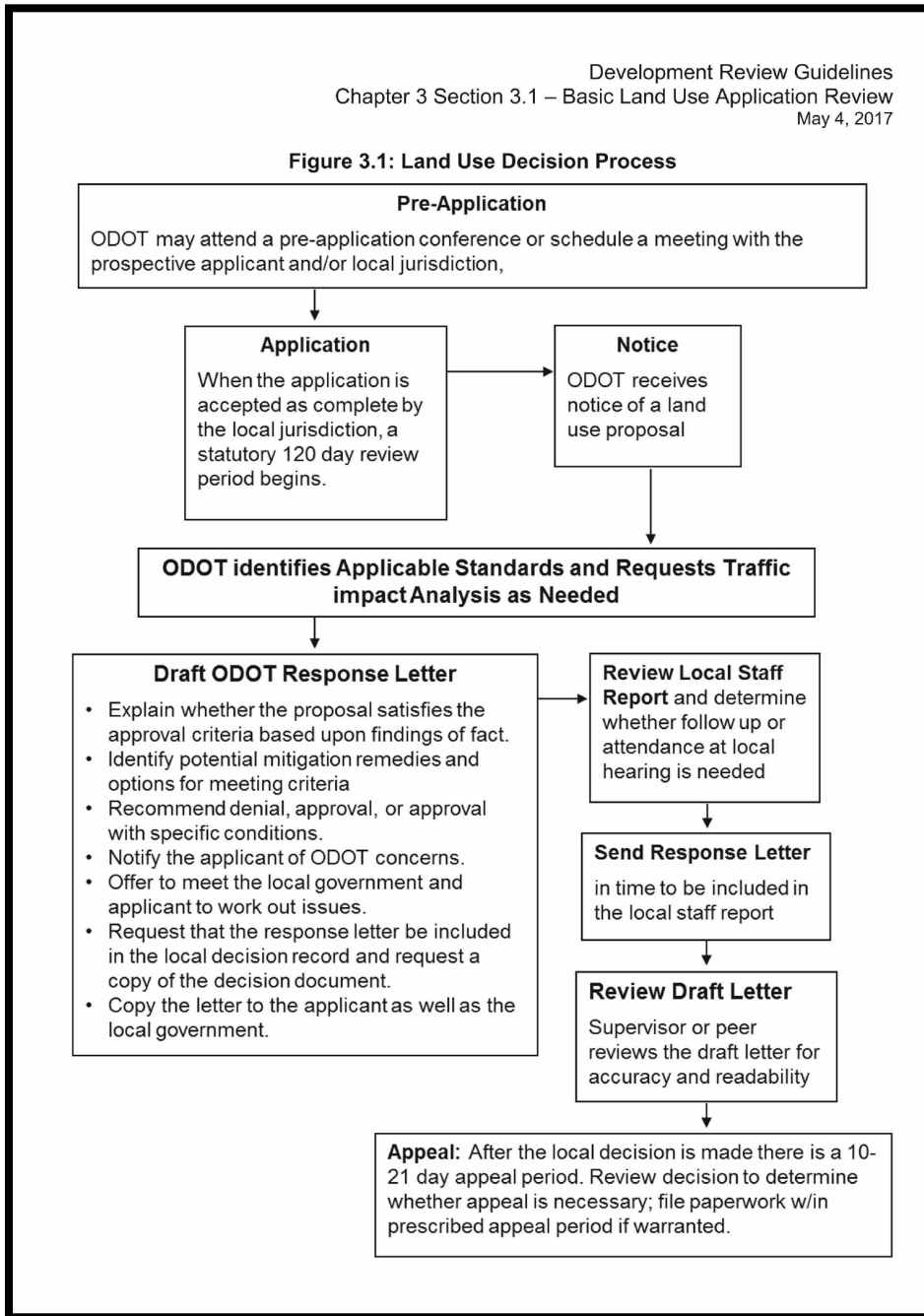
For development review (site plans, conditional use permit, etc.) ODOT’s review is limited to the Agency’s statutory authority to regulate access to state highways and to require mitigation for project-related impacts. ODOT has limited ability to require off-site mitigation and it must be directly related to the impacts of the project.

The Development Review Guidelines take a deep dive into this, but unfortunately contain no easy to read one-pagers. <https://www.oregon.gov/odot/Planning/Documents/Development-Review-Guidelines.pdf>

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Flow Chart from the ODOT Design Review Guidelines , page 58.



After hearing testimony on May 10, 2022, the City Council elected to continue the public hearing to June 14, 2022, asking staff to bring back some information on the process for reviewing land-use developments and their relative impact to both state and local transportation facilities.

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City Council Requests for More Information from June 14, 2022 Public Hearing: City Council asked staff to research several different items after listening to public testimony at the June 14, 2022 public hearing. The results of that research is encapsulated below:

- 1) *How much of the Retail Leakage in the Three Mile Lane Area Plan Market Analysis can be attributed to e-commerce (online shopping)?*

The same question was posed in July, 2021. Staff has reached out to Chris Zahas, Managing Principal of Leland Consulting Group that worked on the Three Mile Lane Area Plan Market Analysis with the question at that time.

His response was that although the data is not provided with online leakage versus bricks and mortar leakage, the industry standard and assumption for this analysis in 2019 was 11% of retail leakage could be attributable to online shopping. In his discussion with staff in July, 2021, he stated that due to COVID the industry standard had increased to 15%.

Staff conducted some additional research and found several articles written in 2021 that reaffirmed Chris Zahas' assumption that online shopping had increased to 15% by 2021 due to COVID. However, interestingly, new data in 2022 is showing that consumers are returning to bricks and mortar in most industries and the online share of spending is trending down from 15% in 2022.

An article from World Economic Forum, March 21, 2022, "Is the E Commerce Trend Coming to An End?" states that, "On average, the online share of total spending rose sharply from 10.3 percent in 2019 to 14.9 percent at the peak of the pandemic, but then fell to 12.2 percent in 2021."

These are industry standards and should be used as a perspective of relativity.

- 2) *For perspective on the discussion relative to retail sizes, what are the sizes of the larger retailers in McMinnville, Newberg and Sherwood, and what are the standard industry size ranges of different retailers?*

In McMinnville, Lowe's is the largest retailer, with a building footprint of approximately 170,000 square feet. Walmart's building footprint is approximately 118,000 square feet. In Newberg, the building footprint of Fred Meyer's is 180,000.

Councilor Geary's Questions about V/C ratios. Councilor Geary provided several detailed questions about v/c ratios – how they are calculated and applied in transportation analysis. Staff reached out to the Transportation Engineers and Planners at David Evans and Associates (consultant on the Three Mile Lane Area Plan) and Oregon Department of Transportation – Region 2 (Project Manager of the Three Mile Lane Area Plan).

Public Engagement after June 14, 2022, Public Hearing. Staff recommended that the City Council continue the June 14, 2022, public hearing to July 26, 2022, in order to engage more people in the discussion and to allow people the time necessary to obtain the information they needed so that they could be part of the discussion. A large portion of the public testimony during the Planning Commission public hearings and the City Council public hearings has been from representatives, board members,

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and members of Friends of Yamhill County. As an article in the Friends of Yamhill County Summer 2022 newsletter states, “Public comments have had an impact. There is now talk at City Council of limiting store sizes and total amount of retail in the area. Please watch for email updates explaining how you can help improve the TMLAP,” *McMinnville Threatened by TMLAP*. (Newsletter article can be found in its entirety in Attachment E to this staff report).

Staff sent out a mailing to every address in McMinnville that was delivered on July 14 with the intent of letting all McMinnville residents and businesses know about the planning discussion underway and encouraging them to participate in the dialogue if they wanted to do so. Public Information Sessions were offered on July 14, July 18 and July 20, to share information about the plan, outline the dialogue that has been occurring at the City Council level and provide information to people on how they can communicate with City Council either informally by contacting them or formally by providing testimony.

Discussion of Retail Center, Mixed-Use Town Center: Clearly, the recommendation to redesignate 40 – 60 acres of industrial land on the south side of the intersection of Cumulus and Highway 18 to proposal to a commercial comprehensive plan designation to support a future Retail Center, “*Mixed-Use Town Center*” has become the most controversial aspect of the Three Mile Lane Area Plan.

Public testimony has shown that the community (testimony has been provided by both City of McMinnville residents and residents of Yamhill County) does not have consensus on whether or not this aspect of the Plan should be adopted as recommended.

The City Council and Planning Commission heard testimony from people who:

- 1) Support the Mixed-Use Town Center proposal as they feel that McMinnville needs more commercial options for its residents, and for the industrial land to be successfully developed it will need the commercial development to help offset the public transportation improvements needed to develop the site – ie keep the recommendation as is with a commercial comprehensive plan map designation and recommended principles for future design and development standards to be added to the Three Mile Lane Overlay District.
- 2) Would prefer that the retail opportunities be limited to neighborhood-serving commercial – ie reduce the size and limit the zoning options to something akin to the C1 (Neighborhood Commercial) zone.
- 3) Would prefer that the retail opportunities be limited to just those commercial needs associated with the Industrial development – ie keep the industrial commercial plan map designation for the entire site with an allowance in a planned development for supportive industrial campus serving commercial .
- 4) Would prefer that no retail be allowed on this site at all - – ie keep the industrial commercial plan map designation for the entire site and limit options for retail.

Within the course of this dialogue, it seems that the discussion becomes very narrowly focused on the size of the retail allowed and the size of the site contemplated for that retail. However, the recommendation from the Project Advisory Committee and reaffirmed by the Planning Commission was based on several objectives as outlined below. Each of the different pathways outlined above will impact each of these objectives in a different way, by either addressing them or dismissing them.

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Why was the Retail Center, “Mixed-Use Town Center” site proposed? The recommendation for the Retail Center, “Mixed-Use Town Center” evolved after a year of analysis and dialogue about what the community’s future needs were and how to address them. The final recommendation was seen as the best methodology to achieve all of those respective needs.

| Issue Identified | How this Recommendation Addresses the Issue |
|---|--|
| <p>Retail Leakage</p> | <p>Provides opportunities for additional commercial development to try and stem the leakage.</p> <p>Residents should presumably have commercial choices in their own community and not need to drive to other communities regularly to access them, especially in a town of 35,000 people that is growing to 45,000 people. To argue that a store in town provides clothing so that need is met, eliminates the value of choice for consumers.</p> <p>Retain leakage dollars in McMinnville.</p> |
| <p>Lack of Industrial Development on Industrial Land that has been zoned and in the City for 40 years.</p> | <p>The infrastructure costs associated with adjacency to a highway system are much higher than the infrastructure costs associated with adjacency to a local collector or connector street. To preserve the mobility of Highway 18, extensive local improvements need to be built to create a local transportation system that does not currently exist to keep local trips off of the highway. (Think about Riverside Drive, versus Highway 18 and the frontage roads needed.)</p> <p>Commercial development has the ability to absorb those costs into their proformas.</p> <p>Typically commercial lease rates are 3 – 4 times higher than industrial lease rates. Location and visibility is critical for commercial endeavors but not critical for industrial development.</p> <p>It is feared that without the commercial development to offset the infrastructure costs associated with this site, the industrial land will not be developed unless the public subsidizes the infrastructure. And it will remain on the city’s buildable lands inventory as job-producing land, preventing the City from identifying better-suited industrial land elsewhere.</p> |

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| | |
|--|---|
| <p>Need for Additional Tax Base and Jobs</p> | <p>Commercial development provides some of the highest tax base in a community, and it provides jobs in the economy that serve a need. Some retailers pay better wages and benefits than industrial jobs. Retail jobs also provide an opportunity for people entering the workforce or seeking additional employment opportunities.</p> |
| <p>Provide the residential neighborhoods in this Study Area with a grocery store.</p> | <p>This area has been identified as a food desert for the residential neighborhoods in the area. Neighborhood serving commercial is planned for in the Three Mile Lane Area Plan where high density residential development is planned. However, it is rare to find a small scale grocery store, such as Harvest Fresh or Sprouts that is willing to locate in neighborhood serving commercial sites unless they are part of a larger business district, such as downtown McMinnville, or a very high density residential development, such as Orenco Station, as there is not enough demonstrated customer traffic to offset the low profit margin of groceries. Often convenience stores, such as Circle K will locate in these areas if they have road visibility.</p> |

Capping the Size of Retail in the recommended Retail Center Site. Recently Friends of Yamhill County introduced the discussion of capping the size of retail allowed in the Retail Center site of the Three Mile Lane Area Plan. A discussion on capping the size of retail needs to be conducted in a very thoughtful manner as there is the potential for the perception of bias and targeting without basis a property owner or property.

Retail size caps are often discussed in communities in one of two ways:

- 1) Overall value system in the community that they do not want to allow retailers over a certain size in their community at all as a guiding principle, and then the retail size cap applies to all land within the city limits; or
- 2) A specific area has systemic constraints that would not support larger retailers – often this is transportation infrastructure constraints. To apply a retail size cap in this particular instance there will need to be factual basis supporting that the site constraint exists, and it is in the best interest of the community to institute a retail size cap on the property. Presumably that same transportation constraint would also exist for other land-uses on the site and all land-uses that generated that type of traffic impact would not be allowed.

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One of the implementation action items in the Three Mile Lane Area Plan is to amend the Three Mile Lane Overlay District to include design and development standards that represent the values of the community for this area. That was intended to occur after the adoption of the Three Mile Lane Area Plan through a comprehensive review and evaluation process conducted by a project advisory committee. Staff recommends that if the City Council wants to proceed with this discussion prior to adoption of the Three Mile Lane Area Plan then it should either direct the existing Three Mile Lane Area Plan Project Advisory Committee to explore that discussion or establish a new Project Advisory Committee to do so.

Considerations:

- *This is a plan meant to accommodate growth through 2041 when McMinnville is forecasted to be a community of 45,000 people. It plans for needed housing, expanded commercial options, living wage jobs, an expanded health campus for future community medical needs, expanded parks, trails, bicycle/pedestrian connectivity, and continued tourism development.*
- *The transportation improvements identified in the Three Mile Lane Area Plan will be needed whether the Three Mile Lane Area Plan is adopted or not adopted as they are the needed improvements for the development of the study area as currently planned and envisioned.*
- *Highway 18 is predicted to get more congested whether the Three Mile Lane Area Plan is adopted or not adopted as the transportation modeling shows a v/c ratio of 0.74 and 0.63 at the intersections of Norton Lane and Highway 18 and Cumulus Avenue and Highway 18 with development of the study area through 2041 as currently planned and envisioned.*
- *The Plan was developed by a Project Advisory Committee and recommended to the city for adoption. The Plan was reviewed and recommended to the City Council for adoption by the Planning Commission. The Plan has been endorsed by the Oregon Department of Transportation, the McMinnville Chamber of Commerce and McMinnville Economic Development Partnership. Friends of Yamhill County and 1000 Friends have expressed their opposition to the “Mixed-Use Town Center” and have encouraged their membership to do the same. Residents not affiliated with these groups appear to be divided in their support and opposition to the plan especially in regards to the proposed “Mixed-Use Town Center”.*
- *The Plan is compliant with state land-use goals, state and local transportation standards, and the McMinnville Comprehensive Plan.*
- *Adopting the Plan is a policy decision for the City Council.*

Public Testimony: The record demonstrates that approximately 125 people and 7 organizations have provided oral and/or written testimony. (Please see Attachment C). Individual public testimony has focused primarily on the proposed commercial site, (Mixed-Use Town Center), and whether it was needed to serve McMinnville’s residents, and whether it reflected the community sense of place that McMinnville wanted to maintain as it grows. City Council received significant public testimony both for

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and against the proposed commercial site, from both city residents and people who do not live within the city limits.

Several people provided multiple testimonies over the course of the five different public hearings. Those who testified the most often were in opposition to the proposed “Mixed-Use Town Center” site.

The Oregon Department of Transportation, the McMinnville Chamber of Commerce and McMinnville Economic Development Partnership submitted testimony in support of the Plan. The Yamhill County Parkway Committee submitted testimony expressing their concerns about how the negative press surrounding the consideration of adopting this Plan might impact their ability to secure funds for the future Yamhill County Bypass needs. The Chehalem Valley Chamber of Commerce submitted testimony supporting the Yamhill County Parkway Committee’s testimony. The Oregon Department of Aviation submitted testimony expressing their concerns about locating residential development adjacent to the McMinnville Airport. And the Friends of Yamhill County and 1000 Friends of Oregon submitted testimony with recommended amendments to the language of the Plan and opposing the proposed commercial “Mixed-Use Town Center” site.

Compliance with the 1996 Oregon Highway Corridor Refinement Plan: The Three Mile Lane Area Plan follows the phasing of improvements outlined in the 1996 Oregon Highway Corridor Refinement Plan. The 1996 Oregon Highway Corridor Refinement Plan was predicated on a system of phasing in transportation improvements as needed based on the growth that occurred in the study area.

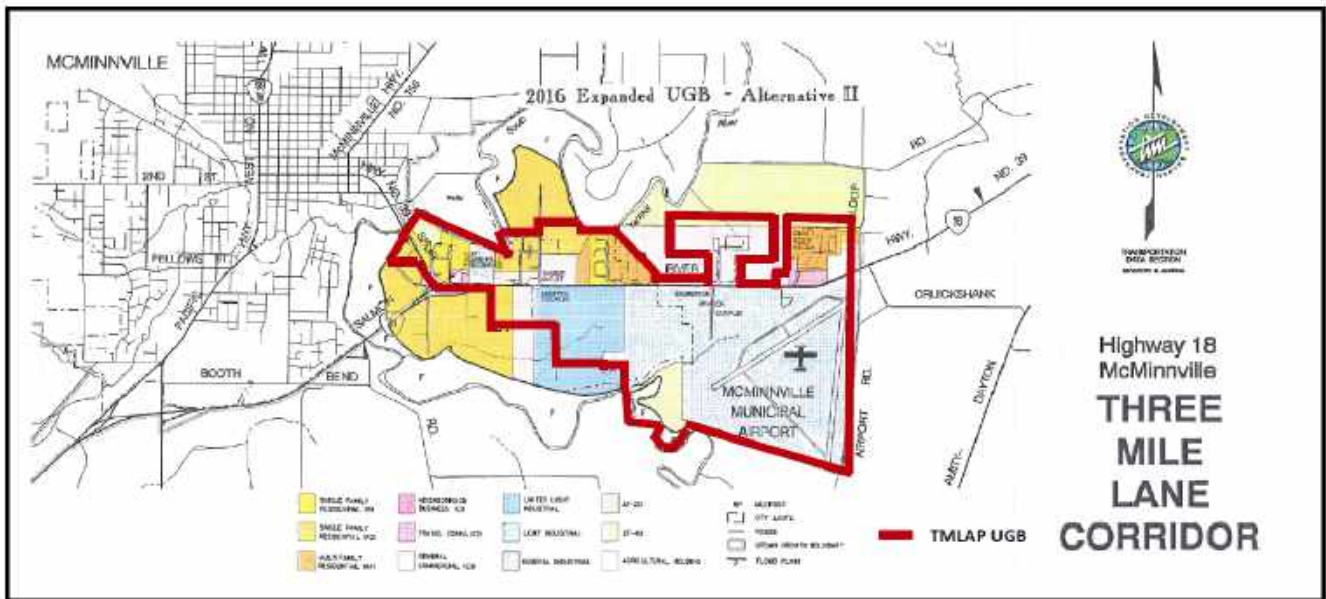
“The (Plan) may be phased in over the twenty-year period of the plan. It can be implemented in stages which coincide with development. If development is delayed due to international, national or statewide changes in economic conditions, these stages can also be delayed.” Executive Summary, page 1, **1996 Oregon Highway Corridor Refinement Plan.**

“Given the financial framework that exists today, the capacity to phase the improvements was considered an important and major practical factor. Therefore, the TAC developed a plan which constructed in three phases. Implementation of the phases is triggered by anticipated degradations in levels of service.” Solutions, page 32 of the **1996 Oregon Highway Corridor Refinement Plan.**

The plan ran two different transportation scenarios of growth. One with the existing UGB at the time (which is not much different than what exists in the study area today), and one with a substantially expanded UGB, 550 additional acres of housing and commercial land to meet a forecasted need in McMinnville. The expanded UGB has not materialized in the study area. It is estimated that McMinnville is currently in Phase 1 of the **1996 Oregon Highway Corridor Refinement Plan.**

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The assumption was that McMinnville would have much more growth in 2016 than it does today or is expected to have by 2041, especially in this area. 100s of additional acres of UGB land that never materialized.

Commercial Site, “Mixed-Use Town Center”: The most controversial element of the Three Mile Lane Area Plan has been the “Mixed-Use Town Center” site. This is a 40 – 60 acre site (modeled as 33 net buildable acres) that is intended to provide additional commercial options for McMinnville residents as the community grows to 45,000 people in the next twenty years. It is also intended to help reduce the over 300,000 vehicle trips that McMinnville households take every year to access general merchandise in other communities that are not available in McMinnville as well as other retail leakage that was illustrated in a 2019 market analysis. And it is intended to help fund the infrastructure needed to develop the industrial acreage around it that has proven cost prohibitive to industrial development in the past forty years.

The proposed site has generated a lot of public testimony both in opposition and in support. There have been concerns about what the development would look like in terms of building and site development. There have been concerns about the transportation impact to Highway 18. And there have been concerns about the overall premise of big box retail in McMinnville. Additionally, the City Council has heard from McMinnville households with families that due to lack of options locally are forced to shop in other communities for items that their families need.

At this point, it clearly is a policy decision for City Council as to whether or not to move forward with the PAC and Planning Commission recommendation for the “Mixed-Use Town Center”. And if so, what would moving forward entail? Policy direction that limits retail tenant sizes overall and creates a retail cap for all future retailers in McMinnville that would alleviate the concerns of people who do not believe that ideologically “big box retail” is appropriate for McMinnville; or specific design and development standards to alleviate the concerns that people have with the overall aesthetics of other commercial developments; and if transportation impact is a concern, does the City institute a trip limitation on the property in question and apply it to any development that occurs there – commercial, industrial or residential? What standard would be used for the trip cap?

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Compliance with State Land Use Goals: The *Three Mile Lane Area Plan* complies with and furthers the following state land use goals: Goal 1 – Citizen Involvement; Goal 2: Land Use Planning; Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 8 – Recreational Needs; Goal 9 – Economic Development; Goal 10 – Housing; Goal 12 – Transportation; and Goal 14 – Urbanization;

Specific Compliance with State and Local Transportation Standards: The *Three Mile Lane Area Plan* is compliant with both state and local transportation standards, including the *Oregon Highway Plan* and Oregon Administrative Rules 734-051.

Compliance with McMinnville Comprehensive Plan Policies: The *Three Mile Lane Area Plan* furthers McMinnville’s Comprehensive Plan policies for Natural Resources, Economy, Housing, Transportation, Urbanization and Citizen Involvement.

Note: Friends of Yamhill County provided public testimony that the Plan was not compliant with the McMinnville Comprehensive Plan due to the following two comprehensive plan policies.

21.02 *The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.*

24.03 *The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses. (Ord.4796, October 14, 2003*

However, the Plan does encourage and support the start-up, expansion or relocation of high wage businesses in McMinnville with the Innovation Center concept. And the Mixed-Use Town Center, the Innovation Center and the mixed-use neighborhood serving commercial developments all could support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses.

What the Plan also does though is respond to the following policies which were not identified by Friends of Yamhill County in their testimony in this same goal section of the McMinnville Comprehensive Plan, as well as several other sections of the McMinnville Comprehensive Plan that will be provided as a future findings document per the direction of the City Council.

21.00 *Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.*

21.01 *The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, redesignation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use. (Ord.4796, October 14, 2003)*

Attachments:

- Attachment A: Three Mile Lane Area Plan – Redline Version (November 8, 2022)
- Attachment B: Ordinance No. 5126
 - Exhibit A: Three Mile Lane Area Plan and Appendices (November 8, 2022)
 - Exhibit B: Comprehensive Plan Amendment, Chapter VI, “Transportation System”
 - Exhibit C: Findings of Fact and Conclusory Findings

- 21.02 *The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.*
1. *The City shall coordinate economic efforts with the Greater McMinnville Area Chamber of Commerce, McMinnville Industrial Promotions, McMinnville Downtown Association, Yamhill County, Oregon Economic and Community Development Department, and other appropriate groups.*
 2. *Economic development efforts shall identify specific high-wage target industries and ensure that adequately sized, serviced, and located sites exist within the McMinnville urban area for such industries. (Ord.4796, October 14, 2003)*
- 21.03 *The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses. (Ord.4796, October 14, 2003)*
- 21.04 *The City shall make infrastructure investments that support the economic development strategy a high priority, in order to attract high-wage employment. (Ord.4796, October 14, 2003)*
- 21.05 *Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan. (Ord.4796, October 14, 2003)*

Discussion:

The results of the *Three Mile Lane Area Plan* is an updated mix of land-uses that serve McMinnville’s housing and employment needs, as well as a transportation facilities plan on Highway 18 for the planning horizon of 2021-2041 that identifies needed projects to preserve mobility and safety in the area that is based on the transportation modeling and scenario analysis required by state regulations. These developments will create a Three Mile Lane Area that is more economically robust, draws increased tourism, provides more equitable transportation options, and increases opportunities for both current and future residents as McMinnville grows to a population of 45,000 people.

Attachments:

Attachment A: Three Mile Lane Area Plan – Redline Version (November 8, 2022)

Attachment B: Ordinance No. 5126

- Exhibit A: Three Mile Lane Area Plan and Appendices (November 8, 2022)
- Exhibit B: Comprehensive Plan Amendment, Chapter VI, “Transportation System”
- Exhibit C: Findings of Fact and Conclusory Findings

Fiscal Impact:

This effort was funded by a Transportation Growth Management grant from Oregon Department of Transportation and Department of Land Conservation and Development.

Attachments:

- Attachment A: Three Mile Lane Area Plan – Redline Version (November 8, 2022)
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 - Exhibit A: Three Mile Lane Area Plan and Appendices (November 8, 2022)
 - Exhibit B: Comprehensive Plan Amendment, Chapter VI, “Transportation System”
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City Council Options:

Per Section 17.72.130 of the McMinnville Municipal Code, the City Council has the following options:

- 1) Adopt Ordinance No. 5126 approving the Plan as recommended by the Planning Commission with the amendments developed during the City Council public hearing process.
- 2) Adopt Ordinance No. 5126 approving the Plan as recommended by the Planning Commission with the amendments developed during the City Council public hearing process, and provide additional amendments.
- 3) Do not adopt Ordinance No. 5126, electing not to move forward with the Three Mile Lane Area Plan adoption.

Attachments:

- Attachment A: Three Mile Lane Area Plan – Redline Version (November 8, 2022)
- Attachment B: Ordinance No. 5126
 - Exhibit A: Three Mile Lane Area Plan and Appendices (November 8, 2022)
 - Exhibit B: Comprehensive Plan Amendment, Chapter VI, “Transportation System”
 - Exhibit C: Findings of Fact and Conclusory Findings



COMMUNITY DEVELOPMENT
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311
www.mcminnvilleoregon.gov

MEMORANDUM

DATE: November 7, 2022
TO: Mayor and City Councilors
FROM: Heather Richards, Community Development Director
SUBJECT: TMLAP – Amendments to November 8 City Council Meeting Materials

Mayor and City Councilors,

We have made a few amendments to the Three Mile Lane Area Plan materials that are in your meeting packet for November 8, 2022, that impact the following three documents:

Three Mile Lane Area Plan – Final, November 8, 2022
Three Mile Lane Area Plan – Redline Version
Three Mile Lane Area Plan, Findings

The amendments are minor and are summarized on the following page:

Amendments to Three Mile Lane Area Plan Documents, November 7, 2022

| Amendment | Impacted Document |
|---|--|
| <p>Added, "Housing development should be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code" to Table 4, "Implementation Recommendations, Overlay Amendment, Policy #1 (page 46 of the Three Mile Lane Area Plan) and to Table 3, "Implementation Recommendations, Overlay Amendment, Policy #1 (page 19 of the Three Mile Lane Area Plan – Findings).</p> | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Final, November 8, 2022 • Three Mile Lane Area Plan – Redline Version • Three Mile Lane Area Plan – Findings |
| <p>Revised 1.1.6, "Three Mile Lane Area Plan Transportation Facility Plan" on page 16 of the <i>Three Mile Lane Area Plan Findings</i> document.</p> | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |
| <p>Amended 4.3, "Written Testimony Received", to add three additional testimonies (Dave Haugeberg representing Chehalem Valley Chamber of Commerce, Arthur Van Uchelen, and Patricia Traboltd) on page 34 of the <i>Three Mile Lane Area Plan Findings</i> document.</p> | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |
| <p>Revised 5.2.10, "Oregon Statewide Planning Goal #10, Housing (OAR 660-015-0000(10)", to include language about housing development needing to comply with Chapter 17.11 of the McMinnville Municipal Code, page 66 of the <i>Three Mile Lane Area Plan Findings</i> document.</p> | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |
| <p>Revised 5.2.12, "Oregon Statewide Planning Goal #12, Transportation (OAR 660-015-0000(12)", pages 67 - 75 of the <i>Three Mile Lane Area Plan Findings</i> document.</p> | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |

City of McMinnville



Three Mile Lane Area Plan

November 8, 2022

(Redline draft showing amendments since Planning Commission recommendation)

Citizen Advisory Committee:

| | |
|---|--|
| Planning Commission | <i>Lori Schanche</i> |
| City Council | <i>Zach Geary Scott Hill Wendy Stassens</i> |
| Representatives of Property and Business Owners in the Study Area | <i>Robert Banagay Paul Davis Danielle Hoffman Peter Hoffstetter Kit Johnston Stewart Kircher Chris Norville Alan Roodhouse Chris Shelby Mary Stern</i> |
| Partner Agencies | <i>Scott Cooper – MEDP Kitri McGuire – Visit McMinnville Gioia Goodrum – McMinnville Chamber of Commerce</i> |
| Community Stakeholders | <i>Courtney Cunningham Ken Denier Alan Fox Phil Frischmuth David Hayes Galen McBee</i> |

Technical Advisory Committee:

| | |
|-----------------------------|--|
| Planning Staff | <i>Heather Richards Jamie Fleckenstein Chuck Darnell Tom Schauer Adam Tate</i> |
| Engineering Staff | <i>Mike Bisset</i> |
| Parks and Recreation Staff | <i>Susan Muir</i> |
| McMinnville Water and Light | <i>John Dietz</i> |
| ODOT | <i>Michael Duncan Dan Fricke Keith Blair Dorothy Upton Jenna Berman Kristie Gladhill</i> |
| DLCD | <i>Angela Carnahan</i> |
| YCTA | <i>Cynthia Thompson</i> |

Consultant Team:
*Angelo Planning Group
 David Evans and Associates, Inc.
 Leland Consulting Group
 Walker Macy*

McMinnville Three Mile Lane Area Plan

Contents

Introduction5

 Planning Process 5

Area Description6

 Neighborhoods 7

 Industrial 8

 Amenities and Attractions 9

 Zoning..... 9

 Transportation 11

 Natural Features 12

 Economy..... 12

Community Vision and goals16

 Three Mile Lane Vision and Goals..... 16

 Great Neighborhood Principles 17

The Three Mile Lane Area Plan19

 Land Use Summary 19

 Urban Design Elements..... 23

 Mixed-use Area 23

 Tourist Commercial..... 25

 Health Care Area 25

 Retail Center/Innovation Campus..... 26

 Transportation 30

 Preferred Facility Design 32

 Multimodal Plan..... 34

 Policies 37

Implementation Plan39

 Overview 39

 Comprehensive Plan Amendments..... 39

 Comprehensive Plan Map..... 39

 Policies 40

 Transportation System Plan..... 40

| | |
|---|-----------|
| Zoning Ordinance Amendments | 44 |
| Regulatory Framework..... | 44 |
| Next Steps | 50 |
| Incorporate Three Mile Lane Area Plan Findings..... | 50 |
| Planning Guidance - Post 20-Year Planning Horizon | 51 |
| Future Bicycle/Pedestrian Overpass Consideration | 50 |

This Project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America’s Surface Transportation Act (“FAST-Act”), local government, and State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

INTRODUCTION

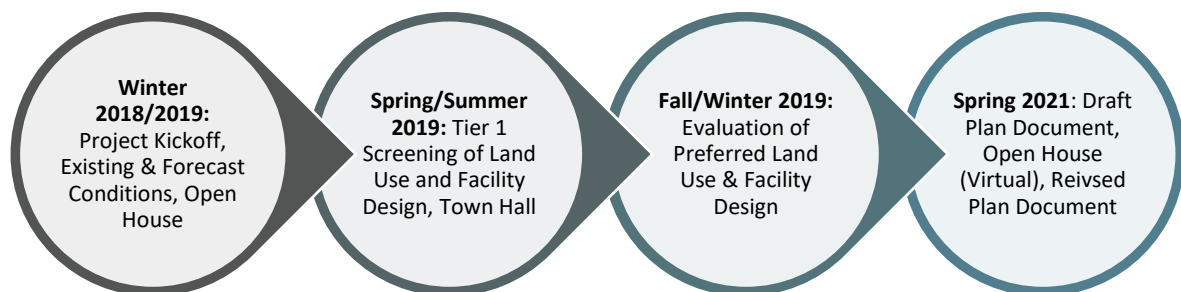
The Three Mile Lane area is a unique district in the southeast portion of the City of McMinnville. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. The Three Mile Lane Area Plan is intended to create an implementable vision for the area's future land uses and multi-modal transportation system.

As an Area Plan, the Three Mile Lane Area Plan shall serve as a guiding document for land uses and public facilities in the delineated area of this plan. Specific standards for development will be identified in McMinnville's Master Plans and Municipal Code.

Planning Process

The project began in Fall 2018, with an overarching objective of creating a plan that integrates land uses and a multimodal transportation system that serves both local and state transportation needs and provides active connectivity within the plan area as well as to the City's downtown core. The process of developing the Three Mile Lane Area Plan has been guided by the community at many points, including:

- Three Focus Group meetings
- Three Citizen Advisory Committee meetings
- Citizen Advisory Committee Design Charrette
- Property Owners Work Session & Case Studies
- Three Technical Advisory Committee meetings
- Two Community Open Houses
- A Town Hall Meeting



AREA DESCRIPTION

The Three Mile Lane area is shown in Figure 1. It contains roughly 1,340 acres in total with a wide range of existing uses, including the McMinnville Municipal Airport, Evergreen Aviation and Space Museum, the Chemeketa Community College (CCC) Yamhill Valley campus, Willamette Valley Medical Center, and existing residential neighborhoods. Along with these existing uses, the area contains a significant amount of vacant land within the City’s Urban Growth Boundary (UGB). This Area Plan is intended to guide growth in a way that is consistent with the McMinnville community’s desires and coordinated with the City’s other planning efforts.

Figure 1. Study Area Context

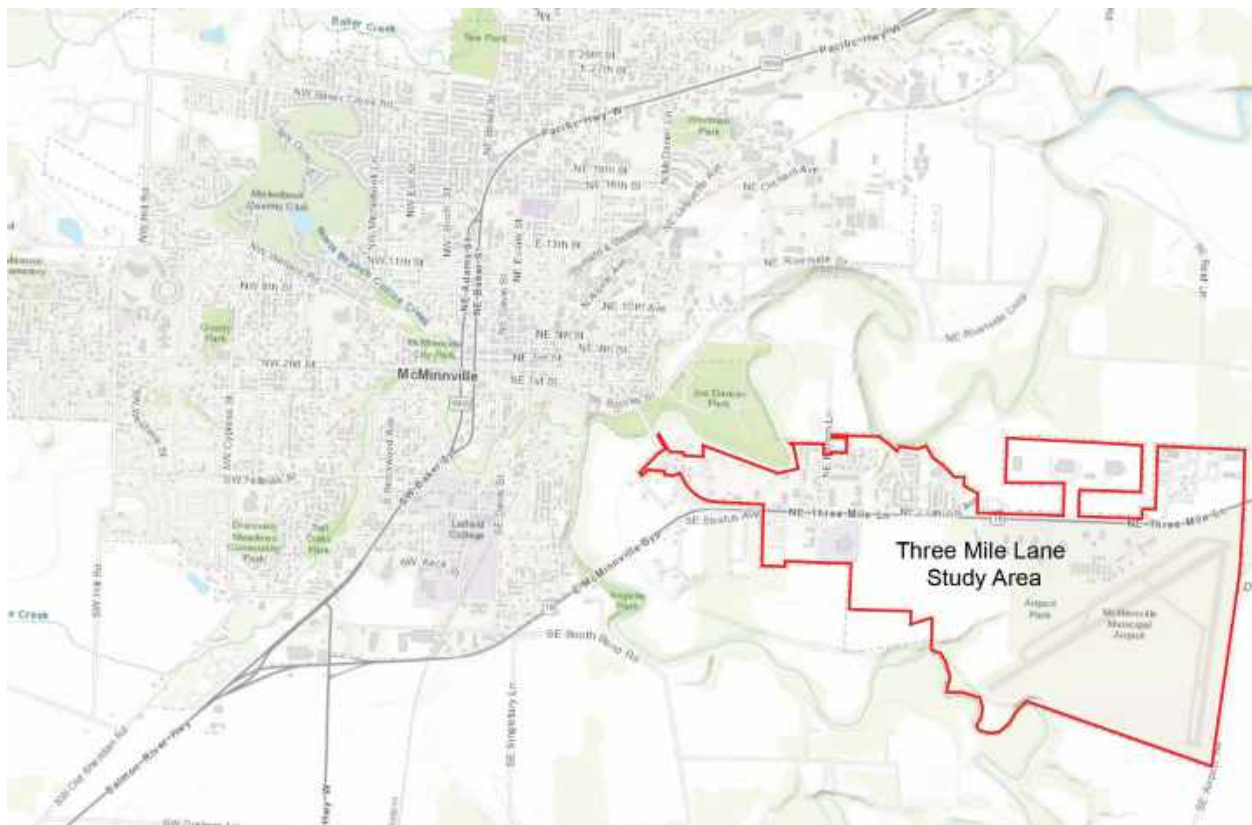
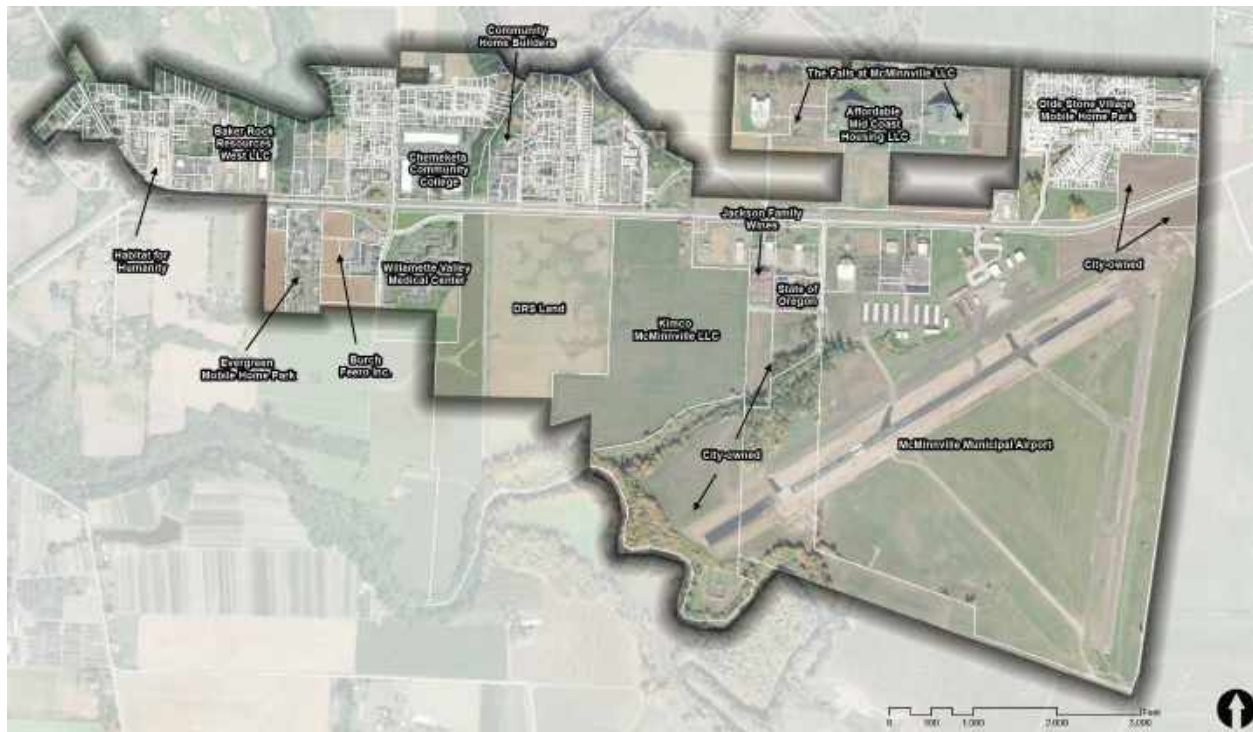


Figure 2. Study Area



Neighborhoods

The existing neighborhoods in the area include the land south of the Yamhill River Bridge, which connects the study area to downtown McMinnville; the Evergreen Mobile Home park and Olde Stone Village manufactured homes/RV park; and apartments and senior living communities north of Cumulus Avenue.

Within the residential and commercial areas on the north side of Three Mile Lane there are opportunities for new mixed-use development, creating varied, diverse, complete neighborhoods that provide different types of housing, access to green space, and connections to walkable services. A key element will be the integration of complete streets; those that prioritize safe walking and biking for people of different ages and allow travel between homes, jobs, services, and recreation.

Existing Residential Neighborhoods



Industrial

There are over 200 acres of vacant land in the Three Mile Lane area that are largely served by existing infrastructure and zoned for industrial uses. Most of this vacant land is found in a few large parcels, which could be ideal for large-scale and cohesive planned development.



Amenities and Attractions

Amenities and attractions in the area include the airport; Evergreen Space & Aviation Museum, water park, and event center; and the Yamhill River. The Three Mile Lane area is also host to several large employers, including medical centers and clinics, and industrial and office sites. These amenities and attractors serve McMinnville residents as well as tourists from outside the city. For nearby residents, safe and convenient connections to amenities will be key as the area develops, as will creating the opportunity for new amenities that serve daily needs and fuel economic development. There is a clear opportunity to provide a formal welcome to McMinnville as a marked destination with a distinct personality.



Zoning

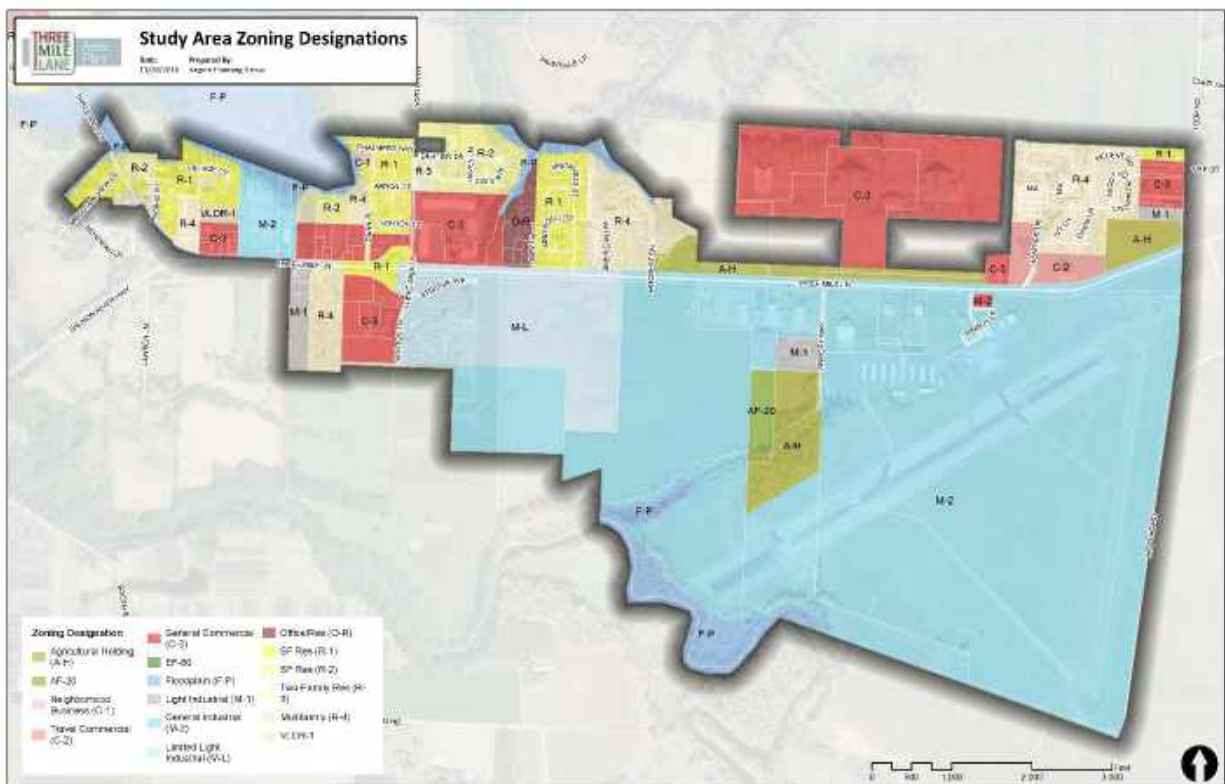
The Three Mile Lane area contains land in several zoning designations shown in Figure 3, as follows:

- **Industrial.** M-L provides for industries with limited external impact in an attractive setting; M-1 is for industrial uses that require buffering from other uses and environmentally sensitive areas, it includes a wide range of industrial uses; M-2 allows all uses in M-L and M-1, but also allows general manufacturing and airports as well as “leisure time activities” as conditional uses.
- **Residential** R-1 is low density, single family residential; R-2 single family with a slightly higher density; R-3 allows two-family dwellings throughout the zone; R-4 allows multi-family dwellings and condos.
- **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.

- **Agricultural Holding.** 49 acres held to provide for the continued practice of agriculture. Permitted uses are limited to farming, single-family dwellings, and sewage pump stations. Parks are allowed as conditional uses.
- **The Three Mile Lane Planned Development Overlay** covers the entirety of the study area. The overlay district was adopted in 1981 (Ordinance No. 4131) and amended in 1994 (Ordinance No. 4572). As stated in the original ordinance, the overlay was established to ensure high quality design, compatibility of living and working environments, provision of open spaces and parks, and buffering of residential uses from the highway. The 1994 amendments were adopted to replace outdated policies, as well as to regulate commercial signage along the Three Mile Lane corridor. The overlay ordinance outlines a number of policies related to the development of properties in the Three Mile Lane area, including provisions for setbacks, access, landscaping and buffering, and desired housing types. The ordinance also outlines a set of detailed provisions related to commercial signage. While the Three Mile Lane Planned Development Overlay regulates certain aspects of development within the study area (highway setbacks, access, signage, etc.), development in this area is largely regulated by the underlying base zones.

Appendix B contains a detailed evaluation of the existing zoning within the study area.

Figure 3. *Three Mile Lane Area Zoning Designations*



Transportation

The existing street network in the Three Mile Lane area includes Three Mile Lane (OR 18), minor collectors Cumulus Ave and Norton Lane, and a network of local streets that are not well connected.

Figure 4. *Street Network Functional Classification*



Vehicular Traffic. There are operational deficiencies at the two intersections at the ends of the study area: Three Mile Lane at First Street, and OR 18 at Cruickshank Road. The two major signalized intersections on OR 18 at Norton Lane and Cumulus currently operate well within the mobility targets outlined in the Oregon Highway Plan. There is a notable crash history at the intersection of OR 18 and Cruickshank Road. Though it is not within the city limits and city jurisdiction, this intersection is a logical location to consider in this planning effort relative to safety mitigation and opportunity for potential gateway streetscape improvements.

Transit. The Yamhill County Transit Authority (YCTA) provides limited (hourly) service in the study area on Route 2, with direct links to downtown McMinnville and the city Transit Center. If and when YCTA service increases to a 30-minute frequency, future transit access will improve within the Three Mile Lane area.

Bicycle Facilities. Today the area has very limited bicycle facilities, and frequently the only option available to cyclists is to ride in general purpose travel lanes. While the major streets in the area are generally flat with good pavement conditions, vehicular traffic volume is relatively high and travel is at higher speeds (35 mph and higher). The lack of separate bike lanes, buffered bike lanes, or separated facilities contributes to a poor overall environment for cyclists seeking to travel within the study area network. Creating attractive, low-stress bicycle facilities on key routes within the study area will require examining traffic calming design adaptations and lower speed limits, and implementing buffered bike lanes or separated pathways will make cycling more attractive and safe.

Pedestrian Facilities. Many of the key existing streets and intersections in the area contain essential but limited pedestrian features. Some of the sidewalks are older, but functional and the system provides a baseline, if minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge. The existing pedestrian realm lacks important features that would otherwise contribute to more safe and inviting walking environments on Norton Lane, Cumulus Avenue, and Stratus Avenue. The original factory outlet mall development building is a barrier to more direct pedestrian and bicycle travel along Cumulus

Avenue and the crossing of Norton Lane, making it more difficult for residents east of Norton Lane to walk and cycle to McMinnville’s central city.

Natural Features

The Three Mile Lane Area is bounded to both the north and south by the South Yamhill River and its associated natural areas, including several mature tree stands with defining character. Airport Park to the south includes two loop trails that cross a small tributary stream that flows into the South Yamhill River. This park is also defined by dramatic views to Mt. Hood and Mt. Jefferson on sunny days and features several pieces of quirky concrete artwork. People living and working in the Three Mile Lane area would benefit greatly from the preservation of and connection to these natural features.



Mature Stands of Trees within the Three Mile Lane Area



Example of Nature Trail Along Sensitive Riparian Area

Economy

McMinnville is poised to capitalize on strong retail demand and its location in the region. The McMinnville retail trade area extends all the way to the Oregon Coast due to the lack of prominent commercial centers between the Willamette Valley and the coast. However, much of this retail market remains untapped, and the Three Mile Lane study area is poised to capture a significant portion of demand with a diverse array of commercial development. Such development would help

~~foster a sense of place, provide amenities for residents and visitors, and have a significantly greater economic impact than a development build-out comprising simply of traditional industrial.~~

In 2019, McMinnville adopted an Economic Development Strategic Plan (*MAC Town 2032 – Economic Development Strategic Plan*). As stated in adopting Resolution 2019-16, the plan identifies three foundational goals and strategies that are meant to be broadly beneficial across multiple industry sectors:

1. Accelerate Growth in Living Wage Jobs Across a Balanced Array of Industry Sectors
2. Improve Systems for Economic Mobility and Inclusion
3. Maintain and Enhance our High Quality of Life

The plan also identifies five target sector goals and strategies that are intended to pursue opportunities and improve outcomes within clusters or sectors of related industries:

1. Sustain and Innovate within Traditional Industry and Advanced Manufacturing
2. Foster Opportunity in Technology and Entrepreneurship
3. Be a Leader in Hospitality and Place-Based Tourism
4. Align and Cultivate Opportunities in Craft Beverages and Food Systems
5. Proactively Assist Growth in Education, Medicine and Other Sciences

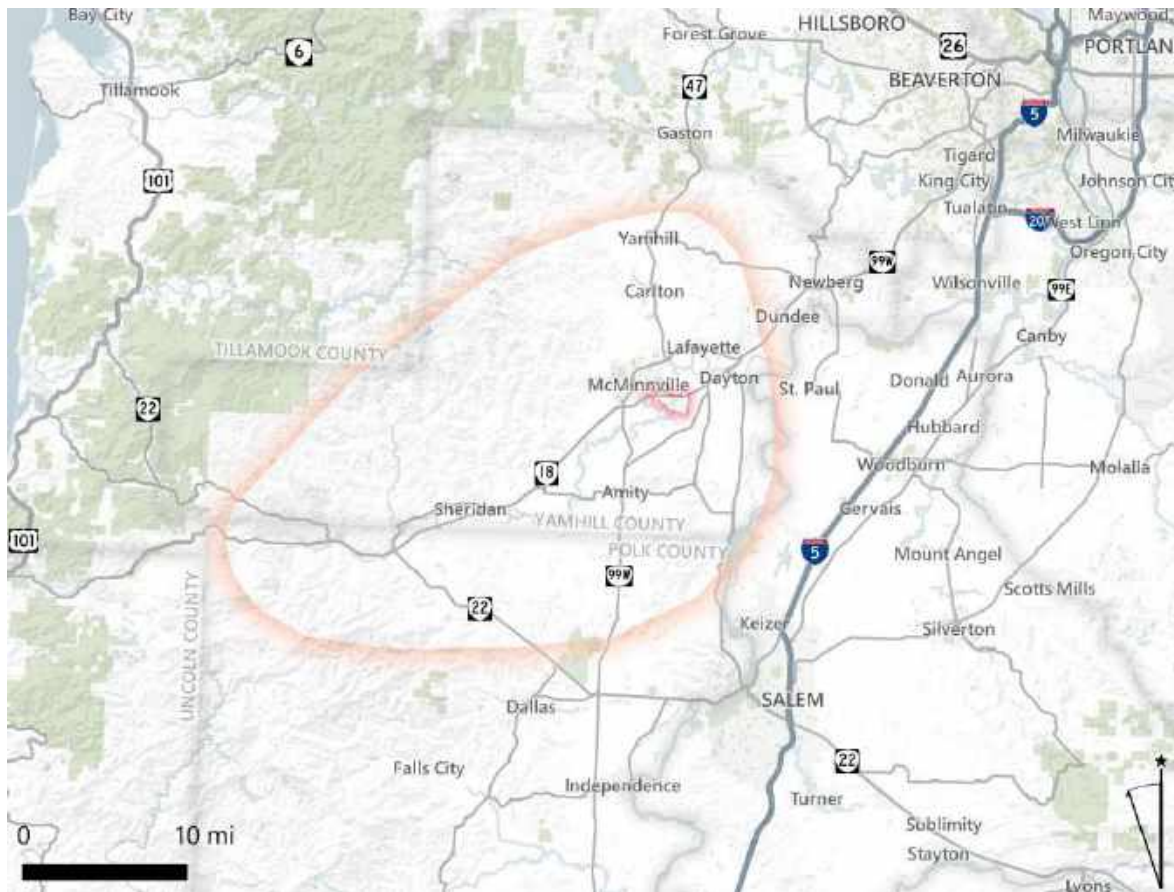
A detailed market analysis for the area was prepared and is included in Appendix B. Some of its key points are discussed below.

- **Ownership residential.** The market is strong for single-family, with high home values, household incomes, sales volumes, absorption, and construction activity. ~~The single-family market is very tight, with strong absorption but very little inventory currently listed for sale.~~ The quantity depends largely on the City's vision for the area, applicable zoning, and buildable land.
- **Rental Residential.** Despite solid national development prospects and strong market area demand due to high growth, low-rise rental apartments and multiplexes are likely the primary building types feasible in the study area because of relatively weak market characteristics. ~~Existing rents in the region are relatively low and may struggle to attract prominent multifamily developers in the region due to the continuously rising nature of construction costs.~~ Single-family homes, multiplexes, townhomes, cottage clusters, and low-rise "garden" apartments are all residential development types that would likely be feasible in the study area in the near-term. Higher-density developments may require additional incentives or other interventions
- **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. ~~Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.).~~ The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville's central location

between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.

- **Office.** The office market is relatively weak, and the absorption of significant speculative new development should not be expected. Regionally, however, projections show significant employment growth in education, healthcare, and professional and business services – all of which drive the most demand for new office construction. Opportunities may arise because of McMinnville’s high quality of life, and the Three Mile Lane Corridor’s proximity to the airport and institutional users, such as healthcare and education. ~~However, opportunities may arise because of McMinnville’s high quality of life, and the Three Mile Lane corridor’s proximity to the airport and institutional users, such as healthcare and education.~~
- **Industrial.** Industrial users are likely to find the Three Mile Lane area an attractive location given its separation from incompatible land users (like residential), ease of access, highway location, level terrain, and proximity to the airport. The industrial market remains strong due to the growth of agriculture, food and beverage production, and manufacturing. Continued growth may generate demand in the study area, but development may negatively impact prospects for other land uses, such as lodging and multifamily due to concerns over air and noise pollution as well as truck traffic.
- **Lodging** is likely to be a significant development type over the long-term, but the area may struggle to attract hotel developers due to its existing industrial character, lack of walkable amenities, and isolation from downtown. An assessment of the opportunities to capture demand associated with the burgeoning \$7 billion wine industry in the Willamette Valley and related tourism development requires further, more nuanced analysis.
- **Tourism** is a booming industry, particularly with regard to the wine industry, increasing market pressure for the new construction of compatible uses, such as experiential retail and restaurants, lodging, and craft industrial, as well as recreational amenities, such as trails and parks, that combined help to create an authentic, vibrant place

Figure 5. Three Mile Lane Market Area



Source: TIGER, Leland Consulting Group

COMMUNITY VISION AND GOALS

An aspirational vision statement, community goals and objectives, and potential criteria to evaluate land use and transportation options for the Three Mile Lane area were developed early in the project. They were created to articulate the Three Mile Lane Area Plan's desired outcomes and help in the evaluation of options for the area. Plan objectives were further refined using McMinnville's Great Neighborhood Principals.

Three Mile Lane Vision and Goals

The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place. The following goals capture the community's desire to enhance this special area. **These goals are not in any particular priority order and should all be viewed as equal goals for the study area.**

GOAL 1: ECONOMIC DEVELOPMENT - Support and enhance the district's economic vitality and marketability.

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.

GOAL 2: COHESIVE LAND USE PLAN - Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

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

This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

GOAL 4: AESTHETICS AND DESIGN - Create an aesthetically pleasing gateway to the City of McMinnville

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville's intrinsic character and highlight the landscape features of the district.

GOAL 5: RESIDENTIAL QUALITY OF LIFE - Improve the district for existing and future McMinnville residents in the area.

The City of McMinnville's Great Neighborhood Principles identifies amenities and facilities that should be present in all residential areas, including a variety of housing types, pedestrian and bicycle connectivity, preservation of scenic views and natural features, access to open space, and

access to commercial necessities. This plan aims to support those Great Neighborhood Principles for residents in the study area by providing multi-modal connectivity, single-family and multi-family housing, provisions for open spaces, and commercial amenities, such as grocery stores, restaurants, and more.

Great Neighborhood Principles

In April 2019, the City of McMinnville adopted the Great Neighborhood Principles into the City's Comprehensive Plan. Their purpose is to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These 13 principles are listed below. Under each principle are specific policies that detail how these principles are expected to be expressed in a site and context-specific way within the Three Mile Lane Area.

1. *Natural Feature Preservation*

- Strive to protect tree groves
- Strive to protect individual trees
- Protect riparian corridors and adjacent native landscape



2. *Scenic Views*

- Provide and protect views to rolling hills and volcanoes
- Provide visual and physical access to North Yamhill River
- Orient streets and open spaces to views



3. *Parks and Open Spaces*

- Connect to Galen McBee Airport Park
- Connect to Joe Dancer Park
- Create new gathering spaces that incorporate natural areas and views
- Plant landscapes that incorporate natives and exhibit seasonal variation



4. *Pedestrian Friendly*

- Provide a network of sidewalks and trails to connect people to key locations
- Incorporate shade streets with mature tree canopy

5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

- Connect to existing street grid in the Three Mile Lane area

7. *Accessibility*

- Design new development for ease of use by all ages and abilities

8. *Human Scale Design*

- Respect typical scale of commercial uses in McMinnville
- Design to reflect the micro-climate—outdoor life, porches, balconies
- Promote inclusion and interaction within the right-of-way

9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

- Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
- Consider adjacency to agricultural fields and respect this heritage through careful transitions
- Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
- Consider functional site planning of vineyard and farm complexes as conceptual model for new development

11. *Housing for Diverse Incomes and Generations*

- Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane



12. Housing Variety

- Respect existing variety of housing types in Three Mile Lane and ensure diversity of design for future housing

13. Unique and Integrated Design Elements

- Ensure visibility from highway; Welcome to McMinnville
- Make functions of sites visible (airplanes, wine-making); continue expression of industry/making where applicable
- Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
- Consider local and/or sustainable materials for cladding and building structure (timber, corrugated steel cladding, red brick)
- Use vibrant color



THE THREE MILE LANE AREA PLAN

This section describes the land use, urban design, and transportation elements that will guide future development and planning decisions in the Three Mile Lane Area. These elements are part of the “Preferred Alternative,” arrived at through conversation with the community at several online and in-person open houses and refined by City staff and stakeholders. The Area Plan’s combination of desired uses and transportation connections achieves the community’s vision and goals while uniquely realizing the City’s Great Neighborhood Principles.

Land Use Summary

The Three Mile Lane Area Plan’s land uses are shown in Figure 6. The defining characteristics south of the highway include a mixed-use high-density residential neighborhood with neighborhood serving commercial amenities west of the hospital, a large (40 - 60-acres (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain)) area envisioned as a future retail center (“Mixed-Use Town Center”), and a large (140 – 160 acres) site for a potential corporate “Innovation Campus” to the south of this retail center, and a trail system connecting all of these developments to the existing Airport Park. To the west, in areas near SE Norton Lane and the Willamette Valley Medical Center, opportunities for an expanded health care campus and offices and medical uses are envisioned. North of the highway is another proposed mixed-use high-density residential neighborhood with neighborhood serving commercial amenities west of the Physicians Medical Center ~~new mixed-use designation proposed~~ on the current Baker Rock site, continued development of the tourism attraction at the Evergreen Campus, and tourism commercial amenities on the site south of the Olde Stone Village at the eastern gateway to the study area, and a trail system connecting all of these developments to existing Joe Dancer Park.

The Three Mile Lane Area Plan is accompanied by context-sensitive urban design considerations that build on the Great Neighborhood Principles. These include:

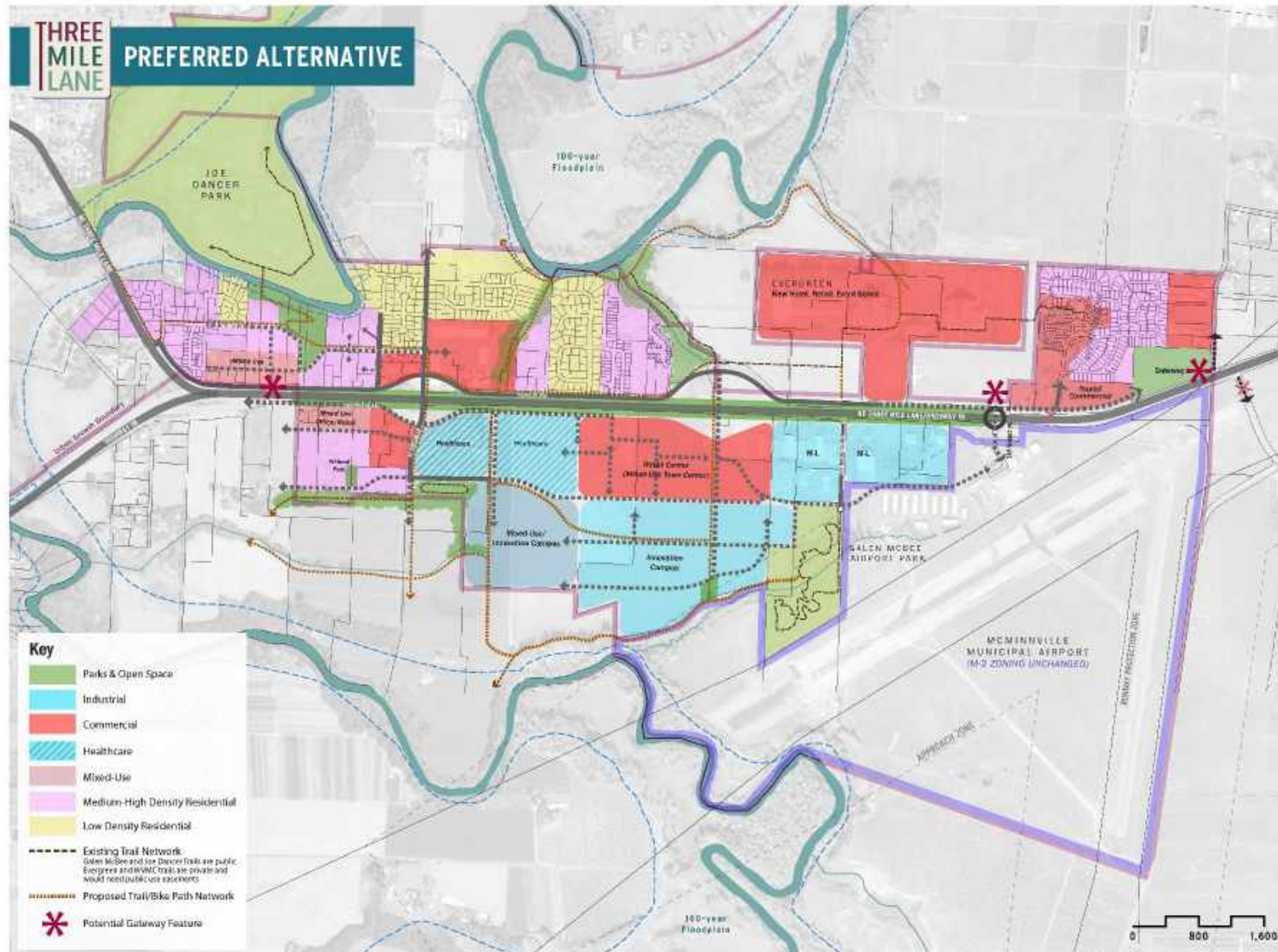
- Avoid parking lots and blank walls on OR 18 edge
- Create a walkable retail development with a “town center” feel (as described in the following pages)
- Encourage orientation of industrial campus buildings to Yamhill River and maintain view corridors through campus
- Consider setting future development back from Yamhill River to reduce impacts
- Create grid of walkable streets
- Improve frontage roads for safer walking and biking
- Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- Consider aviation-themed gateway features

Key features of the Area Plan include:

- **Walkable Retail Development.** A central feature is a sizable, (~~over 40-acre~~) retail center south of Three Mile Lane at Cumulus (**not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain**). The quality of this development’s architecture and streetscape, the connectivity it provides to the street system south of OR 18, and generally, how well it responds and contributes to McMinnville’s Great Neighborhood Principles will be key to the success of this plan in gaining public approval.
- South of this retail development is a prime location for a mix of corporate office and industrial users in an **Innovation Campus**. Due to its proximity to the Yamhill River, the campus has the potential for “Trail-Oriented Development,” an increasingly popular amenity-driven development trend which offers future users and tenants an appealing orientation to views of natural features and use of outdoor space for employee wellness.
- West of the retail center and industrial campus site, a **flexible zone of mixed office or industrial** uses is offered, providing potential sites for users drawn by the synergy of being close to larger corporate users, with subcontractors or suppliers in office or light industrial spaces.
- **New mixed-use and health care-related uses** have been identified near the existing hospital. Housing, especially senior housing, is a very strong market opportunity. Building forms are expected to be horizontal mixed-use, rather than vertical mixed-use.
- The **Evergreen Tourism Area** is identified as a good location for new hotel, retail, and event space. The site is highly visible and suitable for a clustering of mutually beneficial uses. Travel-related commercial development is envisioned in the northeastern portion of the study area. This area is advantageously situated near the Evergreen complex, making it a good site for additional services and attractions for the traveling public.

- **New residential neighborhoods and continued development of existing neighborhoods** in locations in the western parts of the study area.
- **A cohesive trails system** that ties together major amenities and neighborhoods, with safe crossings of OR 18 and a potential connection to Joe Dancer Park.

Figure 6. Three Mile Lane Area Plan (Replaced Map with Clarifying Map that Responds to Plan Nomenclature)



Urban Design Elements

The plan features some distinct areas where change is expected to occur over time. North of Three Mile Lane, the most notable change is the mixed-use **neighborhood** designation in the northwest **with high-density residential development and neighborhood-serving commercial amenities on Cumulus Avenue**. South of the highway, land use designations that are distinctly different than what exists today include **another mixed-use neighborhood designation in the southwest with high-density residential development and neighborhood-serving commercial amenities on Stratus Avenue, an expanded medical campus** ~~medical commercial, office, and residential designations~~ near the Willamette Valley Medical Center, **the commercial area between the medical campus and the McMinnville Municipal Airport, and the Innovation Center south of the commercial area**. Specific features and design considerations for the Three Mile Lane's diverse areas are discussed in this section. Key urban design elements that are expected to be incorporated into future development are listed below, as well as illustrated in "precedent" images and conceptual site designs.

Mixed-use Area

The Three Mile Lane Area Plan envisions continued growth and development in the northwest of the study area between Cumulus Ave and the Yamhill River. Existing residential neighborhoods are anticipated to see gradual infill and redevelopment in this area. New households in the Three Mile Lane area will require and support local services. The improved transportation connectivity envisioned with the Three Mile Lane Area Plan will provide alternatives to OR 18 for local trips.

Locally-serving retail and services have been a major discussion item during this planning process. As the area continues to evolve, providing more opportunities for a mix of uses, employment, and tourism, the existing industrial site (Baker Rock Site) on NE Cumulus Avenue may prove to be a more suitable location for something other than a ready-mix concrete plant. Allowing for a variety of commercial and residential uses in this area can provide additional housing, locally serving retail and other amenities, and enhanced multi-modal transportation connectivity. This area is well-suited for mixed-use development because it is large enough to accommodate and separate several uses in a way that responds to different context conditions. The site is also mostly flat with potential for good connections to the east and west. **This is a great site to explore a small Neighborhood Activity Center concept similar to what is identified in McMinnville's Comprehensive Plan and Zoning Ordinance. Although smaller in size than what the zoning ordinance would require, a planned development overlay with similar attributes and components is recommended.**

Figure 7. Mixed Use Area (Baker Rock Site) Conceptual Design



Figure 7 shows this site, which extends between OR 18 and a steep bluff overlooking the North Yamhill River, two adjacencies that will shape its eventual development. Most of McMinnville’s Great Neighborhood Principles can ~~can~~ shall be honored through future site master planning. This infill development can protect natural areas and views, connect to parks and open spaces, provide a connected, bike and pedestrian-friendly neighborhood, and encourage mixed-use development with diverse housing types and unique, high-quality design. Retail or office uses are better suited to the more visible and accessible southern half of the site. Residential uses are best suited to the northern half, further away from OR 18, with views to the river and Joe Dancer Park. **Vertical and geographical mixing of uses similar to a Neighborhood Activity Center as described in McMinnville’s Comprehensive Plan and Zoning Ordinance should be considered as part of a planned development overlay for this site.**

Key Urban Design Elements:

- Local street grid. Local streets can be logically extended through the site from the west (NE Atlantic) and the east (NE Dunn Place), creating access to the commercial and residential halves of the site, while a new central ‘Main Street’ can be extended north from NE Cumulus Avenue, bisecting the site and creating two crossroads intersections. The proposed street extending east-west across the northern half of the site follows the top of the bluff and should be designed as a well-landscaped parkway, with an adjacent multi-use trail which will eventually extend throughout the Three Mile Lane study area as a safe parallel route to OR 18.
- Building orientation. New buildings should be located to form an urban frontage, with no setbacks, at the intersections of local streets.
- Building and site design. Pedestrian-scaled ground floors, prominent entries, and canopies over sidewalks with street trees, on-street parking, and safe crossings. Surface parking

could include EV charging stations, bicycle parking and a transit stop and be located behind these frontages, separated from adjacent uses by well-landscaped green buffers.

- Natural features. Where the Main Street meets the bluff-top street, a public overlook can provide views to Joe Dancer Park and perhaps even a trailhead for a nature trail switch-backing down the bluff to a riverside trail system and a potential footbridge over the river connecting to the park and beyond to downtown. This could serve as a valuable pedestrian and cycling connection to downtown to supplement the new Three Mile Lane Bridge.

Tourist Commercial

The Evergreen complex continues to draw visitors to McMinnville who support other local businesses in the Three Mile Lane area and beyond. The Area Plan foresees the continuation and intensification of tourism-related uses as allowed by existing zoning designations. East of Evergreen, land is currently zoned for commercial uses along the highway and has the possibility of hosting more tourism- and travel-related commercial uses in the vicinity of the Aviation & Space Museum and waterpark. The Area Plan envisions activities and uses related to visitors and the traveling public that could boost tourism and be mutually beneficial to existing attractions. A cluster of these uses in the northeast part of the study area could have a synergistic effect, strengthening McMinnville's and the region's reputation as a destination.

Key Urban Design Elements:

- Connectivity to the Evergreen complex. An important design element of this visitor-oriented area is connectivity to existing Evergreen tourist uses. Providing a safe walking and biking connection parallel to OR 18 will help integrate future development with the Evergreen attractions, which will continue to attract significant amounts of visitors.
- "Gateway" location. In addition, with a prominent location on the east entrance to McMinnville, this development opportunity area should be required to meet the City's Great Neighborhood Principles with high-quality design.

Health Care Area

Vacant parcels surrounding the Willamette Valley Medical Center are a significant opportunity for medical offices, housing for people reliant on medical services, and other uses that benefit from a health care cluster. As envisioned in the Area Plan existing industrial and high-density residential land and uses fronting the highway and in close proximity to the Medical Center could, over time, develop with housing – including assisted living and long-term care facilities - office uses, and services related to the hospital.

Key Urban Design Elements

- Transitions between uses: Health care facilities and surrounding residential areas. Health care facilities are often active around the clock with bright lighting and they generate significant vehicle traffic. They also require a lot of delivery traffic and, in the case of a major medical center, helicopter use. Buffering between uses should be considered, particularly senior housing or market-rate apartments with trees, landscaping and other treatments. Assisted living or nursing care facilities, however, would benefit from close proximity to the hospital.

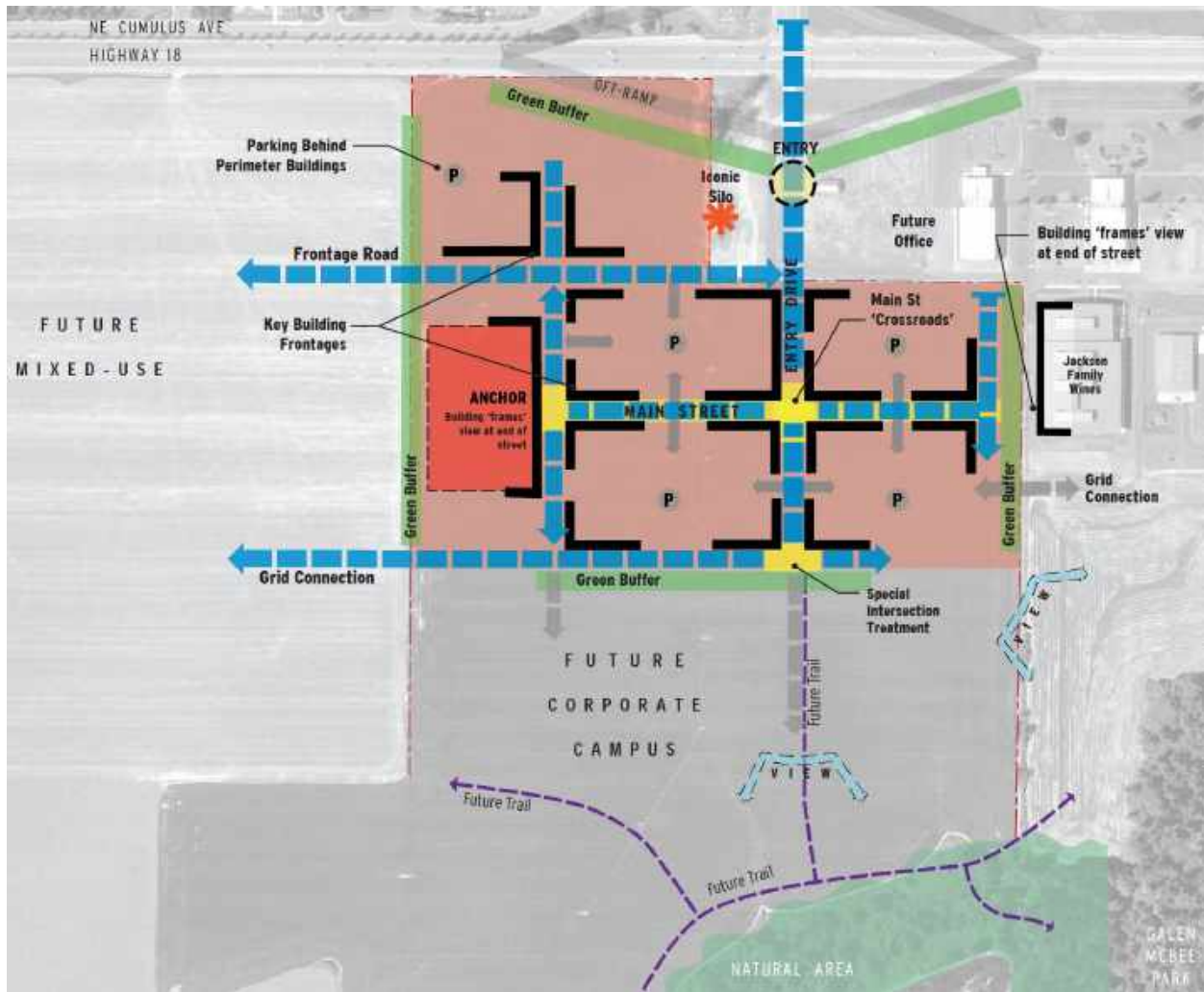
- Transitions between uses: Health care facilities and other commercial uses. The scale and orientation of existing uses, as related to future uses should be considered. For example, while Senior Housing might benefit from a location within walking distance of a retail center, there should be careful site planning to ensure the housing isn't directly adjacent to loading or parking facilities. It may be most feasible to place health-care related housing with an orientation south towards views and the river.
- Walkability between uses. Convenient, safe connections between a variety of uses in this area will be important to current and future users.
- Visual quality of buildings facing OR 18. New development should avoid placing loading docks or creating blank walls visible from passing vehicles.

Retail Center/Innovation Campus

A large area of currently vacant or farmed land stretching from the highway south to the Yamhill River provides a unique opportunity for future development. The design envisioned in the Area Plan is the latest iteration in a process that began with a Property Owners' Workshop. This half-day workshop held at City offices included a presentation of existing site conditions, with confirmation from property owners of natural features, parcel ownership, access, and previous uses. A summary of market conditions was presented, with some suggested adjustments from the owners to reflect their individual research. The workshop concluded with a roundtable discussion of opportunities and constraints, including an exercise where prototypical program 'chips' scaled to the sites, were placed in a variety of potential arrangements to inform initial sketches of concept alternatives.

In addition to the focused property owner workshop, the City of McMinnville held a design charrette for the entire corridor study area with the Citizen Advisory Committee on April 8, 2019. Project participants identified a number of key strengths, including high visibility from Oregon OR 18, many large and/or underutilized parcels, proximity to the airport, concentration of tourist amenities and medical uses, strong connections to regional assets, and an abundance of natural features. Specific opportunities the participants identified included: pedestrian bridges over the highway could provide needed connections at key points, the creation of special complete street standards to encourage biking and walking, requiring stormwater treatment and extensive street tree plantings on all study area streets, considering shared parking standards and 'shadow platting' to encourage future infill on surface lots, and opportunities for new residential at the south edge of the case study site and west of the hospital.

Figure 8. Retail Center Conceptual Design



The retail market continues to evolve rapidly in response to the challenges of competing with online retail and market consolidation. One tactic that the retail industry has successfully used to attract and retain shoppers to brick and mortar establishments is the creation of 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.

Figure 9. Retail Center Precedent: Old Mill District, Bend, Oregon



Regionally-inspired architecture

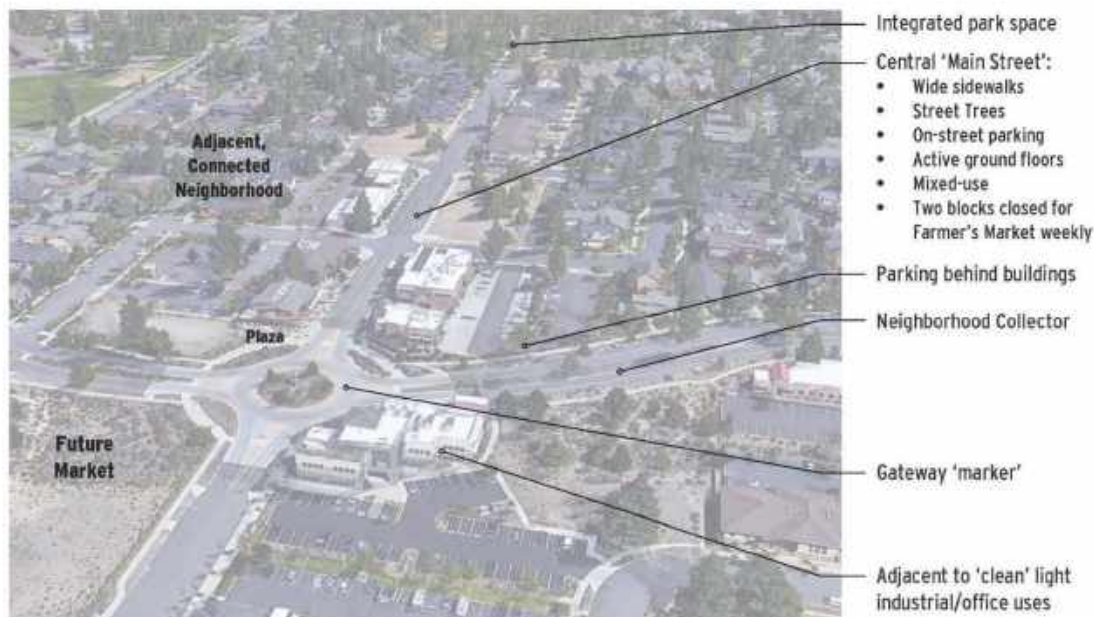


Walkable Streetscape with Active Ground Floors

A retail center at Cumulus Ave. is a central feature of the Area Plan. The design of this development, the connectivity it provides to the street system south of OR 18, and how well it contributes to McMinnville’s Great Neighborhood Principles will be key in the success of this plan. This almost 60-acre parcel is one of the largest regional sites with easy highway access. The site is flat and developable—a unique characteristic for a site of this size, and has a locational advantage being both near to the highway and the McMinnville Municipal Airport. Figure 8 provides an example of how this site could develop, implementing design features desired in the Three Mile Lane Area.

Flexibility is key to attracting a corporate Innovation Campus. The City and/or developer would have to be opportunistic and actively market the property and McMinnville as a corporate destination. Early infrastructure investments and construction of housing and commercial amenities within walking distance of the property would help attract a corporate user, as would a clear but flexible vision and development plan for the property.

Figure 10. Retail Center Precedent: Northwest Crossing, Bend, Oregon



The overall goal is for new developments in the Three Mile Lane Area is to echo the features of traditional, older retail districts like downtown McMinnville. Figures 9, 10, and 11 show examples from other Oregon communities, with similar common features that include:

- 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.

Figure 11. Retail Center Precedent: Orenco Station, Hillsboro, Oregon



Key Urban Design Elements

- **Local identity.** Maintaining the local identity through gateway design elements and development opportunities; establishing formal view protection corridors for Mt Hood, Mt Jefferson, and Amity Hills encouraging mixed uses whenever feasible; and mitigating the visual impact of development on the OR 18 edge.
- **Connectivity.** Transportation and connectivity have been major themes during the planning process. Connectivity—in terms of internal circulation to parks and recreational features and surrounding neighborhoods—is essential, including for pedestrians and cyclists.
- **Parks and open space.** The community has provided input on parks and open space opportunities, identifying the following: prioritizing connections to existing trails and open space (such as connections into Joe Dancer Park), creating a public greenway along South Yamhill River with trail and connections to the study area and McBee Park, and increasing open space opportunities in the study area adjacent to residential uses.

Transportation

Enhancements to the existing local street network supporting the Area Plan are illustrated in Figure 12. The network includes completion of parallel and intersecting streets both north and south of OR 18 and network extension within currently undeveloped lands.

New shared-use paths complement the planned street network that link neighborhoods with planned activity centers and the Galen McBee Airport and Joe Dancer Parks.

Future vehicle traffic conditions for the Three Mile Lane Area, as detailed in Appendix D, were analyzed using three key steps:

1. **Housing and Employment Demographic Data.** Demographic data within the McMinnville UGB was prepared and summarized for year 2041, assuming the no-change “base” land use condition and what conditions would be if the area developed according to the preferred alternative described in this Plan and 2041 Tier 2 land use plan, based housing and employment demographics (McMinnville UGB) for ODOT model inputs.
2. **Transportation Model Network Refinement – Preferred Alternative.** The consultant team coordinated with ODOT to incorporate results from the preferred land use analysis (see Appendix D) to develop assumptions for the Oregon Small Urban Models (OSUM) travel demand model, reflecting the preferred land use option, future OR 18 facility design, and local street system network.
3. **OSUM Model Outcomes and Study Area Intersection Analysis.** ODOT provided future year (2041) model volumes. The analysis for the street design alternative used the travel demand model results to generate traffic forecasts at study area Intersections.¹ The consultant team also did detailed traffic analysis using the model to evaluate future intersection operations in the Three Mile Lane Area.

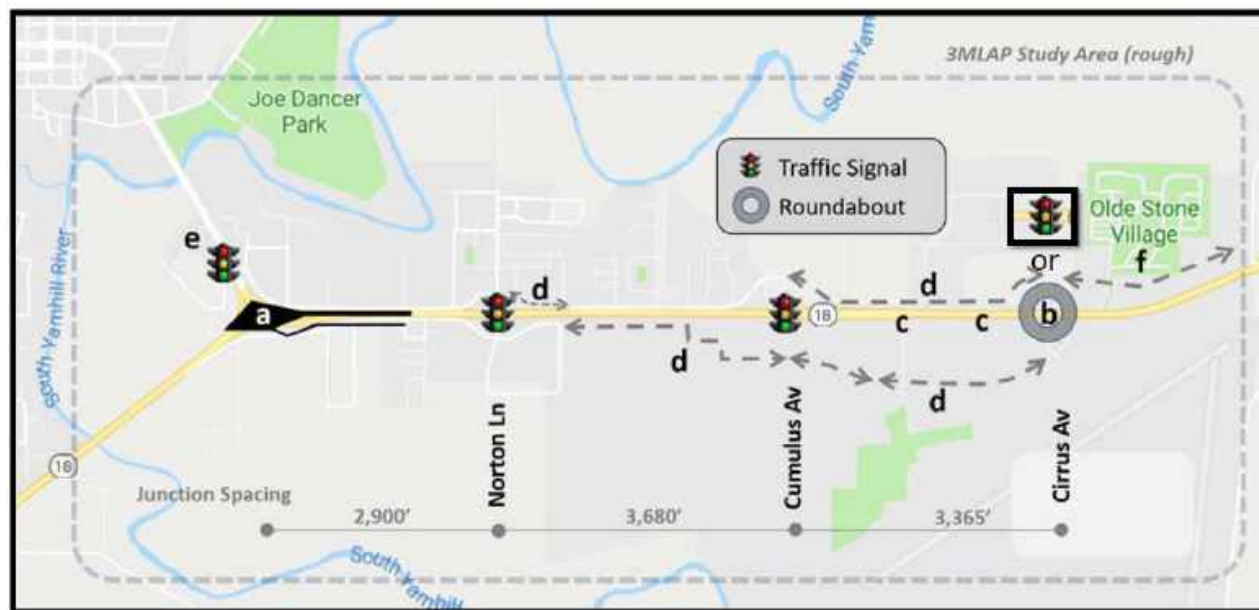
The results of the analysis confirmed that both signalized intersections in the area –OR 18 and Norton Lane and OR 18 and Cumulus Avenue - will operate at volume-to-capacity ratios below ODOT’s established standards under year 2041 Preferred Alternative traffic conditions. However, two of the study area unsignalized intersections fail to meet established mobility targets:

- **Three Mile Lane & First Street –** Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street. The intersection also doesn’t meet mobility targets based on 2018 traffic conditions.
- **Three Mile Lane & Cumulus Avenue –** The westbound and eastbound approaches are controlled with stop signs. There is no separate left-turn lane on the north leg of Three Mile Lane. Future traffic on Three Mile Lane and Cumulus Avenue is sufficiently high that eastbound and westbound motorists will find insufficient gaps to turn and travel north or south through the intersection.

¹ This work was conducted in accordance with the Methodology Memorandum, December 10, 2018. See Appendix D.

Preferred Facility Design

Figure 12. Preferred Facility Design Concept *(Replaced to revise Cirrus Avenue Improvement)*



- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see Figure 13).
- b) Cirrus Avenue – appropriate traffic control, which could include a traffic signal, roundabout, or other measures approved by ODOT. New roundabout on OR 18, with McMinnville gateway features.
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 12, as Cruickshank Road is external to the Three Mile Lane Study area).
- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in Figures 16 and 17.
- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

Figure 13 illustrates the reconstructed interchange of OR 18 at Three Mile Lane. The interchange modifications allow full vehicular movement to and from the highway in all directions, and a bi-directional connection between the southern half of the Study Area and McMinnville's city center via Stratus Avenue. These new connections will likely carry significant local traffic demand that would otherwise travel on OR 18 between the study area and McMinnville's city center. The Stratus Avenue connection also provides direct connectivity for pedestrian and cyclists traveling between

the southern half of the Study Area and McMinnville's city center. Separated, two-way cycle tracks on both Cumulus Avenue and Stratus Avenue will improve rider comfort and significantly reduce level of traffic stress on these routes.

Figure 13. OR 18 / Three Mile Lane Interchange Preferred Facility Design



This plan includes interchange layout and traffic control concepts that will require further study and engineering analysis, including:

- A. Re-align Cumulus Avenue (and Nehemiah Lane) intersection approximately 200 feet north with Three Mile Lane to provide additional spacing from future OR 18 interchange ramps.
- B. New traffic control (signal or roundabout) if supported by MUTCD signal warrant analysis.
- C. Spacing sufficiency on Three Mile Lane between the new traffic signal and OR 18 westbound off-ramp.
- D. Re-alignment of Lawson Lane and its new connection to Martin Lane.
- E. The Urban Growth Boundary (UGB) is approximately coterminous with Stratus Avenue. The Stratus Avenue extension to the new interchange (and Lawson Lane re-alignment) will likely not require a UGB amendment (see ORS 215.283).

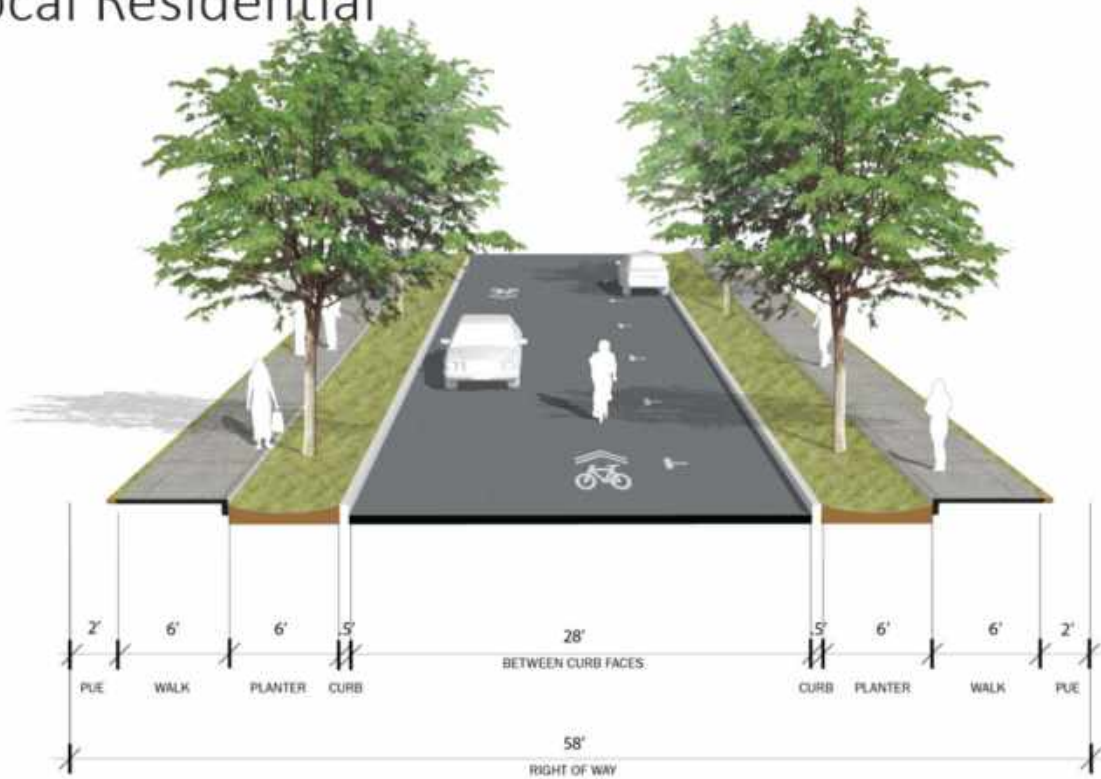
Figure 16. Major Collector Street Cross Section

Major Collector



Figure 17. Local Residential Street Cross Section

Local Residential



Pedestrian Facilities

The combination of pedestrian facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve overall pedestrian access, mobility, and comfort for all users. A detailed evaluation of pedestrian facilities in the plan is included in Appendix D.

Bicycle Facilities

The Preferred Alternative includes recommended bicycle system improvements on existing streets and new connectors to help form a more complete bicycle network within the 3MLAP study area. Bicycle facilities provide improved mobility for users riding to the city center and seeking active transportation options that support a healthy lifestyle. Bicycle facilities considered in the study include bike lanes, buffered bike lanes, bike boulevards (shared lane), cycle tracks and shared-use paths as summarized in Figure 18.

The combination of bicycle facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve bicycle access, mobility and comfort for users of all ages and confidence levels. A detailed evaluation of bicycle facilities is included in Appendix D.

Figure 18. *Types of Bicycle Facilities*



Source: NACTO

Transit Connections

The extension of frontage roads east along the north and south sides of OR 18 identified in the Area Plan (see Figure 12) will provide opportunity for YCTA to extend Route 2 service within the study area.

Figure 19. YCTA Route 2 in the Three Mile Lane Area



Policies

The following policies ~~shall are intended to~~ guide development and future planning decisions in the Three Mile Lane area. These policies implement the Three Mile Lane Area Plan goals and describe how Great Neighborhood Principles are expected to be expressed in the future growth and development of the Three Mile Lane Area.

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
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.*
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.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*

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.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
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.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape 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.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*
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.*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).*
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.*
22. *Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.*
23. *Ensure that no incompatible heavy industrial uses area allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus.*
24. *Natural features shall be inventoried and protected as much as possible within new development plans.*

IMPLEMENTATION PLAN

Overview

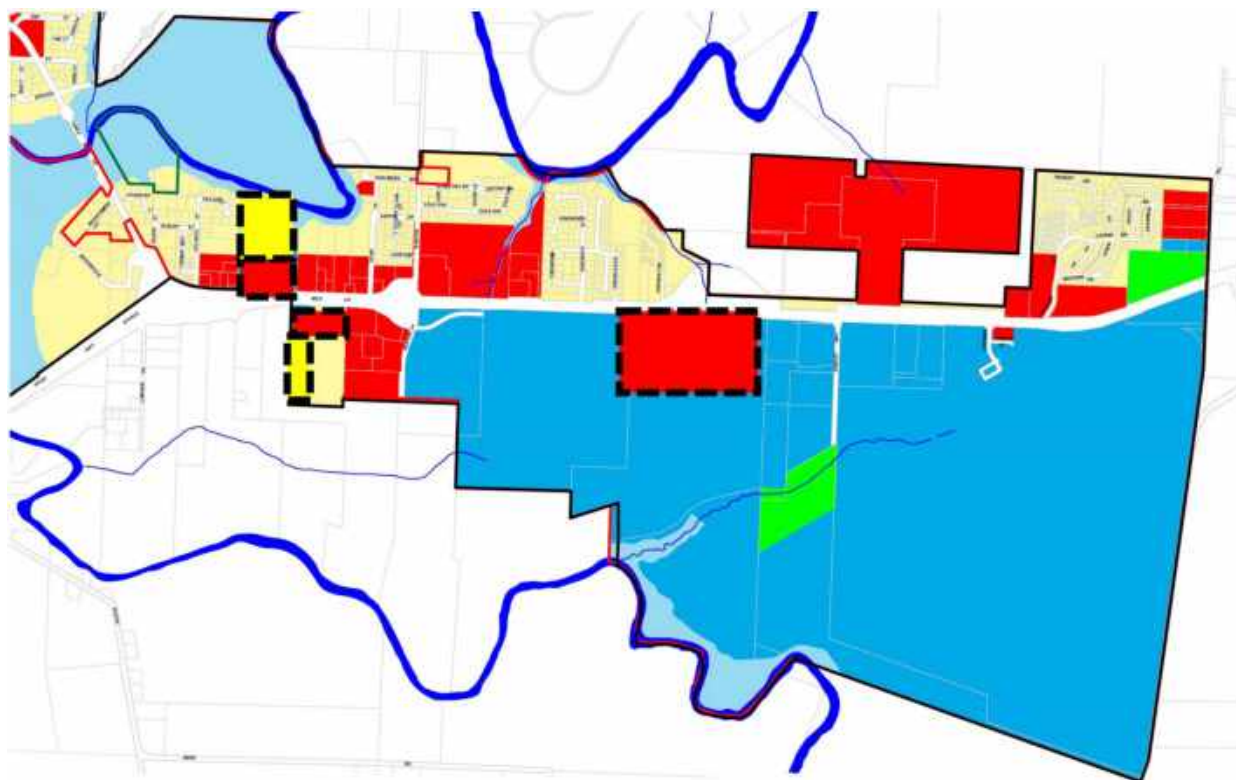
Through the development and implementation of the Three Mile Lane Area Plan, McMinnville has the opportunity to establish land use and transportation policy for the area and set standards and guidelines that will help the community realize the vision for this area. The Area Plan will be adopted as an element of the City's Comprehensive Plan to guide future land use, transportation improvements, and development decisions. This plan will be implemented through the City's Master Plans, Zoning Ordinance, Municipal Code, and the Three Mile Lane Planned Development Overlay. This section details the recommended modifications to the City's Comprehensive Plan and the Planned Development Overlay Ordinance.

Comprehensive Plan Amendments

Comprehensive Plan Map

In addition to the Three Mile Lane Area Plan being adopted as an element of the Comprehensive Plan, a map amendment will be a necessary implementation action. As described in the previous section, the Area Plan envisions land uses that are different than what is currently planned for on the City's Comprehensive Plan map. To allow for the area to develop consistent with the vision for the Three Mile Lane Area, the City will need to change the Comprehensive Plan Land Use Map in the areas indicated by the dashed black line in Figure 20.

Figure 20. Comprehensive Plan Map Amendments



The predominant change is from an Industrial designation to a Commercial designation for approximately 40 – 60 acres south of OR 18 (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain). The other change south of the highway, west of Norton Lane, is from Industrial to Commercial and Residential. The Industrial Comprehensive Plan amendment on the northern side shown in Figure 20, entails proposed Commercial and Residential Comprehensive Plan redesignations

Policies

Policies in the Three Mile Lane Area Plan are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of the Area Plan. The policies were developed to implement the Three Mile Lane Area Plan goals and describe how Great Neighborhood Principals are expected to be expressed in the future growth and development of the Three Mile Lane Area.

Transportation System Plan

To support the changes represented in the preferred land use option and the facility design for OR 18 there will need to be key improvements to the transportation system. The City of McMinnville's 2010 Transportation System Plan will need to be updated to capture these improvements. Complete Street design will require changes to City street standards in the TSP as well as the Zoning Ordinance. Modifications are noted in Table 1 and include an increase in sidewalk widths and planter strip widths along residential streets. To enhance cyclists' comfort, the revised standards require buffered bike lanes (or cycle tracks) on collector streets and sharrow markings for shared lanes on local residential streets.

Table 1: Complete Street Standards

| | Major Collector Existing Standards | Notes | Local Residential Existing Standards | Notes |
|-------------------------------------|-------------------------------------|--|--------------------------------------|---|
| Right-of-Way | 74' | Increase to 80' | 50' | Increase to 58' |
| Speed | 25-30 mph | | 15-25 mph | |
| Maximum Average Daily Traffic (ADT) | 16,000 | | 1,200 | |
| Adjacent Land Use Intensity | Medium | | Low | |
| Sidewalks | 5' residential 10-12' commercial | 6' | 5' | Increase to 6' |
| Planter Strips | 6' residential N/A commercial | 8' | 5' | Increase to 6' |
| Curb-to-Curb Street Width | 44' | Suggest 50' | 28' | |
| On-Street Parking Two Sides | N/A | | yes | Switch to one side parking if travelway too narrow... see below |
| Bike Facility | 2 lanes (5') | Change to 8' buffered bike lanes (or cycle tracks) | Shared Lane | OK, with sharrow markings |
| Median / Center Turn Lane | 12' | | None | |
| Travel Lane Width | 2 lanes (11') | | See street width | |

Project phasing, costs, and design standards related to implementing the preferred OR 18 improvements will also need to be reflected in the updated TSP, consistent with what is shown in Table 2.

Table 2: OR 18 Improvements – Planning-Level Cost Estimates and Phasing

| Phase | Description | Notes | Low Cost 2021 (millions) | High Cost 2021 (millions) |
|---|---|-------|--------------------------------|---------------------------------|
| 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 |

Notes:

- [1] Subject to coordination and approval between City of McMinnville and Chemeketa Community College.
- [2] Subject to private development access needs.
- [3] Including general cost items of demolition, pavement, curb, sidewalk, signing and striping, drainage and landscaping, and new traffic signal or roundabout at junction of OR 18 eastbound ramps and Stratus Avenue.

These cost estimates are for planning purposes only and are subject to refinement during concept development and preliminary engineering. Neither ODOT, City of McMinnville or private development roles and responsibilities in funding these projects have been identified.

The cost estimates for the recommended projects in Table 2 are for planning purposes only and are subject to refinement during concept development and preliminary engineering. Identifying ODOT, City of McMinnville or private development roles and responsibilities in funding these projects have not been identified. Redesigning and retrofitting streets, highways and land use with new, multimodal transportation infrastructure sometimes requires taking exception to design standards so that new projects fit within existing rights-of-way, natural and built environmental constraints. As the concepts identified in the Plan are taken forward into preliminary engineering and final design, there will likely be the need to examine exceptions to roadway and junction design standards. Table 3 summarizes those projects identified in the Area Plan that may require design exceptions.

Table 3: OR 18 Improvements – Design Phase Issues

| Recommended Plan Project | Constraints | Design Standard Issues or Possible Exceptions |
|--|---|--|
| Reconstruct OR 18/ Three Mile Lane Interchange | Proximity of Yamhill River Bridge, Cumulus Avenue/Nehemiah Lane intersection, OR 18 eastbound off-ramp junction, and UGB boundary (current alignment of Stratus Avenue) | Junction spacing and traffic control at: <ul style="list-style-type: none"> • Three Mile Lane • OR 18 Westbound Off-Ramp at Three Mile Lane • OR 18 Eastbound Off-ramp at Three Mile Lane/ Stratus Avenue |
| New Roundabout at OR 18 and Cirrus Avenue | Standard two-lane roundabout likely requires additional rights-of-way. OR 18 posted and design speeds entering McMinnville UGB. | Roundabout geometric design treatments to: <ul style="list-style-type: none"> • Reduce approaching vehicle speeds and accommodate multi-axle trucks on OR 18 • Accommodate bicycle and pedestrian traffic |
| Re-purposing Cumulus and Stratus Avenues with two-way cycle tracks | Limited street rights-of-way and need to accommodate future bus stops amenities. | Two-way cycle tracks are not currently incorporated in the City's design standards. Reference ODOT Blueprint for Urban Design, AASHTO and NACTO for design guidance. |

The designation of OR 18 as a freight route on the State Highway Freight System also has implications for roadway design and mobility standards. Oregon statute states that the Oregon Transportation Commission may not permanently reduce the “vehicle-carrying capacity” of an identified freight route unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.² The design of proposed improvements on OR 18 will need to be closely coordinated with ODOT, including the Mobility Services Team

² Oregon Revised Statute 366.215, https://www.oregonlegislature.gov/bills_laws/ors/ors366.html . In the context of this statute, “vehicle-carrying capacity” refers to the vertical and horizontal clearance of a highway section that can physically carry motor vehicles.

whose responsibility is to invite statewide transportation stakeholders to participate in required Stakeholder Forums considering improvements that may impact vehicle-carrying capacity on a freight route.³

Zoning Ordinance Amendments

This planning effort included a land use evaluation (see Appendix D) which considered the adequacy of existing policies and development regulations in implementing the Preferred Alternative. Specifically, the analysis considered the design features desired for future development in the Three Mile Lane Area and determined whether existing zoning and development ordinances would enable or require these features. The results of this analysis and recommended modifications to development requirements are summarized below. Model text amendments to update City ordinances are found in Appendix E.

Regulatory Framework

Land use and development in the Three Mile Lane area is regulated by the City's Zoning Ordinance and the Three Mile Lane Planned Development Overlay. The Zoning Ordinance governs uses, density, and dimensional requirements for zoning districts in the area, as well as site design and permitting requirements. The Planned Development Overlay contains requirements specific to the Three Mile Lane area that either modify or add to underlying zoning standards.

No changes to existing zoning designations are proposed with the Area Plan. Changes to the underlying Comprehensive Plan are recommended (see Figure 20), and will allow for property owners to initiate rezoning in these key areas over time. Also, no changes related to the type of development subject to a land use review process within the Three Mile Lane area are proposed. The following requirements will continue to apply:

- **Development Approval.** The review and approval process for land use applications is through Three Mile Lane Design Review, Director's Review with Notification.
- **Zone changes.** Zone changes within the Three Mile Lane Planned Development Overlay area are evaluated using Planned Development Overlay standards and procedures and approved by Planning Commission.
- **Industrial Campus/M-L Zoning.** Proposed Industrial uses in the M-L zone must be approved by the Planning Commission, after evaluating impacts such as noise, traffic generation, air and water pollution, and appearance.
- **Commercial Zoning.** New commercial structures larger than 25,000 square feet of gross floor area require Director approval through Large Format Commercial Design Review.
- **Signage.** Signage in areas designated commercial and industrial require approval by the Three Mile Lane Design Review Committee, after evaluating compatibility and design elements such as color, material, size, form, and relationship to site and building design.

³ For more information about the process and ORS 366.215 requirements see https://www.oregon.gov/ODOT/Planning/Documents/ORS_366.215_Implementation_Guidance.pdf .

Future development proposals ~~can~~**shall** address the special urban design elements described in this Area Plan - specifically in the mixed-use **neighborhoods**, ~~and~~ retail center, and innovation campus areas - through the planned development approval process (Chapter 17.51 Planned Development Overlay).⁴ **This shall be a requirement of future development on those sites to ensure compliance with this Plan’s policies and guiding principles.**

To ensure that future development in this area reflects the City’s vision for the Three Mile Lane area, after adopting this Plan, the City should work towards implementing the guiding principles and policies in this Plan in the regulatory framework of the City’s comprehensive plan and zoning ordinance. .

Table 4 lists recommended changes to development requirements that will strengthen the City’s current Zoning Ordinance provisions and that, when implemented, will better reflect the future development outcomes envisioned for the Three Mile Lane Area. The table lists the policies describing desired features and outcomes and where modifications to existing requirements or specific actions are needed. Some proposed recommendation items from the earlier analysis have not had a robust community conversation or require additional study or analysis. These items are noted as recommended future action items for the City to consider.

Within the recommendations in the Overlay Amendment column in Table 4 there is a further distinction between requirements that should be applicable to all development in the Three Mile Lane Area and requirements that are more appropriate for larger, planned developments.

After adopting this Plan, the City should work towards implementing the guiding principles and policies in this Plan in the regulatory framework of the City’s comprehensive plan and zoning ordinance.

Table 4: Implementation Recommendations

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|---------------------------|
| 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 | |

⁴ Today, development proposals within the Three Mile Lane Planned Development Overlay do not have to go through a planned development process and the City cannot require a master plan. Master plans are defined in the Zoning Ordinance as the “maps, illustrations and supported text associated with a planned development which conveys the approved uses for the site along with any associated conditions, phasing schedules and other agreements.”

| | | |
|--|---|--|
| | <p>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>Require Mixed-Use and Commercial, proposals over [5] 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> <p>Housing development shall be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code.</p> | |
| <p>2. Public improvements and private development shall strive to protect tree groves and mature individual trees.</p> | | <p>Identify tree groves and tree types to be protected and designate as significant or historic trees.</p> |
| <p>3. Riparian corridors and adjacent native landscapes shall be protected.</p> | <p>Require mapping and protection of stream corridors and re-vegetation with native plantings.</p> | |
| <p>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.</p> | <p>Require viewshed analysis as part of Design Review.</p> | |
| <p>5. Enhancing connections to existing trails and open space,</p> | <p>Require connection to the proposed trail, trail right-of-way dedication,</p> | |

| | | |
|---|---|---|
| <p>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.</p> | <p>and trail construction as part of Design Review/development approval.</p> | |
| <p>6. New gathering spaces will be designed to incorporate natural areas and views.</p> | <p>When proposed as part of a Planned Development master plan, require gathering spaces to be designed to incorporate natural areas and views as a condition of approval.</p> | |
| <p>7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy</p> | <p>Require native landscaping and plantings of all development through Design Review.</p> | <p>Develop and define approved planting list and approved tree list.</p> |
| <p>8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.</p> | <p>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 (§17.56.05 O.C.2).</p> | |
| <p>9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.</p> | <p>Require transportation improvements consistent with the Area Plan through Design Review.</p> | |
| <p>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.</p> | <p>Require transportation improvements consistent with the Area Plan through Design Review.</p> | |
| <p>11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.</p> | <p>Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses</p> | <p>Additional guidelines or standards are related to façade treatments. 17.56.050 Development Standards</p> |

| | | |
|---|---|---|
| <p>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.</p> | <p>Require as part of Design Review:</p> <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. | <p>Additional guidelines or standards related to facade treatments</p> |
| <p>13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.</p> | <p>Require as part of Design Review:</p> <ul style="list-style-type: none"> New requirements for building orientation (set-to, building orientation). Additional guidelines or standards related to facade 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). | |
| <p>14. Encourage mixed-use development where feasible.</p> | | <p>Consider additional guidelines or requirements for the Mixed-Use area.</p> |
| <p>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.</p> | <p>Require landscaping proposed as part of a Planned Development master plan to demonstrate how it reflects existing patterns.</p> | |

| | | |
|---|---|---|
| <p>16. New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.</p> | <p>Buffer/ perimeter requirements for new non-residential development adjacent to a dissimilar use.</p> | <p>Determine if specific buffering requirements are needed for proposed development abutting land zoned exclusive farm use.</p> |
| <p>17. Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.</p> | | <p>Develop design guidelines or architectural standards.</p> |
| <p>18. Encourage a diversity of future housing forms, types, and design that respect the current character of the area.</p> | <p>Buffer/ perimeter requirements for new non-residential development adjacent to a dissimilar use.</p> | <p>Evaluate Zoning Ordinance to ensure there are clear and objective design standards for new residential development</p> |
| <p>19. Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.</p> | <p>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</p> | <p>Develop design guidelines to cohesive visual character along the corridor.</p> |
| <p>20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).</p> | | <p>Develop design guidelines or architectural standards.</p> |
| <p>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.</p> | <p>Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.</p> | <p>Develop additional design guidelines or standards related to façade treatments; define acceptable color palate.</p> |
| <p>22. Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.</p> | | <p>Meet with public safety partners to assess needs in the Three Mile Lane Area and ensure that future master planning addresses needs.</p> |

| | | |
|---|---|---|
| <p>23. Ensure that no incompatible heavy industrial uses are allowed along Highway 18 or as part of the Innovation Campus.</p> | | <p>Rezone M2 land to M1 land.</p> |
| <p>24. Natural features shall be inventoried and protected as much as possible in development plans.</p> | <p>Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition.</p> | <p>Define natural features that need to be inventoried.</p> |

NEXT STEPS

Incorporate Three Mile Lane Area Plan Findings

Both the City of McMinnville and Oregon Department of Transportation (ODOT) will consider actions to implement key findings of the Three Mile Lane Area Plan as part of their transportation and land use (city) plans as follows:

Joint City/ODOT Project Development

1. OR 18 / Cirrus Avenue Junction

Future project development, development driven or otherwise, will likely require the City, State, and developer to coordinate project concept development, investigate rights-of-way requirements, and begin preliminary design of new junction traffic control (roundabout or traffic signal) at the intersection of OR 18 and Cirrus Avenue. Project includes closing Laurel Lane, Loop Road, and the RV sales private driveway and consolidating these accesses to the OR 18/Cirrus Avenue intersection via a new frontage road constructed along the north side of OR 18. Project development will require specific coordination with the State Traffic Engineer and the Mobility Advisory Committee. An intergovernmental agreement and memorandum of agreement may be used to formalize this coordinated effort.

Project Purpose and Need: Resolve highway safety problem at OR 18/Loop Road (see Appendix A) and revise local access to Cirrus Avenue (city/public street) and removal of private driveways in accordance with Oregon Highway Plan Access Management and Spacing standards, adopted as Appendix to the McMinnville Transportation Systems Plan (2010).

City of McMinnville

1. Update the Comprehensive Plan Land Use Map to reflect proposed land uses in the Three Mile Lane Area Plan.
2. Adopt an Ordinance amending Ordinance 4131 (Three Mile Lane Planned Development Overlay) and Ordinance 5472 (Three Mile Lane Amendment) by adding new sections that reflect the implementation recommendations of the Three Mile Lane Area Plan.

3. Update the 2010 Transportation System Plan to adopt city and state highway improvements projects identified in the Area Plan.
4. Revise and update the Transportation Systems Development Charge to incorporate transportation capacity improvements that serve new development needs as identified in the Area Plan.
5. Review and administer site plan proposals, zone change and/or comprehensive plan change applications within the Area Plan area seeking landowner and/or developer cooperation in reserving rights-of-way for the OR 18 / Cumulus Avenue interchange. *Note that this is not an identified capacity improvement requirement within the current (2021-2041) 20-year planning horizon.*
6. Amend the UGB agreement with Yamhill County.
7. Consider needed refinements to other City Capital Improvement Plans and amend and adopt City Master Plan updates as needed to support future growth in the Three Mile Lane Area.

ODOT

1. Consider the adoption of the 3MLAP as a Facility Plan.
2. Coordinate with the City of McMinnville to identify funding (City, State, and developer), and carry out design and re-construction of the OR 18/Three Mile Lane interchange as identified in the 3MLAP.

Planning Guidance - Post 20-Year Planning Horizon

The City of McMinnville and ODOT will continue to coordinate and monitor land development proposals in the 3MLAP area and evaluate OR 18 traffic trends to determine when the full interchange, as identified in the 1997 OR 18 Corridor Refinement Plan and McMinnville's current TSP, or additional interim traffic capacity improvements are needed at the junction of OR 18 and Cumulus Avenue.

The 1997 OR 18 Corridor Refinement Plan indicates closure of the Norton Lane crossing of OR 18 with no additional OR 18 crossings. Minimum pedestrian highway crossing spacing guidelines outlined in Oregon's Blueprint for Urban Design will be administered as part of any future OR 18/Cumulus Avenue interchange project development.

OR-18/Cumulus Avenue – Potential Interim Capacity Improvements

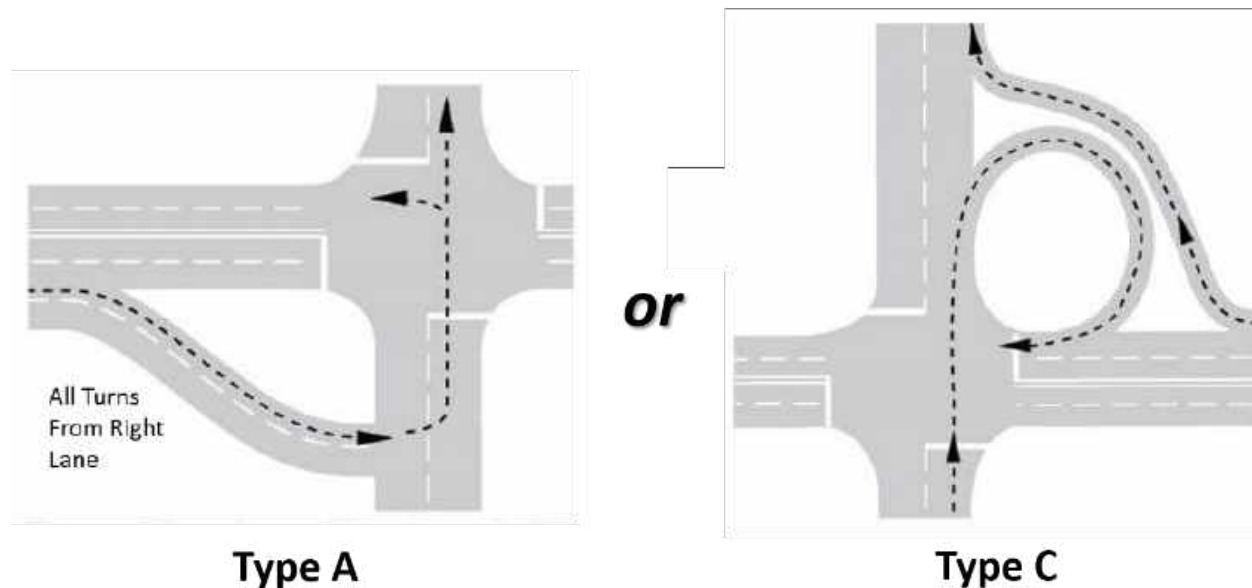
In the drafting of facility design options, the 3MLAP identified a potential need for interim capacity improvements in the form of "jug handles" at the intersection of OR 18 at Cumulus Avenue. The analysis of future traffic operations later indicated that the existing traffic signal at OR 18/Cumulus Avenue will accommodate year 2041 traffic demand without need for additional, vehicle capacity-increasing capital improvements. "Jug Handles" should be considered as a future phase improvement if warranted by mobility standards.

At such a time when the traffic signal can no longer accommodate future traffic and operate within the mobility targets of the OHP, ODOT and the City will require further assessment of potential intersection capacity improvements.

An intersection control evaluation will be needed to determine the final configuration of this intersection, should the existing configuration, jug-handle, or a roundabout improvement be best suited. Final design to be determined through a refinement or project development effort should assess the above-noted considerations.

Any reconfiguration of the intersection traffic control design will need to consider existing traffic patterns and user compliance, as well as the feasibility to operate safely and efficiently with the recommended frontage roads identified in the 3MLAP. Figure 1. Sample Jug Handle Concept Options

Figure 21. Jug Handle Concepts



Source: New Jersey Department of Transportation

Future Bicycle/Pedestrian Overpass Consideration

OR-18/Norton Avenue – Potential Bicycle / Pedestrian Overpass

In the adoption process of the 3MLAP, the City identified a future potential need for a bicycle/pedestrian overpass at OR 18/Norton Avenue to facilitate a separated bicycle and pedestrian crossing opportunity. This was not calculated as a need by the 3MLAP transportation analysis.

The City should continue to evaluate the bicycle and pedestrian movements from north to south at this intersection for mobility and safety, and explore opportunities to fund and implement this improvement proactively if determined to be warranted by the community.

ORDINANCE NO. 5126

AN ORDINANCE ADOPTING THE THREE MILE LANE AREA PLAN AND ITS APPENDICES AS A SUPPLEMENTAL DOCUMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN AND AMENDING THE MCMINNVILLE COMPREHENSIVE PLAN, VOLUME II, CHAPTER VI, TRANSPORTATION SYSTEM, TO ADD A PROPOSAL.

RECITALS:

WHEREAS, on June 8, 2017, the City of McMinnville applied for a Transportation and Growth Management grant for a Three Mile Lane Area Plan; and

WHEREAS, on August 17, 2017, the City of McMinnville received a letter from the Transportation and Growth Management Program indicating that the grant had been awarded for the Three Mile Lane Area Plan; and

WHEREAS, from 2018 – 2021, a Three Mile Lane Area Plan project advisory committee worked with a consultant, the Oregon Department of Transportation and city staff on the development of a Three Mile Lane Area Plan for the city to consider; and

WHEREAS, after several public open houses, focus groups, design charrettes and surveys, the citizens of McMinnville developed a Three Mile Lane Area Plan that addresses McMinnville’s future needs for affordable housing, high density jobs, and additional commercial amenities in a 1,340 **acre** area of McMinnville commonly known as the Three Mile Lane Area; and

WHEREAS, on March 17, 2022, after hosting a public hearing the Planning Commission voted to recommend the adoption of the Three Mile Lane Area Plan as a supplemental document to the McMinnville Comprehensive Plan; and

WHEREAS, the McMinnville City Council after hosting three evenings of public testimony elected to close the City Council on July 26, 2022, and deliberated about the merits of the Three Mile Lane Area Plan on September 13, 2022;

NOW, THEREFORE, THE COMMON COUNCIL FOR THE CITY OF MCMINNVILLE ORDAINS AS FOLLOWS:

1. That the Three Mile Lane Area Plan and Appendices are adopted as a supplemental document to the McMinnville Comprehensive Plan as provided in Exhibit A; and
2. That the McMinnville Comprehensive Plan, Chapter VI, “Transportation System” is amended per Exhibit B; and
3. That the Council adopts the Findings of Fact and Conclusory Findings as documented in Exhibit C; and
3. This Ordinance will take effect 30 days after passage by the City Council.

Passed by the McMinnville City Council this 8th day of November, 2022 by the following votes:

Ayes: _____

Nays: _____

MAYOR

Approved as to form:

Attest:

City Attorney

City Recorder

EXHIBITS:

- A. Three Mile Lane Area Plan, November 8, 2022 and Appendices
- B. Amendment to Chapter VI, Transportation System Plan, McMinnville Comprehensive Plan
- C. Findings for the Three Mile Lane Area Plan

City of McMinnville



Three Mile Lane Area Plan November 8, 2022 - FINAL

Citizen Advisory Committee:

| | |
|---|--|
| Planning Commission | <i>Lori Schanche</i> |
| City Council | <i>Zach Geary Scott Hill Wendy Stassens</i> |
| Representatives of Property and Business Owners in the Study Area | <i>Robert Banagay Paul Davis Danielle Hoffman Peter Hoffstetter Kit Johnston Stewart Kircher Chris Norville Alan Roodhouse Chris Shelby Mary Stern</i> |
| Partner Agencies | <i>Scott Cooper – MEDP Kitri McGuire – Visit McMinnville Gioia Goodrum – McMinnville Chamber of Commerce</i> |
| Community Stakeholders | <i>Courtney Cunningham Ken Denier Alan Fox Phil Frischmuth David Hayes Galen McBee</i> |

Technical Advisory Committee:

| | |
|-----------------------------|--|
| Planning Staff | <i>Heather Richards Jamie Fleckenstein Chuck Darnell Tom Schauer Adam Tate</i> |
| Engineering Staff | <i>Mike Bisset</i> |
| Parks and Recreation Staff | <i>Susan Muir</i> |
| McMinnville Water and Light | <i>John Dietz</i> |
| ODOT | <i>Michael Duncan Dan Fricke Keith Blair Dorothy Upton Jenna Berman Kristie Gladhill</i> |
| DLCD | <i>Angela Carnahan</i> |
| YCTA | <i>Cynthia Thompson</i> |

Consultant Team:
*Angelo Planning Group
 David Evans and Associates, Inc.
 Leland Consulting Group
 Walker Macy*

McMinnville Three Mile Lane Area Plan

Contents

Introduction5

 Planning Process 5

Area Description6

 Neighborhoods 7

 Industrial 8

 Amenities and Attractions 9

 Zoning..... 9

 Transportation 11

 Natural Features 12

 Economy..... 12

Community Vision and goals16

 Three Mile Lane Vision and Goals..... 16

 Great Neighborhood Principles 17

The Three Mile Lane Area Plan19

 Land Use Summary 19

 Urban Design Elements..... 23

 Mixed-use Area 23

 Tourist Commercial..... 25

 Health Care Area 25

 Retail Center/Innovation Campus..... 26

 Transportation 30

 Preferred Facility Design 32

 Multimodal Plan..... 34

 Policies 37

Implementation Plan39

 Overview 39

 Comprehensive Plan Amendments..... 39

 Comprehensive Plan Map..... 39

 Policies 40

 Transportation System Plan..... 40

Zoning Ordinance Amendments 44

 Regulatory Framework..... 44

Next Steps 50

 Incorporate Three Mile Lane Area Plan Findings..... 50

 Planning Guidance - Post 20-Year Planning Horizon 52

 Future Bicycle/Pedestrian Overpass Consideration 53

This Project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America’s Surface Transportation Act (“FAST-Act”), local government, and State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

INTRODUCTION

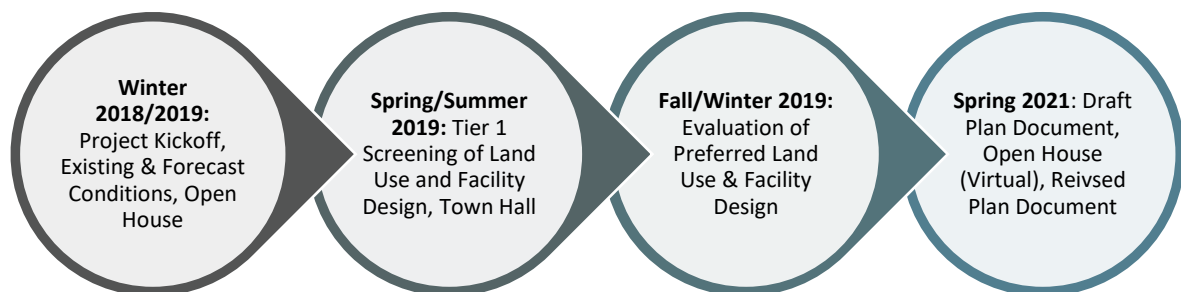
The Three Mile Lane area is a unique district in the southeast portion of the City of McMinnville. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. The Three Mile Lane Area Plan is intended to create an implementable vision for the area's future land uses and multi-modal transportation system.

As an Area Plan, the Three Mile Lane Area Plan shall serve as a guiding document for land uses and public facilities in the delineated area of this plan. Specific standards for development will be identified in McMinnville's Master Plans and Municipal Code.

Planning Process

The project began in Fall 2018, with an overarching objective of creating a plan that integrates land uses and a multimodal transportation system that serves both local and state transportation needs and provides active connectivity within the plan area as well as to the City's downtown core. The process of developing the Three Mile Lane Area Plan has been guided by the community at many points, including:

- Three Focus Group meetings
- Three Citizen Advisory Committee meetings
- Citizen Advisory Committee Design Charrette
- Property Owners Work Session & Case Studies
- Three Technical Advisory Committee meetings
- Two Community Open Houses
- A Town Hall Meeting



AREA DESCRIPTION

The Three Mile Lane area is shown in **Error! Reference source not found.** It contains roughly 1,340 acres in total with a wide range of existing uses, including the McMinnville Municipal Airport, Evergreen Aviation and Space Museum, the Chemeketa Community College (CCC) Yamhill Valley campus, Willamette Valley Medical Center, and existing residential neighborhoods. Along with these existing uses, the area contains a significant amount of vacant land within the City’s Urban Growth Boundary (UGB). This Area Plan is intended to guide growth in a way that is consistent with the McMinnville community’s desires and coordinated with the City’s other planning efforts.

Figure 1. Study Area Context

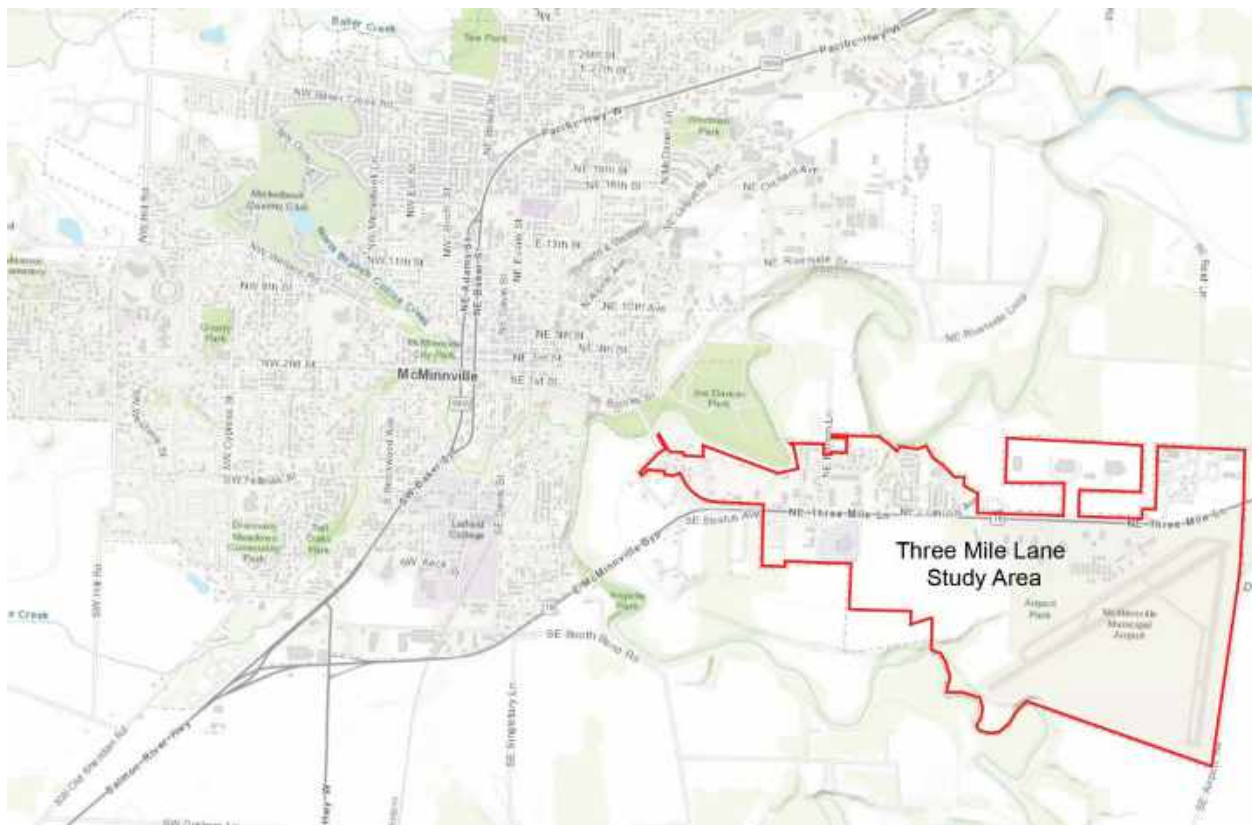


Figure 2. Study Area



Neighborhoods

The existing neighborhoods in the area include the land south of the Yamhill River Bridge, which connects the study area to downtown McMinnville; the Evergreen Mobile Home Park and Olde Stone Village manufactured homes/RV park; and apartments and senior living communities north of Cumulus Avenue.

Within the residential and commercial areas on the north side of Three Mile Lane there are opportunities for new mixed-use development, creating varied, diverse, complete neighborhoods that provide different types of housing, access to green space, and connections to walkable services. A key element will be the integration of complete streets; those that prioritize safe walking and biking for people of different ages and allow travel between homes, jobs, services, and recreation.

Existing Residential Neighborhoods



Industrial

There are over 200 acres of vacant land in the Three Mile Lane area that are largely served by existing infrastructure and zoned for industrial uses. Most of this vacant land is found in a few large parcels, which could be ideal for large-scale and cohesive planned development.



Amenities and Attractions

Amenities and attractions in the area include the airport; Evergreen Space & Aviation Museum, water park, and event center; and the Yamhill River. The Three Mile Lane area is also host to several large employers, including medical centers and clinics, and industrial and office sites. These amenities and attractors serve McMinnville residents as well as tourists from outside the city. For nearby residents, safe and convenient connections to amenities will be key as the area develops, as will creating the opportunity for new amenities that serve daily needs and fuel economic development. There is a clear opportunity to provide a formal welcome to McMinnville as a marked destination with a distinct personality.



Zoning

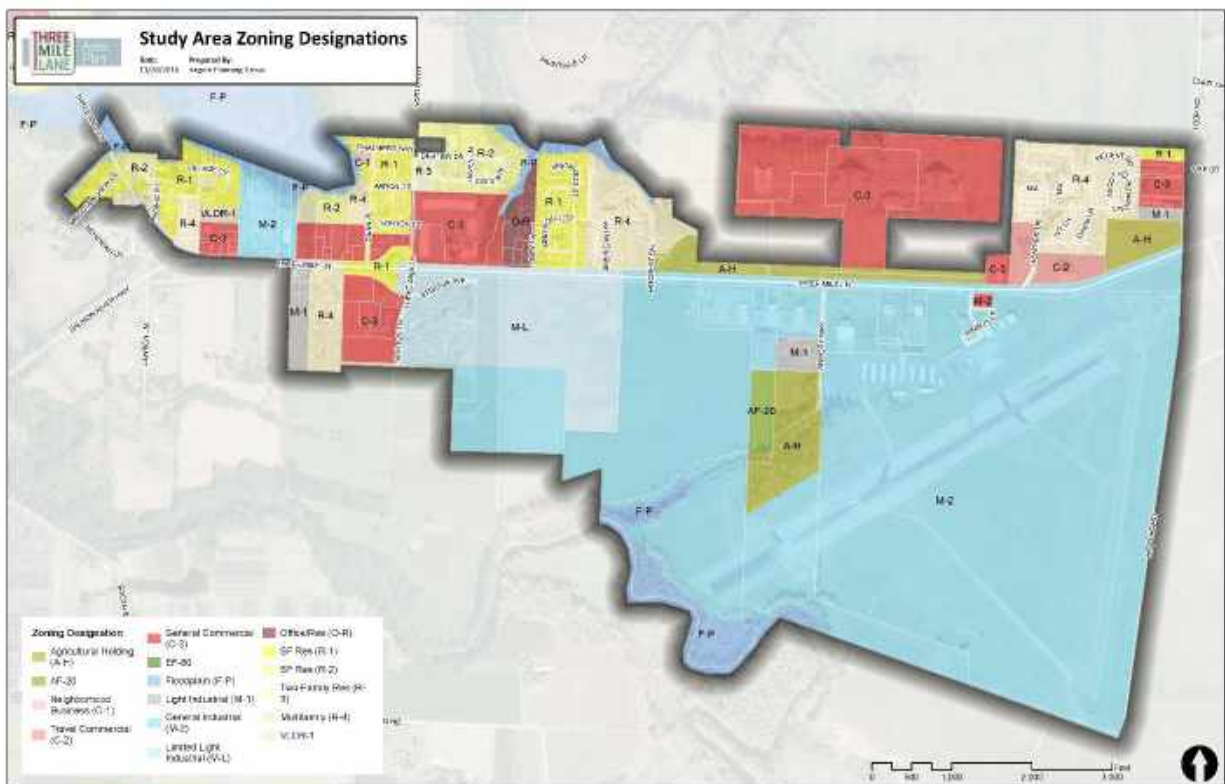
The Three Mile Lane area contains land in several zoning designations shown in Figure 3, as follows:

- **Industrial.** M-L provides for industries with limited external impact in an attractive setting; M-1 is for industrial uses that require buffering from other uses and environmentally sensitive areas, it includes a wide range of industrial uses; M-2 allows all uses in M-L and M-1, but also allows general manufacturing and airports as well as “leisure time activities” as conditional uses.
- **Residential** R-1 is low density, single family residential; R-2 single family with a slightly higher density; R-3 allows two-family dwellings throughout the zone; R-4 allows multi-family dwellings and condos.
- **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.

- **Agricultural Holding.** 49 acres held to provide for the continued practice of agriculture. Permitted uses are limited to farming, single-family dwellings, and sewage pump stations. Parks are allowed as conditional uses.
- **The Three Mile Lane Planned Development Overlay** covers the entirety of the study area. The overlay district was adopted in 1981 (Ordinance No. 4131) and amended in 1994 (Ordinance No. 4572). As stated in the original ordinance, the overlay was established to ensure high quality design, compatibility of living and working environments, provision of open spaces and parks, and buffering of residential uses from the highway. The 1994 amendments were adopted to replace outdated policies, as well as to regulate commercial signage along the Three Mile Lane corridor. The overlay ordinance outlines a number of policies related to the development of properties in the Three Mile Lane area, including provisions for setbacks, access, landscaping and buffering, and desired housing types. The ordinance also outlines a set of detailed provisions related to commercial signage. While the Three Mile Lane Planned Development Overlay regulates certain aspects of development within the study area (highway setbacks, access, signage, etc.), development in this area is largely regulated by the underlying base zones.

Appendix B contains a detailed evaluation of the existing zoning within the study area.

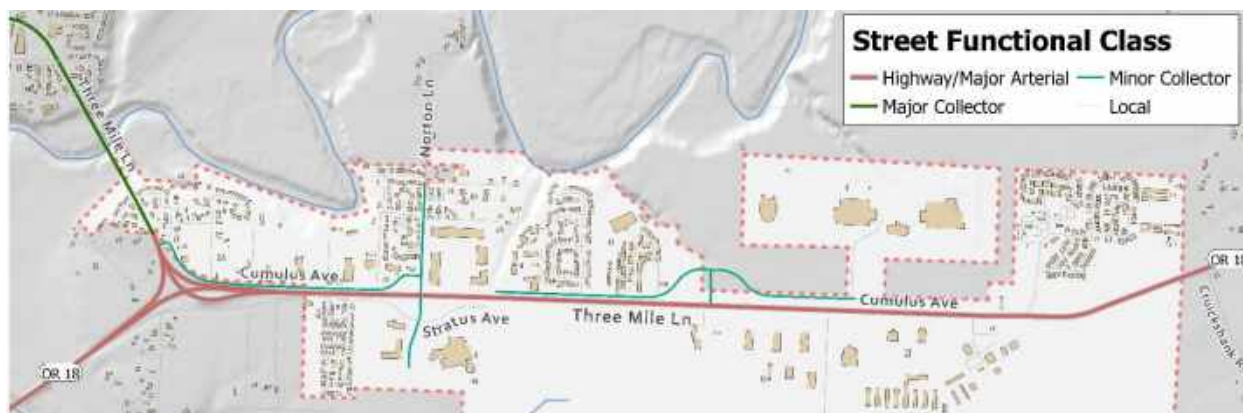
Figure 3. Three Mile Lane Area Zoning Designations



Transportation

The existing street network in the Three Mile Lane area includes Three Mile Lane (OR 18), minor collectors Cumulus Ave and Norton Lane, and a network of local streets that are not well connected.

Figure 4. *Street Network Functional Classification*



Vehicular Traffic. There are operational deficiencies at the two intersections at the ends of the study area: Three Mile Lane at First Street, and OR 18 at Cruickshank Road. The two major signalized intersections on OR 18 at Norton Lane and Cumulus currently operate well within the mobility targets outlined in the Oregon Highway Plan. There is a notable crash history at the intersection of OR 18 and Cruickshank Road. Though it is not within the city limits and city jurisdiction, this intersection is a logical location to consider in this planning effort relative to safety mitigation and opportunity for potential gateway streetscape improvements.

Transit. The Yamhill County Transit Authority (YCTA) provides limited (hourly) service in the study area on Route 2, with direct links to downtown McMinnville and the city Transit Center. If and when YCTA service increases to a 30-minute frequency, future transit access will improve within the Three Mile Lane area.

Bicycle Facilities. Today the area has very limited bicycle facilities, and frequently the only option available to cyclists is to ride in general purpose travel lanes. While the major streets in the area are generally flat with good pavement conditions, vehicular traffic volume is relatively high, and travel is at higher speeds (35 mph and higher). The lack of separate bike lanes, buffered bike lanes, or separated facilities contributes to a poor overall environment for cyclists seeking to travel within the study area network. Creating attractive, low-stress bicycle facilities on key routes within the study area will require examining traffic calming design adaptations and lower speed limits and implementing buffered bike lanes or separated pathways will make cycling more attractive and safer.

Pedestrian Facilities. Many of the key existing streets and intersections in the area contain essential but limited pedestrian features. Some of the sidewalks are older, but functional and the system provides a baseline, if minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge. The existing pedestrian realm lacks important features that would otherwise contribute to more safe and more inviting walking environments on Norton Lane, Cumulus Avenue, and Stratus Avenue. The original factory outlet mall development building is a barrier to more direct pedestrian and bicycle travel along Cumulus

Avenue and the crossing of Norton Lane, making it more difficult for residents east of Norton Lane to walk and cycle to McMinnville’s central city.

Natural Features

The Three Mile Lane Area is bounded to both the north and south by the South Yamhill River and its associated natural areas, including several mature tree stands with defining character. Airport Park to the south includes two loop trails that cross a small tributary stream that flows into the South Yamhill River. This park is also defined by dramatic views to Mt. Hood and Mt. Jefferson on sunny days and features several pieces of quirky concrete artwork. People living and working in the Three Mile Lane area would benefit greatly from the preservation of and connection to these natural features.



Mature Stands of Trees within the Three Mile Lane Area



Example of Nature Trail Along Sensitive Riparian Area

Economy

In 2019, McMinnville adopted an Economic Development Strategic Plan (*MAC Town 2032 – Economic Development Strategic Plan*). As stated in adopting Resolution 2019-16, the plan identifies three foundational goals and strategies that are meant to be broadly beneficial across multiple industry sectors:

1. Accelerate Growth in Living Wage Jobs Across a Balanced Array of Industry Sectors

2. Improve Systems for Economic Mobility and Inclusion
3. Maintain and Enhance our High Quality of Life

The plan also identifies five target sector goals and strategies that are intended to pursue opportunities and improve outcomes within clusters or sectors of related industries:

1. Sustain and Innovate within Traditional Industry and Advanced Manufacturing
2. Foster Opportunity in Technology and Entrepreneurship
3. Be a Leader in Hospitality and Place-Based Tourism
4. Align and Cultivate Opportunities in Craft Beverages and Food Systems
5. Proactively Assist Growth in Education, Medicine, and Other Sciences

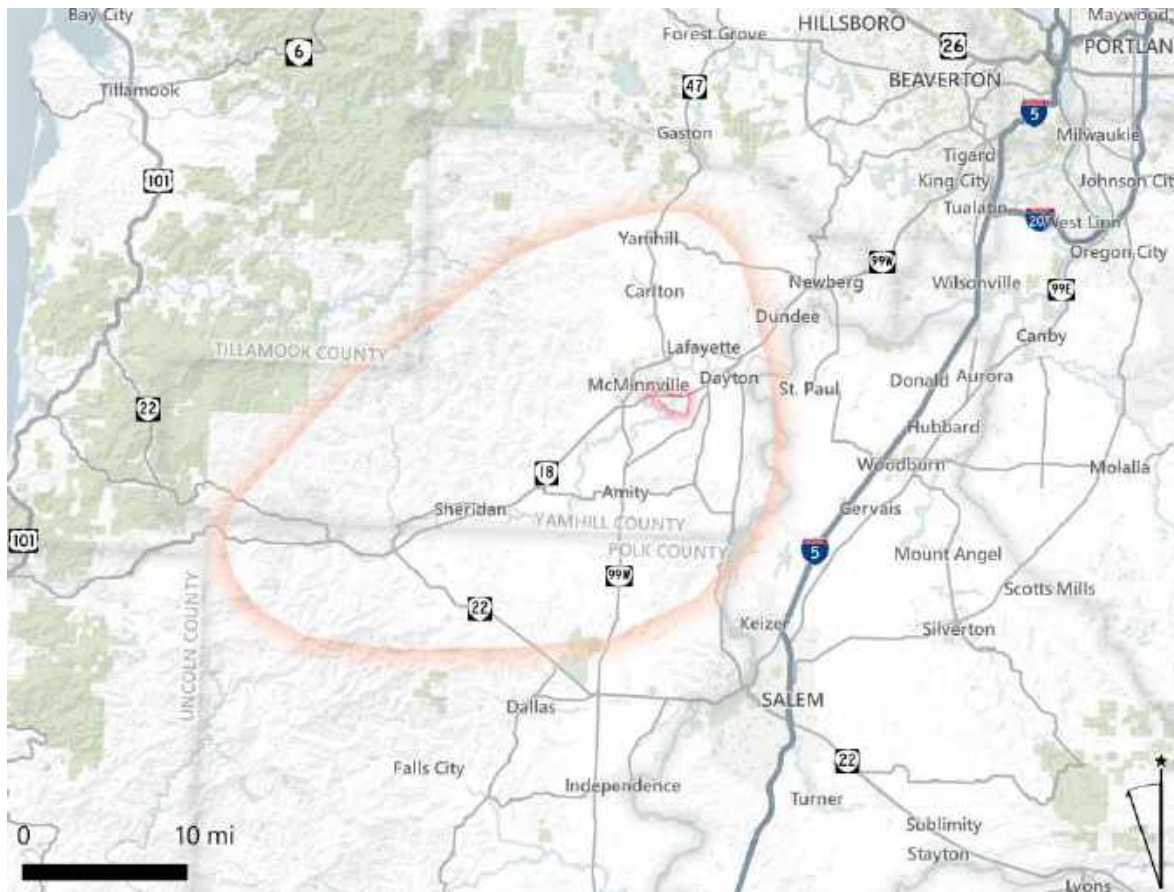
A detailed market analysis for the area was prepared and is included in Appendix B. Some of its key points are discussed below.

- **Ownership residential.** The market is strong for single-family, with high home values, household incomes, sales volumes, absorption, and construction activity. The single-family market is very tight, with strong absorption but very little inventory currently listed for sale. The quantity depends largely on the City’s vision for the area, applicable zoning, and buildable land.
- **Rental Residential.** Despite solid national development prospects and strong market area demand due to high growth, low-rise rental apartments and multiplexes are likely the primary building types feasible in the study area because of relatively weak market characteristics. Existing rents in the region are relatively low and may struggle to attract prominent multifamily developers in the region due to the continuously rising nature of construction costs. Single-family homes, multiplexes, townhomes, cottage clusters, and low-rise “garden” apartments are all residential development types that would likely be feasible in the study area in the near-term. Higher-density developments may require additional incentives or other interventions
- **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. Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.
- **Office.** The office market is relatively weak, and the absorption of significant speculative new development should not be expected. Regionally, however, projections show significant employment growth in education, healthcare, and professional and business services – all of which drive the most demand for new office construction. Opportunities

may arise because of McMinnville's high quality of life, and the Three Mile Lane Corridor's proximity to the airport and institutional users, such as healthcare and education.

- **Industrial.** Industrial users are likely to find the Three Mile Lane area an attractive location given its separation from incompatible land users (like residential), ease of access, highway location, level terrain, and proximity to the airport. The industrial market remains strong due to the growth of agriculture, food and beverage production, and manufacturing. Continued growth may generate demand in the study area, but development may negatively impact prospects for other land uses, such as lodging and multifamily due to concerns over air and noise pollution as well as truck traffic.
- **Lodging** is likely to be a significant development type over the long-term, but the area may struggle to attract hotel developers due to its existing industrial character, lack of walkable amenities, and isolation from downtown. An assessment of the opportunities to capture demand associated with the burgeoning \$7 billion wine industry in the Willamette Valley and related tourism development requires further, more nuanced analysis.
- **Tourism** is a booming industry, particularly with regard to the wine industry, increasing market pressure for the new construction of compatible uses, such as experiential retail and restaurants, lodging, and craft industrial, as well as recreational amenities, such as trails and parks, that combined help to create an authentic, vibrant place

Figure 5. Three Mile Lane Market Area



Source: TIGER, Leland Consulting Group

COMMUNITY VISION AND GOALS

An aspirational vision statement, community goals and objectives, and potential criteria to evaluate land use and transportation options for the Three Mile Lane area were developed early in the project. They were created to articulate the Three Mile Lane Area Plan's desired outcomes and help in the evaluation of options for the area. Plan objectives were further refined using McMinnville's Great Neighborhood Principals.

Three Mile Lane Vision and Goals

The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place. The following goals capture the community's desire to enhance this special area. These goals are not in any particular priority order and should all be viewed as equal goals for the study area.

GOAL 1: ECONOMIC DEVELOPMENT - Support and enhance the district's economic vitality and marketability.

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.

GOAL 2: COHESIVE LAND USE PLAN - Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

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

This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods, and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

GOAL 4: AESTHETICS AND DESIGN - Create an aesthetically pleasing gateway to the City of McMinnville

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville's intrinsic character and highlight the landscape features of the district.

GOAL 5: RESIDENTIAL QUALITY OF LIFE - Improve the district for existing and future McMinnville residents in the area.

The City of McMinnville’s Great Neighborhood Principles identifies amenities and facilities that should be present in all residential areas, including a variety of housing types, pedestrian and bicycle connectivity, preservation of scenic views and natural features, access to open space, and access to commercial necessities. This plan aims to support those Great Neighborhood Principles for residents in the study area by providing multi-modal connectivity, single-family and multi-family housing, provisions for open spaces, and commercial amenities, such as grocery stores, restaurants, and more.

Great Neighborhood Principles

In April 2019, the City of McMinnville adopted the Great Neighborhood Principles into the City’s Comprehensive Plan. Their purpose is to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These 13 principles are listed below. Under each principle are specific policies that detail how these principles are expected to be expressed in a site and context-specific way within the Three Mile Lane Area.

1. Natural Feature Preservation

- Strive to protect tree groves
- Strive to protect individual trees
- Protect riparian corridors and adjacent native landscape



2. Scenic Views

- Provide and protect views to rolling hills and volcanoes
- Provide visual and physical access to North Yamhill River
- Orient streets and open spaces to views



3. Parks and Open Spaces

- Connect to Galen McBee Airport Park
- Connect to Joe Dancer Park
- Create new gathering spaces that incorporate natural areas and views
- Plant landscapes that incorporate natives and exhibit seasonal variation



4. Pedestrian Friendly

- Provide a network of sidewalks and trails to connect people to key locations
- Incorporate shade streets with mature tree canopy

5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

- Connect to existing street grid in the Three Mile Lane area

7. *Accessibility*

- Design new development for ease of use by all ages and abilities

8. *Human Scale Design*

- Respect typical scale of commercial uses in McMinnville
- Design to reflect the micro-climate—outdoor life, porches, balconies
- Promote inclusion and interaction within the right-of-way

9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

- Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
- Consider adjacency to agricultural fields and respect this heritage through careful transitions
- Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
- Consider functional site planning of vineyard and farm complexes as conceptual model for new development

11. *Housing for Diverse Incomes and Generations*

- Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane



12. Housing Variety

- Respect existing variety of housing types in Three Mile Lane and ensure diversity of design for future housing

13. Unique and Integrated Design Elements

- Ensure visibility from highway; Welcome to McMinnville
- Make functions of sites visible (airplanes, winemaking); continue expression of industry/making where applicable
- Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
- Consider local and/or sustainable materials for cladding and building structure (timber, corrugated steel cladding, red brick)
- Use vibrant color



THE THREE MILE LANE AREA PLAN

This section describes the land use, urban design, and transportation elements that will guide future development and planning decisions in the Three Mile Lane Area. These elements are part of the “Preferred Alternative,” arrived at through conversation with the community at several online and in-person open houses and refined by City staff and stakeholders. The Area Plan’s combination of desired uses and transportation connections achieves the community’s vision and goals while uniquely realizing the City’s Great Neighborhood Principles.

Land Use Summary

The Three Mile Lane Area Plan’s land uses are shown in Figure 6. The defining characteristics south of the highway include a mixed-use high-density residential neighborhood with neighborhood serving commercial amenities west of the hospital, a large (40 - 60-acres (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain)) area envisioned as a future retail center (“Mixed-Use Town Center”), and a large (140 – 160 acres) site for a potential corporate “Innovation Campus” to the south of this retail center, and a trail system connecting all of these developments to the existing Airport Park. To the west, in areas near SE Norton Lane and the Willamette Valley Medical Center, opportunities for an expanded health care campus and offices are envisioned. North of the highway is another proposed mixed-use high-density residential neighborhood with neighborhood serving commercial amenities west of the Physicians Medical Center on the current Baker Rock site, continued development of the tourism attraction at the Evergreen Campus, and tourism commercial amenities on the site south of the Olde Stone Village at the eastern gateway to the study area, and a trail system connecting all of these developments to existing Joe Dancer Park.

The Three Mile Lane Area Plan is accompanied by context-sensitive urban design considerations that build on the Great Neighborhood Principles. These include:

- Avoid parking lots and blank walls on OR 18 edge
- Create a walkable retail development with a “town center” feel (as described in the following pages)
- Encourage orientation of industrial campus buildings to Yamhill River and maintain view corridors through campus
- Consider setting future development back from Yamhill River to reduce impacts
- Create grid of walkable streets
- Improve frontage roads for safer walking and biking
- Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- Consider aviation-themed gateway features

Key features of the Area Plan include:

- **Walkable Retail Development.** A central feature is a sizable, retail center south of Three Mile Lane at Cumulus (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain). The quality of this development’s architecture and streetscape, the connectivity it provides to the street system south of OR 18, and generally, how well it responds and contributes to McMinnville’s Great Neighborhood Principles will be key to the success of this plan in gaining public approval.
- South of this retail development is a prime location for a mix of corporate office and industrial users in an **Innovation Campus**. Due to its proximity to the Yamhill River, the campus has the potential for “Trail-Oriented Development,” an increasingly popular amenity-driven development trend which offers future users and tenants an appealing orientation to views of natural features and use of outdoor space for employee wellness.
- West of the retail center and industrial campus site, a **flexible zone of mixed office or industrial** uses is offered, providing potential sites for users drawn by the synergy of being close to larger corporate users, with subcontractors or suppliers in office or light industrial spaces.
- **New mixed-use and health care-related uses** have been identified near the existing hospital. Housing, especially senior housing, is a very strong market opportunity. Building forms are expected to be horizontal mixed-use, rather than vertical mixed-use.
- The **Evergreen Tourism Area** is identified as a good location for new hotel, retail, and event space. The site is highly visible and suitable for a clustering of mutually beneficial uses. Travel-related commercial development is envisioned in the northeastern portion of the study area. This area is advantageously situated near the Evergreen complex, making it a good site for additional services and attractions for the traveling public.

- **New residential neighborhoods and continued development of existing neighborhoods** in locations in the western parts of the study area.
- **A cohesive trails system** that ties together major amenities and neighborhoods, with safe crossings of OR 18 and a potential connection to Joe Dancer Park.

Urban Design Elements

The plan features some distinct areas where change is expected to occur over time. North of Three Mile Lane, the most notable change is the mixed-use neighborhood designation in the northwest with high-density residential development and neighborhood-serving commercial amenities on Cumulus Avenue. South of the highway, land use designations that are distinctly different than what exists today include another mixed-use neighborhood designation in the southwest with high-density residential development and neighborhood-serving commercial amenities on Stratus Avenue, an expanded medical campus near the Willamette Valley Medical Center, the commercial area between the medical campus and the McMinnville Municipal Airport, and the Innovation Center south of the commercial area. Specific features and design considerations for the Three Mile Lane's diverse areas are discussed in this section. Key urban design elements that are expected to be incorporated into future development are listed below, as well as illustrated in "precedent" images and conceptual site designs.

Mixed-use Area

The Three Mile Lane Area Plan envisions continued growth and development in the northwest of the study area between Cumulus Ave and the Yamhill River. Existing residential neighborhoods are anticipated to see gradual infill and redevelopment in this area. New households in the Three Mile Lane area will require and support local services. The improved transportation connectivity envisioned with the Three Mile Lane Area Plan will provide alternatives to OR 18 for local trips.

Locally serving retail and services have been a major discussion item during this planning process. As the area continues to evolve, providing more opportunities for a mix of uses, employment, and tourism, the existing industrial site (Baker Rock Site) on NE Cumulus Avenue may prove to be a more suitable location for something other than a ready-mix concrete plant. Allowing for a variety of commercial and residential uses in this area can provide additional housing, locally serving retail and other amenities, and enhanced multi-modal transportation connectivity. This area is well-suited for mixed-use development because it is large enough to accommodate and separate several uses in a way that responds to different context conditions. The site is also mostly flat with potential for good connections to the east and west. This is a great site to explore a small Neighborhood Activity Center concept similar to what is identified in McMinnville's Comprehensive Plan and Zoning Ordinance. Although smaller in size than what the zoning ordinance would require, a planned development overlay with similar attributes and components is recommended.

Figure 7. *Mixed Use Area (Baker Rock Site) Conceptual Design*



Figure 7 shows this site, which extends between OR 18 and a steep bluff overlooking the North Yamhill River, two adjacencies that will shape its eventual development. Most of McMinnville’s Great Neighborhood Principles shall be honored through future site master planning. This infill development can protect natural areas and views, connect to parks and open spaces, provide a connected, bike and pedestrian-friendly neighborhood, and encourage mixed-use development with diverse housing types and unique, high-quality design. Retail or office uses are better suited to the more visible and accessible southern half of the site. Residential uses are best suited to the northern half, further away from OR 18, with views to the river and Joe Dancer Park. Vertical and geographical mixing of uses similar to a Neighborhood Activity Center as described in McMinnville’s Comprehensive Plan and Zoning Ordinance should be considered as part of a planned development overlay for this site.

Key Urban Design Elements:

- Local street grid. Local streets can be logically extended through the site from the west (NE Atlantic) and the east (NE Dunn Place), creating access to the commercial and residential halves of the site, while a new central ‘Main Street’ can be extended north from NE Cumulus Avenue, bisecting the site and creating two crossroads intersections. The proposed street extending east-west across the northern half of the site follows the top of the bluff and should be designed as a well-landscaped parkway, with an adjacent multi-use trail which will eventually extend throughout the Three Mile Lane study area as a safe parallel route to OR 18.
- Building orientation. New buildings should be located to form an urban frontage, with no setbacks, at the intersections of local streets.

- Building and site design. Pedestrian-scaled ground floors, prominent entries, and canopies over sidewalks with street trees, on-street parking, and safe crossings. Surface parking could include EV charging stations, bicycle parking and a transit stop and be located behind these frontages, separated from adjacent uses by well-landscaped green buffers.
- Natural features. Where the Main Street meets the bluff-top street, a public overlook can provide views to Joe Dancer Park and perhaps even a trailhead for a nature trail switch-backing down the bluff to a riverside trail system and a potential footbridge over the river connecting to the park and beyond to downtown. This could serve as a valuable pedestrian and cycling connection to downtown to supplement the new Three Mile Lane Bridge.

Tourist Commercial

The Evergreen complex continues to draw visitors to McMinnville who support other local businesses in the Three Mile Lane area and beyond. The Area Plan foresees the continuation and intensification of tourism-related uses as allowed by existing zoning designations. East of Evergreen, land is currently zoned for commercial uses along the highway and has the possibility of hosting more tourism- and travel-related commercial uses in the vicinity of the Aviation & Space Museum and waterpark. The Area Plan envisions activities and uses related to visitors and the traveling public that could boost tourism and be mutually beneficial to existing attractions. A cluster of these uses in the northeast part of the study area could have a synergistic effect, strengthening McMinnville's and the region's reputation as a destination.

Key Urban Design Elements:

- Connectivity to the Evergreen complex. An important design element of this visitor-oriented area is connectivity to existing Evergreen tourist uses. Providing a safe walking and biking connection parallel to OR 18 will help integrate future development with the Evergreen attractions, which will continue to attract significant amounts of visitors.
- "Gateway" location. In addition, with a prominent location on the east entrance to McMinnville, this development opportunity area should be required to meet the City's Great Neighborhood Principles with high-quality design.

Health Care Area

Vacant parcels surrounding the Willamette Valley Medical Center are a significant opportunity for medical offices, housing for people reliant on medical services, and other uses that benefit from a health care cluster. As envisioned in the Area Plan existing industrial and high-density residential land and uses fronting the highway and in close proximity to the Medical Center could, over time, develop with housing – including assisted living and long-term care facilities - office uses, and services related to the hospital.

Key Urban Design Elements

- Transitions between uses: Health care facilities and surrounding residential areas. Health care facilities are often active around the clock with bright lighting and they generate significant vehicle traffic. They also require a lot of delivery traffic and, in the case of a major

medical center, helicopter use. Buffering between uses should be considered, particularly senior housing or market-rate apartments with trees, landscaping and other treatments. Assisted living or nursing care facilities, however, would benefit from close proximity to the hospital.

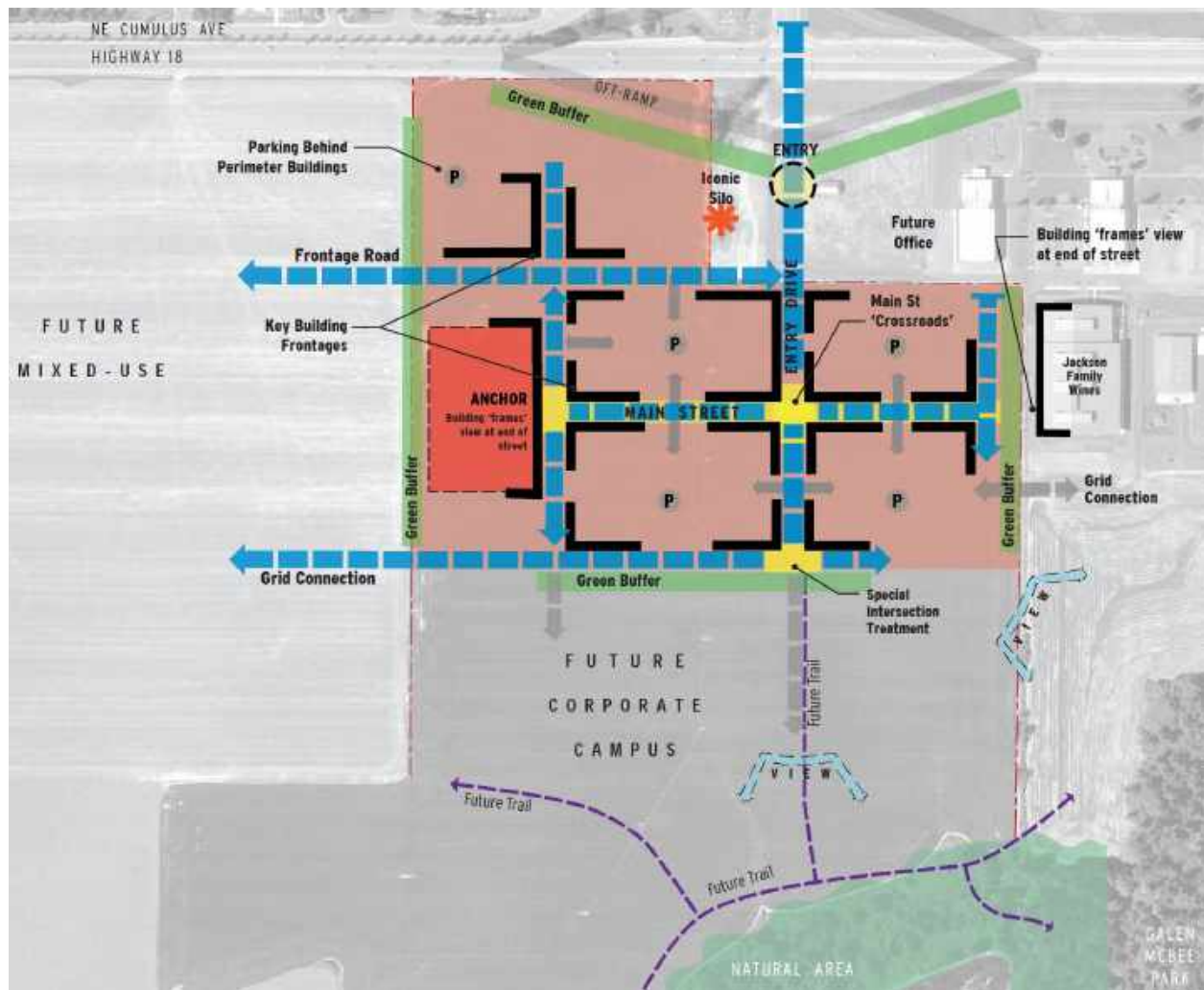
- Transitions between uses: Health care facilities and other commercial uses. The scale and orientation of existing uses, as related to future uses should be considered. For example, while Senior Housing might benefit from a location within walking distance of a retail center, there should be careful site planning to ensure the housing isn't directly adjacent to loading or parking facilities. It may be most feasible to place health-care related housing with an orientation south towards views and the river.
- Walkability between uses. Convenient, safe connections between a variety of uses in this area will be important to current and future users.
- Visual quality of buildings facing OR 18. New development should avoid placing loading docks or creating blank walls visible from passing vehicles.

Retail Center/Innovation Campus

A large area of currently vacant or farmed land stretching from the highway south to the Yamhill River provides a unique opportunity for future development. The design envisioned in the Area Plan is the latest iteration in a process that began with a Property Owners' Workshop. This half-day workshop held at City offices included a presentation of existing site conditions, with confirmation from property owners of natural features, parcel ownership, access, and previous uses. A summary of market conditions was presented, with some suggested adjustments from the owners to reflect their individual research. The workshop concluded with a roundtable discussion of opportunities and constraints, including an exercise where prototypical program 'chips' scaled to the sites, were placed in a variety of potential arrangements to inform initial sketches of concept alternatives.

In addition to the focused property owner workshop, the City of McMinnville held a design charrette for the entire corridor study area with the Citizen Advisory Committee on April 8, 2019. Project participants identified a number of key strengths, including high visibility from Oregon OR 18, many large and/or underutilized parcels, proximity to the airport, concentration of tourist amenities and medical uses, strong connections to regional assets, and an abundance of natural features. Specific opportunities the participants identified included: pedestrian bridges over the highway could provide needed connections at key points, the creation of special complete street standards to encourage biking and walking, requiring stormwater treatment and extensive street tree plantings on all study area streets, considering shared parking standards and 'shadow platting' to encourage future infill on surface lots, and opportunities for new residential at the south edge of the case study site and west of the hospital.

Figure 8. Retail Center Conceptual Design



The retail market continues to evolve rapidly in response to the challenges of competing with online retail and market consolidation. One tactic that the retail industry has successfully used to attract and retain shoppers to brick and mortar establishments is the creation of 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.

Figure 9. Retail Center Precedent: Old Mill District, Bend, Oregon



Regionally-inspired architecture



Walkable Streetscape with Active Ground Floors

A retail center at Cumulus Ave. is a central feature of the Area Plan. The design of this development, the connectivity it provides to the street system south of OR 18, and how well it contributes to McMinnville’s Great Neighborhood Principles will be key in the success of this plan. This almost 60-acre parcel is one of the largest regional sites with easy highway access. The site is flat and developable—a unique characteristic for a site of this size, and has a locational advantage being both near to the highway and the McMinnville Municipal Airport. Figure 8 provides an example of how this site could develop, implementing design features desired in the Three Mile Lane Area.

Flexibility is key to attracting a corporate Innovation Campus. The City and/or developer would have to be opportunistic and actively market the property and McMinnville as a corporate destination. Early infrastructure investments and construction of housing and commercial amenities within walking distance of the property would help attract a corporate user, as would a clear but flexible vision and development plan for the property.

Figure 10. Retail Center Precedent: Northwest Crossing, Bend, Oregon



The overall goal is for new developments in the Three Mile Lane Area is to echo the features of traditional, older retail districts like downtown McMinnville. Figures 9, 10, and 11 show examples from other Oregon communities, with similar common features that include:

- 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.

Figure 11. Retail Center Precedent: Orenco Station, Hillsboro, Oregon



Key Urban Design Elements

- Local identity.** Maintaining the local identity through gateway design elements and development opportunities; establishing formal view protection corridors for Mt Hood, Mt Jefferson, and Amity Hills encouraging mixed uses whenever feasible; and mitigating the visual impact of development on the OR 18 edge.
- Connectivity.** Transportation and connectivity have been major themes during the planning process. Connectivity—in terms of internal circulation to parks and recreational features and surrounding neighborhoods—is essential, including for pedestrians and cyclists.
- Parks and open space.** The community has provided input on parks and open space opportunities, identifying the following: prioritizing connections to existing trails and open space (such as connections into Joe Dancer Park), creating a public greenway along South Yamhill River with trail and connections to the study area and McBee Park, and increasing open space opportunities in the study area adjacent to residential uses.

Transportation

Enhancements to the existing local street network supporting the Area Plan are illustrated in Figure 12. The network includes completion of parallel and intersecting streets both north and south of OR 18 and network extension within currently undeveloped lands.

New shared-use paths complement the planned street network that link neighborhoods with planned activity centers and the Galen McBee Airport and Joe Dancer Parks.

Future vehicle traffic conditions for the Three Mile Lane Area, as detailed in Appendix D, were analyzed using three key steps:

1. **Housing and Employment Demographic Data.** Demographic data within the McMinnville UGB was prepared and summarized for year 2041, assuming the no-change “base” land use condition and what conditions would be if the area developed according to the preferred alternative described in this Plan and 2041 Tier 2 land use plan, based housing and employment demographics (McMinnville UGB) for ODOT model inputs.
2. **Transportation Model Network Refinement – Preferred Alternative.** The consultant team coordinated with ODOT to incorporate results from the preferred land use analysis (see Appendix D) to develop assumptions for the Oregon Small Urban Models (OSUM) travel demand model, reflecting the preferred land use option, future OR 18 facility design, and local street system network.
3. **OSUM Model Outcomes and Study Area Intersection Analysis.** ODOT provided future year (2041) model volumes. The analysis for the street design alternative used the travel demand model results to generate traffic forecasts at study area Intersections.¹ The consultant team also did detailed traffic analysis using the model to evaluate future intersection operations in the Three Mile Lane Area.

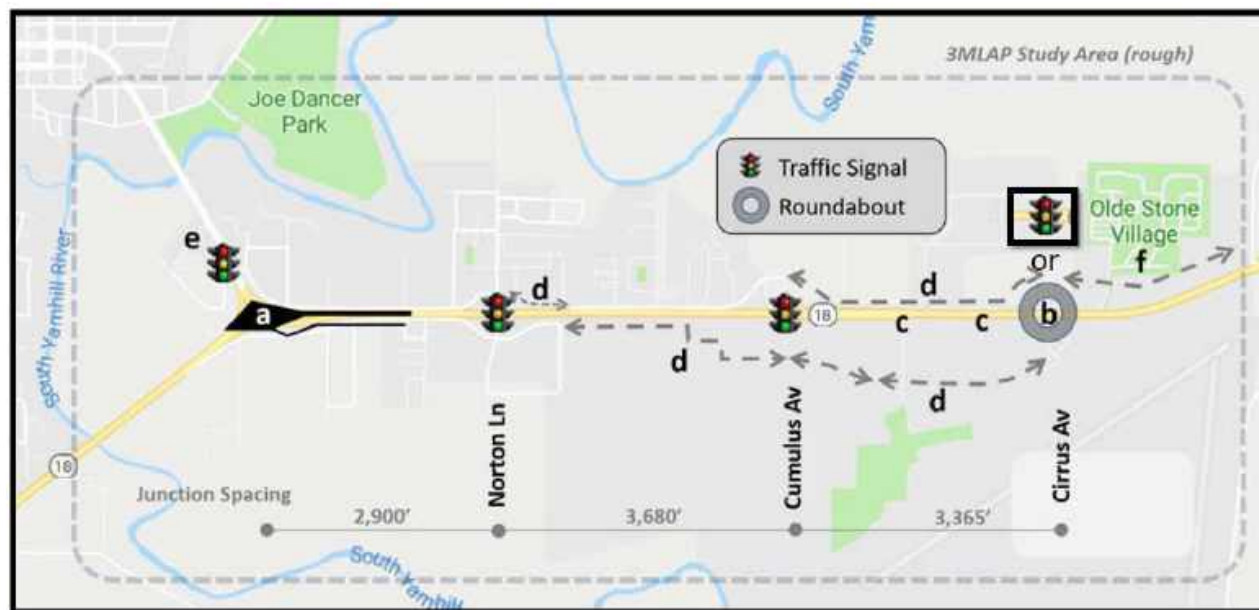
The results of the analysis confirmed that both signalized intersections in the area –OR 18 and Norton Lane and OR 18 and Cumulus Avenue - will operate at volume-to-capacity ratios below ODOT’s established standards under year 2041 Preferred Alternative traffic conditions. However, two of the study area unsignalized intersections fail to meet established mobility targets:

- **Three Mile Lane & First Street –** Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street. The intersection also doesn’t meet mobility targets based on 2018 traffic conditions.
- **Three Mile Lane & Cumulus Avenue –** The westbound and eastbound approaches are controlled with stop signs. There is no separate left-turn lane on the north leg of Three Mile Lane. Future traffic on Three Mile Lane and Cumulus Avenue is sufficiently high that eastbound and westbound motorists will find insufficient gaps to turn and travel north or south through the intersection.

¹ This work was conducted in accordance with the Methodology Memorandum, December 10, 2018. See Appendix D.

Preferred Facility Design

Figure 12. Preferred Facility Design Concept



- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see Figure 13).
- b) Cirrus Avenue – appropriate traffic control, which could include a traffic signal, roundabout, or other measures approved by ODOT
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 12, as Cruickshank Road is external to the Three Mile Lane Study area).
- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in Figures 16 and 17.
- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

Figure 13 illustrates the reconstructed interchange of OR 18 at Three Mile Lane. The interchange modifications allow full vehicular movement to and from the highway in all directions, and a bi-directional connection between the southern half of the Study Area and McMinnville's city center via Stratus Avenue. These new connections will likely carry significant local traffic demand that would otherwise travel on OR 18 between the study area and McMinnville's city center. The Stratus Avenue connection also provides direct connectivity for pedestrian and cyclists traveling between the southern half of the Study Area and McMinnville's city center. Separated, two-way cycle tracks

on both Cumulus Avenue and Stratus Avenue will improve rider comfort and significantly reduce level of traffic stress on these routes.

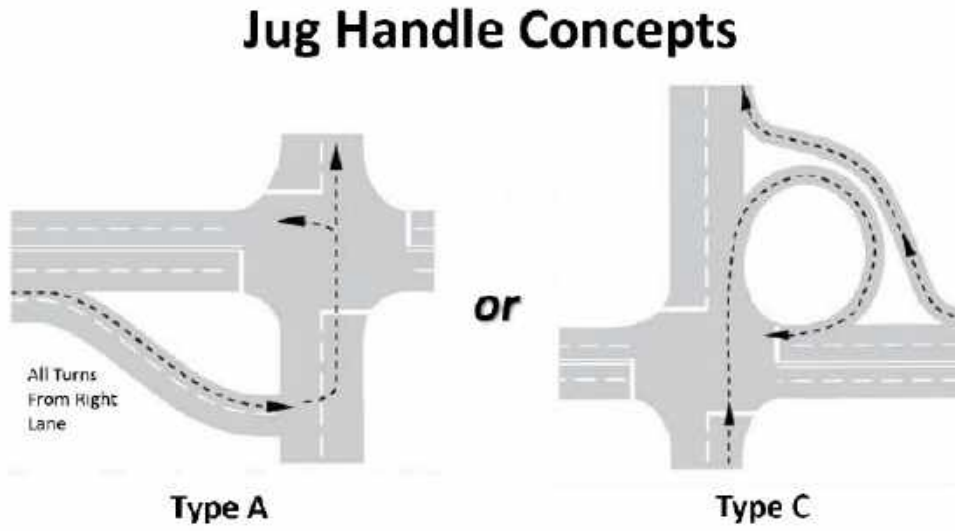
Figure 13. OR 18 / Three Mile Lane Interchange Preferred Facility Design



This plan includes interchange layout and traffic control concepts that will require further study and engineering analysis, including:

- A. Re-align Cumulus Avenue (and Nehemiah Lane) intersection approximately 200 feet north with Three Mile Lane to provide additional spacing from future OR 18 interchange ramps.
- B. New traffic control (signal or roundabout) if supported by MUTCD signal warrant analysis.
- C. Spacing sufficiency on Three Mile Lane between the new traffic signal and OR 18 westbound off-ramp.
- D. Re-alignment of Lawson Lane and its new connection to Martin Lane.
- E. The Urban Growth Boundary (UGB) is approximately coterminous with Stratus Avenue. The Stratus Avenue extension to the new interchange (and Lawson Lane re-alignment) will likely not require a UGB amendment (see ORS 215.283).

Figure 14. Cumulus Avenue Jug Handle Concept Options



Source: New Jersey Department of Transportation

Note: The draft Preferred Facility Design was developed in coordination with the CAC prior to the development and evaluation of future traffic volumes and operations. The later traffic operations analysis indicates that the traffic signal at OR 18/Cumulus Avenue will accommodate year 2041 traffic operations under both the Base and Preferred Alternative scenarios, without the need for additional jug handles. Jug handles may be needed beyond the 20-year planning horizon.

Figure 15. Proposed OR 18 Cross Section



Multimodal Plan

Complete Streets

Local connectivity is accomplished through special "complete street" standards to encourage biking and walking and that require stormwater treatment and extensive street tree plantings on all area streets. Complete street cross-sections for Major Collector and Local Residential streets are included below.

Figure 16. Major Collector Street Cross Section

Major Collector



Figure 17. Local Residential Street Cross Section

Local Residential



Pedestrian Facilities

The combination of pedestrian facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve overall pedestrian access, mobility, and comfort for all users. A detailed evaluation of pedestrian facilities in the plan is included in Appendix D.

Bicycle Facilities

The Preferred Alternative includes recommended bicycle system improvements on existing streets and new connectors to help form a more complete bicycle network within the 3MLAP study area. Bicycle facilities provide improved mobility for users riding to the city center and seeking active transportation options that support a healthy lifestyle. Bicycle facilities considered in the study include bike lanes, buffered bike lanes, bike boulevards (shared lane), cycle tracks and shared-use paths as summarized in Figure 18.

The combination of bicycle facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve bicycle access, mobility and comfort for users of all ages and confidence levels. A detailed evaluation of bicycle facilities is included in Appendix D.

Figure 18. *Types of Bicycle Facilities*



Source: NACTO

Transit Connections

The extension of frontage roads east along the north and south sides of OR 18 identified in the Area Plan (see Figure 12) will provide opportunity for YCTA to extend Route 2 service within the study area.

Figure 19. YCTA Route 2 in the Three Mile Lane Area



Policies

The following policies shall guide development and future planning decisions in the Three Mile Lane area. These policies implement the Three Mile Lane Area Plan goals and describe how Great Neighborhood Principles are expected to be expressed in the future growth and development of the Three Mile Lane Area.

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
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.*
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.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*

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.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
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.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape 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.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*
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.*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).*
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.*
22. *Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.*
23. *Ensure that no incompatible heavy industrial uses are allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus.*
24. *Significant natural features shall be inventoried and protected as much as possible within new development plans.*

IMPLEMENTATION PLAN

Overview

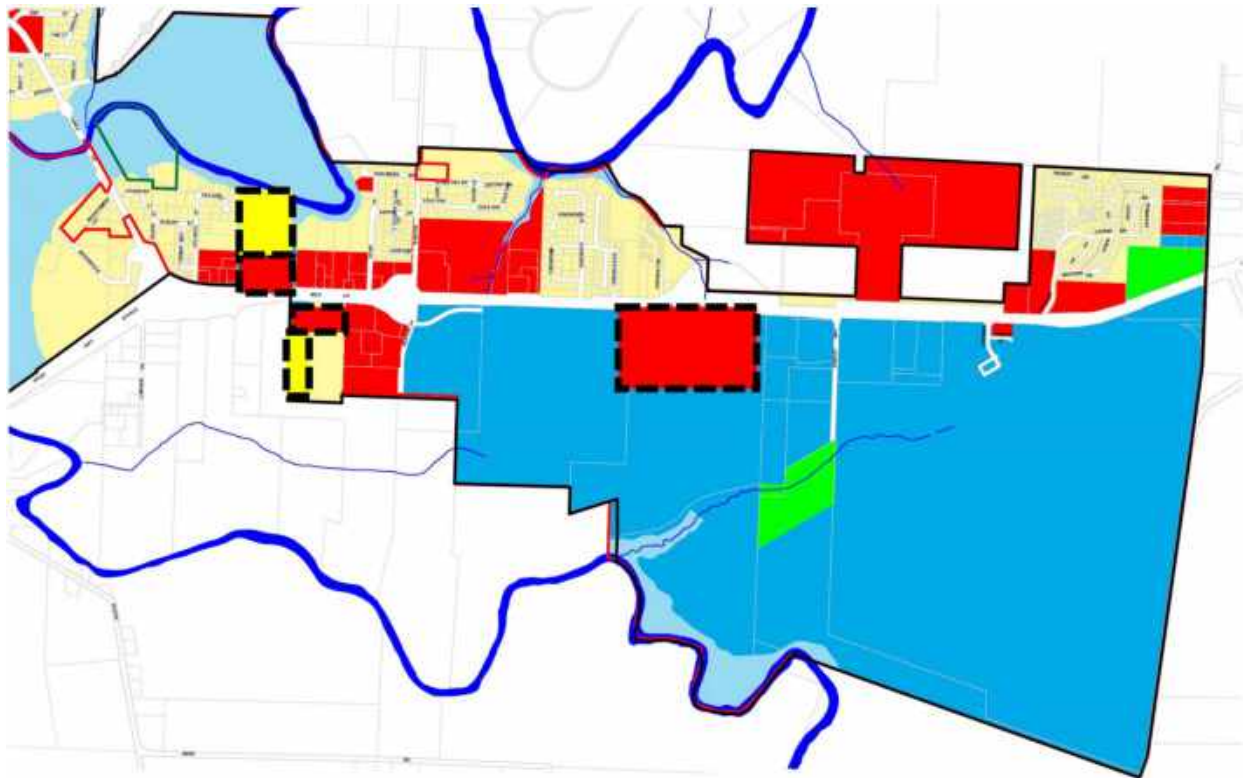
Through the development and implementation of the Three Mile Lane Area Plan, McMinnville has the opportunity to establish land use and transportation policy for the area and set standards and guidelines that will help the community realize the vision for this area. The Area Plan will be adopted as an element of the City's Comprehensive Plan to guide future land use, transportation improvements, and development decisions. This plan will be implemented through the City's Master Plans, Zoning Ordinance, Municipal Code, and the Three Mile Lane Planned Development Overlay. This section details the recommended modifications to the City's Comprehensive Plan and the Planned Development Overlay Ordinance.

Comprehensive Plan Amendments

Comprehensive Plan Map

In addition to the Three Mile Lane Area Plan being adopted as an element of the Comprehensive Plan, a map amendment will be a necessary implementation action. As described in the previous section, the Area Plan envisions land uses that are different than what is currently planned for on the City's Comprehensive Plan map. To allow for the area to develop consistent with the vision for the Three Mile Lane Area, the City will need to change the Comprehensive Plan Land Use Map in the areas indicated by the dashed black line in Figure 20.

Figure 20. Comprehensive Plan Map Amendments



The predominant change is from an Industrial designation to a Commercial designation for approximately 40 – 60 acres south of OR 18 (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain). The other change south of the highway, west of Norton Lane, is from Industrial to Commercial and Residential. The Industrial Comprehensive Plan amendment on the northern side shown in Figure 20, entails proposed Commercial and Residential Comprehensive Plan redesignations

Policies

Policies in the Three Mile Lane Area Plan are intended to supplement policies in the City's existing Comprehensive Plan and support implementation of the Area Plan. The policies were developed to implement the Three Mile Lane Area Plan goals and describe how Great Neighborhood Principals are expected to be expressed in the future growth and development of the Three Mile Lane Area.

Transportation System Plan

To support the changes represented in the preferred land use option and the facility design for OR 18 there will need to be key improvements to the transportation system. The City of McMinnville's 2010 Transportation System Plan will need to be updated to capture these improvements. Complete Street design will require changes to City street standards in the TSP as well as the Zoning Ordinance. Modifications are noted in Table 1 and include an increase in sidewalk widths and planter strip widths along residential streets. To enhance cyclists' comfort, the revised standards require buffered bike lanes (or cycle tracks) on collector streets and sharrow markings for shared lanes on local residential streets.

Table 1: Complete Street Standards

| | Major Collector Existing Standards | Notes | Local Residential Existing Standards | Notes |
|-------------------------------------|-------------------------------------|--|--------------------------------------|---|
| Right-of-Way | 74' | Increase to 80' | 50' | Increase to 58' |
| Speed | 25-30 mph | | 15-25 mph | |
| Maximum Average Daily Traffic (ADT) | 16,000 | | 1,200 | |
| Adjacent Land Use Intensity | Medium | | Low | |
| Sidewalks | 5' residential 10-12' commercial | 6' | 5' | Increase to 6' |
| Planter Strips | 6' residential N/A commercial | 8' | 5' | Increase to 6' |
| Curb-to-Curb Street Width | 44' | Suggest 50' | 28' | |
| On-Street Parking Two Sides | N/A | | yes | Switch to one side parking if travelway too narrow... see below |
| Bike Facility | 2 lanes (5') | Change to 8' buffered bike lanes (or cycle tracks) | Shared Lane | OK, with sharrow markings |
| Median / Center Turn Lane | 12' | | None | |
| Travel Lane Width | 2 lanes (11') | | See street width | |

Project phasing, costs, and design standards related to implementing the preferred OR 18 improvements will also need to be reflected in the updated TSP, consistent with what is shown in Table 2.

Table 2: OR 18 Improvements – Planning-Level Cost Estimates and Phasing

| Phase | Description | Notes | Low Cost 2021 (millions) | High Cost 2021 (millions) |
|---|---|-------|--------------------------|---------------------------|
| 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 |

Notes:

- [1] Subject to coordination and approval between City of McMinnville and Chemeketa Community College.
- [2] Subject to private development access needs.
- [3] Including general cost items of demolition, pavement, curb, sidewalk, signing and striping, drainage and landscaping, and new traffic signal or roundabout at junction of OR 18 eastbound ramps and Stratus Avenue.

These cost estimates are for planning purposes only and are subject to refinement during concept development and preliminary engineering. Neither ODOT, City of McMinnville or private development roles and responsibilities in funding these projects have been identified.

The cost estimates for the recommended projects in Table 2 are for planning purposes only and are subject to refinement during concept development and preliminary engineering. Identifying ODOT, City of McMinnville or private development roles and responsibilities in funding these projects have not been identified. Redesigning and retrofitting streets, highways and land use with new, multimodal transportation infrastructure sometimes requires taking exception to design standards so that new projects fit within existing rights-of-way, natural and built environmental constraints. As the concepts identified in the Plan are taken forward into preliminary engineering and final design, there will likely be the need to examine exceptions to roadway and junction design standards. Table 3 summarizes those projects identified in the Area Plan that may require design exceptions.

Table 3: OR 18 Improvements – Design Phase Issues

| Recommended Plan Project | Constraints | Design Standard Issues or Possible Exceptions |
|--|---|--|
| Reconstruct OR 18/ Three Mile Lane Interchange | Proximity of Yamhill River Bridge, Cumulus Avenue/Nehemiah Lane intersection, OR 18 eastbound off-ramp junction, and UGB boundary (current alignment of Stratus Avenue) | Junction spacing and traffic control at: <ul style="list-style-type: none"> • Three Mile Lane • OR 18 Westbound Off-Ramp at Three Mile Lane • OR 18 Eastbound Off-ramp at Three Mile Lane/ Stratus Avenue |
| New Roundabout at OR 18 and Cirrus Avenue | Standard two-lane roundabout likely requires additional rights-of-way. OR 18 posted and design speeds entering McMinnville UGB. | Roundabout geometric design treatments to: <ul style="list-style-type: none"> • Reduce approaching vehicle speeds and accommodate multi-axle trucks on OR 18 • Accommodate bicycle and pedestrian traffic |
| Re-purposing Cumulus and Stratus Avenues with two-way cycle tracks | Limited street rights-of-way and need to accommodate future bus stops amenities. | Two-way cycle tracks are not currently incorporated in the City's design standards. Reference ODOT Blueprint for Urban Design, AASHTO and NACTO for design guidance. |

The designation of OR 18 as a freight route on the State Highway Freight System also has implications for roadway design and mobility standards. Oregon statute states that the Oregon Transportation Commission may not permanently reduce the “vehicle-carrying capacity” of an identified freight route unless safety or access considerations require the reduction, or a local government requests an exemption and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.² The design of proposed improvements on OR 18 will need to be closely coordinated with ODOT, including the Mobility Services Team

² Oregon Revised Statute 366.215, https://www.oregonlegislature.gov/bills_laws/ors/ors366.html . In the context of this statute, “vehicle-carrying capacity” refers to the vertical and horizontal clearance of a highway section that can physically carry motor vehicles.

whose responsibility is to invite statewide transportation stakeholders to participate in required Stakeholder Forums considering improvements that may impact vehicle-carrying capacity on a freight route.³

Zoning Ordinance Amendments

This planning effort included a land use evaluation (see Appendix D) which considered the adequacy of existing policies and development regulations in implementing the Preferred Alternative. Specifically, the analysis considered the design features desired for future development in the Three Mile Lane Area and determined whether existing zoning and development ordinances would enable or require these features. The results of this analysis and recommended modifications to development requirements are summarized below. Model text amendments to update City ordinances are found in Appendix E.

Regulatory Framework

Land use and development in the Three Mile Lane area is regulated by the City's Zoning Ordinance and the Three Mile Lane Planned Development Overlay. The Zoning Ordinance governs uses, density, and dimensional requirements for zoning districts in the area, as well as site design and permitting requirements. The Planned Development Overlay contains requirements specific to the Three Mile Lane area that either modify or add to underlying zoning standards.

No changes to existing zoning designations are proposed with the Area Plan. Changes to the underlying Comprehensive Plan are recommended (see Figure 20), and will allow for property owners to initiate rezoning in these key areas over time. Also, no changes related to the type of development subject to a land use review process within the Three Mile Lane area are proposed. The following requirements will continue to apply:

- **Development Approval.** The review and approval process for land use applications is through Three Mile Lane Design Review, Director's Review with Notification.
- **Zone changes.** Zone changes within the Three Mile Lane Planned Development Overlay area are evaluated using Planned Development Overlay standards and procedures and approved by Planning Commission.
- **Industrial Campus/M-L Zoning.** Proposed Industrial uses in the M-L zone must be approved by the Planning Commission, after evaluating impacts such as noise, traffic generation, air and water pollution, and appearance.
- **Commercial Zoning.** New commercial structures larger than 25,000 square feet of gross floor area require Director approval through Large Format Commercial Design Review.
- **Signage.** Signage in areas designated commercial and industrial require approval by the Three Mile Lane Design Review Committee, after evaluating compatibility and design elements such as color, material, size, form, and relationship to site and building design.

³ For more information about the process and ORS 366.215 requirements see https://www.oregon.gov/ODOT/Planning/Documents/ORS_366.215_Implementation_Guidance.pdf .

Future development proposals shall address the special urban design elements described in this Area Plan - specifically in the mixed-use neighborhoods, ~~and~~ retail center, and innovation campus areas - through the planned development approval process (Chapter 17.51 Planned Development Overlay).⁴ This shall be a requirement of future development on those sites to ensure compliance with this Plan's policies and guiding principles.

To ensure that future development in this area reflects the City's vision for the Three Mile Lane area, after adopting this Plan, the City should work towards implementing the guiding principles and policies in this Plan in the regulatory framework of the City's comprehensive plan and zoning ordinance.

Table 4 lists recommended changes to development requirements that will strengthen the City's current Zoning Ordinance provisions and that, when implemented, will better reflect the future development outcomes envisioned for the Three Mile Lane Area. The table lists the policies describing desired features and outcomes and where modifications to existing requirements or specific actions are needed. Some proposed recommendation items from the earlier analysis have not had a robust community conversation or require additional study or analysis. These items are noted as recommended future action items for the City to consider.

Within the recommendations in the Overlay Amendment column in Table 4 there is a further distinction between requirements that should be applicable to all development in the Three Mile Lane Area and requirements that are more appropriate for larger, planned developments.

After adopting this Plan, the City should work towards implementing the guiding principles and policies in this Plan in the regulatory framework of the City's comprehensive plan and zoning ordinance.

⁴ Today, development proposals within the Three Mile Lane Planned Development Overlay do not have to go through a planned development process and the City cannot require a master plan. Master plans are defined in the Zoning Ordinance as the "maps, illustrations and supported text associated with a planned development which conveys the approved uses for the site along with any associated conditions, phasing schedules and other agreements."

Table 4: Implementation Recommendations

| Policy | Overlay Amendment | Recommended Future Action |
|---|---|--|
| <p>1. Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.</p> | <p>Include specific development standards (see amendments in this table) in the Three Mile Lane Planned Development Overlay to implement the <i>Three Mile Lane Area Plan</i>. 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 Industrial development proposals over [10] acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval.</p> <p>Require Mixed-Use and Commercial, proposals over [5] 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> <p>Housing development shall be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code.</p> | |
| <p>2. Public improvements and private development shall strive to protect tree groves and mature individual trees.</p> | | <p>Identify tree groves and tree types to be protected and designate as significant or historic trees.</p> |
| <p>3. Riparian corridors and adjacent native landscapes shall be protected.</p> | <p>Require mapping and protection of stream corridors and re-vegetation with native plantings.</p> | |

Table 4: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|--|--|
| <p>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.</p> | <p>Require viewshed analysis as part of Design Review.</p> | |
| <p>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.</p> | <p>Require connection to the proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.</p> | |
| <p>6. New gathering spaces will be designed to incorporate natural areas and views.</p> | <p>When proposed as part of a Planned Development master plan, require gathering spaces to be designed to incorporate natural areas and views as a condition of approval.</p> | |
| <p>7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy</p> | <p>Require native landscaping and plantings of all development through Design Review.</p> | <p>Develop and define approved planting list and approved tree list.</p> |
| <p>8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.</p> | <p>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 (§17.56.05 O.C.2).</p> | |
| <p>9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.</p> | <p>Require transportation improvements consistent with the Area Plan through Design Review.</p> | |

Table 4: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|---|
| <p>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.</p> | <p>Require transportation improvements consistent with the Area Plan through h Design Review.</p> | |
| <p>11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.</p> | <p>Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses</p> | <p>Additional guidelines or standards are related to façade treatments. 17.56.050 Development Standards</p> |
| <p>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.</p> | <p>Require as part of Design Review:</p> <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. | <p>Additional guidelines or standards related to facade treatments</p> |
| <p>13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.</p> | <p>Require as part of Design Review:</p> <ul style="list-style-type: none"> • New requirements for building orientation (set-to, building orientation). • Additional guidelines or standards related to facade 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). | |

Table 4: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|--|--|
| 14. Encourage mixed-use development where feasible. | | Consider additional guidelines or requirements for the Mixed-Use area. |
| 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. | | Develop design guidelines or architectural standards. |
| 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 |
| 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 cohesive visual character along the corridor. |

Table 4: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|--|
| 20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking). | | 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. |
| 22. Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed. | | Meet with public safety partners to assess needs in the Three Mile Lane Area and ensure that future master planning addresses needs. |
| 23. Ensure that no incompatible heavy industrial uses are allowed along Highway 18 or as part of the Innovation Campus. | | Rezone M2 land to M1 land. |
| 24. Significant natural features shall be inventoried and protected as much as possible in development plans. | Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition. | Define natural features that need to be inventoried. |

NEXT STEPS

Incorporate Three Mile Lane Area Plan Findings

Both the City of McMinnville and Oregon Department of Transportation (ODOT) will consider actions to implement key findings of the Three Mile Lane Area Plan as part of their transportation and land use (city) plans as follows:

Joint City/ODOT Project Development

1. OR 18 / Cirrus Avenue Junction

Future project development, development driven or otherwise, will likely require the City, State, and developer to coordinate project concept development, investigate rights-of-way requirements, and begin preliminary design of new junction traffic control (roundabout or traffic signal) at the intersection of OR 18 and Cirrus Avenue. Project includes closing Laurel Lane, Loop Road, and the RV sales private driveway and consolidating these accesses to the OR 18/Cirrus Avenue intersection via a new frontage road constructed along the north side of OR 18. Project development will require specific coordination with the State Traffic Engineer and the Mobility Advisory Committee. An intergovernmental agreement and memorandum of agreement may be used to formalize this coordinated effort.

Project Purpose and Need: Resolve highway safety problem at OR 18/Loop Road (see Appendix A) and revise local access to Cirrus Avenue (city/public street) and removal of private driveways in accordance with Oregon Highway Plan Access Management and Spacing standards, adopted as Appendix to the McMinnville Transportation Systems Plan (2010).

City of McMinnville

1. Update the Comprehensive Plan Land Use Map to reflect proposed land uses in the Three Mile Lane Area Plan.
2. Adopt an Ordinance amending Ordinance 4131 (Three Mile Lane Planned Development Overlay) and Ordinance 5472 (Three Mile Lane Amendment) by adding new sections that reflect the implementation recommendations of the Three Mile Lane Area Plan.
3. Update the 2010 Transportation System Plan to adopt city and state highway improvements projects identified in the Area Plan.
4. Revise and update the Transportation Systems Development Charge to incorporate transportation capacity improvements that serve new development needs as identified in the Area Plan.
5. Review and administer site plan proposals, zone change and/or comprehensive plan change applications within the Area Plan area seeking landowner and/or developer cooperation in reserving rights-of-way for the OR 18 / Cumulus Avenue interchange. *Note that this is not an identified capacity improvement requirement within the current (2021-2041) 20-year planning horizon.*
6. Amend the UGB agreement with Yamhill County.
7. Consider needed refinements to other City Capital Improvement Plans and amend and adopt City Master Plan updates as needed to support future growth in the Three Mile Lane Area.

ODOT

1. Consider the adoption of the 3MLAP as a Facility Plan.
2. Coordinate with the City of McMinnville to identify funding (City, State, and developer), and carry out design and re-construction of the OR 18/Three Mile Lane interchange as identified in the 3MLAP.

Planning Guidance - Post 20-Year Planning Horizon

The City of McMinnville and ODOT will continue to coordinate and monitor land development proposals in the 3MLAP area and evaluate OR 18 traffic trends to determine when the full interchange, as identified in the 1997 OR 18 Corridor Refinement Plan and McMinnville's current TSP, or additional interim traffic capacity improvements are needed at the junction of OR 18 and Cumulus Avenue.

The 1997 OR 18 Corridor Refinement Plan indicates closure of the Norton Lane crossing of OR 18 with no additional OR 18 crossings. Minimum pedestrian highway crossing spacing guidelines outlined in Oregon's Blueprint for Urban Design will be administered as part of any future OR 18/Cumulus Avenue interchange project development.

OR-18/Cumulus Avenue – Potential Interim Capacity Improvements

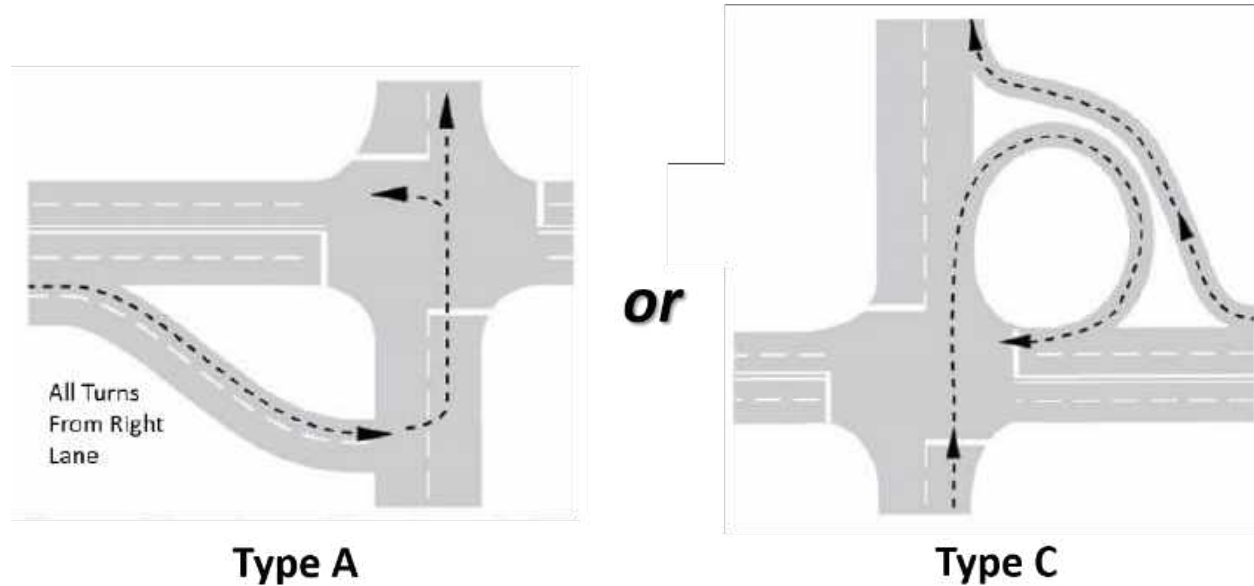
In the drafting of facility design options, the 3MLAP identified a potential need for interim capacity improvements in the form of "jug handles" at the intersection of OR 18 at Cumulus Avenue. The analysis of future traffic operations later indicated that the existing traffic signal at OR 18/Cumulus Avenue will accommodate year 2041 traffic demand without need for additional, vehicle capacity-increasing capital improvements. "Jug Handles" should be considered as a future phase improvement if warranted by mobility standards.

At such a time when the traffic signal can no longer accommodate future traffic and operate within the mobility targets of the OHP, ODOT and the City will require further assessment of potential intersection capacity improvements.

An intersection control evaluation will be needed to determine the final configuration of this intersection, should the existing configuration, jug-handle, or a roundabout improvement be best suited. Final design to be determined through a refinement or project development effort should assess the above-noted considerations.

Any reconfiguration of the intersection traffic control design will need to consider existing traffic patterns and user compliance, as well as the feasibility to operate safely and efficiently with the recommended frontage roads identified in the 3MLAP. Figure 1. Sample Jug Handle Concept Options

Figure 21. Jug Handle Concepts



Source: New Jersey Department of Transportation

Future Bicycle/Pedestrian Overpass Consideration

OR-18/Norton Avenue – Potential Bicycle / Pedestrian Overpass

In the adoption process of the 3MLAP, the City identified a future potential need for a bicycle/pedestrian overpass at OR 18/Norton Avenue to facilitate a separated bicycle and pedestrian crossing opportunity. This was not calculated as a need by the 3MLAP transportation analysis.

The City should continue to evaluate the bicycle and pedestrian movements from north to south at this intersection for mobility and safety and explore opportunities to fund and implement this improvement proactively if determined to be warranted by the community.

Appendix A:

Public Involvement



Three Mile Lane Area Plan

May 2021

MEMORANDUM

Focus Groups Summary

McMinnville Three Mile Lane Area Plan

DATE February 1, 2019

TO Heather Richards and Jamie Fleckenstein, City of McMinnville

FROM Darci Rudzinski, Kate Rogers and Andrew Parish, Angelo Planning Group
Ken Pirie and Morgan Maiolie, Walker Macy
Chris Zahas and Sam Brookham, Leland Consulting Group
Andrew Mortensen and Matthew Hartnett, David Evans and Associates

CC Michael Duncan, ODOT

The Three Mile Lane Area Plan (3MLAP) project team held two focus group meetings with stakeholders on December 18, 2018 and City staff conducted a third meeting with stakeholders in the project area on January 22, 2019. The purpose of the meetings was to identify key issues of concern, obtain input on a vision and goals, and solicit input on how stakeholders want to be involved in the project. Stakeholders represented various users of the Three Mile Lane area, including property owners, business owners, residents, and representatives of the area's key institutions and affordable housing community, as well as City and County decisionmakers.

This memo summarizes the notes from the three meetings and pulls out key topics, themes, and takeaways. (Note: the stakeholder comments provided below are paraphrased, not direct quotes.)

1. The McMinnville Municipal Airport is an underutilized asset

Summary: Stakeholders felt that there were a lot of opportunities to capitalize on the airport, both in terms of employment and growth of the tourism industry.

Stakeholder Comments:

- There is a lot of opportunity at the airport. We're not utilizing our land to its greatest potential. Future development has to fit the blend of other uses out there.
- There are definitely some transportation opportunities. Aviation is a big opportunity – drones, helicopters. It's a regional airport and we haven't even tapped into its potential. Commercial retail opportunities have been discussed. How do we utilize the acreage and get the most jobs, and the highest and best use? Strategic planning is happening for the Airport.
- How do emerging technologies, like drone technology and AVs impact the airport?

- The City has an Airport strategic master plan. The Airport Master Plan will be updated soon – doing that project with a business mindset this time.
- Considered a “Regional Significant Airport” with regard to emergency preparedness; Some questions about whether it is actually ready for an emergency.
- Key to the future will be how airport develops, and what happens to Norton Lane.
- Aurora Airport is a good example – industry has circled around the property and brought tremendous economic growth there.
- Access to the airport is a big issue – buffered on the south by wetlands. Cruikshank Road could be closed.
- Really underutilized from a tourism standpoint. Nice jets parked out there, visiting wine country. This could become a tourism aviation destination. It can be the “face” of McMinnville; it’s the way people see the City. Don’t want to take away from 3rd Street, but there is an opportunity to create a subdistrict here.
- Forming a port authority to manage the area gives another set of revenue. Foreign trade zone area being explored, in association with the Port of Portland. Having 200 ac vacant lands adjacent to the highway and airport is unusual.
- What is the cost of an underpass beneath the runway to open up the east and south side? Cruikshank Road reroutes – leveraging the airport lands, necessary road access. Land between the two runways has also been looked at, but FAA may not allow it. Could be a place for high-end hangers (Sun River example).
- Moving Cruikshank Road– can’t extend the runway without moving the Highway. Mitigating the wetlands for expansion may be an option. This is in the Airport Masterplan, but expansion is aspirational. Would have a positive impact, allowing bigger planes. Existing runway will serve future air traffic; will be a while before FAA will fund another runway expansion plan.
- Revenue generation at the Airport is just holding at the current level. City isn’t putting investment into it right now; UGB issues and growing the city is taking precedence.
- Key opportunities: corporate headquarters, executive hangars, commuter service (primarily taxi)

2. Tourism offers promising opportunities in the area

Summary: Stakeholders see opportunities to develop tourism-related industry in the study area. Existing key assets include the airport and Evergreen museum complex.

Stakeholder Comments:

- Historically, this area has been seen as a gateway, from either Highway 99 from the North, or down from Linfield, over the bridge. We’re seeing a lot more interest and utilization from people touring – we’re spending close to a million dollars a year promoting the area. Bringing in reporters and writers visiting the area and writing about it.

- Vista to the river is a great asset for development on the highway. In the past, there have been discussions with the County Fairgrounds about the property – it'd be a nice location for their activities. Also discussions about a wine country visitor center – playing off the beauty of the property by the river.
- Potential for regional destination @ Evergreen with events, hotel, See You Later sports complex, and fairgrounds, come together. City has already approved a range of amenities, such as a hotel and executive ropes course.
- Re: Evergreen complex (and area to the north) as a regional destination
 - The north part of the study area includes land behind the Evergreen museum. The property is currently in bankruptcy proceedings. The County is working to forgive the debt, take ownership of the land and possibly move the Fairgrounds there, with a possibility of a convention center. Would be an opportunity for consolidating County holdings. The See Ya Later Foundation sports complex, with the water park and air museum, can be a magnet. There is also a desire to build a hotel there. There are a lot of partners and discussions. In the next year or two, political makeup of County should be conducive to the conversation.
 - There may be a possibility of a UGB amendment to accommodate a public amenity and a future shared facility with the indoor/outdoor rec facility (See Ya Later). Uses are already parked, and there is an opportunity for hotel. All the uses, existing and proposed, can use the Evergreen roadway improvement. The City is open to this idea. The bankruptcy plays a big piece in this – legally there is a lot in play. City can wait to see how things play out, be nimble to pick up the pieces, and become great partners.
 - Re: 100 acres behind the Evergreen property. Proposal for the County jail to move to Fairgrounds, Fairgrounds to move to behind Evergreen. The jail is old, in the city. A change/upgrade needed maybe in the 10 yr timeframe. Falls Event Center is in the courts to dispose of the land; parcellation is part of the picture. Re: the foreclosure, the City is far down the list to get money.
- Creating a destination. Downtown is as busy on the weekends as it is during the week. Three Mile Lane won't ever be the downtown area, but this will be the Gateway. It's the tourists' downtown on the weekends and the locals' downtown, Mon-Fri. Even Mon-Fri there are a lot of visitors.
- Concert venue is a good use, as well as a hotel or two.
- Could be a second downtown.

3. Three Mile Lane is a key employment opportunity area

Summary: Stakeholders see the potential for industrial and office development in the area, and noted the need for amenities to serve employees. The large undeveloped properties south of Highway 18 offer a rare opportunity for development.

Stakeholder Comments:

- City's interests include industrial and manufacturing value of the area, getting the greatest amount of economic development. Traded sector brings more dollars into the community. Tourism, education, office development also bring money into the city. Density of jobs, types of jobs part of the City's target to get 1,500 family wage jobs. Focusing on tech; looking at private taxi service at the airport for tech workers to/from Silicon Valley.
- Hard to find office space in the downtown core. Looking to make it a destination for employees. Important to have some amenities, walkable area, restaurants. Could use more large office space. Mixed use office areas are attractive. The Springs Living (senior living facilities company) is moving to Three Mile Lane on 5 acres, currently vacant. Opportunity to do some master planning.
- Opportunity here for office park, mixed use district. Corporate office opportunity – should be complementary to downtown and serve as an asset (like the Old Mill District in Bend). Strong architectural design form (e.g., glass) is already present along Highway 18.
- Given some of the new moves to the corridor, there is an opportunity for building out an office business park-type of setting, more creative, cloud-based work. Corporate headquarters. No class A office space to show people; should include offices, but also should be a district that supports employees.
- Airport is already an attractor. For an example, a start-up located here because of the airport and access. Large opportunity fund interest. The creek impacts access. Creating industry on the south side of Highway 18 is a real possibility. City owns some property on the north side of the runways.
- TTR just relocated headquarters from downtown – tax consulting, web building. Awarded Best Small Company several years in a row. Currently outgrowing their building. Availability of space is important for keeping the company in McMinnville. 112 employees with huge growth plans for 2019. Besides space, need housing – recruits from outside of the state.
- TTR has created their own community within their complex on Three Mile Lane.
- Chemeketa Community College has explored partnering with OHSU, thinking about strategic partnering with DHS, bring in the non-profits to support students. Staff and students served by new uses.
- Re: Child care facilities
 - Child care is significantly lacking currently; Any new space needs adequate indoor and outdoor space.
 - Financial barriers: Child care requires subsidy; Potentially from property owners, others. Co-op model would likely be the required course of action
 - Significant impact on business recruitment and retention; Almost as important as housing.
 - Hospital has identified a big need for facilities that accommodate at least 250; Chemeketa Community College has programs (?).

4. Take advantage of economic development and growth opportunities

Summary: The study area falls within an Opportunity Zone, which is a federal program that aims to encourage new development by incentivizing private investment through tax deferrals on capital gains from projects or businesses. Property owners in the area are interested in pursuing this opportunity before the 2019 investment deadline. Participants also discussed various opportunities for development in specific portions of the study area, as well as funding opportunities and potential development barriers.

Stakeholder Comments:

- There's been interest generated by the 2019 deadline for Opportunity Zone fund creation. Property owners are willing to pursue an opportunity to masterplan the 205 acres, allowing the City to be proactive.
- For the Opportunity Zone program, putting funds together without capital gains, investment has to be made before the end of 2019. City is currently exploring the opportunities and constraints of this program for McMinnville.
- Armory (US National Guard): Homeland Security requires a 10-acre buffer surrounding all armories. McMinnville does not have that buffer, which might cause the armory to have to vacate in the future and result in surplus property (relocation may be required).
- What is the dream for how the agricultural land builds out? All farming is now certified organic, a process that takes 3 years. Also have invested in other property improvements for farming, like irrigation, but owners open to options. It is great location for what has been discussed. Have 180 ac to the river, 90 ac w/in the city.
- Kimco out of New York is a financial partner; hard to get their attention for rural development. Management has changed and there is more interest now. Goal is still to get some commercial property up front. EOA identified 35 ac; asked for 45 ac, but not hung up on the number. Also interest in build-to-suit. Kimco has to adjust to new market realities. Huge percentage of large centers are in trouble.
- Opening County land to development would really help. County land surrounds the downtown.
- Rail? Haven't discussed. State acquisition of land is required for rail corridor. Issue is Rex Hill. \$200 million for bypass. Another \$32 in governor's budget. Also looking at Phase 3; \$100 million to finish. DeFazio leadership in D.C., funding may be in the works. Phase 3 analysis by the end of the year.
- Barriers to what you want to do with your property? Zoning, and the infrastructure plan needs to be revisited. Avoiding an interchange will open up land for development. MAC Power and Light looking for a substation in this area to support future development. How much land will they need? Water looks good, but need a site for water reservoir; can be outside the UGB. Broadband, redundancy, AI needs. Rural Initiatives - lots of money for rural broadband development. Governor is addressing. McMinnville doesn't have adequate underground infrastructure.

- Zoning is currently industrial. Anything is possible re: changing the zoning. Let's talk about what we want to do, then figure out how to do it.
- Urban renewal district, how would that play with a port district? Blight could be a tool for funding opportunities. Look at urban renewal as part of this project. It has been successful in the downtown; City now familiar with it. It has occurred at a pace that is faster than anticipated re: infrastructure improvements.

5. There is potential for a mix of uses in the area

Summary: Stakeholders see potential for mixed-use retail and office development, potentially including housing. There was discussion about "big box" retail development, with mixed opinions on whether that's the right use for the study area.

Stakeholder Comments:

- Should be able to live, work, play in the area.
- First and foremost, this is a transportation corridor – getting goods in and out, major gateway. Port of Portland, Ronler Acres is a good example. Create a mixed use area where people can live and work there.
- Would like for this area to be more developed in a way that people can leave the office and access amenities, restaurants. Would be fun to have some energy and activity in this area.
- Amenities to serve residential development (new or existing) are lacking in the study area. "If you build it, they will come" – new residential development will create demand for commercial amenities.
- Land in the area used to have options from Target, Home Depot, Costco. Lowes is here, but Home Depot might be interested in this area. Costco was interested in a Lindfield College parcel, but the college wouldn't sell. The area currently doesn't have the commercially zoned property. This area now may be more suitable for restaurant, mixed-use, as opposed to big box, due to how the industry has changed.
- Cosco would make it attractive to employees, would attract visitors. Businesses have not located here because there is no Target. People are coming to 3rd Street for a unique experience.
- How do we get a Cosco, a Trader Joes, so we don't have to get into our car and leave the area? There is a lot of retail leakage. Those types of businesses need to understand that box stores aren't what we're looking for in this community. Don't want a strip mall gateway into the community. Design is at issue (not use) to identify that this is a different type of community.
- No-growth or category-killer fear? – hard to tell. Is there a way to address retail leakage in a meaningful and intentional way?
- Do the big boxes fit here, or on Highway 99 where vacancies are happening? Could support business park that is emerging.

- Don't think this area is appropriate for large format retailers. One attracts another; don't feel like that is a good gateway feature. Mixed-use commercial, housing, clustered development. Uses that are supporting the industrial.
- Big boxes don't have to be included at the exclusion of other uses. Can be incorporated. Opportunity to capture Costco trips to entice visits to other assets?
- Lease rates on 3rd Street are not keeping pace with market value. The more that comes to town, cost of business on Main Street will increase. Will need a support system for businesses downtown.
- Mostly see tourists down on Main Street. It is not an area that employees feel like is for them.

6. There are opportunities for housing, but also constraints

Summary: Housing advocated identified the need for housing in the city at large, as well as in the study area. Stakeholders see some opportunity for a mixed-use district that includes housing.

Stakeholder Comments:

- The need for housing exists throughout McMinnville.
- A general lack of housing availability in McMinnville creates challenges in drawing new hires to live in the city.
- New Housing Types could be introduced in the Three Mile Lane corridor.
- For Chemeketa Community College, housing nearby would be helpful for students' options.
- Hospital has 22 acres, right now it is a patchwork of in / outside of the city. Housing is important for entry level and medical professionals; but there are transportation issues (how people get there).
- There's an opportunity in this area that has a large amount of industrial land to introduce new housing forms and types that respond to the industrial character of the area. Higher density, mixed-use housing in industrial areas are popular and trendy in many of the urban areas where high-tech workers are being hired from.
- There are constraints related to residential development for properties on the south side of the highway; FAA concerns re: residential adjacent to the airport. They look at overnight lodging and mixed use (live work) more favorably than residential development. Don't necessarily view multifamily differently. The flight path is going south, away from properties.

7. Transportation issues are a concern, but planned improvements will enhance the corridor

Summary: Stakeholders pointed out opportunities associated with the planned Three Mile Lane Bridge improvements, as well as other roadway improvements, but also noted issues like high speeds and access challenges.

Stakeholder Comments:

- Three Mile Lane Bridge improvements are slated for 2021 construction; currently in the design phase. It's not an easy corridor for bikes, pedestrians or cars.
- Temporary bridge could become bike/ped bridge after new bridge opens.
- Transportation will look much different in 20 years. There may be opportunities for integrating designs in the corridor/study area with the bridge.
- Highway 18 has an Expressway designation, which requires the greatest separation in spacing standards. A different designation can be explored as part of this process.
- Roundabouts on the highway are suggested, but freight trucks may have difficulty negotiating them.
- The 1996 Highway 18 Refinement Plan includes improvements: proposed interchange and elimination of the signalized interchange east of the hospital. There are lots of commuters to the hospital from Salem.
- They lose the left turn into hospital, under current corridor plan.
- Highway 18 is not fun to traverse – high speeds – and hard to turn left.
- The long-term plan has frontage roads. ODOT is interested in minimizing access points. Stratus Avenue is potentially the start of a frontage road.
- Frontage road on the south side of Highway makes sense, tying into Armory Way. The Design Overlay requires a large setback.
- There's a proposal to close Norton Lane, which would have a big impact on the Hospital. This project will include a corridor refinement plan. The way the road gets configured impacts the developability of the parcels in the area.

8. Connectivity and access for bicycles and pedestrians are big challenges

Summary: Stakeholders identified barriers to, and solutions to enhance, connectivity (to downtown, across Highway 18, and within neighborhoods), as well as limited facilities for bikes and pedestrians.

Stakeholder Comments:

- ODOT doesn't leave a lot of room, or separation for bicycles. Art and architectural elements make a big difference. There is no other bike/ped crossing right now, which means disconnected neighborhoods, limited connection to downtown.
- Connectivity is a barrier to residential neighborhoods and development.
- Bridges over Yamhill River connecting existing neighborhoods to Joe Dancer Park or other areas north of the river lessen the isolation of the 3ML area.
- Pedestrian bridges over Highway 18 could connect residential areas and amenities separated by the highway.

- Few, if any, connections exist between existing neighborhoods.
- In all the effort to provide connectivity to and from the 3 Mile Lane corridor, don't forget to consider creating a place that residents don't want to, or don't have to leave.
- Dialogue about punching out Norton Lane, north to Rural Residential (5 ac) lots north of the river in the UGB.
- Looking at not just housing, but also walkability and amenities. Connecting Norton Lane through County Land (Goal exception) and new bridge connection. Connecting housing to future business area/park is vital.
- Eastbound traffic accessing downtown. Flowing into 3rd Street fluidly, easily. Build the feeling that this Three Mile area is part of McMinnville.
- Stakeholder interested in trail system. North, for residence, south for headquarters, connecting to Airport Park. Important to separate the bike and peds from traffic on the bridge.

9. Unique characteristics can shape the area's identity

Summary: Stakeholders discussed ways to capitalize on the area's unique characteristics (including natural features, agriculture, and existing design elements) to enhance its urban design and to shape its identity and branding.

Stakeholder Comments:

- Design elements – Kendal Jackson example. Caution against using the existing design as a guide for future development – glazing is a nice touch, also agricultural in nature – but dated, especially the existing office buildings. In favor of referencing agricultural themes (e.g., hazelnut).
- Don't want a sea of parking – needs to be hidden – needs to feel like development has been there already (Pearl District, Mill District).
- Vines in front of museum – not a real high use, but a nice aesthetic. Allison Hotel example. Landscaping as a cohesive element. Pedestrian path across the river also an opportunity. How does landscaping serve, 20 years from now? More trees, more grasses on the Evergreen Museum site would help soften the massive architecture, bring a human factor. Low shrubs not inviting. Trees can buffer highway.
- RE: how this area is different – City went through a wayfinding exercise, looking at how to navigate and identify by activity. View future development in this area working into this type of approach. Funding is an issue. How do we sign and brand it? Trying to include it as part of the downtown.



Area
Plan

City of McMinnville

Citizen Advisory Committee Meeting #1
March 14, 2019

1

Agenda



1. Welcome & Introductions
2. Project Overview
 - Project Purpose & Background
 - Project Schedule
 - Study Area Context
3. Existing Conditions
 - Land Use & Zoning
 - Transportation
 - Economic Analysis
4. Opportunities & Constraints Discussion
5. Vision Statement, Goals & Objectives
6. Next Steps

March 14, 2019

Citizen Advisory Committee Meeting #1

2

2

Welcome and Introductions



March 14, 2019

Citizen Advisory Committee Meeting #1

3

3

Project Purpose and Background

The purpose of the project is to develop an area plan for the Three Mile Lane corridor informed by:

- Three Mile Lane Overlay District, 1981 & 1994
- Highway 18 Corridor Refinement Plan, 1996
- McMinnville Transportation System Plan (TSP), 2010
- Green Cities Project and Design Charrette, 2017
- Residential BLI/Housing Needs/Housing Strategy (ongoing)
- Over two decades of development and the prospects for new investment

March 14, 2019

Citizen Advisory Committee Meeting #1

4

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Project Schedule

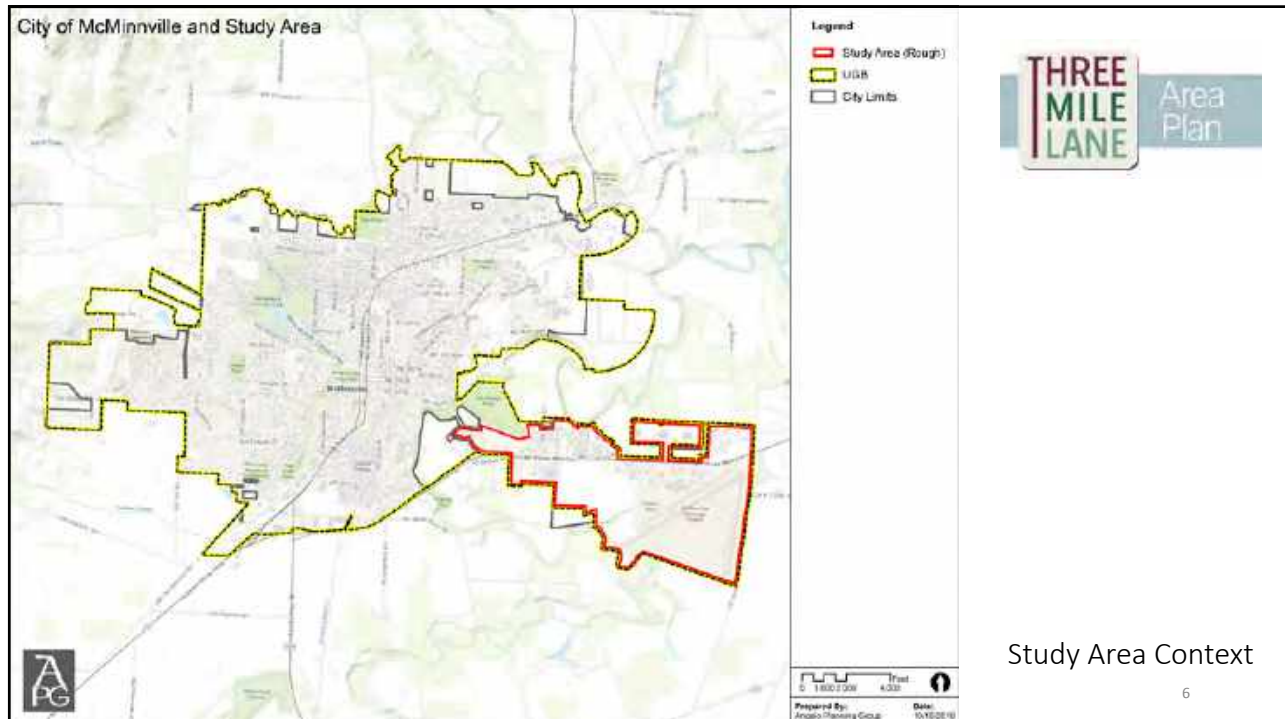


March 14, 2019

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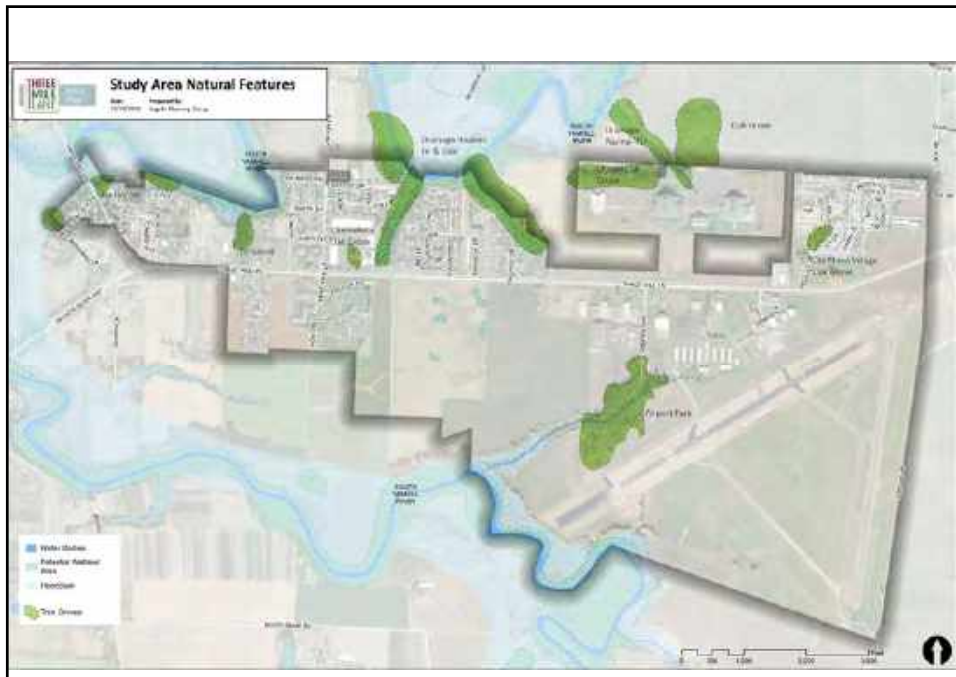
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Study Area

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Natural Features

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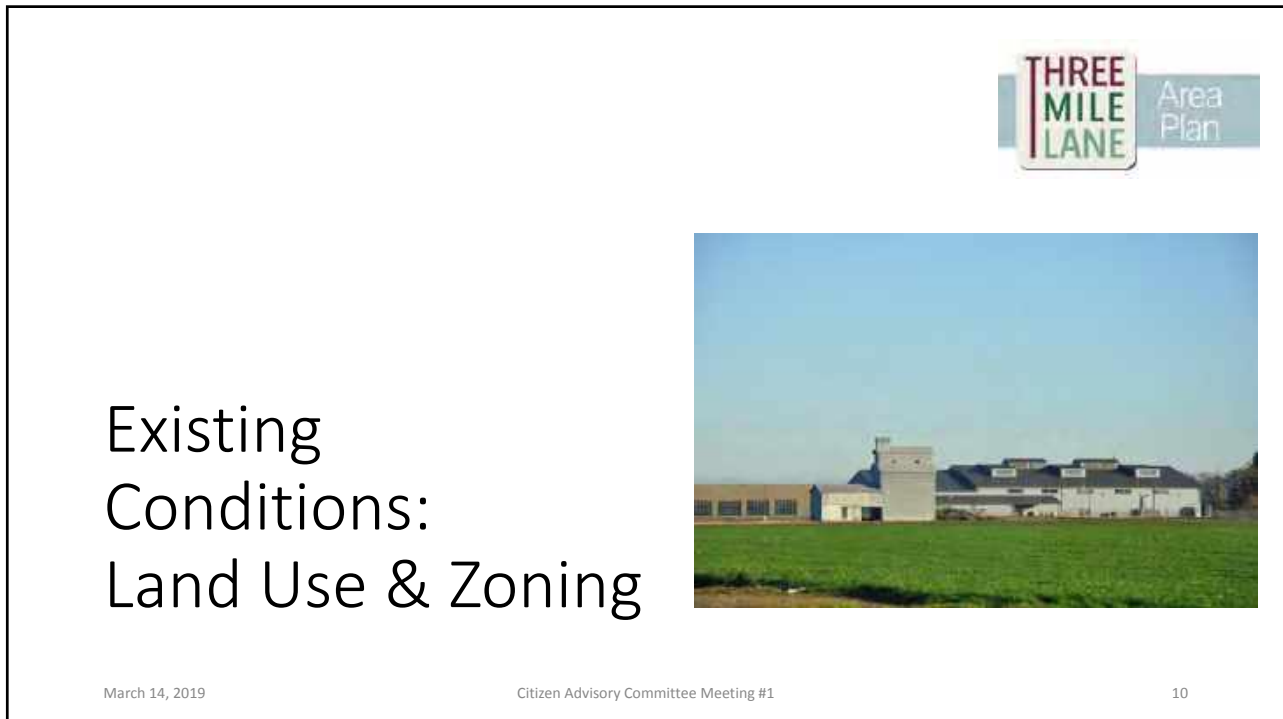
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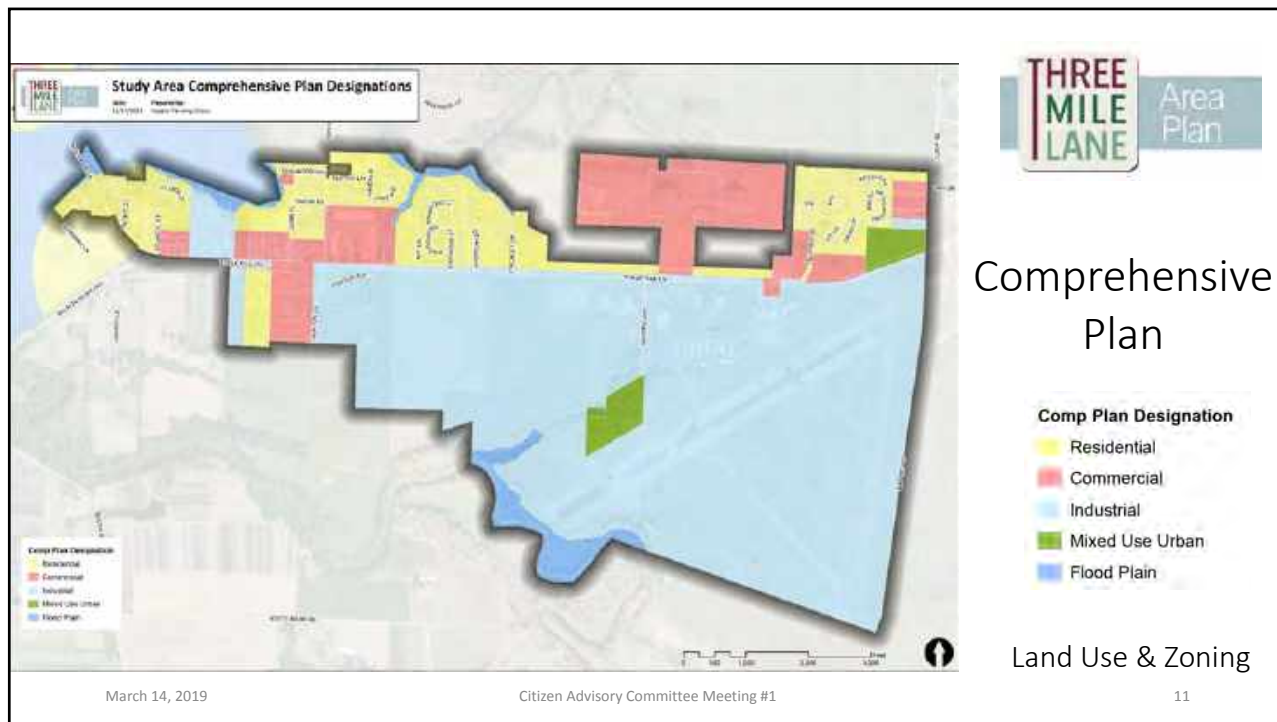
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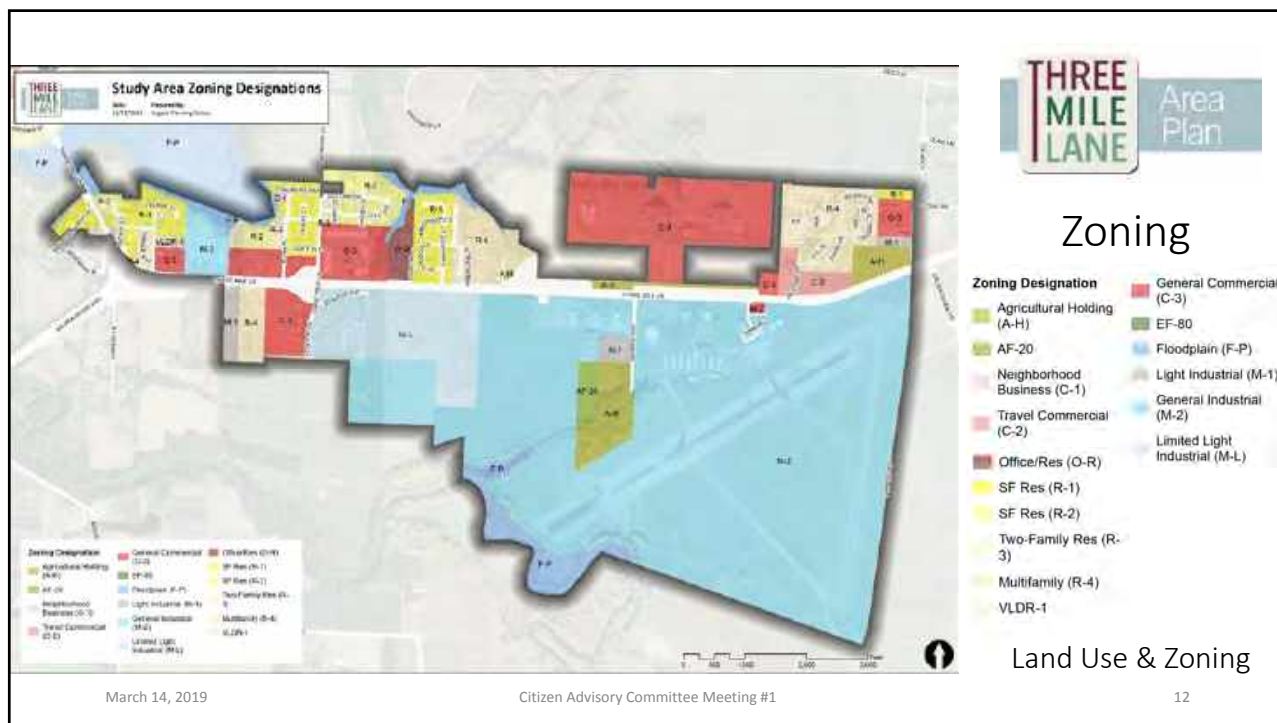


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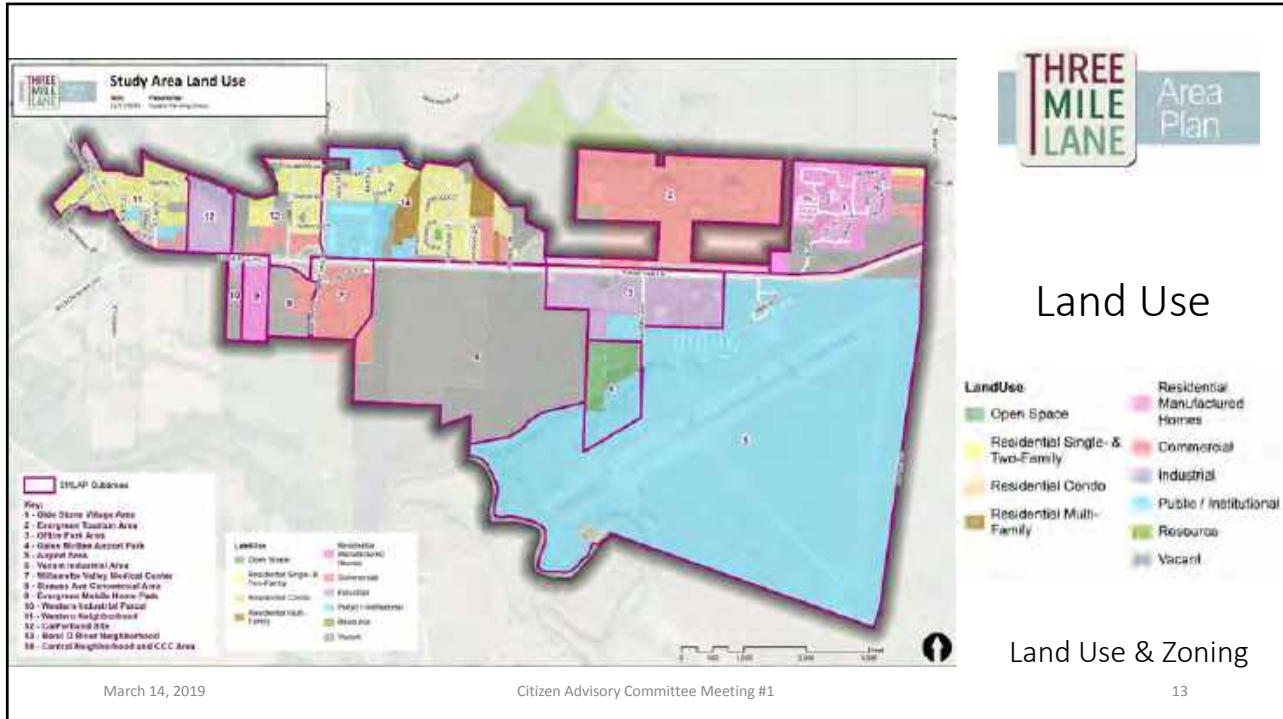




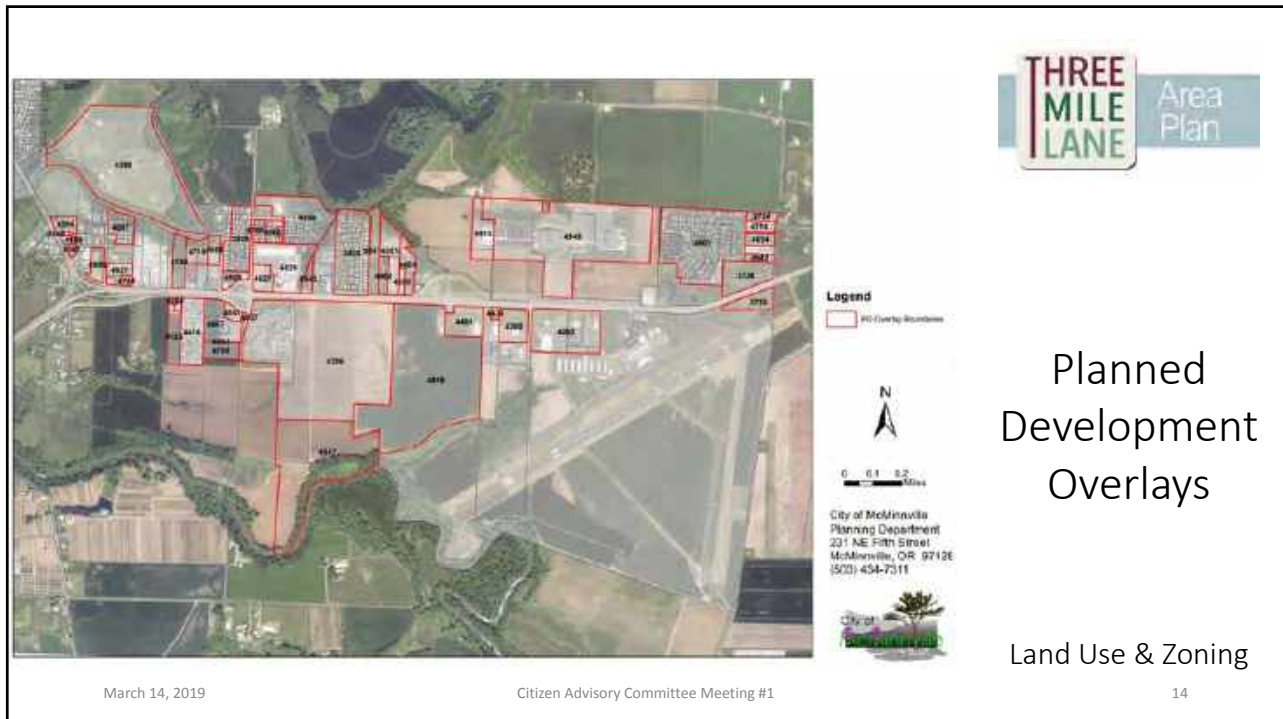
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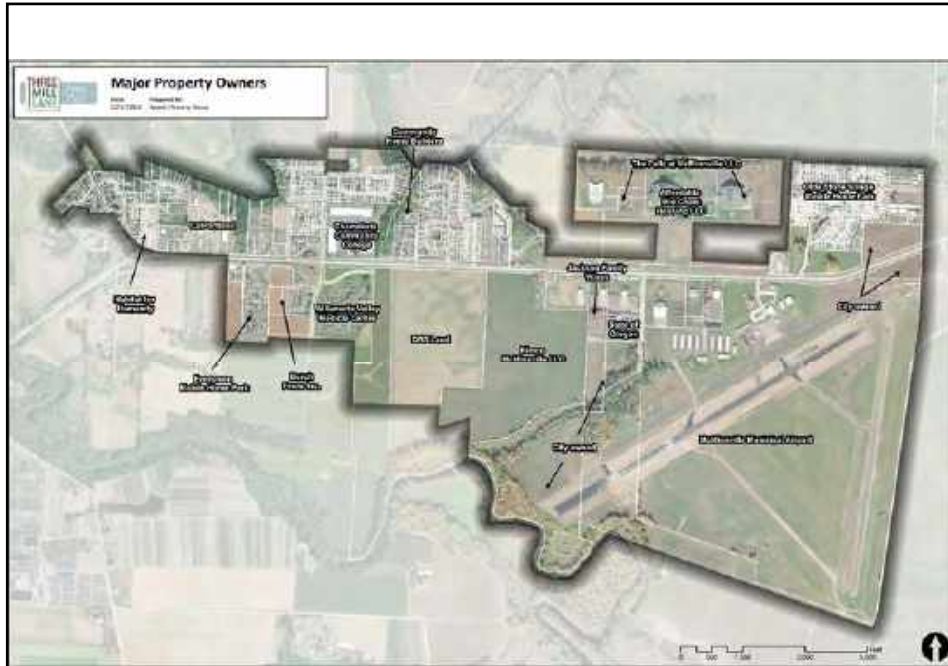
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Major Property Owners

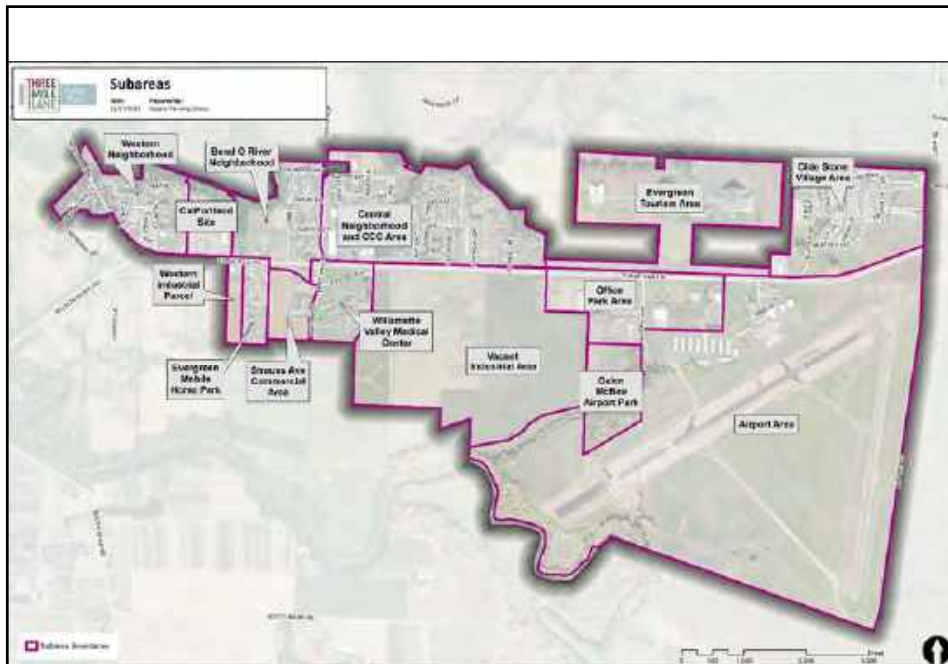
Land Use & Zoning

March 14, 2019

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15

15



Subareas

Land Use & Zoning

March 14, 2019

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16

16




Evergreen Tourism Area



Office Park Area



Galen McBee Airport Park



Willamette Valley Medical Center



Strauss Ave Commercial Area



Evergreen Mobile Home Park

Land Uses by Subarea



Land Use & Zoning

March 14, 2019


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17


17


Western Neighborhood




CalPortland Site




Bend O River Neighborhood



Bend O River Neighborhood



Central Neighborhood and CCC Area



Central Neighborhood and CCC Area

Land Uses by Subarea

Land Use & Zoning

March 14, 2019

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18

18

Land Use Opportunities



19

Existing Conditions: Transportation



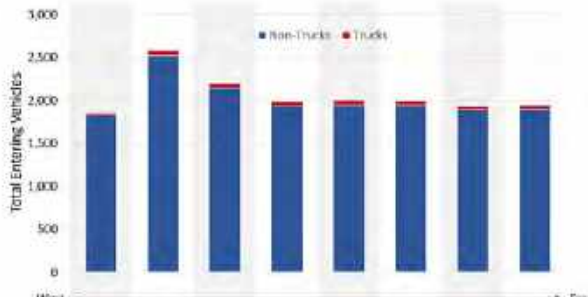
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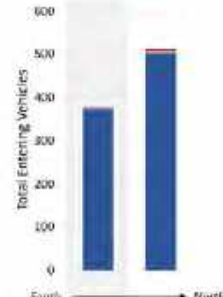
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Multimodal Traffic Counts



PM Peak Hour
Total Vehicle,
Truck, Bike, and
Pedestrian Counts



| Intersecting Street | 1st St | Norton Ln | Cumulus Ave | Armory Way | Citrus Ave | KV Park | Loop Rd | Crickshank Rd |
|---------------------|--------|-----------|-------------|------------|------------|---------|---------|---------------|
| Count | 1,823 | 2,520 | 2,190 | 1,985 | 1,989 | 1,941 | 1,886 | 1,895 |
| Percent | 98.3% | 97.7% | 97.7% | 97.7% | 97.6% | 97.6% | 97.5% | 97.0% |
| Count | 35 | 50 | 50 | 45 | 47 | 47 | 48 | 50 |
| Percent | 1.7% | 2.0% | 2.3% | 2.3% | 2.4% | 2.4% | 2.5% | 2.6% |
| Count | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Count | 15 | 5 | 0 | 5 | 0 | 0 | 0 | 0 |

Three Mile Lane Intersections

Norton Lane Intersections

| Intersecting Street | Stratus Ave | Cumulus Ave |
|---------------------|-------------|-------------|
| Count | 374 | 505 |
| Percent | 98.9% | 98.4% |
| Count | 4 | 8 |
| Percent | 1.1% | 1.6% |
| Count | 0 | 1 |
| Count | 3 | 11 |

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21

21

Pedestrian System



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22

22

Pedestrian System



Pedestrian Level of Stress (PLTS)

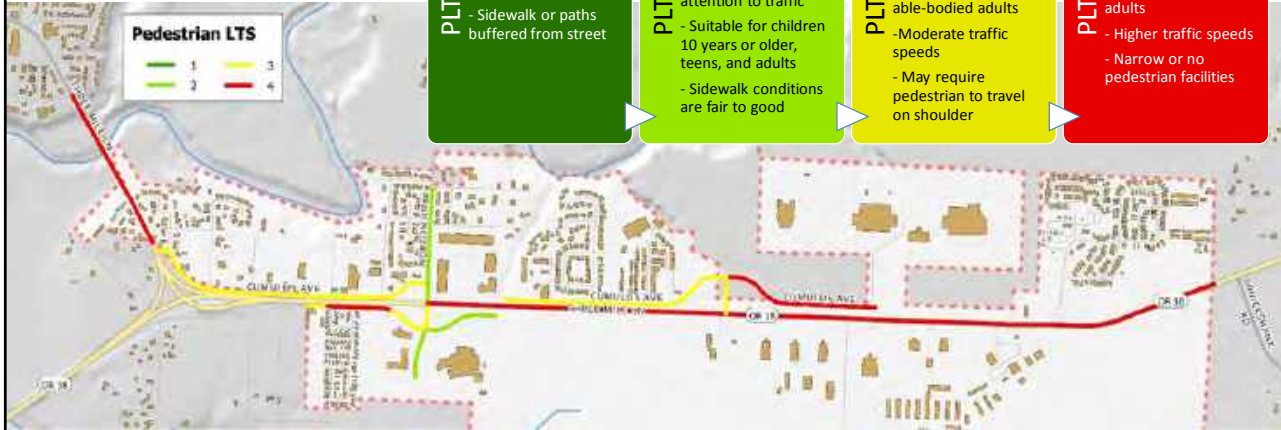


PLTS 1 - Minimal traffic stress
- Low traffic speeds
- Sidewalk or paths buffered from street

PLTS 2 - Little traffic stress but requires paying attention to traffic
- Suitable for children 10 years or older, teens, and adults
- Sidewalk conditions are fair to good

PLTS 3 - Moderate stress
- Suitable for most able-bodied adults
- Moderate traffic speeds
- May require pedestrian to travel on shoulder

PLTS 4 - High traffic stress
- For able-bodied adults
- Higher traffic speeds
- Narrow or no pedestrian facilities



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23

23

Pedestrian System



Key Findings



- Higher speed limits on Cumulus and Cirrus Avenues (35 mph) not conducive to inviting, healthy and comfortable pedestrian experience.
- Essential, but limited pedestrian features. Linkage to the McMinnville city center is limited to the Yamhill River Bridge.
- Existing features to support safe and inviting walking environments are lacking on Norton Lane, Cumulus Avenue, and Stratus Avenue.
- Strip mall site is a barrier to pedestrian and bicycle travel along Cumulus Ave and to crossing of Norton Lane. Absence of a designated crosswalk at the Norton/Cumulus.



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24

24

Pedestrian System



Development patterns that form pedestrian barriers



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25

25

Bicycle System



Bicycle Level of Stress (BLTS)



BLTS 1 - Minimal traffic stress
 - Easily navigable by cyclists of low skill level
 - Low traffic speeds

BLTS 2 - Little traffic stress but requires paying attention to traffic
 - Suitable for teens/adults

BLTS 3 - Moderate stress
 - Suitable for most observant adults
 - Moderate traffic speeds

BLTS 4 - High traffic stress
 - For skilled cyclists
 - Higher traffic speeds
 - Narrow or no bike lanes



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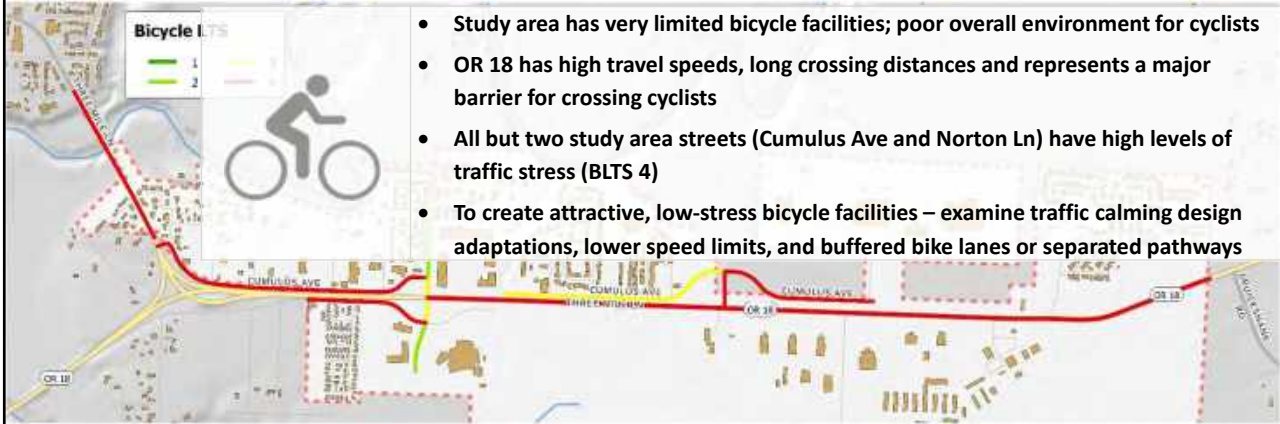
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26

Bicycle System



Key Findings



- Study area has very limited bicycle facilities; poor overall environment for cyclists
- OR 18 has high travel speeds, long crossing distances and represents a major barrier for crossing cyclists
- All but two study area streets (Cumulus Ave and Norton Ln) have high levels of traffic stress (BLTS 4)
- To create attractive, low-stress bicycle facilities – examine traffic calming design adaptations, lower speed limits, and buffered bike lanes or separated pathways

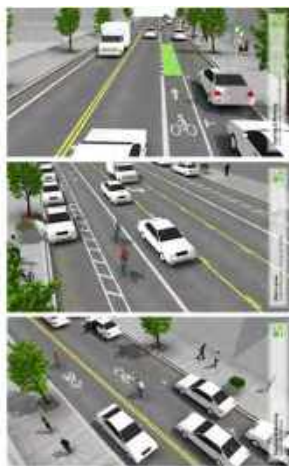
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27

27

Bicycle System



Bike Lane

Buffered Bike Lane

Shared Lane



Raised Cycle Track



Two-Way Cycle Track



Shared-Use Path

Shared-Use Path

Bicycle Facility Types

Source: NACTO

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28

28

Transit System



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29

29

Transit System



McMinnville Route #2 Service

| Transit Level of Service | | | | | |
|--------------------------|---|---|---|---|---|
| A | B | C | D | E | F |

X

Key Findings

- YCTA provides limited (hourly) service on Route 2 connecting to downtown McMinnville.
- If and when YCTA service increases to 30 minute frequency, future transit operations will improve to LOS C.

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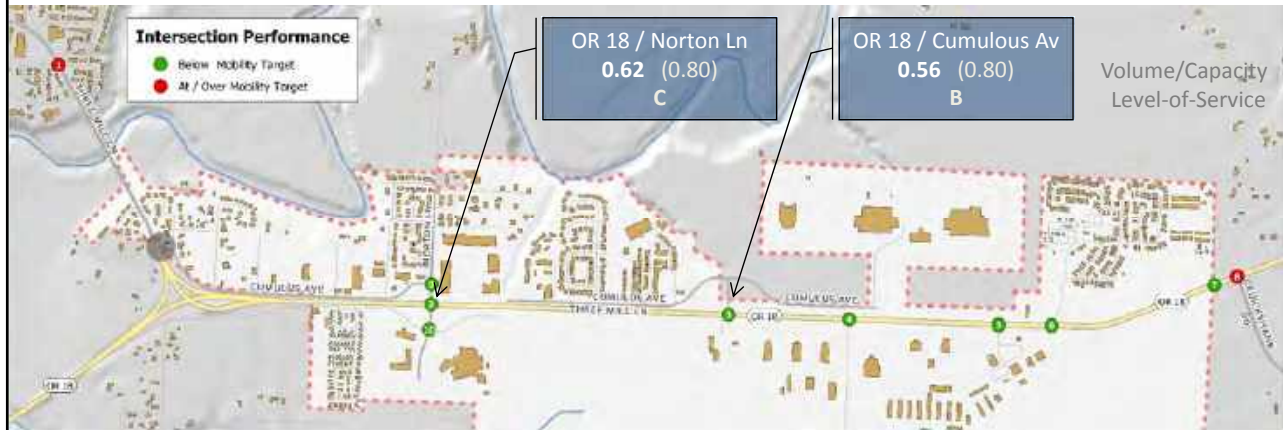
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30

Vehicle System



Intersection Traffic Operations – P.M. Peak Hour



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31

31

Vehicle System



Vehicle Safety Evaluation – Reported Crashes (2012-2016)



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32

32

Vehicle System



Key Findings



- Auto operation deficiencies at two ends of the study area: Three Mile Lane/First Street, and OR 18/Cruickshank Road
- Signalized intersections on OR 18 at Norton Lane and Cumulus operate well within mobility targets
- Notable crash history at OR 18/Cruickshank Road
- Potential gateway streetscape improvements at OR 18/Cruickshank Road intersection
- Abundance of off-street parking capacity

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33

33



Transportation:
Issues &
Opportunities



34

34

Economic Analysis



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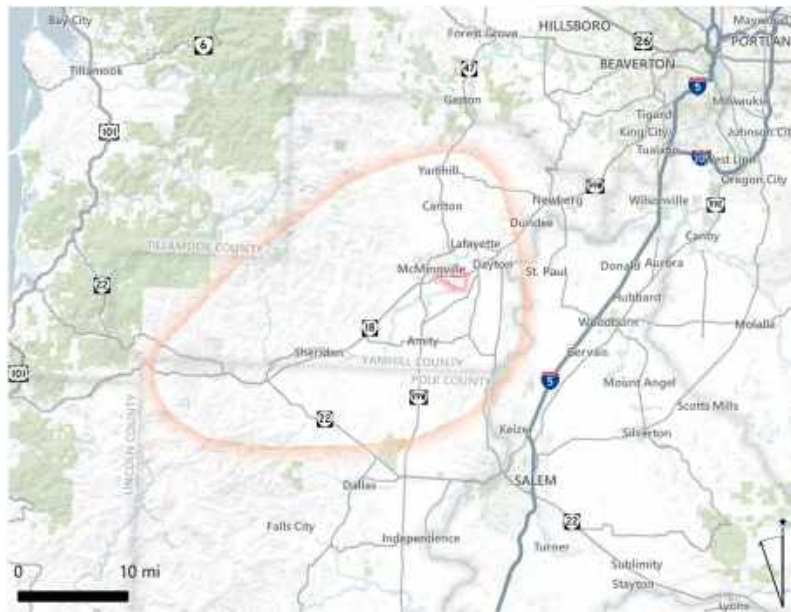
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35

Market Area

Represents the area from which the most demand for residential, commercial, and industrial uses will originate



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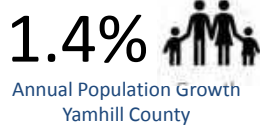
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Key Demographic Characteristics



Projected 10-year Growth Rates



Households by Size



Job Growth (5-yr, of 3,060)



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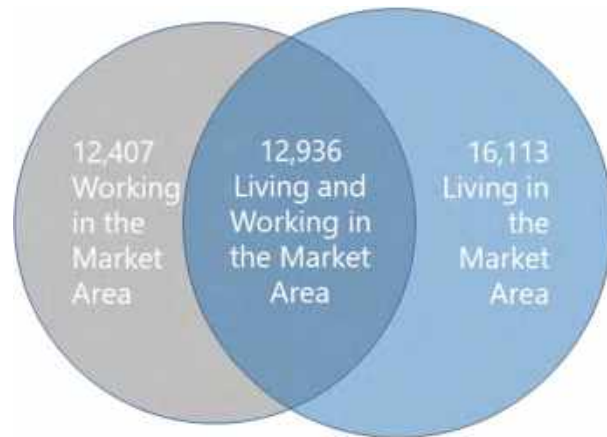
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Commute Patterns



- McMinnville is a commuter City
 - Only 45% of employed Market Area residents work in the Market Area
 - 39% of employed McMinnville residents work in McMinnville



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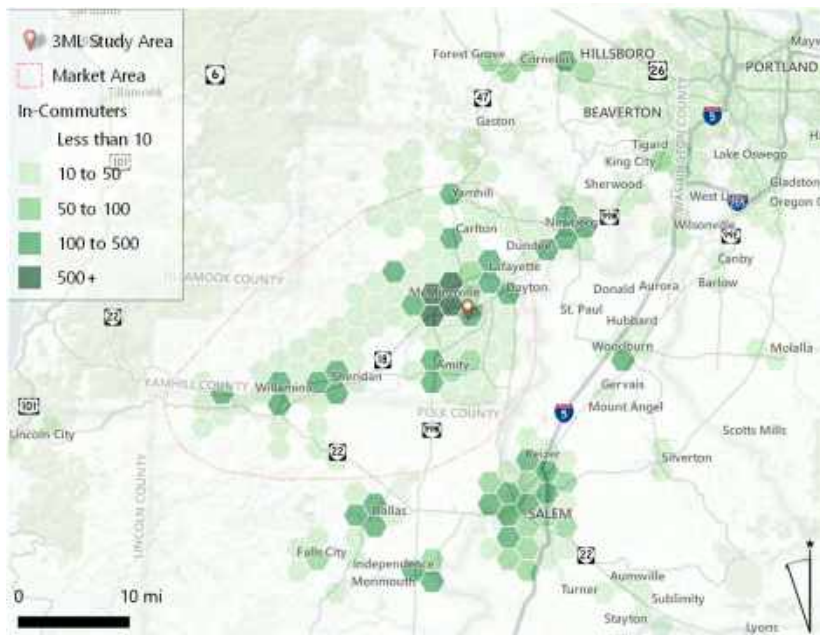
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38

38

Home locations of market area workers

- Most people commute to work in the market area from nearby



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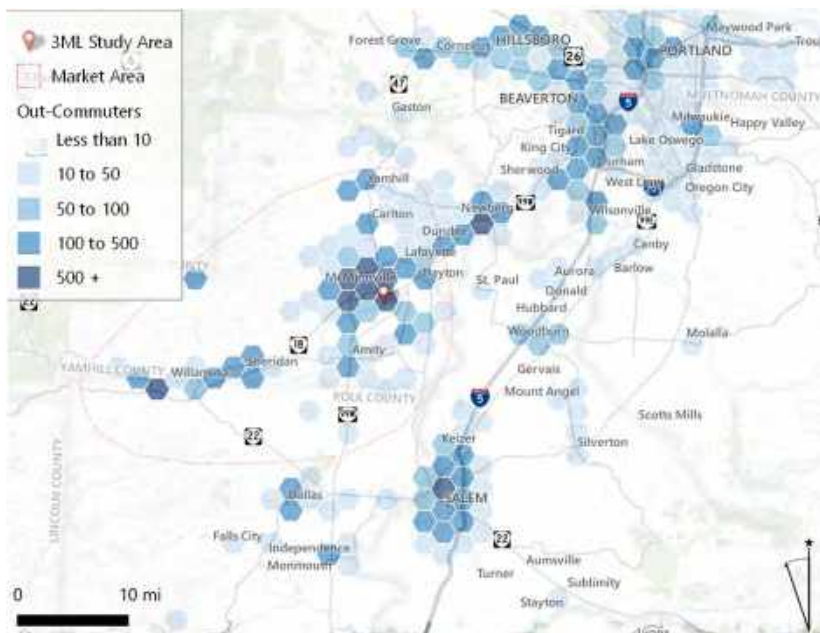
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Job locations of market area residents

- Many more people commute *from* the market area than live there
- McMinnville attracts significantly more residents that work across the greater region
- Significantly more people travel further to parts of the metro and Salem



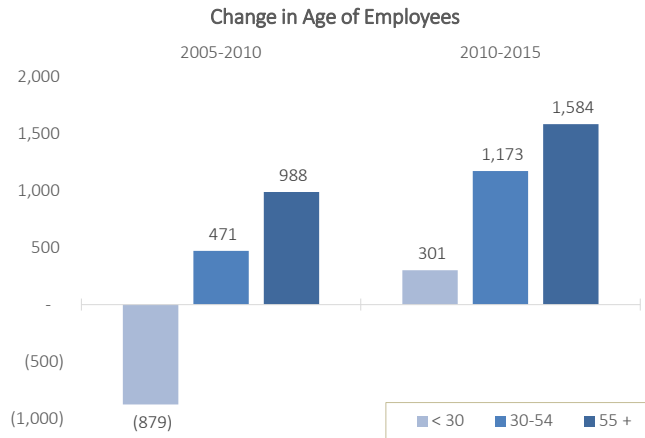
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40

Ageing Workforce



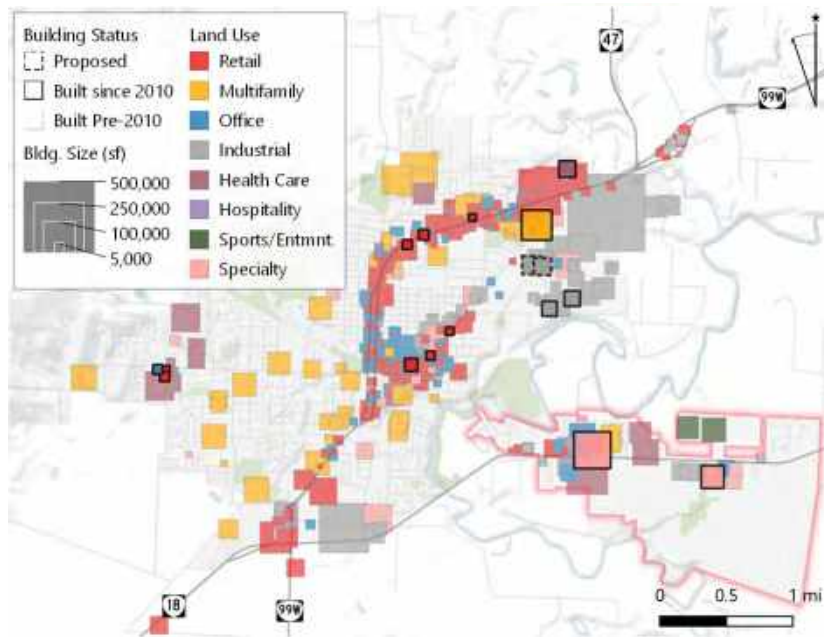
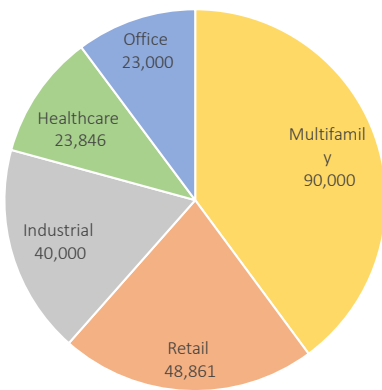
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41

41

Development Activity



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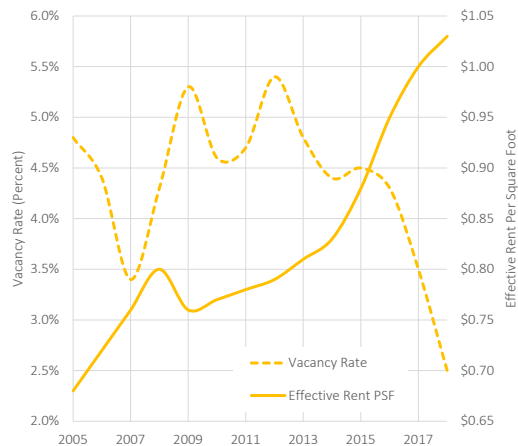
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42

Apartment market data indicates strong demand for new construction



- Prospects are strong regional and nationally.
- Strong rent growth but low average rents across all inventory
- New construction expected to rent for ~\$1.50 PSF
- Very low vacancy indicates demand, but rents may only support lower-density residential typologies like townhomes and garden apartments (walkups)



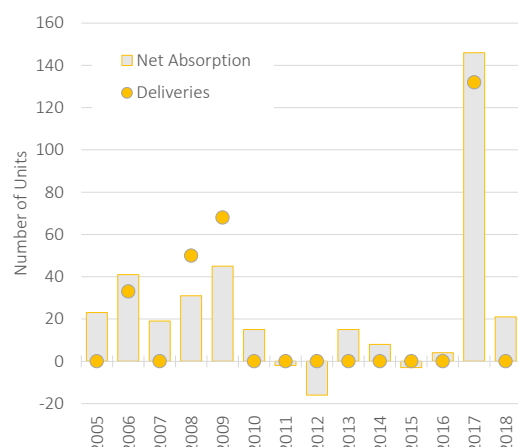
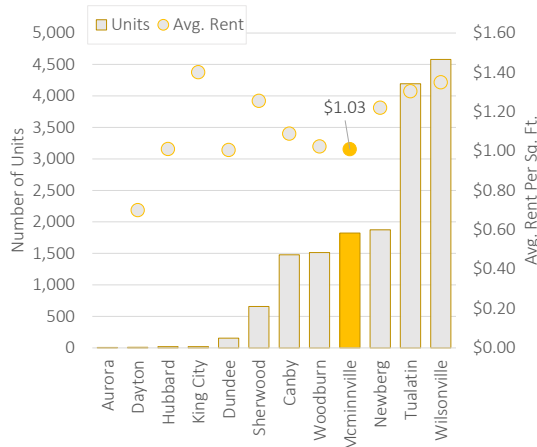
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But rents and construction starts are low relative to the region



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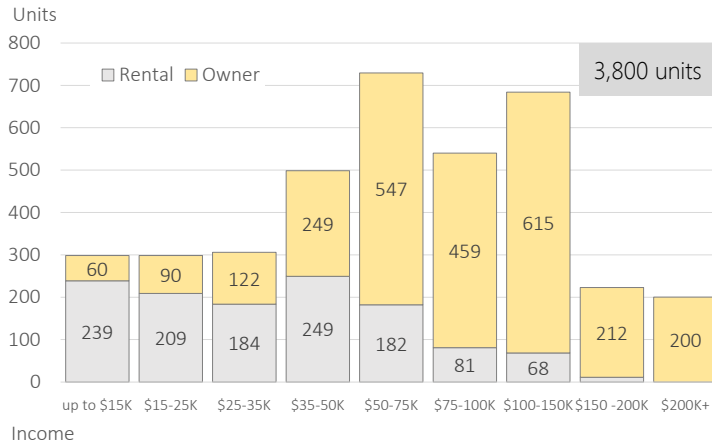
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44

10-year Residential Demand Market Area



- Regional demand for 3,800 residential units over 10 years
- 3ML could capture a significant portion on site:
 - 200+ apartments (~6 acres)
 - ~100 townhomes (~7 acres)
 - Single-family, zoning permitting



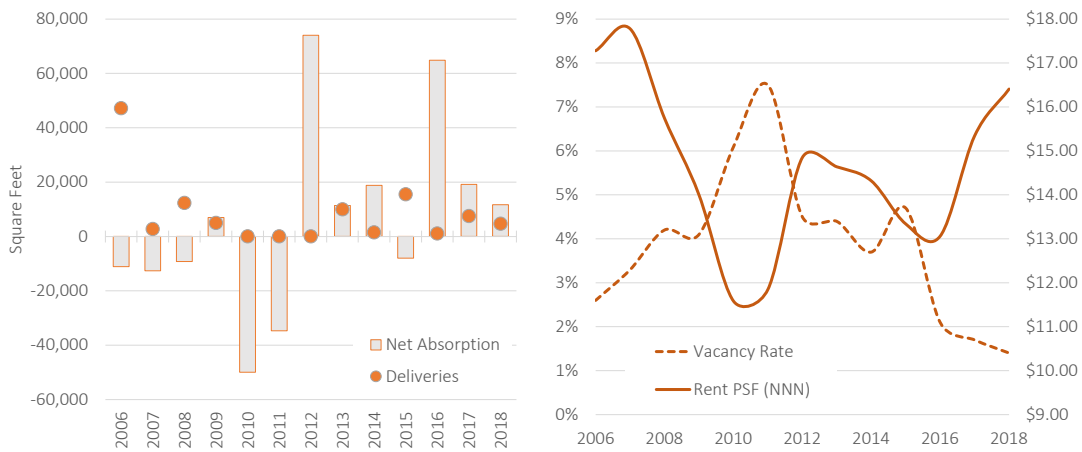
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45

Retail market characteristics



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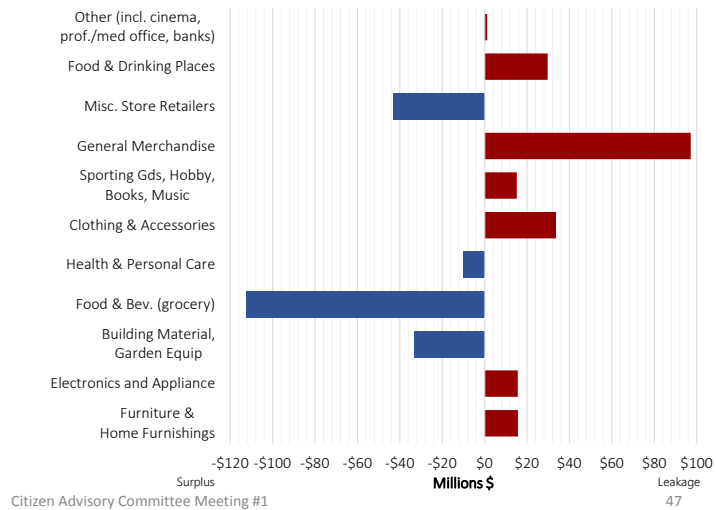
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46

Retail spending indicates immediate opportunities for new construction



- Significant opportunities in Gen. Merch. and dining/ drinking based on leakage
- Large *existing* surplus in grocery supply, but population growth will still drive demand for additional grocery stores.
- Demand from tourist and other visitor spending would inflate demand but is not captured in the data



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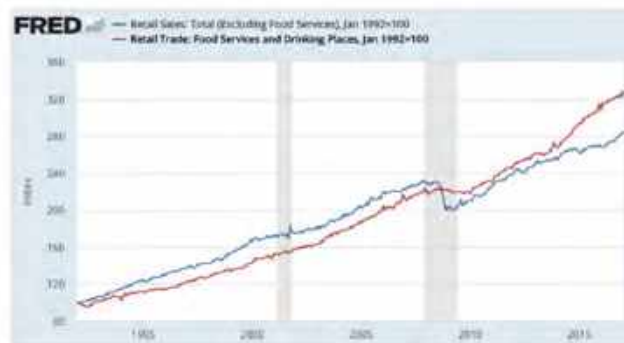
47

Goods vs. Entertainment Spending



- Despite the perceived “retail apocalypse,” spending on retail goods and services at bricks and mortar locations continues to grow.
- Notably, Americans’ spending at restaurants and bars is growing faster than spending at other retail establishments, reflecting both cultural changes, and Americans’ increasing interest in sharing experiences with family and friends (sometimes at the expense of spending on goods.)

Sales at Non-Food Retail vs. Restaurants/Bar



Source: Federal Reserve Economic Data (FRED).

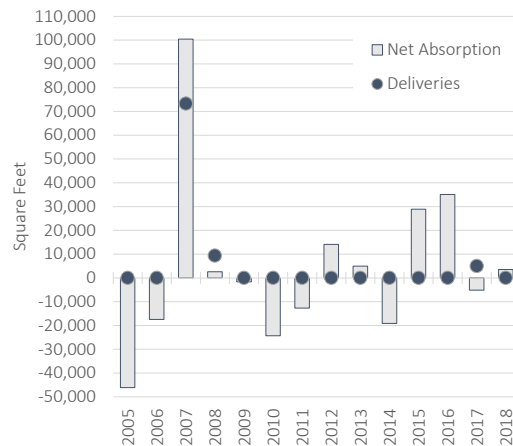
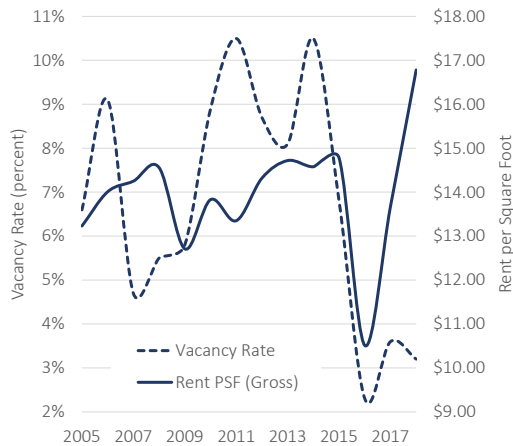
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48

48

The office market is tight and rents are improving



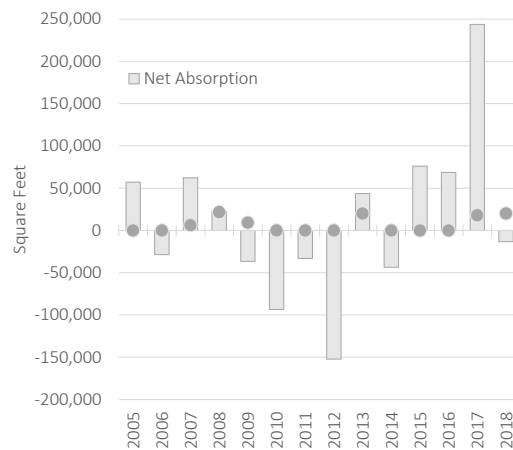
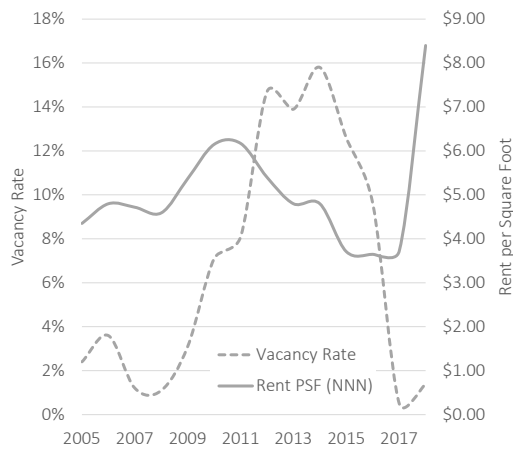
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49

The industrial is very tight and prospects are improving



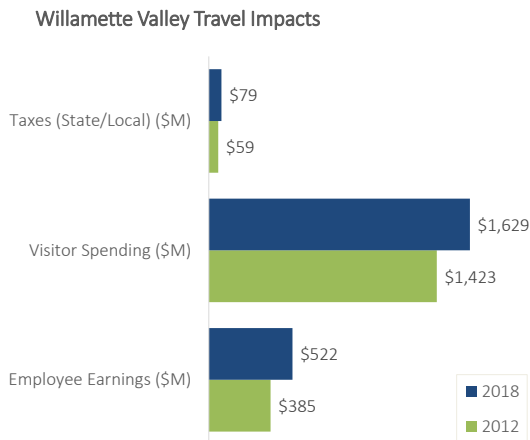
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Tourism is growing and provides unique opportunities



- Willamette Valley was the second-most visited tourist destination in Oregon with almost 20 million visitors in FY 2017
- The arts and culture environment in Yamhill County is a growing field of increasing vitality. Artist studios and monthly wine walks increasingly attract visitors from outside the region.
- Tourism growth increases demand for lodging, retail, restaurants, and craft industrial development.

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51

51

Anticipated Development Mix



- Residential
 - Townhomes
 - Garden apartments
- Grocery anchored and/or mid-to-large format retail
 - Specialty/experiential retail, especially tied to the wine industry
- Low-rise office
- Craft industrial
- Mixed-use commercial (office over retail)
- Lodging and hospitality

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52

52



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53

53



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54

54



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55

55



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56

56



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57

57



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58

58



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59

59

Vision Statement, Goals & Objectives



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60

60

Vision Statement



The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place.

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61

61

Goals & Objectives



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

Objectives

- Leverage land uses for economic development, urban density, and family wage job creation and retention
- Optimize existing economic drivers in the area (airport, business park, tourism areas, hospital, community college)
- Enable development/redevelopment
- New tourism opportunities that capitalize on area's unique assets

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62

62

Goals & Objectives



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

Objectives

- Incorporate Great Neighborhood Principles
- Mix of housing types: single-family detached, attached housing, and multi-family
- Mixed-use development
- Transit-supportive land use pattern
- Access to amenities for residents, employees, and visitors
- Bicycle/pedestrian trail/pathway system

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63

63

Goals & Objectives



City of McMinnville Great Neighborhood Principles

1. Natural Feature Preservation
2. Scenic Views
3. Parks and Open Spaces
4. Pedestrian Friendly
5. Bike Friendly
6. Connected Streets
7. Accessibility
8. Human Scale Design
9. Mix of Activities
10. Urban Rural Interface
11. Housing for Diverse Incomes
12. Housing Variety
13. Unique and Integrated Design

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64

64

Goals & Objectives



GOAL 3: Enhance multi-modal connections throughout the district

Objectives

- Improve pedestrian and bicycle connections, safety, and comfort
- Improve transit connectivity and access
- Improve driver safety in the corridor; meet State and City mobility targets; protect freight mobility; balance access to properties with transportation function

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65

65

Goals & Objectives



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

Objectives

- Gateway feature that can be enjoyed from multiple vantage points
- Development opportunities and streetscape improvements
- Cohesive design language
- Context-appropriate landscape design – create a buffer to the highway, human scale, sense of place

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66

66



67

Goals & Objectives

THREE MILE LANE Area Plan

- *Are your hopes for the area reflected in the vision statement, goals and objectives?*
- *Do the proposed goals adequately support the vision statement? Will the associated objectives help the community achieve the vision?*
- *Are there any important aspects that are missing from the goals and objectives?*
- *Is there anything included that isn't helpful in achieving the desired future expressed by the vision statement?*

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68

Opportunities & Constraints



Discuss potential for...

- Development and redevelopment
- Zoning changes to support goals and objectives
- Improving conditions for people walking, bicycling, and taking transit

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69

69

Evaluation Criteria



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70

70

Evaluation Criteria



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

- Estimated number of new employment uses.
- Estimated number of new jobs, economic development and business opportunities.
- Opportunity for additional goods and services for employees in the study area.
- Improved airport access for business and tourism.
- Economic feasibility of potential development scenarios for large contiguous vacant sites.
- Support for physical expansion and increased capacity of airport.
- Impacts to the functional integrity of Highway 18 for freight movement.
- Opportunity for enhanced or new tourism opportunities within the area.

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

- Estimated number of City of McMinnville Great Neighborhood Principles achieved in the study area. (See draft list of principles attached.)
- Estimated number of new residential units accommodated in study area.
- Likely mix of residential units within the area at build-out.
- Number of existing and proposed residential units with multi-modal access to parks/natural areas and goods/services.
- Provides transit-supportive land uses.

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71

71

Evaluation Criteria



GOAL 3: Enhance multi-modal connections throughout the district

- Pedestrian Level of Traffic Stress (PLTS) of existing and proposed facilities
- Bicycle Level of Traffic Stress (BLTS) of existing and proposed facilities.
- Transit-supportive circulation.
- Traffic volumes (measured at key intersections and along key segments).
- Features that may increase travel time through the district.
- Intersection Operation (typically measured as Volume/Capacity).

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

- Qualitative assessment of urban design elements.

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72

72

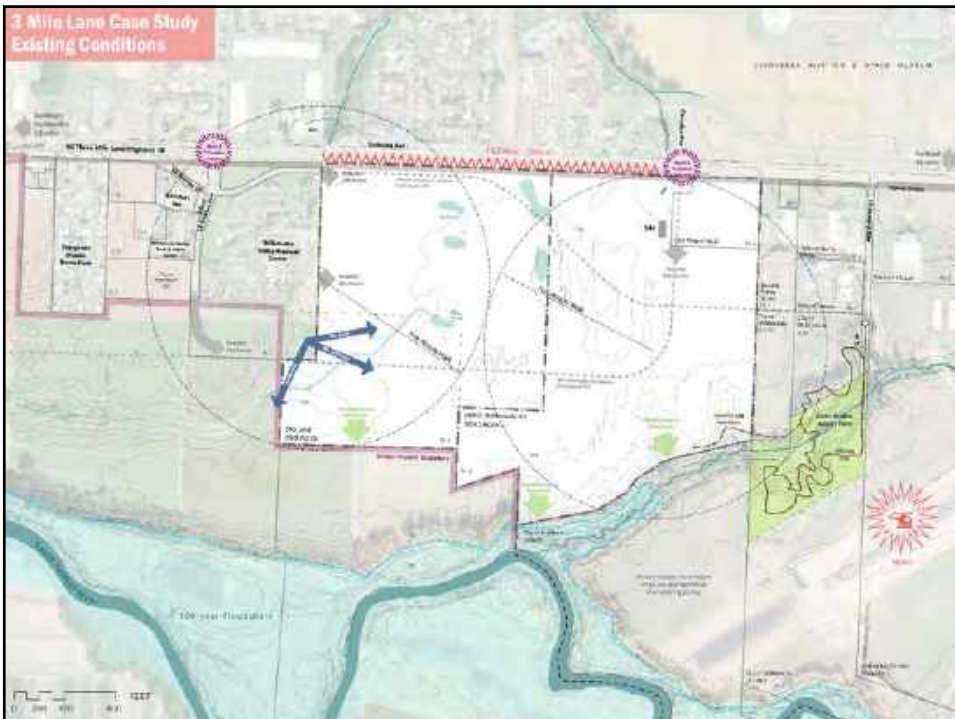
Redevelopment Case Study



- Market / design study for large, undeveloped sites
- Will include:
 - Potential building programs
 - Conceptual site studies
 - Preliminary development pro forma

73

73



Redevelopment Case Study:
Existing Conditions

74

74

Next Steps



- Goals and Objectives Survey – tell your friends! Available here: threemilelane.com
- Revise memos #1-4 and Conditions Booklet
- Public Event #1: April 10, 2019
- Redevelopment Case Study: Spring 2019
- Next TAC/CAC meetings: June 2019



Area Plan

City of McMinnville

Advisory Committee Meeting #2
June 12, 2019

1



Welcome and Introductions

June 12, 2019

Advisory Committee Meeting #2

2

2

Agenda



1. Welcome & Introductions
2. Project Update
 - Public outreach
 - New and Updated Background Work
3. Land Use & Facility Design Options
4. Alternatives Evaluation Discussion
5. Next Steps

June 12, 2019

Advisory Committee Meeting #2

3

3

Meeting Objective:



Determine the desired features of a future Three Mile Lane Area and the elements of a “preferred alternative” for analysis.

- Review project goals and objectives.
- Discuss land use and urban design elements of the three distinct concepts.
- Consider the opportunities for multi-modal connectivity and access.
- Come to consensus on desired land uses, urban design elements, multi-modal transportation needs, and gateway features to forward to the next level of detailed analysis.

June 12, 2019

Advisory Committee Meeting #2

4

4

Project Schedule



June 12, 2019

Advisory Committee Meeting #2

5

5

Public Outreach



- Advisory Committee Meeting & Design Charette
- Property Owners Work Session & Case Studies



June 12, 2019



Advisory Committee Meeting #2



6

6

Open House and Survey

What is your level of support for Goal 1?
79 out of 79 answered

3.60 Average rating

| Rating | Percentage | Count |
|--------|------------|-------|
| 1 | 8% | 6 |
| 2 | 12% | 10 |
| 3 | 20% | 17 |
| 4 | 31% | 25 |
| 5 | 27% | 22 |


Legend: 1 (No Support), 2 (Little Support), 3 (Neutral), 4 (Support), 5 (Strong Support)

Goal 1 comments:


- Too much emphasis on commercial/industrial development
- Industrial lot subdivisions "suburban" and "rural" developments
- Would like to preserve the rural landscape
- Learn more opportunities for work and housing in that area - alternative shopping centers with smaller lots and more walkable for some for the community
- The lot sizes are too small for residential development
- It depends on what kind of density and how many lots
- Need to see a balance of public green spaces
- How city of growth and services would be provided in the area
- More services for the area could be a full plan to bring
- There is a large medical facility and residential that this area could build
- Increase taxes
- Increase taxes and build it
- If there are residential uses and affordable housing, then we can build it
- Use expansion for local services and housing
- Parking, traffic and safety issues need to be addressed

7

New and Updated Documents



- Economic Analysis
- Case Study Report
- Evaluation Criteria Memorandum



June 12, 2019 Advisory Committee Meeting #2 8

8

Project Goals and Objectives



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9

9

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.

10

SWOT Analysis



| | Helpful | Harmful |
|----------|---|--|
| Internal | Strengths <ul style="list-style-type: none"> High visibility from Highway 18 Many large and/or undeveloped parcels Airport Concentration of tourist amenities Concentration of medical uses Variety of housing types Strong connection to regional features – mountain views, agricultural land Abundance of natural features (Yamhill River, wooded areas, Airport Park) Expansive vista of McMinnville for pass-thru traffic Placemaking started with Evergreen campus and vineyards Gateway parcels owned by the City at eastern entrance Proximity to Joia Dancer Park | Weaknesses <ul style="list-style-type: none"> Geographical constraint of Yamhill River Poor connectivity within study area Poor connectivity from study area to downtown McMinnville & adjacent areas Limited bicycle and pedestrian facilities Limited transit services Deficient intersections at ends of study area Highway 18 is a north/south barrier within study area Existing base zones may not meet mixed use intent of study area Minimal commercial amenities Lack of neighborhood identity Lack of sense of place |
| External | Opportunities <ul style="list-style-type: none"> Creation of Gateways – Hwy 18 into study area, and from study area into downtown McMinnville Integration of Complete Streets Development of greenways/trail network using existing natural features & corridors Unifying urban design elements Large-scale, cohesive development on undeveloped lots Neighborhood serving amenities Improved wayfinding Integration of Great Neighborhood Principles Reinforce McMinnville's position in wine country Leverage of airport as economic development asset Reconstruction of the Yamhill River Bridge Large contiguous tracts of developable land Water Trail on Yamhill River More river crossings for connectivity | Threats <ul style="list-style-type: none"> Loss of larger employers due to lack of office space/amenities Uncertain status of Evergreen Space & Aviation Museum Access to frontage development awkward Pedestrian/Bicycle Safety Perceptions Cut off from City Center and Amenities |

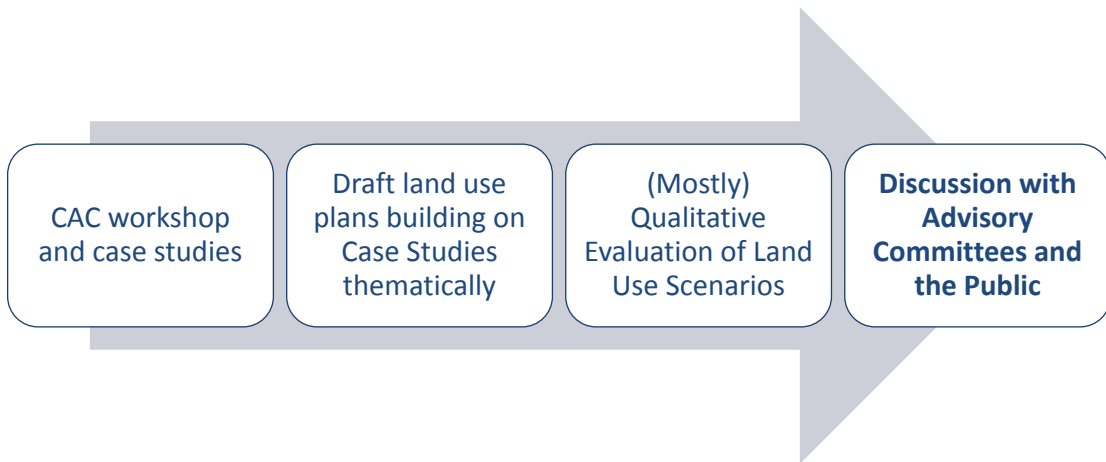
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11

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Process

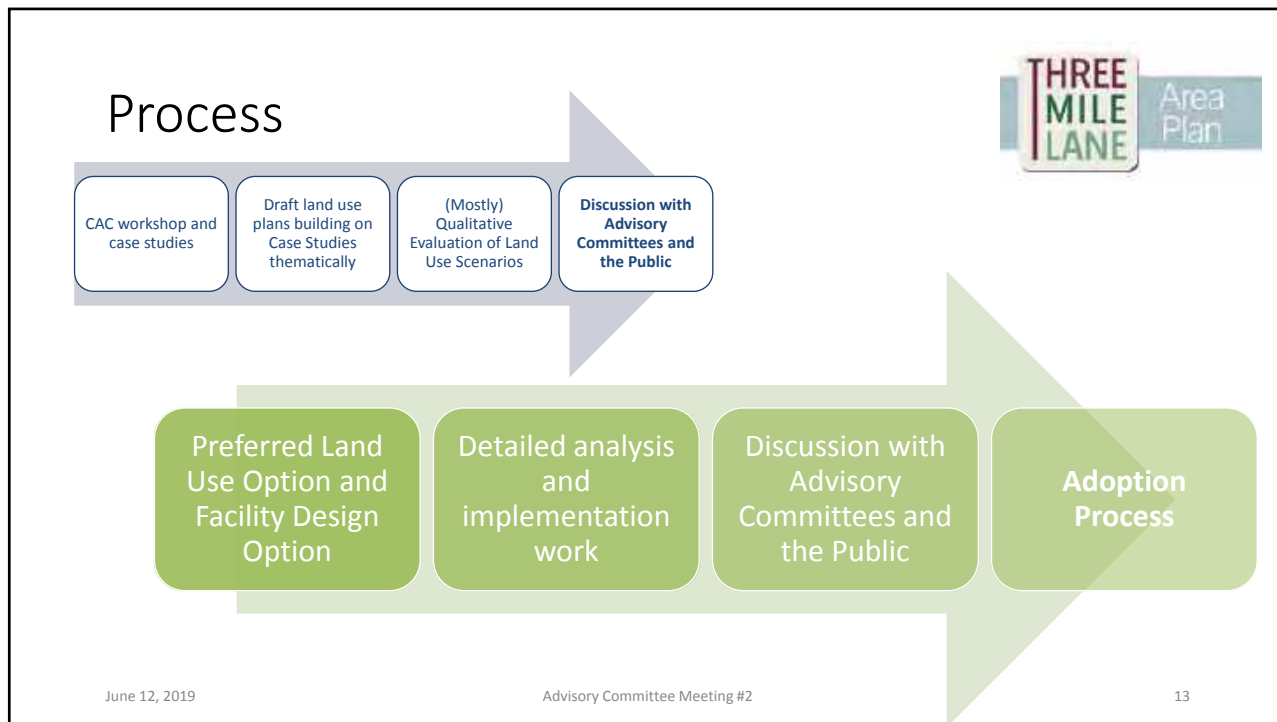


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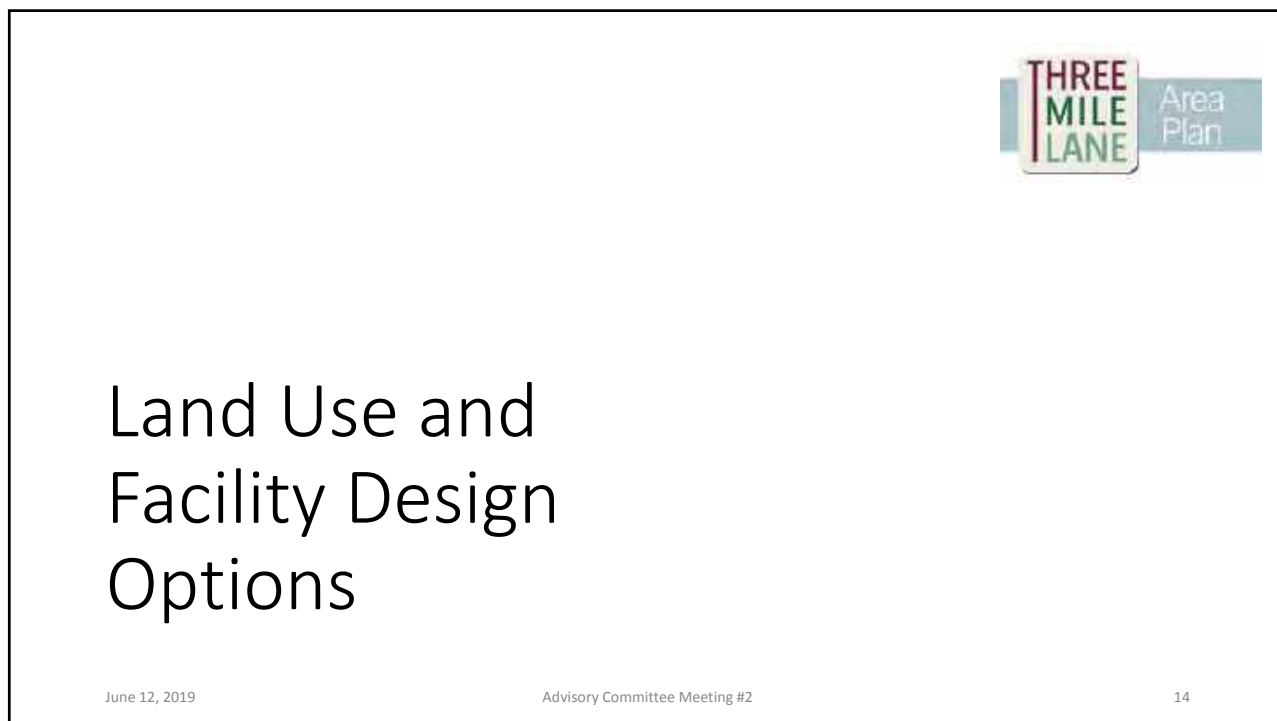
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12

12



13



14

Common Elements

- Boundaries remain the same: UGB is in the same location, developable land is roughly 400 acres
- Airport expected to develop per the 2004 Airport
- Local roadway designs are adaptable to any land use concept

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Advisory Committee Meeting #2



15

Common Elements: Transportation

- Cumulus Avenue is connected to SW Norton Lane through or adjacent to the Chemeketa Community College campus.
- New public 'complete' streets are added to new developments south of Three Mile Lane.
- Three Mile Lane bridge is improved for bicycle and pedestrian safety.
- New and improved bicycle and pedestrian connections throughout the area.



16

Common Elements: Urban Design

- Landscape and architectural design standards are recommended to ensure new development is designed to reflect regional agricultural and historic forms and support this area's function as a gateway to McMinnville.
- Preserve views to natural features like mountains and the river
- Gateway elements are included to mark the entrance to McMinnville



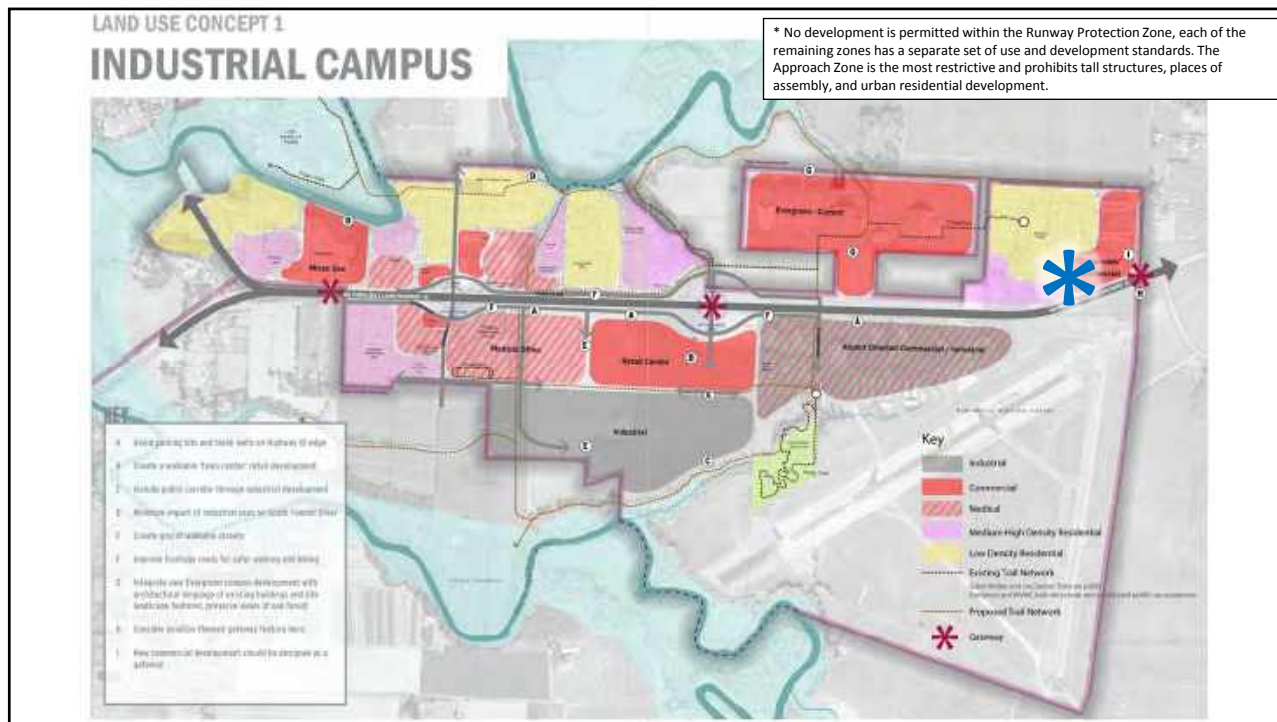
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Common Elements: Parks and Trails

- A trail system connects the South Yamhill River, Galen McBee Airport Park, Evergreen Campus, and Joe Dancer Park along riparian corridors and through new development. The location of these trails changes slightly per concept, but they are always present.
- Recreational access is added to the Yamhill River and riparian corridors and oak stands are protected



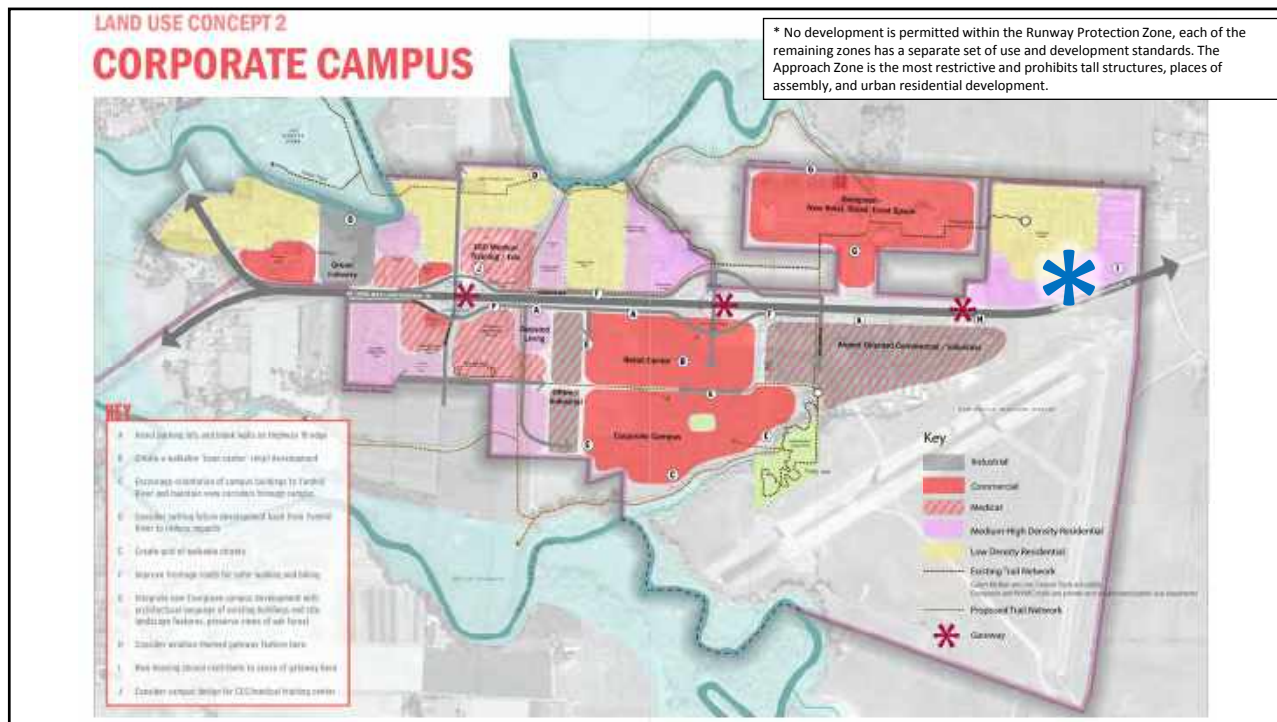
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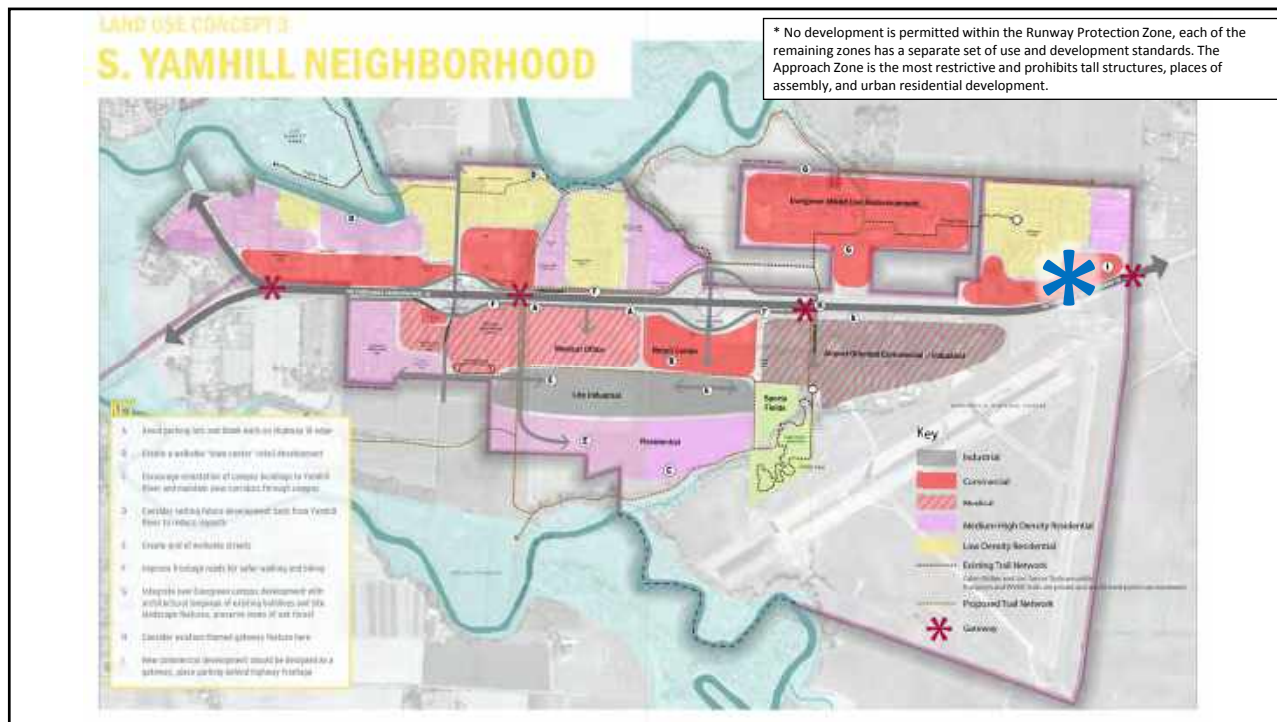
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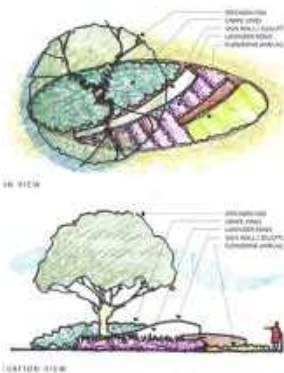
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Gateways

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25

25

COMPLETE STREETS DESIGN

The following table summarizes the street standards proposed in McMinnville's 2010 TSP, with potential adjustments noted to enhance cyclist and pedestrian comfort.

| | Major Collector Existing Standards | Notes | Local Residential Existing Standards | Notes |
|-------------------------------------|-------------------------------------|--|--------------------------------------|--|
| Right-of-Way | 74' | Increase to 80' | 50' | Increase to 58' |
| Speed | 25-30 mph | | 15-25 mph | |
| Maximum Average Daily Traffic (ADT) | 16,000 | | 1,200 | |
| Adjacent Land Use Intensity | Medium | | Low | |
| Sidewalks | 5' residential 10-12' commercial | 6' | 5' | Increase to 6' |
| Planter Strips | 6' residential N/A commercial | 8' | 5' | Increase to 6' |
| Curb-to-Curb Street Width | 44' | Suggest 50' | 28' | |
| On-Street Parking Two Sides | N/A | Possible in urban/town center area | yes | Switch to one side parking if travelway too narrow...see below |
| Bike Facility | 2 lanes (5') | Change to 8' buffered bike lanes (or cycle tracks) | Shared Lane | OK with sharrow markings |
| Median / Center Turn Lane | 12' | Ensure canopy trees planted | None | |
| Travel Lane Width | 2 Lanes (11') | | See street width | With on-street parking on both sides, the resulting travelway will be 14', two-way, which is narrow. |



Buffered Bike Lane



Cycle Track

26

26

Cross Sections



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27

27

Land Use Options



- Initial Thoughts and Reactions?

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28

28

Comments & Takeaways



| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N'hood |
|----------------|---|--|---|
| Does Well | Space for a potential large lot user | Space for a potential corporate campus user | Greatest variety of new residential uses; expanded Galen McBee park |
| Does Less Well | Lesser value per acre of vacant land | Large amount of commercial land in the area | Smaller amount of commercial land south of Hwy 18 |
| | Potential adjacency issues with Airport | Potential adjacency issues with Airport | Potential adjacency issues with Airport |
| | Limited new residential areas | Smaller pockets of potentially isolated residential uses | Expanded Galen McBee park shown on Airport property |

29

Evaluation & Discussion



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30

30

Evaluation Criteria



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

- Estimated number of new employment uses.
- Estimated number of new jobs, economic development and business opportunities.
- Opportunity for additional goods and services for employees in the study area.
- Improved airport access for business and tourism.
- Economic feasibility of potential development scenarios for large contiguous vacant sites.
- Support for physical expansion and increased capacity of airport.
- Impacts to the functional integrity of Highway 18 for freight movement.
- Opportunity for enhanced or new tourism opportunities within the area.

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

- Estimated number of City of McMinnville Great Neighborhood Principles achieved in the study area. (See draft list of principles attached.)
- Estimated number of new residential units accommodated in study area.
- Likely mix of residential units within the area at build-out.
- Number of existing and proposed residential units with multi-modal access to parks/natural areas and goods/services.
- Provides transit-supportive land uses.

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31

31

Evaluation Criteria



GOAL 3: Enhance multi-modal connections throughout the district

- Pedestrian Level of Traffic Stress (PLTS) of existing and proposed facilities
- Bicycle Level of Traffic Stress (BLTS) of existing and proposed facilities.
- Transit-supportive circulation.
- Traffic volumes (measured at key intersections and along key segments).
- Features that may increase travel time through the district.
- Intersection Operation (typically measured as Volume/Capacity).

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

- Qualitative assessment of urban design elements.

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32

32

Land Use Decision Points

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Economic & Employment Opportunities

- Retail “Town Center” Size and Features
- Tourist Commercial Focus Areas (NE Subarea; Evergreen Tourism Area)
- Medical Center Area; Cal-Portland site

Mix of Land Uses

- Mix of activities
- Residential uses, types, location
- Park Location(s) and Features

Multi-modal connections

- Enable connections through and within the 3ML Area
- “Walkable,” well-connected centers and neighborhoods

Gateways

- Location, design

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33

33

| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N’hood |
|--------------------|---|---|---|
| Residential Uses | Modest infill of existing neighborhoods. Mixed use development on CalPortland site. | Modest infill of existing neighborhoods, new residential uses near Medical Center and in northeastern area. | Greater amount of infill than Concept 1 or 2. Large new South Yamhill Neighborhood. Mixed-use redevelopment of Evergreen Tourism Area |
| Industrial Uses | Large industrial site, airport-related industrial uses | Industrial use of CalPortland site, airport and hospital related office/industrial. | Light Industrial area north of S. Yamhill Neighborhood |
| Commercial Uses | New medical office space near Norton Lane. Significant retail “town center.” | Large corporate campus site, significant retail “town center,” redeveloped Evergreen Tourism Area | Medical office, smaller retail center development, commercial frontage on north side of Hwy 18. |
| Parks & Open Space | New trails, potential connection to Joe Dancer | Similar to 1 | Expanded Galen McBee park |
| Gateways | Three locations for primarily highway-oriented gateways identified | Three locations for primarily highway-oriented gateways identified | Four locations identified, several more pedestrian-accessible locations |

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| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N'hood |
|-----------------|--|---|---|
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| Commercial Uses | New medical office space near Norton Lane. Significant retail "town center." | Large corporate campus site, significant retail "town center," redeveloped Evergreen Tourism Area | Medical office, smaller retail center development, commercial frontage on north side of Hwy 18. |

- *What size commercial "town center" supports this area? How does it relate to Downtown?*
- *Are desired industrial uses and jobs supported?*
- *Are there sufficient opportunities for additional goods and services to be located in the area?*
- *How do future employment opportunities relate to the airport?*

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35

35

| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N'hood |
|--------------|--|--|---|
| Tourism Uses | Preserves aviation concept for continued growth; no significant increase in tourism capacity | Significant commercial opportunities throughout district and tourism-focused development of Evergreen site | Preserves aviation complex for continued growth; smallest amount of land for commercial |

- *How do proposed land uses reflect tourism opportunities in this area?*
- *What are the opportunities in the NE, where development would be in close proximity to the Airport Approach Zone?*
- *Would a tourism-oriented commercial zone be appropriate for these uses?*

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36

36

| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N'hood |
|------------------|---|---|---|
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- *Where should there be new residential opportunities?*
- *Are there enough opportunities for a diverse mix of housing?*
- *Where are the residential areas that have the greatest opportunity to meet or further GNPs?*

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37

37

| | Concept 1 Industrial Campus | Concept 2 Corporate Campus | Concept 3 South Yamhill N'hood |
|--------------------|--|--|---|
| Parks & Open Space | New trails, potential connection to Joe Dancer | Similar to 1 | Expanded Galen McBee park |
| Gateways | Three locations for primarily highway-oriented gateways identified | Three locations for primarily highway-oriented gateways identified | Four locations identified, several more pedestrian-accessible locations |

- *How do proposed land uses maximize connections to parks and open space?*
- *Are desired industrial uses and jobs supported?*
- *Are there sufficient opportunities for additional goods and services to be located in the area?*
- *How do future employment opportunities relate to the airport?*

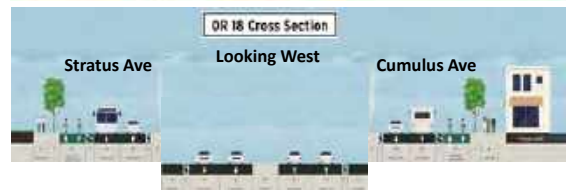
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38

38

Facility Design Options



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39

39

Facility Design Option 1: Interchanges



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Facility Design Option 1: Interchanges



West Section



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41

41

Facility Design Option 1: Interchanges



East Section



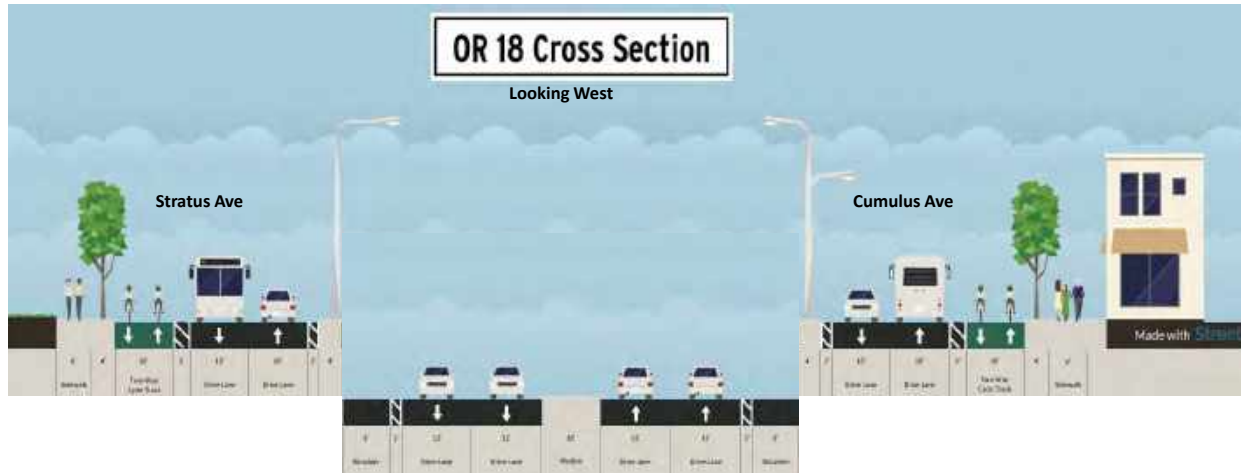
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42

42

Facility Design Options



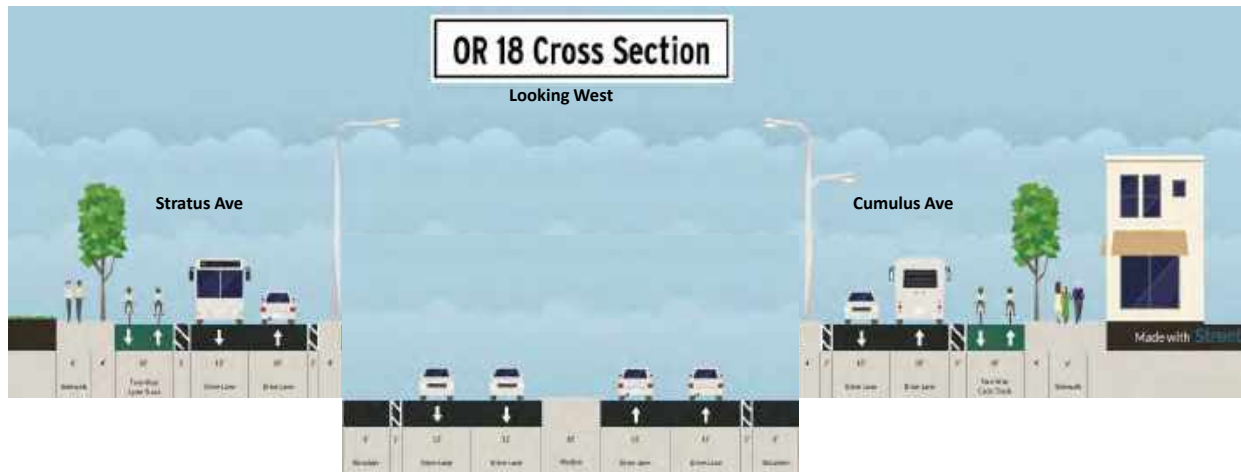
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43

43

Facility Design Options



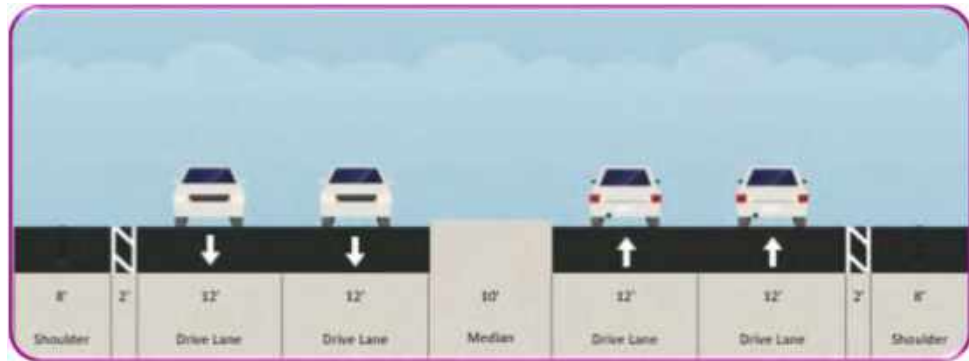
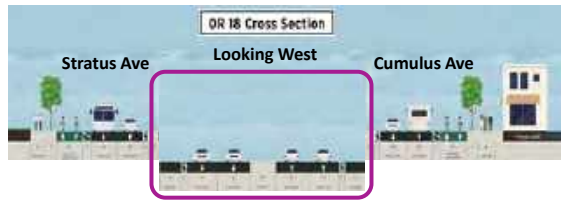
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44

44

OR 18 Cross-Section



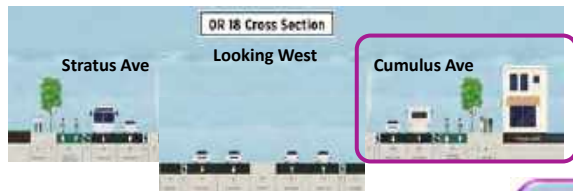
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45

45

Cumulus Ave Cross-Section



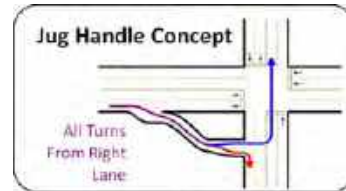
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Facility Design Option 1: Interim Junction Enhancements



The Jug Handle concept removes all turn movements from the major highway and shifts them to the cross-street via a right-turn lane.

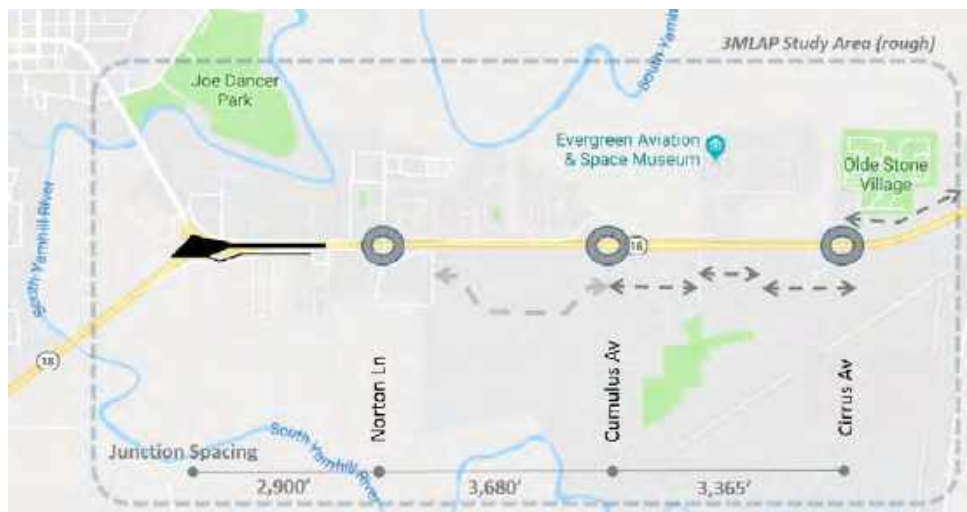
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47

47

Facility Design Option 2: Roundabouts



March 23, 2019

Citizen Advisory Committee Meeting #1

48

48

Facility Design Option 2: Roundabouts



West Section



June 12, 2019

Advisory Committee Meeting #2

49

49

Facility Design Option 2: Roundabouts



Norton Lane



June 12, 2019

50

50

Facility Design Option 2: Roundabouts



East Section



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51

51

Facility Design



- Initial Thoughts and Reactions?

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52

52

Transportation Decision Points

Preferred Facility Design Elements

- Fostering Economic Development
- Freight Impacts
- Rights-of-Way and Costs

Multi-Modal Connections

Other Key Issues

June 12, 2019

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53

53

Facility Design Option Evaluation



Evaluation Criteria

Facility Design Features Help:

Foster Economic Development*

Ease of Access** to Existing and Planned Land Use

Land Uses are Visible from Three-Mile Lane

Sustain Highway 18 as a Key Intercity Freight Route

Desired Travel Speed on Highway 18

Highway 18 Truck Maneuverability

* Within the Three-Mile Lane Study Area

** Auto, Truck, Pedestrian, Bicycle and Transit

Highway 18 Facility Design Options:

1 - Interchanges

2 - Roundabouts

Interchange at Cumulus Avenue and Norton Lane overcrossing reduces direct accessibility to Willamette Valley Medical Center and other Norton Lane destinations.

Land uses are less visible from Three Mile Lane (Highway 18), when highway is lowered to fit interchange and overcrossings.

Limited access highway with single roundabout at Cirrus Avenue and interchange at Cumulus Avenue facilitates desired travel speed along Highway 18.

Limited access highway with single roundabout at Cirrus Avenue and interchange at Cumulus Avenue facilitates intercity truck maneuverability.

Multiple, dual-lane roundabouts provide more direct access to existing and planned land uses both north and south of Highway 18.

Interchange at Cumulus Avenue facilitates desired travel speed along Highway 18.

Multiple, dual-lane roundabouts (modestly) impede desired speed along Highway 18.

Multiple, dual-lane roundabouts impede intercity truck maneuverability.

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54

54

Facility Design Option Evaluation



Evaluation Criteria

Facility Design Features Help:

Enhance Multimodal Connectivity

Within the Three-Mile Lane Study Area

Between Study Area and City Center

Minimize Rights-of-Way And Cost Requirements***

Rights-of-Way

Cost (conceptual)

*** As differentiated between Options 1 and 2

Highway 18 Facility Design Options:

1 - Interchanges

2 - Roundabouts

| | |
|--|--|
| Overcrossing at Norton Lane, interchange at Cumulus Avenue, roundabout at Cirrus Avenue and potential ped-bike overcrossings provide good vehicle (including transit), pedestrian and bicycle connectivity across Highway 18. | Evenly-spaced roundabouts provide good vehicle (including transit), pedestrian and bicycle connectivity across Highway 18. Dual-lane roundabouts may intimidate north-south pedestrian and bicycle connectivity, especially as Highway 18 traffic increases in the future. |
| Replacement Three Mile Lane interchange with new Stratus Avenue connection, and new two-way cycle tracks and sidewalks along Cumulus and Stratus Avenues, significantly improve connectivity between the study area and city center. | Replacement Three Mile Lane interchange with new Stratus Avenue connection, and new two-way cycle tracks and sidewalks along Cumulus and Stratus Avenues significantly improve connectivity between the study area and city center. |
| ROW requirement for diamond interchange at Cumulus Avenue is greater than roundabout (Option 2). | ROW requirement for dual-lane roundabout at Cumulus Avenue expected to be less than tight diamond interchange (Option 1). Roundabout at Norton Lane will require additional ROW and impact several homes and possible businesses to re-align Cumulus and Stratus Avenues. |
| Costs are significant: new interchange at Cumulus Avenue, lowering Highway 18, and overcrossings at Norton lane and possible pedestrian-bicycle crossings. | Cost of roundabout at Cumulus Avenue is modest. Cost to re-align Cumulus and Stratus Avenues at Norton Lane is significant. |

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55

55

Next Steps



- Public Event: Scheduled for June 26
- Preferred Alternative Design and Evaluation
 - Recommended changes in land use
 - Traffic operations, multimodal assessment, and safety analysis
- TAC & CAC Meeting #3
 - Late summer/early fall

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56

56



Area
Plan

City of McMinnville

Advisory Committee Meeting #3
April 7, 2021

1



Welcome and
Introductions



April 7, 2021

Advisory Committee Meeting #3

2

2

Agenda



1. Welcome & Introductions
2. Project Update
3. Three Mile Lane Area Preferred Alternative
4. Evaluation & Implementation
5. Next Steps

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3

3

Meeting Objectives



Review the desired vision for the Three Mile Lane Area; discuss land use and transportation outcomes; arrive at consensus on Area Plan elements.

- Review project goals and objectives.
- Review land use and urban design elements of the Area Plan concept.
- Review transportation needs to support the concept.
- Come to consensus on policy direction to memorialize in the Area Plan.
- Provide direction on Implementation.

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4

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Project Goals and Objectives



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5

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Project Goals

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

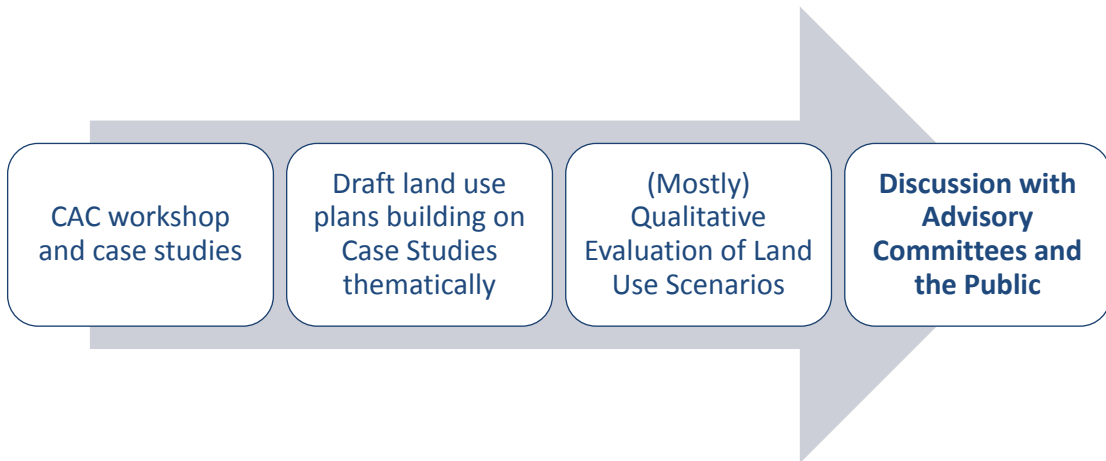
GOAL 2: Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district

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

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

6

Process



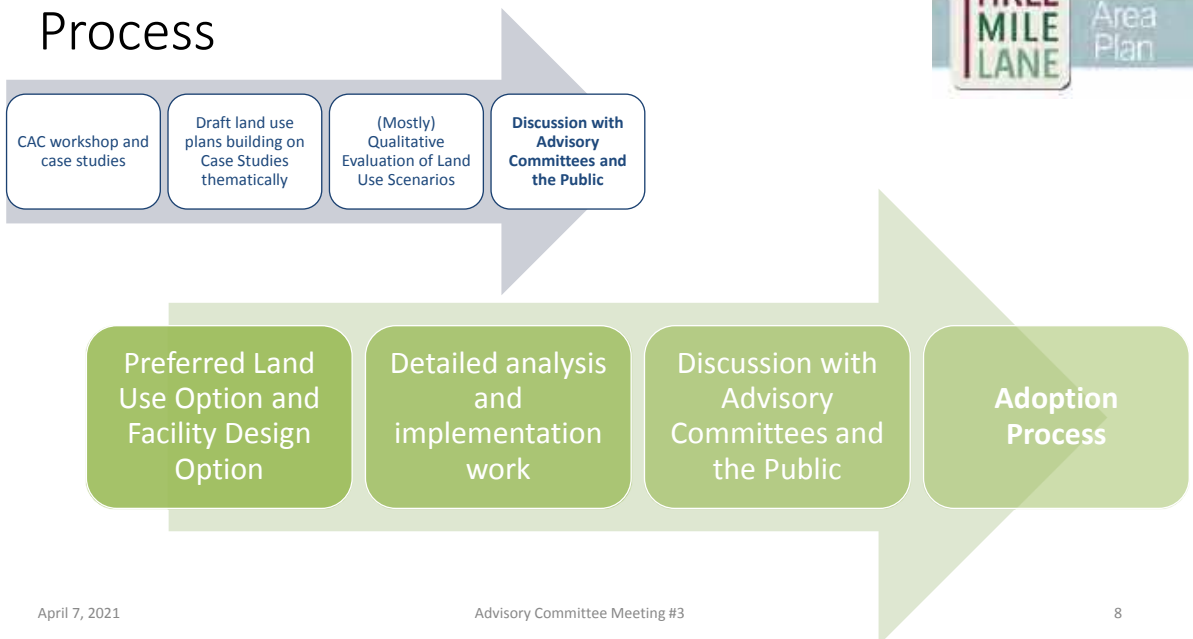
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7

7

Process



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8

8

Reference Documents



- Economic Analysis
- Case Study Report
- Evaluation Criteria Memorandum

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9

9

Public Outreach



- Advisory Committee Meeting & Design Charrette
- Property Owners Work Session & Case Studies
- Open Houses



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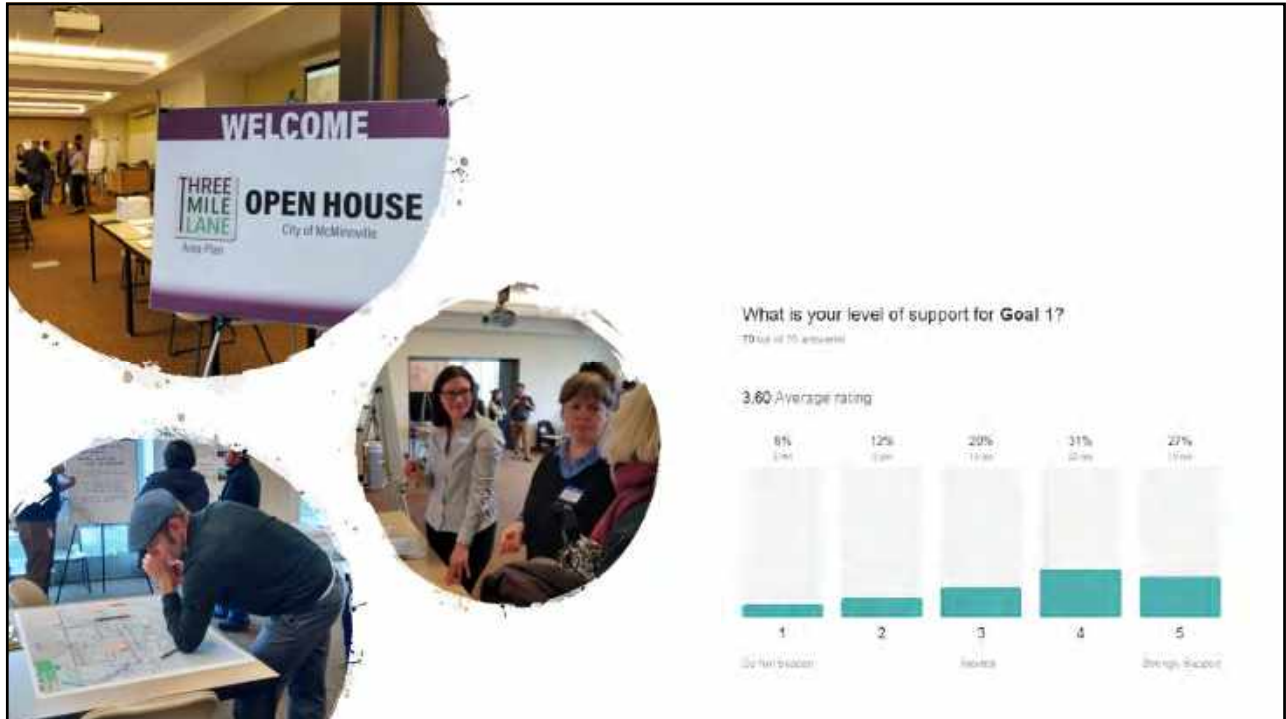


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10

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11

Preferred Alternative: Land Use and Facility Design

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12

12

Foundational Elements

- Boundaries remain the same: UGB in the same location, developable land is roughly 400 acres
- Airport expected to develop per the 2004 Airport Plan
- Local roadway designs are adaptable to any land use concept

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13

Foundational Elements: Transportation

- Cumulus Avenue is connected to SW Norton Lane through or adjacent to the Chemeketa Community College campus.
- New public 'complete' streets are added to new developments south of Three Mile Lane.
- Three Mile Lane bridge is improved for bicycle and pedestrian safety.
- New and improved bicycle and pedestrian connections throughout the area.



14

Complete Streets Design



The following table summarizes the street standards proposed in McMinnville's 2010 TSP, with potential adjustments noted to enhance cyclist and pedestrian comfort.

| | Major Collector Existing Standards | Notes | Local Residential Existing Standards | Notes |
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| Sidewalks | 5' residential 10-12' commercial | 6' | 5' | Increase to 6' |
| Planter Strips | 6' residential NA commercial | 8' | 5' | Increase to 6' |
| Curb-to-Curb Street Width | 44' | Suggest 50' | 28' | |
| On-Street Parking Two Sides | N/A | Possible in urban/town center area | yes | Switch to one side parking if travelway too narrow...see below |
| Bike Facility | 2 lanes (5') | Change to 8' buffered bike lanes (or cycle tracks) | Shared Lane | OK, with sharrows markings |
| Median / Center Turn Lane | 12' | Ensure canopy trees planted | None | |
| Travel Lane Width | 2 Lanes (11') | | See street width | With on-street parking on both sides, the resulting travelway will be 14', two-way, which is narrow. |



Shared Bike Lane



Cycle Track

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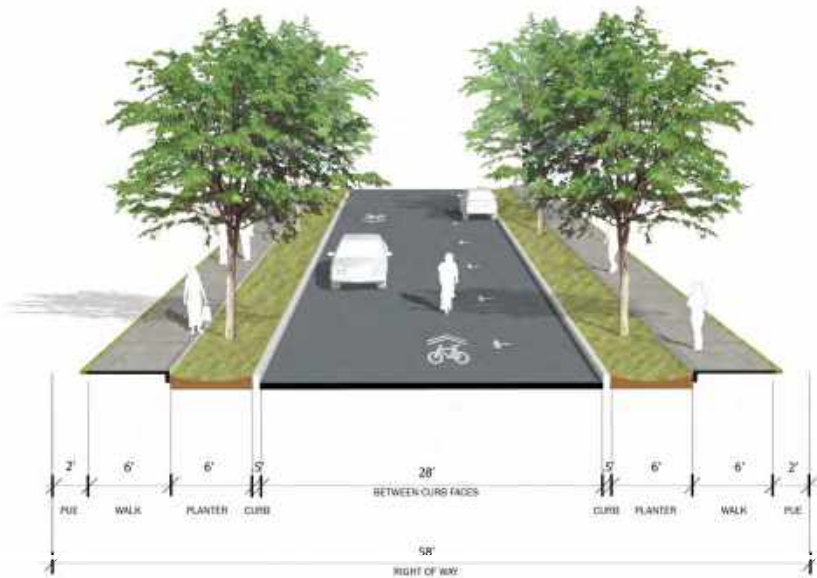
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Major Collector



16

Local Residential



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17

17

Foundational Elements: Urban Design

- Landscape and architectural design standards are recommended to ensure new development is designed to reflect regional agricultural and historic forms and support this area's function as a gateway to McMinnville.
- Preserve views to natural features like mountains and the river
- Gateway elements are included to mark the entrance to McMinnville



18

Foundational Elements: Parks and Trails

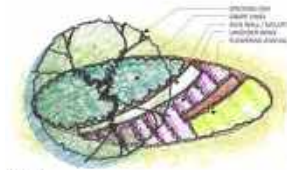
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- Recreational access is added to the Yamhill River and riparian corridors and oak stands are protected



19

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Gateways



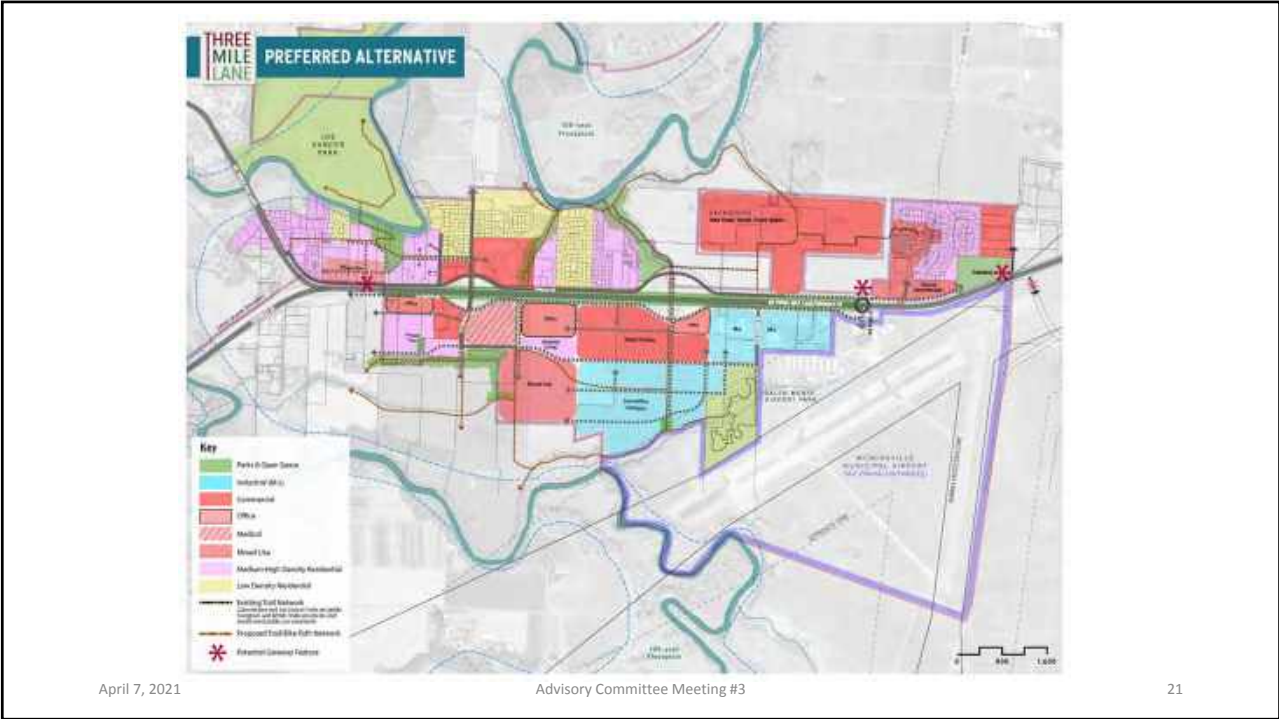
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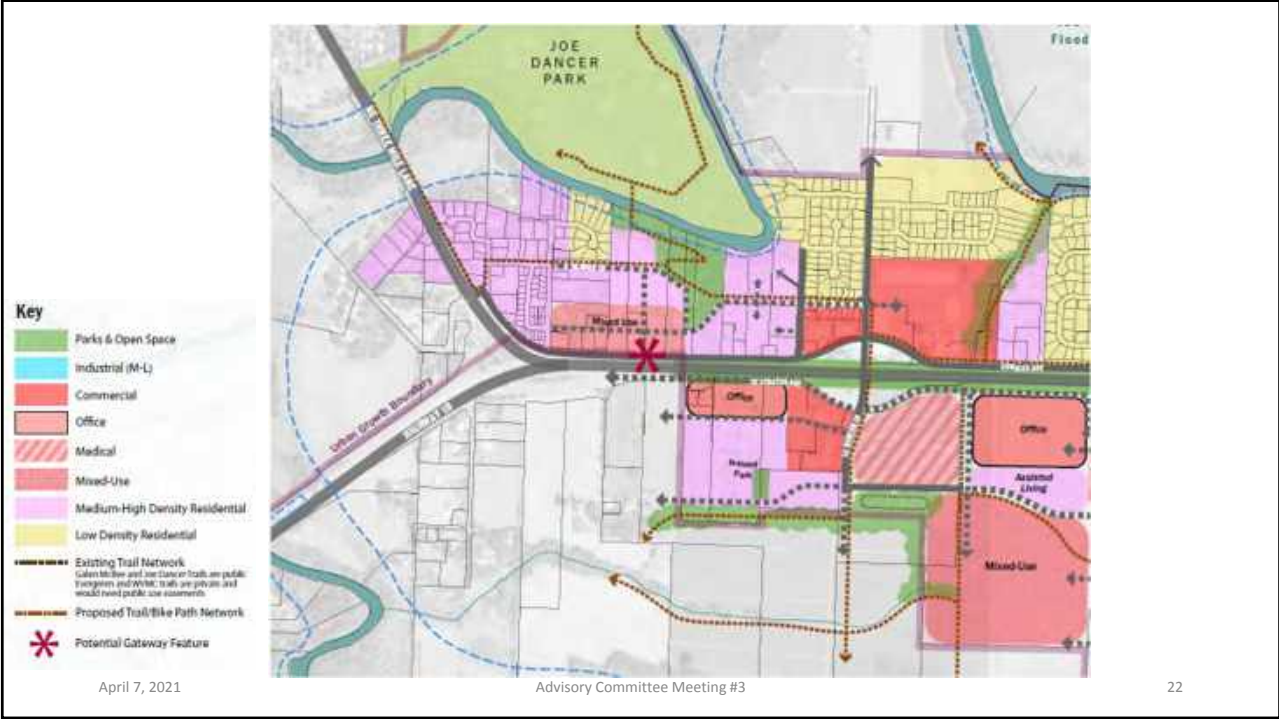
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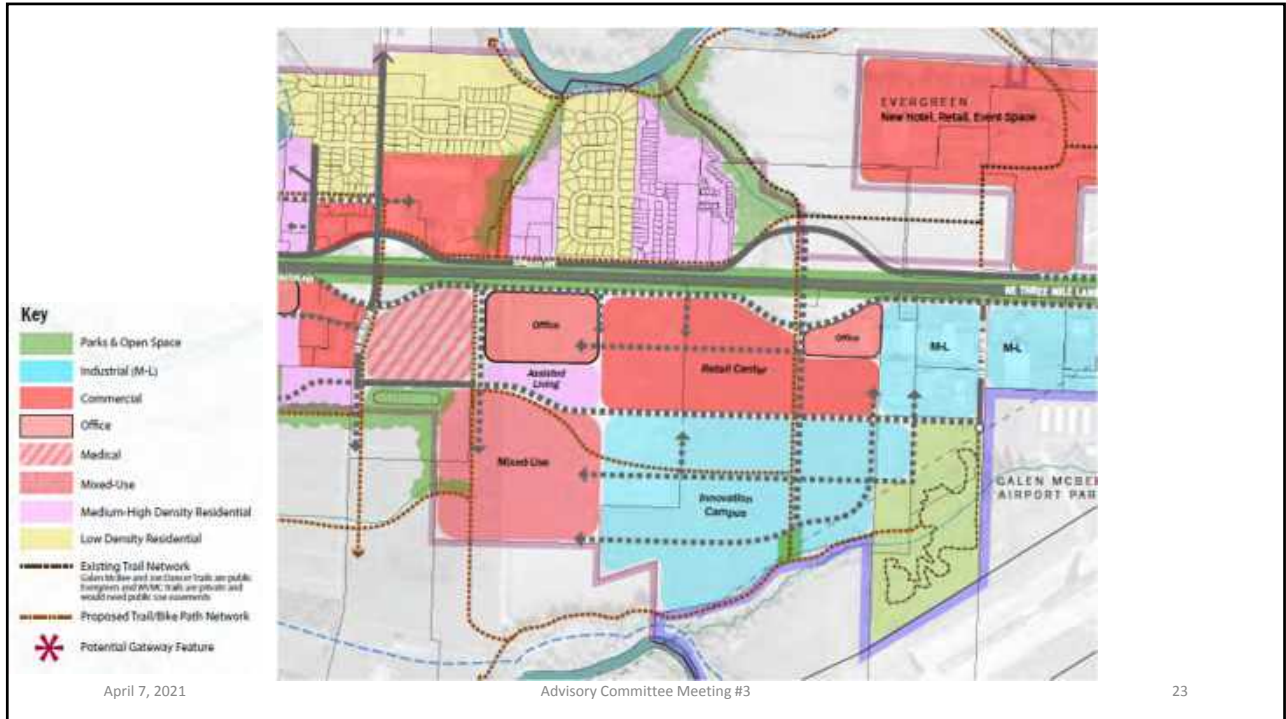
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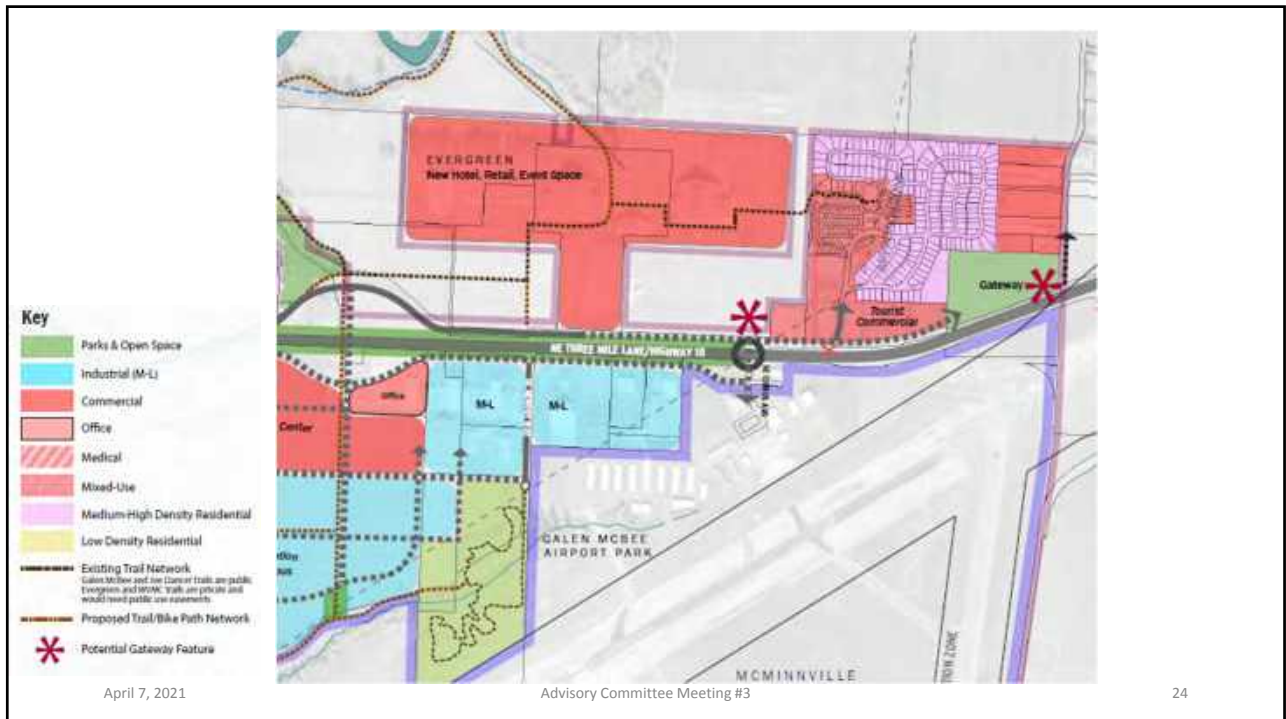
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Key Features: Walkable Commercial Center



- Gateway Location
- Connectivity



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25

25



26

Key Features: Innovation Campus



- Local Identity
- Connectivity
- Parks and Open Space



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27

27



28

Key Features: Mixed-use Neighborhoods

- Local Street Grid with safe crossings
- Pedestrian-Oriented Buildings (no setbacks, parking behind buildings, pedestrian-scaled ground floor)
- Incorporate Natural Features



29



30



Facility Design

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31

31

OR 18 Options: Interchanges



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32

32

OR 18 Options: Roundabouts



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33

33

Preferred Facility Design



- a. **Three Mile Lane interchange** - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see Figure 9).
- b. **Cumulus Avenue** – construct new “jug handles” for local traffic exiting OR 18 and modify or replace the existing at-grade traffic signal.
- c. **Cirrus Avenue** - new roundabout on OR 18, with McMinnville gateway features.
- d. Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 8, as Cruickshank Road is external to the Three Mile Lane Study area).
- e. **New east-west frontage streets** north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in Figure 11.
- f. **New traffic signal** (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- g. **Loop Road** - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

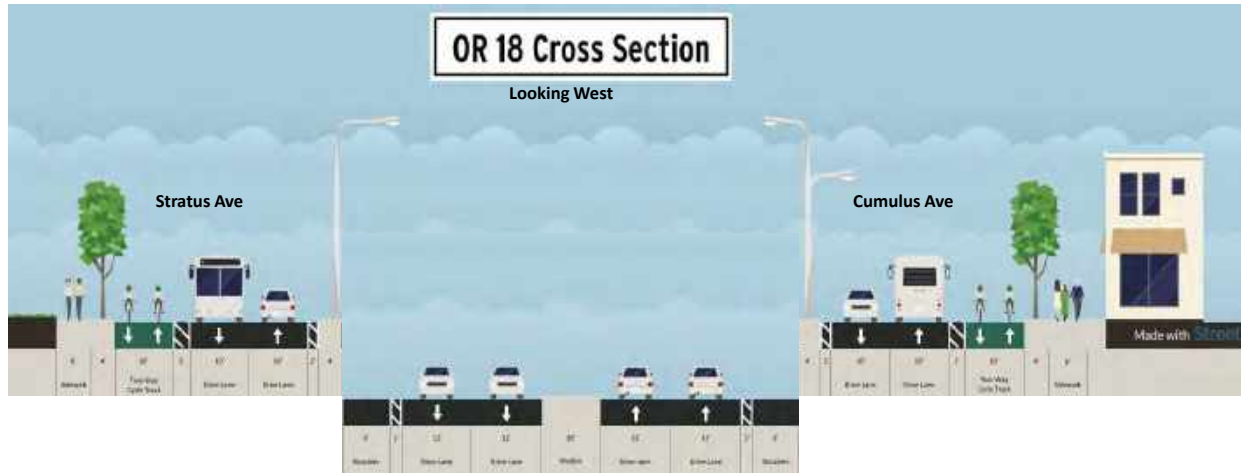
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34

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Preferred Facility Design



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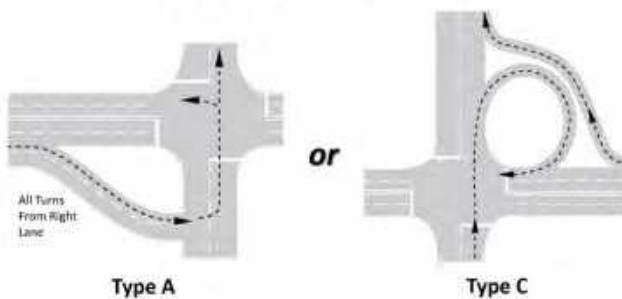
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Preferred Facility Design



Jug Handle Concepts



Source: New Jersey Department of Transportation

The Jug Handle concept removes all turn movements from the major highway and shifts them to the cross-street via a right-turn lane.

Note: The draft Preferred Facility Design was developed in coordination with the CAC prior to the development and evaluation of future traffic volumes and operations. The later traffic operations analysis indicates that the traffic signal at OR 18/Cumulus Avenue will accommodate year 2041 traffic operations under both the Base and Preferred Alternative scenarios, without the need for additional jug handles. Jug handles may be needed beyond the 20-year planning horizon.

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36

36

Evaluation & Implementation



- Facility Needs & Transportation System Plan Updates
- Implementing Project Goals & Great Neighborhood Principles
- Land Use & Regulatory Modifications



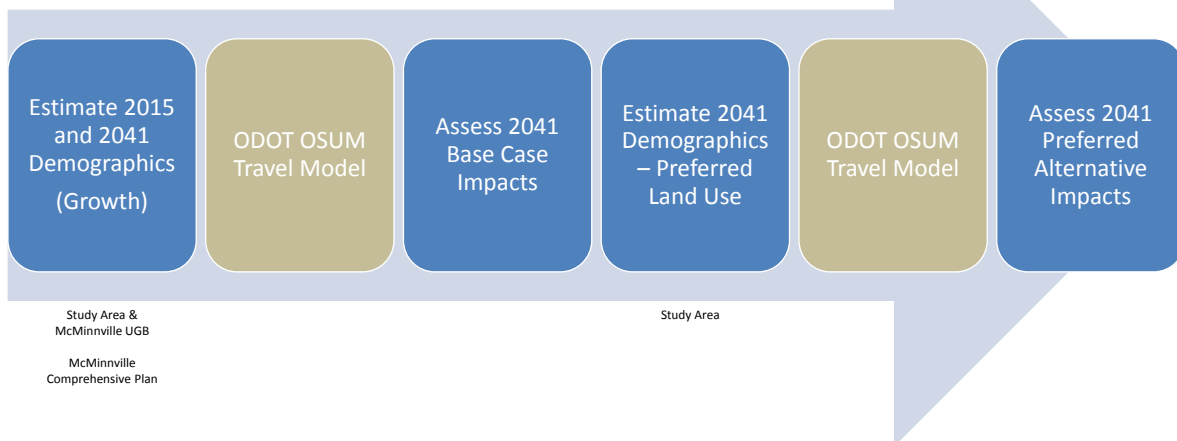
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37

37

Analytical Steps – Future Impacts



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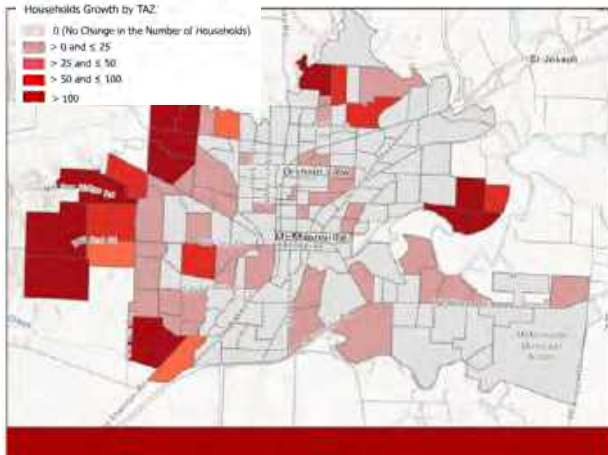
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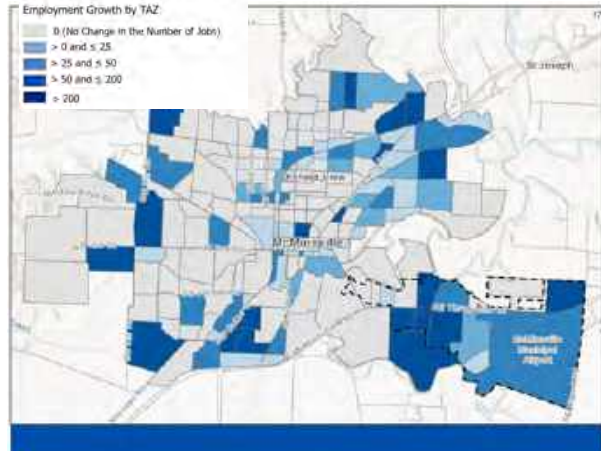
Growth



Household Growth (2041-2015)



Employment Growth (2041-2015)



April 7, 2021

Advisory Committee Meeting #3

39

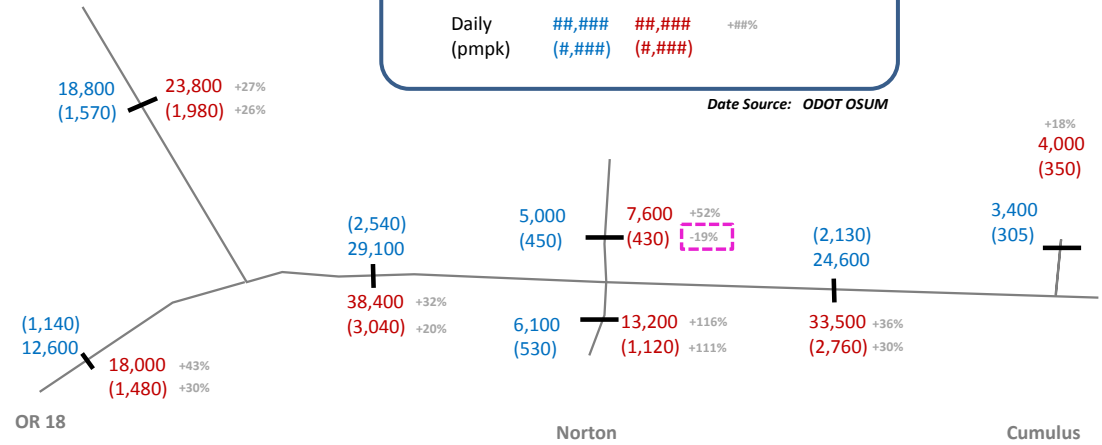
39

Traffic Volumes



| | 2015 | 2041 | Growth Rate |
|--------------|-------------------|-------------------|-------------|
| Daily (pmpk) | ##,### (#,###) | ##,### (#,###) | +###% |

Date Source: ODOT OSUM



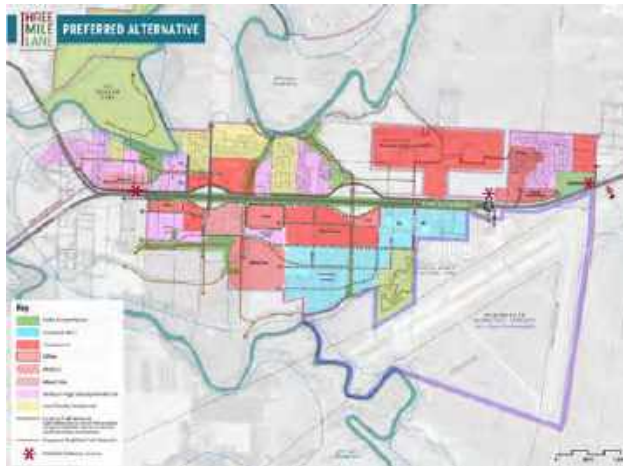
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40

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Preferred Land Use Alternative



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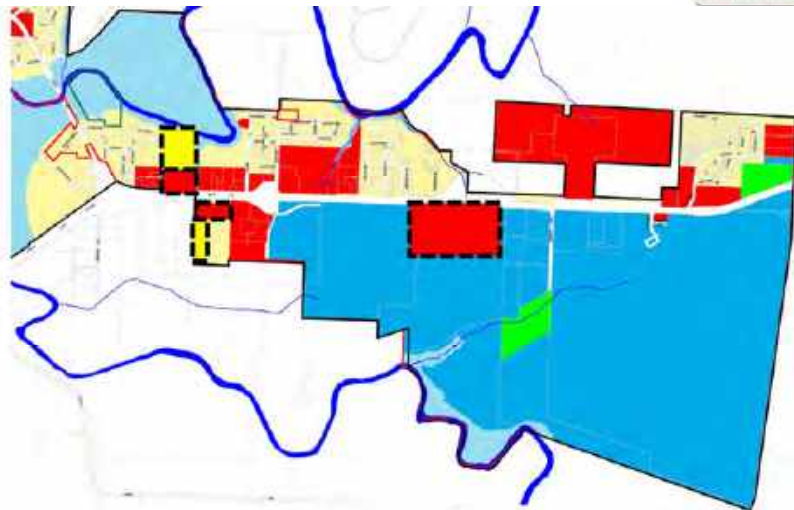
Study Area Demographics



41

41

Land Use: Comprehensive Plan Changes



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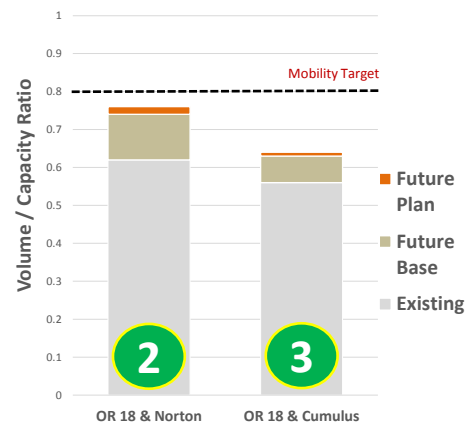
42

42

Vehicle Performance



2041 P.M. Peak Hour - Base



April 7, 2021

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P.M. Peak Hour

43

43

OR 18 / 3 Mile Lane Interchange



April 7, 2021

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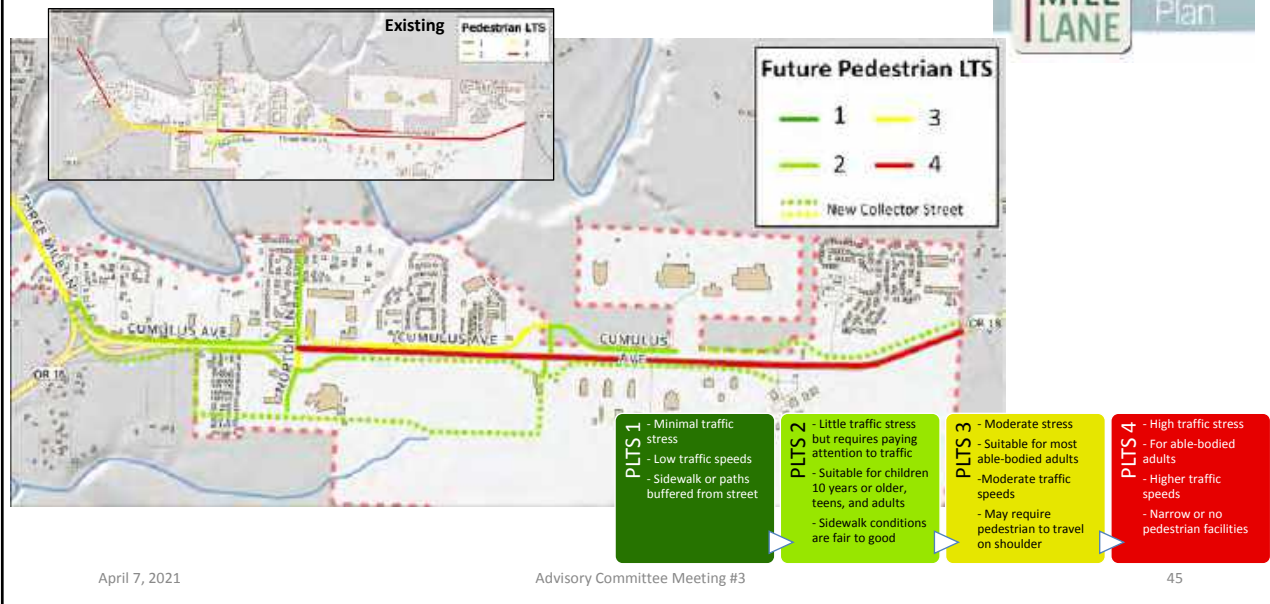
Further Study / Analysis Needed

- A. Re-alignment of Cumulus Avenue (and Nehemiah Lane) intersection with Three Mile Lane.
- B. New traffic signals (whether MUTCD warrants are met) or roundabouts.
- C. Spacing sufficiency on Three Mile Lane between the new traffic signal and OR 18 westbound off-ramp.
- D. Re-alignment of Lawson Lane and its new connection to Martin Lane.
- E. The Urban Growth Boundary (UGB) is approximately coterminous with Stratus Avenue. The Stratus Avenue extension to the new interchange (and Lawson Lane re-alignment) will likely not require a UGB amendment (see ORS 215.283).

44

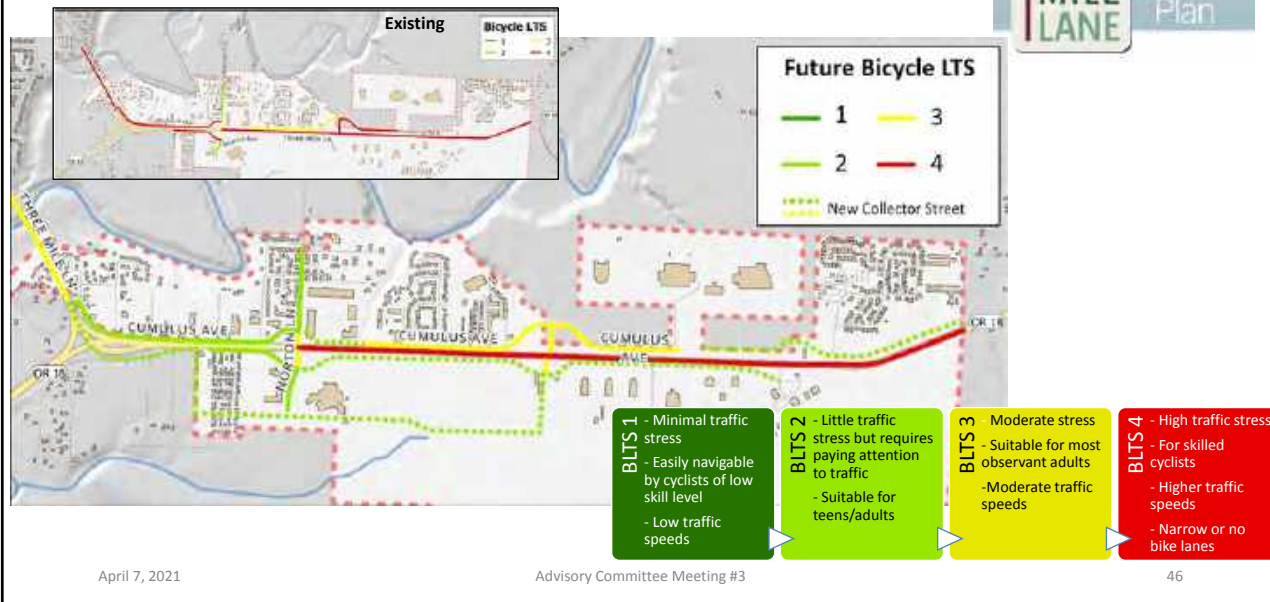
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Pedestrian Performance



45

Bicycle Performance

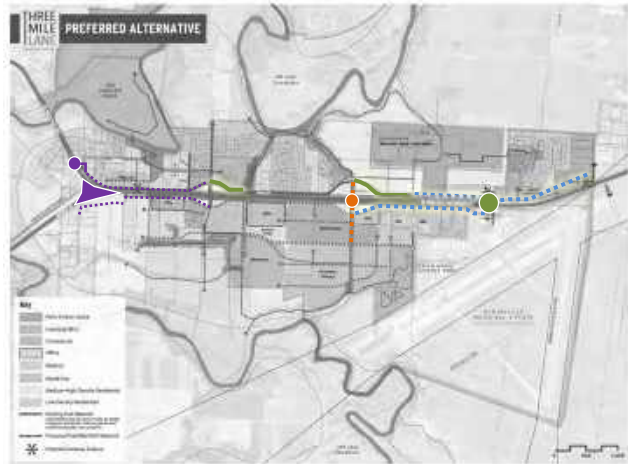


46

Concept Phasing and Costs, TSP Update



| 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/Reliant on New OR 18/Three Mile Lane Interchange | | | | |
| | Reconstruct OR 18/Three Mile Lane Interchange | [3] | \$65.0 | \$95.0 |
| | 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 | | | \$81.9 | \$115.4 |



April 7, 2021

Advisory Committee Meeting #3

47

47

2010 TSP – OR 18 Corridor



April 7, 2021

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48

48

Design Standard Exceptions



| Recommended Plan Project | Constraints | Design Standard Issues or Possible Exceptions |
|--|--|--|
| Reconstruct OR 18/Three Mile Lane Interchange | Proximity of Yamhill River Bridge, Cumulus Avenue/Nehemiah Lane intersection, OR 18 eastbound off-ramp junction, and UGB boundary (current alignment of Stratus Avenue). | Junction spacing and traffic control at: <ol style="list-style-type: none"> Three Mile Lane / Cumulus Avenue OR 18 Westbound Off-Ramp at Three Mile Lane OR 18 Eastbound Off-ramp at Three Mile Lane/Stratus Avenue |
| New Roundabout at OR 18 and Cirrus Avenue | Standard two-lane roundabout likely requires additional rights-of-way. OR 18 posted and design speeds entering McMinnville UGB. | Roundabout geometric design treatments to: <ol style="list-style-type: none"> Reduce approaching vehicle speeds and accommodate multi-axle trucks on OR 18 Accommodate bicycle and pedestrian traffic |
| Re-purposing Cumulus and Stratus Avenues with two-way cycle tracks | Limited street rights-of-way and need to accommodate future bus stops amenities. | Two-way cycle tracks are not currently incorporated in the City's design standards. Reference ODOT Blueprint for Urban Design, AASHTO and NACTO for design guidance. |

49

Great Neighborhood Principles: Design Elements that express "McMinnville-ness"

How future redevelopment in the Three Mile Lane area can respect and honor McMinnville's Great Neighborhood Principles through context-specific design elements.



- 1. Natural Feature Preservation**
 - Strive to protect tree groves
 - Strive to protect individual trees
 - Protect riparian corridors and adjacent native landscape
- 2. Scenic Views**
 - Provide and protect views to rolling hills and volcanoes
 - Provide visual and physical access to North Yamhill River
 - Orient streets and open spaces to views
- 3. Parks and Open Spaces**
 - Connect to Galen McBee Airport Park
 - Create new parks that incorporate natural areas and views
 - Plant landscapes that incorporate natives and exhibit seasonal variation
- 4. Pedestrian Friendly**
 - Provide a network of sidewalks and trails to connect people to key locations
 - Incorporate shade streets with mature tree canopy
- 5. Bike-Friendly**
 - Plan safe routes for residents and touring cyclists
- 6. Connected Streets**
 - Connect to existing street grid in Three Mile Lane
- 7. Accessibility**
 - Design new development for ease of use by all ages and abilities
- 8. Human Scale Design**
 - Respect typical scale of commercial uses in McMinnville
 - Design to reflect the micro-climate—outdoor life, porches, balconies
 - Promote inclusion and interaction within the right-of-way

Three Mile Lane Area Plan
March 2021

50

50

**Great Neighborhood Principles:
Design Elements that express "McMinnville-ness"**

How future redevelopment in the Three Mile Lane area can respect and honor McMinnville's Great Neighborhood Principles through context-specific design elements.



Three Mile Lane Area Plan
March 2021

- 9. Mix of Activities**
 - Encourage mixed-use development where feasible
- 10. Urban-Rural Interface**
 - Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
 - Consider adjacency to agricultural fields and respect this heritage through careful transitions
 - Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
 - Consider functional site planning of vineyard and farm complexes as conceptual model for new development
- 11. Housing for Diverse Incomes and Generations**
 - Allow for a mix of future housing forms and types, respecting the current character of Three Mile Lane
- 12. Housing Variety**
 - Respect existing variety of housing types in Three Mile Lane and ensure diversity of design for future housing
- 13. Unique and Integrated Design Elements**
 - Ensure visibility from highway: Welcome to McMinnville
 - Make functions of sites visible (airplanes, wine-making; continue expression of industry/making where applicable)
 - Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
 - Consider local materials for cladding and building structure (timber, corrugated steel cladding, red brick)
 - Use vibrant color

Regulatory Framework



- **Zoning Ordinance**
Governs uses, density, and dimensional requirements for zoning districts in the area, as well as site design and permitting requirements.
- **Planned Development Overlay**
Contains requirements specific to the Three Mile Lane area that either modify or are in addition to underlying zoning standards.

Plan Elements and Overlay Requirements For Discussion



- Restrict use types and/or require a mix of uses in Mixed-Use
- Revise “tourist commercial” uses
- Restrict commercial uses in vicinity of Medical Center to medical office/services
- Require site/design standards in Commercial Center
- Require site/design standards in Innovation Campus

April 7, 2021

Advisory Committee Meeting #3

53

53

Plan Elements and Overlay Requirements For Discussion



- Buffer/perimeter requirements for Mixed-use, Medical, and Commercial
- Additional guidelines or standards related to façade treatments.
- Require mapping and protection of stream corridors and re-vegetation with native plantings.
- Require viewshed protection.
- Define/include approved planting list.

April 7, 2021

Advisory Committee Meeting #3

54

54

Plan Elements and Overlay Requirements For Discussion



- Require connection to proposed trail, trail right-of-way dedication, and trail construction.
- Expand pedestrian walkway/connectivity standards to apply to all commercial and office development.
- Parking maximums for all uses; parking lot location requirements for commercial uses.
- Provision of on-street parking for ground-floor commercial uses.

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55

55

Next Steps



- Public Event: April Virtual Open House
- Draft Design Booklet
- Draft Three Mile Lane Area Plan
- Joint Planning Commission/City Council Work Session (May 2021)

Keep up to date at <https://threemilelane.com/>

April 7, 2021

Advisory Committee Meeting #3

56

56



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

www.mcminnvilleoregon.gov

MEMORANDUM

DATE: April 8, 2019
TO: 3MLAP Consultant Team
FROM: Jamie Fleckenstein, Associate Planner, City of McMinnville
SUBJECT: CAC Meeting #2 – 3MLAP Charrette - Summary



CAC MEETING #2 CHARRETTE SUMMARY

Charrette Format: Participants broke into 2 groups, each lead by two City staff. Groups were given 45 minutes to brainstorm ideas, and then the groups switched concept diagrams to build on the other's ideas. Each group was asked to think about and identify the following high level concepts within the study area:

Connections (all modes – bicycle, pedestrian and vehicular)

- Within the Study Area
- From the Study Area to Other Destinations in the Community/Region

Larger Land Use Concepts

- Residential
- Commercial
- Industrial
- Tourism

Opportunity Sites

- Redevelopment
- Near-Term and Long-Term Development

Urban Design:

- Gateways
- Large Design Elements that Will Create an Unique Sense of Place

Takeaways & Major Themes: A recap of the work created by the two groups during the charrette revealed several consistent large themes:

- Connections are essential throughout the study area
 - Full development of and access from frontage roads could help provide multi-modal transportation opportunities, preserve Highway functionality, create more local access to sub areas.

Attachments: List in Order

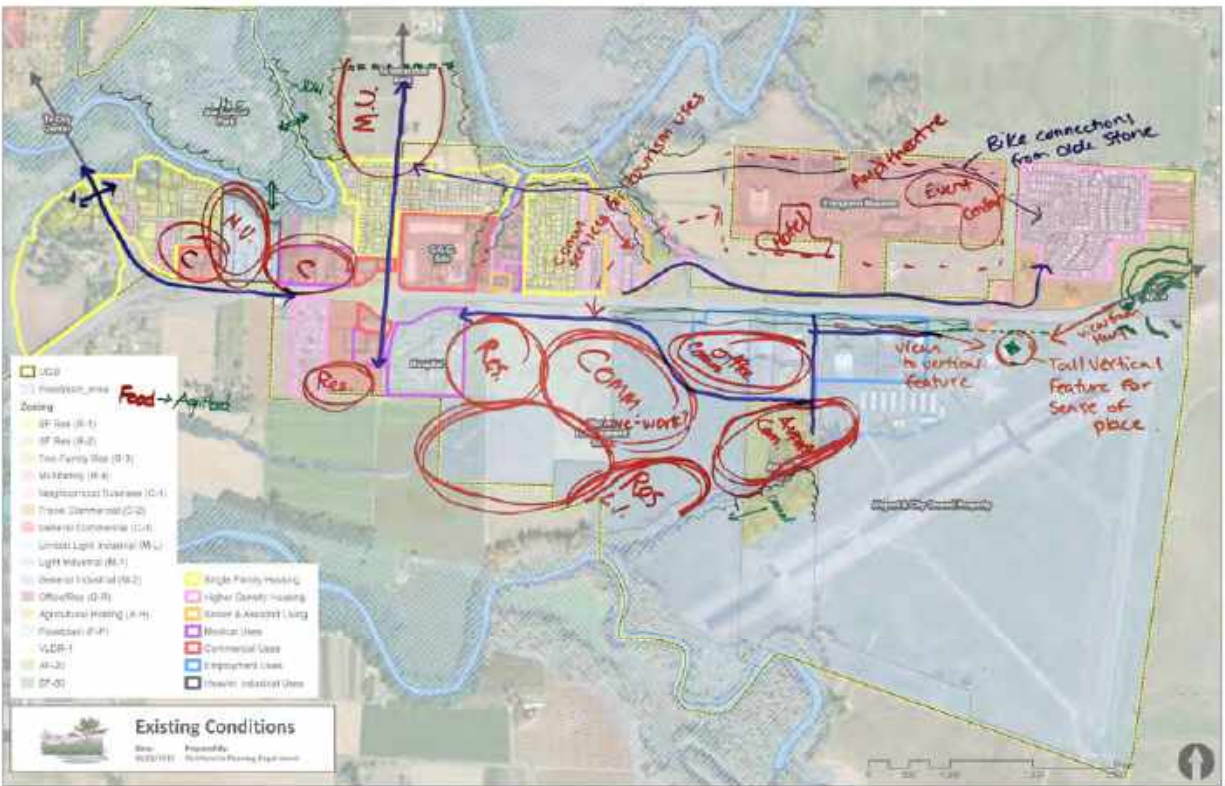
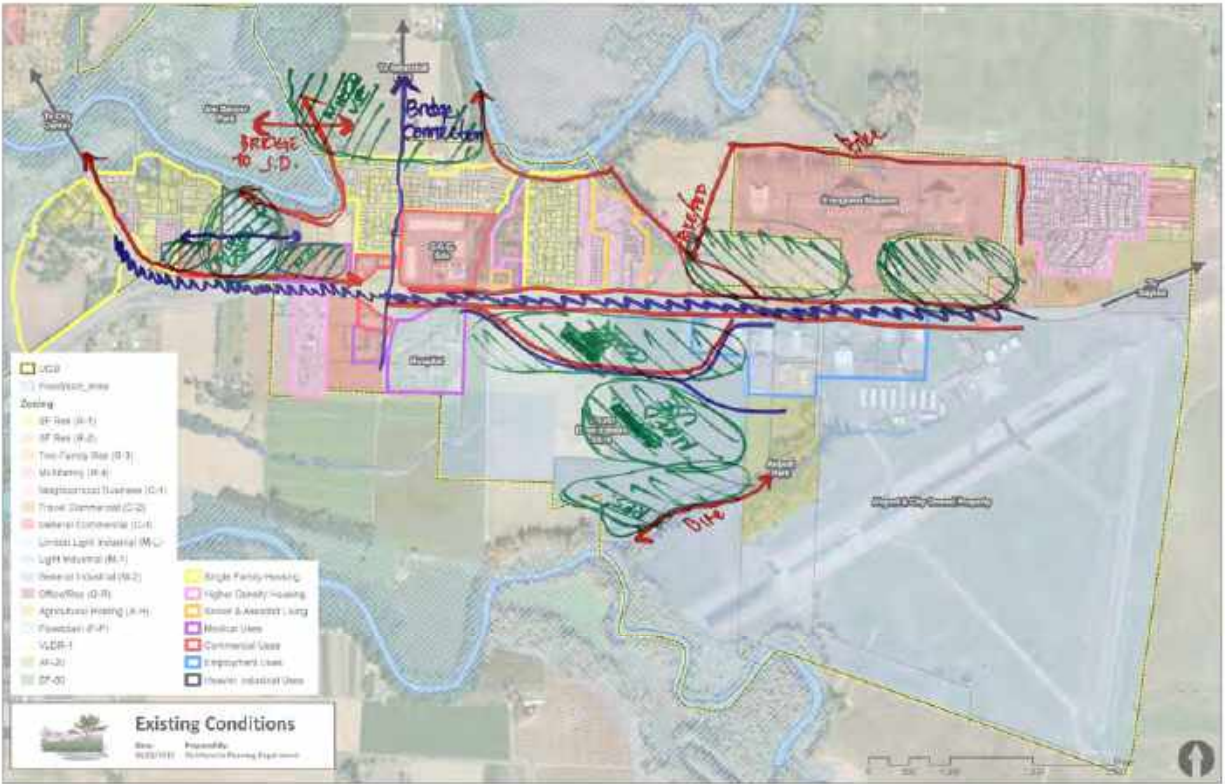
- A connection via extension of Norton Lane to the NE Industrial Area is desirable.
- Connections into Joe Dancer Park are important.
- Connect and expand on existing bike routes through study area.
- Pedestrian bridges over the highway could provide needed connections at key points.

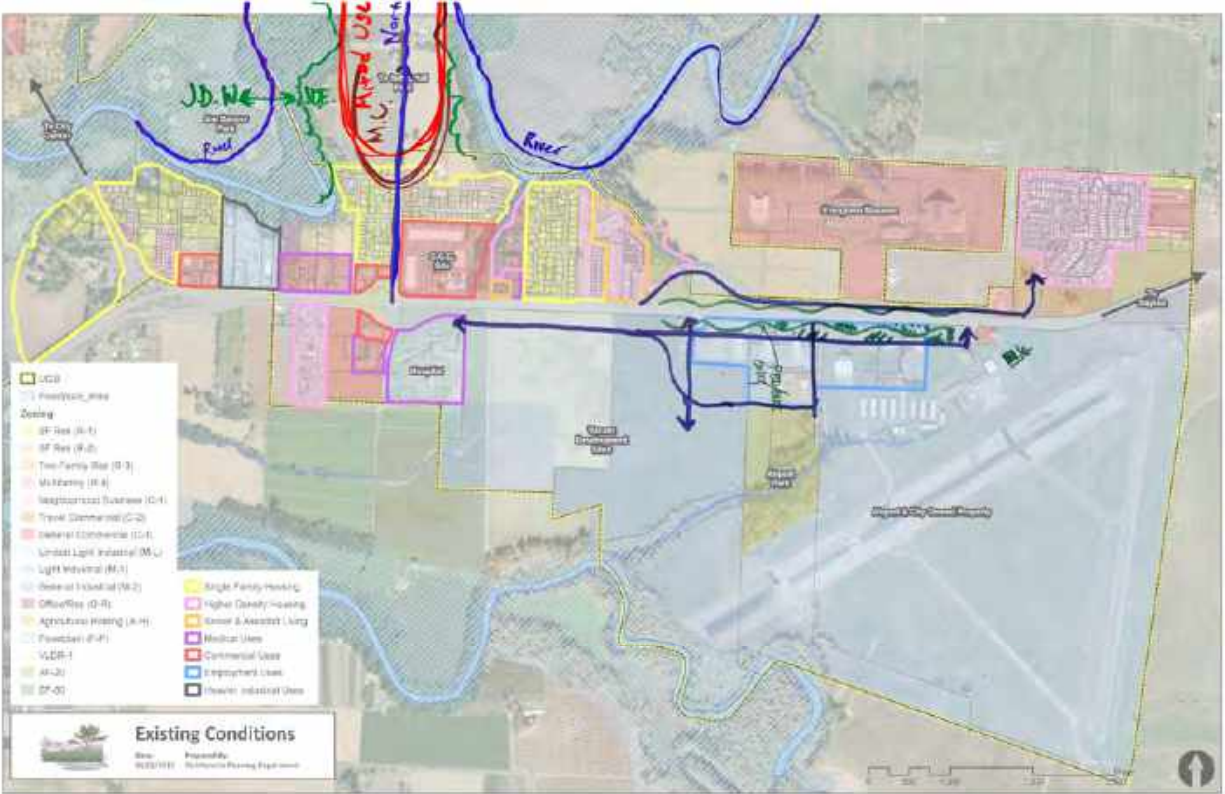
- Land Use Concepts
 - Residential
 - Opportunity for new residential at south edge of study site and west of hospital.
 - Commercial
 - Lots of opportunity for neighborhood serving commercial redevelopment that could provide needed amenities to existing residential neighborhoods and east-west connectivity on the north side of Hwy 18.
 - Large master-planned mixed use/commercial developments on vacant parcels south of Hwy 18 are appropriate. Such development should emphasize local identity and businesses.
 - Open Space/Parks
 - Utilize existing wooded corridors and river to create extensive greenway/trail network
 - Opportunity to create connection to Yamhill River west of 3ML at Dayton Ave.
 - Expand Galen McBee Airport Park to connect to Yamhill River greenway.
 - Consider Joe Dancer East and Joe Dancer West park concept to increase open space opportunities in study area adjacent to residential use.
 - Opportunity to create “Agri-hood” to combine iconic agricultural uses (i.e. vineyards) with residential and commercial uses, and tourism related industries.

- Urban Design
 - Maintain local identity through gateway design elements & development opportunities.

Memorandum
Date: 4/8/19
Re: CAC Meeting #2 – 3MLAP Charrette - Summary

Page 3





**PRESS RELEASE
FOR IMMEDIATE RELEASE**

Contact:

Jamie Fleckenstein
(503) 474-4153
Planning Department
Jamie.Fleckenstein@mcminnvilleoregon.gov

You're invited to attend a public open house for Three Mile Lane Area Plan

MCMINNVILLE, Ore. – Mar. 27, 2019 – The City of McMinnville Planning Department is holding a public open house for the Three Mile Lane Area planning process.

The public open house will be held on Wednesday, April 10, 2019 from 4:30 p.m. – 6:30 p.m. at the Chemeketa Community College McMinnville Campus, rooms 101-105. Everyone is invited to attend as the City evaluates the land along the Three Mile Lane corridor (Highway 18 from Olde Stone Village to the Yamhill River Bridge), and envision how it could develop to support McMinnville's future.

During the Area Plan process, the City will consider transportation connectivity – pedestrian, bicycle, vehicular and public transit; land uses – residential, commercial, industrial and tourism; and urban design – gateway improvements, unique design elements that define McMinnville, etc. The public open house is an opportunity for residents to learn more about the project and provide input on what the future would like in this very unique area of the community.

WELCOME



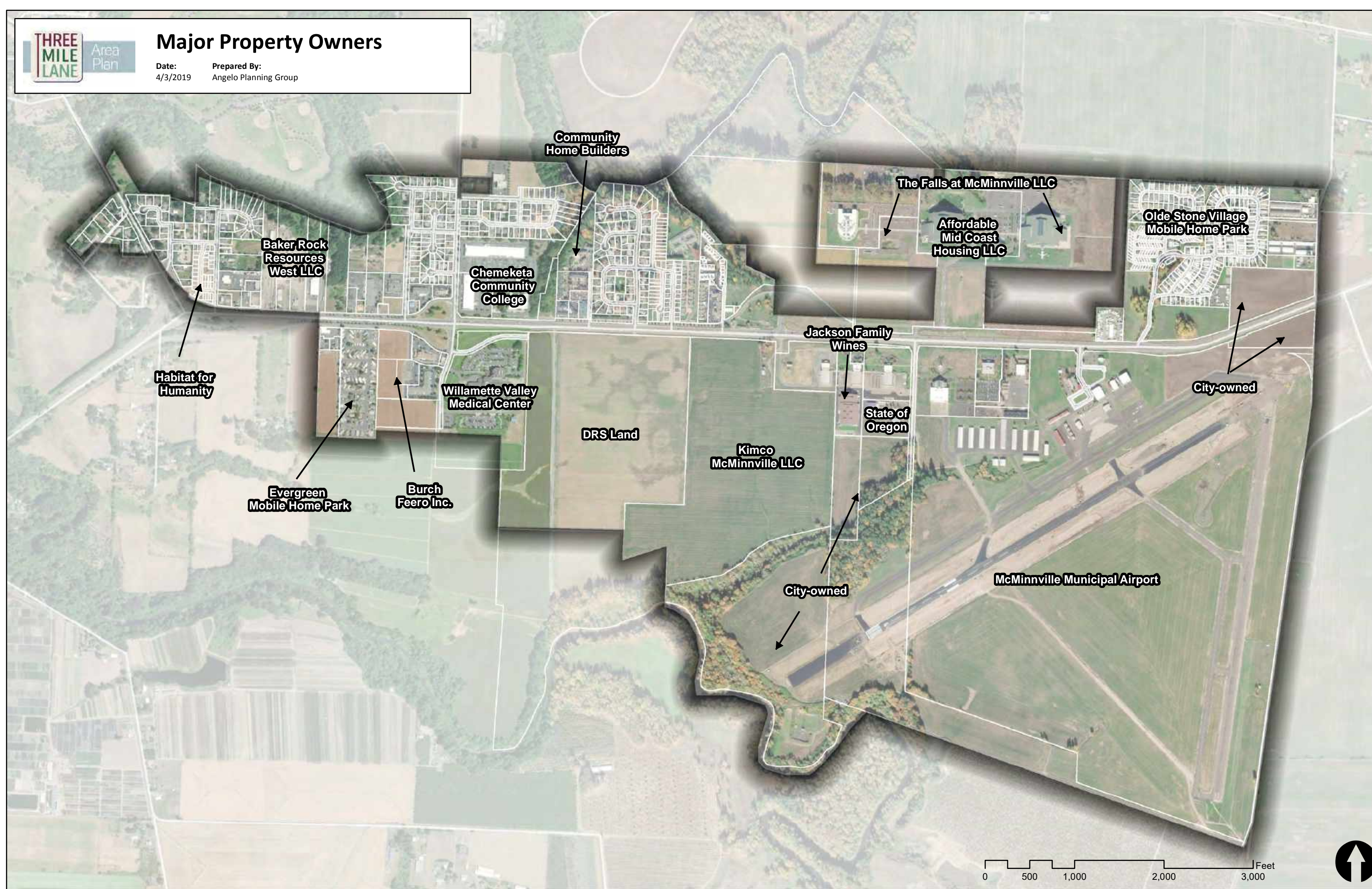
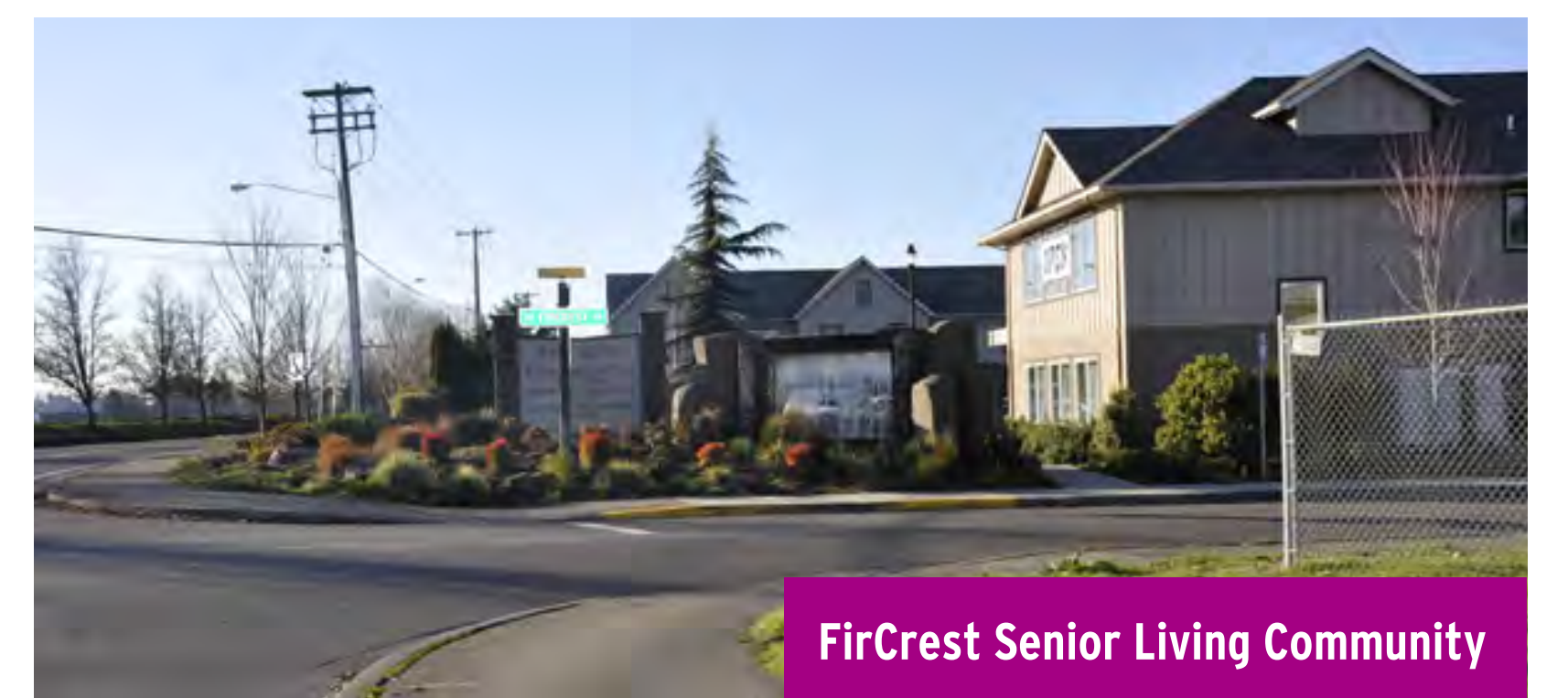
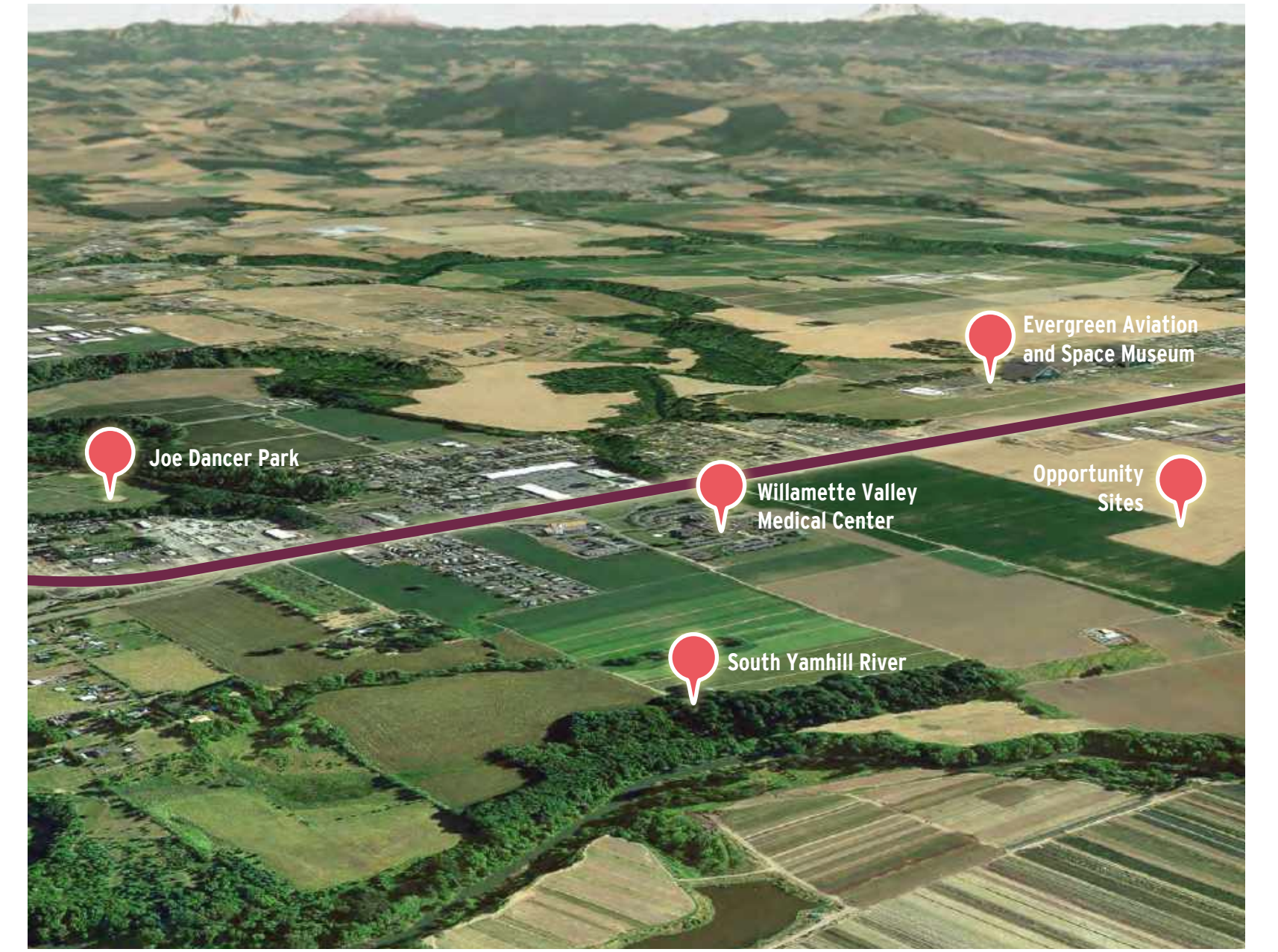
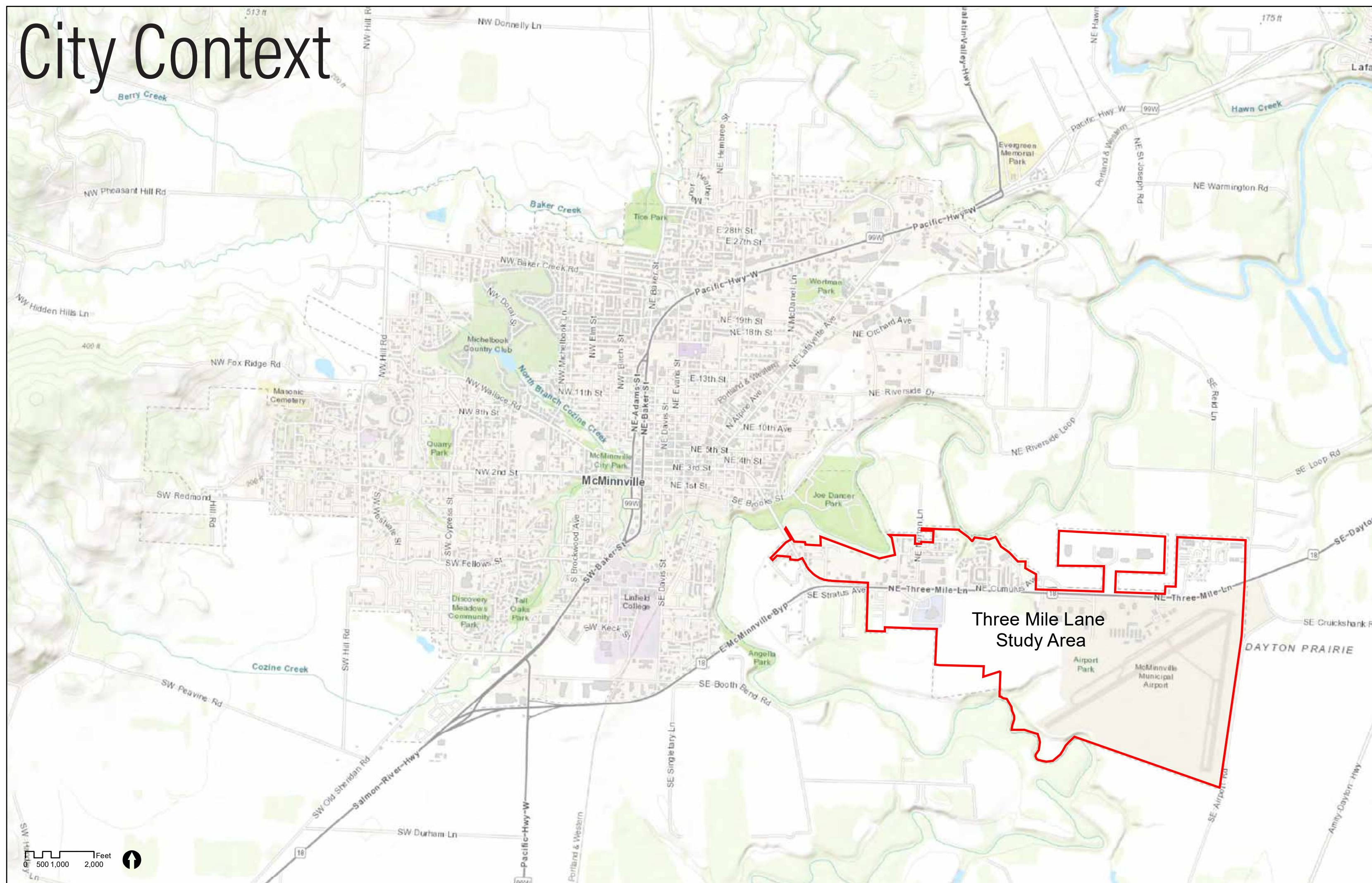
Area Plan

OPEN HOUSE

City of McMinnville

INTRODUCTION

Study Area



GOALS & OBJECTIVES

Project Vision Statement (draft)

The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place.

Goals & Objectives Activity

The proposed project goals and objectives are intended to reflect and implement the project vision statement.



Please use a dot to note your level of support for each proposed goal and objective in the table below.

What are McMinnville's Great Neighborhood Principles?

The City is currently in the process of adopting a set of principles that are meant to create equity and inclusion for all residents in McMinnville and to ensure that all residents live in a great neighborhood. Principles include:

- | | |
|---------------------------------|----------------------------------|
| 1. Natural Feature Preservation | 8. Human Scale Design |
| 2. Scenic Views | 9. Mix of Activities |
| 3. Parks and Open Spaces | 10. Urban Rural Interface |
| 4. Pedestrian Friendly | 11. Housing for Diverse Incomes |
| 5. Bike Friendly | 12. Housing Variety |
| 6. Connected Streets | 13. Unique and Integrated Design |
| 7. Accessibility | |

| | DO NOT SUPPORT | | NEUTRAL | | STRONGLY SUPPORT |
|--|----------------|--|---------|--|------------------|
| GOAL 1: Support and enhance the district's economic vitality and marketability | | | | | |
| Incorporate City of McMinnville Great Neighborhood Principles into residential development. (see purple box) | | | | | |
| Provide an appropriate amount of additional housing. | | | | | |
| Provide for a mix of housing types, including single-family detached, attached housing, and multi-family housing. | | | | | |
| Allow for mixed-use developments that provide housing and non-housing uses. | | | | | |
| Provide a transit-supportive land use pattern. | | | | | |
| Provide access to amenities for residents, employees, and visitors to the area. | | | | | |
| Maintain public access (visual and physical) to natural resources and amenities in the area. | | | | | |
| Create a bicycle/pedestrian trail/pathway system that integrates existing and proposed uses. | | | | | |
| Create new economic opportunities that capitalize on the area's unique assets and support other uses, while not directly competing with other parts of the City. | | | | | |
| GOAL 2: Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district | | | | | |
| Incorporate City of McMinnville Great Neighborhood Principles into residential development. | | | | | |
| Provide an appropriate amount of additional housing. | | | | | |
| Provide for a mix of housing types, including single-family detached, attached housing, and multi-family housing. | | | | | |
| Allow for mixed-use developments that provide housing and non-housing uses. | | | | | |
| Provide a transit-supportive land use pattern. | | | | | |
| Provide access to amenities for residents, employees, and visitors to the area. | | | | | |
| Maintain public access (visual and physical) to natural resources and amenities in the area. | | | | | |
| Create a bicycle/pedestrian trail/pathway system that integrates existing and proposed uses. | | | | | |








GOALS & OBJECTIVES

Goals & Objectives Activity (continued)



Please use a dot to note your level of support for each proposed goal and objective in the table below.

| | | DO NOT SUPPORT | NEUTRAL | STRONGLY SUPPORT |
|--|--|----------------|---------|------------------|
| GOAL 3: Enhance multi-modal connections throughout the district | | | | |
| Pedestrian  | Improve pedestrian realm through design, land use, and connectivity. | | | |
| | Provide pedestrian connections within the study area and to Joe Dancer Park, downtown McMinnville and the NE Gateway District. | | | |
| | Improve safety and comfort of pedestrian travel throughout the study area. | | | |
| Bicycle  | Improve bicycle realm through design, land use, and connectivity. | | | |
| | Provide bicycle connections within the study area and to Joe Dancer Park, downtown McMinnville and the NE Gateway District. | | | |
| | Improve safety of bicycle travel within the study area. | | | |
| | Encourage bicycle use by a range of users, including commuters, students, children, and tourists. | | | |
| Transit  | Improve connectivity for transit. | | | |
| | Provide increased access to transit. | | | |
| Auto / Truck   | Improve driver safety in the corridor. | | | |
| | Achieve traffic operations on study area transportation facilities that meet state and city mobility targets. | | | |
| | Sustain the mobility of Highway 18 through the area as a key intercity and freight route. | | | |
| | Balance access to properties and overall transportation function of facilities in the area. | | | |
| | Incorporate least cost planning principles in transportation planning. | | | |
| GOAL 4: Create an aesthetically pleasing gateway to the City of McMinnville. | | | | |
| Include gateway features that can be enjoyed from multiple vantage points (i.e. not just from drivers on the highway). | | | | |
| Create development opportunities and streetscape improvements that are well-designed, beautiful, and signal one's arrival within the City of McMinnville. | | | | |
| Create a cohesive design language that complements existing developments. | | | | |
| Utilize context-appropriate landscape design to create a buffer to the highway as well as create a human scale and sense of place. | | | | |

TRANSPORTATION

Pedestrian & Bicycle Level of Traffic Stress (LTS)



Sidewalk on Cumulus Ave



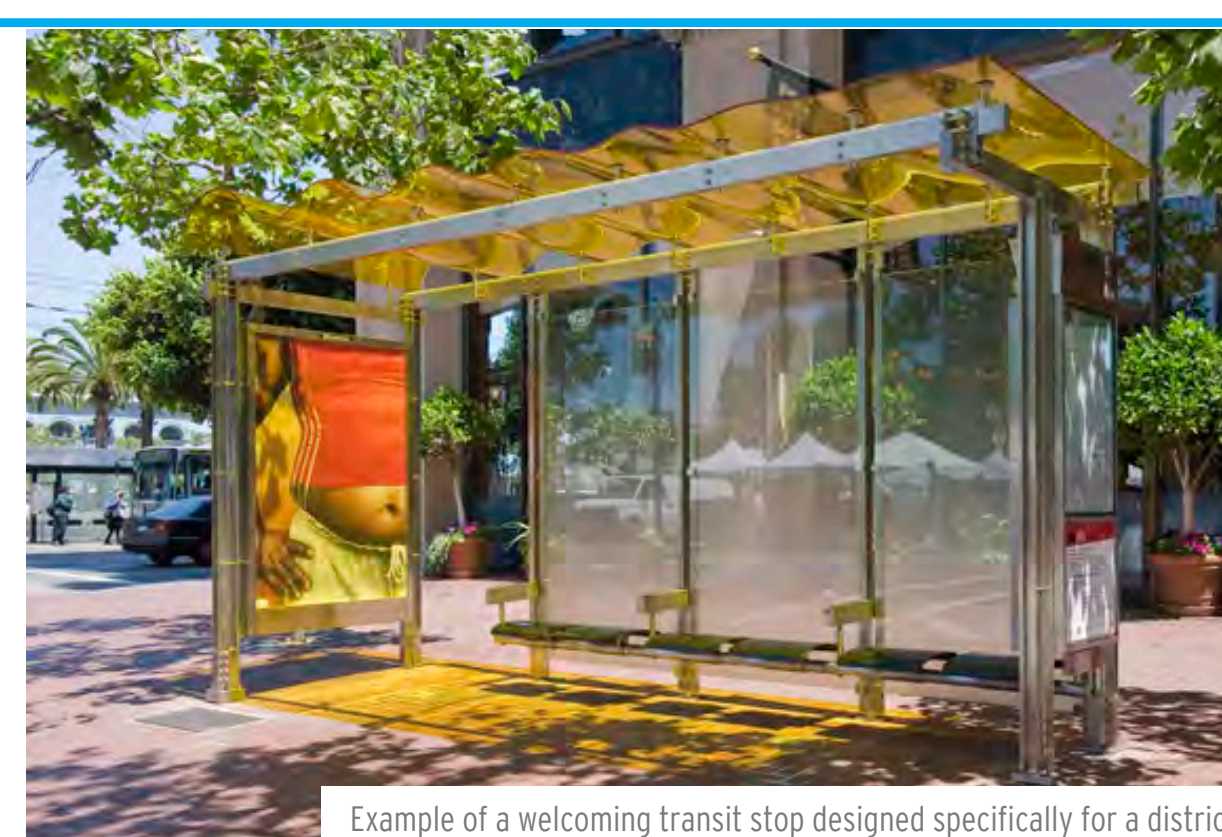
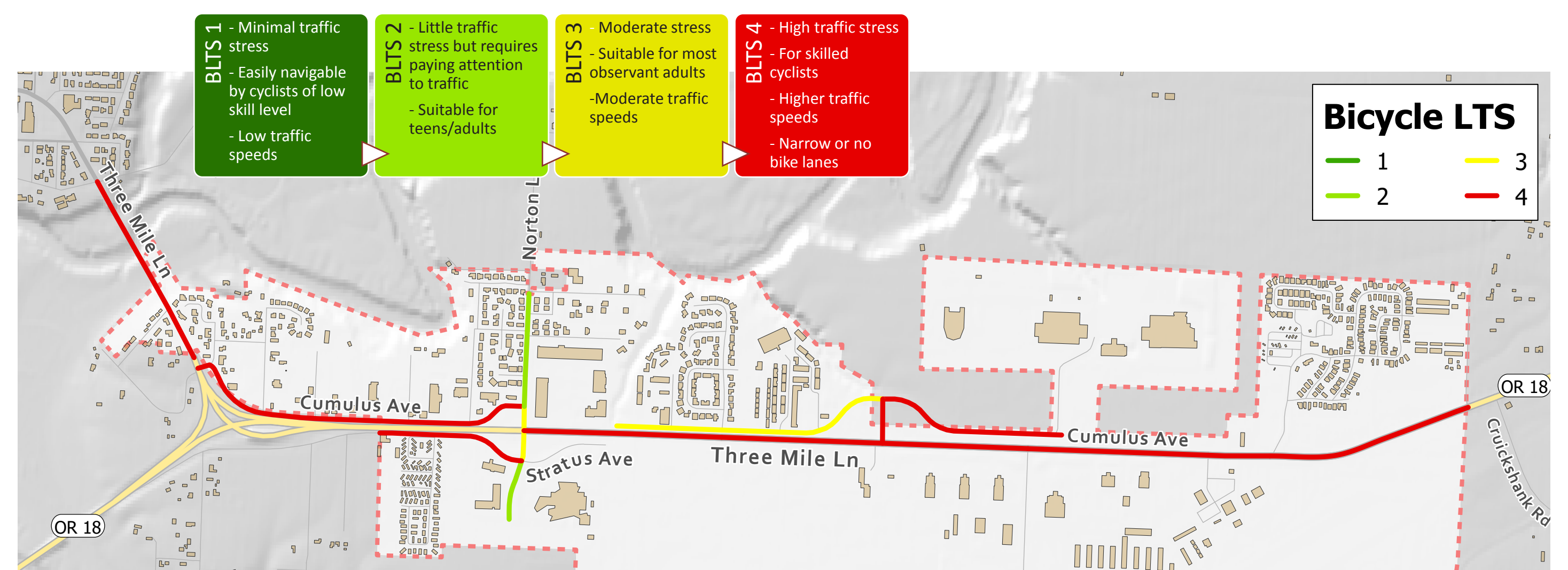
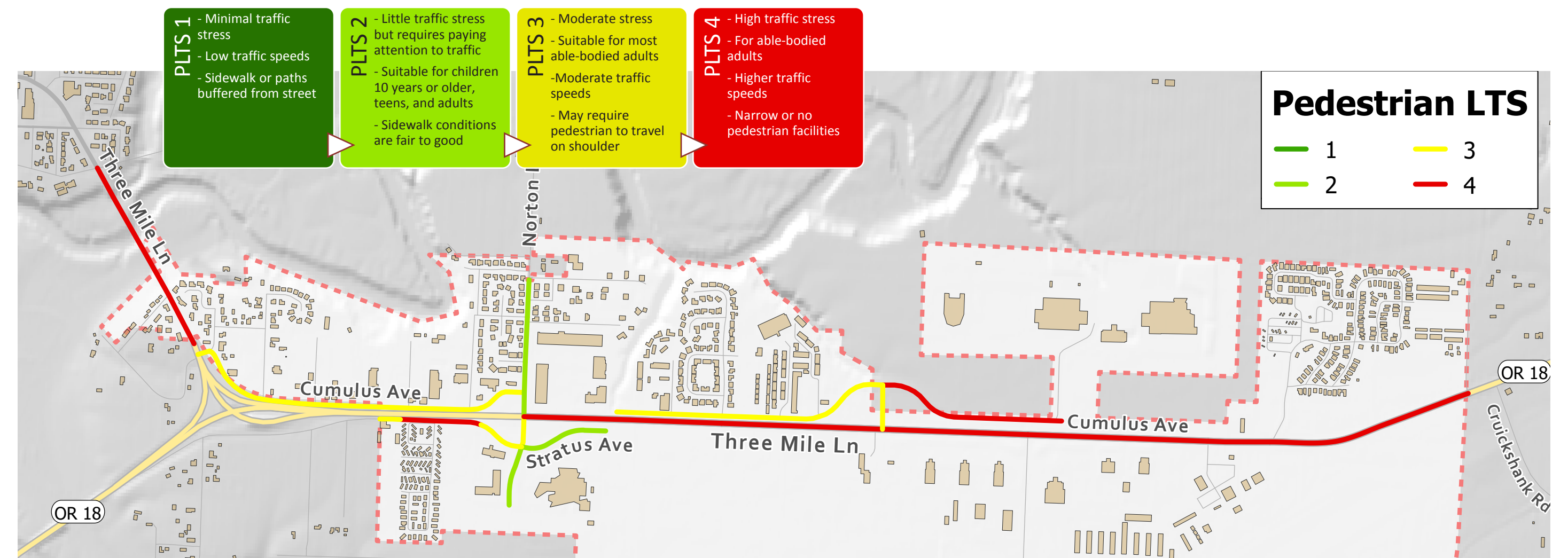
No sidewalk on parts of Stratus Ave



Narrow sidewalk, no bike lanes on Yamhill River Bridge

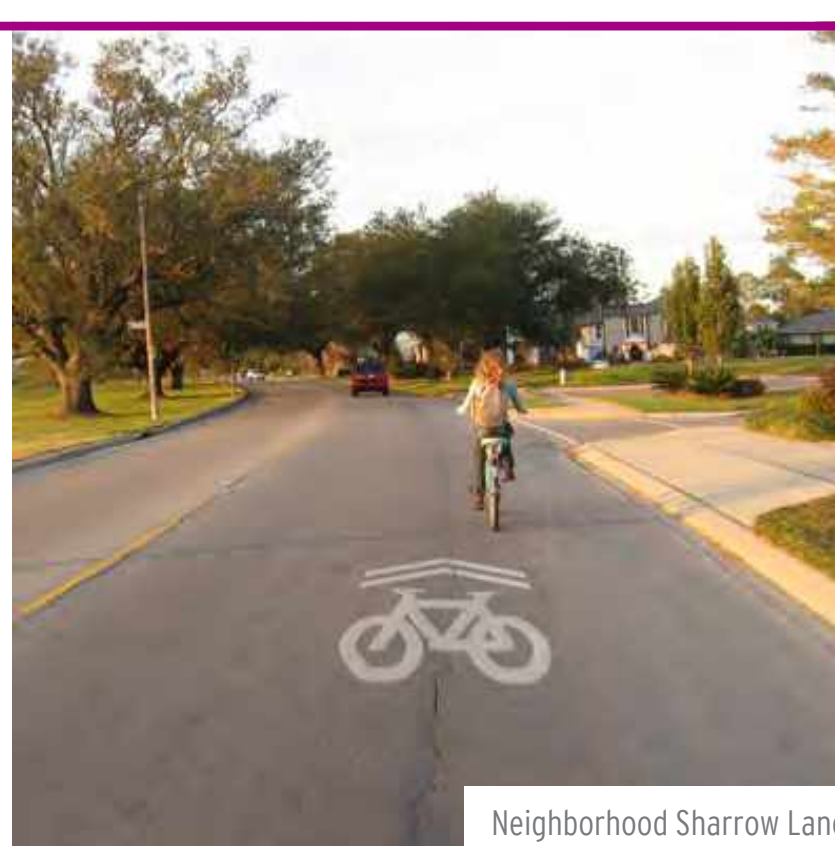
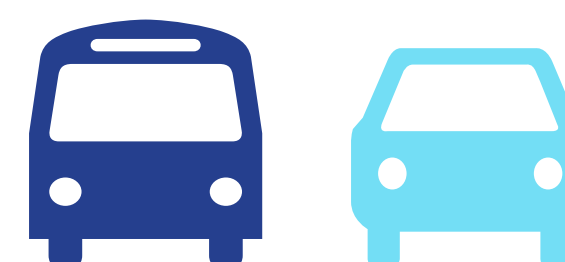


Narrow bike lanes on Cumulus Ave



Auto operation deficiencies are noted at the two intersections at the ends of the study area: Three Mile Lane at First Street, and OR 18 at Cruickshank Road. The two major signalized intersections on OR 18 at Norton Lane and Cumulus currently operate well within the mobility targets outlined in the Oregon Highway Plan. There is a notable crash history at the intersection of OR 18 and Cruickshank Road. This intersection is a logical location to consider including potential gateway streetscape improvements.

YCTA provides limited (hourly) service in the study area on Route 2, with direct links to downtown McMinnville and the city Transit Center. If and when YCTA service increases to a 30 minute frequency, future transit access will improve within the Three Mile Lane area.



The study area has very limited bicycle facilities, and frequently the only option available to cyclists is to ride in general purpose travel lanes. While the major streets in the area are generally flat with good pavement conditions, vehicular traffic volume is relatively high and travel is at higher speeds (35 mph and higher). The lack of separate bike lanes, buffered bike lanes, or separated facilities contributes to a poor overall environment for cyclists seeking to travel within the study area network.

Creating attractive, low-stress bicycle facilities on key routes within the study area will require examining traffic calming design adaptations and lower speed limits, and implementing buffered bike lanes or separated pathways.



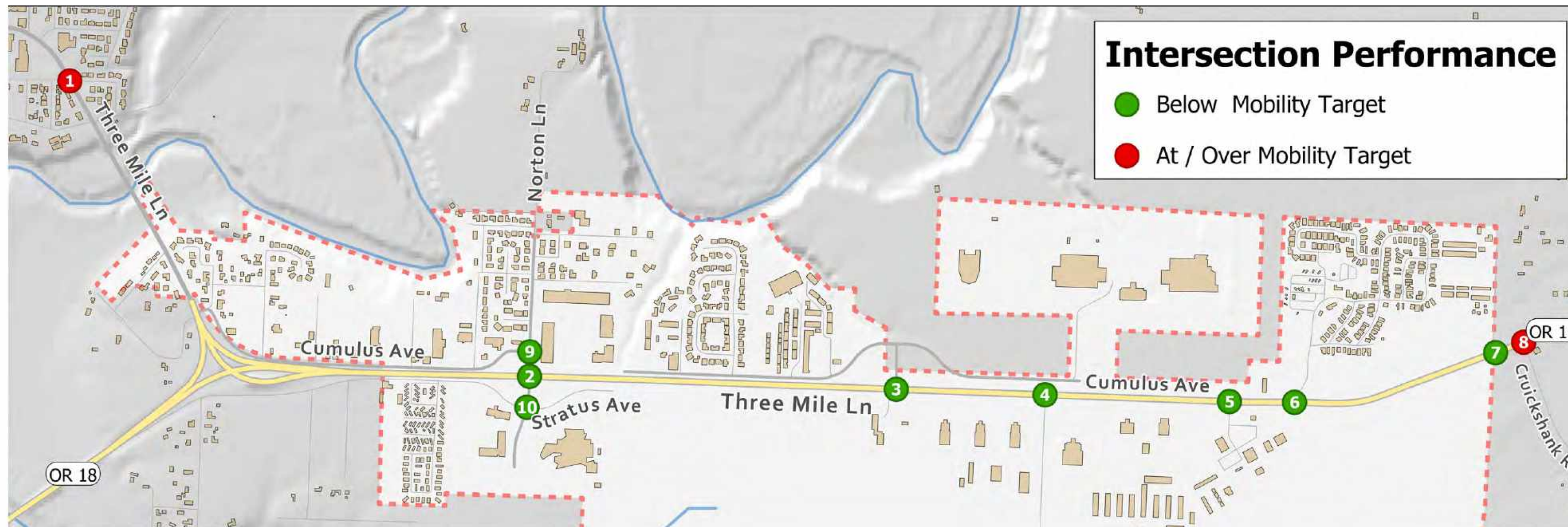
Many of the key existing streets and intersections in the study area contain essential but limited pedestrian features. Some of the sidewalks are older, but functional and the system provides a baseline, if minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge.

The existing pedestrian realm lacks important features that would otherwise contribute to more safe and inviting walking environments on Norton Lane, Cumulus Avenue, and Stratus Avenue. The original factory outlet mall development introduces a barrier to more direct pedestrian and bicycle travel along Cumulus Avenue and the crossing of Norton Lane, making it more difficult for residents east of Norton Lane to walk and cycle to McMinnville's central city.



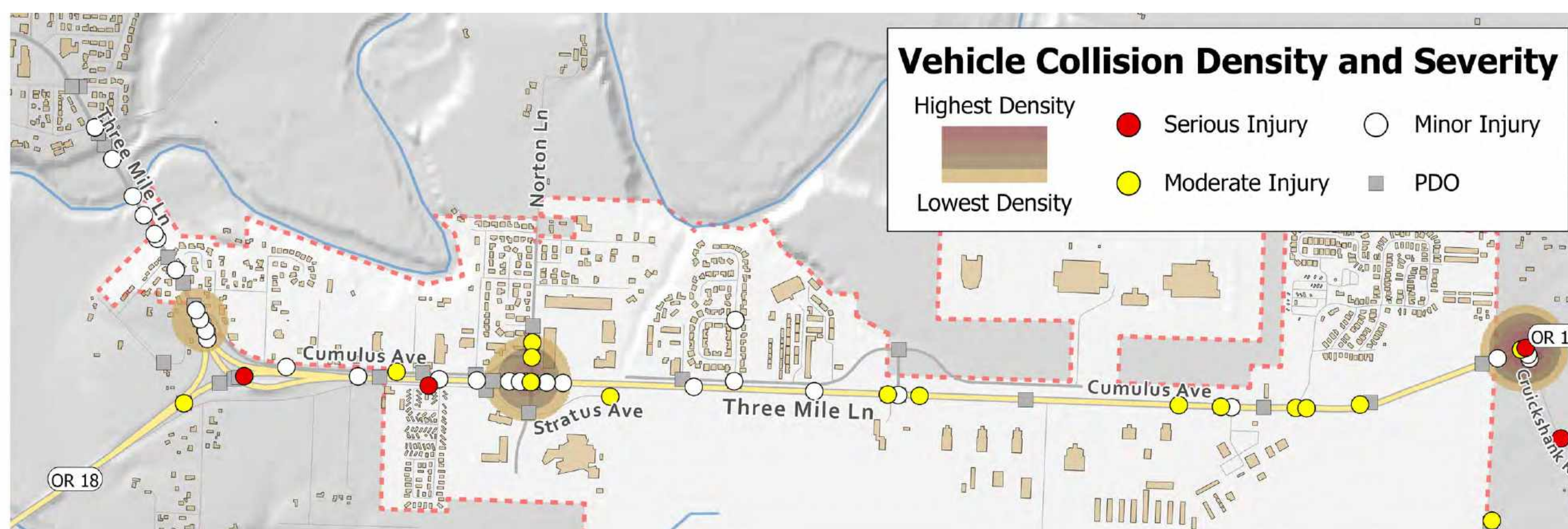
TRANSPORTATION

Traffic Operations



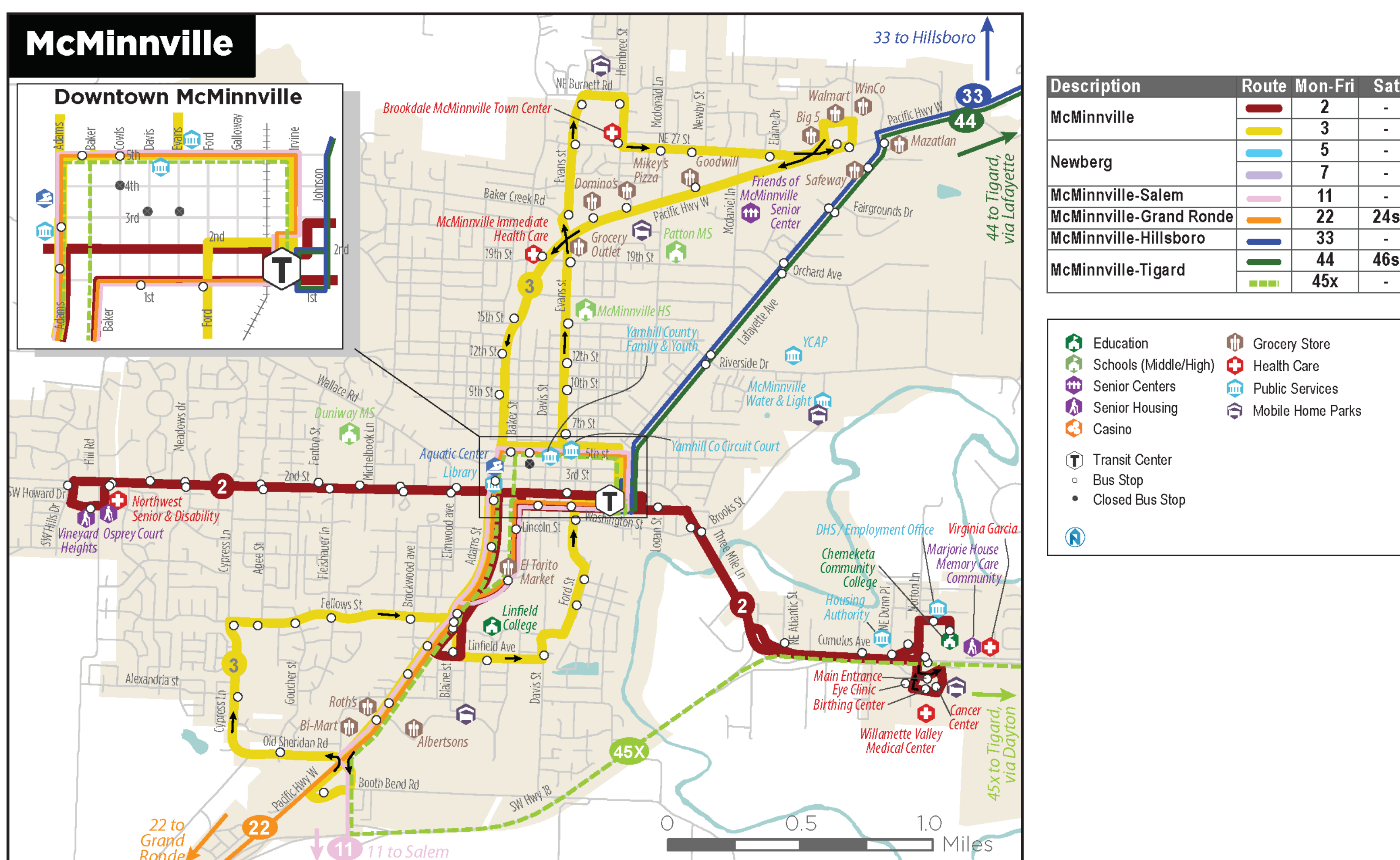
Cumulus Ave @ Highway 18

Vehicle Crash History (2012-2016)



Highway 18 @ Norton Lane

Transit Routes



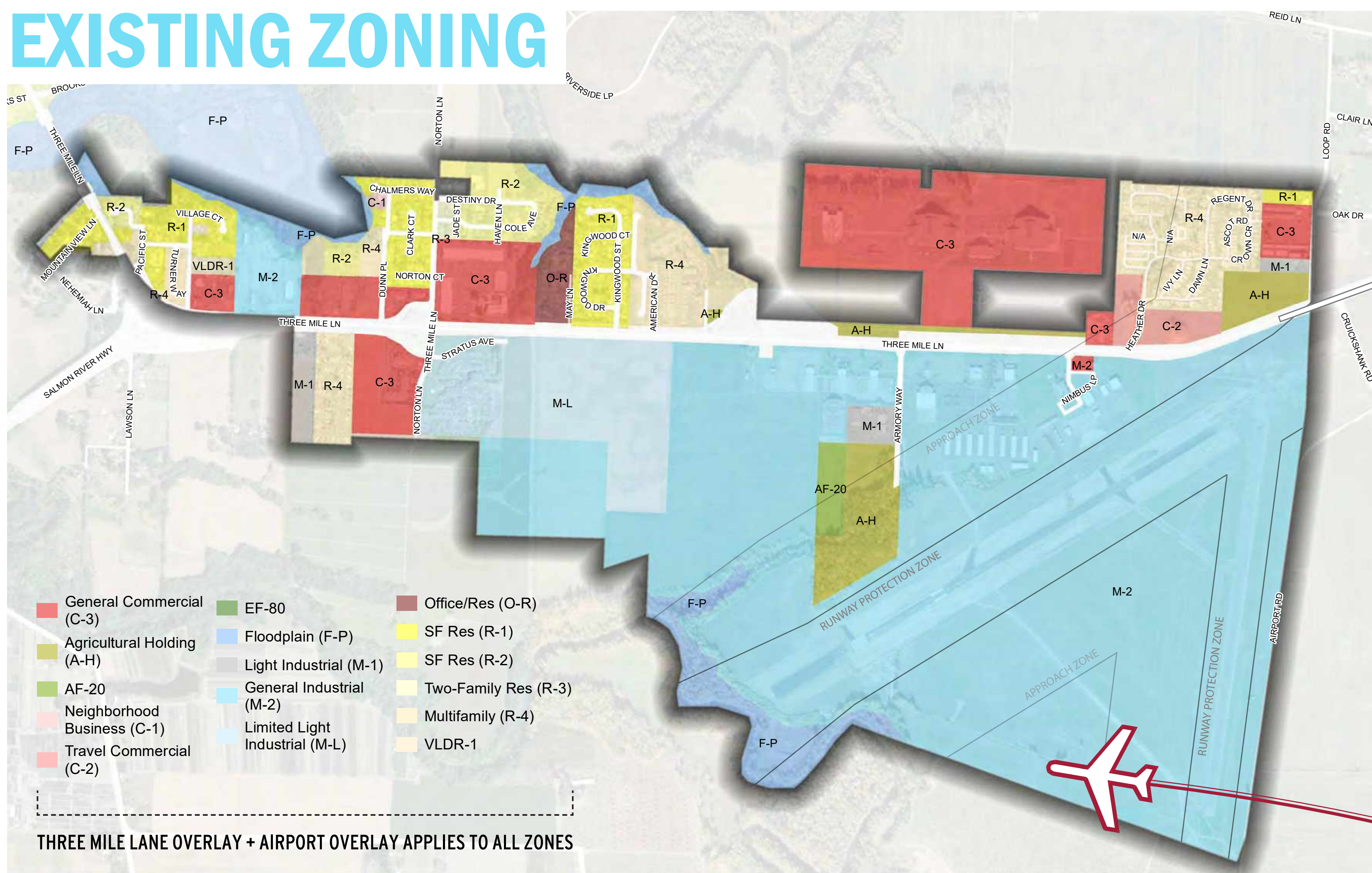
Yamhill County Transit Area (YCTA) bus



Area Plan

LAND USE & DESIGN

EXISTING ZONING



The Existing Three Mile Lane Overlay Zone was Intended To:

- Encourage mixed-use and mixed housing types
- Ensure high quality and design
- Compatible living and working environments
- Provide open spaces and parks
- Buffer residences from the highway

120' Setback

from centerline of Three Mile Lane - landscape and buffering may be required

ZONING THOUGHTS:

- * Existing base zones likely do not meet the mixed-use intent of the study area. New base zones may be appropriate for larger parcels that are currently undeveloped.
- * It's easier to change the language of the existing overlay than create a new zone or overlay
- * A single zone is easier to understand, as overlay zones create complexity for property owners and developers, even though they already exist in this area
- * The Three Mile Lane Overlay Zone could be modified to apply regulations to some subareas, but not the entire area, if desired.

RESIDENTIAL ZONES

R-1 is low density, single family residential; R-2 single family with a slightly higher density; R-3 allows two-family dwellings throughout the zone; R-4 allows multi-family dwellings and condos.

COMMERCIAL ZONES

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.

AG HOLDING

49 acres held to provide for the continued practice of agriculture. Permitted uses are limited to farming, single-family dwellings, and sewage pump stations. Parks are allowed as conditional uses.

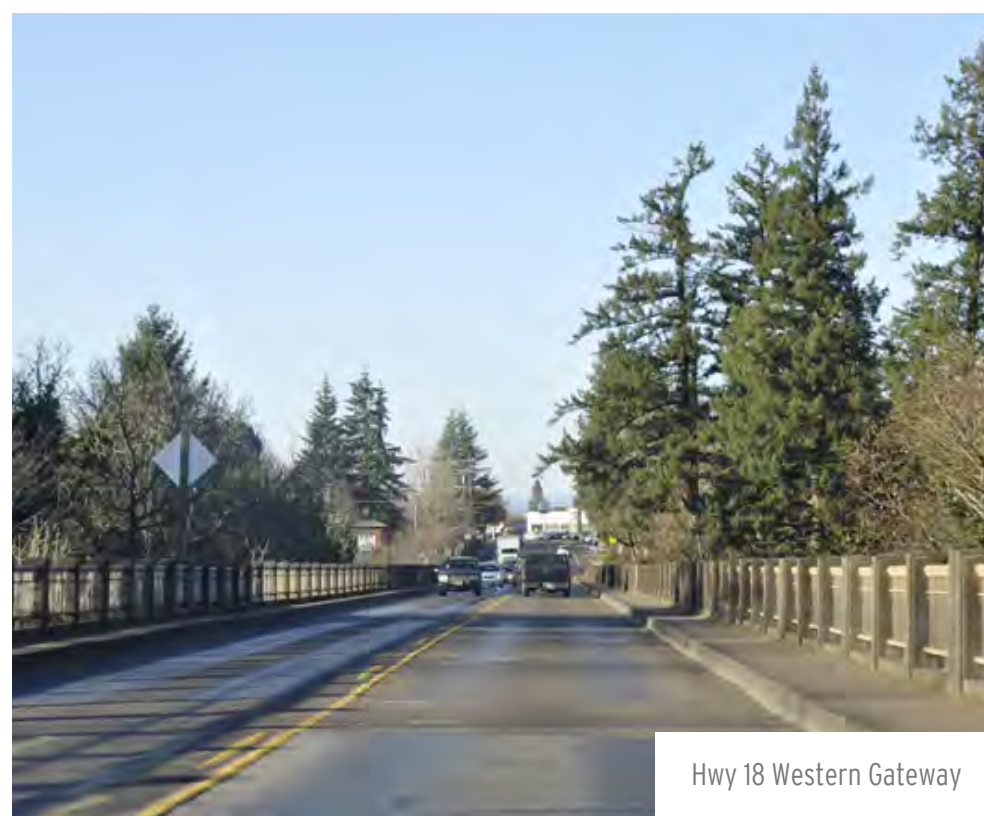
INDUSTRIAL ZONES

M-L provides for industries with limited external impact in an attractive setting; M-1 is for industrial uses that require buffering from other uses and environmentally sensitive areas, it includes a wide range of industrial uses; M-2 allows all uses in M-L and M-1, but also allows general manufacturing and airports as well as "leisure time activities" as conditional uses.

The Airport Overlay includes a Runway Protection Zone that prohibits development and an Approach Zone that limits structures to below 209', prohibits places of public assembly, and limits residential density over 1 dwelling /20 acres.

URBAN DESIGN: ISSUES + OPPORTUNITIES

CIRCULATION



Highway 18/Three Mile Lane is important connection, but also a barrier.

Opportunities to increase E-W connections.

Improving non-motorized connections and wayfinding would better connect the Three Mile Lane area to the rest of the city.

South Yamhill River and Galen McBee Airport Park provide connections to nature.

BUILDING DESIGN



Larger buildings like Chemeketa Community College are appropriate scale for highway frontage.

Lack of sidewalk connections and large parking lots limit pedestrian friendliness.

Denser development near land uses that support it.

Agricultural building forms could integrate with existing character.

Capitalize on visual character and views to forests, farm fields, and mountains in the distance.

OPEN SPACE



Opportunities to connect to Galen McBee Airport Park and extend trail loops to South Yamhill River

Land for future nature trails and mature trees should be preserved if possible

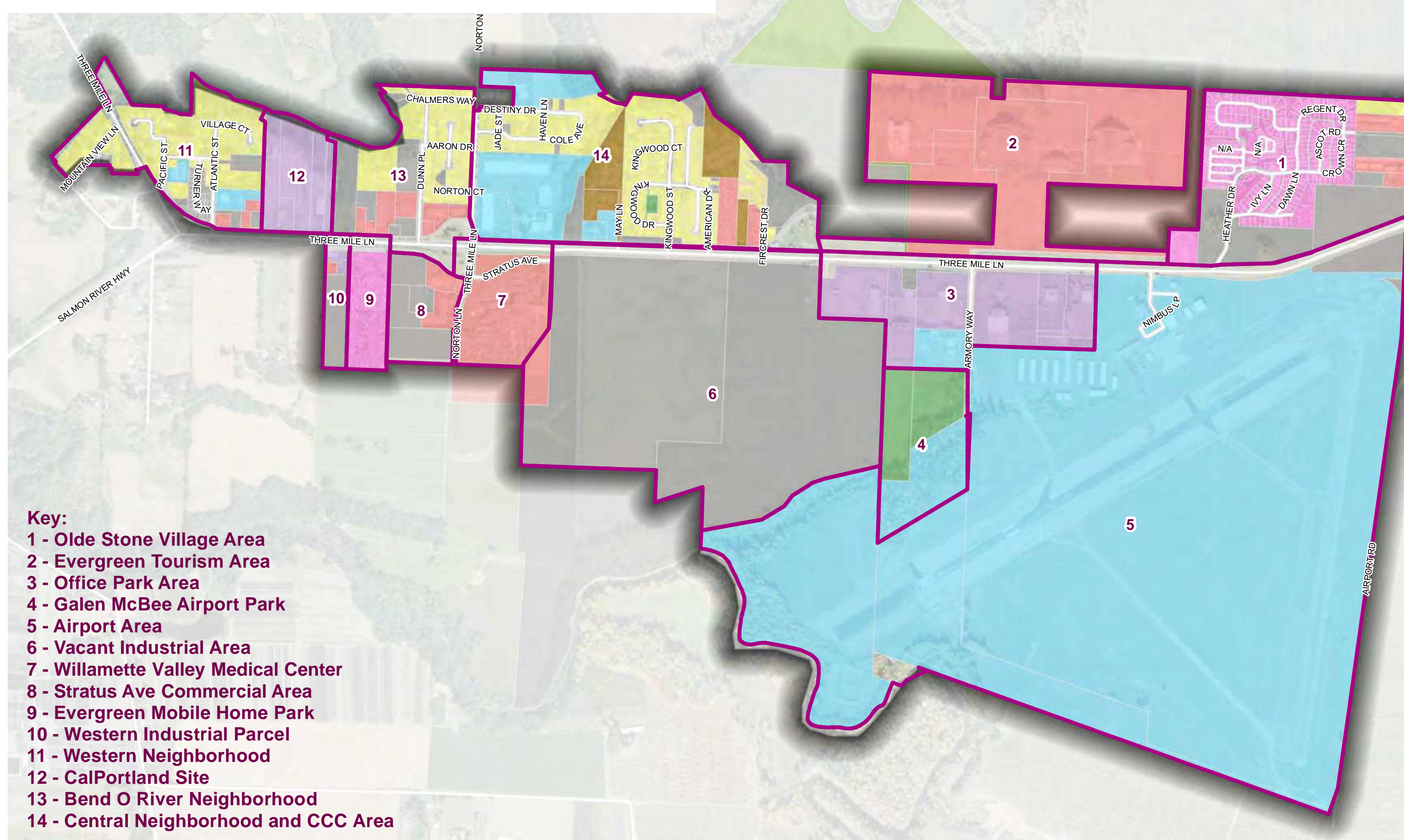
Large open fields reflect agricultural heritage and strategic position in heart of wine country. Strive to maintain views of open fields; consider "Agrihoods," which incorporate farming into new mixed-use communities.

THREE MILE LANE

Area Plan

LAND USE & DESIGN

EXISTING LAND USES



- Residential Manufactured Homes
- Residential Single- & Two-Family
- Residential Condo
- Residential Multi-Family
- Open Space
- Commercial
- Industrial
- Public / Institutional
- Resource
- Vacant

NORTH

North of Three Mile Lane, land uses are mixed, with fewer large parcels except for the Evergreen Aviation & Space Museum complex. The north side includes single-family and multi-family uses, mobile homes, and commercial, industrial, and vacant land.

SOUTH

South of Three Mile Lane, much of the land is utilized by the McMinnville Municipal Airport (identified as public/institutional use), industrial, and undeveloped land. Jackson Family Wines and several commercial and manufactured home uses are also located in this area.

LAND USE OPPORTUNITIES

LIGHT INDUSTRIAL

Light industry

Light industry

Agricultural building forms

Over 200 acres of undeveloped land, largely zoned for industrial uses. Large sites create opportunities for large-scale, cohesive development.

Light industrial can integrate well with other land uses.

Agricultural building forms can serve as inspiration (example: old grain elevator inspired design for Jackson Family Winery and processing center).

AMENITIES AND TOURISM

Existing regional attraction

Industrial structure converted to community market

Gateway

Existing amenities & attractors: airport; Evergreen Space & Aviation Museum, water park, and event center; Yamhill River; large medical, industrial and office employers.

Safe and convenient connections and new amenities are needed to serve daily needs.

Opportunity to create a destination with a distinct personality.

NEIGHBORHOODS

Diverse forms of housing development, e.g. cottages

Recreation

Complete streets

Opportunities for new mixed-use development in existing mixed residential and commercial areas.

Create varied, diverse, complete neighborhoods with a variety of housing and access to parks and services.

Integrate "complete streets" that prioritize safe walking and biking for people of different ages and abilities.

NATURAL FEATURES

Mature stands of trees within the Three Mile Lane study area

Access to outdoor activities / food production

Nature trails

South Yamhill River and associated natural areas, and mature tree stands provide defining character.

Galen McBee Airport park has walking trails and dramatic views to Mt Hood and Mt Jefferson.

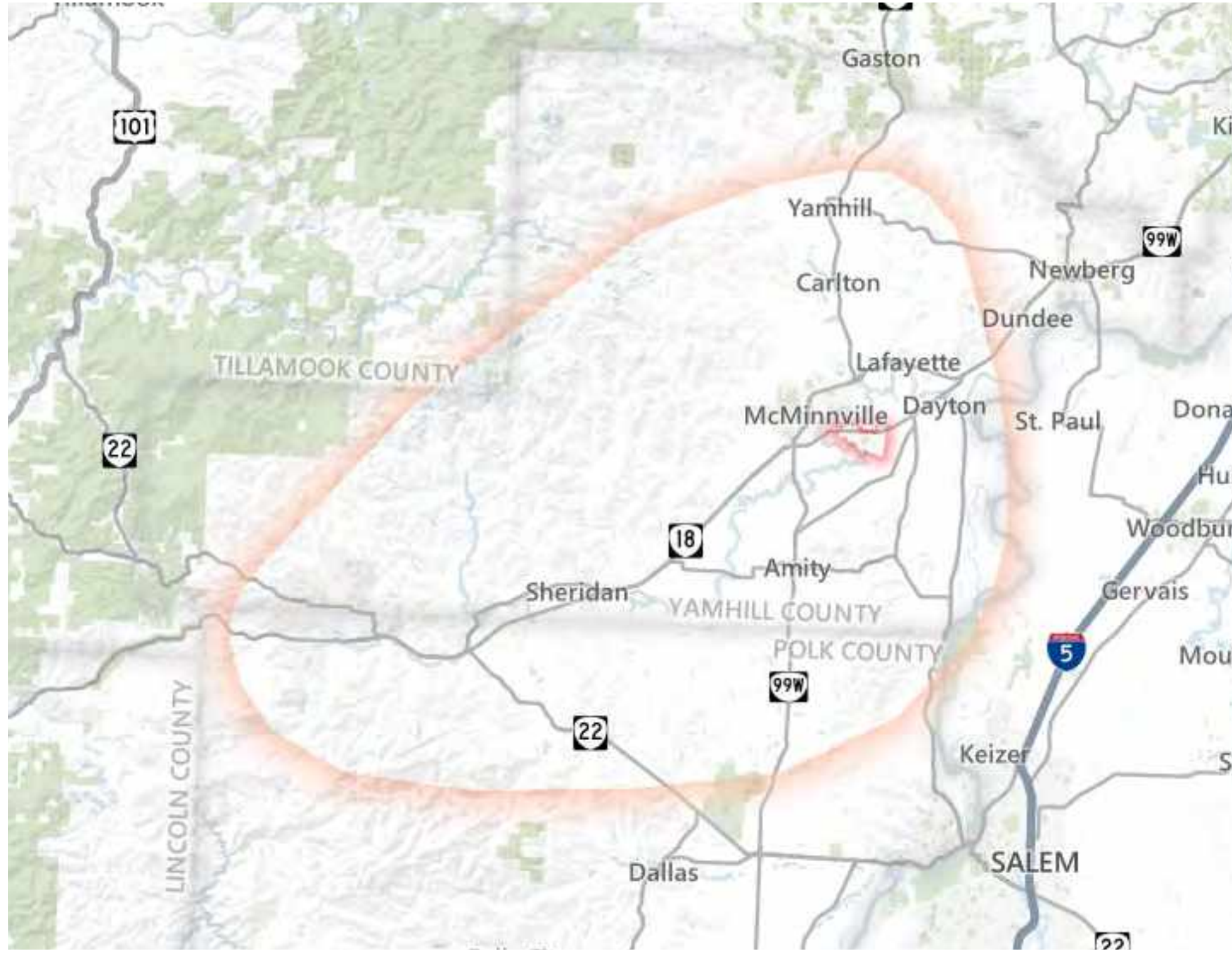
Connect residents and workers to these natural features.



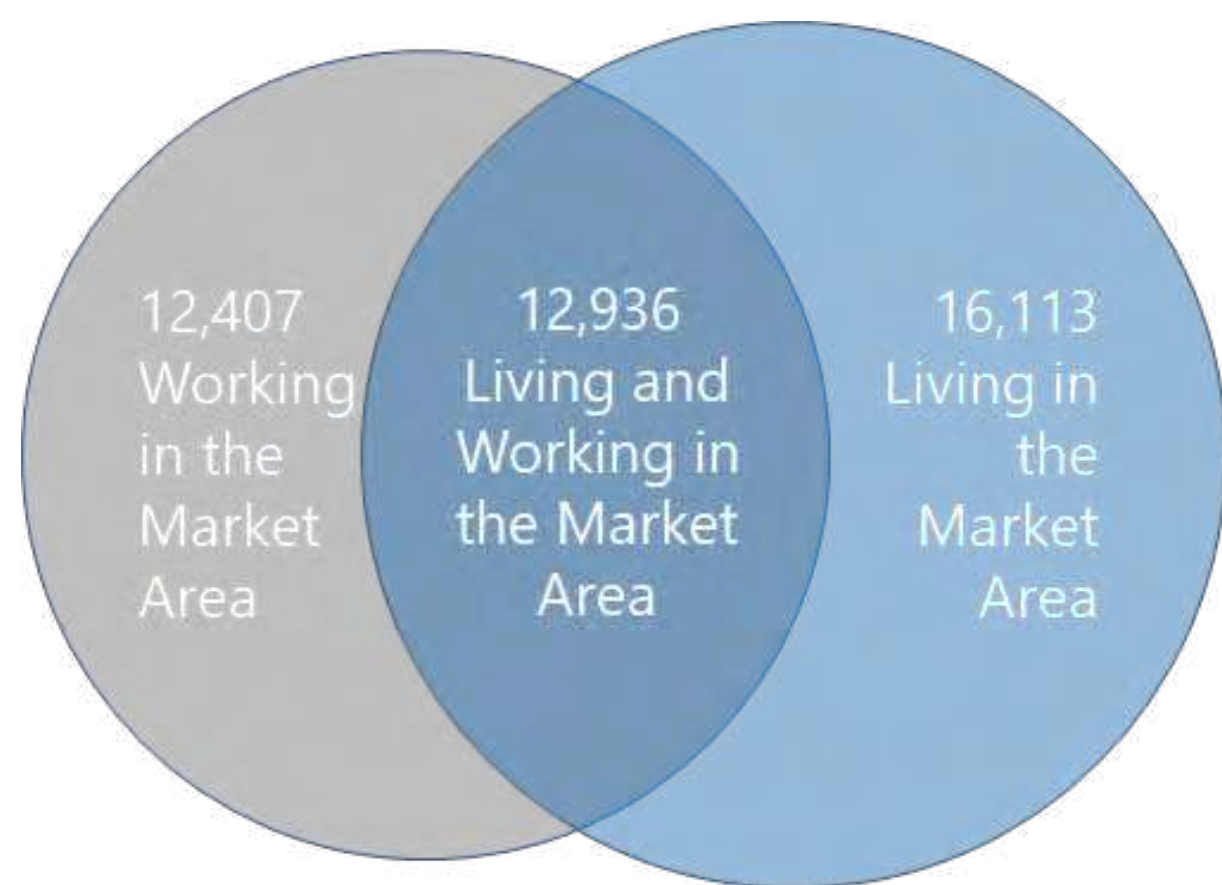
MARKET ANALYSIS

Background Information

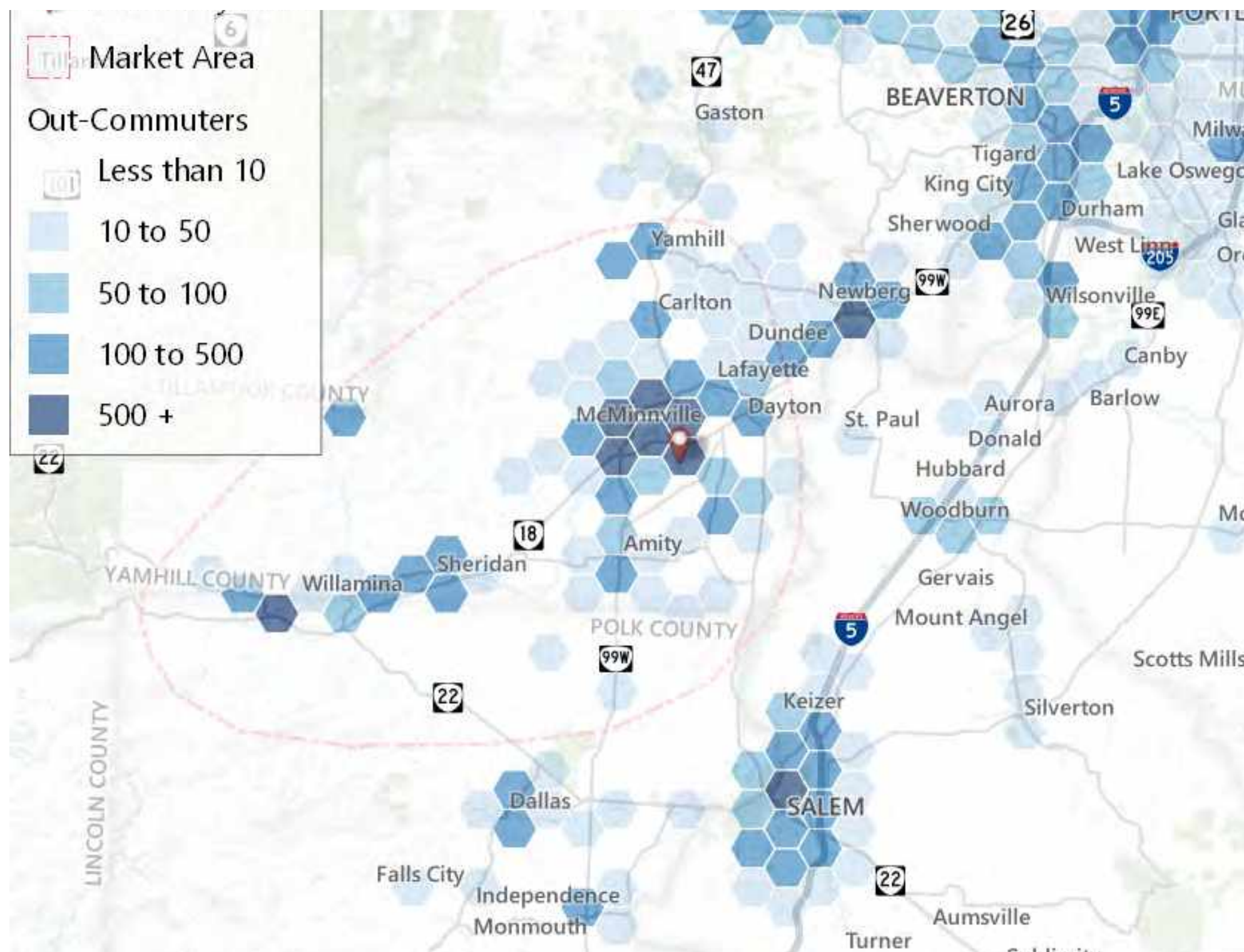
The market area represents the area from which most demand for residential, commercial, and industrial uses will originate and is used for most of the charts and statistics on these posters.



45% of residents live and work in the market area, compared to only 39% for McMinnville specifically.

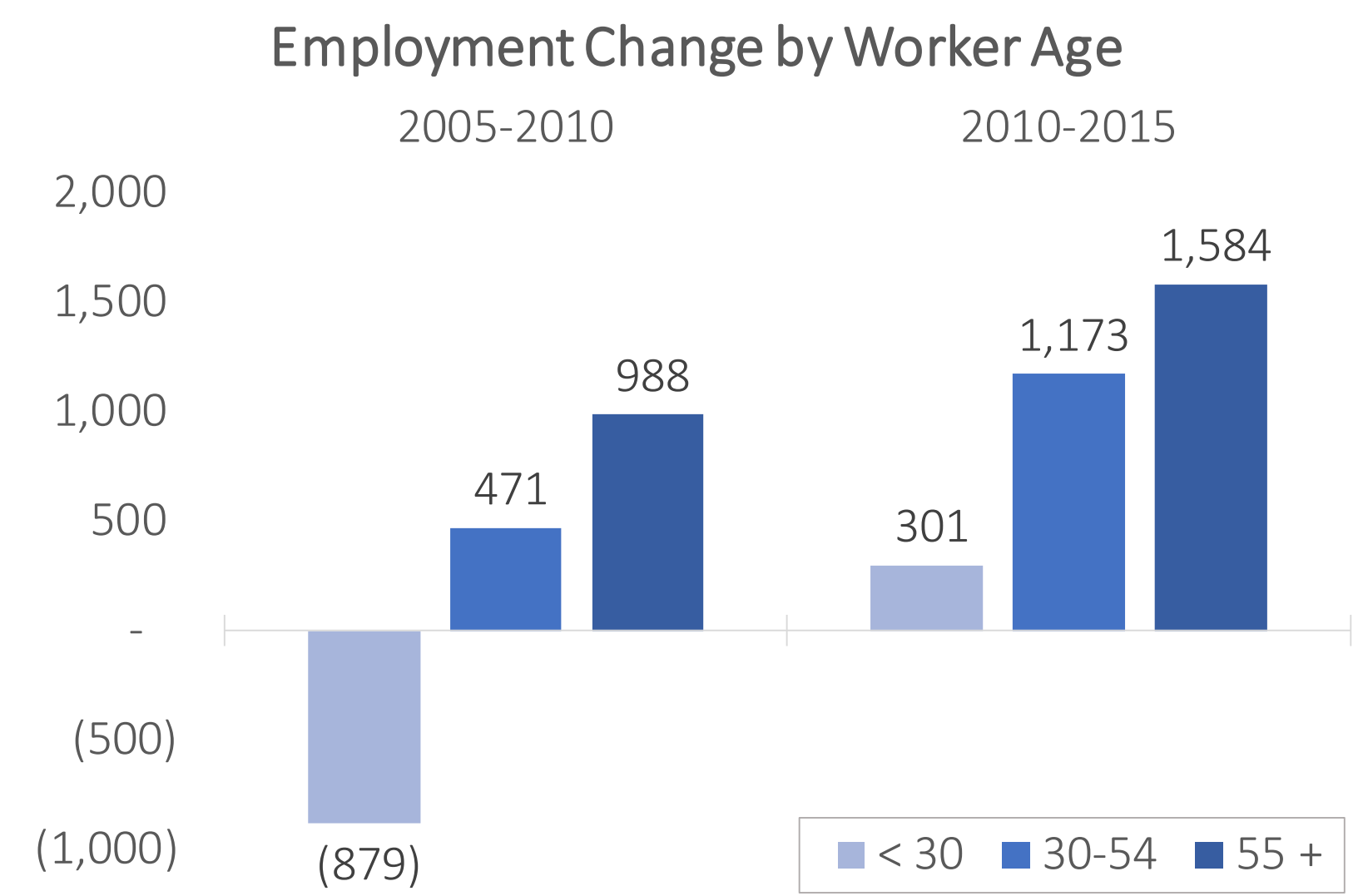


42% of market area residents work within 10 miles of home. Many people travel to parts of the Portland metro and Salem for work.



Employment Conditions

The number of young workers declined from 2005 to 2015, while workers over the age of 55 grew significantly, suggesting challenges in keeping younger workers.

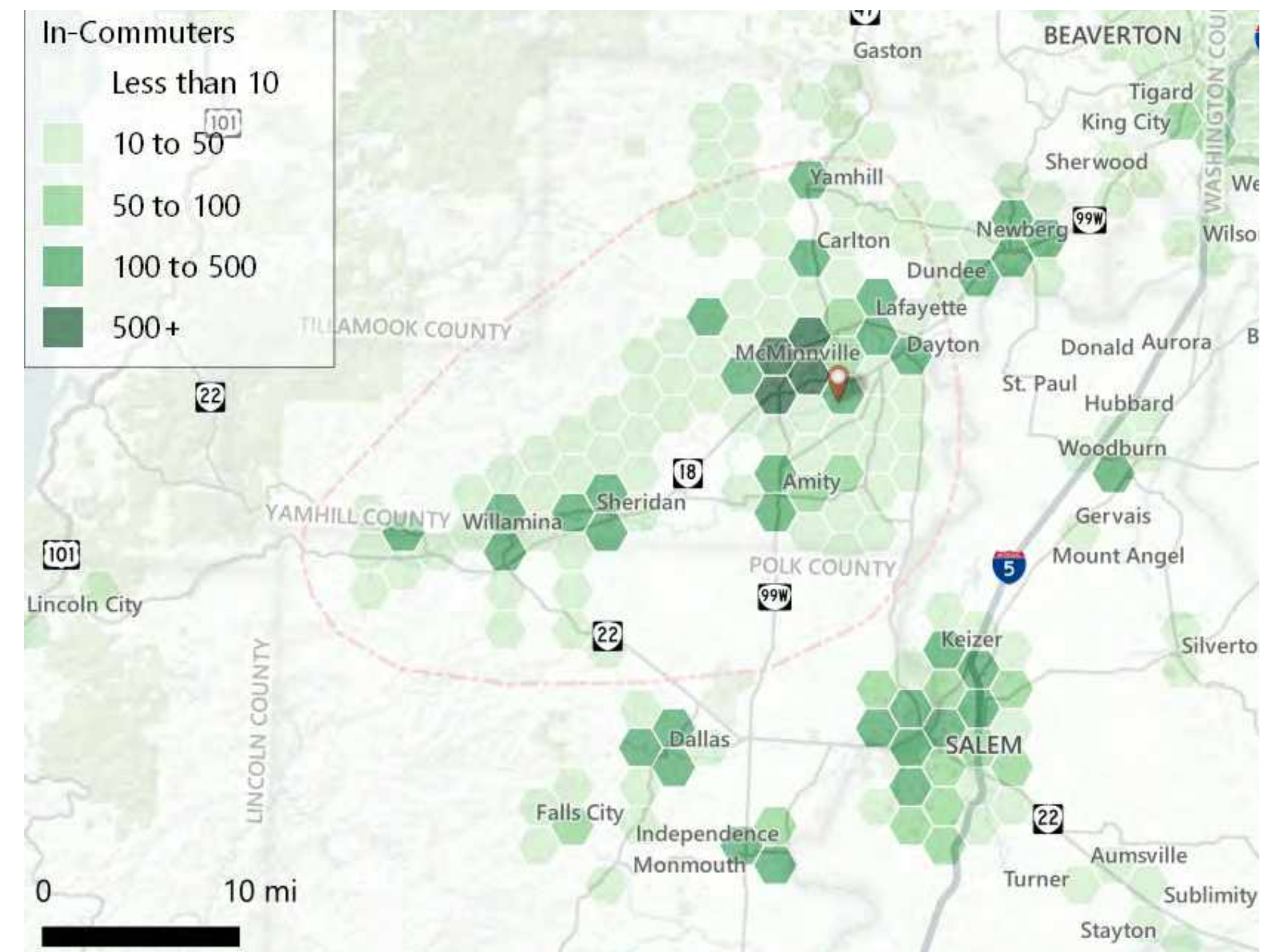


Agriculture, manufacturing, healthcare, and retail industries comprised 80% of all job growth over the past 5 years, a trend that is set to continue, driving demand for industrial, healthcare, and retail space.

5-yr Job Growth (3,060 total jobs)



50% of market area workers live within 10 miles of work. Most people commute to work in the market area from nearby, with fewer living in the Portland metro.



Area Plan

MARKET ANALYSIS

Housing & Demographics

By 2040, the senior population (65+) will comprise almost quarter of the population, increasing demand for walkable amenities, healthcare, and smaller housing units.



Smaller households suggest an opportunity for higher density residential development.



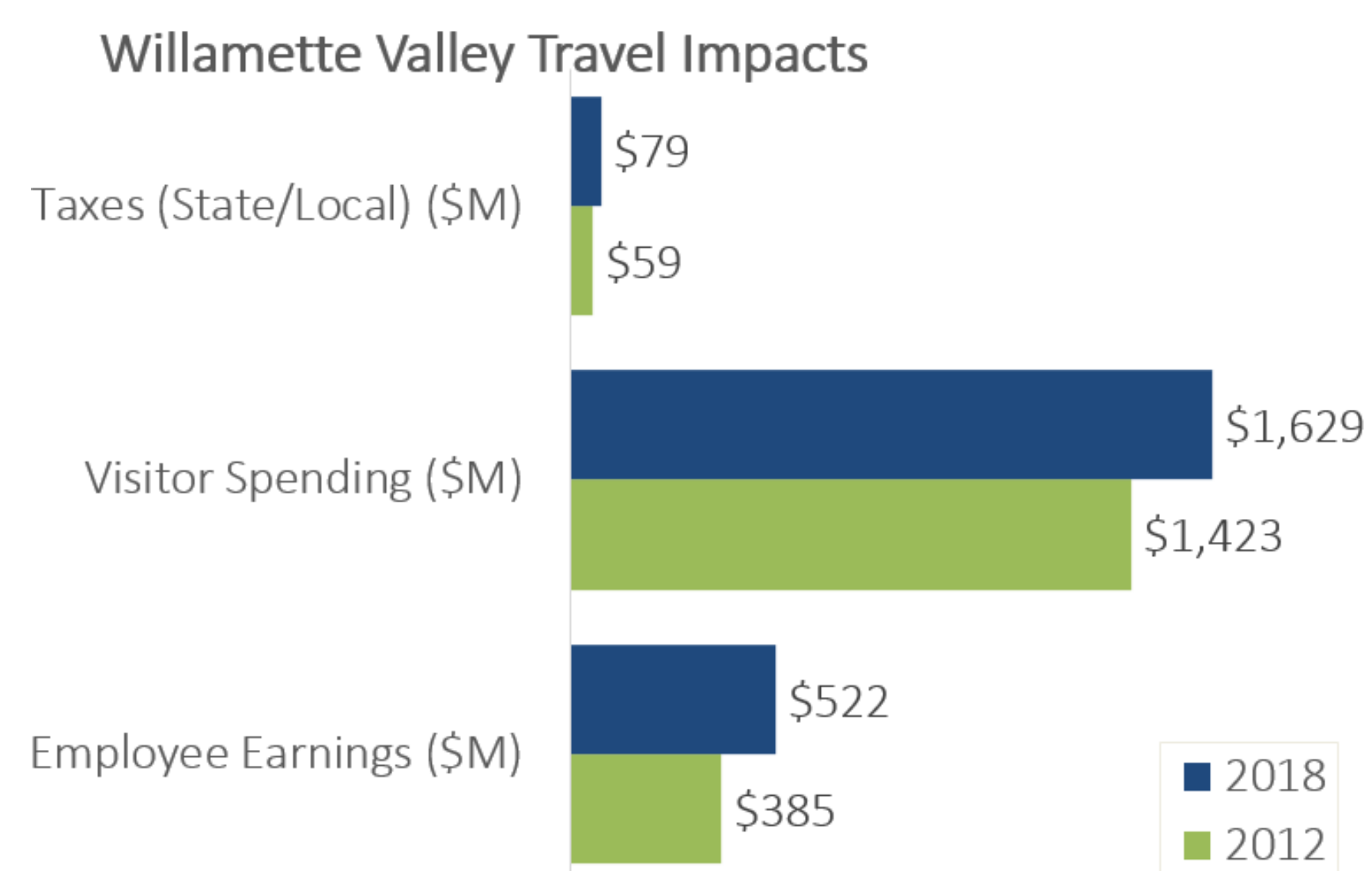
High projected growth rates indicate future demand for new housing and development related to high-growth employment industries (e.g., wine and agriculture, retail, and healthcare).

High Projected 10-year Growth



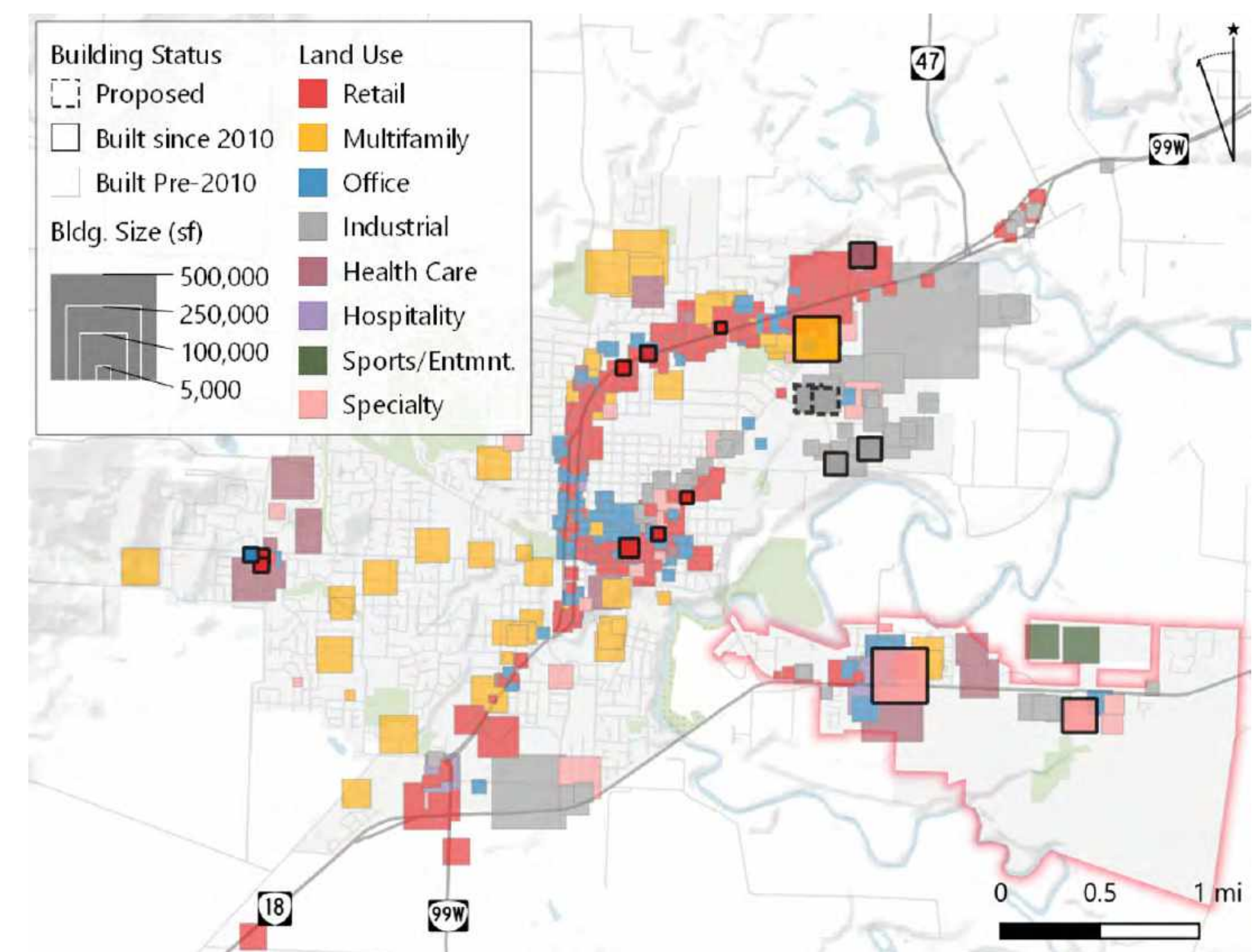
Tourism

More money is being spent on travel and tourism than ever before, with positive impacts projected for McMinnville's retail and lodging industries.



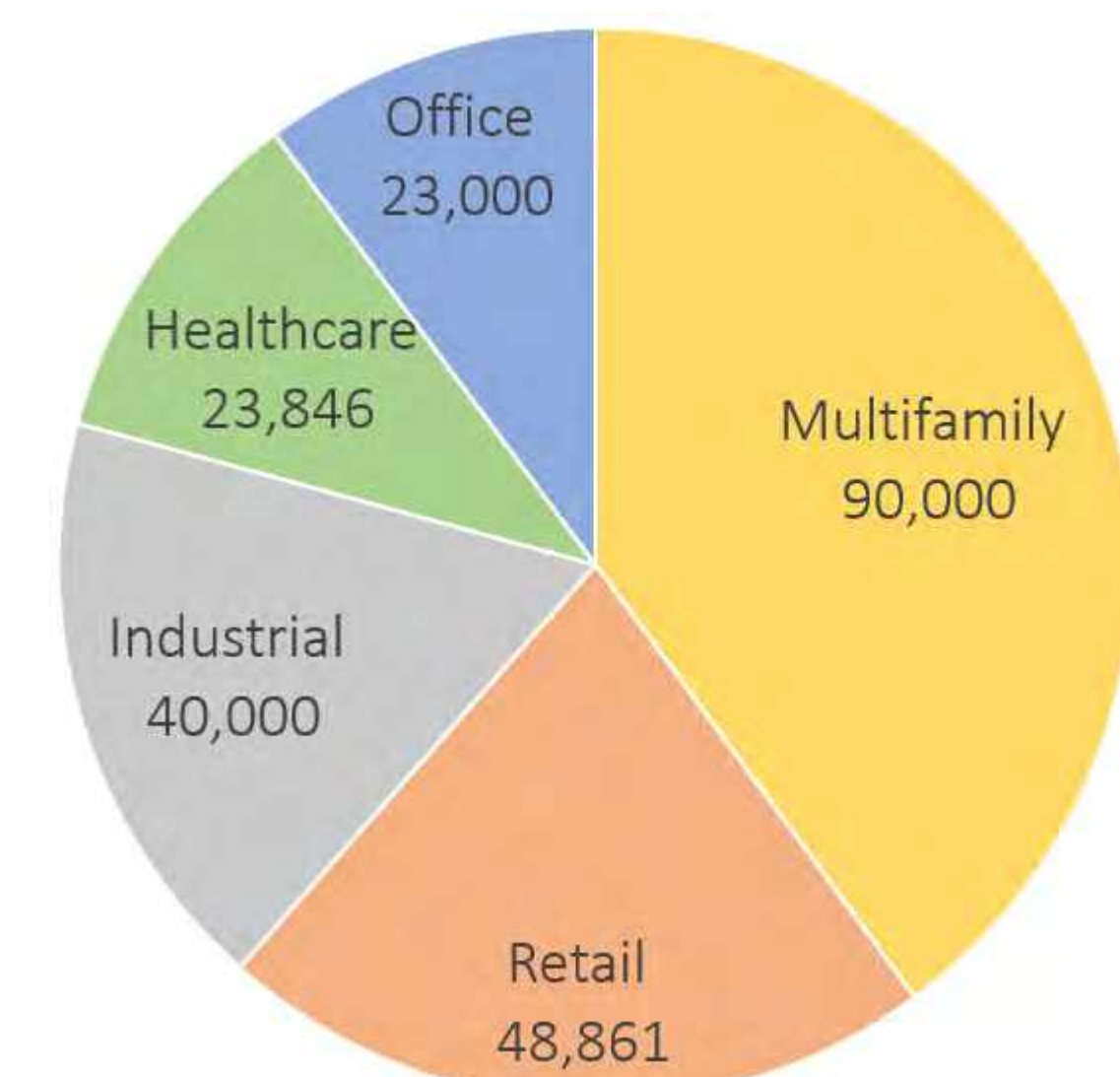
Real Estate Overview

The following map shows development in McMinnville. Shaded squares show pre-2010 development, new/proposed developments have a black outline.



New development (since 2010) in the McMinnville market area has been:

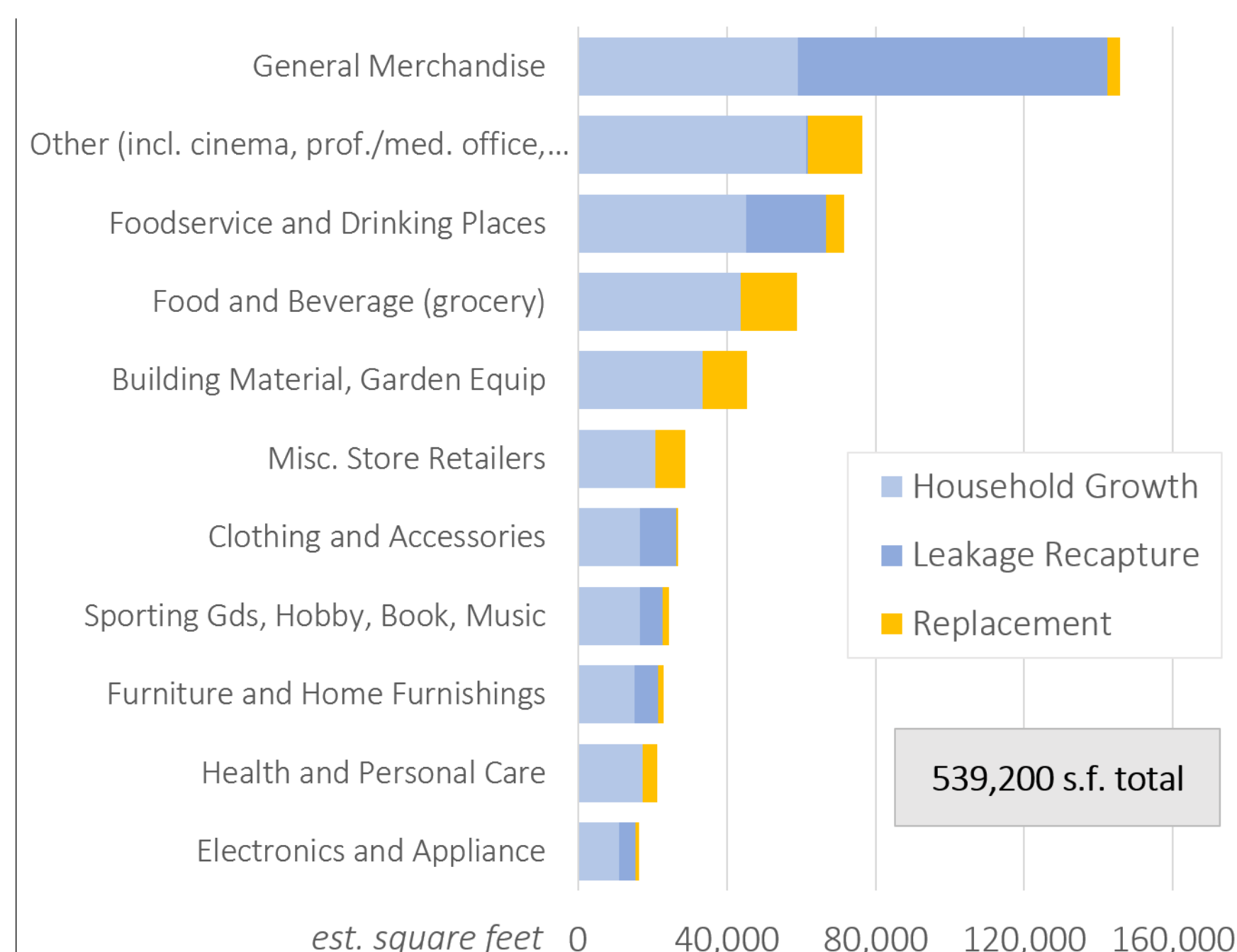
- **40% Multifamily Residential**, consistent with national trends and consumer preferences.
- **22% Retail**: Generally comprised of smaller, community-serving retailers, not big boxes, which are struggling nationally with ecommerce and shifting consumer behaviors.
- **18% Industrial**: Prospects have improved recently due to constrained supply and increased demand for distribution and warehousing.
- **11% Healthcare**: Aging demographics and high job growth have increased prospects.
- **10% Office**: The market for speculative office appears weak, although build-to-suit opportunities may remain.



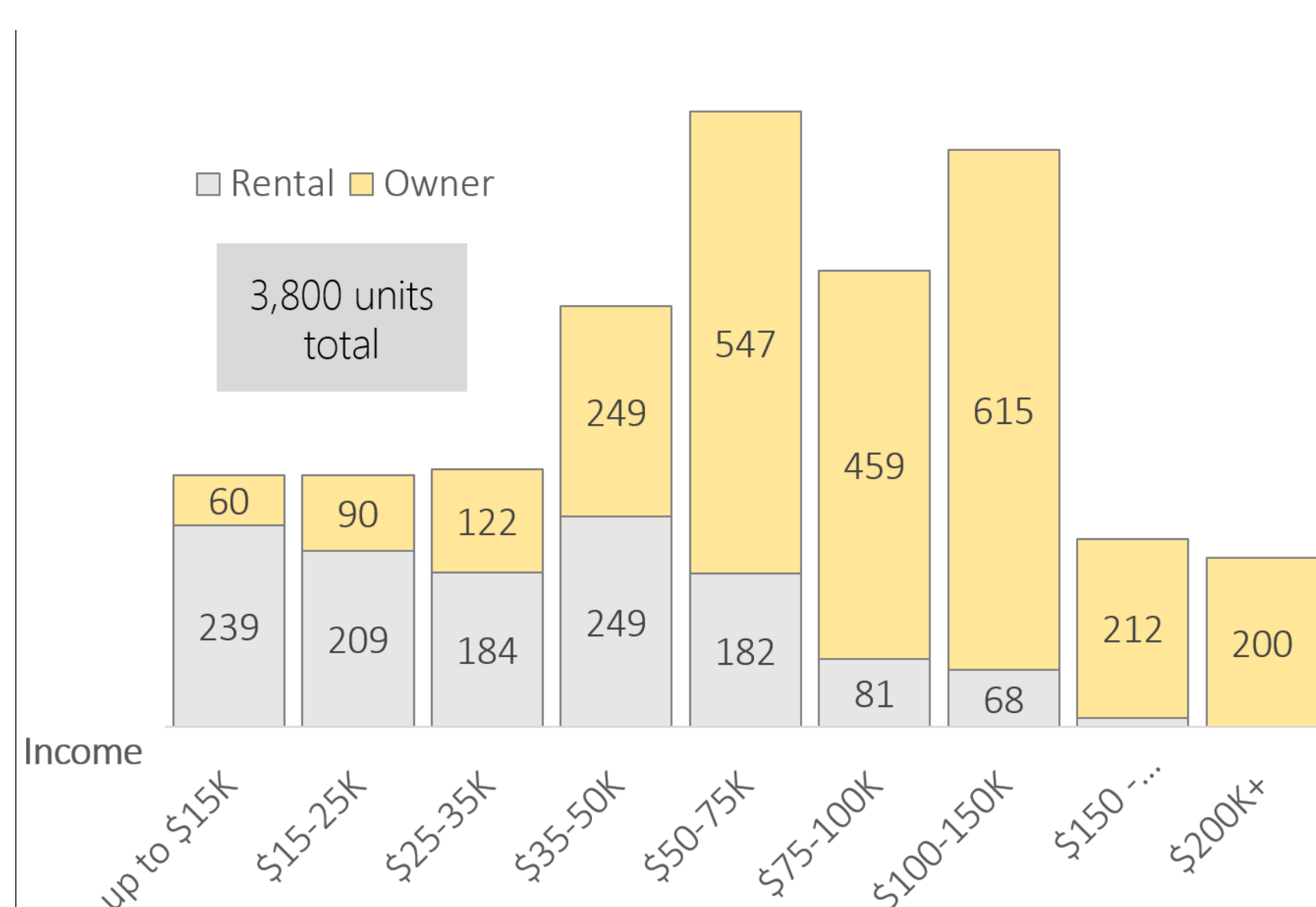
MARKET ANALYSIS

Market Area Demand

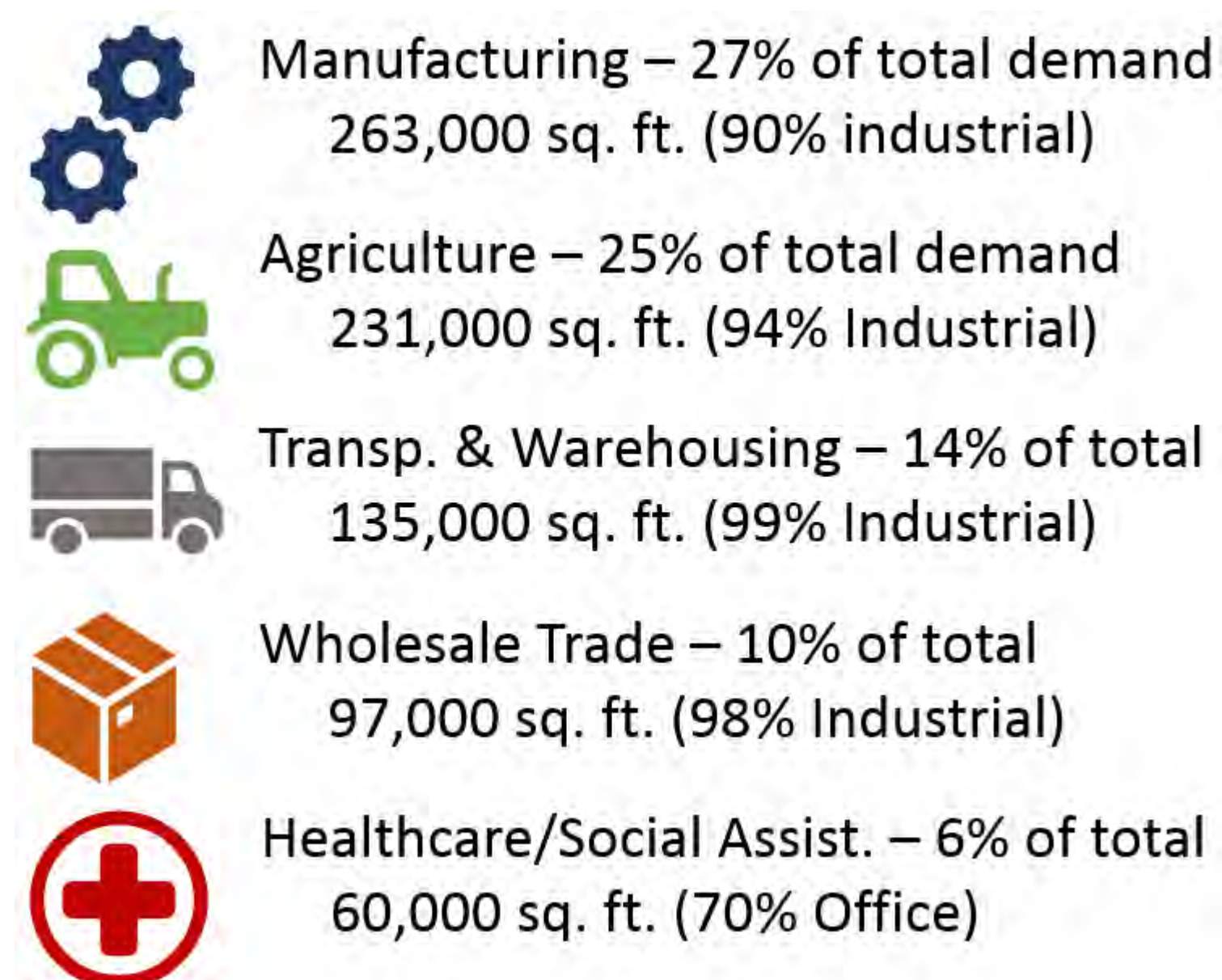
Retail: Spending data suggests immediate demand for general merchandisers, bars and restaurants, and clothing stores.



Housing: There is significant market area demand for housing, mostly within the middle-income categories.



Office and Industrial: Industrial demand linked mostly with manufacturing and ag. (e.g., wine), but not for office due to low growth in typical office-sector jobs. The following data shows market area demand for new development by industry.



Development Program

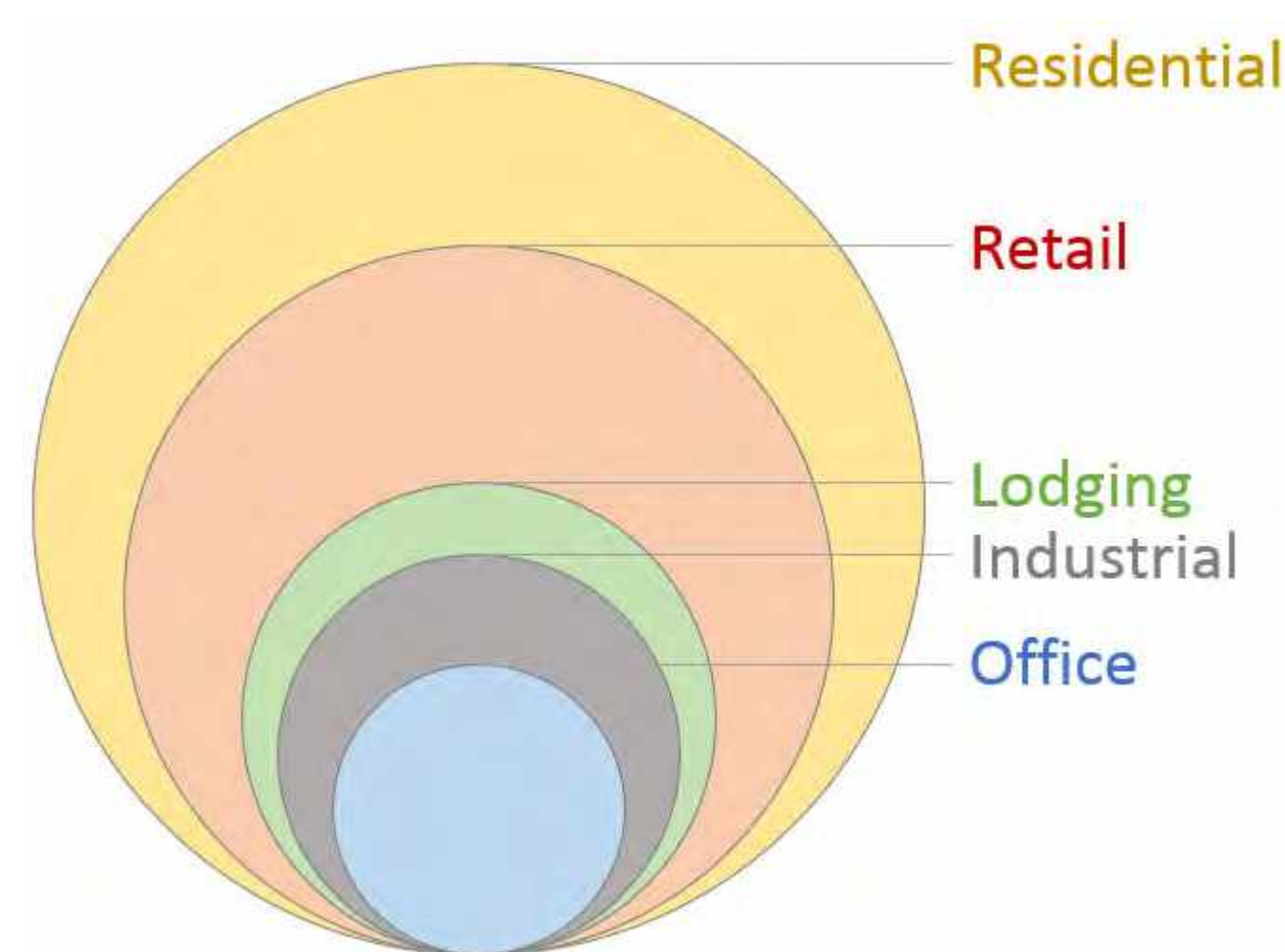
3 Mile Lane is poised to capture a significant portion of total regional demand.

Potential development in 3 Mile Lane is likely to be driven by strong demand for housing and retail.



Tourism, the airport, and existing needs for meeting space should drive demand for hotel.

With few large flat land tracts left in the area, there is potentially strong industrial demand, but industrial may not be compatible with significant residential development if that alternative is preferred.



Housing rents may only justify townhomes and apartments up to four stories. Single-family and multiplexes remain in demand.

Retail development will be surface parked, low-rise, with a potential grocery store, restaurants, etc.

Office will likely be limited, standalone, or above retail.

Industrial could be "craft" with retail components.





Area
Plan

City of McMinnville

Town Hall Meeting

July 11, 2019

Welcome and Project Update



Town Hall Meeting Overview

- 5:30 - 5:45 Check-in
- 5:45 - 6:10 Overview Presentation
- 6:10 - 6:15 Choose Breakout Session
- 6:15 - 6:35 Breakout Session
- 6:35 - 6:40 Switch Breakout Session
- 6:40 - 7:00 Breakout Session
- 7:00 - 7:10 Reconvene
- 7:10 - 7:30 Breakout Session Reports, Next Steps

Town Hall Meeting Objective:

Discuss the desired features of a future Three Mile Lane Area and the elements of a “preferred alternative” for analysis.

- Review project goals and objectives.
- Discuss land use and urban design elements.
- Consider the opportunities for multi-modal connectivity and access.
- Review and critique the preliminary preferred alternative to prepare for the next level of detailed analysis.

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.

Project Schedule



Regular PMT meetings 1-2 times per month

- Advisory Committee Meeting
- Public/Stakeholder Event
- Draft Deliverable
- Final Deliverable
- Planning Commission Meeting
- City Council Hearing

We are here

Technical & Reference Documents

- Existing Land Use & Zoning
- Existing Transportation Operations & Safety
- Conditions Booklet
- Economic Analysis
- Case Study Report
- Evaluation Criteria Memorandum
- Design Booklet

Available at: <https://threemilelane.com/>

Public Outreach

- Advisory Committee Meeting & Design Charette
- Property Owners Work Session & Case Studies



July 11, 2019

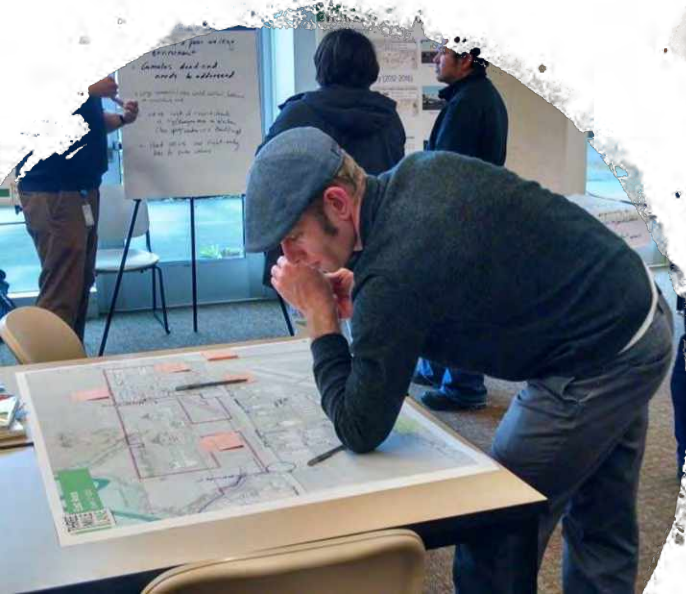


Town Hall Meeting



Public Outreach

Open House and Survey

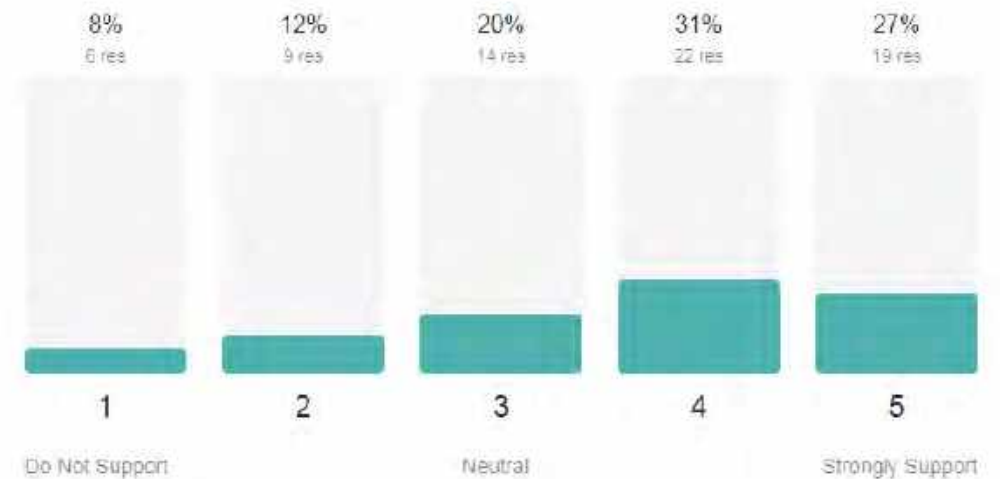


Goal 1: Support and Enhance the District's Economic Vitality and Marketability

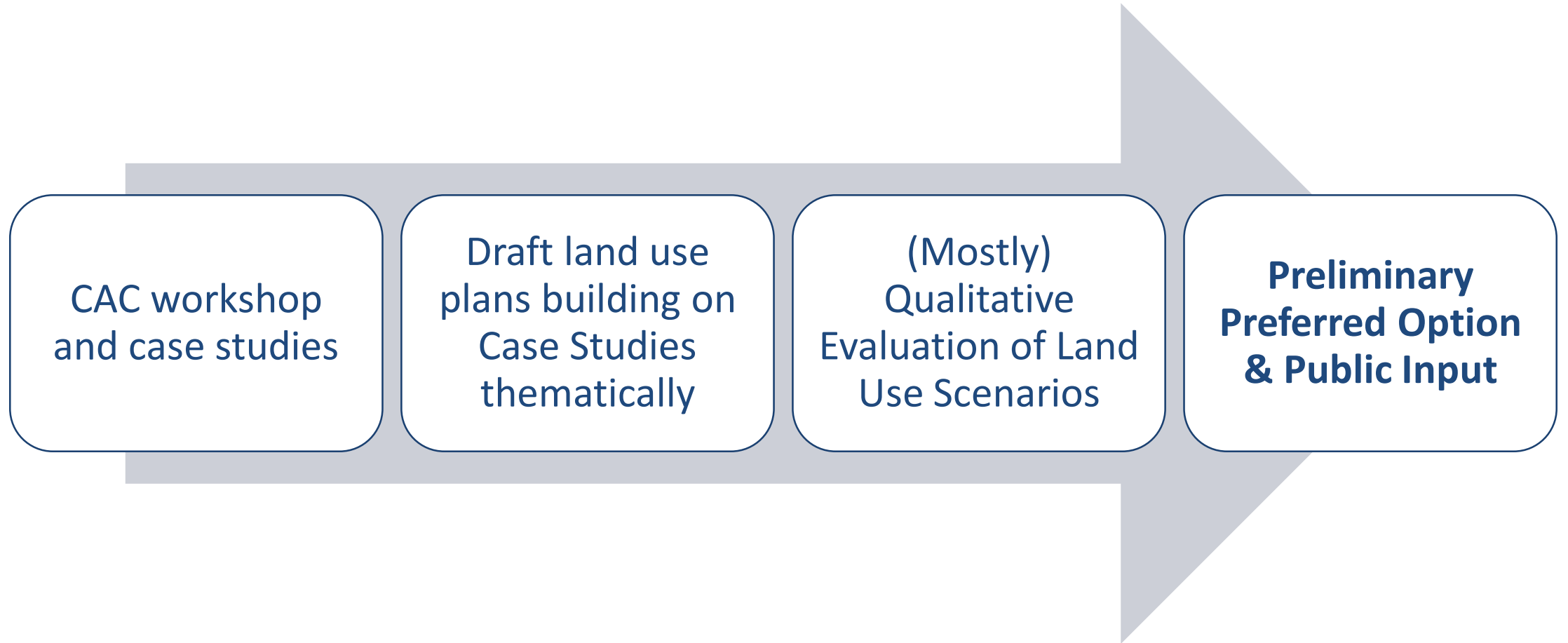
What is your level of support for **Goal 1**?

70 out of 70 answered

3.60 Average rating

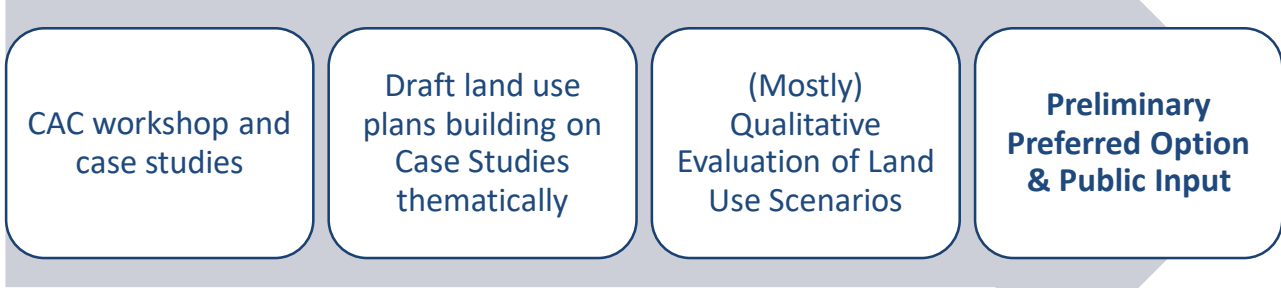


Process





Process





Land Use and Facility Design Options

Common Elements

- Boundaries remain the same: UGB is in the same location, developable land is roughly 400 acres
- Airport expected to develop per the 2004 Airport Plan
- Local roadway designs are adaptable to any land use concept



Common Elements: Transportation

- Cumulus Avenue is connected to SW Norton Lane through or adjacent to the Chemeketa Community College campus.
- New public 'complete' streets are added to new developments south of Three Mile Lane.
- Three Mile Lane bridge is improved for bicycle and pedestrian safety.
- New and improved bicycle and pedestrian connections throughout the area.



Common Elements: Urban Design

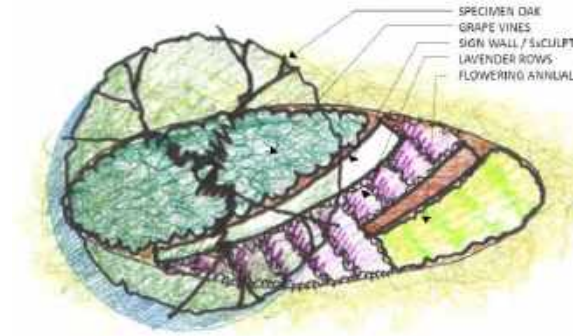
- Landscape and architectural design standards are recommended to ensure new development is designed to reflect regional agricultural and historic forms and support this area's function as a gateway to McMinnville.
- Preserve views to natural features like mountains and the river
- Gateway elements are included to mark the entrance to McMinnville



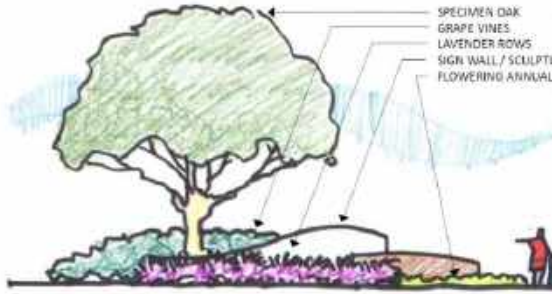
Common Elements: Parks and Trails

- A trail system connects the South Yamhill River, Galen McBee Airport Park, Evergreen Campus, and Joe Dancer Park along riparian corridors and through new development. The location of these trails changes slightly per concept, but they are always present.
- Recreational access is added to the Yamhill River and riparian corridors and oak stands are protected





PLAN VIEW



ELEVATION VIEW



Gateways

COMPLETE STREETS DESIGN

The following table summarizes the street standards proposed in McMinnville's 2010 TSP, with potential adjustments noted to enhance cyclist and pedestrian comfort.

| | Major Collector Existing Standards | Notes | Local Residential Existing Standards | Notes |
|-------------------------------------|-------------------------------------|---|--------------------------------------|---|
| Right-of-Way | 74' | <i>Increase to 80'</i> | 50' | <i>Increase to 58'</i> |
| Speed | 25-30 mph | | 15-25 mph | |
| Maximum Average Daily Traffic (ADT) | 16,000 | | 1,200 | |
| Adjacent Land Use Intensity | Medium | | Low | |
| Sidewalks | 5' residential 10-12' commercial | 6' | 5' | <i>Increase to 6'</i> |
| Planter Strips | 6' residential N/A commercial | 8' | 5' | <i>Increase to 6'</i> |
| Curb-to-Curb Street Width | 44' | <i>Suggest 50'</i> | 28' | |
| On-Street Parking Two Sides | N/A | <i>Possible in urban/town center area</i> | yes | <i>Switch to one side parking if travelway too narrow...see below</i> |
| Bike Facility | 2 lanes (5') | <i>Change to 8' buffered bike lanes (or cycle tracks)</i> | Shared Lane | <i>OK, with sharrow markings</i> |
| Median / Center Turn Lane | 12' | <i>Ensure canopy trees planted</i> | None | |
| Travel Lane Width | 2 Lanes (11') | | See street width | <i>With on-street parking on both sides, the resulting travelway will be 14', two-way, which is narrow.</i> |



Buffered Bike Lane



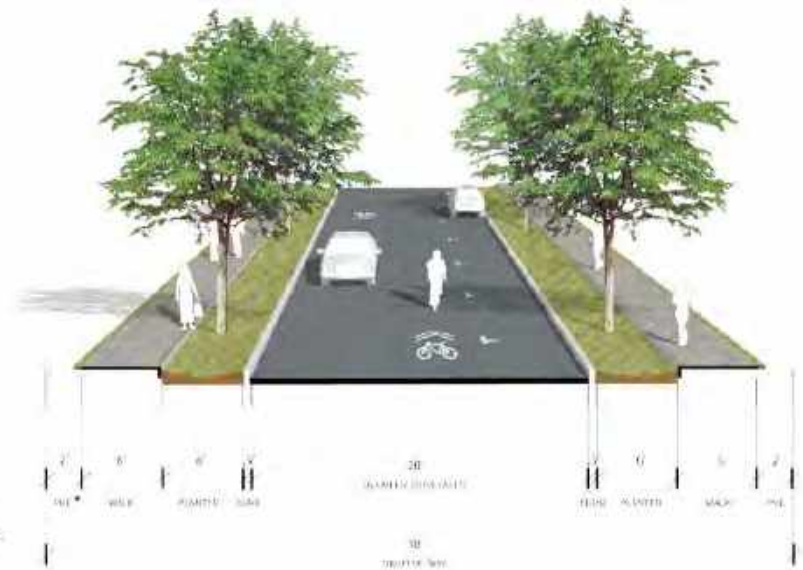
Cycle Track

Cross Sections



PROPOSED 3ML MAJOR COLLECTOR
STREET CROSS-SECTION

July 11, 2019

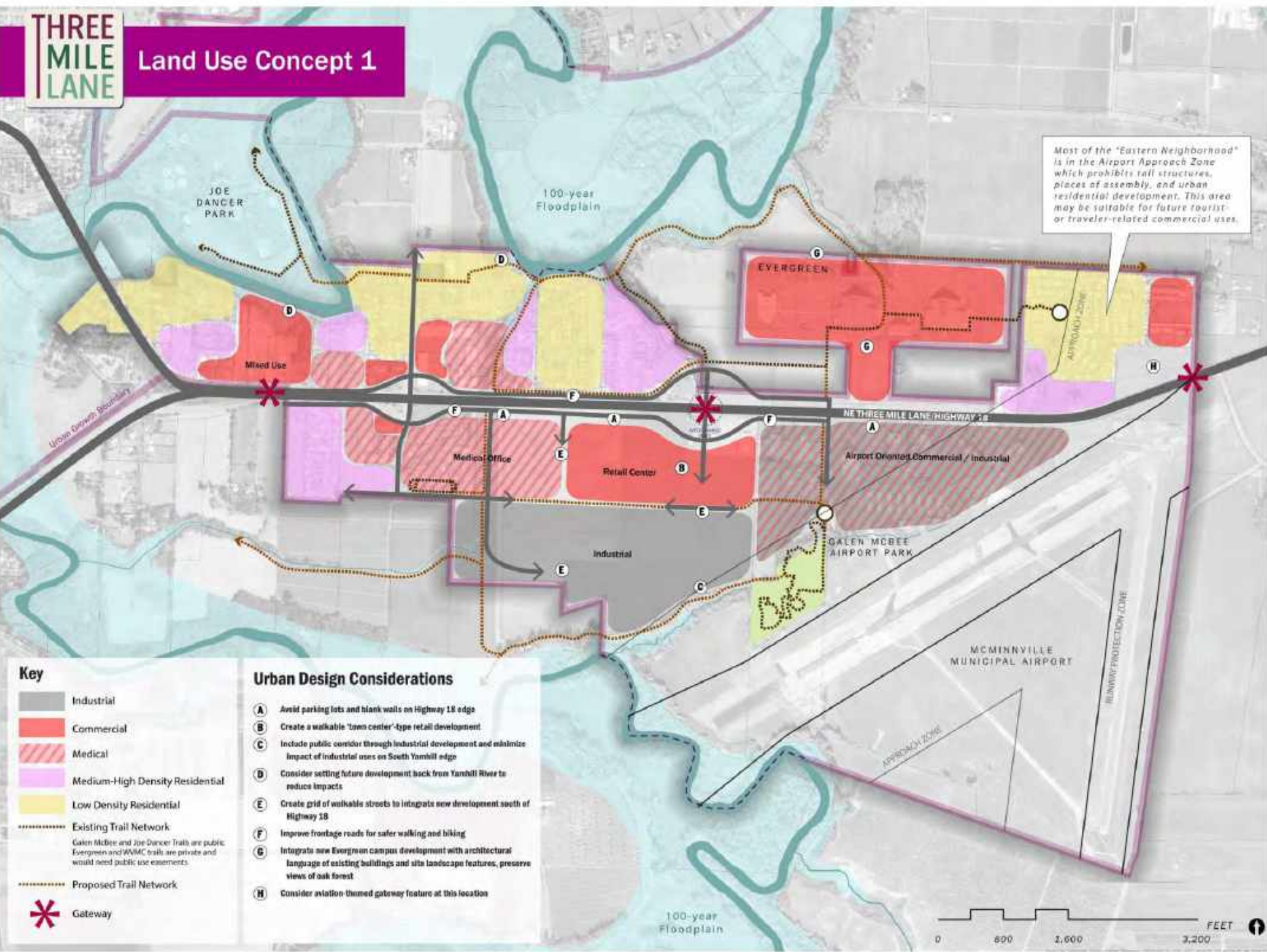


PROPOSED 3ML LOCAL RESIDENTIAL
STREET CROSS-SECTION

Town Hall Meeting

THREE MILE LANE

Land Use Concept 1



Most of the "Eastern Neighborhood" is in the Airport Approach Zone which prohibits tall structures, pieces of assembly, and urban residential development. This area may be suitable for future tourist- or traveler-related commercial uses.

Key

- Industrial
- Commercial
- Medical
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public. Evergreen and WWMC trails are private and would need public use easements.
- Proposed Trail Network
- Gateway

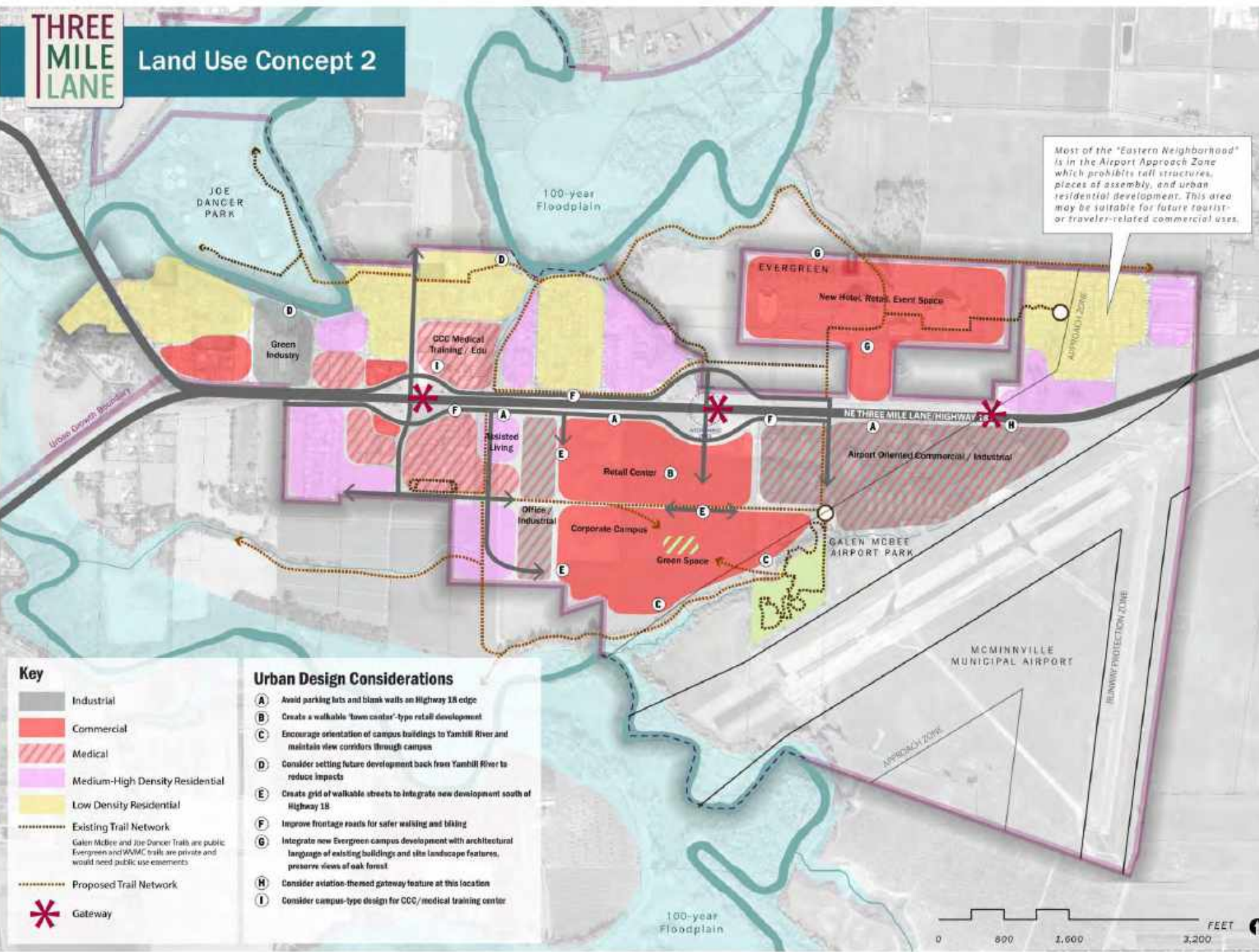
Urban Design Considerations

- A** Avoid parking lots and blank walls on Highway 18 edge
- B** Create a walkable "town center"-type retail development
- C** Include public corridor through industrial development and minimize impact of industrial uses on South Yamhill edge
- D** Consider setting future development back from Yamhill River to reduce impacts
- E** Create grid of walkable streets to integrate new development south of Highway 18
- F** Improve frontage roads for safer walking and biking
- G** Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- H** Consider aviation-themed gateway feature at this location



THREE MILE LANE

Land Use Concept 2



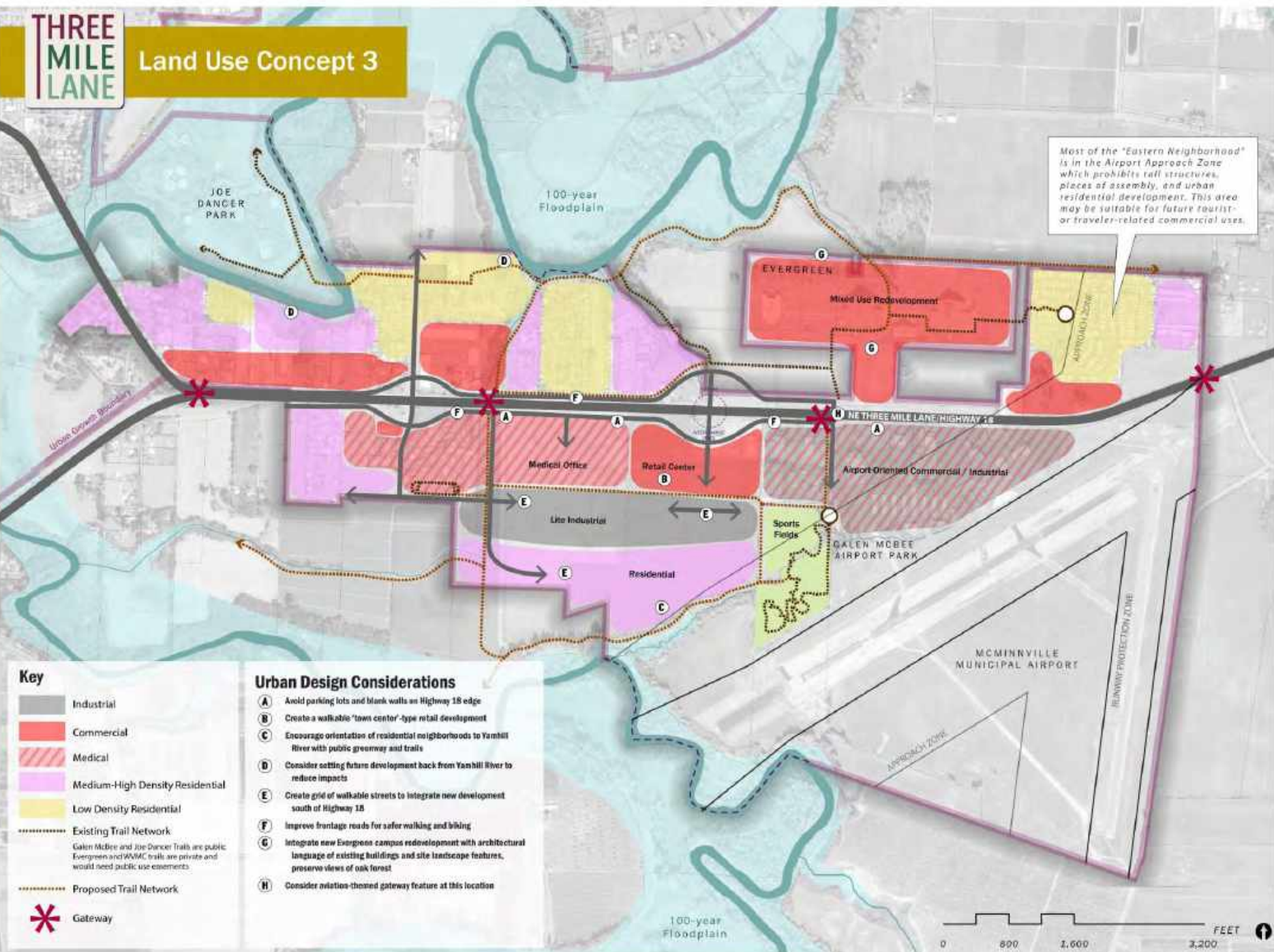
Most of the "Eastern Neighborhood" is in the Airport Approach Zone which prohibits tall structures, places of assembly, and urban residential development. This area may be suitable for future tourist- or traveler-related commercial uses.

Key

- Industrial
- Commercial
- Medical
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public. Evergreen and WWAC trails are private and would need public use easements.
- Proposed Trail Network
- Gateway

- Urban Design Considerations**
- A** Avoid parking lots and blank walls on Highway 18 edge
 - B** Create a walkable "town center"-type retail development
 - C** Encourage orientation of campus buildings to Yamhill River and maintain view corridors through campus
 - D** Consider setting future development back from Yamhill River to reduce impacts
 - E** Create grid of walkable streets to integrate new development south of Highway 18
 - F** Improve frontage roads for safer walking and biking
 - G** Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
 - H** Consider aviation-themed gateway feature at this location
 - I** Consider campus-type design for CCC/medical training center





Most of the "Eastern Neighborhood" is in the Airport Approach Zone which prohibits tall structures, places of assembly, and urban residential development. This area may be suitable for future tourist- or traveler-related commercial uses.

Key

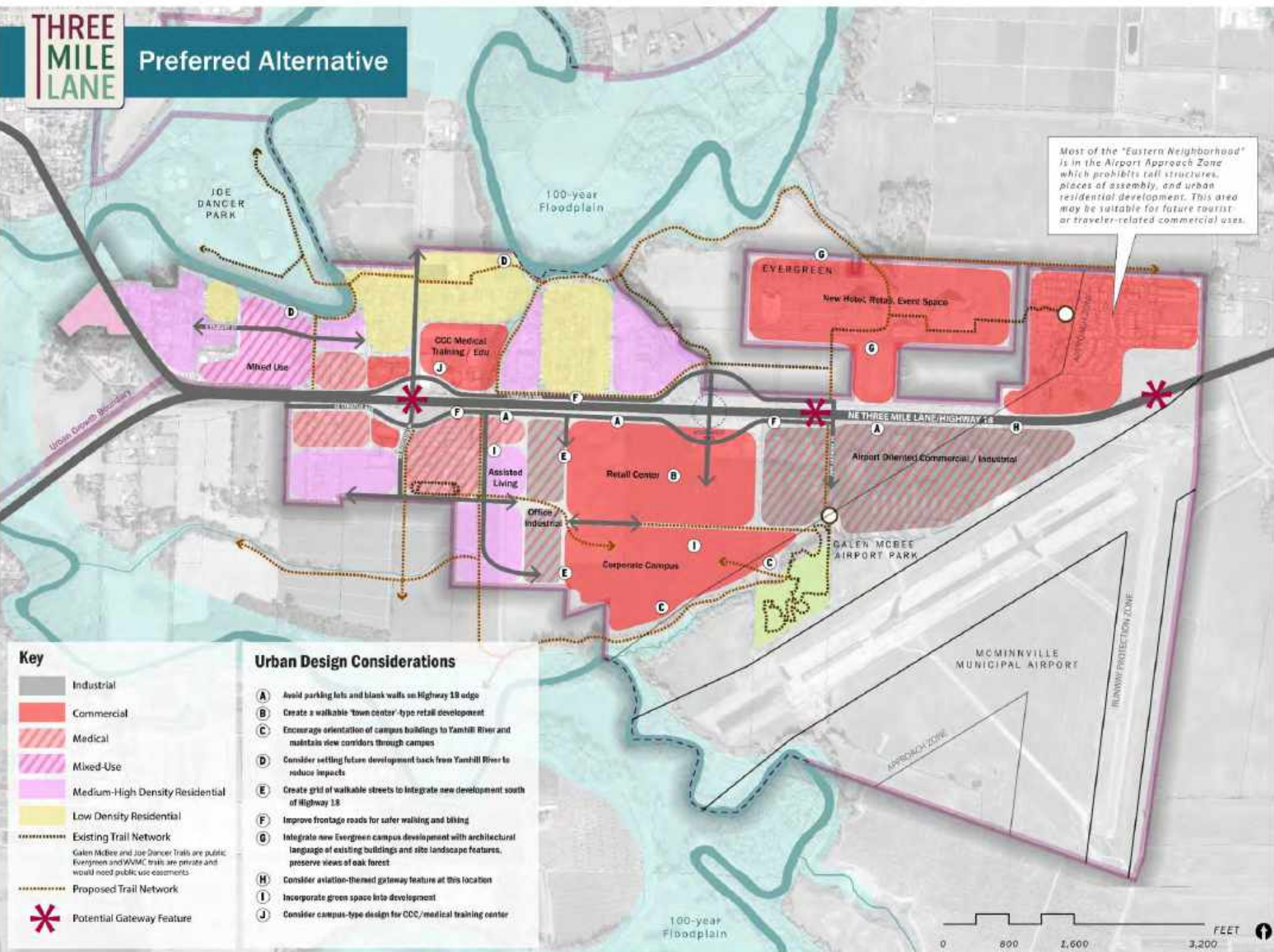
- Industrial
- Commercial
- Medical
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public Evergreen and WWAC trails are private and would need public use easements
- Proposed Trail Network
- ✱ Gateway

- Urban Design Considerations**
- A** Avoid parking lots and blank walls on Highway 18 edge
 - B** Create a walkable 'town center'-type retail development
 - C** Encourage orientation of residential neighborhoods to Yamhill River with public greenway and trails
 - D** Consider setting future development back from Yamhill river to reduce impacts
 - E** Create grid of walkable streets to integrate new development south of Highway 18
 - F** Improve frontage roads for safer walking and biking
 - G** Integrate new Evergreen campus redevelopment with architectural language of existing buildings and site landscape features, preserve views of oak forest
 - H** Consider relation-themed gateway feature at this location



THREE MILE LANE

Preferred Alternative



Most of the "Eastern Neighborhood" is in the Airport Approach Zone which prohibits tall structures, pieces of assembly, and urban residential development. This area may be suitable for future tourist or traveler-related commercial uses.

Key

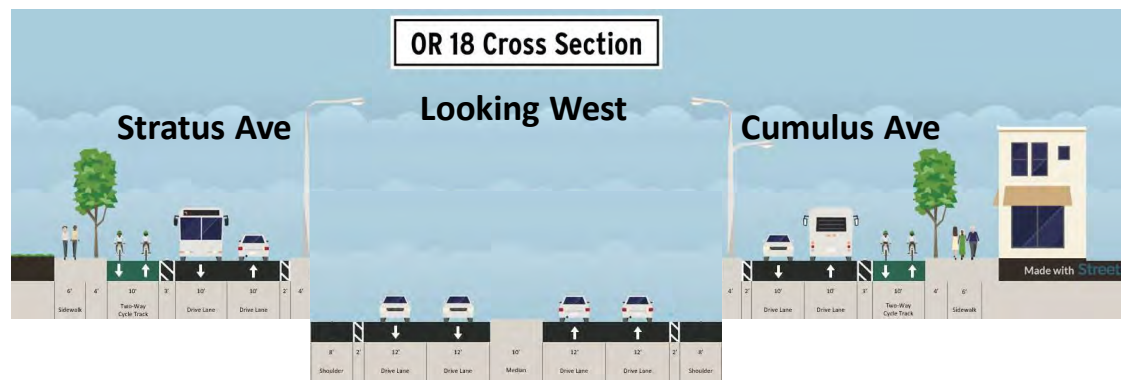
- Industrial
- Commercial
- Medical
- Mixed-Use
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public. Evergreen and WMC trails are private and would need public use easements.
- Proposed Trail Network
- Potential Gateway Feature

Urban Design Considerations

- A** Avoid parking lots and blank walls on Highway 18 edge
- B** Create a walkable "town center" type retail development
- C** Encourage orientation of campus buildings to Yamhill River and maintain view corridors through campus
- D** Consider setting future development back from Yamhill River to reduce impacts
- E** Create grid of walkable streets to integrate new development south of Highway 18
- F** Improve frontage roads for safer walking and biking
- G** Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- H** Consider aviation-themed gateway feature at this location
- I** Incorporate green space into development
- J** Consider campus-type design for CCC/medical training center

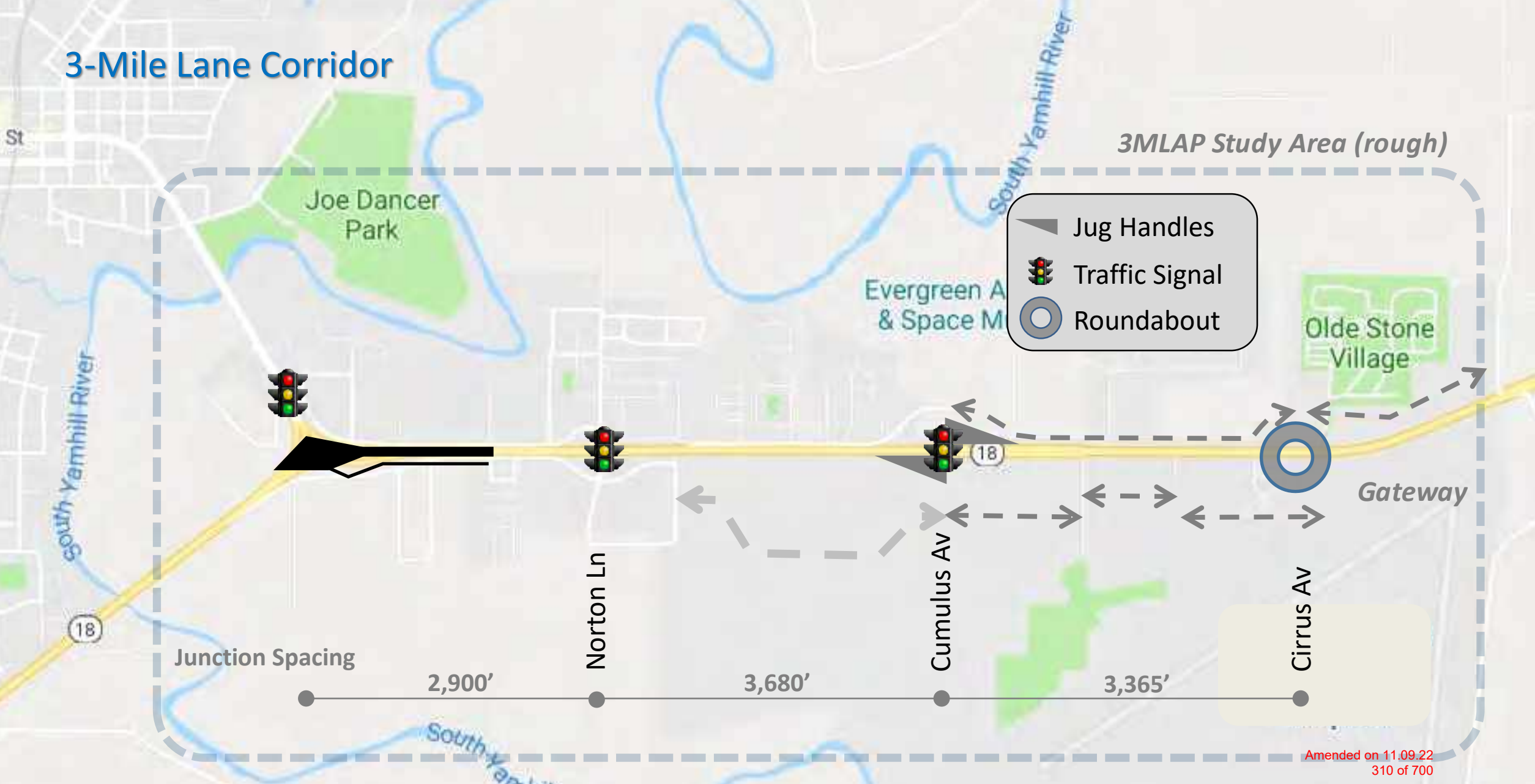
- Walkable retail development
- Corporate campus, with buildings oriented to Yamhill River; maintaining view corridors
- Mixed-use and medical-related uses
- New hotel, retail and event space; tourist-commercial
- Residential neighborhoods focused in the western parts of the study area to prevent isolated residences and implement Great Neighborhood Principles

Three Mile Lane Design Options



Draft Preliminary Preferred Facility Design

3-Mile Lane Corridor



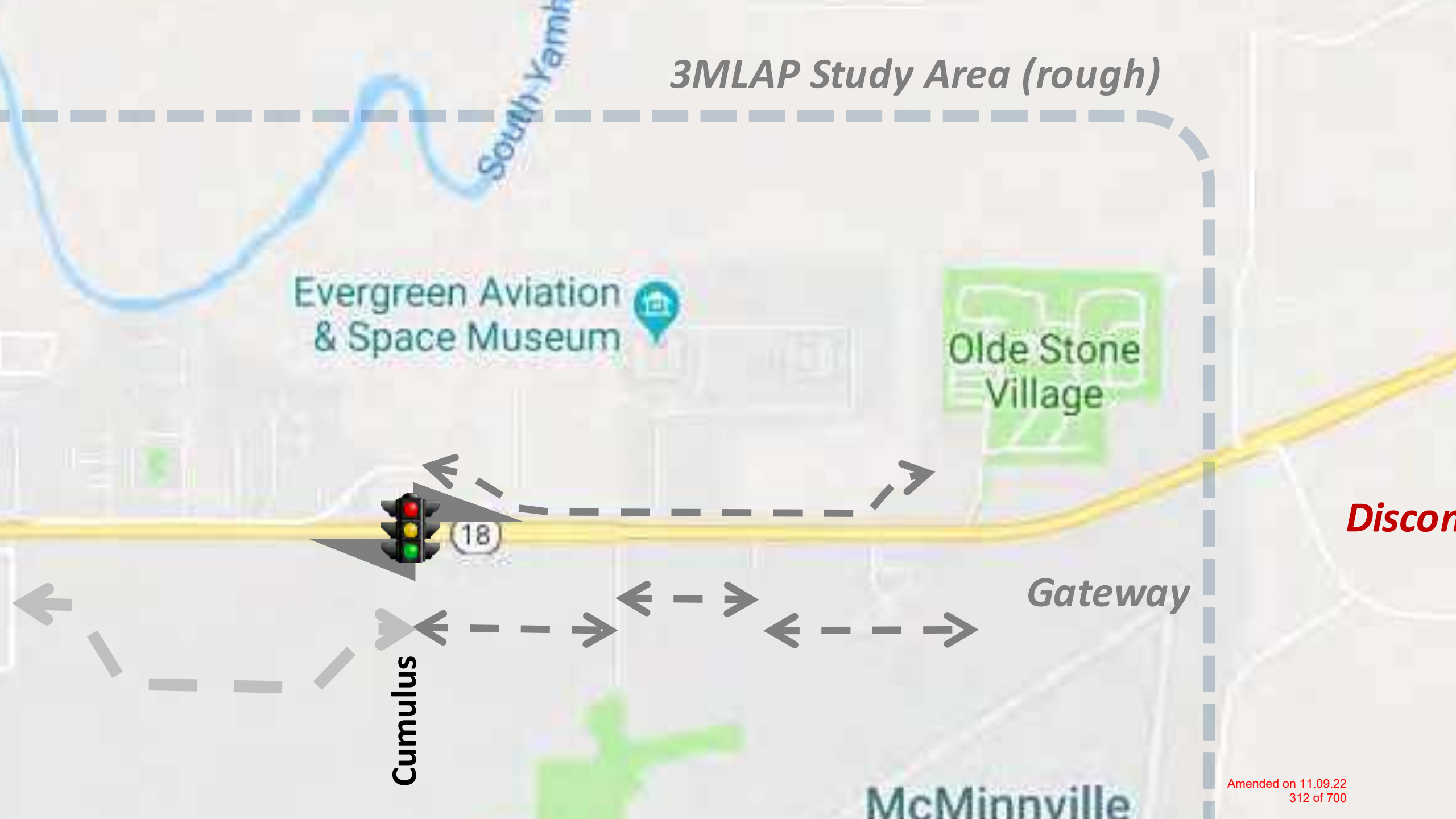
Preliminary Preferred Facility Design

OR 18 / 3-Mile Lane Interchange



3D – Looking West

3MLAP Study Area (rough)



Evergreen Aviation
& Space Museum

Olde Stone
Village

Discom

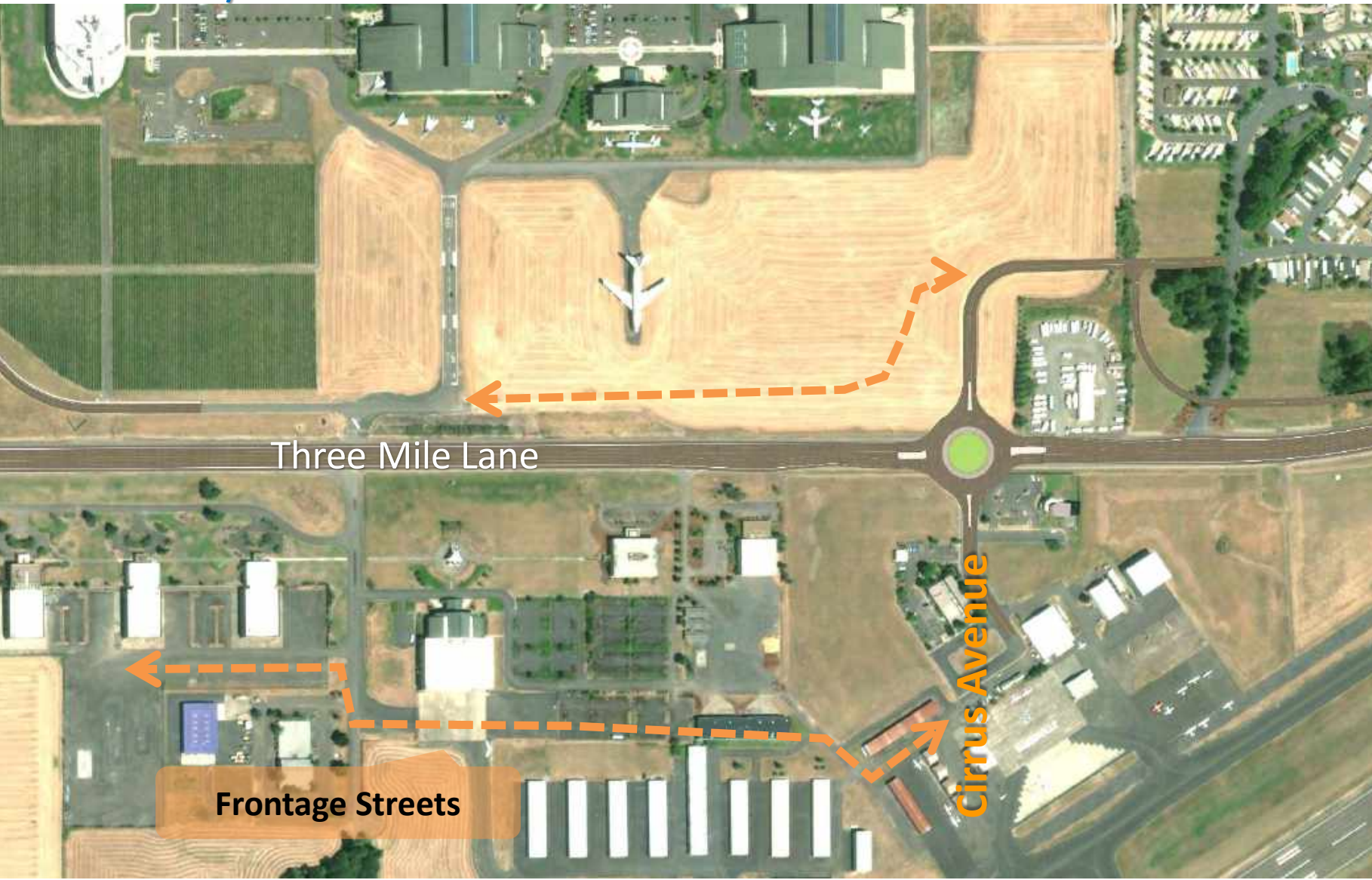
Cumulus

Gateway

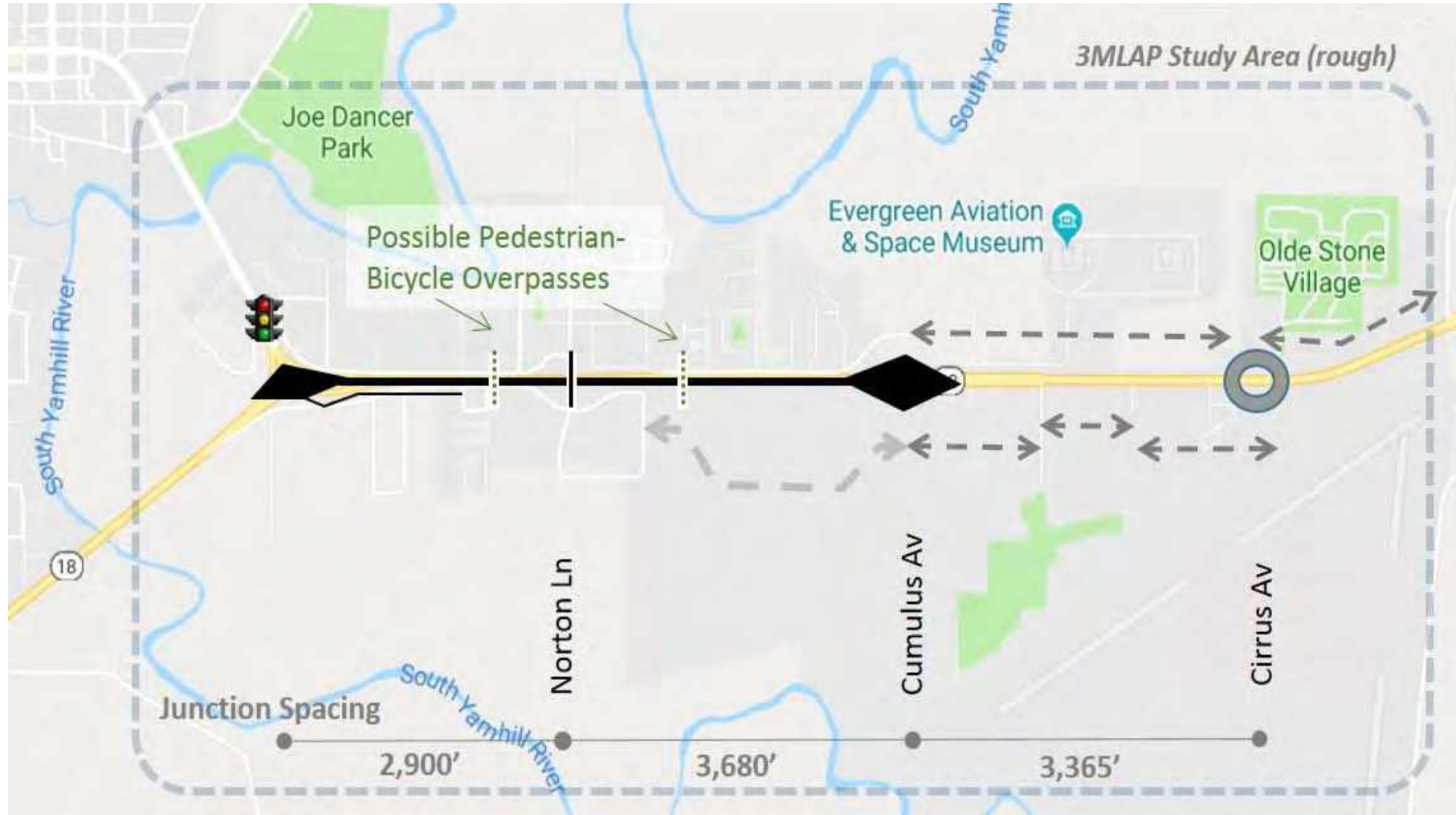
McMinnville

Preliminary Preferred Facility Design

OR 18 / Cirrus Roundabout



Facility Design Option 1: Interchanges



Facility Design Option 1: Interchanges



Area
Plan

West Section



Facility Design Option 1: Interchanges

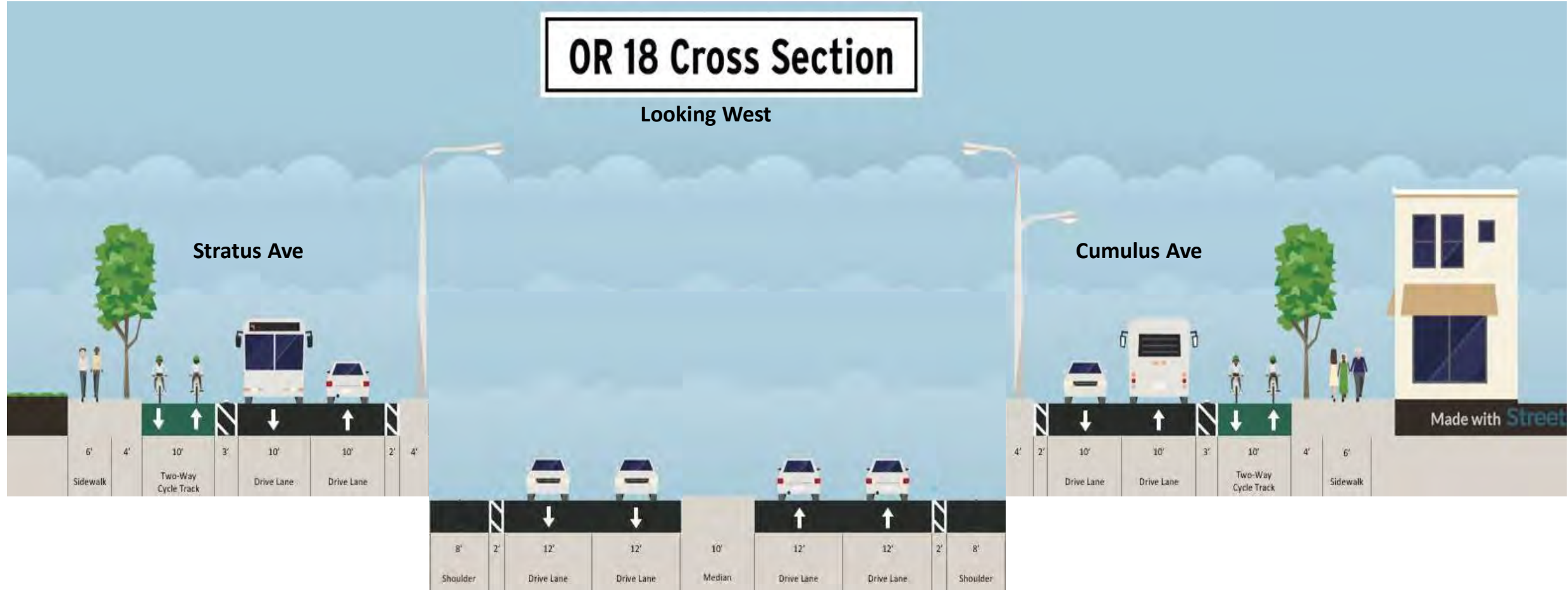
East Section



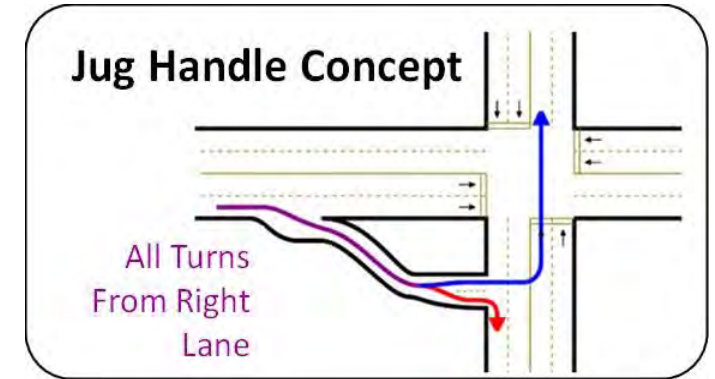
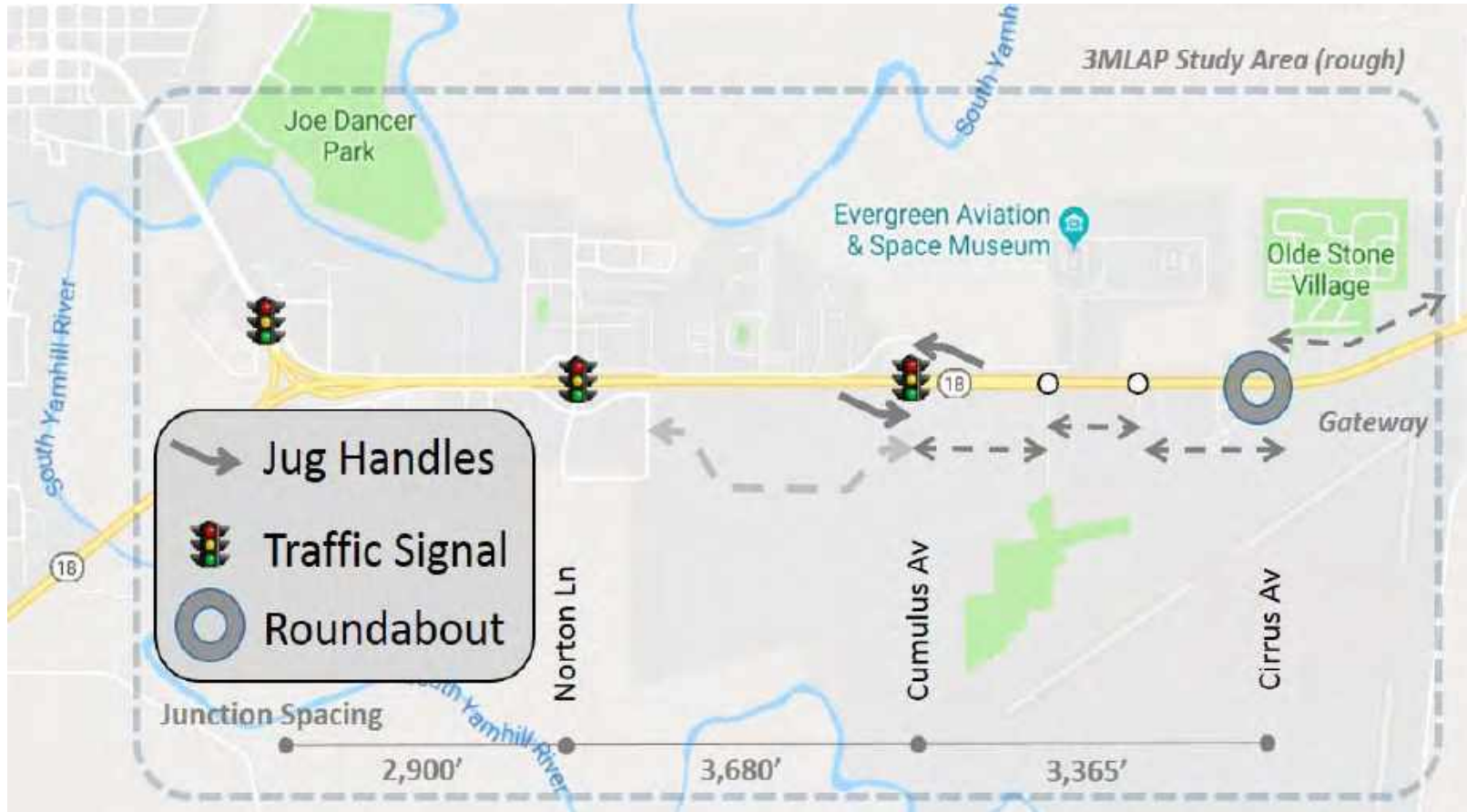
Facility Design Options

OR 18 Cross Section

Looking West



Facility Design Option 1: Interim Junction Enhancements

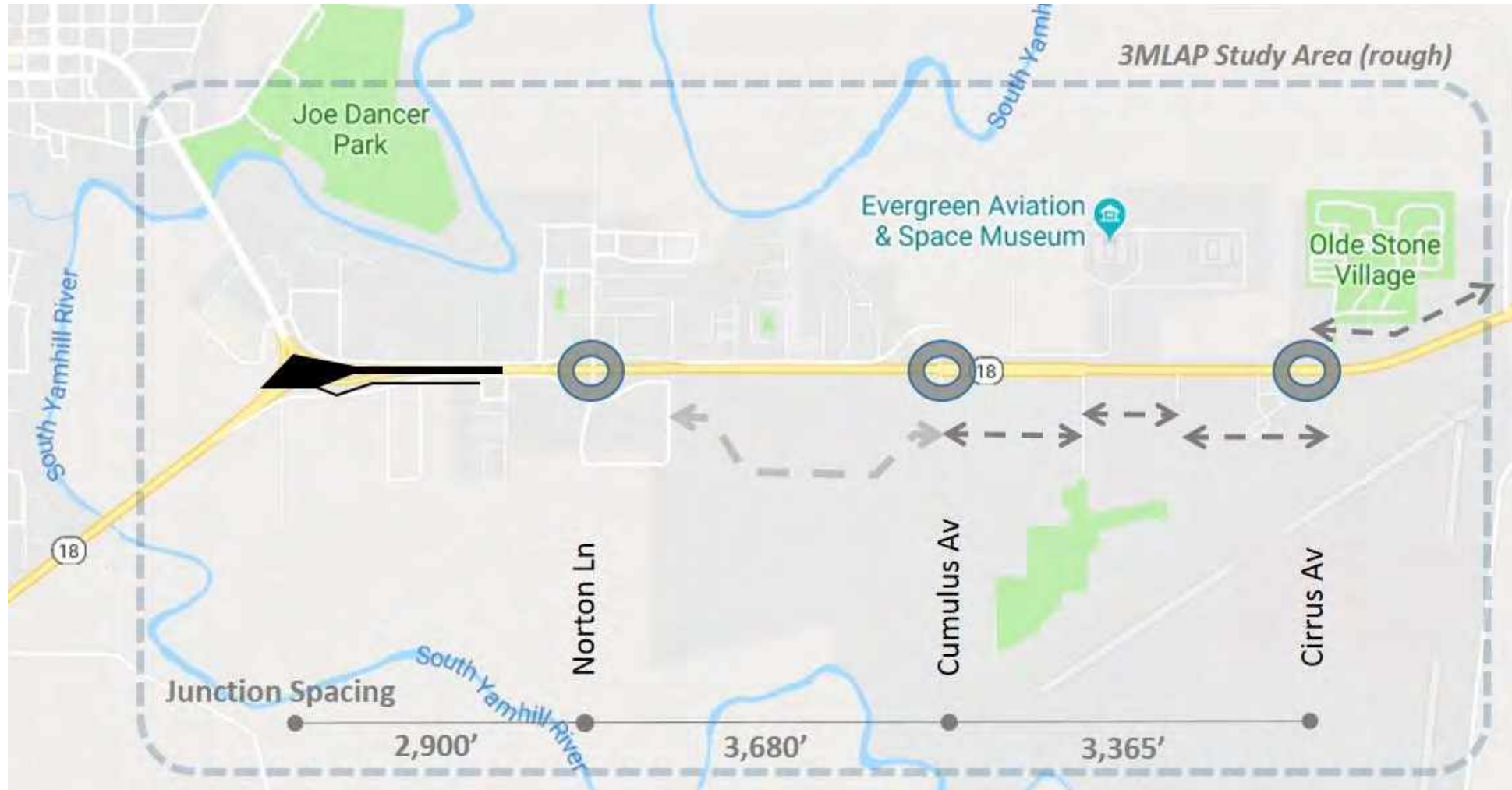


The Jug Handle concept removes all turn movements from the major highway and shifts them to the cross-street via a right-turn lane.

Facility Design Option 2: Roundabouts



Area
Plan



Facility Design Option 2: Roundabouts

West Section



Facility Design Option 2: Roundabouts

Norton Lane



Facility Design Option 2: Roundabouts

East Section



Next Steps

- Preferred Alternative Design and Evaluation
 - Traffic operations, multimodal assessment, and safety analysis
 - Recommended changes to support land use
 - *New and updated policies*
 - *Land use and zoning amendments*
 - *Changes in development requirements*
- TAC & CAC Meeting #3
 - Late summer/early fall 2019
- Public Event
 - Fall 2019

Appendix B:

Existing Conditions



Three Mile Lane Area Plan

May 2021

MEMORANDUM

Existing Land Use and Zoning Analysis

McMinnville Three Mile Lane Area Plan

DATE January 25, 2019

TO Heather Richards and Jamie Fleckenstein, City of McMinnville

FROM Darci Rudzinski, Kate Rogers and Andrew Parish, Angelo Planning Group
Ken Pirie and Morgan Maiolie, Walker Macy

CC Michael Duncan, ODOT
PMT

INTRODUCTION

The purpose of this memorandum is to describe the existing pattern of land use, zoning, property ownership, urban design, and other characteristics of the Three Mile Lane area. After listing existing conditions, this memorandum provides a synthesis of issues and opportunities for the Three Mile Lane area.

The Three Mile Lane study area is shown in Figure 1. For the purposes of this memorandum, the study area is segmented into several subareas to aid with analysis and interpretation. These subareas were delineated based on land uses, zoning designations, and site characteristics.

LAND USE AND ZONING

Existing Conditions

Land Uses

Figure 1 provides a map of the current land uses within the study area. Land use data was summarized and modified from tax assessor data provided by Yamhill County. Following the map is an overview of land uses in the study area, followed by more detailed descriptions by subarea.

As illustrated in Figure 2, the study area includes a wide range of land uses. South of Three Mile Lane, the study area is dominated by the McMinnville Municipal Airport (identified as public/institutional use), industrial, and vacant land. A few commercial and manufactured home uses are also identified to the west. North of Three Mile Lane, the uses are more mixed, with fewer large parcels except for the Evergreen Aviation & Space Museum complex. The north side includes single-family and multi-family uses, mobile homes, and commercial, industrial, and vacant uses. Land uses in the study area are further described by subarea in Table 1. A series of images (Figure 3) follows the land use table and illustrates some of the uses found in the study area.

Figure 1: Three Mile Lane Study Area

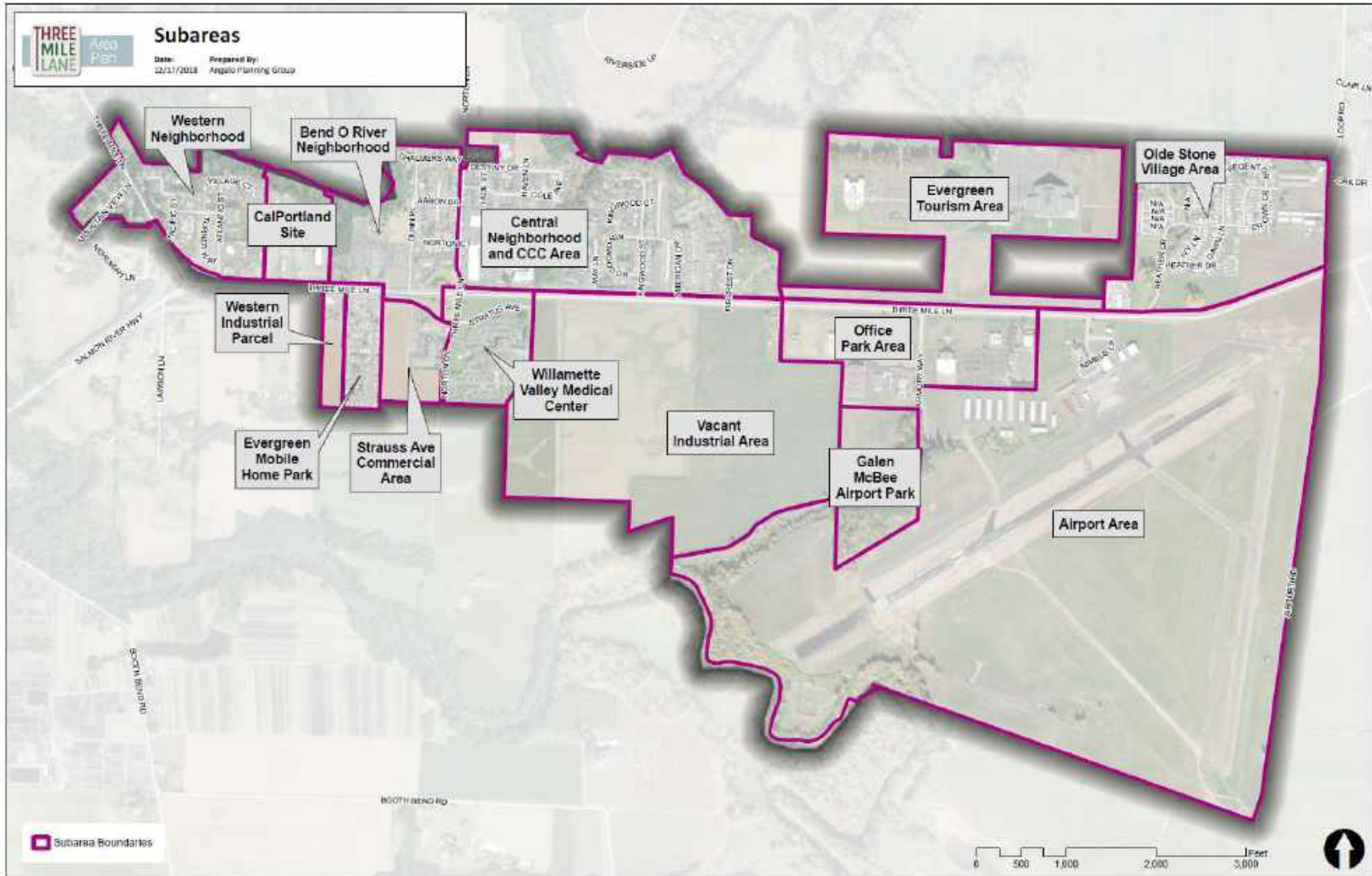


Figure 2: Study Area Land Uses

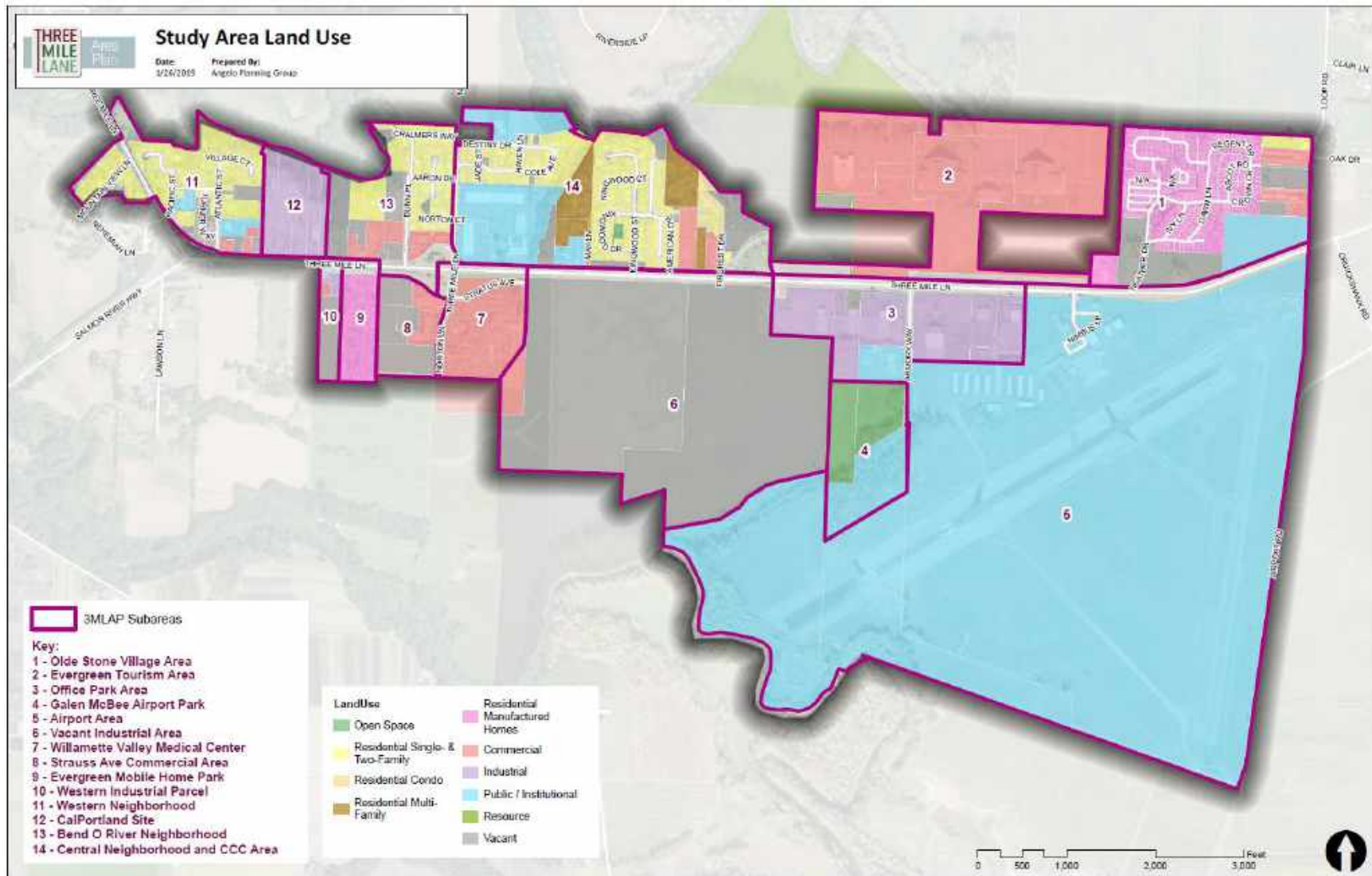


Table 1. Land Use Descriptions by Subarea

| SUBAREA | LAND USE DESCRIPTIONS |
|--|--|
| <p>1 - Olde Stone Village Area</p> | <ul style="list-style-type: none"> At the east end of the study area, this subarea is largely comprised of the Olde Stone Village mobile home park. There are a few commercial sites at the eastern end of the subarea, including a storage facility and animal shelter, and a few vacant sites along Three Mile Lane. There is also an RV sales lot along Three Mile Lane at the southwest corner of the subarea. Olde Stone Village includes both manufactured homes on landscaped sites and RV trailers on concrete pads. The Village also includes recreational amenities at the center of the site. |
| <p>2 - Evergreen Tourism Area</p> | <ul style="list-style-type: none"> The Evergreen Tourism Area is identified as commercial, and includes four large buildings devoted to tourist uses. Buildings are mostly surrounded by lawn and a few scattered trees. Large airplanes are permanently on display in front of the museum, and are a prominent feature in this area. |
| <p>3 - Office Park Area</p> | <ul style="list-style-type: none"> The Office Park Area is identified as industrial, and is mostly developed with large office buildings sitting on large landscaped lots with surface parking. |
| <p>4 - Galen McBee Airport Park</p> | <ul style="list-style-type: none"> The Airport Park subarea is a combination of open field and heavily wooded park space. A series of walking trails weave through the park and a parking lot sits at the entry. |
| <p>5 - Airport Area</p> | <ul style="list-style-type: none"> The Airport Area is dominated by the McMinnville Municipal Airport, which is identified as a public/institutional use. Most of the land is occupied by the airport runways. |
| <p>6 - Vacant Industrial Area</p> | <ul style="list-style-type: none"> This subarea is vacant and portions may be in agricultural use. |
| <p>7 - Willamette Valley Medical Center</p> | <ul style="list-style-type: none"> The Willamette Valley Medical Center occupies the entirety of this subarea. The large building is surrounded by surface parking and lawn area. |
| <p>8 - Strauss Ave Commercial Area</p> | <ul style="list-style-type: none"> About a third of the Strauss Ave Commercial Area is developed with commercial uses, and the remainder is vacant. The commercial portion includes a Comfort Inn & Suites and an office building. The existing Planned Development Overlay Ordinance for a portion of this area allows for senior living facilities. There has been development interest in more of a mix of residential and commercial uses in this subarea. |
| <p>9 - Evergreen Mobile Home Park</p> | <ul style="list-style-type: none"> The Evergreen Mobile Home Park occupies the entirety of this subarea and is composed of manufactured homes and RVs. |

| | |
|--|--|
| <p>10 - Western Industrial Parcel</p> | <ul style="list-style-type: none"> • Close to Three Mile Lane/Stratus Ave in the Western Industrial Parcel, there is a small cluster of industrial and commercial buildings surrounding a large parking area. • The remainder of the subarea, to the rear of the industrial/commercial sites, is vacant. |
| <p>11 - Western Neighborhood</p> | <ul style="list-style-type: none"> • The Western Neighborhood is mostly residential, but includes a few commercial and vacant sites near Three Mile Lane, as well as a u-pick blueberry farm and fraternal/religious uses. • The commercial sites include a car repair shop and a gas station, and are characterized by older buildings and large, un-landscaped parking areas between the buildings and the street. • The Habitat for Humanity Aspire Subdivision is currently under construction near the middle of the subarea. A few homes have been built near NE Atlantic St and E Tilbury St. • The remaining area is identified as residential single- and two-family, and is characterized by older homes, some on larger lots. |
| <p>12 - CalPortland Site</p> | <ul style="list-style-type: none"> • The industrial site includes multiple buildings associated with the CalPortland concrete plant, as well as areas for aggregate loading/unloading and maneuvering of large vehicles. |
| <p>13 - Bend O River Neighborhood</p> | <ul style="list-style-type: none"> • This subarea includes a mix of commercial, residential, and vacant land uses and a range of building types. • The commercial area near Three Mile Lane includes a McDonald’s and Red Lion Inn & Suites, as well as retail, office, and medical office uses. • The residential area to the north of the commercial sites includes single-family and duplex homes built in the 1980s and 1990s, plus a few large parcels with older homes. |
| <p>14 - Central Neighborhood and CCC Area</p> | <ul style="list-style-type: none"> • This subarea is fairly large and includes a mix of commercial, residential, public/institutional, vacant, and open space land uses. The residential portions contain a range of housing types. • The shopping center that includes Chemeketa Community College (CCC) and the movie theater is identified on the map as public/institutional, but also includes commercial uses. The buildings are surrounded by a large surface parking area. Commercial buildings appear to be underutilized, as evidenced by the amount of vacant parking spaces during the space utilization review (see TM2). • The residential area north of the shopping center/CCC is developed with newer single-family homes. The New Horizons Church sits adjacent to this neighborhood. • A cluster of medical clinics is located between the shopping center and residential area to the east. This area includes newer buildings surrounded by well-maintained landscaping. • A drainageway runs from Cumulus Ave north to the South Yamhill River, bisecting the sub area and reducing connectivity. • Behind the medical clinics is a cluster of two-story multi-family buildings. |

| | |
|--|--|
| | <ul style="list-style-type: none"> • To the east of Villa del Sol, the Kingwood neighborhood includes single-family and duplex homes. Newer single-family homes on NE American Dr have smaller lots. Between Kingwood and American Dr is a long site that is currently under development with single family homes. • At the east end of the subarea is the Fircrest Community Senior Living development, which includes mostly condos and a memory care center. The adjacent Parkland Village Retirement Community includes an assisted living facility and independent living units. The vacant property in this area (larger parcel east of Fircrest Senior Living development) was recently rezoned to R-4 and has building permits in for a 66-unit apartment complex. |
|--|--|

Figure 3: Select Images of Land Uses in the Study Area



Evergreen Tourism Area



Office Park Area



Galen McBee Airport Park



Willamette Valley Medical Center



Strauss Ave Commercial Area



Evergreen Mobile Home Park



Western Neighborhood



CalPortland Site



Bend O River Neighborhood



Bend O River Neighborhood



Central Neighborhood and CCC Area

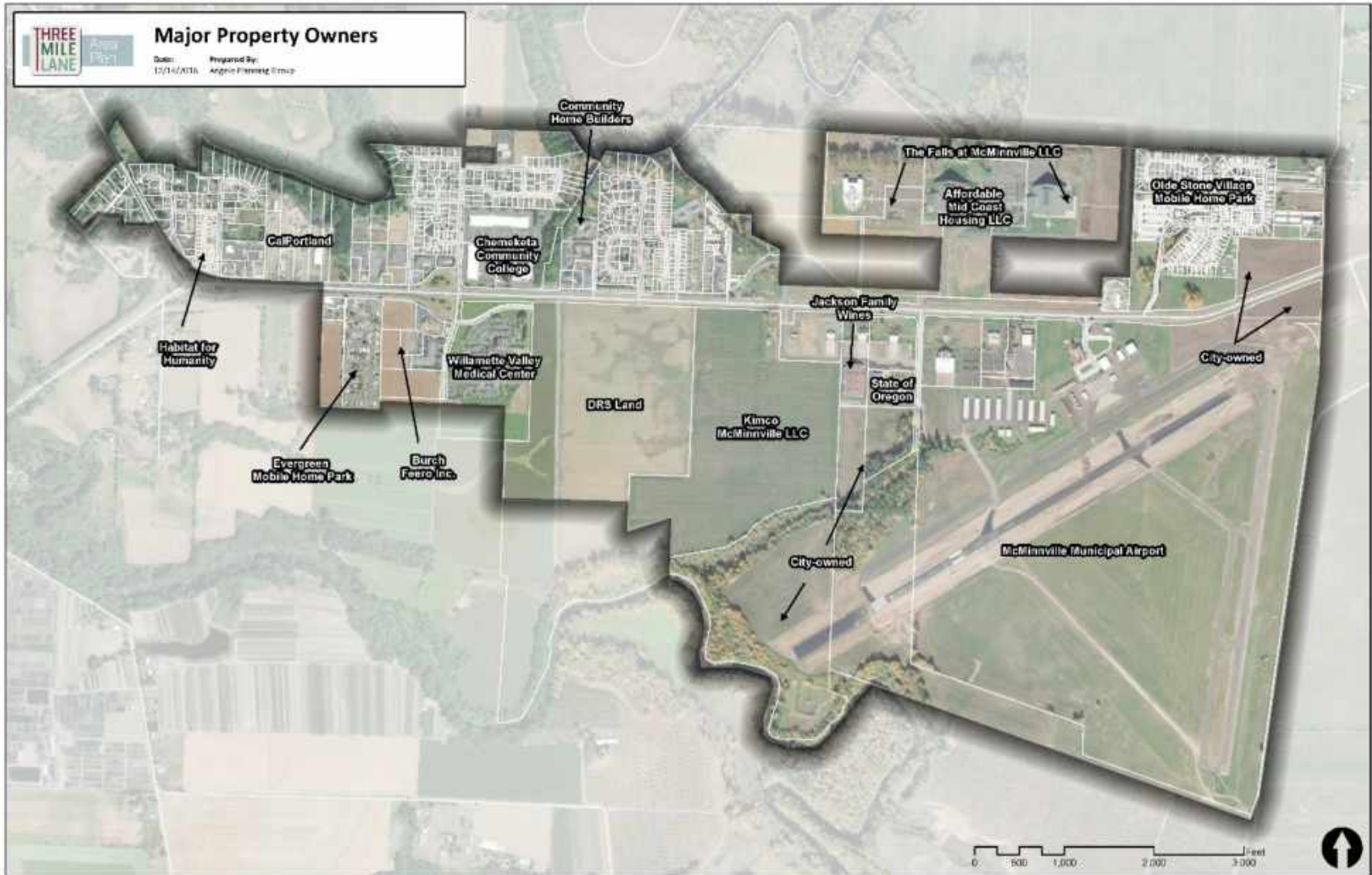


Central Neighborhood and CCC Area

Property Ownership

Figure 4 provides a map of major property owners in the study area. The City of McMinnville owns a significant portion of the study area—mostly around the airport, but also the two vacant properties at the east end of Three Mile Lane, as well as the public parks. The two large vacant sites to the west of the airport are owned by DRS Land and Kimco McMinnville LLC. Chemeketa Community College owns the entire shopping center in which its campus sits. The Falls at McMinnville LLC owns the Wings & Waves Waterpark and The Falls Event Center sites, but the Evergreen Aviation & Space Museum site is owned by Affordable Mid Coast Housing LLC. The museum itself is a nonprofit, and leases out the buildings. Other major landowners include Olde Stone Village, Baker Rock Resources West LLC, which owns the CalPortland site, and Habitat for Humanity, which owns the Aspire Subdivision in the Western Neighborhood Subarea.

Figure 4: Ownership Map for Major Properties



Comprehensive Plan Designations

Figure 5 provides a map of the current comprehensive plan designations within the study area and Table 2 provides a description of each designation. Nearly all of the land in the study area south of Three Mile Lane is designated for Industrial use. Exceptions include a few Commercial parcels, a small area of Residential (the Evergreen Mobile Home Park), Galen McBee Airport Park, which is designated as Mixed Use Urban, and the Floodplain designation along the South Yamhill River.

The area north of Three Mile Lane contains a greater mix of comprehensive plan designations, with Residential and Commercial accounting for the greatest land area. There is also one area designated as Industrial (the CalPortland site), and one large vacant, City-owned parcel at the east end of the study area designated as Mixed Use Urban.

Table 2: Comprehensive Plan Designations Summary

| COMPREHENSIVE PLAN DESIGNATION | DESCRIPTION |
|--------------------------------|---|
| Residential | This designation covers all the zoning designations from R-1 through R-4, and any additional zones that may be created for residential uses. |
| Commercial | This designation covers all the commercial zoning designations, from C-1 to C-3, including the Office Residential zone, and any future zoning categories created for commercial uses. |
| Industrial | This designation covers all the industrial zones, from M-L through M-2, and any future industrial designations. |
| Mixed Use Urban | The Mixed Use Urban designation is applied to certain parcels of land which are located along Three Mile Lane for which the best future land use is undetermined. Development for these parcels will be judged individually against the criteria set out in the Three Mille Lane Planned Development Overlay. |
| Flood Plain | This designation corresponds to the flood plain zoning classifications. |

Zoning Designations

Figure 6 provides a map of the base zoning designations within the study area, based on City of McMinnville GIS data.

The study area includes 11 different zones. High-level summaries of each zone, including its purpose, allowed uses, and development standards, are provided in Table 3. The predominant zoning designation (by acreage) within the study area is industrial. Most of the land in the study area south of Three Mile Lane is designated General Industrial (M-2) or Limited Light Industrial (M-L). Much of this industrial land is occupied by the McMinnville Municipal Airport. On the north side of Three Mile Lane, there are large areas zoned General Commercial (C-3), including the area that includes the Evergreen Aviation & Space Museum; a small area zoned Travel Commercial (C-2); and a mix of residential zoning. There is also one area zoned Office/Residential (O-R), between the R-1 and C-3 areas in the Central Neighborhood. Most of the area zoned for Single-Family Residential (R-1 and R-2) is found in the Western and Central Neighborhoods. Multiple-Family Residential (R-4) zoning is found in separate areas within the study area—including the two large mobile home parks, and in the Western Neighborhood, Bend O River, and Central Neighborhoods.

Additionally, there are many Planned Development Overlays within the Three Mile Lane area, which include regulations that may vary from the standard requirements of the underlying zone. These overlays are shown in Figure 7: Planned Development Overlays In the Three-Mile Lane AreaFigure 7.

Figure 6: Zoning Map

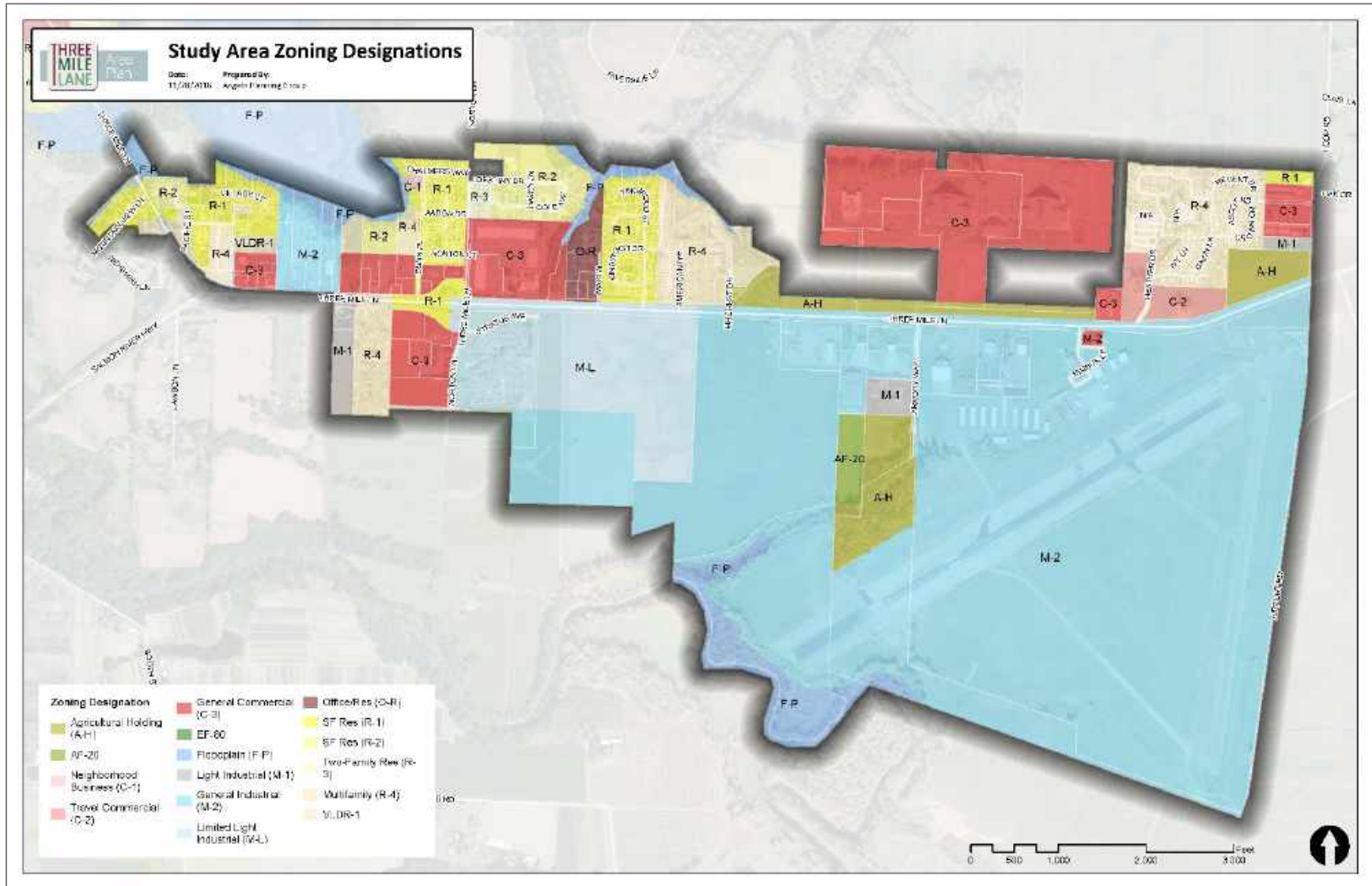


Figure 7: Planned Development Overlays In the Three-Mile Lane Area

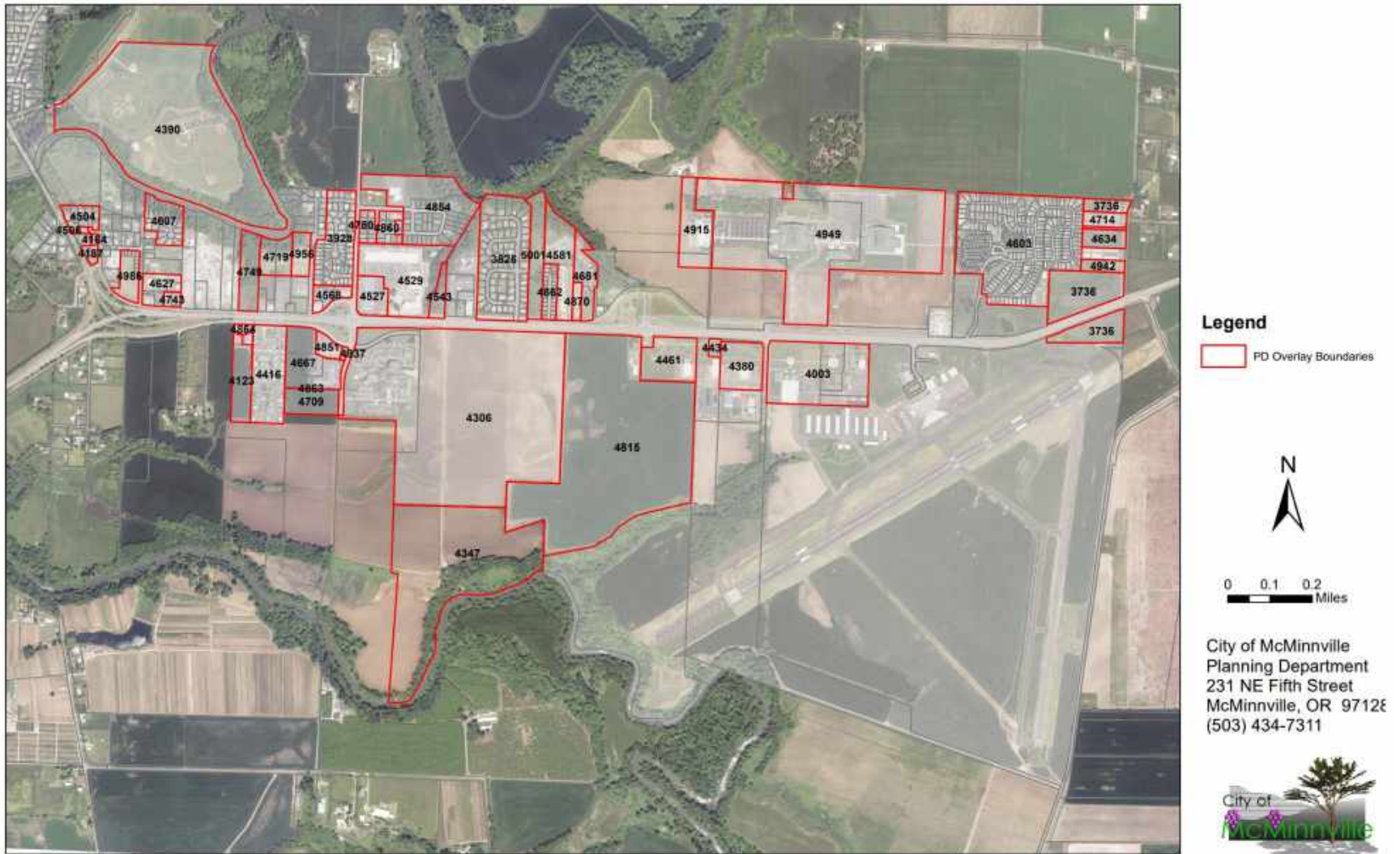


Table 3: Zoning Designations Summary

| ZONING DESIGNATION | TOTAL ACRES | DESCRIPTION AND SUMMARY OF PERMITTED USES | SUMMARY OF DEVELOPMENT STANDARDS |
|--------------------------------------|-------------|---|--|
| INDUSTRIAL ZONES | | | |
| M-L: Limited Light Industrial | 92 acres | The M-L zone is intended to create, preserve, and enhance areas containing manufacturing and related establishments with limited external impact and with an open and attractive setting. Among the permitted uses are certain types of light manufacturing, aerospace industries, warehousing, wholesale distribution, hospitals/medical offices, and tasting rooms. Privately owned facilities for “leisure time activities” are allowed as conditional uses. | <ul style="list-style-type: none"> • Max. height: 60 ft • Min. setback from Three Mile Lane: 120 ft from centerline. • No other min. setbacks, except adjacent to a residential zone (20 ft). • All development subject to approval by the Planning Commission, which will examine impacts such as noise, traffic generation, air and water pollution, and appearance in reviewing developments. |
| M-1: Light Industrial | 14 acres | The purpose of the M-1 zone is to provide appropriate locations for light industrial activities and to buffer these activities from adjacent commercial and residential development through the application of site development and environmental standards. Permitted uses include all uses permitted in the M-L zone, plus a wider range of manufacturing, assembly, packaging, or treatment of products from previously prepared or processed materials. Additional permitted uses include warehousing, wholesaling, and limited commercial uses. | <ul style="list-style-type: none"> • Max. height: 80 ft • Min. setbacks: <ul style="list-style-type: none"> ◦ Adjacent to residential zone/use: 40 ft ◦ Adjacent to commercial zone/use: 15 ft ◦ Adjacent to public roadway: 15 ft • Buffering and screening required adjacent to a residential or commercial zone/use or public roadway. |
| M-2: General Industrial | 744 acres | Permitted uses include all uses permitted in the M-1 and M-L zones, plus general manufacturing and airports. Privately owned facilities for “leisure time activities” are allowed as conditional uses. | <ul style="list-style-type: none"> • Max. height: 80 ft • No min. setbacks, except adjacent to a residential zone (50 ft). |
| COMMERCIAL ZONES | | | |
| C-2: Travel Commercial | 11 acres | The C-2 zone primarily accommodates travel-related uses. Permitted uses include lodging, short-term rentals, RV parks, restaurants, and gas stations. Conditional uses include commercial recreation facilities. | <ul style="list-style-type: none"> • Max. height: 45 ft • Min. front setback: 30 ft • No min. side/rear setbacks except adjacent to a residential zone (15 ft side; 20 ft rear). |

| | | | |
|--|------------------|---|---|
| <p>C-3: General Commercial</p> | <p>153 acres</p> | <p>The C-3 zone accommodates a wide range of commercial uses. Permitted uses include large format (“big box”) retailers, movie theaters, offices, hospitals, RV parks, and mini-storage. Multi-family dwellings and condos are also permitted.</p> | <ul style="list-style-type: none"> • Max. height: 80 ft • No min. setbacks, except adjacent to a residential zone (20 ft). |
| <p>O-R: Office/ Residential zone</p> | <p>9 acres</p> | <p>The O-R zone falls within the Commercial Comprehensive Plan designation. The purpose of the O-R zone is to:</p> <ul style="list-style-type: none"> • Provide a transition and buffer area between commercially zoned and residentially zoned areas; • Provide an incentive for the preservation of old and historical structures; and • Serve as a buffer zone along major arterials between the roadway and the interior residential areas. <p>Permitted uses include single-family dwellings (including common-wall), two-family dwellings, multi-family dwellings, condos, personal services, offices, artist studios, and short-term rentals.</p> | <ul style="list-style-type: none"> • Max. height: 35 feet • Min. front setback: 15 ft • Uses are subject to limitations and site requirements to reduce impacts on adjacent residential uses. |
| <p>RESIDENTIAL ZONES</p> | | | |
| <p>R-1: Single-Family Residential</p> | <p>68 acres</p> | <p>Permitted uses include single-family dwellings, Class A mobile homes, two-family dwelling on a corner lot, common-wall single-family dwellings on individual lots, ADUs subject to specific standards, home occupation, parks, and short-term rentals subject to specific standards.</p> | <ul style="list-style-type: none"> • Max. height: 35 feet • Min. front setback: 20 ft • Density – min. lot area per family: 9,000 sf (except min. lot area is 9,000 sf for a two-family corner lot) |
| <p>R-2: Single-Family Residential</p> | <p>27 acres</p> | <p>Permitted uses in the R-2 zone are similar to those permitted in the R-1 zone.</p> | <ul style="list-style-type: none"> • Max. height: 35 feet • Min. lot size: 6,000 sf • Min. front setback: 20 ft • Density – min. lot area per family: 7,000 sf (except min. lot area is 8,000 sf for a two-family corner lot) |
| <p>R-3: Two-Family Residential</p> | <p>3 acres</p> | <p>The R-3 zone permits two-family dwellings on interior lots in addition to corner lot. Other permitted uses are similar to R-1 and R-2.</p> | <ul style="list-style-type: none"> • Max. height: 35 feet • Min. front setback: 15 ft • Density – min. lot area per family: 4,000 sf (except min. lot area is 8,000 sf for two families, for common-wall single-family dwellings on individual lots) |

| | | | |
|--|-----------------|---|--|
| <p>R-4: Multiple-Family Residential</p> | <p>97 acres</p> | <p>The R-4 zone permits multi-family dwellings and condos. Other permitted uses are largely similar to R-3.</p> | <ul style="list-style-type: none"> • Max. height: 60 feet • Min. front setback: 15 ft • All yards shall be increased 1 ft for each 2 ft of building height over 35 ft. • Density – min. lot area per unit: 1,500 sf per unit with 2 bedrooms or fewer; 1,750 sf per unit with three bedrooms |
| <p>AGRICULTURAL ZONES</p> | | | |
| <p>AH: Agricultural Holding</p> | <p>49 acres</p> | <p>The purpose of the AH zone is to provide for the continued practice of agriculture in areas where municipal sewer and water service exists or where an adopted city policy affecting the expansion of such services exists.</p> <p>Uses must be consistent with the comprehensive plan designation. Permitted uses are limited to farming, single-family dwellings, and sewage pump stations. Parks are allowed as conditional uses.</p> | <ul style="list-style-type: none"> • Max. height: <ul style="list-style-type: none"> ○ 25% of lot depth or 60 ft max. ○ Single-family dwellings: 35 ft • Min. front setback: 30 ft |

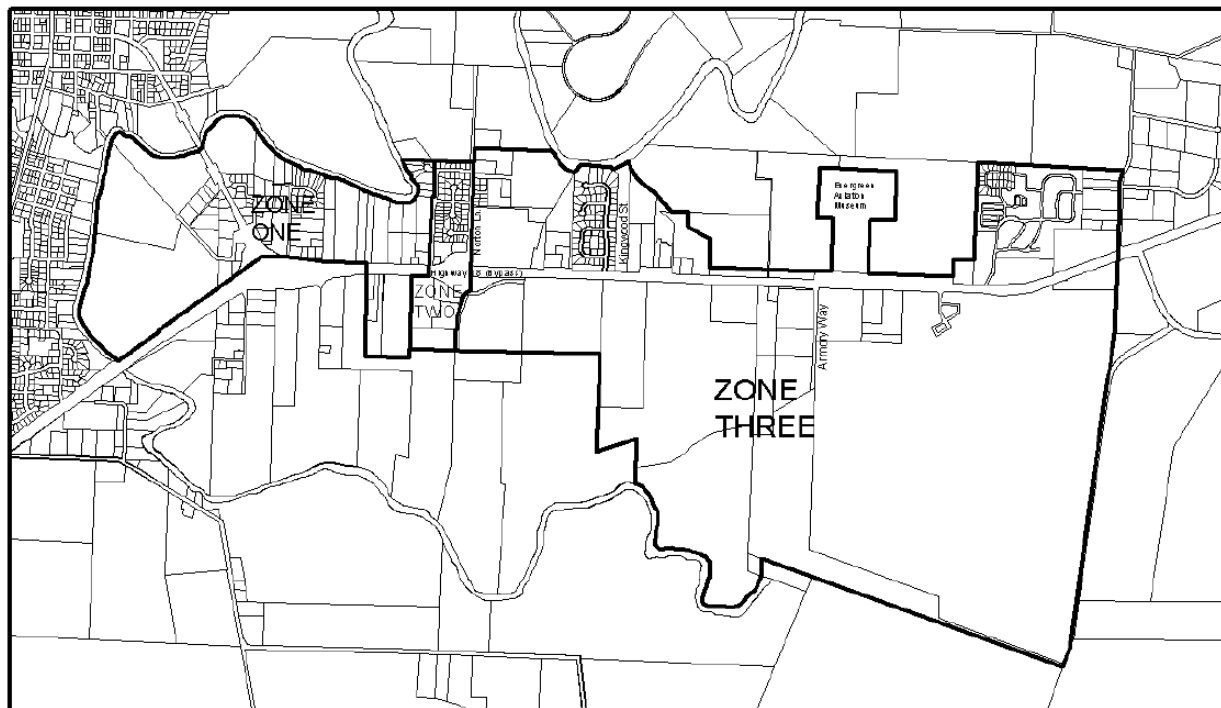
Three Mile Lane Overlay District

The Three Mile Lane Planned Development Overlay covers the entirety of the study area (see Figure 8). The overlay district was adopted in 1981 (Ordinance No. 4131) and amended in 1994 (Ordinance No. 4572). As stated in the original ordinance, the overlay was established to ensure: high quality and design; compatibility of living and working environments; provision of open spaces and parks; and buffering of residential uses from the highway. The 1994 amendments were adopted to replace outdated policies, as well as to regulate commercial signage along the Three Mile Lane corridor.

The overlay ordinance outlines a number of policies related to the development of properties in the Three Mile Lane area, including provisions for setbacks, access, landscaping and buffering, and desired housing types. These provisions are summarized below.

- 120 foot setback from the centerline of Three Mile Lane required
- Access requirements:
 - Minimize access onto Three Mile Lane
 - Provide on-site circulation systems connecting to adjoining properties
 - Provide acceleration-deceleration lanes and left-turn refuges when necessary
 - Provide bikeway connections
- Landscaping and buffering along the highway frontage may be required
- Mixed housing-type residential developments encouraged
- Temporary signage allowed

Figure 8: Three Mile Lane Planned Development Overlay



The ordinance also outlines a set of detailed provisions related to commercial signage. As described in the ordinance, signage in areas designated as commercial and industrial are subject to approval by the Three Mile Lane Design Review Committee. The committee may consider design aspects such as color, material, size, form, relationship to site and building design, and other aspects related to compatibility. The ordinance identifies three “sign zones” (shown in Figure 8), each with a set of specific policies related to the types of signs permitted, maximum height, maximum square footage, regulations related to illumination, and relation to building size (for wall-mounted signs).

While the Three Mile Lane Planned Development Overlay regulates certain aspects of development within the study area (highway setbacks, access, signage, etc.), development in this area is largely regulated by the underlying base zones, which are described above.

Airport Overlay Zone

Properties within the study area are also subject to standards in the Airport Overlay Zone, which is intended to prevent structures or uses that obstruct the safe flight of aircraft in the vicinity of the McMinnville Municipal Airport. As illustrated in Chapter 17.52 of the Zoning Ordinance, the Airport Overlay defines four different zones, based on proximity to expected flight paths: the Runway Protection Zone, Approach Zone, Horizontal Zone, and Conical Zone. While no development is permitted within the Runway Protection Zone, each of the remaining zones has a separate set of use and development standards. The Approach Zone is the most restrictive and prohibits structures over 209 feet, places of public assembly, and residential density greater than one dwelling per 20 acres. Height allowances in the Horizontal and Conical Zones are less restrictive. Since the

underlying base zones within the study area have much lower height limits, the Airport Overlay Zone height limits will not come into play.

Land Use Issues and Opportunities

Development Opportunities

The existing land use/zoning conditions in the Three Mile Lane study area present a number of opportunities for future development. South of Three Mile Lane, there is a significant quantity of vacant land (over 200 acres) that is largely served by existing infrastructure. Most of this vacant land is found in a few large parcels, which could be ideal for large-scale and cohesive development. Most of the vacant land is zoned for industrial use—either M-2, which allows a wide range of manufacturing and other industrial uses, or M-L, which allows a more limited range of light industrial uses. These sites are located along Highway 18/Three Mile Lane, which connects metropolitan Portland to the coast and provides significant opportunities for freight movement.

The owners of these parcels have also expressed interest in collaborating with the City in a master planning process for this area. The properties fall within an Opportunity Zone, which is a federal program that aims to encourage new development by incentivizing private investment through tax deferrals on capital gains from projects or businesses. The Opportunity Zone funds must be invested by the end of 2019; as such, the Three Mile Lane Area Plan process will serve an important role in facilitating the investment of funds by this deadline. The economic analysis associated with the 3MLAP process will likely inform any master plan developed for these sites, and may reveal that they present a better opportunity for mixed-use or commercial development. If that is the case, the industrial properties would need to be rezoned.

The adjacent McMinnville Municipal Airport also provides a singular opportunity for air transportation and additional development. The City-owned property has room to develop more aviation-related industrial uses. One of the opportunities identified by area stakeholders is for the airport to be better utilized for tourism uses, and to cater to businesspeople with the ability to work remotely. McMinnville's location at the heart of Oregon wine country makes it a desirable destination for executives and entrepreneurs. There may be opportunities, for example, to provide taxi service to Silicon Valley or to provide hangars for executive jets.¹

The study area also includes a number of amenities and attractors, including the airport; Evergreen Space & Aviation Museum, water park, and event center; the Yamhill River; and a number of large employers, including a hospital and clinics, and industrial and office sites. Given the density of employment, there may be opportunities to develop more amenities for employees as well as uses related to goods and services for business support.

Within the mixed residential and commercial areas on the north side of Three Mile Lane, there are smaller-scale development and infill opportunities. The Land Use map in Figure 2 shows a number of vacant sites in the Western, Bend O River, and Central Neighborhoods. Many of these sites are zoned commercial (C-3), and some are zoned residential (mostly R-4). Most of the sites have direct

¹ The City anticipates updating its Airport Layout Plan in 2021, an effort which may be influenced with the 3MLAP process.

access to the frontage road along Cumulus Avenue. The vacant site in the Strauss Ave Commercial Area has similar development potential. There may also be redevelopment opportunities for some of the older commercial sites in these areas, some of which have large, underutilized parking lots. Because of the diversity of land uses and transportation access (including transit along Three Mile Lane), there may be opportunities for mixed-use development in these areas. The C-3 zone permits multi-family dwellings and condominiums, and requires no minimum setbacks except adjacent to residential zones.

Two large vacant parcels at the east end of the study area, which are owned by the Airport. The parcel on the north side of Three Mile Lane is zoned Agricultural Holding (A-H), and the Comprehensive Plan designation is Mixed Use Urban, however proximity to the airport runway limits development potential.

Zoning Barriers

Despite the opportunities in the study area, the existing zoning designations could pose some barriers to development of pedestrian-friendly, mixed-use projects.

The City does not have a dedicated mixed-use zoning district. The C-3 commercial zone does permit multi-family uses, so mixed-use development is possible in this zone, but it is not required or incentivized in any way.

The R-4 zone requires that minimum setbacks must increase by 1 foot for each 2 feet of building height over 35 feet. That means that a 60-foot building (the maximum height allowed in the zone) would have the following setbacks:

- Front: 27.5 feet (base minimum is 15 ft)
- Side: 18.5 feet (base minimum is 6 ft)
- Rear: 32.5 feet (base minimum is 20 ft)

These are large setbacks for a multi-family or mixed-use development, and may serve to limit the density that is achievable on R-4-zoned sites.

Parking standards may also present barriers to mixed-use development. The minimum parking requirement for multi-family dwellings is 1.5 spaces per dwelling with less than 3 bedrooms, 2 spaces per dwelling unit with 3 or more bedrooms, and 1 space per dwelling unit which is expressly reserved for senior or handicapped persons. This means that 1.5 spaces are required even for studio and 1-bedroom apartments. The Model Development Code for Small Cities² recommends 1 parking space per dwelling unit regardless of the number of bedrooms. Surface parking can occupy significant amount of space on a site and limit the developable area; high minimum parking standards make development more difficult to finance. In addition, parking is currently allowed to be located between buildings and the street. Locating parking areas adjacent to the sidewalk is not conducive to a pedestrian-friendly environment.

² State of Oregon Transportation and Growth Management, *Model Development Code for Small Cities*, 3rd Edition.

Mixed Use Zoning Review

The City of McMinnville is interested in studying the feasibility of mixed-use development within the Three-Mile Lane study area. As part of this effort, this memorandum provides a brief review of existing mixed-use zones and overlay zones within the City of McMinnville in order to determine whether existing zones/overlays might facilitate desired development within the study area, or whether new tools are needed.

Existing City Zoning

While the City of McMinnville does not have an explicitly mixed-use zone, some existing zones have mixed-use characteristics, described below.

- The Office/Residential zone allows both residential uses (similar to R-4) and office/commercial uses. The zone is intended as a buffer between single family homes and commercial uses.
- The C-3 General Commercial Zone permits a variety of commercial and residential uses. Condominiums and multi-family dwellings are permitted subject to the provisions of the R-4 zone, and multi-family dwellings of a higher density than normally allowed in R-4 is conditionally allowed in the C-3 zone (however, only within the “Core Area” of downtown). As mentioned previously, the C-3 zone does not incentivize or encourage mixing of uses.

Planned Development Overlays (PDOs)

McMinnville has several existing planned development overlays, including Three Mile Lane. McMinnville’s Planned Development Overlay is intended to “encourage mixed uses in a planned area” through greater flexibility and planning commission/council oversight. The application process for a Planned Development overlay is similar to a zone change. Additionally, there are many PD overlays for specific developments within the Three-Mile Lane area, as noted previously. A brief description of some of these overlay zones follows.

- The Three Mile Lane Overlay (described in detail in the Land Use and Zoning Existing Conditions section) covers the project study area and primarily regulates setbacks, signage, and landscaping in the area.
- NE Gateway Planned Development Overlay is “designed to guide the transition of a light and heavy industrial area to a vital, mixed use, pedestrian-friendly neighborhood, consistent with the vision described in the adopted NE Gateway Plan.” This PDO provides a design framework and specific use standards that allows for a complementary mix of uses to include residential, employment, cultural/tourism, education, and neighborhood-scale support services. In addition, the PDO includes design standards and guidelines that are intended to reflect the area’s unique character and history, while promoting an attractive, walkable, and vibrant neighborhood. Contains several subareas with different zoning and intent. Allowed uses and development standards differ by subarea.

Implementing Mixed-Use Concepts within the Three Mile Lane Area Plan: Base Zone versus Overlay Zones

The implementation of the Three Mile Lane Area Plan will be addressed more specifically in later steps of the process. Table 4 summarizes general points about the use of base zones versus overlays to provide initial high-level thoughts on regulatory approaches.

Table 4 Evaluation of Base Zones and Overlay Zones

| Base Zones | Overlay Districts |
|--|--|
| <p><i>Base zones implement comprehensive plan designations and can regulate development in a number of ways. Generally, only one base zone will apply to a given property.</i></p> | <p><i>Overlay districts apply to land across multiple zoning designations. They can guide development by modifying base zones - allowing or prohibiting uses, establishing additional design guidelines, and other means.</i></p> |
| <ul style="list-style-type: none"> • Existing base zones within the City of McMinnville likely do not meet the mixed-use intent of the study area • After creating a new base zone, the City or property owners may apply the zone in appropriate parts of the city outside of the study area. • New base zones might be appropriate for larger parcels that are currently undeveloped, if property owners are willing (i.e. within the Vacant Industrial subarea). Properties that have existing development, or smaller vacant parcels adjacent to existing development may be more problematic to re-zone. | <ul style="list-style-type: none"> • An overlay zone for the study area currently exists, and modifying its language may be simpler than creating a new zone or overlay. • An overlay zone could use “subareas” where localized regulations are desired, while creating other regulations that apply generally to the rest of the overlay area. • It may be more difficult to apply this language to other parts of the city, if that is desired, unless a new overlay is created for that area. • Using an overlay zone creates another layer of complexity for property owners and developers. However, since an overlay zone already exists for the area, this is the case today. New code language must be clear about which set of regulations apply in case of conflict. |

URBAN DESIGN

Existing Conditions

Table 5 includes descriptions of the urban design and site characteristics typically found in each subarea. The Three-Mile Lane Study Area Map is included again in this section for ease of reference.

Figure 1. Three Mile Lane Study Area

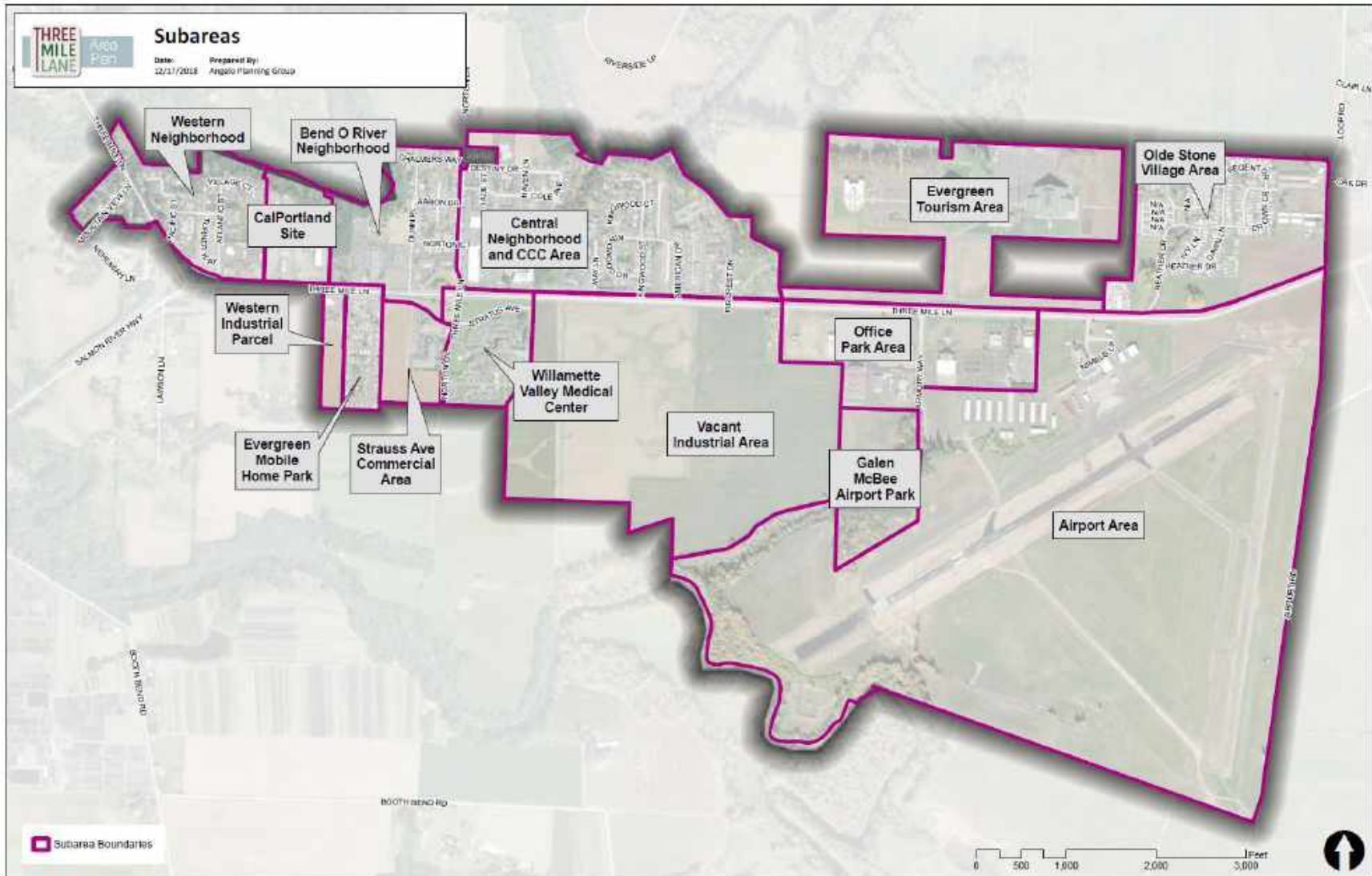


Table 5: Urban Design Summaries by Subarea

| SUBAREA | SITE DESIGN QUALITIES |
|--|---|
| <p>1 - Olde Stone Village Area</p> | <ul style="list-style-type: none"> • This subarea is largely comprised of the Olde Stone Village mobile home park. The park is set back about 250' from Three Mile Lane at its nearest point, and separated from Three Mile Lane by a large open agricultural field. Parking is provided in driveways or carports. The community does not include sidewalks but has an internal walking trail loop. • The few commercial sites east of Olde Stone Village face onto SE Loop Road and have a low-density auto-oriented commercial/industrial character. • The community includes several large, mature trees with defining character, most notably at the entrance on NE Laurel. A central park is connected by a walking path to the Evergreen Tourism Area. |
| <p>2 - Evergreen Tourism Area</p> | <ul style="list-style-type: none"> • This area includes 4 large buildings set back about 930' from Three Mile Lane and fronted by agricultural land to the south and west that is currently growing grapes. A smaller chapel building is located at the northern edge of the subarea, behind a mature grove of oak trees. The large newer buildings have a cohesive architectural style inspired by regional agricultural forms and designed by a single architecture firm. The buildings are large volume exhibit display spaces with very tall ceilings. Several large airplanes are permanently on display outside and are a prominent feature in this area. • Sites are characterized by large lawn areas, some building-related landscape with trees and shrubs, and large surface parking areas located between and behind the buildings. |
| <p>3 - Office Park Area</p> | <ul style="list-style-type: none"> • This office park area consists of mostly large, 2-story buildings on large, landscaped lots. Buildings are set about 260' back from Three Mile Lane, and there is some parking and vehicle circulation between buildings and the street. • A prominent feature in this area is the old grain elevator building located adjacent to Cumulus Avenue, which inspired the design for the nearby Jackson Family Winery and processing center. |
| <p>4 - Galen McBee Airport Park</p> | <ul style="list-style-type: none"> • This area consists of open field and heavily wooded park space. The 21-acre park is accessible from SE Armory Way, and a small surface parking lot at the end of this street is available to visitors. • The wooded park area includes two loop trails that cross a small tributary stream that flows into the South Yamhill River and pass by several pieces of concrete artwork. The southern edge of this park area is defined by dramatic views to Mt Hood and Mt Jefferson on sunny days. Trails emerge from the park into nearby fields and the adjacent airport taxiways, which may require future security fencing. |
| <p>5 - Airport Area</p> | <ul style="list-style-type: none"> • The airport area is dominated by the airport runway zone and related airplane taxiways storage and maintenance facilities. A cluster of buildings closer to Three Mile Lane are mostly 1-story. Operations from a flight training business are common, with low-flying helicopters. |

| | |
|---|--|
| | <ul style="list-style-type: none"> The Comcast site has a large parking lot along the highway that is screened by an evergreen hedge. Chain-link fencing surrounds the entire airport area. |
| 6 - Vacant Industrial Area | <ul style="list-style-type: none"> This area is currently made up of open fields, actively farmed. A gravel road accesses these parcels directly off Highway 18. |
| 7 - Willamette Valley Medical Center | <ul style="list-style-type: none"> The medical center consists of one large, 4-story modern building set 450' back from Three Mile Lane. There is one large surface parking lot located between the medical center and Three Mile Lane with an 80' setback from the road. Two smaller surface lots are located to the side and rear. |
| 8 - Strauss Ave Commercial Area | <ul style="list-style-type: none"> This area consists of a new restaurant, a 3-story hotel designed in a general Northwest style, surrounded by parking at the corner of Stratus Ave and Norton Lane and a 1-story strip office building to the south surrounded by parking lots. The roadway along Stratus Ave is lined with street trees that help screen the parking lot. This street and SE Norton Lane include curb-tight sidewalk and highway-scale cobra street-lighting. The remainder of the subarea is comprised of open fields including one farmed parcel that is currently marketed for sale. PD ordinance 4709 and 4863 allow for senior condos, senior apartments, or assisted living facilities. |
| 9 - Evergreen Mobile Home Park | <ul style="list-style-type: none"> Mobile homes are set about 75' from Three Mile Lane and 30' from SE Stratus Ave, the latter of which provides access to the site at two points. Facing Three Mile Lane, the manufactured homes are mostly older without much site landscape. There is a row of RVs parked on a concrete pad along the property frontage. The 10-acre site is narrow and layout of this and other adjacent parcels could benefit from coordinated site planning. Homes to the rear of the park appear to be newer and are larger than those fronting Three Mile Lane. Roadways do not include sidewalks. |
| 10 - Western Industrial Parcel | <ul style="list-style-type: none"> Along Three Mile Lane, this subarea includes a small cluster of single-story commercial buildings (logging supply and transmission service) surrounding a large parking/service area with minimal site landscaping. Fields sit behind the commercial buildings and include a U-Pick Blueberry patch. |
| 11 - Western Neighborhood | <ul style="list-style-type: none"> The Western Neighborhood is mostly residential, but includes a few commercial sites near Three Mile Lane. Generally, homes do not face the roadway and the streetscape is dominated by rear fences. The commercial sites are characterized by older 1-story buildings with large, un-landscaped parking areas between the buildings and the street. A Habitat for Humanity development is currently under construction near the middle of the subarea. A few of the 2-story homes have already been built. The remaining single-family area is characterized by older 1- and 2-story homes on larger lots. At the far northwest edge of the study area, the highway is bordered by open fields as the bridge rises over the S Yamhill River. |

| | |
|--|--|
| <p>12 - CalPortland Site</p> | <ul style="list-style-type: none"> • The industrial site includes multiple buildings associated with the CalPortland concrete plant. The site is largely covered by paving, and a narrow landscape strip separates the site from NE Cumulus Ave, although the site generally presents a negative visual character to passing vehicles and pedestrians. • The industrial site fronts the wooded South Yamhill River on its northern edge and a large grove of fir trees frames the eastern edge of the parcel. |
| <p>13 - Bend O River Neighborhood</p> | <ul style="list-style-type: none"> • This subarea includes a mix of commercial and residential land uses and a range of building types. • The commercial area near Three Mile Lane includes restaurant, hotel, retail, office, and medical office uses. Buildings are 1- to 3-stories and a few have well-maintained landscaping between the building and the street. A few parcels along Three Mile Lane are vacant. • The residential area to the north of the commercial sites includes 1- and 2-story single-family and duplex homes built in the 1980s and 1990s, plus a few large parcels (2-3 acres) with older homes with Yamhill River frontage. |
| <p>14 - Central Neighborhood and CCC Area</p> | <ul style="list-style-type: none"> • This subarea is fairly large and includes a diverse mix of commercial, worship and residential land uses and a range of building types. • The shopping center that includes Chemeketa Community College (CCC) and the movie theater is characterized by large, mostly 1-story commercial buildings surrounding a large surface parking area. CCC itself is a new building with 3 stories. The campus has attractive site landscaping, including several mature oak trees. Additional parking is located between the building and the street and an off-street walking path extends from NE Cumulus Avenue through the landscaped highway frontage and north of NE Norton Lane. • A paved roadway connecting Chemeketa Community College to Cumulus Ave is blocked by a fence and sign that reads “Emergency Vehicles Only.” • The single-family residential area north of the CCC/shopping center site is mostly developed with newer homes and includes New Horizons Church and a few vacant parcels. • A cluster of medical clinics is located between the shopping center and residential area to the east. This area includes newer, single-story apartment buildings surrounded by well-maintained landscaping. • Behind the medical clinics are a cluster of well-designed two-story multi-family buildings (Villa del Sol), which house migrant farm workers and include community gathering spaces. • The Kingwood neighborhood to the east includes older one-story single-family and duplex homes on mid-size lots. Newer single-family homes on NE American Dr have smaller lots and typically two stories. • A long site between Kingwood and NE American Dr is currently under development with narrow lot single family homes with exposed stormwater collection bioswales along the streets. • The Fircrest Community Senior Living development at the east end of the subarea includes mostly 2-story condos and a memory care center. The adjacent Parkland Village Retirement Community includes 1-story independent living units. |

- | | |
|--|---|
| | <ul style="list-style-type: none">• There are large, mature trees near CCC and in two forested drainages to the east of CCC and east of Fircrest Assisted Living that connect to the South Yamhill River. |
|--|---|

Urban Design Issues and Opportunities

Below is an initial list of the urban design issues and opportunities that will be considered moving forward in the Three Mile Lane Area Plan process.

Circulation

- Highway 18/Three Mile Lane. This important connection into/out of McMinnville is also a significant barrier, effectively separating residential and commercial uses north of the highway from the uses south of the highway. This barrier with limited crossings may provide an opportunity to envision and design for the north and south sides of Three Mile Lane to function independently in the way these neighborhoods serve non-vehicular users.
- Internal circulation for many of the developments and subdivisions in the study area is focused inward within narrow parcels developed independently, with few (if any) connections to neighboring developments and large vacant parcels between subareas. This requires the use of Cumulus Ave, Stratus Ave, or Three Mile Lane to travel east or west. Both Cumulus Ave and Stratus Ave are interrupted at various points along the corridor. There are significant opportunities to increase east-west connections like those seen between Old Stone Village and the Evergreen Tourism Area or between the airport area and Willamette Valley Medical Center.
- Natural Resources in the area (the South Yamhill River and other water bodies), along with the shape of the Urban Growth Boundary in this area, make new roadway connections challenging in some areas. Parts of the study area are very close to amenities in Joe Dancer Park, but the only bridge accessing that part of the city is indirect and has small sidewalks and no bicycle lane. Improving non-motorized connections between areas that currently support pedestrians and cyclists and improving wayfinding would better connect people in Three Mile Lane to the rest of the city. Similarly, the South Yamhill River and Airport Park could provide welcome connections to the outdoors to Three Mile Lane residents and employees.

Building Design

- Many of the existing employers and other uses lack pedestrian access and are surrounded by large parking lots. A pedestrian-friendly development would generally have little or no setback from roadways and offer street-facing entrances, rather than orienting toward parking lots. The visual and aural presence of Highway 18 and required regulatory setbacks make this challenging.
- The large amount of land around buildings makes densification and the creation of walkable communities possible in some areas and the Three Mile Lane area as a whole may benefit from strategically locating denser, more walkable development near supportive uses.
- The typical goal of a walkable urban frontage may not be appropriate for a busy highway, but streets perpendicular to the highway (or parallel, interconnecting parcels) can be the focus of building orientation and streetscape.

- Three-Mile Lane is a prominent gateway to the City of McMinnville. As such, parking, storage, and blank walls should be minimized along Highway 18 frontage to encourage a more cohesive visual character to area visitors and people passing through on their way to the Oregon Coast.
- Larger buildings such as Chemeketa CC are an appropriate scale for highway frontage.
- Future buildings can be oriented to the stunning visual character of the area, which includes beautiful oak and fir forests, large actively-farmed fields, views west to the Coast Range and east to Mt Hood and Mt Jefferson.
- The architectural design language of several buildings is clearly inspired by regional barn and farmhouse vernacular and examples like the Jackson Family Winery and Villa Del Sol have a distinct design integrity. However, this may not be an appropriate predominant style for all future building design, which should allow for contemporary design that responds to site and program.

Open Space

- Galen McBee Airport Park has the potential to be a great community asset, but is only accessible via Three Mile Lane today and there is minimal wayfinding signage to direct area visitors to the park. There is great opportunity to add connections to this asset and extend trail loops to access the South Yamhill River. With future airport expansion, this park may require security fencing to stop trail users from walking onto runways.
- The area is characterized by large open fields, which reflects and honors McMinnville's agricultural heritage and its strategic position in the heart of the region's wine country. Future development should strive to maintain views of these spaces and even consider the potential for what the Urban Land Institute terms "Agri-hoods," where active farming is incorporated into new mixed-use community design.
- Existing mature oak and fir stands also lend a distinct natural character to the area and future development should continue to be encouraged to incorporate trees and plant new groves to complement protected ones.
- The north and south edges of the study area offer beautiful natural edges to future development and may be more appropriate for residential uses. A transect of uses could be considered, from commercial and light industrial along Highway 18, and residential uses farther away north and south.
- Land for future riverfront trails should be reserved if possible.



MEMORANDUM

Existing Transportation Operations and Safety Analysis McMinnville Three Mile Lane Area Plan

DATE February 28, 2019
TO Heather Richards and Jamie Fleckenstein, City of McMinnville
Michael Duncan, ODOT
FROM Andrew Mortensen, Matthew Hartnett, EIT, and Cameron Grile, PE, David Evans and Associates, Inc.
CC PMT

1 INTRODUCTION AND PURPOSE

The City of McMinnville, in partnership with the Oregon Department of Transportation (ODOT), is updating the Three Mile Lane Overlay/Area Plan (3MLAP), which was originally drafted in 1997. The Plan will be used to help guide future land use planning and investments in transportation operations, maintenance, and facilities. Consulting firm David Evans and Associates (DEA), and the Angelo Planning Group, are assisting the city with the Plan.

The purpose of the memorandum is to summarize the current transportation operations and safety analysis within the study area. Consistent with the project's scope of work, this memorandum summarizes the following:

- Multimodal Travel Volumes in the study area (Section 2)
- Current Transportation System (Section 3), including:
 - Pedestrian System – Network, performance (Pedestrian Multimodal Level of Service), safety evaluation and qualitative walkability assessment
 - Bicycle System – Network, performance (Bicycle Level of Traffic Stress), safety evaluation and qualitative bikeability assessment
 - Transit System – Study area network, performance (Transit Multimodal Level of Service) and safety evaluation
 - Vehicle System – Turn movements and system operations at key study area intersections (as outlined in the Methodology Memorandum¹ as attached in Appendix A), including:
 - Volume-to-capacity (v/c) ratio
 - Turn movements
 - 95th percentile queues
 - Off-Street Parking Inventory and Utilization

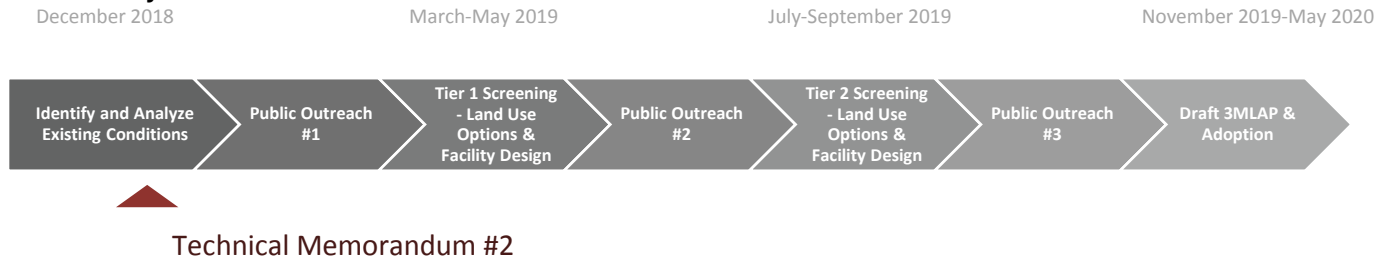
¹ Methodology Memorandum McMinnville Three Mile Lane Area Plan, David Evans and Associates, Inc., December 10, 2018.

- Crash Analysis examining the most recent five-year crash history (2012-2016) of the study area using methods outlined in the Methodology Memorandum and summarized by mode as noted above
- Key Findings (Section 4)

1.1 FINDINGS FROM MEMORANDUM USED TO GUIDE PLAN UPDATE

As shown below, findings from *Technical Memorandum #2* will have important input to key tasks of the Three Mile Lane Area Plan (3MLAP).

3MLAP Project Timeline



1.2 ORGANIZATION OF THE MEMORANDUM

The memorandum is organized in four major sections as follows:

| | | |
|-------------------|--|-----------|
| 1 | INTRODUCTION AND PURPOSE OF THE MEMORANDUM | 1 |
| 1.1 | FINDINGS FROM MEMORANDUM USED TO GUIDE PLAN UPDATE | 2 |
| 1.2 | ORGANIZATION OF THE MEMORANDUM | 2 |
| 2 | MULTIMODAL TRAVEL VOLUMES | 3 |
| 2.1 | COMMUTE-TO-WORK MODE SHARE | 3 |
| 2.2 | MULTIMODAL TRAFFIC COUNTS | 3 |
| 3 | CURRENT TRANSPORTATION SYSTEM | 6 |
| 3.1 | PEDESTRIAN SYSTEM | 6 |
| 3.2 | BICYCLE SYSTEM | 11 |
| 3.3 | TRANSIT SYSTEM | 14 |
| 3.4 | VEHICLE SYSTEM | 17 |
| 3.5 | PARKING | 25 |
| 4 | KEY FINDINGS | 28 |
| APPENDIX A | METHODOLOGY MEMORANDUM | |
| APPENDIX B | EXISTING PEAK HOUR (30TH HIGHEST DESIGN VOLUME) INTERSECTION TRAFFIC OPERATIONS ANALYSIS | |

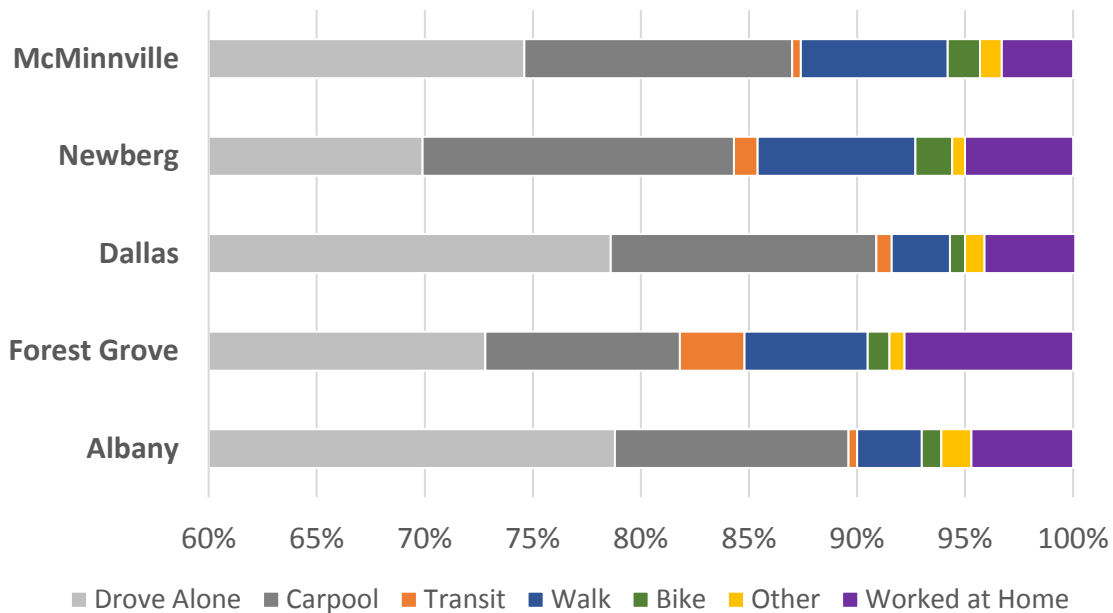
2 MULTIMODAL TRAVEL VOLUMES

2.1 COMMUTE-TO-WORK MODE SHARE

Resident workers in McMinnville are most likely to drive alone (75%) during their commute-to-work trip.² A notable portion of the work force either shares a ride (12%) or walks to work (7%). Three percent of McMinnville resident workers telecommute, and another 2% commute by bike. Less than 0.5% of McMinnville workers use transit for their commute.

Compared to neighboring cities in the Willamette Valley, McMinnville’s drive-alone commute-to-work mode share is roughly average (see **Figure 1**). McMinnville has among the highest commute mode shares for carpool, walk, and bike, but has the lowest rate of transit commuting, compared to neighboring communities.

Figure 1. City Comparisons: Commute-to-Work Mode Share



Given the relative isolation of 3MLAP study area residents, their commute-to-work, drive-alone mode share is likely higher than the McMinnville average.

2.2 MULTIMODAL TRAFFIC COUNTS

Figures 2 and 3 summarize the total vehicle, truck, bicycle, and pedestrian volumes during the PM peak hour (4:15-5:15 PM) for the ten study intersections (see Figure 12). **Figure 2** summarizes these volumes for the eight study intersections on OR 18 (Three Mile Lane), and **Figure 3** shows volumes by mode for the intersections of Norton Lane and Stratus Avenue, and Norton Lane and Cumulus Avenue.

² U.S. Census Bureau, 2012-2016 American Community Survey

Figure 2. PM Peak Hour Total Vehicle, Truck, Bike, and Pedestrian Counts, Three Mile Lane Intersections

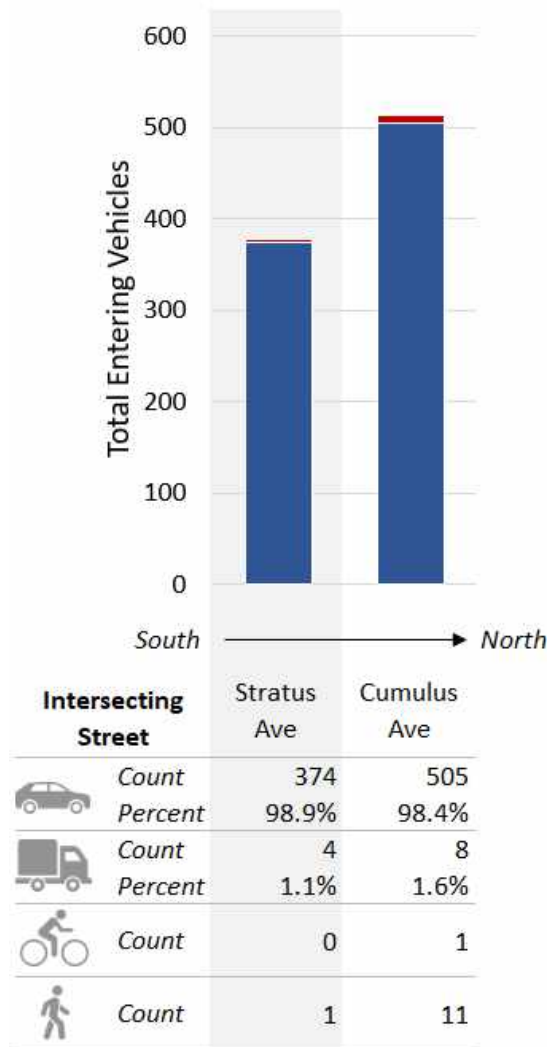


Counts shown in top row of table include all non-truck vehicular traffic; Trucks are defined as Single Unit Trucks, Single Trailer Trucks, and Multi Trailer Trucks; Data Source: ODOT, 2018

Intersection vehicle counts are highest at the intersection of OR 18 and Norton Lane. Study area pedestrian and bicycle counts are highest at the Three Mile Lane/First Street intersection, nearest the city center. There is relatively little or no bicycle travel on OR 18 east of the Three Mile Lane interchange.

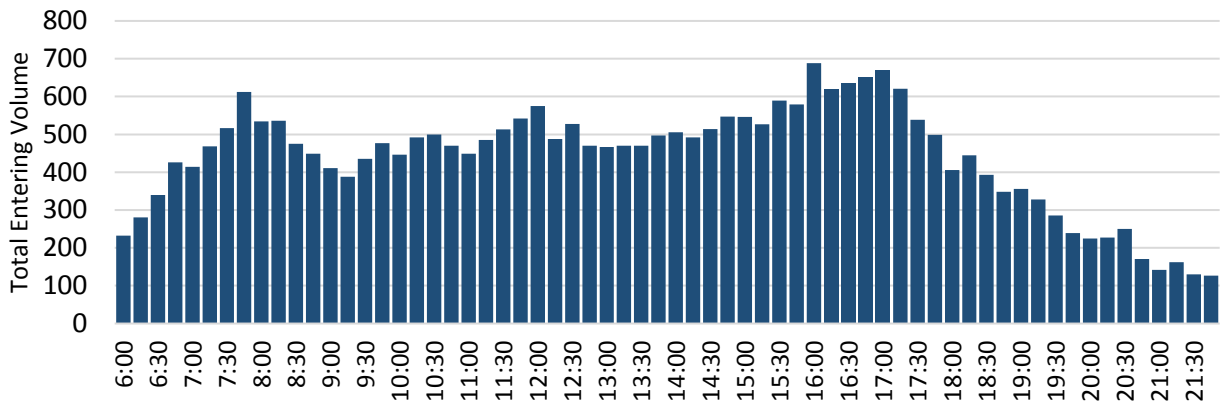
Figure 4 summarizes traffic volumes by time of day for the intersection of OR 18 (Three Mile Lane) and Norton Lane. The chart indicates the morning peak period (beginning about 7:30 a.m.), a slightly lower noontime peak, and the afternoon peak period beginning at about 4:00 p.m. - 4:30 p.m.

Figure 3. PM Peak Hour Total Vehicle, Truck, Bike, and Pedestrian Counts, Norton Lane Intersections



Data Source: ODOT, 2018

Figure 4. Total Entering Vehicle Volumes by Time of Day, OR 18 & Norton Lane



Data Source: ODOT, 2018

3 CURRENT TRANSPORTATION SYSTEM

Figure 5 maps the existing street network in the study area by functional classification. OR 18 is classified by ODOT, while other facilities are classified by the City of McMinnville or Yamhill County (see the City of McMinnville 2010 Transportation System Plan).

Figure 5. Street Functional Classification



3.1 PEDESTRIAN SYSTEM

3.1.1 Sidewalks and Pathways

Figure 6 illustrates the sidewalk network in the 3MLAP study area. While OR 18 lacks sidewalks or separated pathways, sidewalks are present on one side along most of Cumulus and Stratus Avenues (near the hospital), and on both sides of Norton Lane. While there are small gaps in the network, there is relatively good coverage in residential areas within the study area west of the intersection of OR 18 and Cumulus Avenue, with the exception of the mobile home park on Stratus Avenue. East of the intersection of OR 18 and Cumulus Avenue, there are very few sidewalks.

In recent years, private development has completed new sidewalk construction within new subdivisions (not illustrated in Figure 6), and the City of McMinnville has completed a number of new sidewalks and curb ramps along the north side of Cumulus Avenue.

Figure 6. Existing Pedestrian Network



3.1.2 Curb Ramps

In 2017 ODOT conducted a limited inventory and evaluation of intersection curb ramps on state highways, and in 2006, McMinnville conducted its curb ramp inventory. McMinnville’s inventory indicated that older sidewalks and curb ramps constructed in the area generally did not meet accessibility guidelines in support of the American’s with Disability Act (ADA). Since 2006, the city has constructed new sidewalks and replaced several older curb ramps along Cumulus Avenue, west of Norton Lane. Subdivisions that are under development, or that have been developed within the last ten years have constructed curb ramps and sidewalks that are generally compliant with ADA policy and design guidance.

The intersections of OR 18 at Norton Lane and Cumulus Avenue include sidewalk, curb ramps, and pedestrian signal buttons that provide general accessibility for a range of pedestrian use, including for those who are mobility-impaired. The remaining intersections along OR 18 do not have sidewalks or curb ramps.

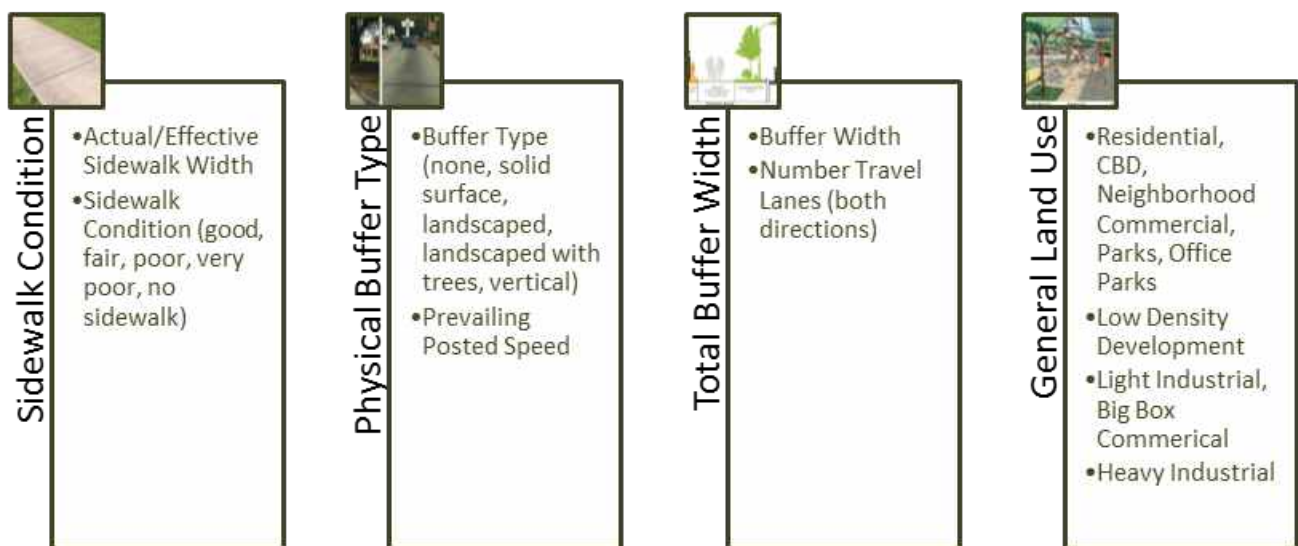
3.1.3 Pedestrian System Performance

ODOT’s Analysis Procedures Manual (APM) provides a detailed description of recommended multimodal analysis methodologies. For pedestrian analysis within the study area, the Pedestrian Level of Traffic Stress (PLTS) is applied.

The PLTS methodology classifies street segments according to the level of pressure or strain, or comfort level, experienced by pedestrians and other sidewalk users. Other users include non-motorized forms of transportation as well as motorized power chairs and scooters.

Methodology

PLTS incorporates street data to estimate the pedestrian’s view of comfort and perceived safety. Separate PLTS scores are estimated for the following categories:



The four PLTS levels are defined in **Figure 7**.

PLTS Targets

PLTS 2 is generally a reasonable minimum target for pedestrian routes. This level of accommodation will generally be acceptable to the majority of users. Higher stress levels may be acceptable in limited areas depending on the land use, population types, and roadway classifications, but they will generally not be comfortable for most users. Each land use has specific needs for the pedestrian network and study areas should have multiple targets for the different areas.

A target of PLTS 1 is appropriate for areas like downtown cores, medical facilities, areas near assisted living/retirement centers, near transit stops, and in areas where heavily used by children. Downtown cores, for example, should have wide sidewalks with street furniture. Roadways near medical facilities and residential retirement complexes should have sidewalks in good condition with adequate width.

PLTS Scores

Consistent with the APM, street segments within the study area which are within the worst of the four PLTS categories are reported and mapped. **Figure 7** illustrates the PLTS scores for OR 18 and McMinnville's collector street network within the 3MLAP study area. Key PLTS findings are:

- Norton Lane north of OR 18 and south of Stratus Avenue has curbside sidewalks on each side and is posted at 25 mph. These lower speed limits contribute toward the PLTS 2 score.
- Three Mile Lane is posted at 35 mph and the sidewalks across the Yamhill River Bridge are narrow – these factors contribute towards the PLTS 4 score.
- South of the bridge, Three Mile Lane is posted at 40 mph and has curbside sidewalks. A PLTS 4 score is due to the higher posted speed limit.
- Although Cumulus Avenue has sidewalks on the north side, the posted speed limits (35 mph) and lack of buffer between the sidewalk and vehicle travel lanes result in a PLTS 3 score. A wider sidewalk and/or a new buffered bike lane on Cumulus Avenue would raise the PLTS score to 2.
- The lack of sidewalks on OR 18 and portions of Stratus and Cumulus Avenues result in PLTS 4 scores.

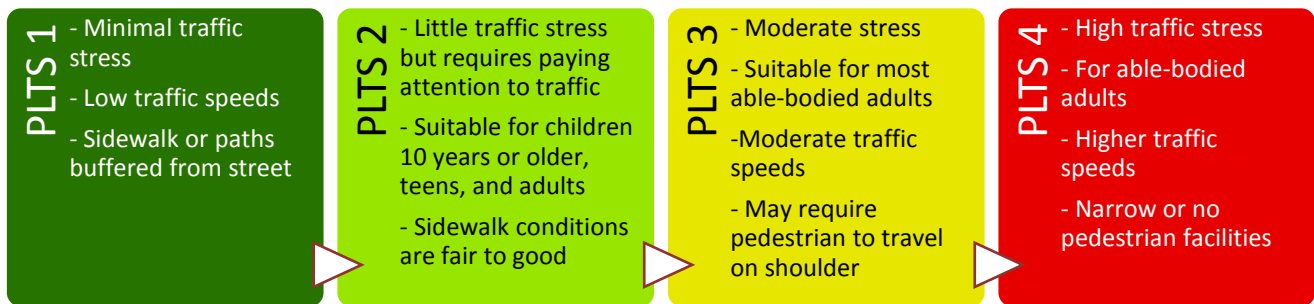


Pedestrian Features Along Cumulus Avenue



Limited Sidewalk Width on Yamhill River Bridge

Figure 7. Pedestrian Level of Traffic Stress



3.1.4 Pedestrian Safety Evaluation

For the five-year period (2012-2016), there were three crashes involving pedestrians within the study area. **Table 1** summarizes the location, severity, and possible contributing factors for these crashes. As shown, the higher vehicle speeds are likely a contributing factor to the severity of pedestrian injuries during collisions. The absence of street lighting and lack of sidewalks are also possible contributing factors to these pedestrian crashes.

3.1.5 Qualitative Assessment - Walkability

Many of the key existing streets and intersections in the 3MLAP study area arguably contain essential but limited pedestrian features. Some of the sidewalks are older, but are functional; and the system provides a baseline, though minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge.

Table 1. Pedestrian Crashes, 2012-2016

| Location | Crash Severity | Light Condition | Posted Speed (mph) | Drugs/ Alcohol? | Driver Action | Pedestrian Action |
|---|--|--------------------------|--------------------|-----------------|-------------------------------|---|
| Cumulus Avenue (0.3 mile west of Norton Lane) | Pedestrian sustained moderate injuries | Dark (no street light) | 35 | No | Failure to yield right-of-way | - |
| Stratus Avenue (0.2 mile west of Norton Lane) | Pedestrian sustained serious injuries | Day | 35 | No | | Pedestrian in roadway (no sidewalk in location) |
| OR 18 at Norton Lane | Pedestrian sustained minor injuries | Dark (with street light) | 45 | Yes | Disregarded traffic signal | - |

In general, the primary transportation system design of the study area has historically been more focused on automobile capacity and circulation. Older pedestrian design features like curb-tight sidewalks are considered to be minimal under current guidelines. The existing pedestrian realm lacks important features that would otherwise contribute toward a safer and more inviting walking environment on Norton Lane, Cumulus Avenue, and Stratus Avenue.

Also, the original factory outlet mall development poses a barrier to more direct pedestrian and bicycle travel along Cumulus Avenue and the crossing of Norton Lane. This makes access more difficult for residents east of Norton Lane who walk and cycle to McMinnville’s central city. The landscaping perimeter provides only an informal and substandard pedestrian link to Norton Lane, and the absence of a designated crosswalk at the Norton Lane and Cumulus Avenue intersection makes walking more difficult in the corridor.



Development Patterns that Form Pedestrian Barriers

The 3MLAP will include further study and identification of supporting streetscape and network concepts that contain several important pedestrian features:

- Wider sidewalks – in context with adjacent land use
- Landscaped (with street trees) or hardscaped buffers between the street and sidewalk
- On-street bicycle lanes that further buffer the pedestrian from the street
- Pedestrian scale lighting that helps improve pedestrian visibility and safety
- Supplemental pedestrian crossing designs to increase motorist awareness and improve pedestrian safety
- Transit stop shelters and benches to improve rider comfort and access
- Possible new walking/cycling connector across Yamhill River to Joe Dancer Park



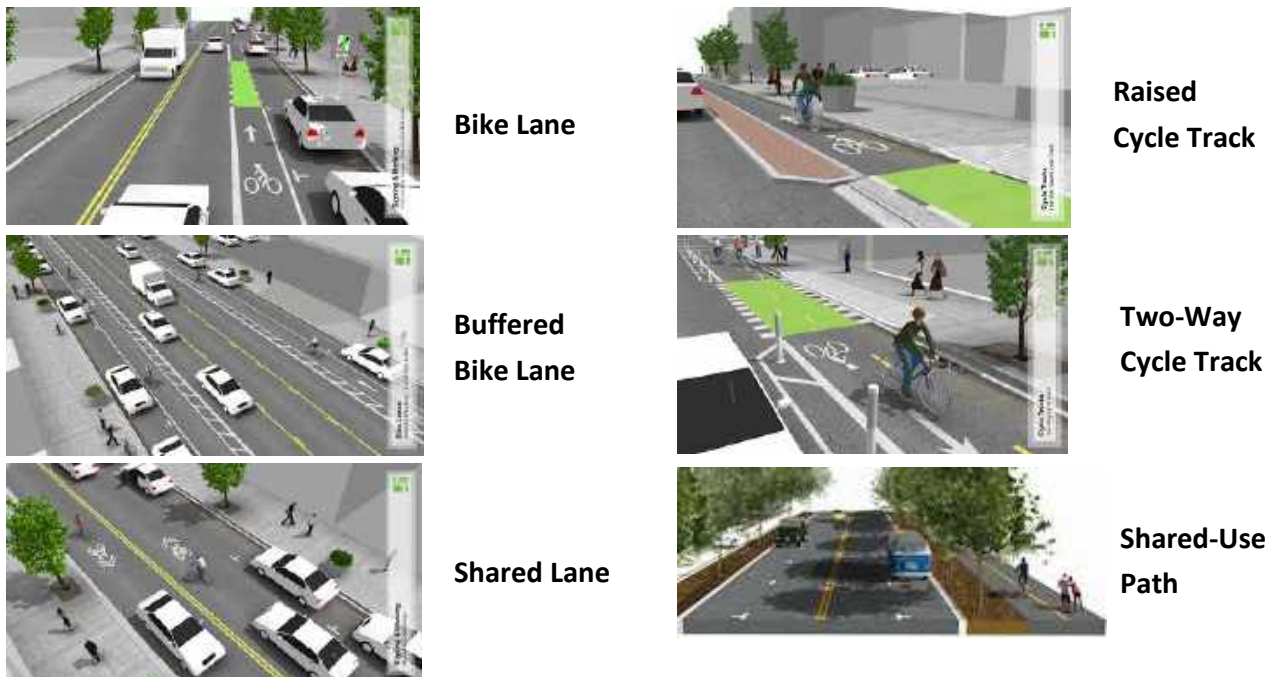
Features to Enhance the Pedestrian Realm
Source: NACTO

3.2 BICYCLE SYSTEM

3.2.1 Bicycle Facilities

Bicycle facilities provide improved mobility for users riding to the city center and seeking active transportation options that support a healthy lifestyle. Compared to pedestrian travel, bicycling is more suitable for longer trips. Bicycle facilities include bike lanes, bike boulevards (shared lane), cycle tracks and shared-use paths as illustrated in **Figure 8**.

Figure 8. Bicycle Facility Types



Source: NACTO

Designated bicycle facilities are very limited in the 3MLAP study area. The only arterial, collector street or state highway with bicycle facilities is Cumulus Avenue, which has bike lanes extending from the Chemeketa Community College (where Cumulus Avenue dead-ends) to the three-legged intersection of Cumulus Avenue, north of its intersection with OR 18.

3.2.2 Bicycle System Performance

The absence of continuous on-street bicycle lanes or parallel paths along Norton Lane and Cumulus Avenue constitute gaps in the bicycle network within the 3MLAP study area. Both streets have posted speeds of 35 mph and above, and therefore buffered bike lanes or entirely separated bicycle facilities would likely make these streets more attractive to cyclists. Improved OR 18 crossings for cyclists would also contribute to establishing a more comprehensive bicycle network.

Bicycle Level of Traffic Stress (BLTS)

BLTS serves as a high-level inventory and bikeability/connectivity performance rating, classifying street segments according to the level of pressure or strain experienced by cyclists.

Methodology

BLTS uses data on the characteristics of bike facilities and streets to estimate cyclists' likely view of comfort and perceived safety. The data used to calculate BLTS may differ based on the type of bike facility being evaluated. For separated bike facilities, most – if not all – of the characteristics used to calculate BLTS may not be applicable, in which case a BLTS of 1 would be assigned. For on-street facilities, the following data are factored into the calculation of BLTS:

- The number of vehicle travel lanes
- Total buffer width
- Posted speed
- Bike lane blockages

BLTS uses four levels of traffic stress as shown in **Figure 9**.

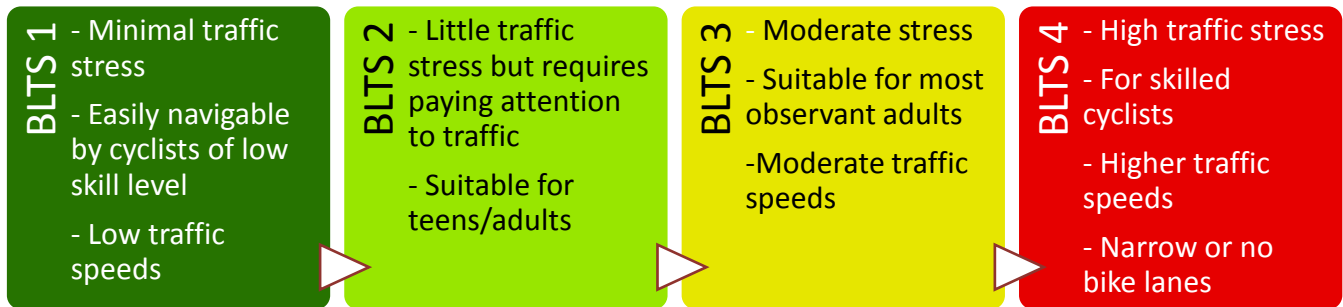
BLTS Targets

Similar to PLTS, BLTS 2 is generally a reasonable minimum target for bicycle routes and will provide reasonable accommodation for most cyclists. Higher stress level bicycle routes may still see significant use among confident and skilled cyclists but will not be attractive to other users. For bike routes used frequently by younger children, it is recommended that a target of BLTS 1 be used wherever possible. A target of BLTS 1 may also be established for other areas with certain land use, demographic, and network characteristics (e.g., downtown cores and transit stops).

BLTS Scores

Figure 9 illustrates the current BLTS rating of the collector and arterial streets, and state highways in the 3MLAP study area.

Figure 9. Bicycle Level of Traffic Stress



Key BLTS findings are:

- With two exceptions, all study area collector and arterial streets and OR 18 lack bike lanes and have posted speed limits of 35 mph or greater; thus these areas score high levels of traffic stress (BLTS 4).
- Cumulus Avenue, east of Chemeketa Community College, has on-street bike lanes and a posted speed limit of 35 mph, resulting in moderate levels of traffic streets (BLTS 3).
- With a posted speed limit of 25 mph, Norton Lane scores a BLTS 3 immediately north and south of OR 18, and a BLTS 2 elsewhere, even in the absence of bike lanes due to its lower posted speed limit of 25 mph.
- Creating attractive, low-stress bicycle facilities on key routes in the study area will require examining traffic calming design adaptations, lower speed limits, and the addition of buffered bike lanes or separated pathways.

3.2.3 Bicycle Safety Evaluation

For the five-year period between 2012-2016, three crashes involving cyclists occurred within the study area. **Table 2** summarizes the location, severity, and possible contributing factors for these crashes.

Table 2. Bicycle Crashes, 2012-2016

| Location | Crash Severity | Light Condition | Posted Speed (mph) | Drugs/Alcohol? | Driver Action |
|--|-------------------------------------|-----------------|--------------------|----------------|---|
| Driveway along Norton Lane (near Cumulus Avenue) | Cyclist sustained moderate Injuries | Dusk | 25 | No | Reckless driving; driving too fast for conditions |
| Kingwood St & Kingwood Dr | Cyclist sustained minor Injuries | Day | < 25 | No | Failure to yield right-of-way |
| OR 18 (near Cumulus Avenue) | Cyclist sustained moderate Injuries | Day | 55 | No | Careless driving; driver drowsy/fatigued |

3.2.4 Qualitative Assessment - Bikeability

The Qualitative Multimodal Assessment for bicycles is similar to the assessment used for pedestrians. For study area segments, the factors listed below will be considered:

- Bicycle facility type
- Buffering from traffic lanes
- Grade
- Pavement condition
- Obstructions
- On-street parking
- Number of travel lanes
- Travel speeds

The 3MLAP study area has very limited bicycle facilities, and often the only option available to cyclists is to ride in general purpose travel lanes. Major streets in the area are generally flat with good pavement conditions, vehicular traffic volume and travel speeds are relatively high (35 mph and higher), and cyclists are required to share the travel lane with motor vehicles. The lack of separate bike lanes, buffered bike lanes, or separated facilities contribute to a poor overall environment for cyclists seeking to travel within the study area network.

OR 18 has high travel speeds, long crossing distances and represents a major barrier for crossing cyclists.

3.3 TRANSIT SYSTEM

As shown in **Figure 10**, Yamhill County Transit Area (YCTA) operates 11 routes, including four (4) local fixed routes in McMinnville and Newberg; and seven (7) commuter routes that operate Monday - Friday to Salem, Grand Ronde, Hillsboro and Tigard. As shown in Figure 10, YCTA’s Route #2 links the west and downtown areas of McMinnville to the 3MLAP study area with Willamette Valley Medical Center and Chemeketa Community College which occur as the end destinations. There are intermittent, flag stops along Norton Lane and Cumulus routes. Flag stops are noted along Route #2, and allow customers to flag down a YCTA bus where safe and convenient.



YCTA Service on Cumulus Avenue

Weekday service on Route #2 occurs hourly, with buses departing from the city center at 7:00 a.m. and the last bus departing at about 5:00 p.m. There is no Saturday service on Route #2.

Figure 10. YCTA Transit Routes

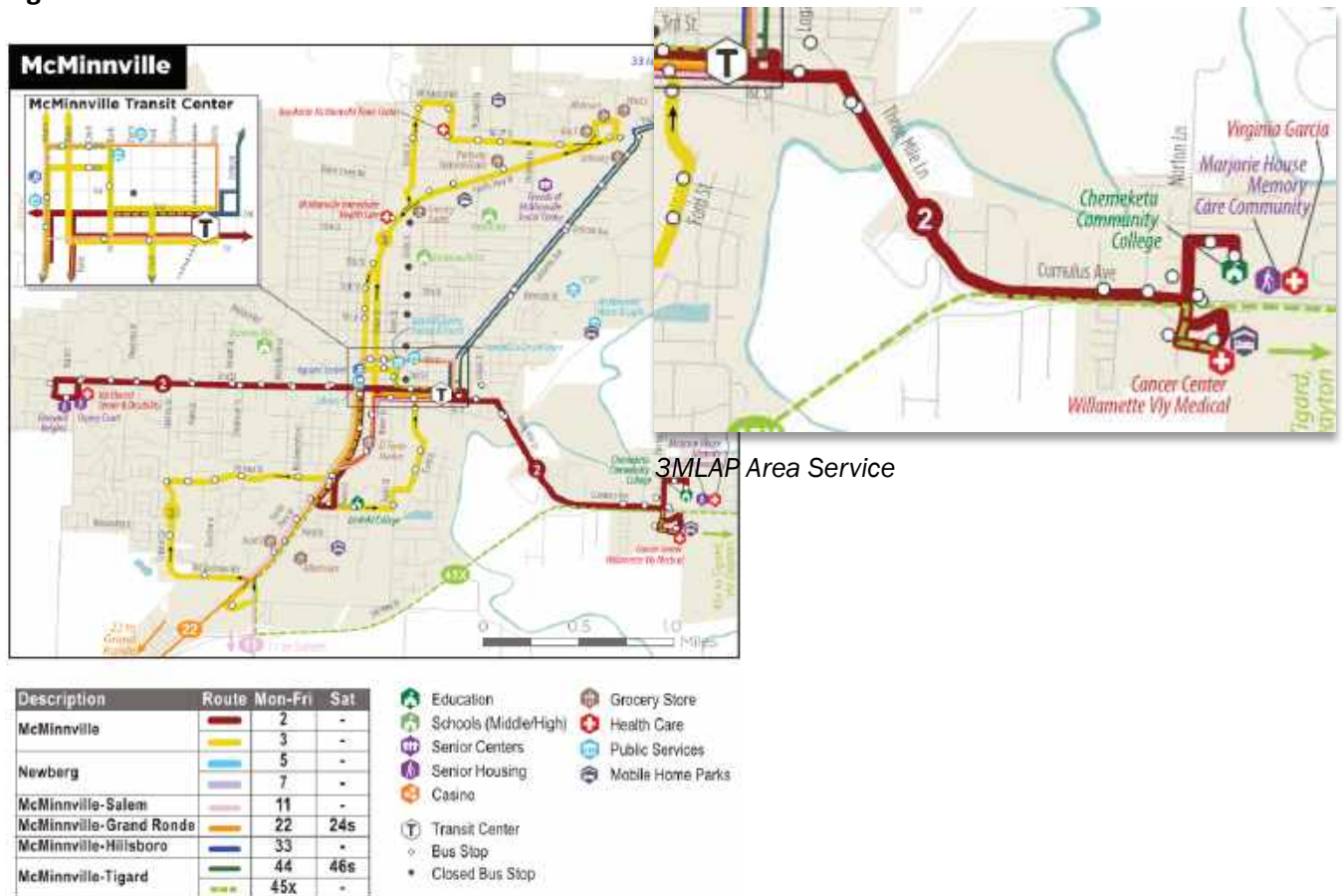


Figure 11 maps the 2017 daily ridership for local bus routes in McMinnville. Within the study area, boarding volumes are highest at Chemeketa Community College, Oregon Department of Human Services, Physician’s Medical Center, and the Willamette Valley Medical Center.

In 2018, YCTA adopted the Transit Development Plan (TDP). The TDP calls for the following future improvements to Route #2, serving the 3MLAP study area:

| | |
|------------------|---|
| Short-term | <ul style="list-style-type: none"> Expand service hours from 8 a.m. – 6 p.m. to 8 a.m.-7 p.m. Extend Route #2 to serve Virginia Garcia Medical Center Transition from flag stops to signed stops |
| Mid-Term | <ul style="list-style-type: none"> Introduce Saturday service |
| Long-Term | <ul style="list-style-type: none"> Expand service hours from 8 a.m.-7 p.m. to 7 a.m.-7 p.m. |
| Long-Term Vision | <ul style="list-style-type: none"> Expand service hours from 8 a.m. -7 p.m. to 6 a.m.-9 p.m. Expand route frequency from 60 minutes to 30 minutes |

Figure 11. YCTA Daily Ridership (2017)



Source: YCTA Transit Development Plan (2018)

3.3.1 Transit System Performance

ODOT’s APM also describes the Transit Multimodal Assessment Method used to assess transit service within the study area.

Methodology

The following factors are considered in the Transit Level of Service (LOS) for on-street and highway segments:

- Transit Schedule Speed
- Transit Frequency
- Passenger Load Factor
- Threshold for late bus arrival times

Transit MMLOS Scores

The Transit Multimodal LOS scores are also based on user perceptions (traveler satisfaction), and are graded like a report card from best (LOS A) to worst (LOS F). More frequent and on-time bus service will rate better than infrequent, often late arrival bus service.

The current, hourly transit service on Route #2 in the 3MLAP area is the primary factor considered in transit scoring, resulting in LOS E on Cumulus Avenue and Norton Lane.

McMinnville Route #2 Service

| Transit Level of Service | | | | | |
|--------------------------|---|---|---|---|---|
| A | B | C | D | E | F |

X

Other factors being equal, and if and when YCTA service increases to a 30 minute frequency, the future transit operations will improve to LOS C on the study area street system.

3.3.2 Transit Safety Evaluation

There were no reported transit bus crashes in the McMinnville urban area for the five-year period between 2012-2016.

3.4 VEHICLE SYSTEM

The adopted city and state traffic mobility targets and standards, study area intersections, and existing peak hour traffic operations and vehicle crash history are summarized in this section. **Figure 12** summarizes the ten study area intersections.

3.4.1 Mobility Targets

The 3MLAP update compares the study area intersections to mobility targets and standards, to indicate whether traffic operations maintain minimum levels of efficiency for motor vehicle travel. As identified in the Methodology Memorandum, both the city and ODOT use volume-to-capacity (v/c) ratios for their established mobility standards.

The volume-to-capacity ratio is the decimal representation (between 0.00 and 1.00) of the proportion of occupied capacity. Capacity is defined as the maximum motor vehicle throughput in one hour at an intersection turn movement or approach leg. Intersection v/c is the peak hour traffic divided by the hourly capacity of the intersection or movement. A ratio closer to 0 generally indicates smooth traffic operations and minimal delays. Ratios closer to 1.00 indicate increased congested and reduced intersection performance. A ratio exceeding 1.00 indicates that an individual turn movement, leg or total intersection is oversaturated, which typically results in excessive vehicle queues and long delays.

3.4.2 Intersection Traffic Operations

Intersection mobility targets vary by jurisdiction within the 3MLAP study area:

- For local city streets and intersections, McMinnville's 2010 Transportation System Plan (TSP) states a mobility standard v/c of 0.90 shall be used.
- All intersections under state jurisdiction in the study area must comply with the v/c mobility targets as defined in the Oregon Highway Plan (OHP), as outlined in **Appendix A**. The ODOT v/c targets are based on the state's classification of highways and posted speed limits.

Two of the ten study intersections were identified as intersections that do not meet performance targets during the peak hour in 2018. At these two intersections, motorists experience delays in excess of the mobility targets established by ODOT and McMinnville, for state and city streets, respectively. These two intersections, are located immediately outside of the study area, and include:

- Three Mile Lane @ First Street, and
- OR 18 @ Cruickshank Road

Existing (2018) Design Hour Traffic Volumes

Existing peak hour traffic volumes were developed as design hour volumes (DHV) to reflect the 30th highest hour of traffic in 2018. The procedure for determining 30th highest hour traffic volumes is specified in ODOT's APM³.

The 30th highest hour of traffic for the 3MLAP study area intersections typically occurs on weekdays from 4:15 p.m. to 5:15 p.m., during the peak season month of July. The 30th highest hour volumes for 2018 are summarized in **Appendix B**.

Intersection Operations

A complete list of existing study area traffic operations is given in **Appendix B**. **Figure 12** maps the summary v/c mobility scores indicating which study intersections are either under capacity, approaching capacity, or meeting or exceeding capacity. Further details regarding the traffic analysis methodology are included in **Appendix A**.

Signalized Intersections

Among the ten study intersections, two are signalized: OR 18 and Norton Lane, and OR 18 and Cumulus Avenue. These intersections have been found to operate at volume-to-capacity ratios well below ODOT's established standards (see **Table 3**).

³ Analysis Procedures Manual, Oregon Department of Transportation, Transportation Development Division Planning Section, Transportation Planning and Analysis Unit, Salem, Oregon, April, 2006, Section 4.3.

Table 3. Signalized Intersection Operations

| Signalized Intersections | | | | |
|--------------------------|------------------------|------|-----|-----------------|
| ID | Name | v/c | LOS | Mobility Target |
| 2 | OR 18 & Norton Lane | 0.62 | C | 0.80 |
| 3 | OR 18 & Cumulus Avenue | 0.56 | B | 0.80 |

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

1. At signalized intersections, the results are reported for the overall intersection performance.
2. The v/c ratios and LOS are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.

Source: David Evans and Associates, Inc.

Unsignalized Intersections

Critical movements at unsignalized intersections are typically the minor street approach left-turn or through movements. These movements require yielding to all other movements at the intersection, and are subject to longer delays. Left-turn movements from the major street are also subject to delays for those motorists yielding to oncoming traffic. **Table 4** summarizes existing peak hour traffic operations during the study of unsignalized intersections.

Two of the study area unsignalized intersections fail to meet established mobility targets:

- **Three Mile Lane & First Street** – Three Mile Lane is classified under the OHP as an urban principal arterial and in the McMinnville Transportation System Plan, as a Major Arterial. Three Mile Lane is the most direct connection between the 3MLAP study area and McMinnville’s downtown. Consequently, Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street.



Intersection Configuration: OR 18 & Cruickshank Road

- **OR 18 & Cruickshank Road** – Located just outside of McMinnville’s UGB and the 3MLAP study area, Cruickshank Road serves as a primary route to locations that are south of McMinnville via OR 233 and OR 154. OR 18 has a posted speed of 55 mph.

Cruickshank Road is posted with a stop sign. The northbound left-turn from Cruickshank Road is channelized and becomes the second westbound travel lane on OR 18.

Figure 12. Existing Traffic Operations:
Lane Configuration, Traffic Control, Peak Hour Volume, and Performance

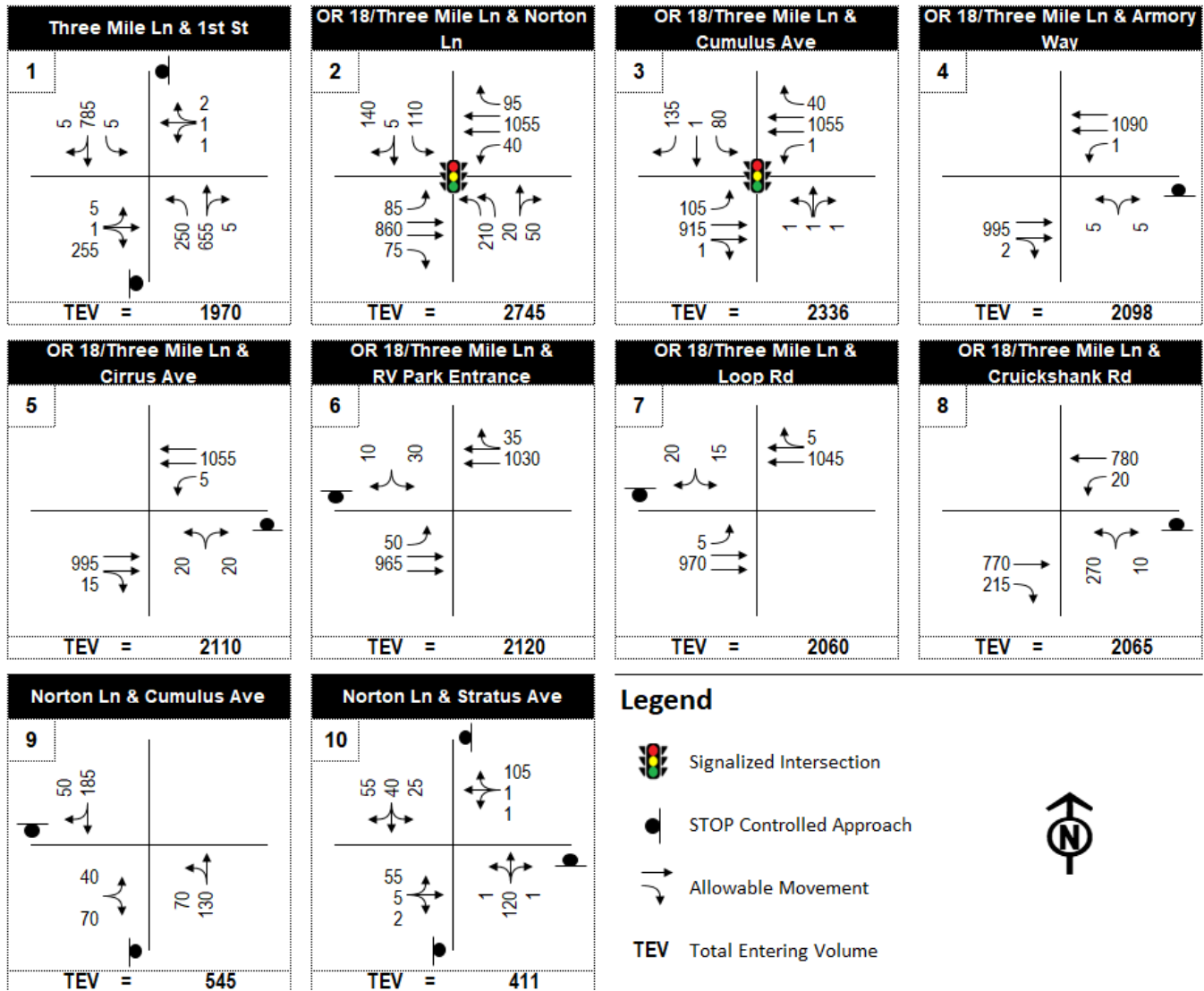


Table 4. Unsignalized Intersection Operations

| Unsignalized Intersections | | Northbound/Southbound | | | | Eastbound/Westbound | | | |
|----------------------------|------------------------------|-----------------------|------|-----|-----------------|---------------------|------|-----|-----------------|
| ID | Name | Critical Movement | v/c | LOS | Mobility Target | Critical Movement | v/c | LOS | Mobility Target |
| 1 | OR 18 & First St | NBL | 0.34 | B | 0.90 | EBLTR | 0.99 | F | 0.90 |
| 4 | OR 18 & Armory Way | NBLR | 0.07 | D | 0.95 | WBL | 0.01 | B | 0.80 |
| 5 | OR 18 & Cumulus Avenue | NBL | 0.22 | F | 0.95 | WBL | 0.01 | B | 0.80 |
| 6 | OR 18 & RV Park Entrance | SBLR | 0.21 | D | 0.95 | EBL | 0.09 | B | 0.80 |
| 7 | OR 18 & Loop Rd | SBLR | 0.27 | E | 0.95 | EBL | 0.01 | B | 0.80 |
| 8 | OR 18 & Cruickshank Rd | NBLR | 0.94 | F | 0.75 | WBL | 0.03 | B | 0.70 |
| 9 | Norton Lane & Cumulus Avenue | SBTR | 0.51 | C | 0.90 | EBLR | 0.16 | B | 0.90 |
| 10 | Norton Lane & Stratus Ave | NBLTR | 0.22 | B | 0.90 | WBLTR | 0.13 | A | 0.90 |

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Example: EBTR = eastbound through-right

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

1. At unsignalized intersections, the results are reported for the worst operating movements on major and minor approaches that must stop or yield the right of travel to other traffic flows.
2. The v/c ratios and LOS ratings are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.
3. Mobility target is reported for the critical movement, as defined in Note 1.

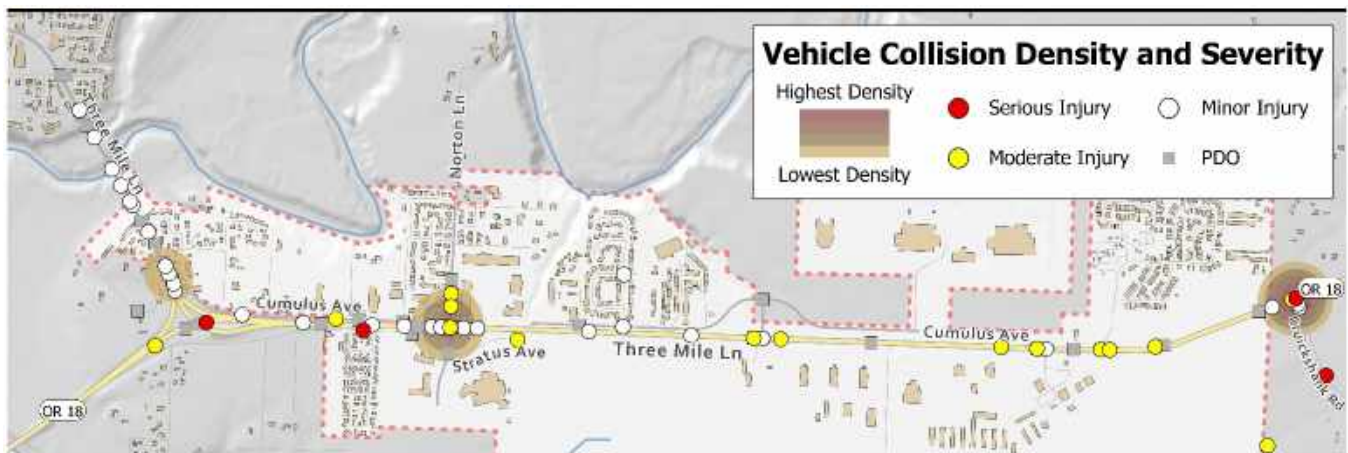
Source: David Evans and Associates, Inc.

3.4.3 Vehicle Safety Evaluation

Figure 13 maps the location of recent vehicle crashes within, and just outside of the 3MLAP study area.

A total of 173 crashes have been recorded for the study area (and immediate vicinity) for the five-year period of 2012-2016. The highest density of crashes are observed along OR 18, and particularly at its intersections with Cruickshank Road and Norton Lane.

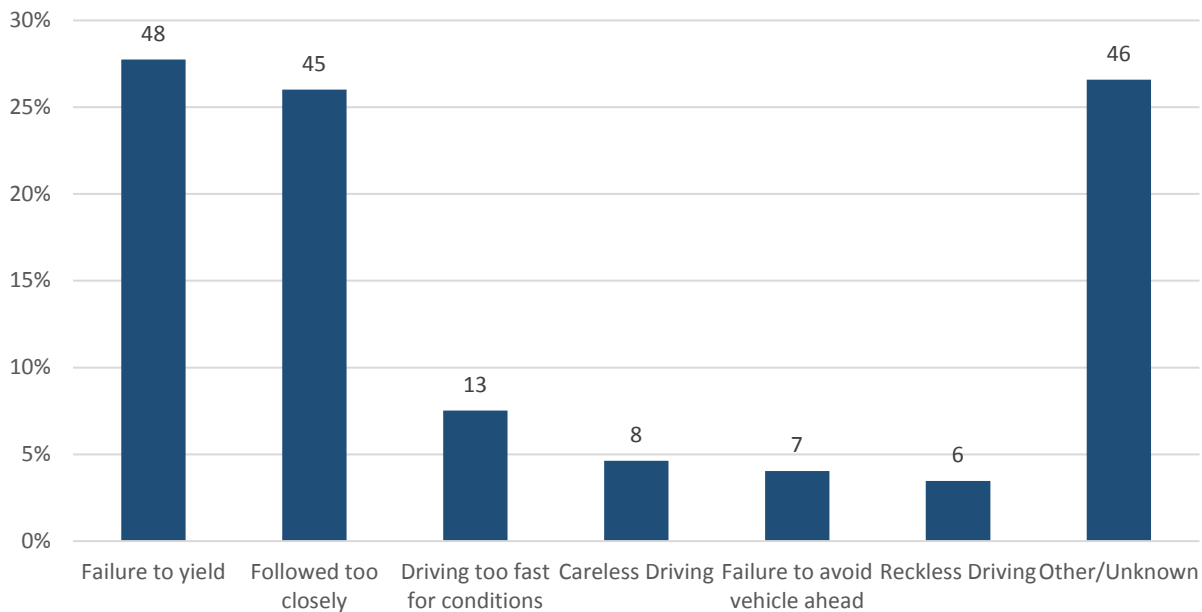
Figure 13. Vehicle Crashes: 2012-2016



Of the 173 crashes, the most commonly observed crash types were rear-end (40%) and turning movement (34%).

Figure 14 charts the general causes of vehicle crashes in the 3MLAP study area and vicinity.

Figure 14. Vehicle Crash Causes: 2012-2016



Data Source: ODOT Crash Data, 2012-2016

A more detailed safety analysis was conducted to determine whether any significant, documented safety issues exist within the study area, and whether findings can be used to inform future measures or general strategies to improve overall safety. This analysis includes a review of intersection crash history, intersection crash rates, and ODOT Safety Priority Index System (SPIS) data.

Serious Injury Vehicle Crashes

Over the five-year period of 2012-2016, there were no traffic fatalities recorded within or near the study area. During that period, six crashes within the study area and vicinity resulted in serious injuries. One of these crashes involved a pedestrian on Cirrus Avenue and is documented in **Table 1** above. **Table 5** summarizes the other five serious injury crashes. Three of the five serious injury crashes were observed at the intersection of OR 18 and Cruickshank Road, and all three crashes were the result of a driver failing to yield to vehicle traffic on OR 18, which is posted at 55 mph.

Table 5. Serious Injury Vehicle Crashes: 2012-2016

| Location | Crash Type | Light Condition | Posted Speed (mph) | Drugs/Alcohol? | Driver Action |
|---|---|--------------------------|--------------------|----------------|---|
| OR 18 (just west of Three Mile Lane off-ramp toward downtown) | Collision with a fixed object | Day | 45 | No | Driver drowsy/fatigued |
| Cruickshank Rd (south of intersection with OR 18) | Collision with another vehicle (head-on) | Dawn | 35 | No | Driving too fast for conditions; Drove left of center |
| OR 18 & Cruickshank Rd | Collision with another vehicle (turning movement) | Day | 55 | No | Driver failed to yield |
| OR 18 & Cruickshank Rd | Collision with another vehicle (turning movement) | Dark (with street light) | 55 | No | Driver failed to yield |
| OR 18 & Cruickshank Rd | Collision with another vehicle (turning movement) | Day | 55 | No | Driver failed to yield |

Intersection Crash Rates

Crash rates for the 3MLAP study intersections are evaluated based on three methods, as defined in the Oregon Highway Safety Manual:

- **Critical Crash Rate** - compares individual intersection crash rates to similar intersections⁴ within the 3MLAP study area;
- **Statewide 90th Percentile** - compares study area intersection crash rates to similar intersections across Oregon; and,
- **Excess Proportion of Specific Crash Types** - identifies the type of crashes that are over-represented at an intersection when compared to similar intersections within the study area.

In support of the study, ODOT performed counts of ten study area intersections: two 4-legged signalized intersections (4SG), two 4-legged stop-controlled intersections (4ST), and six 3-legged stop-controlled intersections (3ST). Because of the limited number study intersections types, calculations for Critical Crash Rate and Excess Proportion of Specific Crash Types are not statistically valid for the 4SG and 4ST intersections. Only results for 3ST intersections in the study area are reported.

Critical Crash Rate and Statewide 90th Percentile

The intersection of OR 18 and Cruickshank Road is the only three-legged, stop-controlled intersection in the study area that has a Critical Crash Rate that exceeds either the crash rate for similar intersections in the study area, or the Statewide 90th Percentile rate (see **Table 6**). The most commonly observed crash type at the intersection was turning-related, which accounted for 33, or 79%, of the 42 crashes at this intersection over the five-year period. The most commonly cited cause of crashes was drivers failing to yield the right-of way.

⁴ Similar intersections are grouped into “Reference Populations” which define major characteristics common to these groups. Four Reference Populations are used: 3-legged signalized intersections (3SG), 3-legged stop-controlled intersections (3ST), 4-legged signalized intersections (4SG), and 4-legged stop-controlled intersections (4ST)

Table 6. Crash Rates for 3ST Study Intersections

| ID | Intersection | Intersection Type | Total Crashes | Critical Crash Rate (per MEV**) | Statewide 90th Percentile Crash Rate | Observed Crash Rate (per MEV) |
|----|------------------------------|-------------------|---------------|---------------------------------|--------------------------------------|-------------------------------|
| 4 | OR 18 & Armory Way | Urban 3ST | 0 | 0.38 | 0.29 | 0.00 |
| 5 | OR 18 & Cirrus Ave | Urban 3ST | 2 | 0.38 | 0.29 | 0.05 |
| 6 | OR 18 & RV Park Entrance | Urban 3ST | 0 | 0.38 | 0.29 | 0.00 |
| 7 | OR 18 & Loop Rd | Urban 3ST | 1 | 0.38 | 0.29 | 0.03 |
| 8 | OR 18 & Cruickshank | Urban 3ST | 42 | 0.38 | 0.29 | 1.13 |
| 9 | Norton Lane & Cumulus Avenue | Urban 3ST | 3 | 0.38 | 0.29 | 0.28 |

Notes:

** Per MEV = Crashes per million entering vehicles; Critical crash rate (per Million Entering Vehicles) calculated based on 95% confidence level

Bolded and Shaded indicates a high crash rate compared to other similar intersections in the study area.

Source: ODOT crash data from January 1, 2012 to December 31, 2016

OR 18 and Cruickshank Road is located immediately east of the McMinnville urban area and has an operational crash rate of 1.13. For comparison purposes, the Statewide 90th Percentile crash rate for Rural 3ST intersections is 0.48. [Note: ODOT has included in the 2021-2024 STIP, funding to install a buffered eastbound right-turn lane on OR 18 at Cruickshank road. This improvement will likely help reduce the crash rate.]

Excess Proportion of Specific Crash Types

The Excess Proportion of Specific Crash Types method quantifies the extent to which a specific crash type (the target crash type) is overrepresented at an analysis site, compared to the average representation among similar intersections in the same study population.⁵ Analysis of excess proportion of specific crash types does not consider the overall frequency or rate of crashes; instead it considers only the types of observed crashes.

A greater than expected proportion of rear-end collisions is observed at the intersection of Norton Lane and Cumulus Avenue, see **Table 7**.

Although only two rear-end crashes occurred in the five-year period, the excess proportion value is an indicator of potential benefit from any intersection countermeasure: the greater the excess proportion value, the greater likelihood that the intersection will benefit from a countermeasure targeting rear-end collision types.⁶

⁵ ODOT Analysis Procedure Manual Version 2, Section 4.3.5, p. 4-76, 2016.

⁶ Highway Safety Manual 4-58

Table 7. Crash Rates for 3ST Study Intersections

| REAR-END CRASHES | | | | |
|---|------------------------------|--------------------------|--------------------|--------------------------|
| ID | Intersection | Intersection Type | Probability | Excess Proportion |
| 9 | Norton Lane & Cumulus Avenue | 3ST | 1.00 | 0.54 |
| <p><i>Notes:</i> A Limiting Probability of 0.90 was used Reference Populations: 3ST (6 study intersections)</p> <p><i>Source: ODOT crash data from January 1, 2012 to December 31, 2016</i></p> | | | | |

Safety Priority Index System (SPIS)

SPIS is a method used in Oregon to identify safety problems along state highways. Highways are evaluated in approximately one-tenth mile increments (often grouped into larger segments). Each year these segments are ranked by assigning a SPIS score based on the frequency and severity of observed crashes, and prevailing traffic volume. ODOT conducts more detailed crash analyses, and corrective actions are considered for highway segments ranked in the top 10%. **Table 8** summarizes the only segment of OR 18 within the study area, and vicinity that is listed in the top 10% of the most recent SPIS rankings.

Table 8. Top 10% ODOT SPIS Site Summary

| Route | BMP | EMP | ADT | Crashes | Fatalities | Serious Injuries | Connection | Percent | SPIS Score |
|-------|-------|-------|--------|---------|------------|------------------|------------|---------|------------|
| OR 18 | 48.50 | 48.68 | 19,500 | 28 | 0 | 2 | Loop Road | 95 | 78.19 |

Source: ODOT SPIS Report 2016 (2013-2015 Data)

The SPIS site documented in the above table is located just outside the eastern extent of the study area on OR 18 in the vicinity of Loop Road and Cruickshank Road. Possible factors that contribute to the high SPIS score for this segment include high vehicle speeds on OR 18, the high volume of vehicles that turn left from Cruickshank Road onto OR 18 westbound (quickly needing to attain the posted 55 mph speed on OR 18), and the close proximity of Loop Road and Cruickshank Road.

3.5 OFF-STREET PARKING

For reference, **Figure 15** maps the off-street parking lot inventory in the study area, by specific land use. **Figure 16** charts the parking space inventory and utilization of the key land uses in the study area. The inventory and utilization analysis is predicated on a Google Earth review and enumeration of occupied and vacant spaces, based on the Google aerial photograph dated July 16 (Monday), 2018 (estimated time of day – mid-morning).

During the typical weekday mid-morning, the area parking utilization is quite high. Parking utilization picks up later in the afternoon, due to increased visitors at the Evergreen Air and Space Museum and Waterpark facilities. The hospital parking lots are also relatively full, with a utilization rate of about 70%.

Figure 15. Study Area Off-Street Parking Inventory



Map Key

| | | | |
|---|---|---|--|
| A | Jehovah’s Witness ⁴ | N | Assisted Living ⁵ |
| B | American Legion ³ | O | Virginia Garcia Health Center ¹ |
| C | Physician’s Medical Center ¹ | P | Fircrest Assisted Living ⁵ |
| D | Yamhill County Housing Authority ² | Q | Evergreen Water Park ³ |
| E | Red Lion Inns ³ | R | Evergreen Intl’ Aviation ⁵ |
| F | Comfort Inn, Restaurant ³ | S | Evergreen Intl’ Aviation ⁵ |
| G | Medical Offices ¹ | T | Jackson Family Wines ³ |
| H | McDonalds ³ | U | Evergreen Intl’ Aviation ⁵ |
| I | Chemeketa CC, Offices, Theater ² | V | US Army National Guard ² |
| J | Willamette Valley Medical Center ¹ | W | Evergreen Intl’ Aviation ⁵ |
| K | New Horizons Church ⁴ | X | Evergreen Aviation Air & Space Museum ³ |
| L | Apartments ⁷ | Y | Evergreen Intl’ Aviation ⁵ |
| M | Apartments ⁷ | Z | McMinnville Airport & State Police ² |

¹ Medical

² Institutional

³ Commercial/Lodging

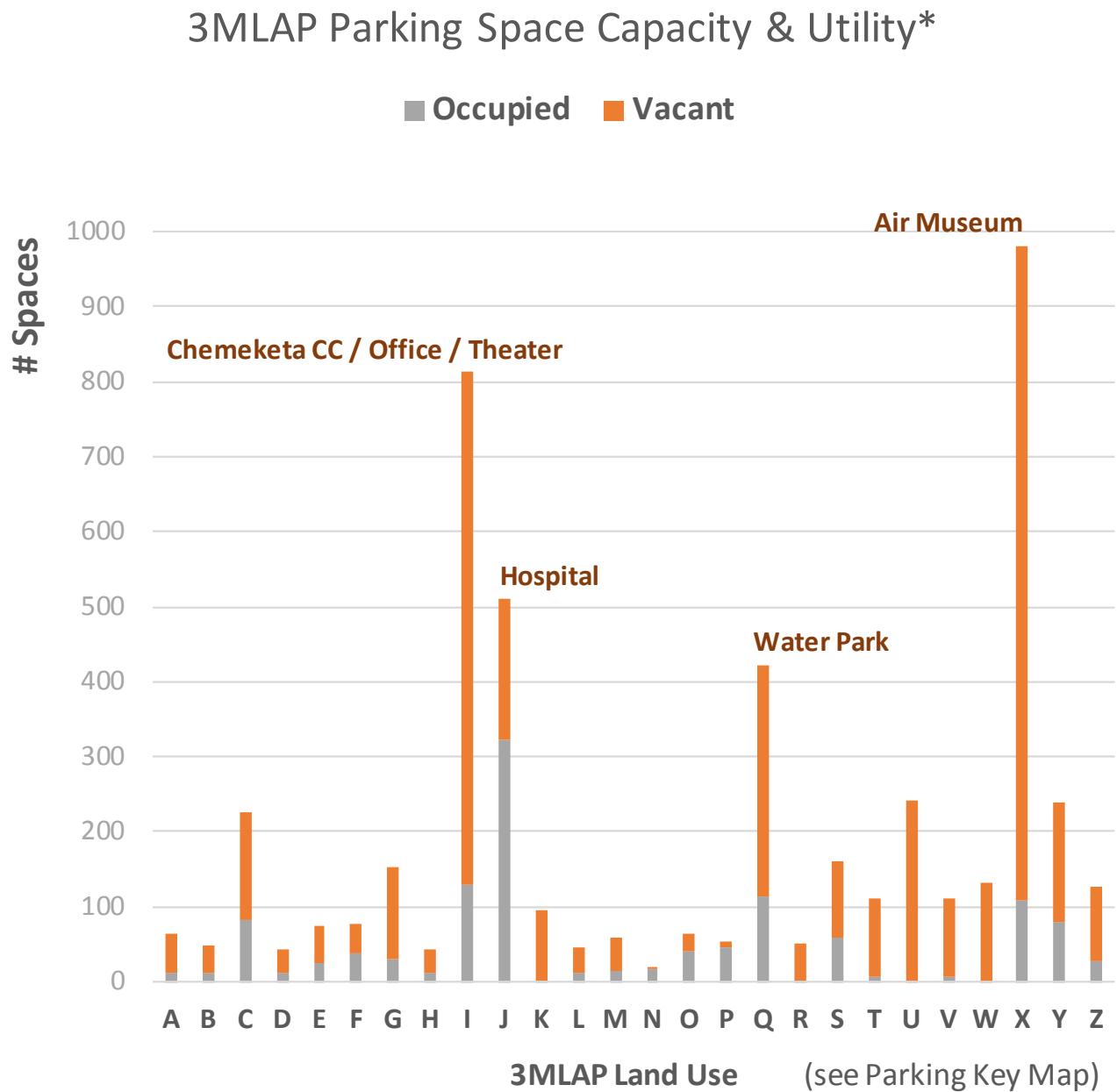
⁴ Religious

⁵ Business

⁶ Senior Housing / Assisted Care

⁷ Residential



Figure 16. Study Area Parking Capacity and Utilization





Source: Google Maps * July 16 (Monday), 2018 (mid-morning)

4 KEY FINDINGS

This section summarizes the existing, multimodal conditions within the 3MLAP study area:

| | |
|---|---|
|  | <ul style="list-style-type: none"> • Auto (vehicle) operation deficiencies are noted at the two intersections at the ends of the study area: Three Mile Lane and First Street, and OR 18 at Cruickshank Road. The two major signalized intersections on OR 18 at Norton Lane and Cumulus currently operate well within the mobility targets outlined in the Oregon Highway Plan. • There is a notable crash history at the intersection of OR 18 and Cruickshank Road. Three of the five serious injury crashes within the study area between 2012-2016 occurred at the intersection and all three were the result of a driver failing to yield to vehicle traffic on OR 18, which is posted at 55 mph. • Within the study, the OR 18/Cruickshank Road intersection is a logical location to consider including potential gateway streetscape improvements. Any gateway and traffic operation improvement options must consider limitations of vertical lighting and traffic control within the McMinnville Airport Vertical Clearance Zone. • There is an abundance of parking capacity serving several major land uses: Valley Medical Center, Evergreen Aviation/Air Museum/Water Park, and the original factory outlet center. |
|  | <ul style="list-style-type: none"> • The 3MLAP study area has very limited bicycle facilities, and frequently the only option available to cyclists is to ride in general purpose travel lanes. While the major streets in the area are generally flat with good pavement conditions, vehicular traffic volume is relatively high and travel at higher speeds (35 mph and higher). The lack of separate bike lanes, buffered bike lanes, or separated facilities contribute to a poor overall environment for cyclists seeking to travel within the study area network. • OR 18 has high travel speeds, long crossing distances and represents a major barrier for crossing cyclists. • With two exceptions, study area streets and highway routes lack bike lanes, and have posted speed limits of 35 mph or greater, producing high levels of traffic stress (BLTS 4). <ul style="list-style-type: none"> ○ Cumulus Avenue, east of Chemeketa Community College, has on-street bike lanes and a posted speed limit of 35 mph, resulting in moderate levels of traffic streets (BLTS 3). ○ With a posted speed limit of 25 mph, Norton Lane scores a BLTS 3 immediately north and south of OR 18, and BLTS 2 elsewhere, even in the absence of bike lanes due to its lower posted speed limit of 25 mph. • Creating attractive, low-stress bicycle facilities on key routes within the study area will require examining traffic calming design adaptations and lower speed limits, and implementing buffered bike lanes or separated pathways. |

| | |
|---|--|
|  | <ul style="list-style-type: none"> • Higher posted and operational speed limits along Cumulus and Cirrus Avenues (35 mph) are not conducive to an inviting, healthy, and comfortable pedestrian experience. • Many of the key existing streets and intersections in the 3MLAP study area contain essential but limited pedestrian features. Some of the sidewalks are older, but are functional; and the system provides a baseline, if minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge. • Older pedestrian design features are considered to be minimal under current guidelines. The existing pedestrian realm lacks important features that would otherwise contribute to more safe and inviting walking environments on Norton Lane, Cumulus Avenue, and Stratus Avenue. • The original factory outlet mall development introduces a barrier to more direct pedestrian and bicycle travel along Cumulus Avenue and the crossing of Norton Lane, making it more difficult for residents east of Norton Lane to walk and cycle to McMinnville’s central city. The landscaping perimeter provides only an informal and substandard pedestrian link to Norton Lane, and the absence of a designated crosswalk at the Norton Lane and Cumulus Avenue intersection makes walking more difficult within the corridor. |
|---|--|

| | |
|---|---|
|  | <ul style="list-style-type: none"> • YCTA provides limited (hourly) service in the study area on Route 2, with direct links to downtown McMinnville and the city Transit Center. This limited service is the primary factor that contributes to the poor system performance rating. Other factors being equal, and if and when YCTA service increases to a 30 minute frequency, the future transit operations will improve to LOS C on the study area street system. |
|---|---|

The findings from this Memorandum will be used to help identify improvement projects in later phases of the 3MLAP development.

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5 APPENDIX A METHODOLOGY MEMORANDUM

6 APPENDIX B EXISTING PEAK HOUR (30TH HIGHEST DESIGN VOLUME) INTERSECTION TRAFFIC OPERATIONS ANALYSIS

HCM Reports

Attached are HCM 2000 reports for the two signalized study intersections and HCM 6th Edition reports for the eight unsignalized study intersections. The following should be noted when reviewing these reports:

Study Intersection 8 (OR 18/Three Mile Lane & Cruickshank Rd) – Due to this intersection’s non-traditional lane configuration characteristics, westbound through volumes were set to zero in order to model the northbound left turn to best simulate the intersection’s seagull configuration.

Study Intersection 9 (Norton Lane & Cumulus Avenue) – Due to this intersection’s non-traditional traffic control characteristics (stop-controlled for the EB and SB approaches and free for the NB), this intersection was remodeled as a conventional four-legged, two-way stop controlled intersection with entering volume of zero on the leg opposite the free NB approach. Volumes for the southbound, Norton Lane stop-controlled approach were moved to a remodeled westbound approach. This approach may slightly overestimate the v/c for some of the movements. Results indicate low v/c ratios for all movements at this intersection despite the possibility of an overestimation. Therefore, it is conservatively estimated that Intersection 9 performs at a v/c well below established mobility standards during the PM peak hour.

Study Intersection 10 (Norton Lane & Stratus Ave) - Due to this intersection’s non-traditional traffic control characteristics (stop-controlled for the EB, WB, and NB approaches and free for the SB), this intersection was modeled twice: first, with the EB and WB approaches stopped, and the NB and SB approaches free; and second, with the NB and SB approaches stopped, and the EB and WB approaches free. Using this methodology, the NB approach was found to have the maximum v/c ratio for any approach yielded by both Intersection 10 models. It should be noted, however, that this approach overestimates the v/c for this approach. With a v/c of 0.22, even with this overestimation, it is conservatively estimated that Intersection 10 performs at a v/c well below established mobility standards during the system PM peak hour.

7

McMinnville Three Mile Lane Area Plan: Market Analysis

Date April 16, 2019 | FINAL DRAFT
To McMinnville Three Mile Lane Area Plan
 Project Management Team
From Chris Zahas and Sam Brookham,
 Leland Consulting Group

Executive Summary

This executive summary provides an overview of the McMinnville Three Mile Lane Market Analysis, which assesses conditions for residential, commercial, office, and industrial development, as well as public recreational facilities. The executive summary includes a description of residential, commercial, office, and industrial forecasts and demand.

Population and Employment Forecasts

The Population Research Center at Portland State University (PSU) produces the annual Population Estimates for Oregon and its counties and cities, as well as the estimates by age and sex for the state and its counties. The population is projected to grow faster from 2020 onwards within the McMinnville UGB than in Yamhill County.

Table ES- 1. Population Forecasts, 2017-2040

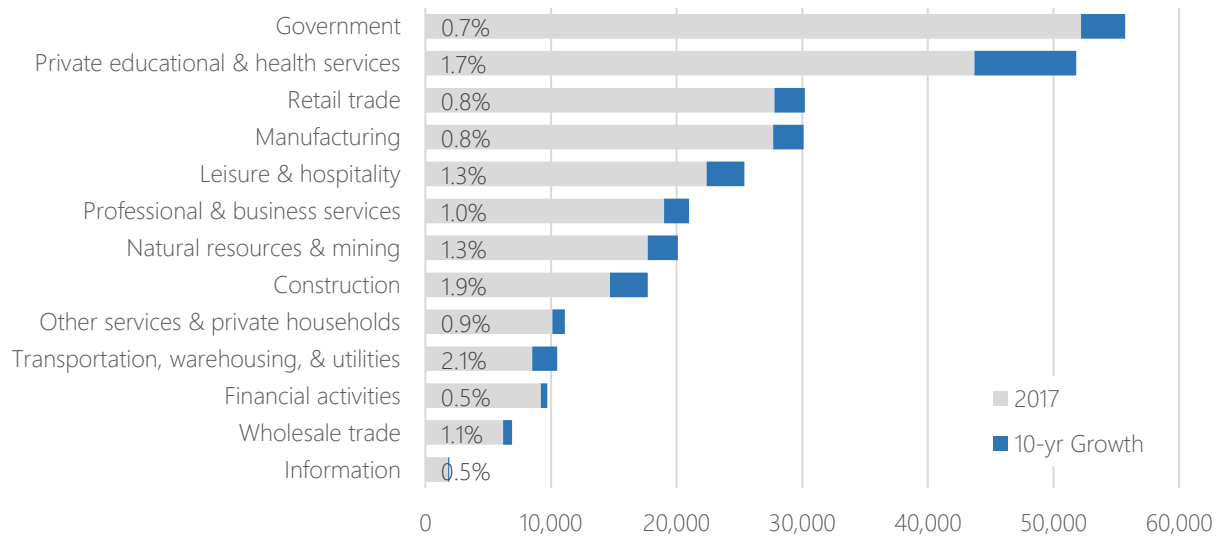
| Area / Year | 2017 | 2020 | 2025 | 2030 | 2035 | 2040 |
|--------------------|---------|---------|---------|---------|---------|---------|
| Yamhill County | 106,555 | 111,101 | 119,339 | 127,404 | 135,096 | 142,311 |
| Annual Growth Rate | N/A | 1.40% | 1.44% | 1.32% | 1.18% | 1.05% |
| McMinnville UGB | 34,293 | 35,709 | 38,437 | 41,255 | 44,122 | 46,956 |
| Annual Growth Rate | N/A | 1.36% | 1.48% | 1.43% | 1.35% | 1.25% |

Source: Portland State University

The study area has a diversified employment base, reflecting the broad range of commercial and industrial businesses in the area. Key takeaways relating to regional employment forecasts include:

- More than one-quarter of all projected employment growth is expected to be in the educational and health services industries, with most in the health care field specifically.
- Industries that typically drive the majority of new office demand—namely Professional and Business Services, Financial Activities, and Information—are among the industries projected to see the slowest employment growth among all industries, and collectively account for eight percent of total projected employment growth.
- Manufacturing employment—the primary driver of industrial development—is projected to be responsible for eight percent of total employment growth.

Figure ES- 2. Projected New Employment Growth, Mid-Valley Region, 2017-2027



Source: Oregon Employment Department (QualityInfo.org).

Real Estate Market

Key takeaways relating to market conditions and real estate trends within the region, City, and Three Mile Lane study area specifically, are as follow.

- Residential prospects** are strong regionally and nationally, but market conditions are weaker in McMinnville. Significant growth in the Mid-Valley region has driven demand for household growth—for both multifamily and single-family. Growth projections for the region suggest demand will remain strong market-wide, although new development in McMinnville has clustered around the western and northern edges of the city. However, existing rents in the region are relatively low and may struggle to attract prominent multifamily developers in the region due to the continuously rising nature of construction costs. The single-family market is very tight, with strong absorption but very little inventory currently listed for sale—particularly in the sub-\$400,000 categories. Single-family homes, multiplexes, townhomes, cottage clusters, and low-rise “garden” apartments are all residential development types that would likely be feasible in the study area in the near-term. Higher-density developments may require additional incentives or other interventions.
- Retail prospects** are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.
- Industrial users** are likely to find the Three Mile Lane area an attractive location given its separation from incompatible land users (like residential), ease of access, highway location, level terrain, and

proximity to the airport. While industrial development prospects at the national level are strong, especially warehouse and distribution—largely because of the rise of e-commerce—the Three Mile Lane corridor is not centrally located to large population centers and is therefore unlikely to capture much of this growing market. Instead, industrial growth is likely to be down to the growing agriculture and food and beverage production industry (including the wine industry). These latter users would be consistent with the existing industrial zoning while creating interesting places and improving walkable access to amenities.

- **Office prospects** are potentially strong but limited. Employment data shows few jobs and low historical growth for industry sectors that typically drive demand for new office space. Regionally, however, projections show significant employment growth in education, healthcare, and professional and business services—all of which drive the most demand for new office construction. If McMinnville is able to reposition its office market to capture a greater share of this regional growth, office prospects may expand. Indeed, two businesses recently relocated to the Three Mile Lane Area because of the lack of available office space downtown—reflecting the very low vacancy rate—but wished to remain in McMinnville because of the high quality of life. McMinnville’s quality of life not only has a positive impact on business retention, but there has also recently seen a significant uptick in small high-tech relocations from Silicon Valley that are struggling to find office space. Build-to-suit office opportunities may also arise and help build momentum in the local office market, especially with regard to healthcare and education where there are some existing major tenants and institutions.
- **Lodging** is likely to be a significant development type over the long-term, but the area may struggle to attract hotel developers due to its existing industrial character, lack of walkable amenities, and isolation from downtown. An assessment of the opportunities to capture demand associated with the burgeoning \$7 billion wine industry in the Willamette Valley and related tourism development requires further, more nuanced analysis.
- **Tourism** is a booming industry, particularly with regard to the wine industry, increasing market pressure for the new construction of compatible uses, such as experiential retail and restaurants, lodging, and craft industrial, as well as recreational amenities, such as trails and parks, that combined help to create an authentic, vibrant place.

Three Mile Lane in its entirety is located within an Opportunity Zone, a new tax program created by the 2017 Tax Cuts and Jobs Act designed to spur investment in distressed communities. Investors may defer tax on capital gains up to December 31, 2026, by making an appropriate investment through a qualified opportunity fund (QOF) in accordance with certain requirements. This will increase returns and should make investing in opportunity zones more appealing.

Demand and Forecasted Absorption

The following table provides a summary of market area demand for all applicable land uses. The table also includes an estimated development program for the Three Mile Lane study area, which is LCG’s projected “capture” of regional growth—based on historical trends, land supply, and anecdotal evidence based on the

two focus group discussion conducted to date.¹ The justification for both these numbers is included in the “Notes” column.

It is important to note that these numbers are not specific recommendations; rather, they simply provide an indication of the potential program mix based on market strength. Changes to the mix and specific numbers are anticipated with changes to the zoning, land supply, and public interventions, among other market disrupters.

Table ES- 3. Summary of Market Area Demand and Three Mile Lane Capture

| Land Use | Market Area Demand | 3ML Est. Program | Notes |
|-----------------------|--------------------|------------------|--|
| Ownership Residential | 2,555 units | NA | The market is strong for single-family, with high home values, household incomes, sales volumes, absorption, and construction activity. The quantity depends largely on the City’s vision for the area, applicable zoning, and buildable land. |
| Rental Residential | 1,224 units | 240 units | Despite solid national development prospects and strong market area demand due to high growth, low-rise rental apartments and multiplexes are likely the primary building types feasible in the study area because of relatively weak market characteristics. |
| Retail | 539,200 sf | 150,000 sf | 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. |
| Office | 144,500 sf | 30,000 sf | The office market is relatively weak, and the absorption of significant speculative new development should not be expected. However, opportunities may arise because of McMinnville’s high quality of life, and the Three Mile Lane corridor’s proximity to the airport and institutional users, such as healthcare and education. |
| Industrial | 793,000 sf | 80,000 sf | The industrial market remains strong due to the growth of agriculture, food and beverage production, and manufacturing. Continued growth may generate demand in the study area, but development may negatively impact prospects for other land uses, such as lodging and multifamily. |
| Lodging | NA | NA | Lodging is a specialized development type, which may be feasible given McMinnville’s strong tourism industry. However, a weak office market may limit feasibility in the short-term. |

Source: Leland Consulting Group

¹ Where applicable, LCG increased the projected growth rate to reflect higher spending due to tourism from the burgeoning wine industry. Spending generated from tourism would not otherwise get captured within LCG’s demand models as the majority of demand is typically generated by those that live and work within the primary market area.

Introduction

The Three Mile Lane Area Plan (3MLAP) project will develop an area plan for the Three Mile Lane corridor in McMinnville, updating the 1981 Three Mile Lane Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The 3MLAP will integrate a wide range of land uses and a multi-modal transportation system that serves both local and state transportation needs and provides active connectivity within the plan area as well as to the City's downtown core. The project will consider how to maximize the opportunities for job creation, housing, and resiliency planning in the corridor by leveraging the land assets to their highest and best use for affordable housing, industrial development, tourism development, hospital expansion, airport expansion, and gateway improvements.

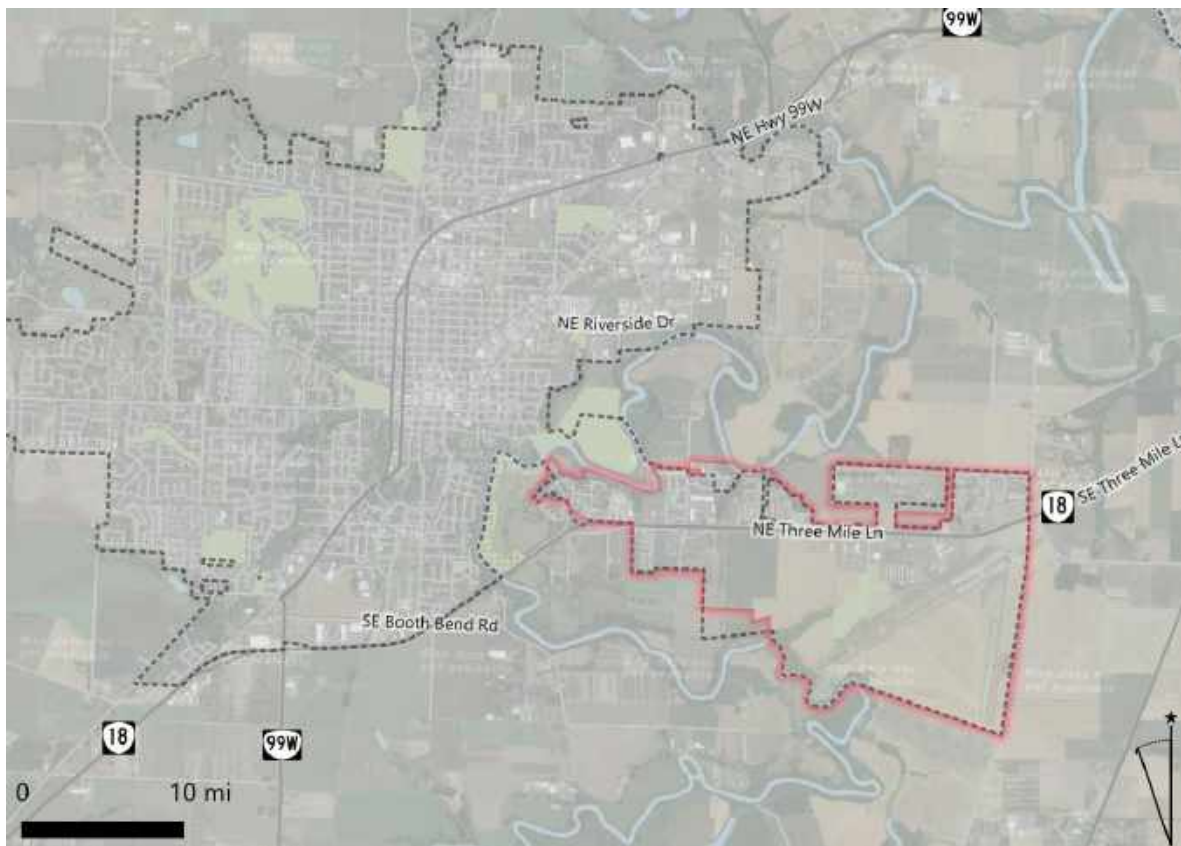
Task Overview

This Market Analysis includes existing and future market conditions for development in the Project Study Area based on current forecasts for population and employment growth; published forecasts for expected growth and development trends; contact with industry professionals; and information provided by participants project meetings and other public input.

Project Study Area

The project study area is located in the southeast arm of McMinnville, centered around State Highway 18/Three Mile Lane, as indicated below in Figure 1.

Figure 1. Three Mile Lane Study Area



Source: Google, TIGER, Leland Consulting Group

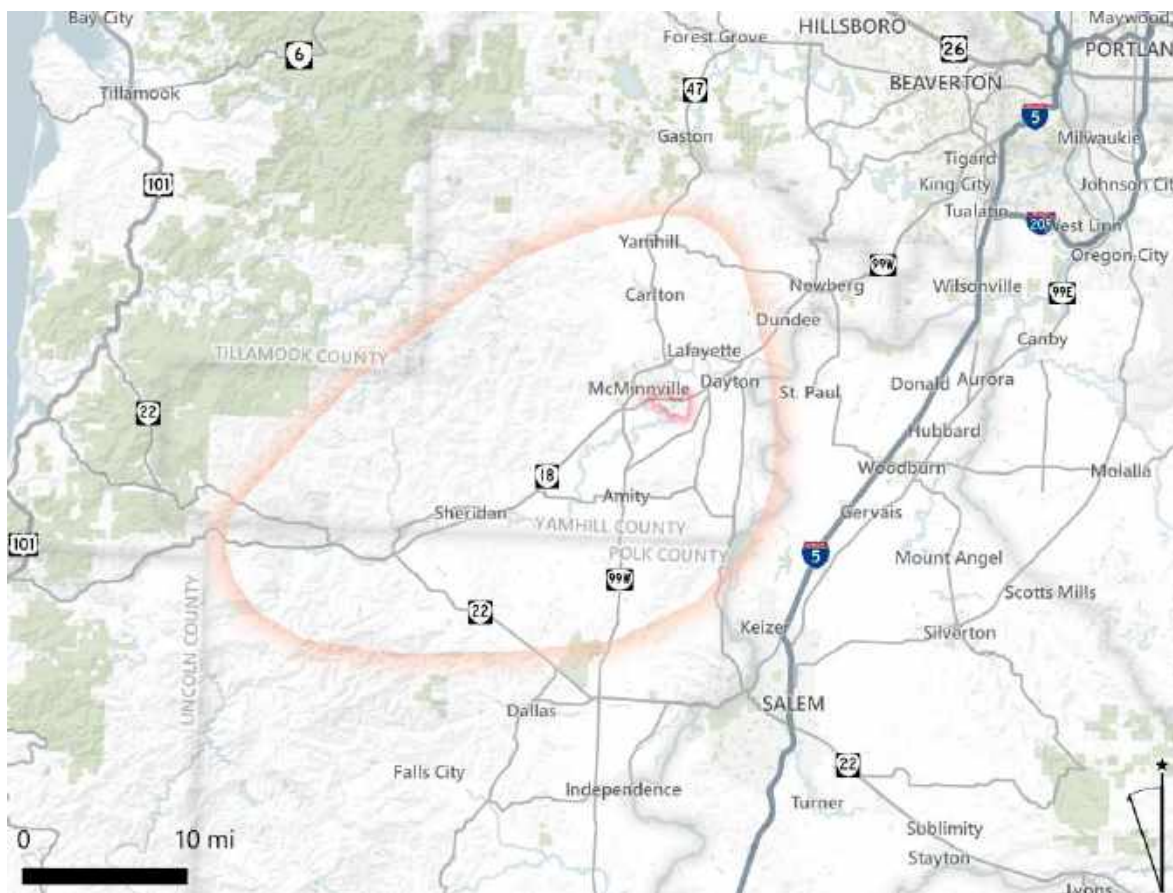
The Market Area

The market area, as defined in Figure 2, represents the area from which the most demand for residential, commercial, and industrial uses will originate, and where most of the competitive development is located. Residents and businesses located in this area are the primary groups to support retail on site, lease/utilize office space, and live in the study area. The market area is roughly bounded by the Willamette River to the east, Tillamook State Forest to the west, and Polk County to the south—although the market does extend into Polk County, there are few residents or jobs located in this area—and the City of Yamhill to the north.

The market area is defined based on several variables, including drive time, destinations, and commute patterns and other relationships to the City of McMinnville. As the most southwestern city of significance on the way to the coast, the market area extends further southwest than it does to the north and south, where McMinnville is unlikely to out-compete with Oregon’s major metropolitan regions—namely Portland and Salem. The pass-through traffic on Highway 18 from Portland to the coast is another market of importance to retailers and tourism-related developers, but not necessarily captured within this report. The retail leakage analysis, discussed in depth later in this report, would capture some of the retail spending, but impacts to hotels, wineries, and other important tourism-related organizations and development would not be cataloged.

McMinnville and other cities located on the western periphery are likely to capture the majority of demand in the Western Willamette Valley, while Newberg is closer to the Portland Metropolitan Area and more likely to capture demand for residents and businesses whose lives and livelihoods are oriented towards Portland.

Figure 2. Regional Overview and Market Area



Source: TIGER, Leland Consulting Group

National and Regional Context

Development Context and Market Trends

Development and Land Use Types

This section includes excerpts from the Urban Land Institute’s (ULI) Emerging Trends in Real Estate report for 2019, an annual publication that assesses the state of real estate markets both nationally and locally based on interviews and surveys with experts in development and finance. Both national and regional trends have an impact on future land uses in the study area: they set the stage for the types of investments that are desirable for real estate developers and investors.

*Emerging Trends*² suggests that access to talent (i.e., well-educated workers) is what drives the economies of many of the Pacific Northwest markets.

The Portland metropolitan region³ is described by ULI as a "solid 18-hour city" whose strengths include strong economic growth due to increased wealth in the market, a high quality of life and attractive outdoor activities, and a diverse workforce that helps to supply trained labor to industries.

While the regional economy is not considered as strong as other Pacific Coast major metropolitan regions, it has experienced the benefit of being able to offer a more competitive cost structure to its more expensive neighbors along with a high quality of life for residents. This is a prime example of how quality of life can drive an economy and one that McMinnville can continue to leverage, especially given the affordability challenges facing the Portland metro.

Indeed, the main challenges in the Portland metropolitan area are housing affordability and critical infrastructure enhancements, where the median home value is \$338,000 and the median household income is \$68,100. McMinnville’s relationship to the Portland metropolitan region may be nuanced, but affordability appears to be a factor. According to 2015-2016 migration data from the IRS (which is based on the address on annual tax returns), Yamhill County attracted approximately 230 households from Multnomah County, with only 173 households migrating *from* Yamhill to Multnomah during this same period. In general, Yamhill’s migratory relationship with other Oregon counties is more prevalent than Multnomah: approximately 65 percent of incoming households to Yamhill County in 2015 to 2016 were from Oregon, compared to only 37 percent for Multnomah. Further, 69 percent of households *leaving* Yamhill migrated to other Oregon counties, compared to only 51 percent of Multnomah households.

² [URL](#)

³ Since McMinnville is on the periphery of the Portland metropolitan area, Portland directly impacts McMinnville’s economy.

Figure 3. Local Outlook: Pacific Northwest



Source: ULI

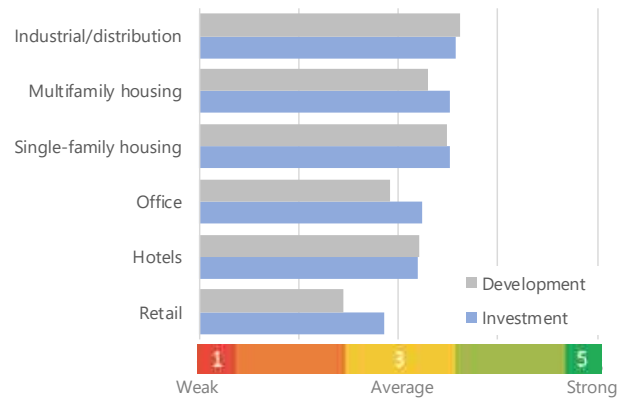
National Real Estate Development Prospects

Emerging Trends also provides guidance about the types of development that are likely to be most desirable in the coming years from a developer and investor perspective. While this is a national outlook, the guidance is relevant for most local markets, including McMinnville.

The following figure shows ULI’s high-level summary of national investment and development prospects for 2019. Several notable features are described below.

Industrial and distribution are favored development types, largely because of the acceleration of online retailing, and the need for distribution points for these goods. However, developers will seek to locate online distribution centers near the center of metropolitan areas where the density of residents and businesses is greatest, therefore the impact of this trend in McMinnville is likely to be modest. Single-family housing has picked back up significantly; for many years following the great recession the development of single-family housing was much slower. Multifamily housing is also seen as having fair to good development prospects. Hotel development is judged to be just above fair.

Figure 4. National Development Prospects, 2019



Source: ULI

LCG’s experience is that hotel development is a specialized form of development, which will continue to work in specific locations, often with an established base of major employers or a major tourism draw, as McMinnville has. Office development is less desirable,⁴ in part because the new generation of white-collar employees requires less space: many hard-wall offices have been eliminated in favor of open floor plans, more employees are working remotely, and paper filing and other “analog” space requirements have become digitized. A majority of new office development has also taken place in close proximity to central business subareas (e.g., downtown Portland), where many young professionals locate and where job growth has been fastest.

New retail development is seen by investors as the riskiest and least desirable type of development, primarily due to the rapid expansion of online retailers who are capturing market share from mall anchors and commodity retailers. Sears, Macy’s, Toys R Us, Sam’s Club, J.C. Penny, and Payless Shoes are among the chains that have completed major store closures. The retrenchment of these traditional retailers and years of high vacancies have made retail developers cautious. Nevertheless, there may be opportunities for retail growth in under-served markets or areas with significant population growth.

The Impact of Tourism on Development

There are several emerging trends in traveler behavior and consumer preferences that have a significant impact on tourism, and therefore should be considered in terms of potential investment decisions. While investments

⁴ However, two office-related businesses have recently moved to Three Mile Lane because they outgrew downtown locations. Office market characteristics provided later in this report shows a low vacancy rate in the office market of 1.4 percent, suggesting a significant lack of available office space.

are typically related to commercial estate, tourism can often also result in residential demand as visitors are drawn to a particular quality of life (for example, young, emerging professional looking to relocate or retirees looking for a place to retire). Some of these trends are described below.

- **Authenticity** – Travelers are increasingly seeking authenticity in the places they visit, where they can experience deeper and more personal connections. According to a travel trend poll of travel agents by American Express in 2014, more than one-third (34 percent) of respondents said customers are seeking to immerse themselves in unique and authentic aspects of their travel destinations.
- **Interactive/Experiential Tourism** – It is more likely that a visitor will be motivated to travel to a destination, extend their stay or return for a future visit if the attractions and assets allow for direct interaction. This has significant implications for the art/culture, entertainment/festival, culinary and other sectors of the McMinnville visitor offering.
- **Culinary/Food Tourism** – Authentic food experiences have become a popular motivator for travel, according to research conducted by TrekkSoft, an international tour operator software company. In a worldwide survey of nearly 150 tour operators, respondents described food markets, tasting sessions, cooking lessons and vineyard/farm visits as growing in popularity.
- **Health and Wellness** – Health-conscious consumers are now seeking to enhance their well-being through travel experiences. In 2017, Booking.com found that 40 percent of travelers are interested in a health and well-being travel experience, such as locally sourced menus, improved access to recreational activities such as yoga, and wellness- or fitness-oriented events.
- **Leveraging Waterfronts** – Both large- and mid-sized communities throughout the country have invested in their scenic waterfronts by planning and supporting the development of shopping districts, outdoor restaurants and river walks. Cities such as Grand Rapids (MI), Bend (OR), Pueblo (CO), Reno (NV) and many others have developed extensive plans and zoning adjustments to add riverside cafes, unique retail, gondolas, craft breweries and other assets that build on these invaluable natural assets.

The Impact of Airports on Development

The 650-acre McMinnville Municipal Airport is located within the Three Mile Lane Study Area on the south side of Highway 18. The facility can accommodate private jet aircraft, but there is no commercial airline that services McMinnville. Most of the aircraft housed at the airport are small planes owned by private individuals. There are also a few jets and a significant helicopter presence due to the helicopter flight school.

While there is not currently commercial air service operating out of the airport, it is important to acknowledge any impact it has on the area's prospects, including any related development opportunities. An assessment of national trends in general aviation and related development helps provide context for possible opportunities.

Nationally, many modern airports now generate most of their revenues from sources other than aviation. Airport authorities are no longer stale bureaucracies. They have quietly been morphing into what can best be called entrepreneurial landlords.

Depending on local circumstances, airports have seen the following types of development (in addition to the usual airport facilities like parking, etc.), either on their lands or directly adjacent to their lands (many of these are in high demand and, therefore, currently at a premium):

- Hotel developments
- Conference/convention centers
- High-end outlet malls
- Destination shopping centers
- Corporate head offices
- Mixed-use developments (shop, work, play, stay)
- Office buildings
- Post-secondary education facilities, specifically aerospace-related
- High-tech business parks
- Industrial developments (manufacturing, warehousing)
- Cargo facilities
- Casinos
- Entertainment destinations
- Recreational facilities
- Botanical gardens
- Butterfly gardens
- Residential developments
- Libraries
- International sports facilities
- Local amenities

Demographics

This section provides an overview of past, existing, and projected demographic conditions.

Household and Population Characteristics

In 2018, the project study area was home to just over 2,000 residents—approximately six percent of McMinnville’s total population and three percent of the market area. The market area—which is mostly located in Yamhill County—contains about three-quarters of the County’s population.

The study area’s population has grown at the fastest rate versus the city, county, and state, although total numerical growth has been relatively little. McMinnville, in general, has generally experienced significant population growth—particularly from 2000 to 2010.

Table 1. Population Counts

| | Study Area | McMinnville | Market Area | Yamhill Co. | Oregon |
|--------------------------|------------|-------------|-------------|-------------|-----------|
| 2000 Total Population | 1,536 | 27,198 | 59,834 | 84,992 | 3,421,399 |
| 2010 Total Population | 1,856 | 32,187 | 69,597 | 99,193 | 3,831,074 |
| 2018 Total Population | 2,086 | 34,366 | 75,125 | 104,675 | 4,185,014 |
| 00-10 Annual Growth Rate | 1.9% | 1.7% | 1.5% | 1.6% | 1.14% |
| 10-18 Annual Growth Rate | 1.5% | 0.8% | 1.0% | 0.8% | 1.11% |
| 00-18 Annual Growth Rate | 1.7% | 1.3% | 1.3% | 1.2% | 1.13% |

Source: ESRI and Leland Consulting Group

Selected household characteristics are provided in the following table. Generally, existing households in the Three Mile Lane study area are slightly smaller, have higher incomes, and are significantly older, more diverse, and less educated than McMinnville and the wider region. Further, home values are higher than the City and market area average, yet lower than the county and state, likely because despite there being relatively few homes in the study area, most were built post-2000.

Table 2. Select Demographic and Housing Characteristics, 2018

| | Study Area | McMinnville | Market Area | Yamhill Co. | Oregon |
|---------------------|------------|-------------|-------------|-------------|-----------|
| Avg. Household Size | 2.58 | 2.65 | 2.74 | 2.73 | 2.50 |
| Median Home Value* | \$291,043 | \$277,574 | \$292,514 | \$307,273 | \$301,025 |
| Median HH Income | \$55,460 | \$53,456 | \$57,553 | \$61,863 | \$57,902 |
| Per Capita Income | \$27,729 | \$26,783 | \$27,420 | \$28,571 | \$31,775 |
| Median Age | 40.9 | 35.7 | 38.1 | 38.0 | 39.7 |
| Non-white Pop | 20.6% | 17.8% | 16.5% | 14.6% | 16.4% |
| Bachelor's + | 19.0% | 24.4% | 22.2% | 26.3% | 33.4% |

Source: ESRI and Leland Consulting Group

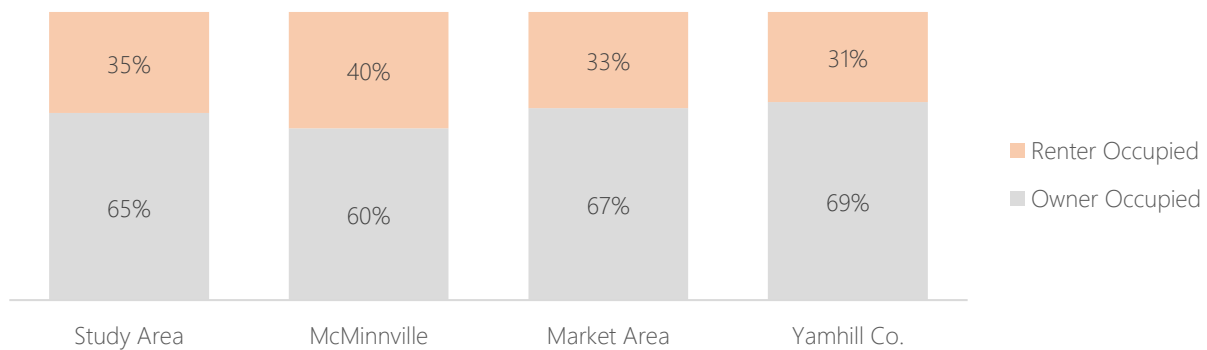
*Owner-occupied housing only

As shown in Figure 5, the study area has a greater proportion of renters compared to market area and county (where owner-occupied households are the norm), but less than the City of McMinnville. This is likely reflective of the higher proportion of older and higher-income households in the study area versus McMinnville.

The Pew Research Center indicates that certain demographic groups—such as young adults, nonwhites, and those with less educational attainment—have historically been more likely to rent than other groups, and rental rates have increased among these groups over the past decade. However, rental rates have also increased among some groups that have traditionally been less likely to rent, including whites and middle-aged adults.⁵

In fact, although renting is most common among young adults, nearly everyone rents at some point in their lives—whether by choice or by necessity. However, rental housing is particularly important for low-income and minority households, about half of whom are renters. As a result, supplying affordable units in a variety of structure types and neighborhoods is a critical national housing policy priority.^{6,7}

Figure 5. Tenure, 2018



Source: ESRI and Leland Consulting Group

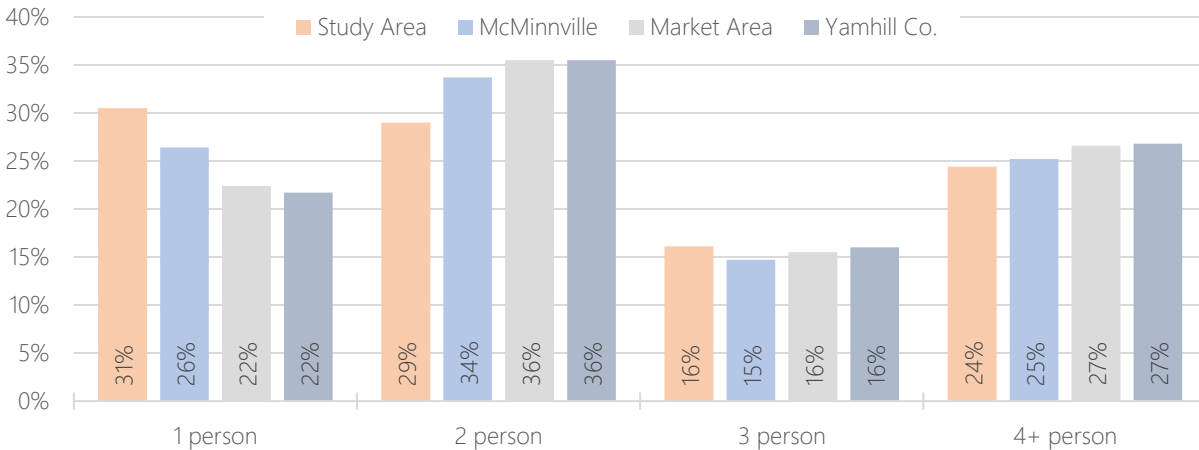
⁵ Pew Research Center, "More U.S. households are renting than at any point in 50 years," 2018, [URL](#)

⁶ From "Renter Demographics" by the Joint Center for Housing Studies of Harvard University, [URL](#)

⁷ At the time of writing, McMinnville was undertaking a Housing Needs Analysis (HNA), the preliminary results of which show housing affordability as a growing challenge in McMinnville.

Figure 6 shows the proportion of households by size for each comparison area. The study area currently has the greatest proportion of one-person households but is consistent with all comparison areas for households with three or more people. Generally, one- and two-person households are the most common household size.

Figure 6. Households by Size, 2010



Source: ESRI and Leland Consulting Group

Residential Forecasts

Population growth is a key indicator and driver of demand for both residential and commercial development, and therefore, population forecasts are critical in estimating future demand. The projected growth—or lack thereof—of the population, households, and employment help to inform future growth rates which are used in the demand analyses presented in this report.

The Population Research Center at Portland State University (PSU) produces annual population estimates for Oregon and its counties and cities, as well as estimates by age and sex for the state and its counties.

The population is projected to grow faster within the limits of the McMinnville UGB than in Yamhill County as a whole. As such, an increasing share of the county’s population is expected to reside in McMinnville over the next 40 years (32 percent in 2018 and 35 percent by 2067).

While McMinnville will have high actual population growth, other cities in Yamhill County have higher projected growth rates over the next two decades. These cities include Dundee (1.84 percent), Newberg (1.81 percent), Lafayette (1.7 percent), Carlton (1.6 percent), and Yamhill (1.2 percent).

Table 3. Population Forecasts, 2017-2040

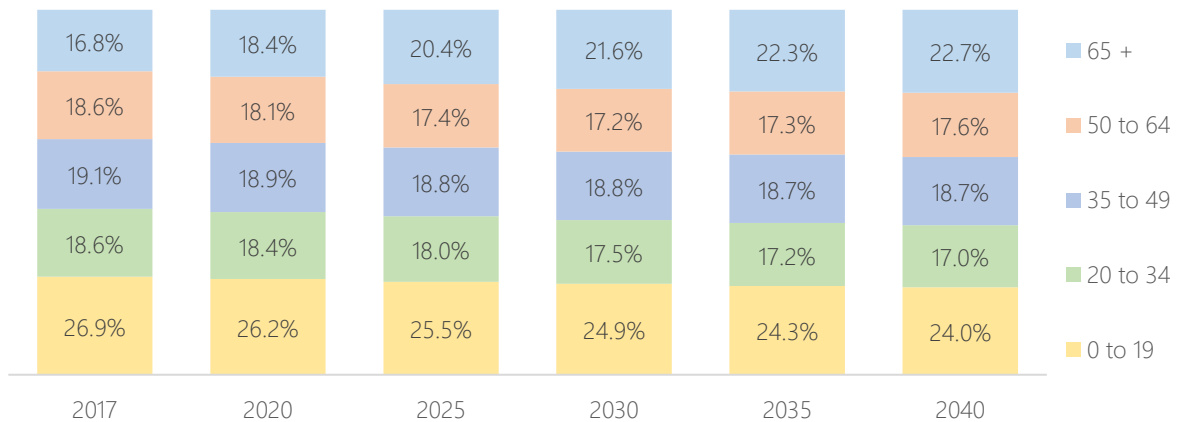
| Area / Year | 2017 | 2020 | 2025 | 2030 | 2035 | 2040 |
|--------------------|---------|---------|---------|---------|---------|---------|
| Yamhill County | 106,555 | 111,101 | 119,339 | 127,404 | 135,096 | 142,311 |
| Annual Growth Rate | N/A | 1.40% | 1.44% | 1.32% | 1.18% | 1.05% |
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| Annual Growth Rate | N/A | 1.36% | 1.48% | 1.43% | 1.35% | 1.25% |

Source: Portland State University

The 65-and-over age group is projected to experience the most growth in the next two decades as the entire baby boomer generation enters retirement age. After 2030, the millennial presence is projected to significantly

increase the proportion of the population aged between 50 and 64. Access to essential services and a sufficient range of appropriate housing options will be critical in accommodating these aging demographics. These shifting demographics are likely to have a significant impact on residential development. For example, growth in the number of seniors will result in demand for senior housing (age-restricted apartments or assisted living facilities) and small and maintenance-free dwelling units. Growth in the Millennial generation will result in demand for affordable single-family, townhomes, and multifamily housing.

Figure 7. Population by Age, Yamhill County, 2018-2040



Source: Portland State University

Employment

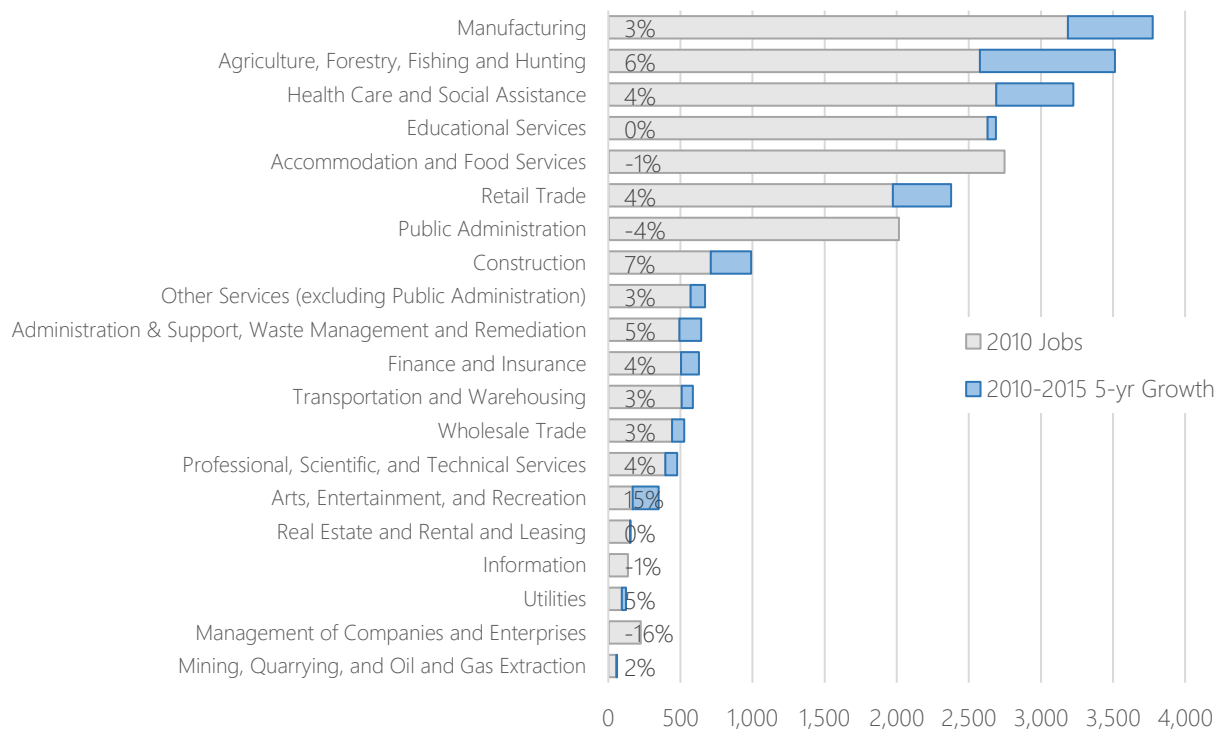
This section provides an overview of past, existing, and projected employment conditions.

Total job counts for 2010 and 2015 and annual employment growth are shown in Figure 8. Employment in the McMinnville market area predominantly consists of jobs in manufacturing, education, healthcare, accommodation and food services, and retail. These five industries were responsible for over 71 percent of all jobs in 2015. Approximately one-quarter of all jobs in 2015 were in the manufacturing industry. Of these top five industries, all but Educational Services experienced high annual growth of over two percent.

- The fastest growing industries between 2010 and 2015 were:
 - Arts and entertainment (15.5% annually). While this sector is relatively modest in size, its growth has been the highest among all other sectors, likely due to the increase in tourism in the area.
 - Construction (6.9% annually).
 - Agriculture, forestry, fishing, and hunting (6.4% annually). Not only in this the third-fastest growing sector in the market area, but it is also the second-largest in terms of total jobs. One of the inputs into this sector is the wine industry, in which McMinnville has continued to experience growth.
 - Administrative & support, waste management & remediation services (5.5% annually)
 - Utilities (5.4% annually)

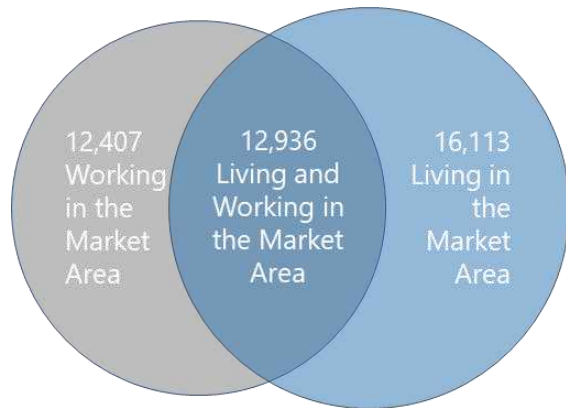
- Finance and insurance (4.5% annually). The majority of speculative office demand is typically generated by this sector and the following sector. This growth improves development prospects for new office development, but in terms of total jobs, these sectors remain relatively minor in the region.
- Professional, scientific and technical services (3.9% annually).
- The only industries to lose jobs in the five-year period between 2010 and 2015 were:
 - Management of companies and enterprises (-15.6% annually)
 - Public administration (-3.7% annually)
 - Information (-1.3% annually)
 - Accommodation and food services (-0.7% annually).

Figure 8. Employment Profile, McMinnville Market Area



Source: LEHD. Percentages shown above are compound annual growth rates for the past five years.

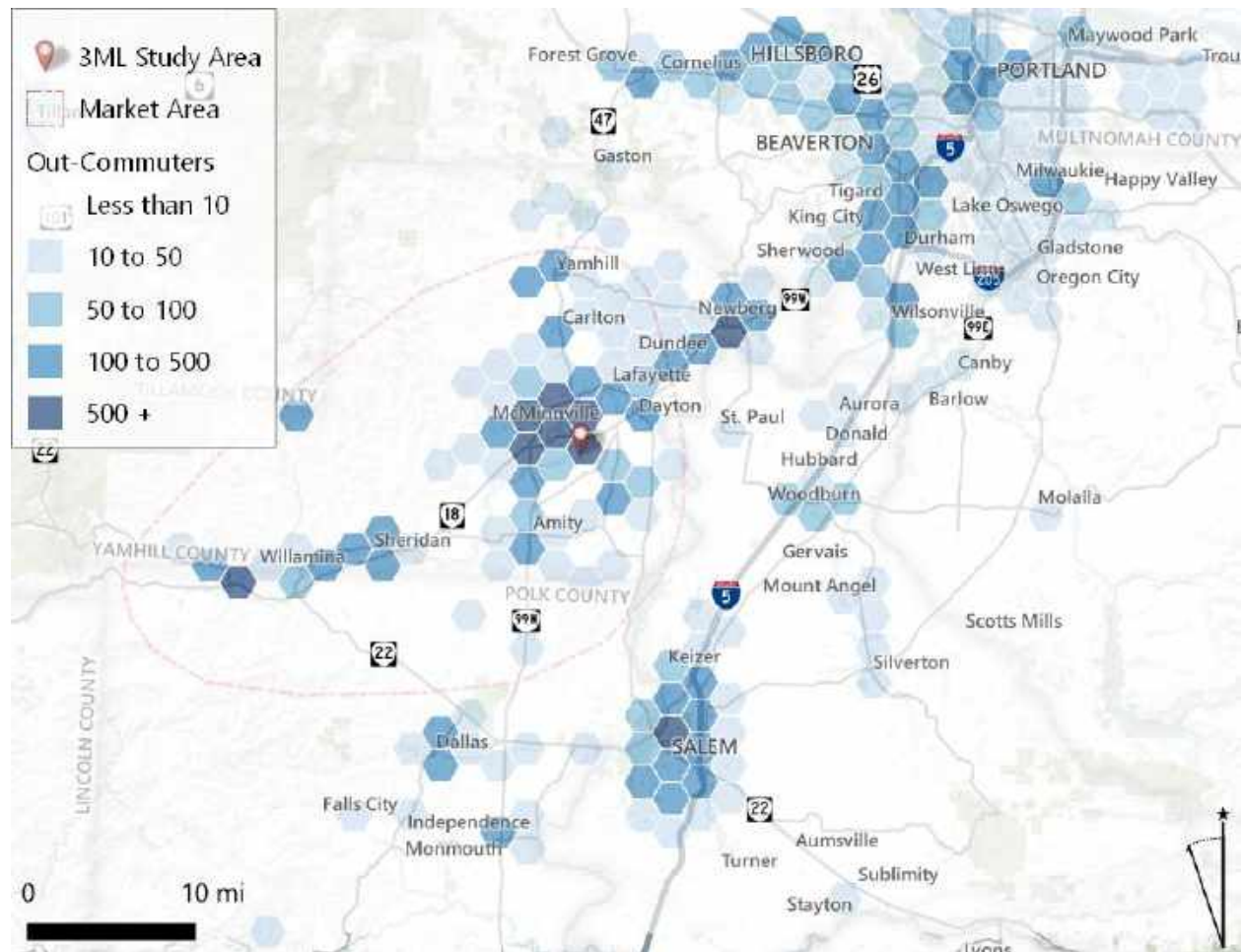
Figure 9. Commute Patterns, Inflow-Outflow, McMinnville Market Area, 2015



The number of people that both live and work in the McMinnville market area generally increased from 2005 to 2015, suggesting that McMinnville’s employment market has strengthened over the past decade. Approximately half of the people working in the market area as of 2015 also live there, up from 41 percent in 2005.

Figure 10 below shows where residents of the market area commuted to work in 2015. The highest concentration of employees living in the market area is within McMinnville. However, a significant number of market area residents commute to Newberg and Salem, as well as further afield to various cities in the Portland metropolitan area. Few residents commute to the coast, although there are small concentrations of employment in cities and towns to the southwest of McMinnville—namely Sheridan and Grand Ronde.

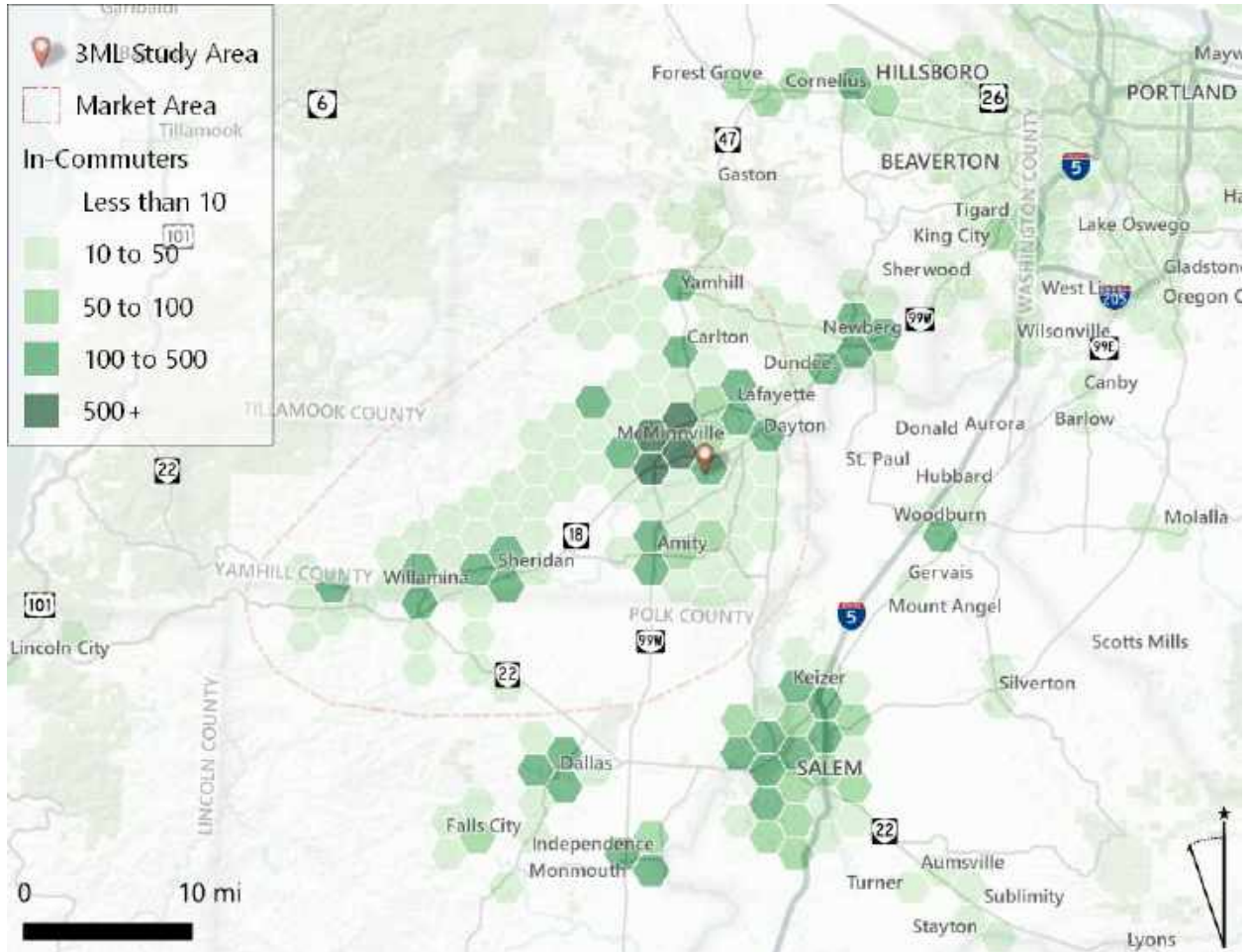
Figure 10. Where Market Area Residents Commute To, 2015



Source: LEHD OnTheMap and Leland Consulting

As the following map shows, there is a significantly greater concentration of employees that also live in the McMinnville area. Few employees working in McMinnville and the surrounding market area live in Salem and even fewer in areas of the Portland Metro.

Figure 11. Where Market Area Employees Commute From, 2015



Source: LEHD OnTheMap and Leland Consulting

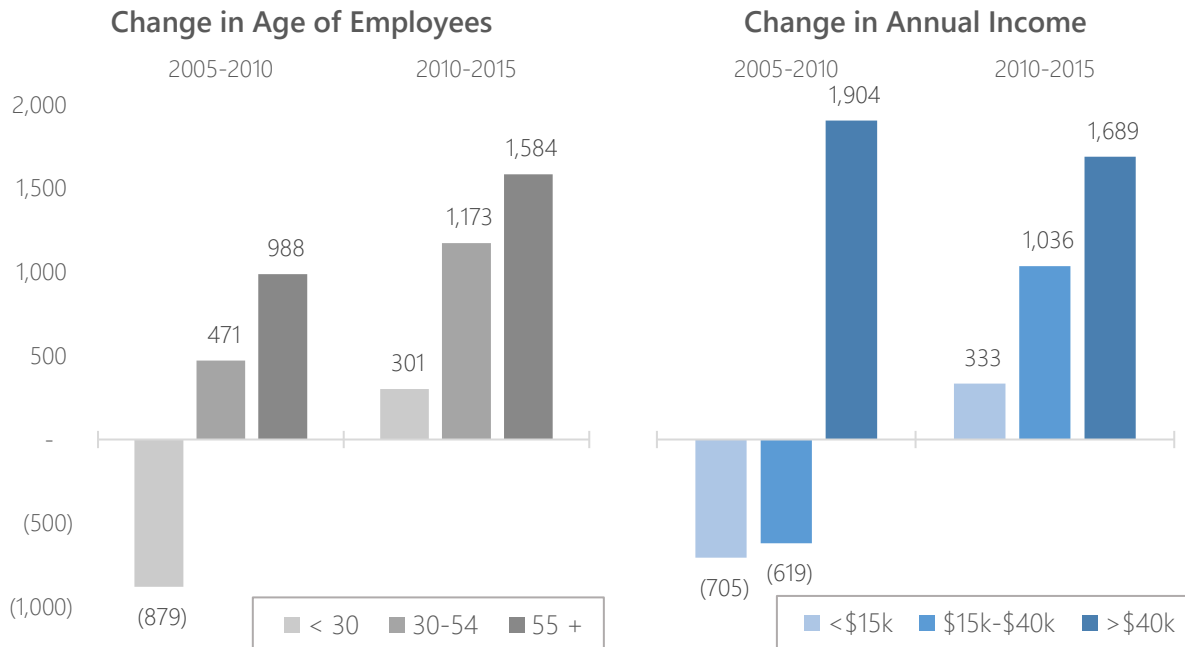
Figure 12 below shows the proportion of market area employees by both age and annual income in 2005, 2010, and 2015. Generally, employees in the market area were significantly older in 2015 than in 2005 but earned significantly more on an annual basis. In fact, employment grew by almost 2,600 jobs in the 55-and-over age category. During this same period, workers in the under-30 age category declined by almost 600.

Some of the key takeaways about McMinnville’s employment associated with both the aforementioned commute data and this trend data is summarized as follows.

- McMinnville as an aging community that is failing to attract or retain its younger workforce. Comparatively, the same data source shows a similar yet less significant trends for the City of Portland.
- People over the age of 55 are moving to McMinnville as they near retirement age, skewing the average employee age upwards. In contrast, almost half of all new employment growth in Portland between 2010 and 2015 was for employees aged between 30 and 54. Similarly, however, the metro

also showed a decline in workers younger than 30 between 2005 and 2010, and only modest growth between 2010 and 2015. Ultimately, this shows Oregon to be an attractive place for workers well into their career already rather than younger, entry-level workers.

Figure 12. Change in Number of Employees by Age and Annual Income, McMinnville, 2005-2015

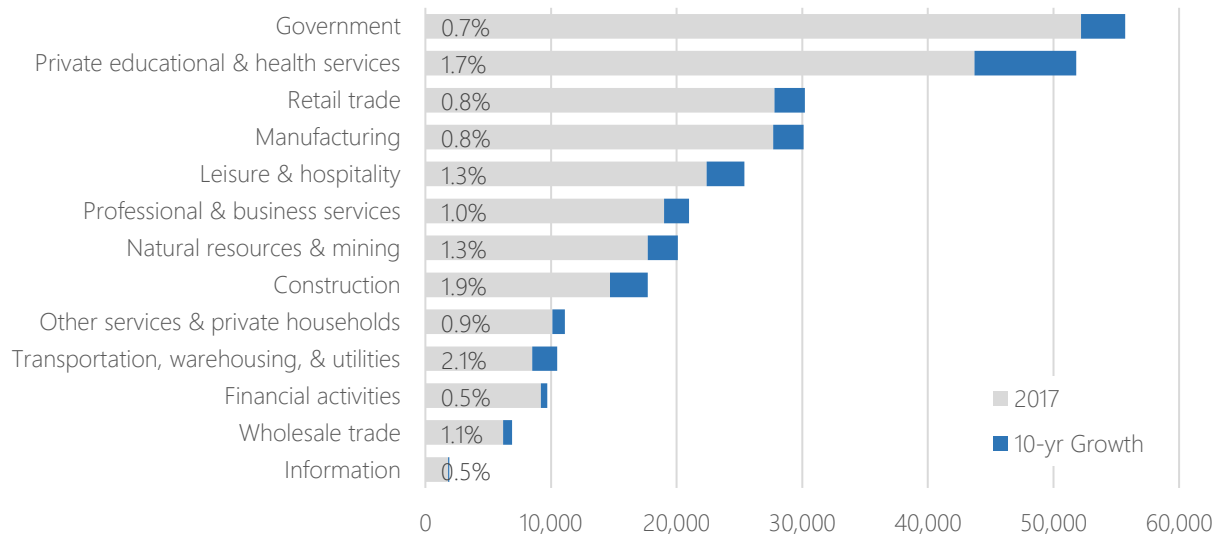


Source: LEHD

Employment Projections

For employment forecasts, we use the State Employment Department’s 10-year projections for each industry. Over half of all projected employment growth is expected to occur in the industries of Educational and Health Services, Government, Construction, and Leisure and Hospitality. The fastest growing industry is Transportation, Warehousing, and Utilities. New, specialized office demand may arise from significant growth in education and healthcare, while employment growth in leisure and hospitality is indicative of the region’s burgeoning tourism presence, particularly with regard to the wine industry.

Figure 13. Projected New Employment Growth, Mid-Valley Region*, 2017-2027



Source: Oregon Employment Department (QualityInfo.org)

*Includes the four-county region of Marion, Polk, Washington, and Yamhill

However, caution is required with these projections. Not only do they apply to a larger geographic area than the residential projections (a four-county region versus the McMinnville UGB), but the employment projections are given by industry, likely resulting in a significant margin of error. As such, it is likely to be just as instructive to consider historical trends (e.g. from the last five to 10 years) in projecting future employment in the market area. The demand estimates for new office and industrial development that are presented later in this report are based on an average of historical and future growth rates.

Real Estate Market

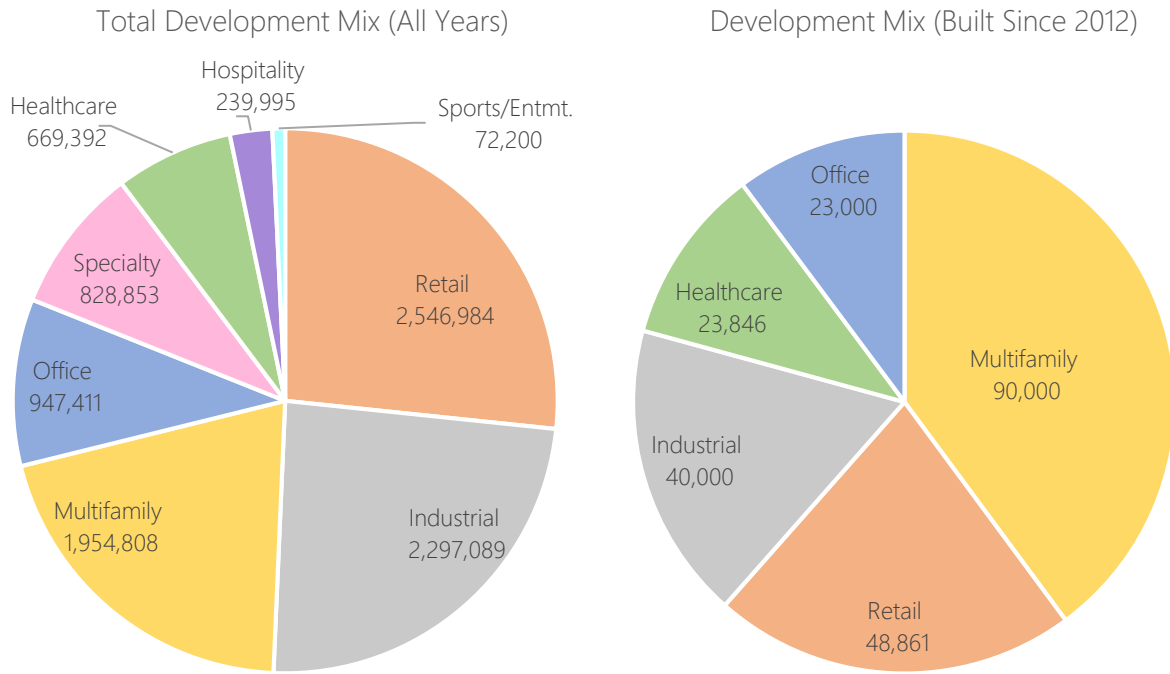
This section covers the residential market, which includes both single-family and multifamily housing; the retail market; and the market for “employment” space, which includes both industrial and office land uses. Market conditions—such as the development pipeline, building vacancies, rents, and other market trends—are critical to establishing the market’s strength and subsequent level of financial feasibility for new development.

However, more recent development in McMinnville has been mostly multifamily residential (predominately apartments), which is consistent with national trends and consumer preferences, despite weaker market conditions. With the growing demand among younger and older generations for apartments, tighter mortgage lending requirements, and many years of limited apartment production, there remains pent-up demand for apartments in most markets. Coupled with a changing commercial market in which office space use is declining every year and retailers are closing at an unprecedented rate in face of e-commerce, multifamily has generally become the dominant type of new development. This trend appears to be applicable to the McMinnville market area as well. With that said, construction costs and increasing land prices continue to increase feasibility barriers. If rents are not high enough to justify new construction to mitigate these barriers, then additional funding will be necessary to bridge the feasibility gap.

Figure 14 shows commercial and multifamily real estate development (excluding institutional and single-family residential) by total square footage within the market area. The chart on the left shows all development built

across all years. The land use mix is relatively evenly spread across many development types, with retail and industrial comprising over half of all development.

Figure 14. McMinnville Market Area Land Use Mix, Commercial and Multifamily Development (Square Feet)

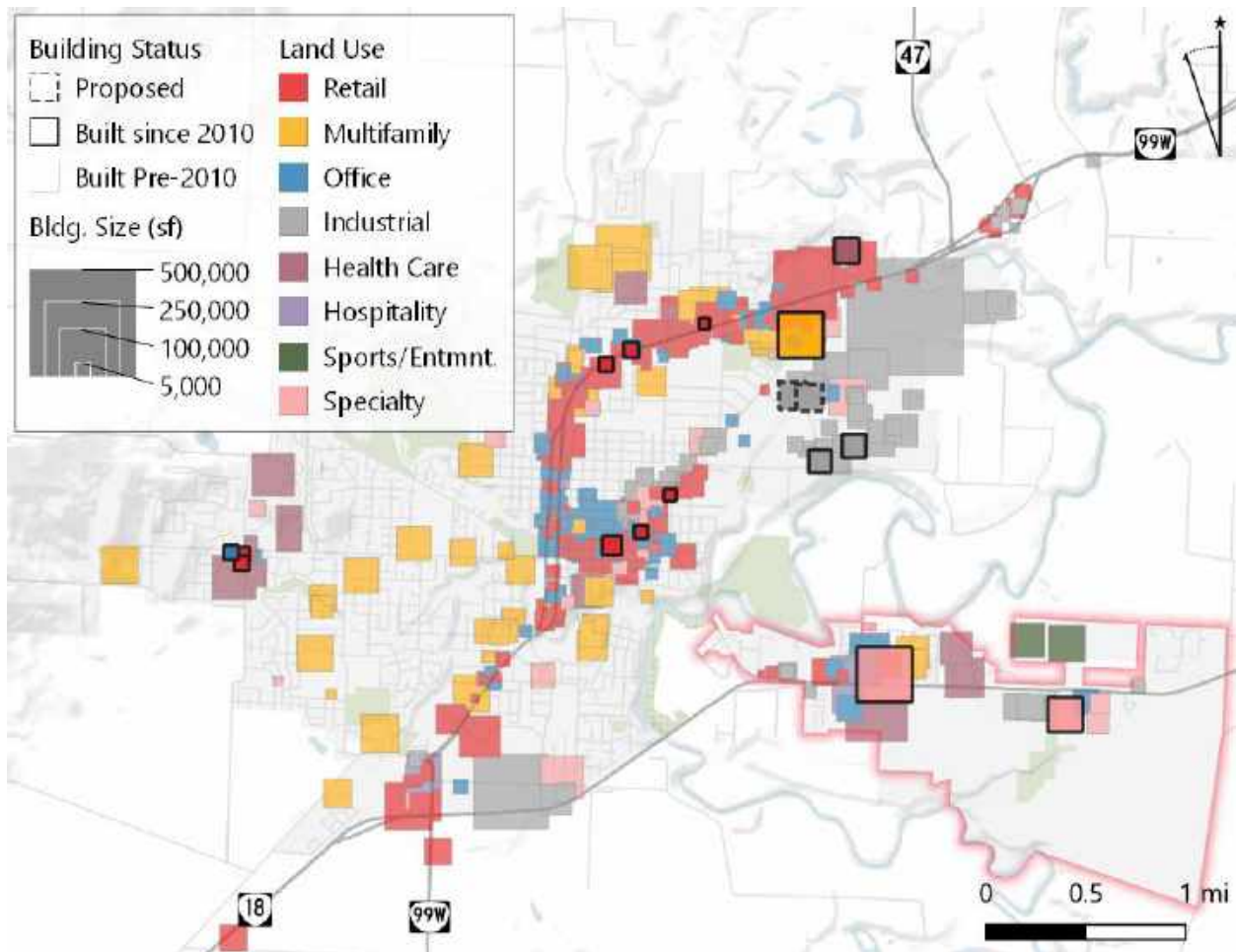


Source: Costar

Figure 15 shows the location and size (by total building square footage) for each land use. Squares with bold outlines indicate recent construction and buildings under construction, while squares with dashed or no outlines indicate proposed projects planned for 2019 or beyond. It is worth noting that some of these proposed projects have been in the pipeline for a long time, such as the proposed retail projects in the Three Mile Lane study area. This analysis—to a certain extent—will identify whether some of these projects are indeed feasible.

There has been relatively little new development in McMinnville, and most recent construction has occurred in the northern sections of the city, with some smaller retail projects along the Highway 99W corridor.

Figure 15. Development by Land Use* and Year Built, City of McMinville



Source: Costar and Leland Consulting Group
 *Excludes institutional and single-family residential land uses

Residential Market

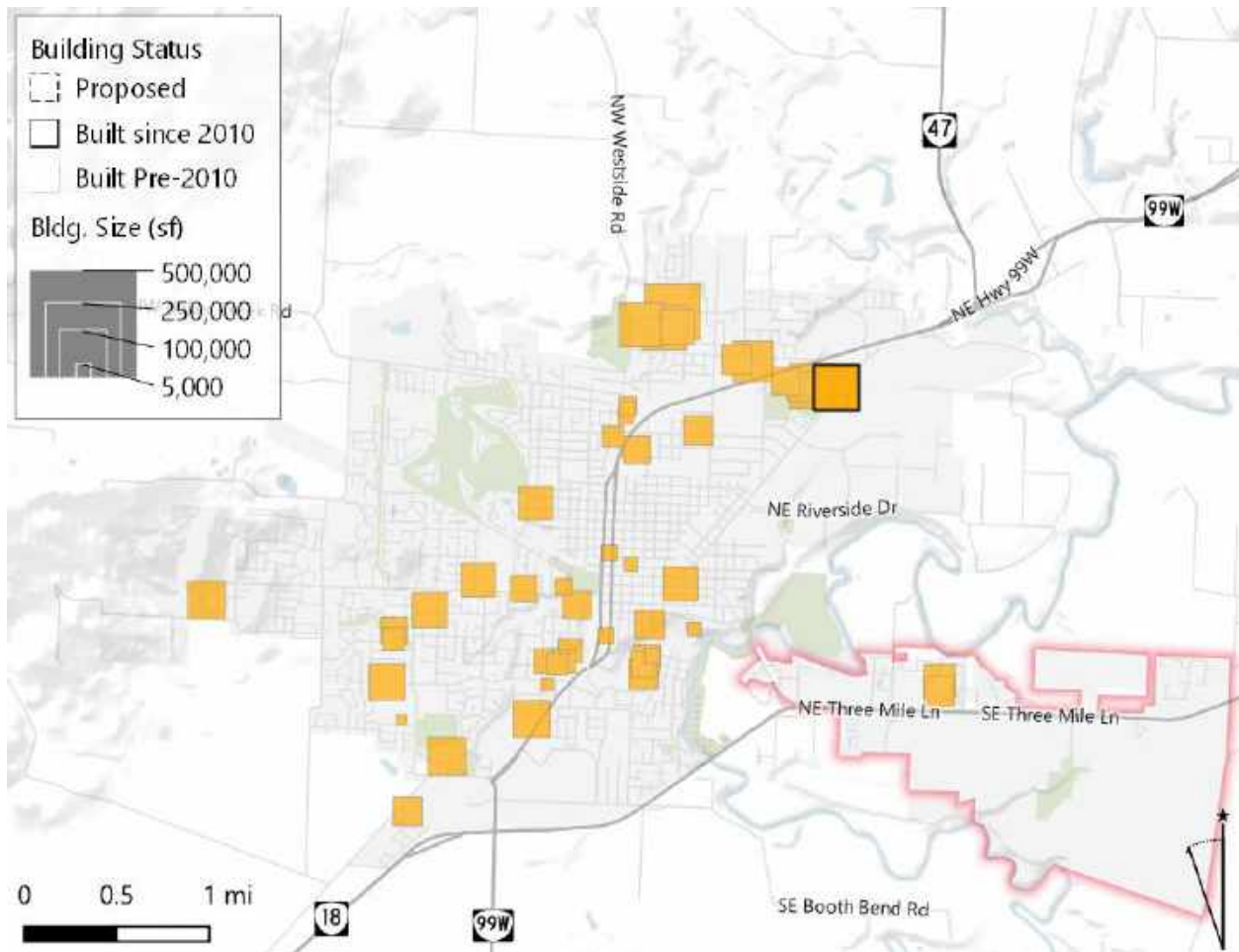
The residential market includes both single-family and multifamily development—both renter-occupied and owner-occupied.

Multifamily Rental Market Summary

Nationally, apartment demand and occupancy remain strong and demographics are favorable to the apartment sector. However, apartment growth tends to be most apparent closer to the center of large metropolitan areas.

The regional market is largely rural and features a sizable proportion of renters, underpinned by demand from students at several local colleges and universities. Deliveries have been limited in this cycle, though lease-up has been rapid in new projects. Generally, there have been tighter vacancies and higher rent growth than in the wider Portland metro region. The primary inventory is for “workforce housing,” and there are no high-end communities (designated by CoStar as 4 or 5 stars) in the submarket. Investment in Yamhill County is limited, with fewer than 10 properties typically trading each year between primarily local firms and investors.

Figure 16. Multifamily Residential Development



Source: Costar, Leland Consulting Group

Within McMinnville, 13 of the 37 apartment buildings with 20 or more units are non-market-rate⁸ (senior or affordable). Market-rate apartments rent—on average—from about \$1.00 to \$1.20 per square foot. The vacancy rate is very low, with the only vacancies near or above five percent in buildings older than 1980. Units in newer buildings typically achieve higher rents.

Only one apartment project has been completed within the market area since 2012—Lafayette Place Apartments. This project is pictured below along with a summary of its key attributes.

Lafayette Place Apartments. A 132-unit market-rate apartment project, completed in 2017, located in north McMinnville. The buildings are wood-frame, three-story “garden walk-ups”. At \$955 for a 1-bedroom apartment (\$1.32 per square foot) and \$1,196 for a 2-bedroom apartment (\$1.26 per square foot), the Lafayette Place Apartments are the highest renting multifamily



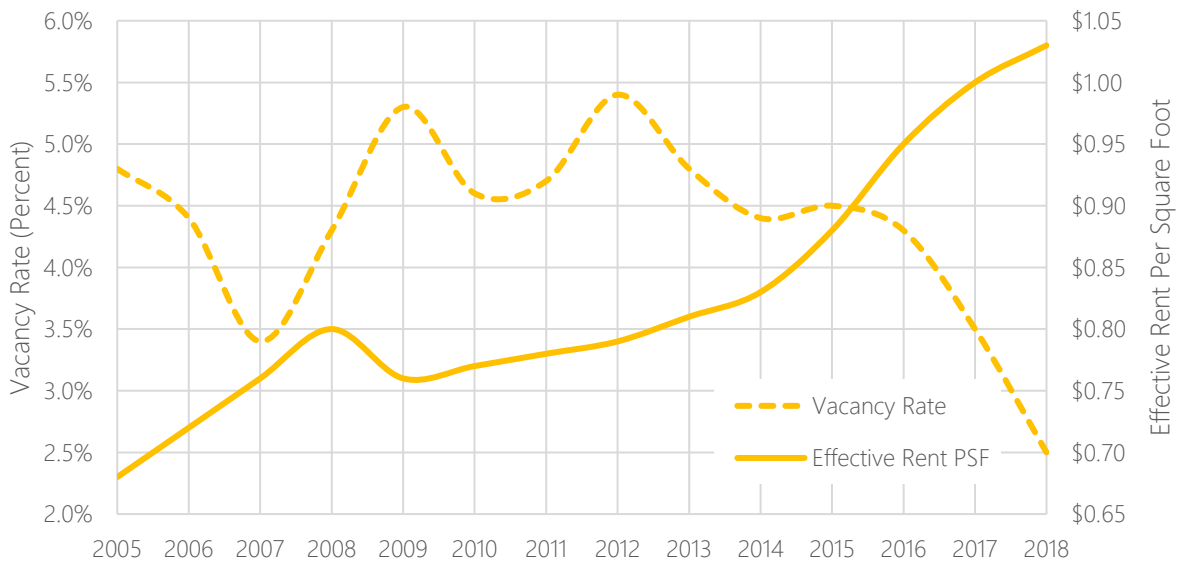
⁸ Market rate housing is an apartment that has no rent restrictions

property in the market area. Parking is 100 percent onsite surface lots.

Figure 17 below confirms that the multifamily market in the McMinnville market area is tight. Average rents have been climbing over the last decade, while vacancies have been very low and have rapidly declined since 2012, indicating demand for new multifamily construction.

In fact, this market strength and potential demand is underlined by the fact that vacancy rates in McMinnville’s multifamily housing market remained low and rent growth was largely positive during the recession—a period of time where most apartments in similar markets saw the exact opposite trends occurring.

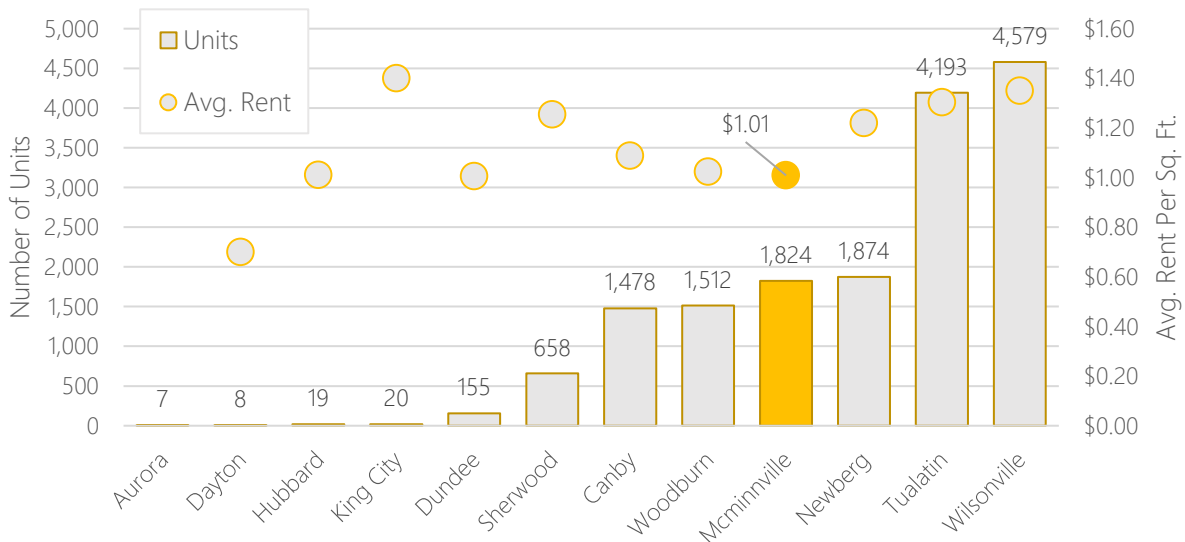
Figure 17. Market Area Multifamily Rent and Vacancy Trends, 2005-2018



Source: Costar, Leland Consulting Group

However, the average rent per square foot for multifamily apartments in McMinnville is lower than those in Newberg, Tualatin, and Wilsonville, which benefit from their proximity to the larger job centers in Portland and Washington County. Some of McMinnville’s newer or higher quality multifamily properties, however, have seen rents higher than the historical average. For market-rate properties only, the average rent increases to about \$1.11 per square foot.

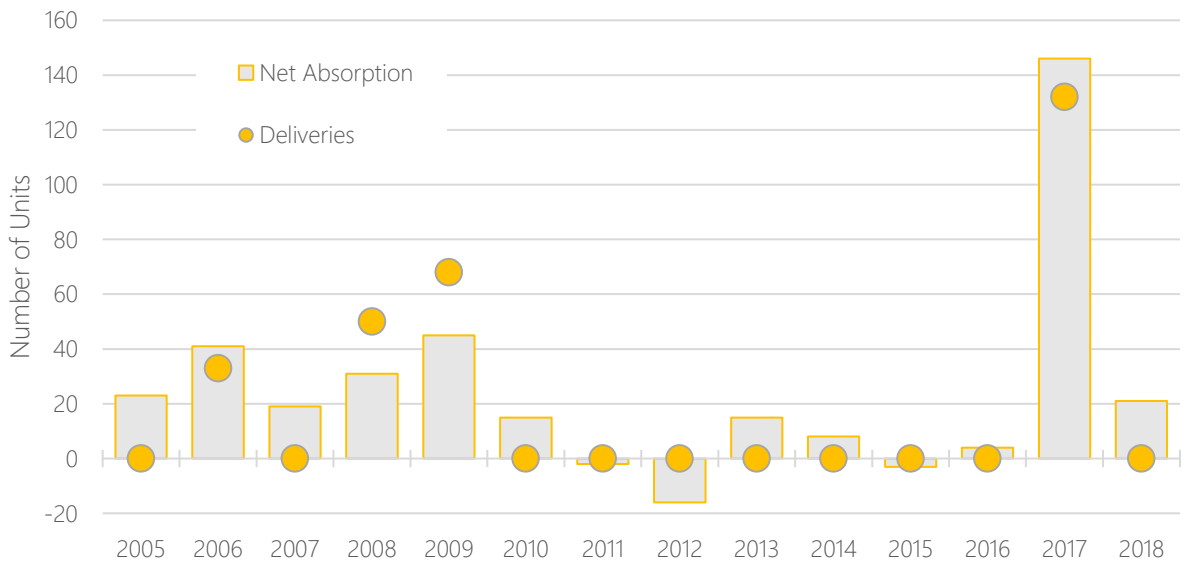
Figure 18. Regional Multifamily Residential Summary



Source: Costar, Leland Consulting Group

Vacancies decreased gradually and then significantly from 2012 through 2018, despite the completion of the 132-unit Lafayette Place Apartments in 2017, largely due to continued positive absorption. The instant absorption of the first new apartment project in a decade indicates strong demand for new rental housing.

Figure 19. Market Area Multifamily Net Absorption and Deliveries (units), 2005-2018



Source: Costar, Leland Consulting Group

Single Family Market Summary

Single-family home prices have been increasing rapidly since the 10-year low of \$158,000 in 2013 Q2. The pre-recession median price of \$239,000 was surpassed going into 2016. Per Figure 20, McMinnville’s single-family market appears strong and hasn’t experienced the same volatility in the market over the past 10 years as many other municipalities.

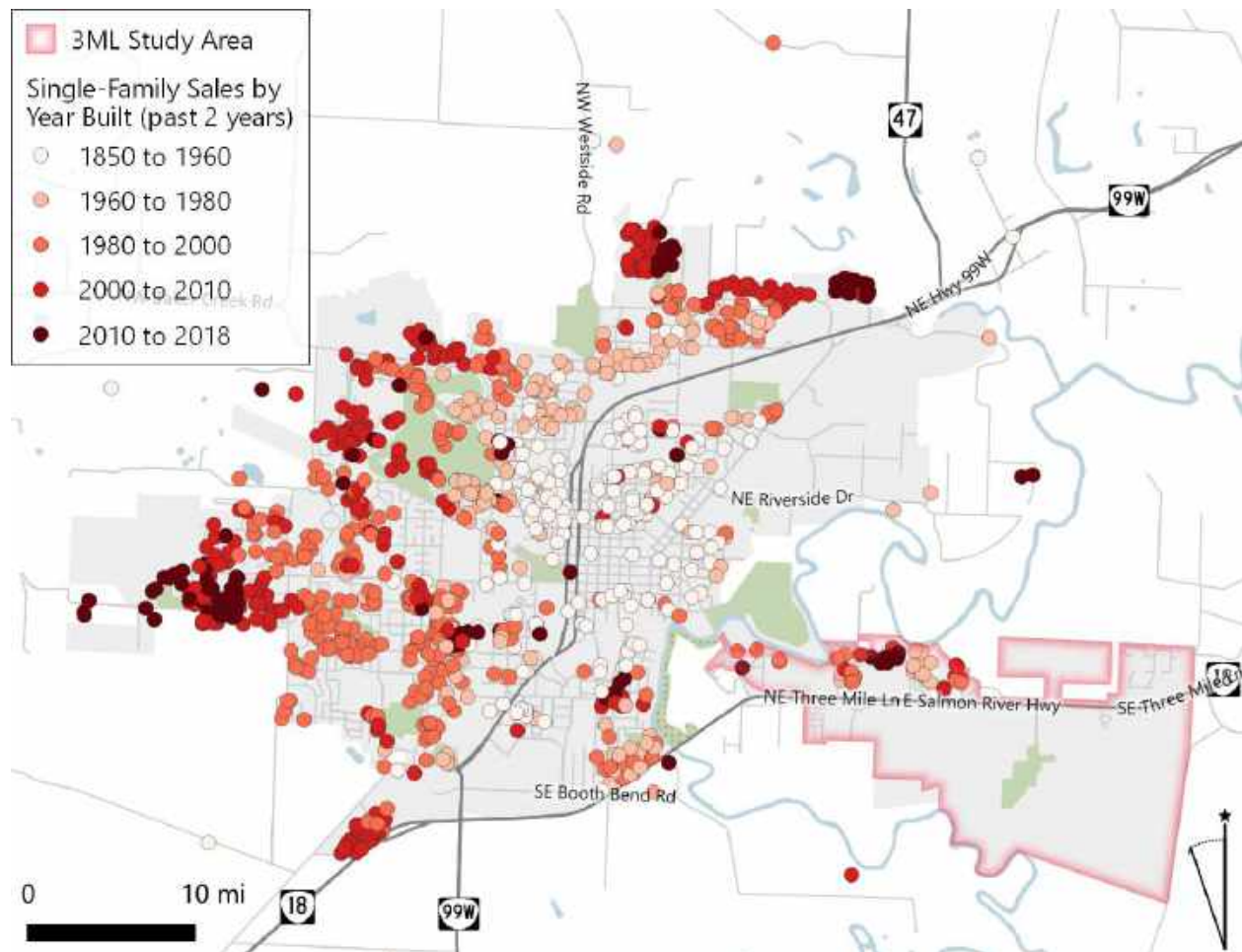
Figure 20. McMinnville Single-Family Median Home Sold Price (2008 to 2018)



Source: Zillow Real Estate Research

Figure 21 shows the location density of residential sales for the past two years. Sales have been driven by new single-family construction in subdivisions, mostly in the western and northern edges of the city. However, some new development has occurred in the Three Mile Lane project area.

Figure 21. Single-family Residential Sales, Past Two Years



Source: Redfin, Leland Consulting Group

Table 4 below shows data relating to single-family sales and absorption for the past 24 months, as well as current for-sale listings, and estimated months of inventory. Months of inventory are often referenced when determining whether it's a seller's market or a buyer's market: If there are zero to four months of inventory, meaning that all current listings can expect to be sold within 4 months, it is considered a seller's market because houses are selling very quickly.

Key findings and general takeaways include:

- Over the last 24 months, approximately 1,127 homes were sold (all new homes and resales), over 92 percent of which were single-family detached homes.
- There are no existing townhomes listed for sale.
- The single-family market is considered tight, with only three months of inventory currently listed for sale. The market for housing under \$400,000 is particularly tight, with very little inventory listed for sale and the highest rate of absorption across all home types and price ranges.

Table 4. Owner-occupied Housing Market Summary, McMinnville, 2018

| | Sales in Last Two Years | Percent of Total | Absorption (Units Sold per Month) | Listings | Months of Inventory |
|----------------------------|-------------------------|------------------|-----------------------------------|----------|---------------------|
| Single-Family Homes | | | | | |
| Under \$200k | 68 | 7% | 3 | 0 | 0 |
| \$200k to \$300k | 373 | 36% | 16 | 9 | 1 |
| \$300k to \$400k | 365 | 35% | 15 | 31 | 2 |
| \$400k to \$500k | 141 | 14% | 6 | 43 | 7 |
| \$500k to \$600k | 59 | 6% | 2 | 12 | 5 |
| \$600k + | 38 | 4% | 2 | 23 | 15 |
| Subtotal | 1,044 | | 44 | 118 | 3 |
| Attached Homes* | | | | | |
| Under \$200k | 12 | 14% | 1 | 0 | 0 |
| \$200k to \$300k | 58 | 70% | 2 | 0 | 0 |
| \$300k to \$400k | 13 | 16% | 1 | 0 | 0 |
| \$400k + | 0 | 0% | 0 | 0 | 0 |
| Subtotal | 83 | | 3 | 0 | 0 |
| All Housing | | | | | |
| Under \$300,000 | 511 | 45% | 21 | 9 | 0 |
| Over \$300,000 | 616 | 55% | 26 | 109 | 4 |
| Total | 1,127 | | 47 | 118 | 3 |

Source: Redfin and Leland Consulting Group

*Attached includes condominiums and townhomes

The following table—which shows various data for sales over the past 24 months for all housing (all construction years) and new housing (built since 2010) by the number of bedrooms—provides further confirmation of the tight single-family market and relatively strong demand for middle-income, mid-sized, high-quality housing. Housing built since 2010 tends to cost about 22 percent more on average than the local single-family market. New housing—and homes with two and three bedrooms—spend the least time on the market (not including one-bedroom housing, which comprises only one percent of the market).

Table 5. Single-Family Sales Within the Last Two Years by Number of Bedrooms

| Number of Bedrooms | Percent of Sales | Avg. Price | Avg. Price per Sq. Ft. | Avg. Size (sq. ft.) | Avg. DOM | Avg. Year Built |
|-------------------------|------------------|------------------|------------------------|---------------------|------------|-----------------|
| All Construction | 100% | \$333,904 | \$185 | 1,865 | 370 | 1985 |
| 1 | 1% | \$263,451 | \$255 | 1061 | 188 | 1971 |
| 2 | 9% | \$254,814 | \$205 | 1,276 | 374 | 1962 |
| 3 | 62% | \$315,474 | \$188 | 1,710 | 368 | 1985 |
| 4 | 23% | \$393,456 | \$173 | 2,303 | 375 | 1992 |
| 5 | 5% | \$424,828 | \$156 | 2,772 | 382 | 1997 |
| 6 | 1% | \$498,520 | \$151 | 3,344 | 351 | 1984 |
| Built Since 2010 | 14% | \$408,298 | \$203 | 2,029 | 313 | 2016 |
| 1 | 1% | \$275,000 | \$393 | 700 | 133 | 2017 |
| 2 | 2% | \$328,000 | \$201 | 1,648 | 288 | 2012 |
| 3 | 33% | \$379,286 | \$199 | 1,902 | 283 | 2015 |
| 4 | 49% | \$408,915 | \$186 | 2,202 | 375 | 2016 |
| 5 | 16% | \$442,392 | \$171 | 2,590 | 366 | 2016 |

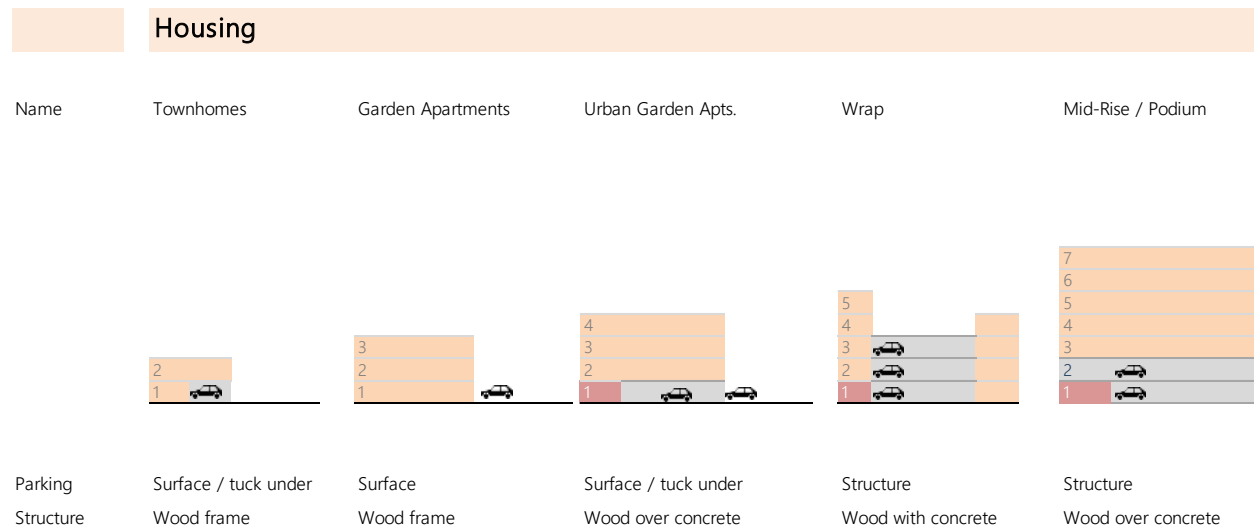
Source: Redfin, as of July 2018

Housing Development Prototypes

Most housing can be categorized within a set of “prototypes,” which are shown below (single-family residential is not included). The prototypes increase in scale and density moving from left to right. Parking is a key factor that affects housing density and financial feasibility. Typical types of parking are surface, tuck under, structured, and below-grade structured. Surface parking is the least expensive and below-grade structured parking is the most expensive. Structured parking can add tens of thousands of dollars of construction cost per housing unit, which often means that only hot housing markets with high rents can accommodate higher-density housing types with structured parking. Construction materials also change as housing density increases. Townhomes, low-rise (garden) apartments, and low-rise apartments with tuck-under parking (urban garden apartments) are typically entirely wood-frame buildings; while wrap and mid-rise/podium structures require concrete construction for parking areas; in addition, steel is sometimes used instead of wood for the apartment areas. The construction complexity and specialization required for these building types also increases costs.

Single-family, townhomes and low-rise apartments appear to be the most financially feasible housing development types in the near- and mid-term. Single-family homes will also be feasible. Urban garden apartments (which include tuck-under parking and sometimes ground-floor retail) may be feasible in the mid- and long-terms. Wrap and mid-rise projects are only likely to be feasible after significant “place-making” improvements have been made, and/or if the market changes. Affordable and/or mixed-income projects can sometimes achieve higher densities than market-rate projects since they have access to additional public funding sources. While the vacancy rate across multifamily apartments is practically zero and net absorption continues to increase, rents remain too low for market-driven high-density developments. However, the tight market may generate significant rent growth, subsequently improving the feasibility of higher density developments.

Figure 22. Housing Development Prototypes



Market Trends

The recession had a profound and lasting effect on the housing market, and while the recovery is now almost over, more people are renting than ever before. For many people, financial barriers such as rising student debts, access to credit, and large down payments have forced them to rent. For many others, the choice to rent is simply a choice. Indeed, it is well established that the two most populous generations—the Baby Boomers (ages 54 to 72) and the Millennials (ages 22 to 37)—are currently the primary drivers of demand for residential units in walkable, urban locations that offer flexibility and a range of amenities.

As Baby Boomers reach retirement age and see the last of their children leave home, they are increasingly attracted to smaller move-down or “lock-and-leave” housing which requires less maintenance and affords more flexibility. As such, age-restricted and senior multifamily housing has risen near the top of the list for best investment choices (per ULI’s “Emerging Trends in Real Estate 2018”).

For Millennials, the situation is more nuanced and difficult to forecast. The common rhetoric for many years was that Millennials desire urban living and will continue to reside in urban cities because of financial conditions and choice. However, while demand for urban rental apartments has remained high among Millennials, they are increasingly forming households and having children, looking at select suburbs and secondary markets because of the quality of life, lower cost, and space and yard availability. Indeed, 70 percent of Millennials expect to be homeowners by 2020, even though only 26 percent own today (per ULI’s “Gen Y and Housing”). With that said, generational trends associated with the next emerging generation—Gen Z (ages 21 and below)—are relatively unknown.

Other reports have recently documented important trends in housing. Findings include:

- Cost of housing, neighborhood safety; proximity to work; K-12 school quality; and community character, ambiance, and visual appeal were the top five critical community features for survey respondents.⁹

⁹ Urban Land Institute (ULI), Gen Y and Housing: What They Want and Where They Want it, 2015

- Urban setting; proximity to shopping, dining, and entertainment; walkability; and availability of mass transit are all also important—but not critical—features in a community.¹⁰
- The more walkable the community, the more satisfied residents are with their quality of life.¹¹
- Access to public transportation is much more important to those earning under \$50,000 per year, while walkability is also more important to those with lower incomes.¹²
- Sixty percent of residents would spend at least a little more for a house in a walkable community.¹³
- Four-in-ten people prefer a walkable community and a short commute. Millennials, in particular, are swayed by a shorter commute.¹⁴

Talk of generational shifts, however, sometimes misses the point. Ultimately, people are waiting longer to make significant life choices, such as buying a home or having children, and quality of place has emerged as a primary desire for almost all prospective residents across all demographic groups. Quality of place is simply the components that make any given place enjoyable to live, such as availability of and access to good schools, parks, quality healthcare, transit, shops, entertainment, and cultural amenities.

Residential Demand

As noted earlier, projected growth rates tend to vary significantly depending on the source and the geography in question. Therefore, it is important to carefully consider the “middle-of-the-road” option and note that actual demand is likely to change. With that said, PSU’s projections for the McMinnville Urban Growth Boundary align with projections for Yamhill County as well as the “baseline” growth rate, which applies the historical household growth rate from 2010 to 2018 in the market area to current households.

For the residential and retail demand forecasts, we assume that actual household growth will be approximately 1.3 percent. Based on this household growth rate, we project market area demand for an additional 3,800 units over the next 10 years within the market area, or about 380 units per year. We anticipate that the most demand for new *rental* units will be from households with incomes less than \$75,000, and the most demand for new owner-occupied housing to be from households earning between \$50,000 and \$150,000. We expect about 32 percent of future housing demand to be for renter-occupied units, resulting in about 1,200 rental units and 2,500 owned units.

¹⁰ Ibid.

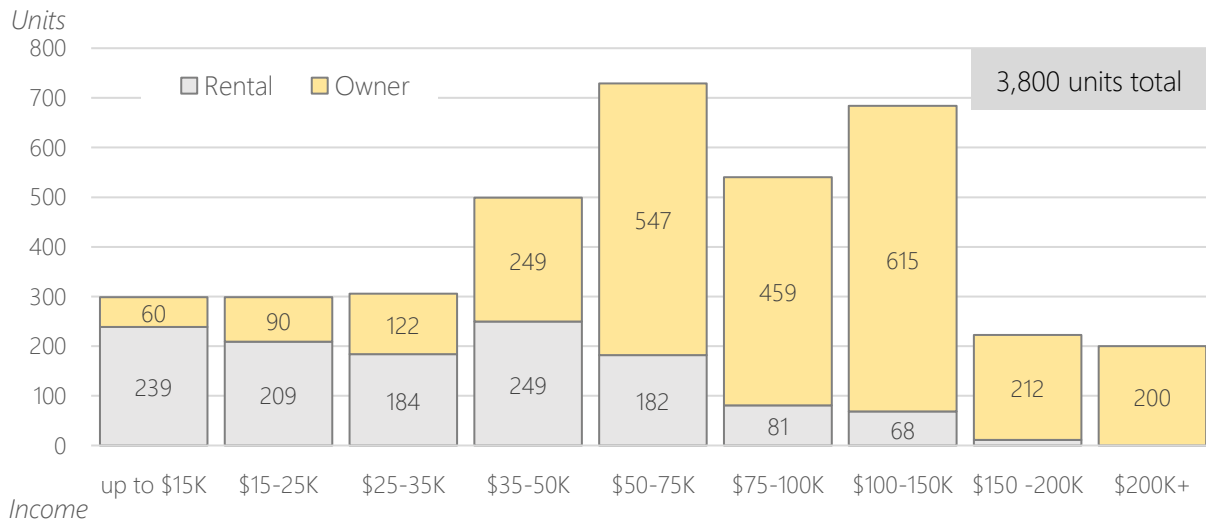
¹¹ National Association of Realtors (NAR), National Community and Transportation Preference Survey, 2018

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid.

Figure 23. 10-year Market Area Unit Demand



Source: Leland Consulting Group

Table 6. Annual Income Range and Attainable/Affordable Monthly Rent and Housing Price

| HH Income | \$15k | \$25k | \$35k | \$50k | \$75k | \$100k | \$150k | \$200k | \$200k+ |
|-------------------------|-------|-------|--------|---------|---------|---------|----------|----------|----------|
| Attainable Monthly Rent | \$375 | \$625 | \$875 | \$1,250 | \$1,875 | \$2,500 | \$2,500+ | \$2,500+ | \$2,500+ |
| Attainable Home Price | \$45k | \$75k | \$105k | \$150k | \$225k | \$300k | \$450k | \$600k | \$600k+ |

Source: ESRI, Leland Consulting

While projected residential growth suggests demand for a total of 1,200 multifamily rental apartments, the past five years has only delivered a total of 132 multifamily apartment units, significantly lower than the necessary rate of development required to get to 1,200 within the next decade. Of course, townhomes and—to a lesser extent—single-family homes may also be renter-occupied, but multifamily apartments will be responsible for the majority of new renter-occupied units. With the trajectory of the past five years, the multifamily market will continue to be constrained, potentially increasing rents and attracting developers to the region. However, the City should explore ways in which to incentivize new housing development and bridge any potential feasibility gaps preventing new construction.

Table 7. Historical and Forecasted Multifamily Residential Trends, Market Area

| | Past 5 Yrs. | Next 10 Years |
|--------------------|-------------|---------------|
| Net MFR Absorption | 175 units | 275 units |
| MFR Deliveries | 132 units | 350 units |

Source: Costar and Leland Consulting Group

Three Mile Lane Study Area Absorption

With such a tight single-family and multifamily market, as well as few major tracts of vacant tracts for greenfield development inside urban areas, we expect the project study area to capture a significant amount of new residential demand over the next 10 years.

While the vacancy rate is currently almost zero, development activity should theoretically increase, and we anticipate the multifamily market to subsequently stabilize near five percent vacancy (typically considered the point of market equilibrium for multifamily). For this reason, we anticipate deliveries to be higher in the Three Mile Lane project area than net absorption. This assumes that land supply and zoning is able to accommodate new multifamily development.

For single-family, we anticipate single-family development to build out to the extent allowed. Given the existing industrial zoning, there are few places which could accommodate such residential development. Much fewer single-family units could be accommodated simply due to the density of single-family development and land required relative to multifamily residential.

Retail Market

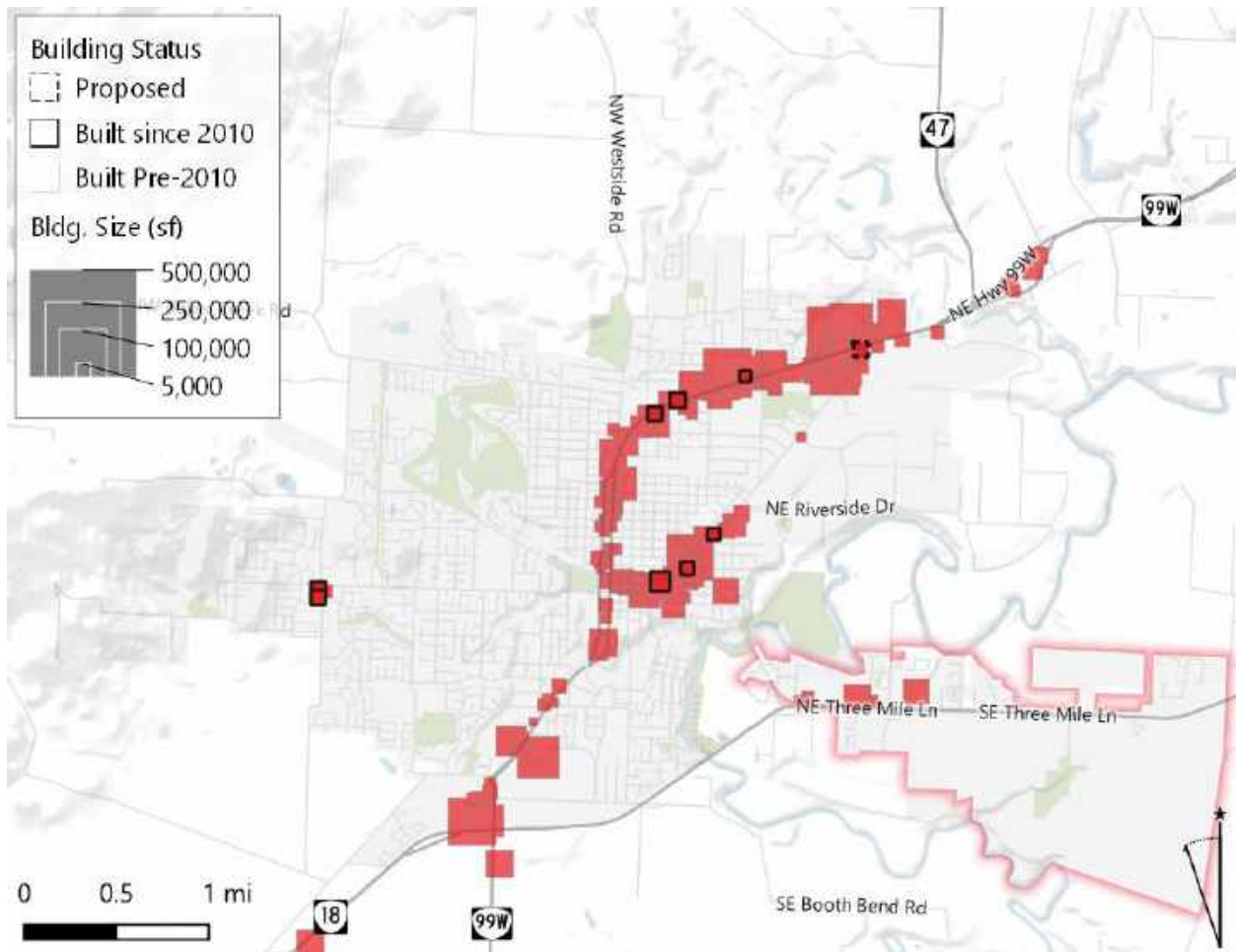
Market Summary

For retail, the analytic goal of defining a “market area” is generally to encompass likely customers whose spending power will fuel a significant majority of sales in future shops and eateries in the study area. Competitive supply (both existing and potential) will also, logically, tend to fall within that same market area. Neighborhood stores such as supermarkets tend to have much smaller market areas than big box stores, which in turn have smaller catchment areas than regional malls or other larger-scale projects.

CoStar reports that the McMinnville market area has 268 buildings totaling 2.5 million square feet of retail space. The market has a low vacancy rate of 1.4 percent. Rents vary widely by retail property type, condition, and configuration. Generally, asking rents for quality retail space range from around \$14 to \$18 per square foot, but a few quality, well-positioned retail spaces are achieving upwards of \$24 to \$30 per square foot triple-net, such as some pad sites along Highway 99W. No comps currently exist for brand new, first-generation retail space.

Figure 24 illustrates the relative size of retail development by total square footage. Retail development is largely concentrated along State Highway 99W. Generally, retail is small-scale—especially along Baker Street and near downtown—while larger neighborhood-serving retail—such as McMinnville Town Center, Lowe’s, Wal-Mart, WinCo Foods, and Bi-mart—is located in the northern and southern areas of the city.

Figure 24. Regional Retail Development



Source: Costar, Leland Consulting Group

Understanding the pattern of retail spending within a community is critical. By looking at estimated demand from existing households and current estimated sales, we can identify the relative strength or weakness of each retail category. Retail sectors in which household spending is not fully captured are called “leakage” categories, while retail categories in which sales are higher than estimated household demand generated by existing residents are called “surplus” categories.

A retail sales surplus indicates that a community pulls consumers and retail dollars in from outside the trade area, thereby serving as a regional market. Conversely, when local demand for a specific product is not being met within a trade area, consumers are going elsewhere to shop, creating retail leakage.

Table 8 shows the current annual retail leakage for various retail categories. Most retail categories show a sales leakage occurring, with Food and Beverage (grocery), Building Materials and Garden Equipment, Health and Personal Care, and Miscellaneous Retailers showing a surplus. This indicates that the McMinnville area is a weak retail market with a lot of spending potential leaving the area. General Merchandise shows the highest leakage, but these retailers—such as Walmart and Target—have large catchment areas and it’s very possible that McMinnville residents travel to larger metros, such as Salem and Portland to shop at these stores.

While leakage usually presents an immediate opportunity to increase new retail development activity and capture some of the demand leaving the area, this may be unlikely for many of the retail categories in the table and following chart below given McMinnville’s proximity to several regionally-significant retail centers. For example, both Bridgeport Village and the Woodburn Outlets—which provide an extensive range of low-cost, high-quality products—are about a 45-minute drive of McMinnville.

Table 8. Retail Leakage Analysis, McMinnville Market Area

| | Est. HH Demand | Current Est. Sales | Current Leakage (\$) |
|---|----------------|--------------------|----------------------|
| Furniture and Home Furnishings | \$25,459,215 | \$9,815,869 | 15,643,346 |
| Electronics and Appliance | \$25,779,334 | \$10,205,468 | 15,573,866 |
| Building Material, Garden Equip | \$56,286,379 | \$89,349,237 | -33,062,858 |
| Food and Beverage (grocery) | \$132,402,012 | \$244,668,336 | -112,266,324 |
| Health and Personal Care | \$49,511,435 | \$59,825,939 | -10,314,504 |
| Clothing and Accessories | \$39,384,538 | \$5,785,467 | 33,599,071 |
| Sporting Gds, Hobby, Book, Music | \$27,981,058 | \$12,792,050 | 15,189,008 |
| General Merchandise | \$138,540,476 | \$41,383,114 | 97,157,362 |
| Misc. Store Retailers | \$38,326,257 | \$81,493,693 | -43,167,436 |
| Foodservice and Drinking Places | \$83,233,240 | \$53,518,658 | 29,714,582 |
| Other (including cinema, prof./med. office, consumer banks, etc.) | \$92,535,592 | \$91,325,675 | 1,209,917 |

Source: ESRI

Figure 25. Market Area Retail Demand: Surplus/Leakage

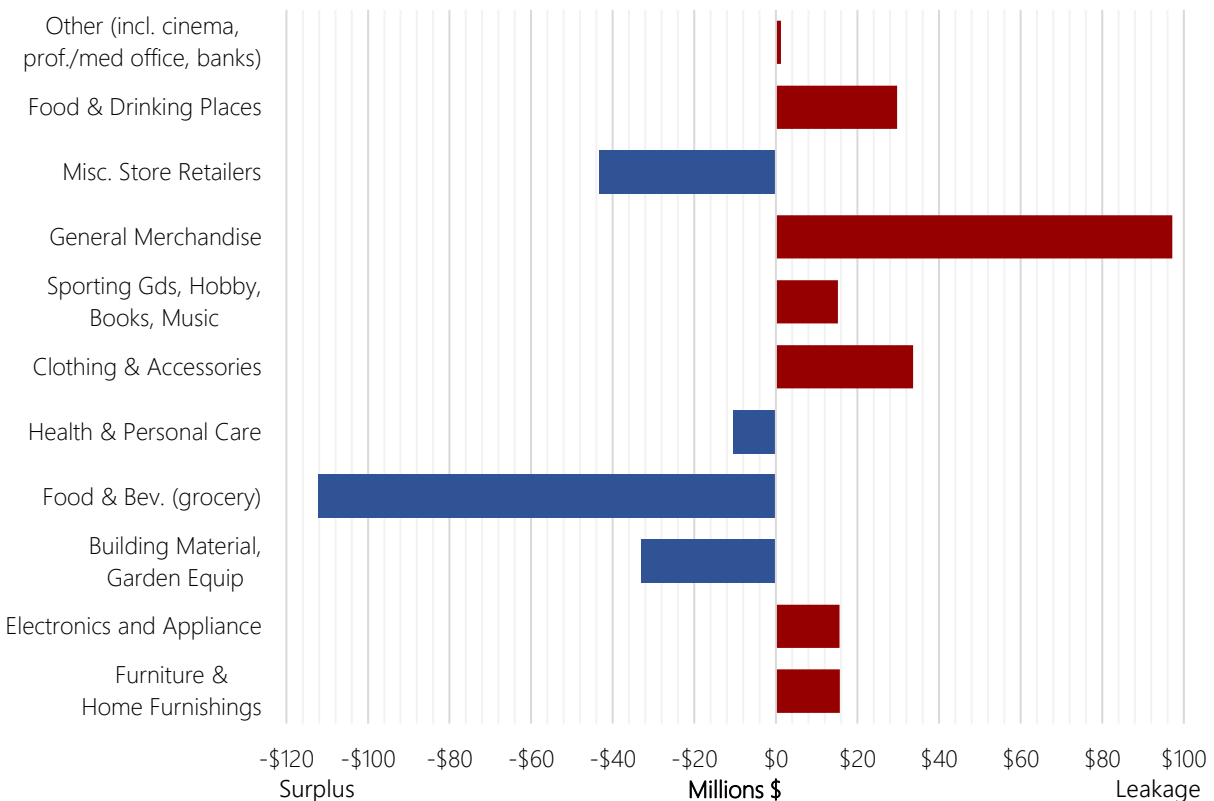
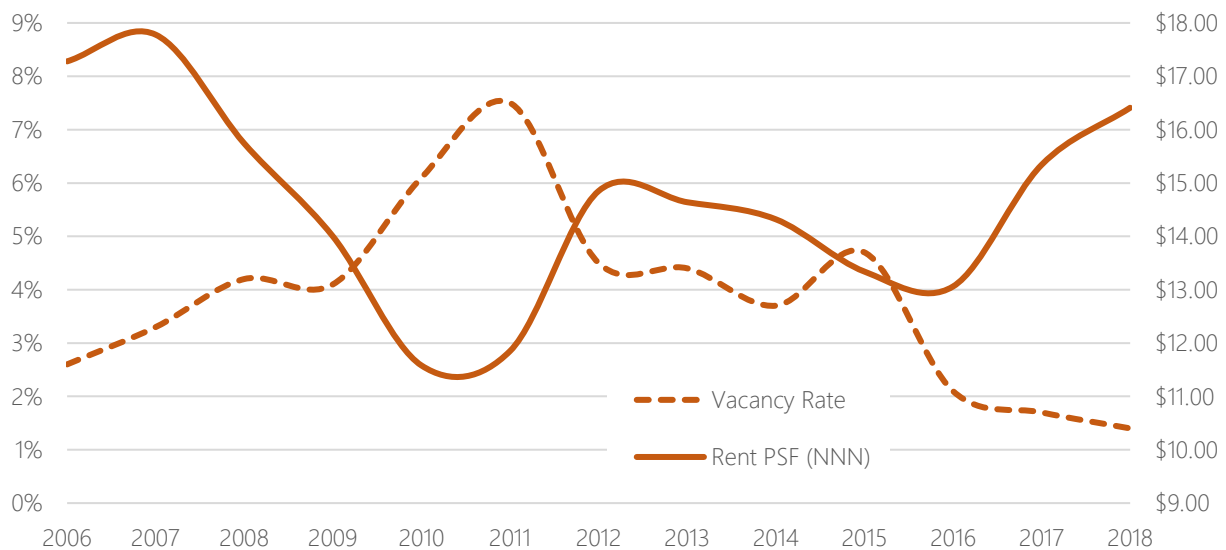


Figure 26 provides rent and vacancy trends for retail development in the McMinnville market area. Rents and vacancies tend to have an inverse relationship, and this has been the case with local retail. Rents were at their lowest rates and vacancy at its highest during the recession, and rents have yet to recover to the 12-year high of almost \$18 per square foot triple-net (NNN) in 2007, despite Costar data showing the vacancy rate at record lows.

While such low vacancies typically suggest demand for new retail development, this may be small-scale. The changing face of the retail sector is resulting in record closures of national retailers, and other large regional retail centers—such as the Woodburn outlet mall and Bridgeport Village—are far more competitive and already established.

Figure 26. Market Area Retail Rent and Vacancy Trends, 2006-2018



Source: Costar

Figure 27, which shows the net absorption and total retail deliveries by year for the past 12 years, demonstrates why the spike in the vacancy rate occurred in 2010 and 2011. Clearly, some major retail space was vacated during and immediately following the recession, but the market appeared to have bounced back in 2012 with a relatively strong year of positive absorption. In terms of deliveries, there have been few significant developments over the past decade.

Figure 27. Market Area Retail Net Absorption and Deliveries (sq. ft.), 2006-2018



Source: CoStar

Market Trends

The goods-based consumer retail industry is undergoing a seismic shift and transformation. Big name retailers are declaring bankruptcy and closing hundreds of stores as online purchases grow and American buying habits change. Last year saw a record number of store closings. This is having a trickle-down effect on communities, as some see their brick-and-mortar retail bases slowly eroding, with impacts felt in shopping centers and along traditional Main Streets.

Planners in some cities and counties are taking proactive approaches to the shifting retail landscape. They're commissioning studies of the marketplace and developing new strategies to maintain and foster better retail environments. Also, many retail-only zoning classifications are being modified to allow a variety of new uses in ground-floor, street-fronting spaces. The idea is to liven up the street with pedestrian activity without relying on retail, with new uses ranging from offices to fitness facilities.¹⁵



Table 9 summarizes the anticipated growth and decline of primary retail types. This information is based on research conducted by commercial real estate company Cushman & Wakefield and reflects changing preferences. Online shopping is having a significant impact on “commodity retail.” Retailers selling products that can easily be ordered and shipped from Amazon or others face a challenging environment and must have a competitive advantage against online competition—whether that is the convenience, experience, customer service, or something else. Commodity retailer categories include electronics, office supplies, and video stores.

By contrast, experiential consumerism is an emerging trend in which retailers offering a special experience, or offering services that cannot be procured online, have the potential to thrive. A prime example is dining—as one retail guru has said, “you can’t eat the internet;” and you certainly cannot dine with family and friends on the internet. Therefore, food and beverage establishments have become a larger and larger part of the retail

¹⁵ [URL](#)

experience, on both main streets and larger shopping centers. Another growing “retail” sector is healthcare. Small, neighborhood-scale providers are moving into both main street and retail center locations.

Table 9. Retail Trends: Growing and Declining Retail

| Growing | Declining |
|--|--|
|  |  |
| <ul style="list-style-type: none"> • Retail that offers a special experience • Food! • “Fast Casual,” i.e. Little Big Burger • Food Halls, artisanal markets • Trucks to Bricks • Grocery: Ranging from discount, to organic, to small format, and ethnic • Medical users, incl. ZoomCare • Apparel: Fast fashion, off-price, active sportswear • Sporting clubs • Fitness/Health Clubs • Marijuana dispensaries • Auto repair • Convenience stores • Car dealerships • Home improvement and home furnishings | <ul style="list-style-type: none"> • Commodity retail • Food: Casual dining, weaker fast food chains • Mid-priced apparel and shoes; children’s • Dollar Stores • Pet supplies • Electronics • Office Supplies • Bookstores • Toy Stores • Video stores • Bank Branches |

Source: Cushman & Wakefield, Leland Consulting Group.

The Rise of E-commerce

Between 2001 and 2015, total online retail sales grew at a 21.8 percent annual growth rate and accounted for 22 percent of total retail sales growth. During the same period, brick-and-mortar stores grew at a rate of only 3.7 percent annually, decreasing their share of the total retail market from 98 percent to 89 percent. While still only

a small total market share, estimates indicate that up to 20 percent of total US sales will be attributed to e-commerce by 2019.

The rise of online retail has also had a major impact on the way retailers are doing business. As more people turn to the internet to do their shopping, traditional brick-and-mortar stores are altering their store formats and incorporating an online platform into their business concepts. Omnichannel retail strategies, where a retailer operates through both physical locations and online sales, have proven to be a necessity in today's market.

The list of top online retailers reinforces this point, as many also have a significant brick-and-mortar presence. Of the top 25 companies with the highest online retail sales in 2016, 18 were more traditional brick-and-mortar retailers. These include companies such as Walmart, Best Buy, Macy's Inc., Nordstrom Inc., Target Corp., Gap Inc., and Neiman Marcus.¹⁶ That said, Amazon remains king among online retailers, with almost six times the sales volume of the second-ranked retailer, Walmart.

Employment Market

The McMinnville market area has 97 office buildings with a total of 785,000 square feet of rentable space, comprising entirely of Class B and C buildings. Most are wood-framed buildings built between 1970 and 2000. Office vacancy stands at 3.2 percent according to CoStar; this is down from a 10-year high of 10.5 percent in 2011, indicating demand for new space.¹⁷ Gross office rents currently average around \$18.20 per square foot per year.

There are 85 industrial buildings with a total of 2.4 million square feet of rentable space, although almost one-quarter of this total is from the steel mill in the north of the city. Industrial vacancy stands at 0.4 percent according to Costar, down from a 10-year high of 15.8 percent in 2014. Industrial rents average around \$8.40 per square foot.

Market Summary

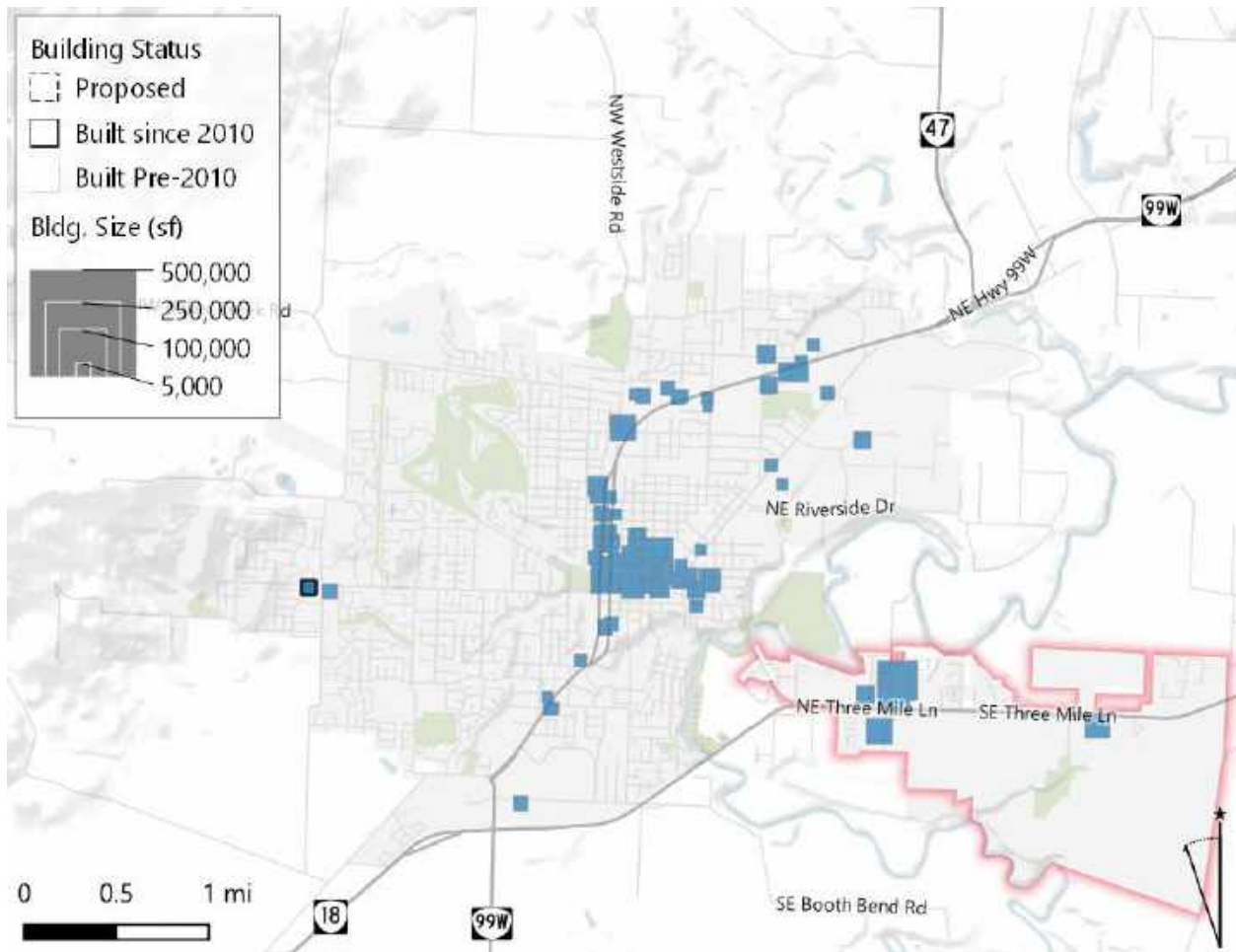
With an economy centered on agriculture, the Yamhill County office market is relatively quiet, and its tenants and investors are predominantly local. The vacancy rate is tight, due in part to moderate absorption but largely because of limited inventory and the lack of new construction. Rents experienced back-to-back years of growth in 2015 and 2016 but contracted in the past year. Over the cycle, the submarket has consistently posted minimal investment activity and nearly no new supply.

As shown in Figure 28, new office construction in the region has been limited to the Portland Metropolitan Area and other close-in cities.

¹⁶ www.wwd.com/business-news/financial/amazon-walmart-top-ecommerce-retailers-10383750/

¹⁷ Anecdotal evidence suggests an immediate need/demand for mid- and large-scale Class A office space, although the extent of which is likely limited, based on projected regional employment growth rates.

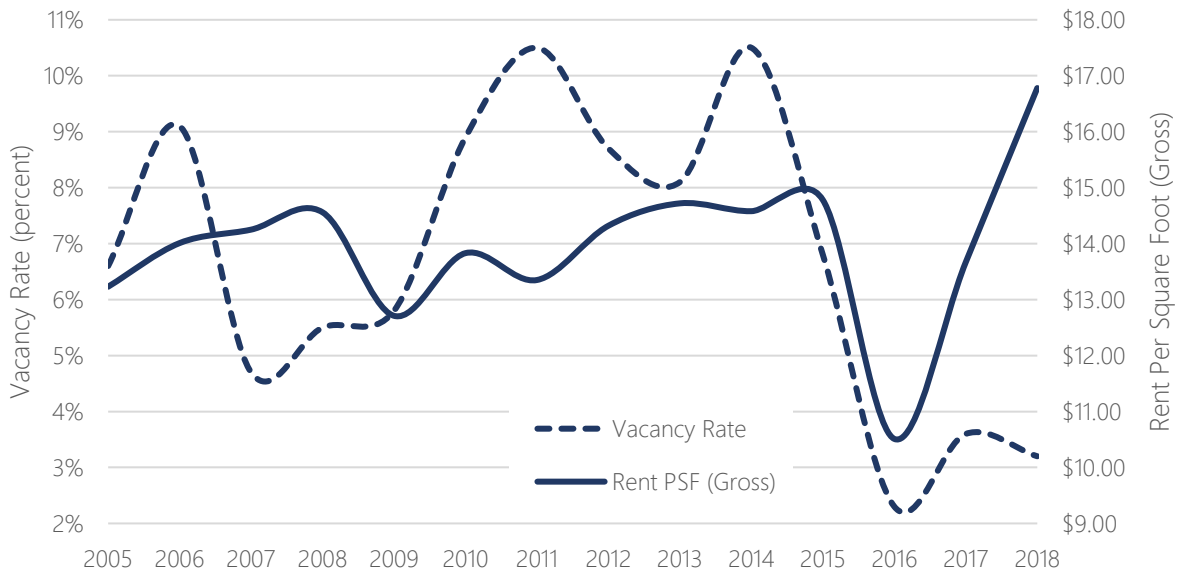
Figure 28. Regional Office Development



Source: Costar, Leland Consulting Group.

There has been little to no rent growth in the market area over the past decade, and vacancy rates have been erratic, declining significantly from 2014 and settling near three percent in 2018. However, the following chart shows the volatility of the office market.

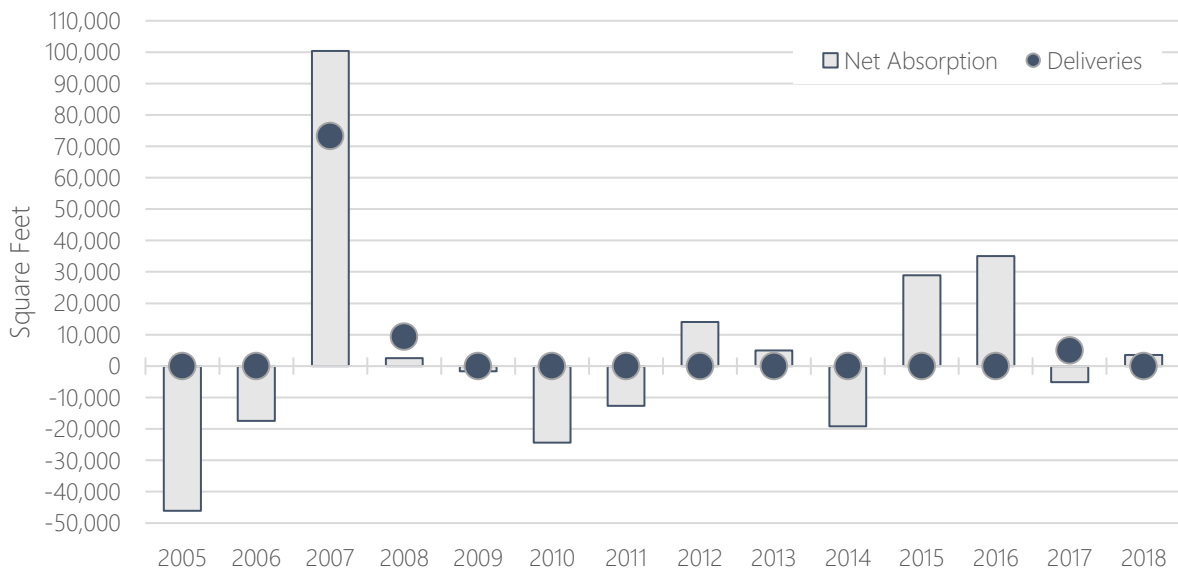
Figure 29. Market Area Office Rent and Vacancy Trends, 2005-2018



Source: Costar

Net absorption of office space has been largely positive, albeit minimal, and essentially no new office space has been constructed in the past decade. This is reflective of the fact that more competitive and significant employment clusters are located elsewhere in the region, largely throughout the Portland Metropolitan Area, such as Wilsonville. However, this may also partially due to the lack of appropriately zoned land for office.

Figure 30. Market Area Office Net Absorption and Deliveries (sq. ft.), 2005-2018



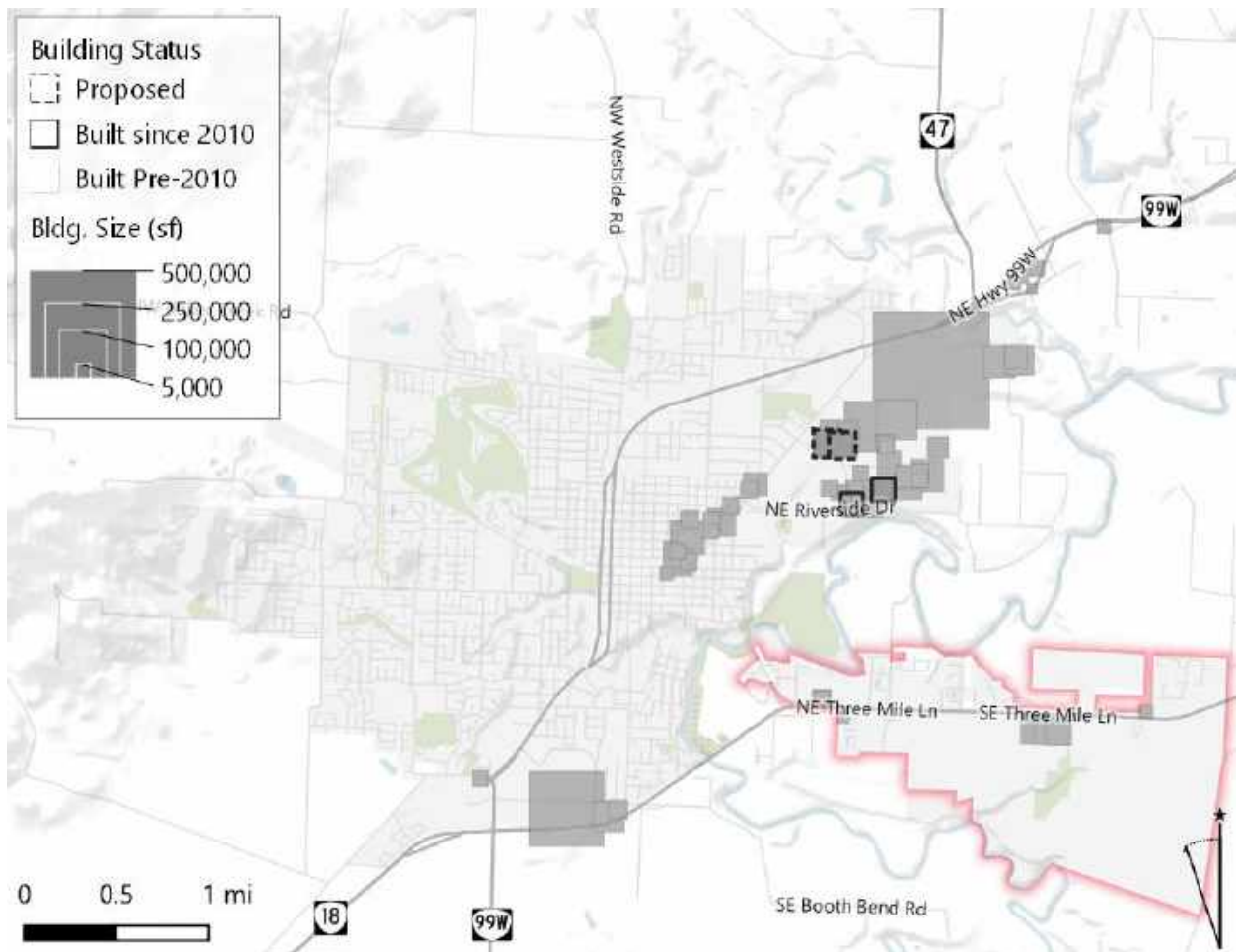
Source: Costar

For industrial, the market is marginally stronger than for office. However, like office, industrial development has also clustered elsewhere in the region in locations that are arguably better suited for continued expansion.¹⁸ Locations such as the Tualatin, Tigard, and Wilsonville benefit from close proximity to Interstate-5 and access to talent in Portland. These locations have rapidly built up their manufacturing industries, among others. While McMinnville has seen recent development, it is unlikely to compete with these other centers.

With that said, Three Mile Lane may have a locational advantage for industrial development due to its proximity and access to the airport. Nationally, many modern airports now generate most of their revenues from sources other than aviation. While small and lacking commercial service, the McMinnville airport may have positive impacts for a hotel (including conference spaces), office space, business parks, industrial development (particularly manufacturing and warehousing), cargo facilities, sports facilities, among others.

Extending the airport runway to accommodate larger aircraft may further improve development prospects and accelerate the rate of development. However, doing so is understood to be challenging as the only place to extend is to the northeast, which would require moving Highway 18.

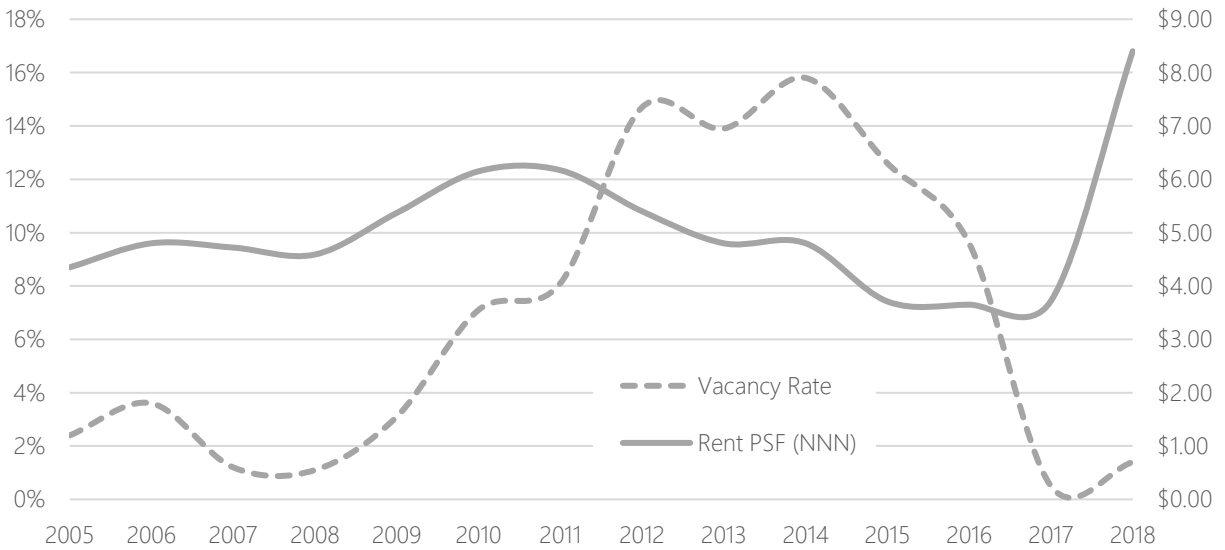
Figure 31. Regional Industrial/Flex Development



¹⁸ The data that populates the corresponding map often neglects to show owner-occupied buildings, such as the Jackson Family Wines building, built in 2017 in the Three Mile Lane corridor.

While the industrial vacancy rate is virtually zero, rents have only just climbed to pre-recession levels. A hike in vacancy rates between 2009 and 2014 resulted in negative rent growth. However, with the wine industry such a significant component of the Mid-Valley industrial market, there is a reason to believe that typical rent and vacancy characteristics may not truly represent the McMinnville market area’s industrial market.

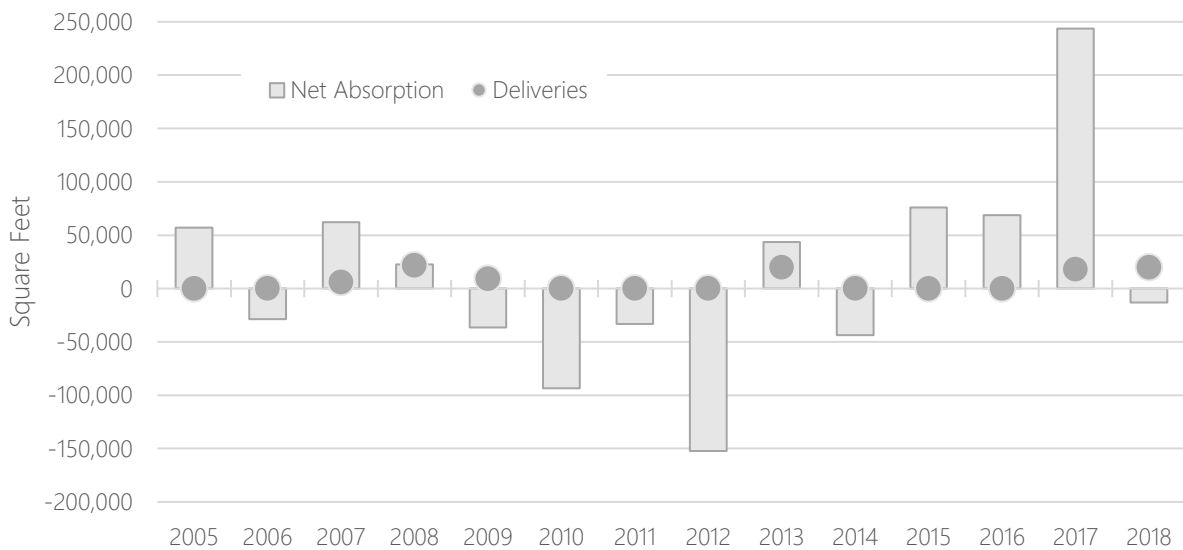
Figure 32. Market Area Industrial Rent and Vacancy Trends, 2009-2018



Source: Costar, Leland Consulting Group

Net absorption has been largely positive since several years of negative absorption between 2009 and 2012—likely as a result of the recession, with a huge surge in absorption in 2017 which has resulted in almost zero vacancies in the market area. There have been few industrial deliveries over the past decade.

Figure 33. Market Area Industrial Net Absorption and Deliveries (sq. ft.), 2005-2018



Source: Costar, Leland Consulting Group

Planned and Proposed Projects

Per Costar, there are only two proposed industrial buildings in the McMinnville area, both of which are planned for either office or industrial. Both buildings are located in McMinnville's industrial district (zoned General Industrial M-2) along a Portland Western Railroad rail spur.

Figure 34. Proposed Industrial Development, McMinnville



Source: Kidder Matthews

Market Trends

While people once followed the jobs, corporations and professional firms are now following people back to the city. These companies have increasingly seen prospective employees choosing to live, work, and play in more interesting—often urban—locations, and now they have realized that attracting these employees requires them to be in these places too. As such, the authenticity of a place has become a sought-after commodity. This is likely one of McMinnville's strongest assets. Companies and workers now look for the genuine, the idiosyncratic, the unique and, most importantly, the personality of a place that matches their own. In fact, a recent Newmark study identified a significant rent premium for office properties with transit access, dining operations, and open floor plans of around 50 percent higher than those with obsolescent characteristics.

For cities, this means that opportunity lies in attracting more investment and focusing on placemaking to make themselves the place where the best and brightest live, work, and shop. This might require updating office and industrial areas to reflect the way we now do business and work day-to-day. And, as the finance, utility, and even government sectors continue to consolidate, cities will need to backfill their buildings with new tenants to keep downtown an interesting and lively place.

Location Preferences

Across the United States, traditional office development is increasingly considered obsolete in today's shifting market. Since the Great Recession tenant preferences have shifted to central, walkable, amenity-rich locations as companies find it tougher to recruit the Millennial and emerging Gen Z workforce to sterile, single-use buildings and in auto-dependent neighborhoods. These locations have typically been in inner-city areas, but more recently office investors have been refocusing their attention to suburban communities that increasingly offer a better value for investors than urban products, mainly in areas where developers are creating live-work-play environments. The migration of millennials to the suburbs should ease investor concerns about demand for suburban office space.

Workplace Trends

General trends impacting the office workspace include a steady decline in the number of square feet per employee, the increase in standardized workspaces and non-dedicated (shared) office space with more

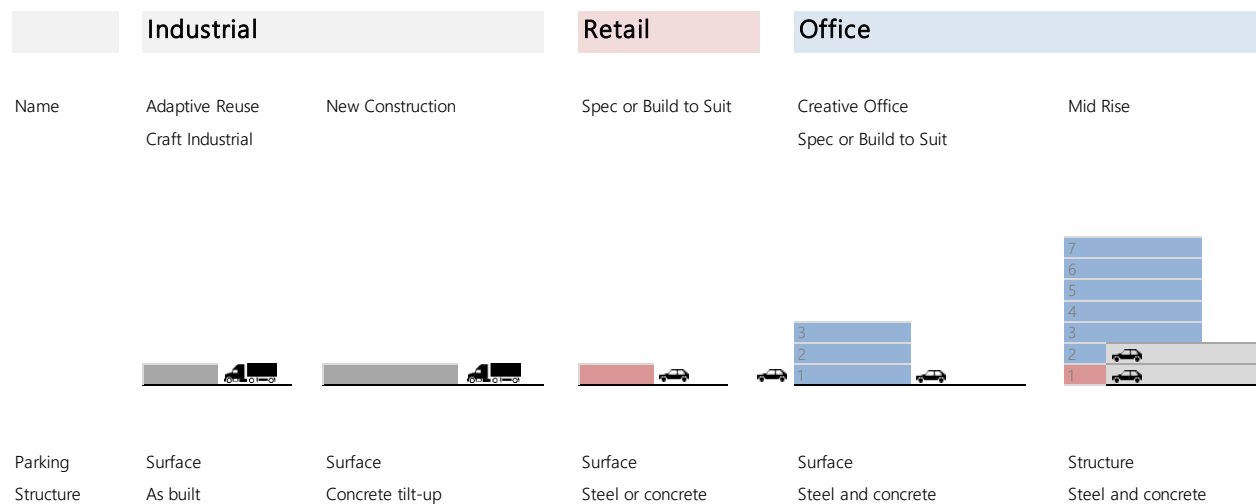
amenities, more tolerance for telecommuting and collaborative workspaces, and a greater emphasis on higher space utilization, innovation, and productivity. Within the private sector, Class A office space continues to be the primary driver of new office demand, yet “creative” office environments—the repositioning of established office space (typically Class B) to open, modern workspaces—are becoming ever more popular. Real estate investors are wondering whether the office sector is next in line for a painful shakeup, as tenants continue to use office space more efficiently.

The impact of tenants’ push for greater space efficiency has created winners and losers within the office market. Fitting more employees into less space has enabled office tenants to sign smaller leases or afford higher-end space. This is a particularly compelling tradeoff in the current market, as tenants are increasingly relying on amenity-rich office environments to help recruit the highly skilled workers who are now in short supply.

Commercial Development Prototypes

Commercial development prototypes are shown below. Once again, parking is a major driver of building form. Only one commercial development prototype—mid-rise office—includes structured parking; this building type is unlikely to be feasible due to the high cost of structured parking.

Figure 35. Commercial Development Prototypes

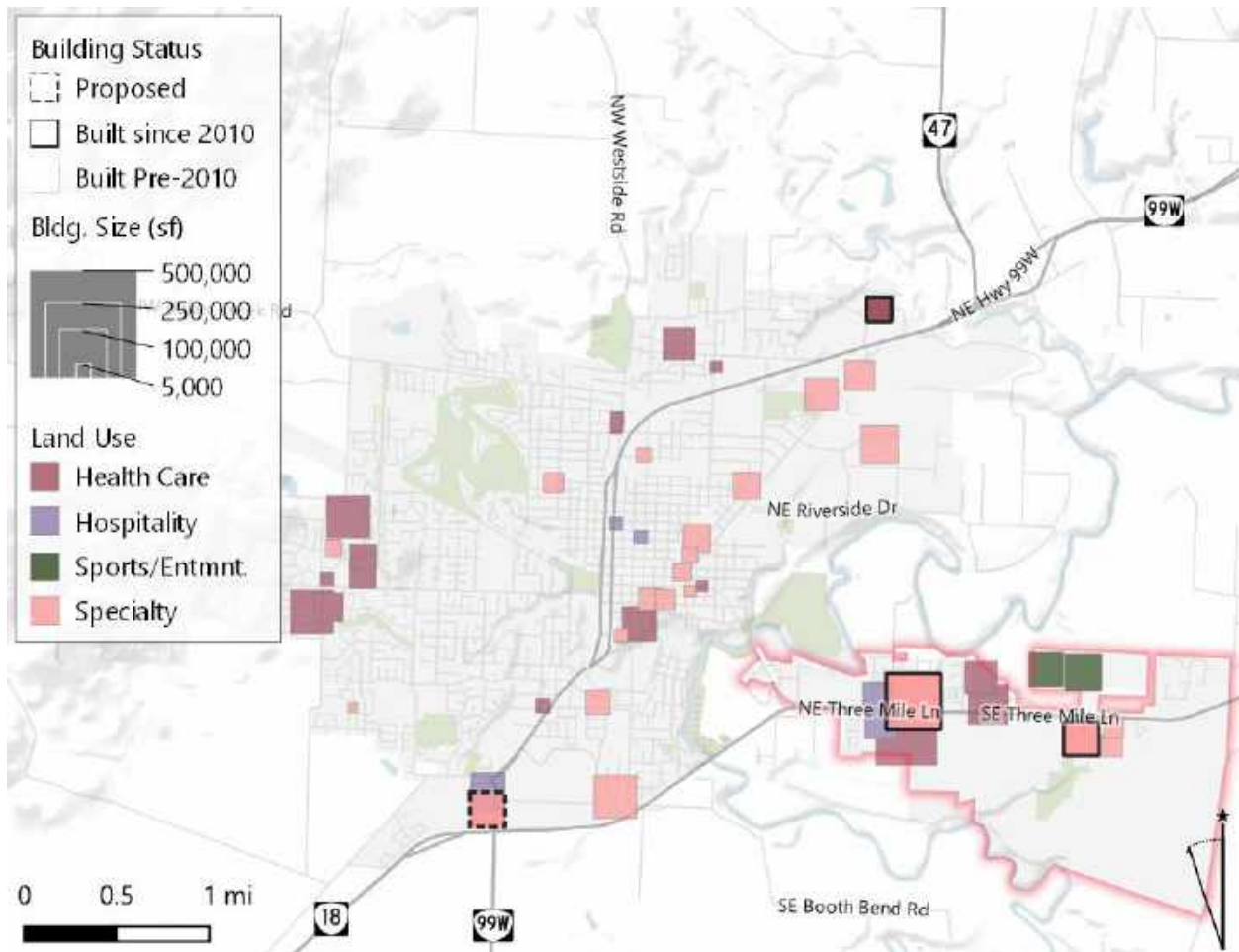


Lodging, Hospitality, Specialty, and Recreation

Development Summary

Since 2010, there have been only a handful of new properties built in these categories, including one health care facility (skilled nursing facility/assisted living), and two specialty properties (Chemeketa Community College and an airplane hangar).

Figure 36. Regional “Other” Development



Source: Costar, Leland Consulting Group

Tourism

The tourism region of the Willamette Valley includes Benton, Linn, Marion, Polk, Yamhill and portions of Clackamas and Lane counties. The region stretches from the crest of the coast range to the crest of the Cascade Range. The Willamette Valley offers more than 500 wineries in 150 miles, historic towns and cities, craft breweries, farm stands, and hiking, paddling, and cycling.

The region continues to be a big draw for locals and tourists alike, with tourism rates in Oregon rising 54 percent in the last three years¹⁹ (as of December 2018). In 2018, the Willamette Valley was the second-most visited destination in Oregon for overnight tourists, attracting almost 20 million visitors (Portland was first with 26.4 million, and the Oregon Coast was third with 18 million)²⁰. New wine country restaurants and boutiques have made the area even more appealing.

¹⁹ <http://www.wweek.com/culture/2018/10/09/two-oregon-natives-are-opening-a-bougie-new-hotel-in-downtown-mcminnville/>

²⁰ <http://industry.traveloregon.com/content/uploads/2018/05/Dean-Runyan-FINAL-2018.pdf>

The wine industry has brought new economic activity and tourism, and industry growth, bringing more jobs, increased tourism, and international recognition, and growing support of arts and culture opportunities.

The arts and culture environment in Yamhill County is a growing field of increasing vitality. Artist studios and monthly wine walks increasingly attract visitors from outside the region. Events such as the two annual international wine conferences at Linfield College and monthly art and wine walks provide critical exposure both for area artists and for local vineyards. Key institutions – such as Chehalem Cultural Center, George Fox University and Linfield College – play significant roles in providing robust art and cultural offerings to their communities. The vibrancy of the environment varies across the county, and the accessibility of arts and cultural opportunities may not be equitable across different populations.

High quality of life and robust arts and culture offerings are often considered the most attractive aspects of Yamhill County for residents or businesses considering the location. They are also tourism draws. Other attractors include the region’s natural beauty, small-town feel, good schools, and quality higher education institutions. The area’s proximity to Portland while remaining rural and independent is also a positive attribute.

The following table provides high-level tourism data for the Willamette Valley.

Table 10. Willamette Valley, Direct Travel Impacts, 2012-2018

| | 2012 | 2018 | Change |
|---------------------------|---------|---------|--------|
| Direct Employment | 18,830 | 21,890 | 16% |
| Employee Earnings (\$M) | \$385 | \$522 | 36% |
| Visitor Spending (\$M) | \$1,423 | \$1,629 | 14% |
| Taxes (State/Local) (\$M) | \$59 | \$79 | 34% |

Source: Dean Runyan, *Oregon Travel Impacts, May 2018*

Per the Oregon 2015 Regional Visitor Report for the Willamette Valley Region,²¹ approximately seven percent of all overnight trips in 2015 were for business, 53 percent were to visit friends or relatives, and 40 percent were considered “marketable” (i.e. leisure). Of these marketable trips, most people were visiting for the outdoors, a special event, or touring—and mostly during the spring and summer months. In terms of spending, 30 percent of the \$706 million spent in the region was on lodging, and 27% was on restaurant food and beverage.

The Willamette Valley attracts visitors that are typically older, higher-income, and often childless or retired individuals and couples. The average age of overnight visitors to the Willamette Valley was 49 in 2015, older than the state average of 46. A significantly greater proportion of visitors aged 45 and over visit the Willamette Valley (61 percent of all visitors versus 49 percent).

Lodging & Hospitality

Near Term Hotel Development Prospects.

The primary demand driver for hotel development include:

- Tourism and tourist destinations,

²¹ <http://industry.traveloregon.com/content/uploads/2016/11/Oregon-Willamette-Valley-Region-2015-Visitor-Final-Report.pdf>

- Entertainment activities,
- Business activity (number of jobs and businesses),
- Business conferences and conventions, and
- Travel patterns (visibility).

McMinnville’s Three Mile Lane arguably possesses three of the five drivers listed above, which is a positive sign for future lodging and hospitality development. Despite this, in the near term (zero to five years), hotel development in Three Mile Lane will be difficult for the following reasons:

- **Distance from downtown amenities.** Visitors to the hotel would probably drive, not walk, to the restaurants, wine-tasting, boutiques, retail, and other amenities in downtown. There are no commercial amenities at the Three Mile Lane today and therefore a hotel at the Three Mile Lane would need to create its own sense of place and stand on its own. This would require a significantly higher level of investment, potentially in place making amenities, restaurants, meeting facilities, etc.
- **The current setting is somewhat industrial.** This is not a highly desirable hotel setting. Uncertainty about what will happen to the Evergreen properties and the surrounding area will also make hotel developers more reluctant to invest.
- **Land constraints** impact the ability of the market to support the development of moderate-cost hotels, which are needed to support the burgeoning tourism industry.

Long Term Hotel Development Prospects.

In the long term, this could be an excellent site for a hotel. Numerous amenities would improve prospects for hotel development, including:

- Additional parks, open spaces, and festival venues.
- Restaurants and retail.
- Wine tasting and wine-related uses.
- Other residential and commercial development.

The more that a hotel developer needs to create these amenities “from scratch,” the more difficult the economics will be.

Many of the new hotels recently built in the region are unique and interesting, with amenities oriented to local tourism draws—such as the wine industry. Some of these new hotels are profiled below.



The Allison, Newberg, Oregon. The Allison is an 85-room, 5-star resort hotel in Newberg, Oregon which opened in 2010. Room rates average between \$435 and \$475 per night.

Located in the Willamette Valley in 35 acres of grounds, this luxury spa resort is within 10 miles of dozens of wineries and 2 miles from Chehalem Glenn Golf Course. Amenities include an upscale restaurant and wine cellar, a spa offering wellness treatments, an indoor pool and hot tub, and yoga classes.



Atticus Hotel, McMinnville, Oregon. Atticus is a new 36-room luxury boutique hotel in downtown McMinnville, at the corner of N.E. 4th St. and N.E. Ford St. The property—which takes the place of a vacant parking lot—is a 22,640 square-foot, four-story building, and was developed by the Odd Fellows Building (OFB) LLC. It is leased in its entirety by Live McMinnville LLC., which will operate the Atticus Hotel.

Eighteen wineries and tasting rooms are located within walking distance along the town’s quaint and historic downtown stretch. The Atticus offers a variety of studio and one-bedroom suites from \$300 per night, as well as a 2-bedroom 2.5-bath penthouse. The hotel features amenities including a conference room, exercise facility, business center, private dining space, and a restaurant and bar. Guests can expect a full accoutrement of services, including valet parking, in-room dining, 24-hour concierge, and group sales coordination.



The Hotel at Independence Landing, Independence, Oregon. A boutique hotel is expected to open in Independence, Oregon in May 2019. The developer, Tokola Properties, was selected by the City of Independence after they bought the waterfront property in 2015 and sent out a request for qualifications for developers to outline their vision for the site.

The Independence hotel, featuring "warm and contemporary" architecture that compliments the historic downtown area, will have 75 rooms.

Embarcadero Hospitality Group will manage the hotel. Seasonal rates for rooms will range from around \$125 on winter weekdays up to \$300 or more for certain suites during summer weekends, developers said.

Recreation & Open Space

Infrastructure—the physical facilities and systems that support economic activity—is a key driver of real estate investment and development. Historically, real estate was influenced by the quality and location of roads, bridges, and other forms of auto-oriented infrastructure. The Interstate Highway System, for example, was a critical factor in the growth of suburban America.

More recently, transit-oriented development has become a common term in the lexicon of real estate and transportation officials. Transit-oriented development is characterized by compact, mixed-use, residential, and commercial development that is clustered around a transit stop or a rail station. Today, bike trails, bike lanes, bike-share systems, and other forms of active transportation infrastructure are helping spur a new generation of "trail-oriented development." This trend reflects the desire of people around the world to live in places where driving an automobile is just one of a number of safe, convenient, and affordable transportation options. The Urban Land Institute’s America in 2015 report found that, in the United States, over half of all people (52 percent) and 63 percent of millennials would like to live in a place where they do not need to use a car very often; half of U.S. residents believe their communities need more bike lanes.

Active transportation was, until recently, an overlooked mode of travel. However, in recent years, investments in infrastructure that accommodates those who walk and ride bicycles have begun to reshape communities.

Shared themes among active transportation projects include the following:

Active transportation infrastructure can catalyze real estate development. Trails, bike lanes, and bicycle-sharing systems can improve pedestrian and bicyclist access to employment centers, recreational destinations, and public transit facilities, thereby enhancing the attractiveness of developments along active transportation corridors. In some cases, former industrial districts and towns outside urban cores have benefited from active transportation infrastructure due to improved walking and cycling connectivity.

Investments in trails, bike lanes, and bicycle-sharing systems have high levels of return on investment. Regions and cities have found that relatively small investments in active transportation can have outsized economic returns due to improved health and environmental outcomes and reduced negative externalities, such as automobile traffic congestion and poor air quality.

Bike-friendly cities and towns are also finding that bicycle facilities boost the tourism economy and encourage extended stays and return visits. Tourism is one of the world's largest industries. The U.S. Travel Association explains that U.S. residents spend over \$800 billion a year on travel and recreation away from home.

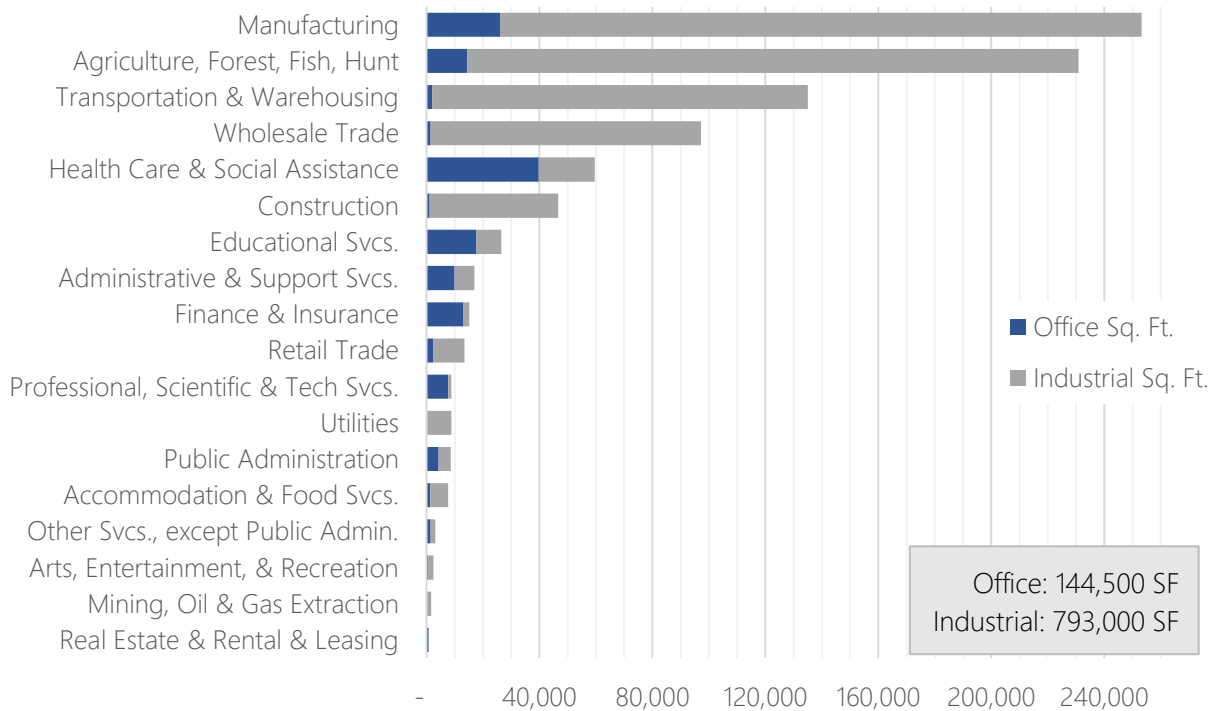
Demand for Commercial/Employment Development

This section provides an estimate of future 10-year market demand for residential development, office and industrial development, and retail development.

Office and Industrial Demand

Based on the respective strength of the office and industrial markets, most employment-based demand for new development is likely to be in the industrial sector, specifically manufacturing and agriculture (tied to the wine industry). With that said, this is largely dependent on McMinnville's ability to compete with other cities in the region where industrial development has been more prevalent. Figure 37 shows LCG's office and industrial development forecast for the market area, based on job growth forecasts made by the U.S. Census.

Figure 37. 10-Year Office and Industrial Demand



Source: Leland Consulting Group

For office, employment growth in the industries of healthcare and social assistance and educational services can be expected to drive most of the demand for new office development.

However, the Census’ employment forecast likely overstates demand for industrial and office space. The following table shows historical employment growth rates along with historical office and industrial deliveries documented over the past decade. These historical trends are useful in suggesting office and industrial construction for the next decade in the market area.

Because little new office space has been built (despite the addition of several thousand new employees), it is possible that there will be little to no demand for office space in the next decade; however, the limited development may be due to a limited supply of appropriately zoned land. Likewise, the total demand for new industrial space may be lower than would be projected using employment forecasts.

Three Mile Lane may be a prime location for **light or craft industrial** which could align with the City’s vision for the area and provide secondary tourism benefits if new development includes experiential or retail components. This is discussed further in the following “Retail Absorption” section. Larger or heavy industrial users are likely to be attracted to existing business and industrial parks, such as that in the north of the City.

Table 11. Historical and Forecasted Office and Industrial Trends, Market Area

| | Past 5 Years | Next 10 Years |
|---------------------------|--------------|---------------|
| Net Office Absorption | 48,102 | 70,000 |
| Office Deliveries | 5,000 | 75,000 |
| Net Industrial Absorption | 82,500 | 175,000 |
| Industrial Deliveries | 58,000 | 200,000 |

Source: Leland Consulting Group

Three Mile Lane Office Absorption

While employment is projected to continue to grow in the market area, the industries projected to experience the most growth and dominate future employment are not traditionally significant office users. This is also true of the past five years, during which time very little new office space was built, suggesting a limited office market outside of healthcare.

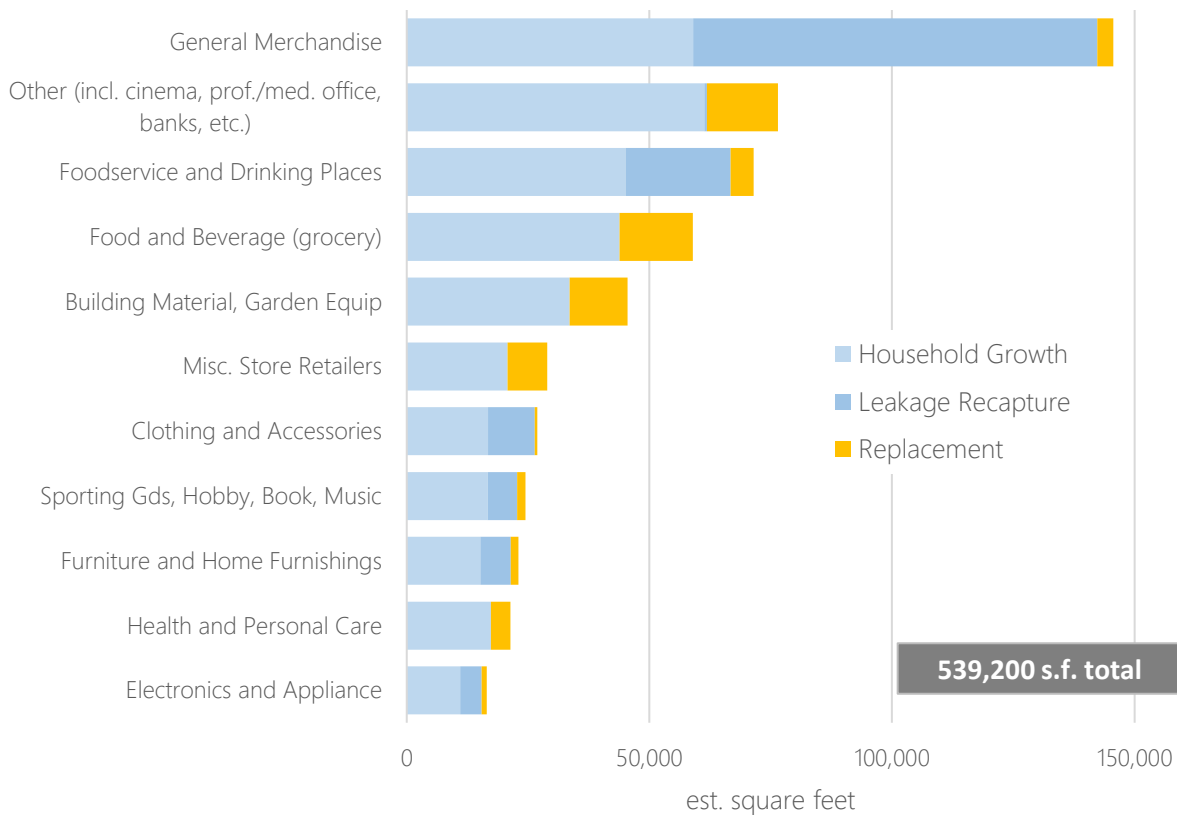
As office rents are too low to justify the high costs of new, high-quality speculative office development, new construction is only likely if large office users can be attracted to the area, or if one or more tenants are looking for a special site and campus environment, particularly near existing health care facilities. McMinnville’s high quality of life, business incentives, and proximity to the Portland metro region may indeed be sufficient in attracting these larger companies, but this is almost impossible to forecast. Additionally, target users could include existing companies looking to expand.

Speculative office development is therefore likely to be minimal or nonexistent in the Three Mile Lane area in the near- and mid-term. On the other hand, recent trends for owner-occupied (often called build-to-suit) buildings in the Three Mile Lane corridor are positive indicators for both the office and industrial markets. The recent presence of two large companies—Jackson Family Wines (industrial/flex) and The Springs Living (office/flex)—in the corridor prove that a market exists for new space, reinforced by the very low vacancy rate in both markets. However, as build-to-suit opportunities are typically less driven by traditional market forces—because they are often to fill specific niches in the market and rent growth is less important—new build-to-suit opportunities are more challenging to forecast than speculative office.

Retail Demand

Using the household growth projections and leakage analysis described earlier, we forecast demand for approximately 529,000 square feet of additional retail development within the market area over the next decade. The general merchandise, “other” (cinema, medical and professional office, etc.), and foodservice and drinking places (restaurants and bars) retail categories are responsible for about half of total demand. Grocery demand would likely support one or two additional stores.

Figure 38. 10-year Market Area Retail Demand by Source



Source: Leland Consulting Group

The following table shows total retail absorption and development for the past five years, and forecasted development based on the same historical trends. Note that these forecasted numbers are significantly lower than those presented above. This is merely to highlight that there may be pent-up demand well into the future if the development trends of the past continue. Increasing the rate of development may, therefore, require significant public interventions.

Table 12. Historical and Forecasted Retail Trends, Market Area

| | Past 5 Yrs. | Next 10 Years |
|-----------------------|-------------|---------------|
| Net Retail Absorption | 117,900 | 200,000 |
| Retail Deliveries | 40,300 | 150,000 |

Source: Costar, Leland Consulting Group

Three Mile Lane Retail Absorption

The Three Mile Lane project area is relatively well-positioned for retail development due to high visibility, ease of access, high traffic counts along Highway 18, and there are few alternative urban areas between McMinnville and the coast, providing opportunities to capture spending from those visiting the Oregon coast.

Additionally, as one of the few locations in the market area with large, contiguous, vacant tracts of land within city limits, Three Mile Lane should be able to capture a significant portion of market area demand over the next 10 years.

However, significant challenges remain, including:

- Existing retail in the project area is virtually non-existent;
- Many retailers—particularly bars, restaurants, and other small-format stores—are likely to prefer a downtown location, where there is existing activity, authentic and interesting buildings, and less risk; and
- There are many other large, successful retail centers within a reasonable drive-time with which any major retail development would compete.

As such, retailers in Three Mile Lane are likely to be auto-oriented, with convenience and general merchandise retail potentially feasible in the short-term. Significant household growth in the area—as projected—is likely to generate demand for further dining and grocery options over the longer term, but not in the near-term as current retail spending data indicates a major surplus of grocery stores in the region.

The tourism and wine industry, especially, is burgeoning, increasing opportunities for development that would leverage the wave of visitors to the area during the warmer months. Specifically, this may take the form of experiential or “destination” retail and commercial uses. Commercial tenants in this category include restaurants, wine-tasting and wine sales, unique Willamette Valley food growers and vendors, other food and beverage vendors (coffee, ice cream, bakeries), and outdoor recreation suppliers. Secondary commercial tenants can fill space alongside these “anchor” tenants. Indeed, a larger building with production, warehousing or light manufacturing in the back and a front-facing retailer—such as a tasting room or craft store—would fit the existing industrial, auto-oriented character of the Three Mile Lane study area while increasing activity in the corridor.

Conclusion

This market analysis assessed the market conditions for residential, commercial, office, and industrial development, and subsequently identified opportunities for the Three Mile Lane corridor based on existing land assets.

Projected residential and employment growth over the next 20 years will drive demand for new residential, commercial, and industrial development. Potential development in the Three Mile Lane corridor is likely to be driven by these market forces, as well as more nuanced needs for housing and retail in particular. Existing market conditions indicate that development will likely remain low-density and surface parked, at least until rents increase and development feasibility of higher-density building types improves. For residential uses this may translate in the near-term to townhomes and apartments up to four stories, as well as single-family and multiplexes. Based on projected demand, retail development is likely to be surface parked, low-rise, and community-serving (potential grocery store, restaurants, etc.), and as part of mixed-use residential and/or office developments over a longer time period.

The growing tourism industry, airport activity, and existing needs for meeting space should drive demand for hotel. However, with speculative office demand relatively low in comparison to housing and retail, hotel prospects are reliant on existing employment and tourism.

With few large flat land tracts left in the area and moderate to high employment growth projected in the industries of manufacturing, agriculture, transportation and warehousing, and wholesale trade, there is strong industrial demand. However, a housing-focused vision for the area is likely to be incompatible with significant

industrial development. Less impactful industrial—light or “craft,” particularly if retail or experiential components are included—would be compatible with adjacent land uses and help generate a live-work-play environment.

In short, opportunities for new development are prevalent given the prevalence of large, greenfield sites in the study area. As such, it is positioned to capture a significant share of regional demand for retail and commercial development, as well as housing, industrial, and other mixed uses.

METHODOLOGY MEMORANDUM

DATE: December 10, 2018

TO: **Michael Duncan**, Transportation Growth and Management
Kristie Gladhill, ODOT Transportation Planning and Analysis
Keith Blair, ODOT Region 2

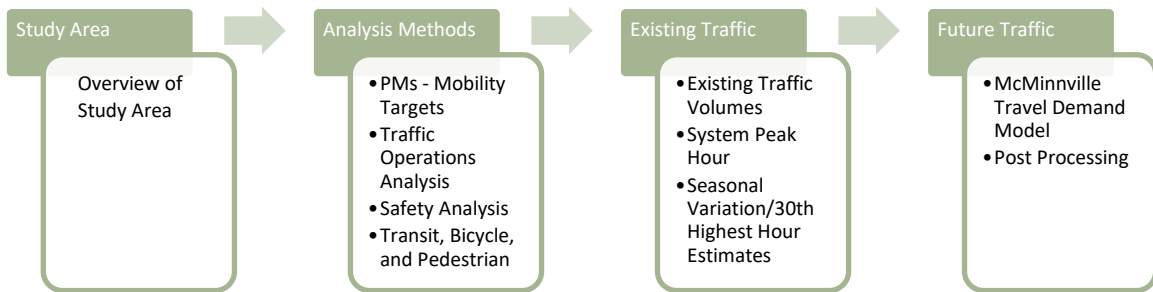
FROM: Andrew Mortensen, Associate, David Evans and Associates, Inc.
Cameron Grile, PE, PTOE, Associate, David Evans and Associates, Inc.
Matthew Hartnett, EIT, David Evans and Associates, Inc.

SUBJECT: **City of McMinnville Three Mile Lane Overlay/Area Plan Update**
Methodology Memorandum

Purpose of the Memorandum

The purpose of this memorandum is to summarize the proposed methods and assumptions that will inform an evaluation of traffic operations, safety, and the experience of transit users, bicyclists, and pedestrians for the Three Mile Lane Overlay/Area Plan Update (3MLAP). The ODOT Analysis Procedures Manual (APM)¹ will guide the methods and assumptions used for these analyses. This Methodology Memorandum summarizes the methods and assumptions used in developing existing and future traffic volumes for these analyses.

The memorandum includes four major sections:



Findings from Memorandum Used to Guide Plan Update

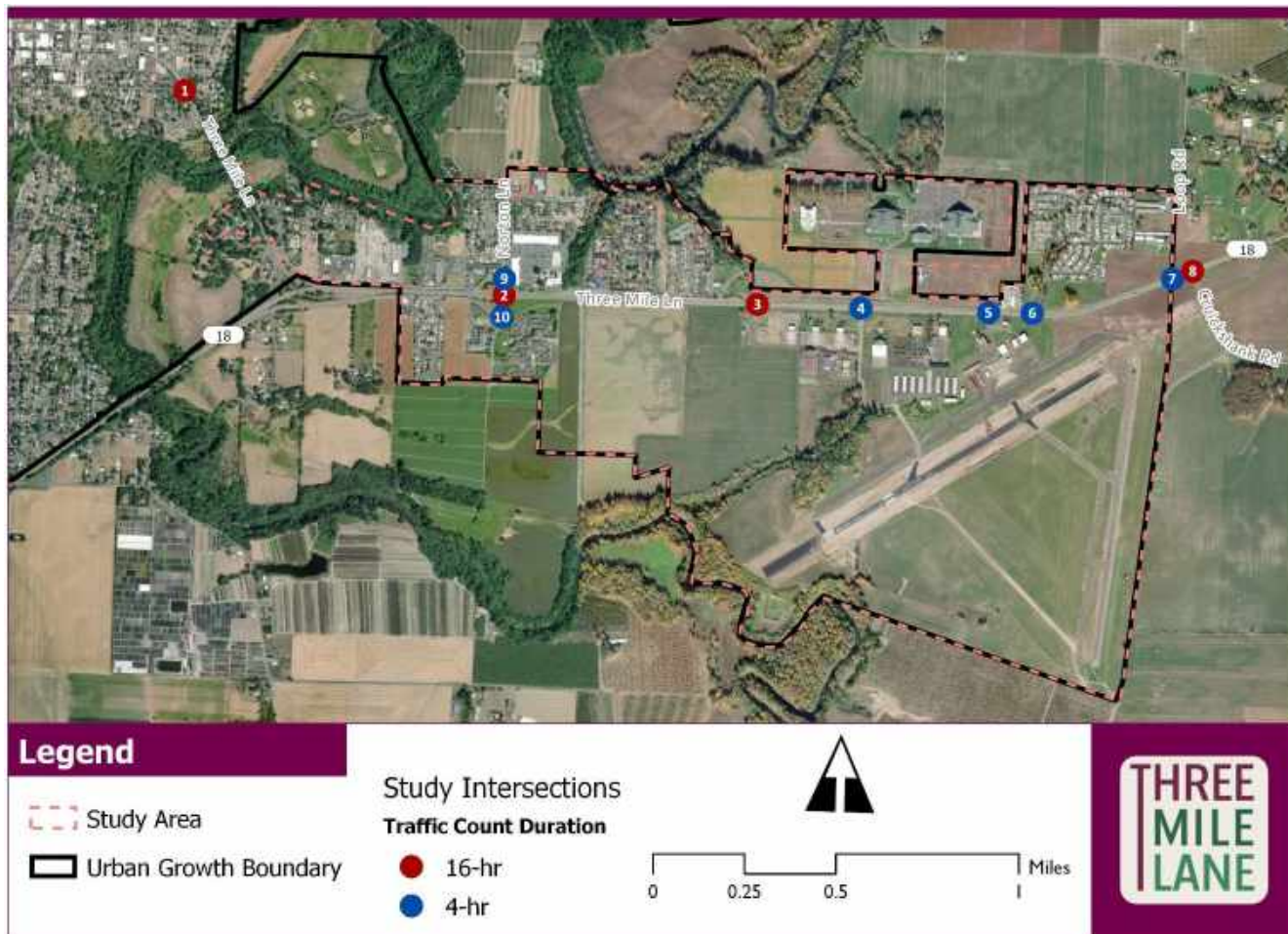
Findings from this memorandum will have important input to key tasks later in this project, including the identification of existing and forecasted future conditions and alternatives evaluation.

¹ Analysis Procedures Manual, Version 2.0, Oregon Department of Transportation, Transportation Planning & Analysis Unit (TPAU), 2018.

1. Study Area

The 3MLAP study area includes Three Mile Lane from city center to SE Loop Road and adjacent lands, totaling about 1,340 acres in southeastern McMinnville. The eastern portion of Three Mile Lane in the study area is also OR 18, and serves as a major connection between the Oregon Coast and the Portland metro area. Ten study intersections are identified for the study area, as summarized in Figure 1.

FIGURE 1: OVERVIEW OF STUDY AREA AND STUDY INTERSECTIONS



2. Performance Measures and Analysis Methods

Performance Measures - Mobility Standards

The 1999 Oregon Highway Plan (OHP) outlines specific performance measures to be maintained along ODOT facilities as part of the Highway Mobility Standards. As applied, these standards are intended to maintain mobility along important highway corridors and vary according to functional classification, location and designated role within the National Highway System (NHS). The OHP mobility targets assist in the planning phase and help determine future system deficiencies. The Highway Design Manual (HDM) standards are used

to develop a 20-year design life option that addresses said future deficiencies. Each roadway classification will be compared to its appropriate standard from the OHP and HDM.

For local City streets and intersections, McMinnville’s 2010 Transportation System Plan (TSP) states a mobility standard of volume-to-capacity ratio (v/c) of 0.90 shall be used.

The mobility targets applicable for the 3MLAP are summarized in **Table 1**.

TABLE 1: APPLICABLE MOBILITY TARGETS

| ID | Intersection | Volume-to-Capacity Ratio Main route/intersecting route | | | Geographic Context |
|----|--|---|------------------|------------------|--|
| | | ODOT Facilities | | City Facilities | |
| | | OHP ¹ | HDM ² | TSP ³ | |
| 1 | Three Mile Lane/1 st Street | | | 0.90/0.90 | Local Interest Road |
| 2 | OR 18/Norton Lane | 0.80/0.95 | 0.65/0.75 | | Statewide Expressway (speed >= 45mph), inside UGB, Non-MPO |
| 3 | OR 18/Cumulus Lane | 0.80/0.95 | 0.65/0.75 | | |
| 4 | OR 18/Armory Way | 0.80/0.95 | 0.65/0.75 | | |
| 5 | OR 18/Cirrus Avenue | 0.80/0.95 | 0.65/0.75 | | |
| 6 | OR 18/RV Park Entrance | 0.80/0.95 | 0.65/0.75 | | |
| 7 | OR 18/Loop Road | 0.80/0.95 | 0.65/0.75 | | |
| 8 | OR 18/Cruickshank Road | 0.70/0.75 | 0.60/0.70 | | Statewide Expressway (speed >= 45mph), outside UGB, Rural |
| 9 | Norton Lane/Cumulus Avenue | | | 0.90/0.90 | Local Interest Road |
| 10 | Norton Lane/Stratus Avenue | | | 0.90/0.90 | Local Interest Road |

¹ Oregon Highway Plan, OHP Policy 1F, revisions adopted through May 2015.

² Highway Design Manual, Table 10-2, 2012.

³ City of McMinnville Transportation System Plan, May 2010.

Traffic Operations Analysis Procedures

ODOT Transportation Planning and Analysis (TPAU) and Region 2 Traffic staff will review the analysis assumptions. Evaluation of study area and study intersection traffic operations will follow procedures outlined in the APM and apply analytical methods recommended in the Highway Capacity Manual (HCM), including those related to use of modeling tools as follows:

| <u>Intersection Type</u> | <u>HCM Methods</u> | <u>Software</u> |
|---|-----------------------------|-----------------|
| Unsignalized | HCM 6 th Edition | Synchro (v10) |
| Signalized | HCM 2000 | Synchro (v10) |
| Roundabouts (if any, in future improvement scenarios) | HCM 6 th Edition | Sidra |

Safety Analysis

The study will analyze the 3LMAP study area crash history, performing the following:

- Obtain five (5) years of complete and available crash data from ODOT's Crash Analysis and Reporting Unit.
- Identify crash patterns and trends for any location in the study area:
 - Where the intersection crash rate exceeds the critical crash rate or the published 90th percentile rates in Table 4-1 of the APM.
 - That is a top 10% Safety Priority Index System (SPIS) site or has an excess proportion of specific crash types.

Critical Crash Rate and Excess Proportions of Specific Crash Types will be calculated as outlined in the APM.

Transit, Bicycle, and Pedestrian Evaluation

The study will identify the comfort and desirability of the study area for the following users:

- Transit: Evaluation of transit service frequency, transit service span, transit routes, and simplified multimodal level of service (MMLOS).
- Bicyclists: Bicycle Level of Traffic Stress (BLTS) as outlined in the APM for Three Mile Lane, OR 18/Three Mile Lane, Cumulus Avenue, and Norton Lane in the study area.
- Pedestrians: Simplified MMLOS.
- Qualitative assessments of bikeability and walkability.

3. Existing Traffic Conditions

Traffic Counts and Data Assembly

In April 2018, ODOT performed counts of bicyclists, pedestrians, and vehicle classification for the ten identified study intersections. The counts include 4- and 16-hour vehicle classification counts with 15-minute intervals. ODOT also performed 2- and 5-day tube counts at four additional locations. These study intersection traffic counts are summarized in **Figure 1**.

System Peak Hour

A single system peak hour is selected for analysis purposes, based on the prevailing peak hour from the ten study area intersection counts. Traffic counts are summarized in 15-minute intervals to determine the true peak hour for the entire study area. **Table 2** summarizes the peak hour and peak hour volume for each intersection where traffic counts were collected on April 3, 2018.

There are instances of slight variation in the peak hour for the ten study intersections, but a prevailing peak hour of **4:15-5:15 PM** is determined based on the total entering traffic for all study intersections in the April 2018 counts.

TABLE 2: PEAK HOUR AND PEAK HOUR VEHICLE VOLUME BY STUDY INTERSECTION

| ID | Study Intersection | Peak Hour | Peak Hour Vehicle Volume | 4:15-5:15 PM Vehicle Volume | Peak Hour vs. Prevailing Peak Hour Volume: % Difference |
|----|--|---------------------|--------------------------|-----------------------------|---|
| 1 | Three Mile Lane/1 st Street | 4:30-5:30 PM | 1,891 | 1,854 | 2.0% |
| 2 | OR 18/Norton Lane | 4:00-5:00 PM | 2,596 | 2,579 | 0.7% |
| 3 | OR 18/Cumulus Avenue | 4:15-5:15 PM | 2,200 | 2,200 | 0.0% |
| 4 | OR 18/Armory Way | 4:15-5:15 PM | 1,980 | 1,980 | 0.0% |
| 5 | OR 18/Cirrus Way | 4:15-5:15 PM | 1,996 | 1,996 | 0.0% |
| 6 | OR 18/RV Park entrance | 4:15-5:15 PM | 1,991 | 1,991 | 0.0% |
| 7 | OR 18/Loop Road | 4:15-5:15 PM | 1,934 | 1,934 | 0.0% |
| 8 | OR 18/Cruickshank Road | 4:15-5:15 PM | 1,945 | 1,945 | 0.0% |
| 9 | Norton Lane/Cumulus Avenue | 3:15-4:15 PM | 541 | 513 | 5.2% |
| 10 | Norton Lane/Stratus Avenue | 3:15-4:15 PM | 438 | 378 | 13.7% |

*Data Source: ODOT, 2018

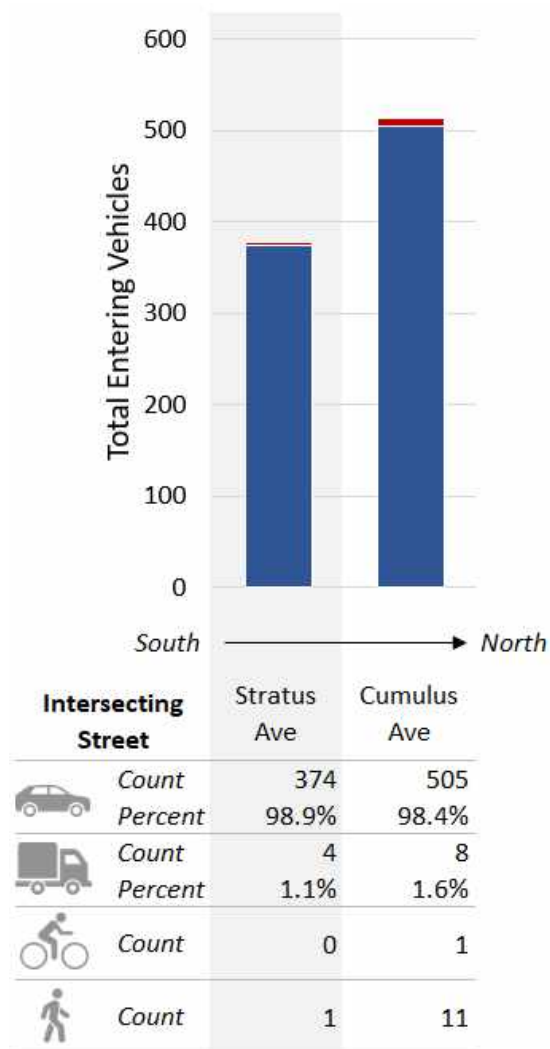
Figure 2 and Figure 3 summarize the total vehicle, truck, bicycle, and pedestrian volumes during the prevailing peak hour (4:15-5:15 PM) for the ten study intersections. **Figure 2** summarizes these volumes for the eight study intersections on Three Mile Lane, and **Figure 3** shows volumes by mode for the intersections of Norton Lane and Stratus Ave and of Norton Lane and Cumulus Ave.

FIGURE 2: PM PEAK HOUR TOTAL VEHICLE, TRUCK, BIKE, AND PEDESTRIAN COUNTS, THREE MILE LANE INTERSECTIONS



*Counts shown in top row of table include all non-truck vehicular traffic; Trucks are defined as Single Unit Trucks, Single Trailer Trucks, and Multi Trailer Trucks; Data Source: ODOT, 2018

FIGURE 3: PM PEAK HOUR TOTAL VEHICLE, TRUCK, BIKE, AND PEDESTRIAN COUNTS, NORTON LANE INTERSECTIONS



*Data Source: ODOT, 2018

Seasonal Variation and 30th Highest Hour Estimate

Spot traffic counts need to be converted to peak month equivalents using calculated seasonal adjustment factors. The APM outlines three optional methods for determining seasonal adjustment factors. Each are described below, including findings of the assessment and selection of the best method applied in the study.

Seasonal Adjustment Methods

- **On-Site ATR** - No ATRs are found within or immediately near the study area.
- **ATR Characteristics Methods** - no ATR or combination of ATRs are deemed appropriate and having similar travel characteristics of Highway 18 or other study area streets.
- **Seasonal Trend** – in consultation with ODOT Region 2 the seasonal Trend method is applied as the best option to determining seasonal adjustment factors for the 3MLAP study.

Interpolation of the 2018 Seasonal Trend Table as applied to the April 3, 2018 counts is summarized in **Table 3**.

TABLE 3: INTERPOLATION OF ODOT SEASONAL TREND TABLE - COMMUTER

| | AVERAGE Interpolated | | |
|----------|-------------------------|---------------|--------|
| | 1-Apr | 3-Apr | 15-Apr |
| Commuter | 0.9491 | 0.9463 | 0.9292 |

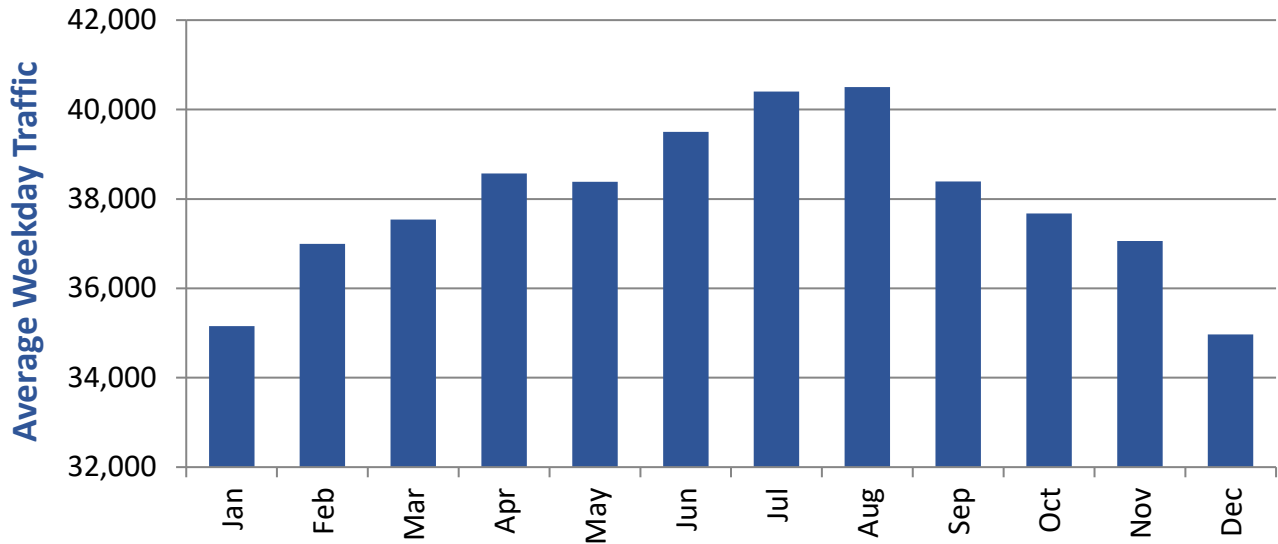
Adjustment Factor: **1.06**

A seasonal adjustment factor of **1.06** will be applied to the April 3, 2018 counts to obtain the 30th Highest Hour Volumes as outlined in the APM.

The nearest and relevant ATR site is located on OR 99W in Newberg (36-004), approximately 12 miles northeast of the study area, which has a peak month of **August** (and also yields a seasonal adjustment factor of 1.06 - matching the Seasonal Trend Method finding above). See **Figure 4**, which summarizes Average Weekday Traffic by month for 2016.

FIGURE 4: OR 99W, NEWBERG: AVERAGE WEEKDAY TRAFFIC BY MONTH, 2016

ATR 36-004: OR 99W, 0.1 Mile east of Brutcher St, Newberg



*Data Source: ODOT

4. Future Traffic Conditions

McMinnville OSUM (V3) Travel Demand Model

Base year (2018) and Future year (2040) model volumes from the McMinnville Oregon Small Urban Model (OSUM)² (V3) will be used as the primary tool to estimate future travel demand within the McMinnville Urban Growth Boundary (UGB).

Post-Processing

While the travel demand model is calibrated to local conditions and volumes, raw volumes from the travel demand model will not be used for capacity analysis. Rather, motor vehicle turn movement volume forecasts will be developed using post-processing methods consistent with the APM. This approach is derived from methodologies outlined in the National Cooperative Highway Research Program (NCHRP) Report 765, Highway Traffic Data for Urbanized Area Project Planning and Design.

² The Oregon Small Urban Model (OSUM) is managed by the Oregon Department of Transportation (ODOT) Transportation Planning and Analysis Unit (TPAU).



THREE MILE LANE AREA PLAN EXISTING CONDITIONS



March 7, 2019

DRAFT

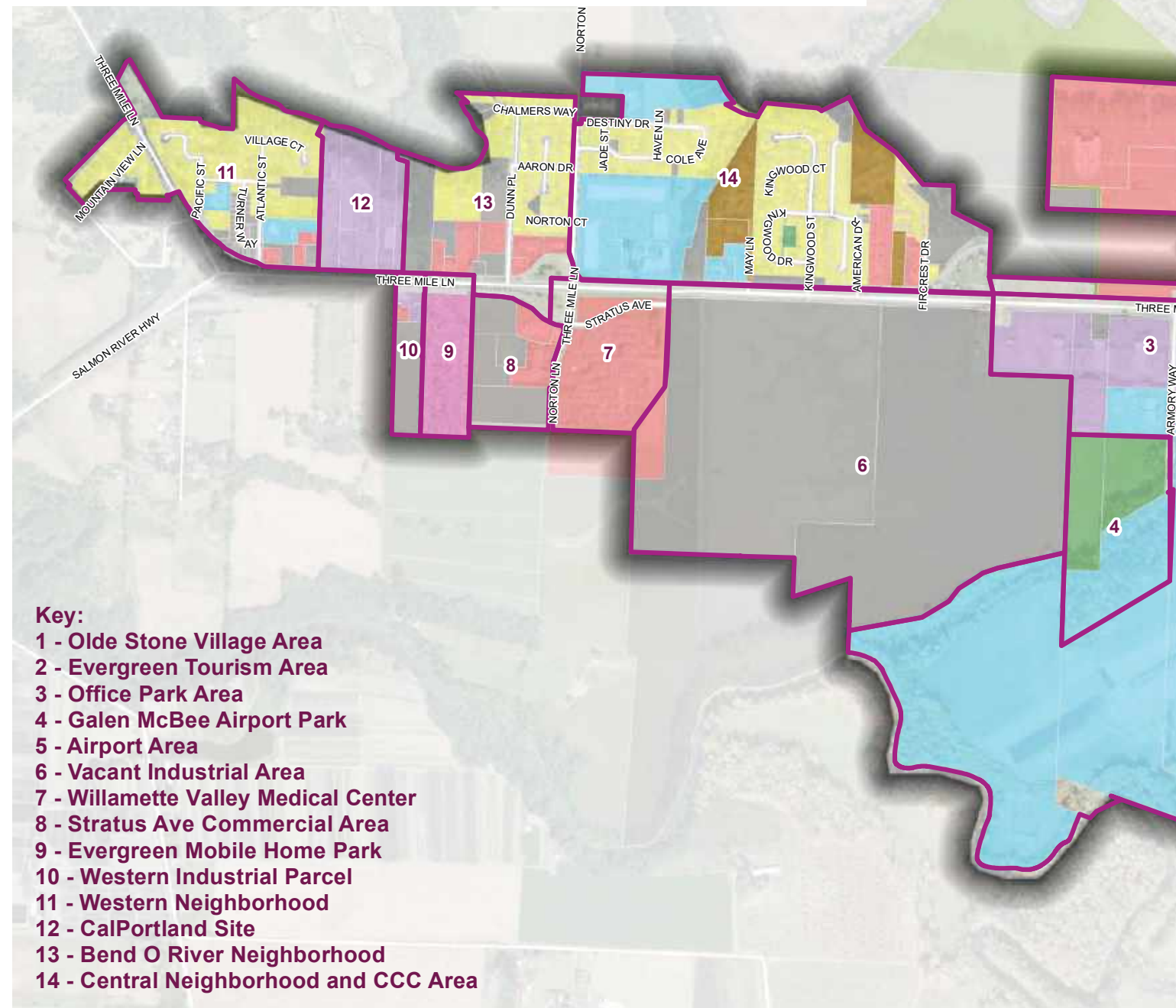
Task 2.4: Conditions Booklet



March 7, 2019

Amended on 11.09.22
449 of 700

EXISTING LAND USES



OPPORTUNITIES



Joe Dancer Park

Highway 18/Three Mile Lane is an important connection but is also a significant barrier, effectively separating residential and commercial uses north of the highway from the uses south of the highway.

There are significant opportunities to increase E-W connections for example, between Old Stone Village and the Evergreen Tourism Area or between the airport area and Willamette Valley Medical Center. A new bridge across the S Yamhill River to Joe Dancer Park would improve connections with downtown.

Improving non-motorized connections between areas that currently support pedestrians and cyclists and improving wayfinding would better connect people in Three Mile Lane area to the rest of the city. Similarly, the South Yamhill River and Airport Park could provide welcome connections to nature.



Chemeketa Community College

Larger buildings such as Chemeketa Community College are an appropriate scale for highway frontage. Many existing buildings in the study area lack sidewalk pedestrian access and are surrounded by large parking lots, which limits the area's pedestrian friendliness.

Three Mile Lane area as a whole may benefit from strategically locating denser, more walkable development near land uses that support it. Agricultural building forms could integrate well with the existing character of the site and inspire future development; a current example of this is the Jackson Family Winery building.

Future buildings can be oriented to the stunning visual character of the area, which includes beautiful oak and fir forests, large actively-farmed fields, views west to the Coast Range and east to Mt Hood and Mt Jefferson.



Vacant land, zoned industrial

Galen McBee Airport Park has the potential to be a great community asset. There are opportunities to add connections to this park and extend trail loops to access the South Yamhill River. Existing mature oak and fir stands also lend a distinct natural character throughout the area. Land for future nature trails and mature trees should be preserved if possible.

The area is characterized by large open fields, which reflects McMinnville's agricultural heritage and it's strategic position in the heart of the region's wine country. Future development should strive to maintain views of these spaces and even consider the potential for what the Urban Land Institute terms "Agrihoods", where active farming is incorporated into new mixed-use community design.

NORTH
SOUTH

URBAN DESIGN: ISSUES +

CIRCULATION

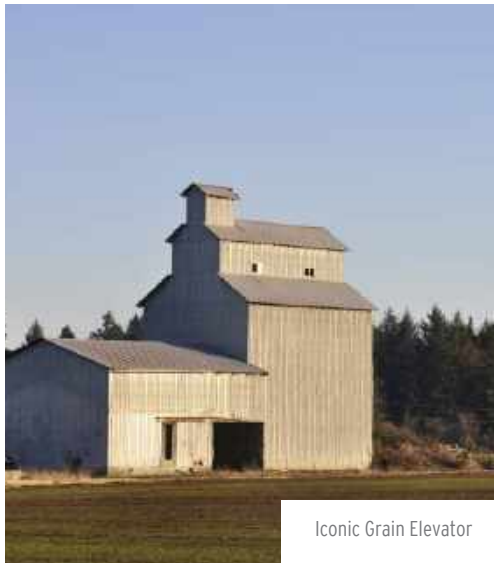


Hwy 18 Western Gateway

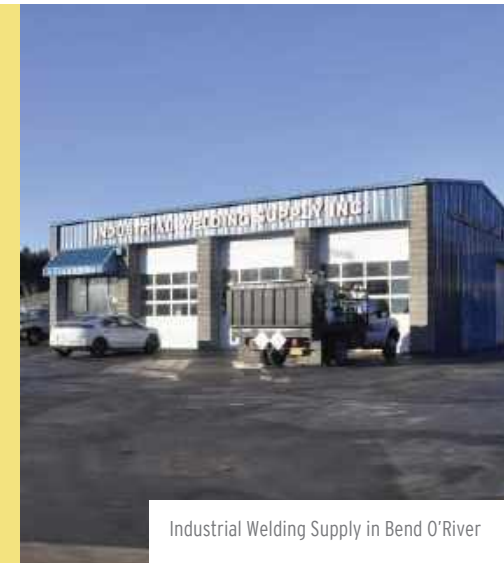


Hwy 18

BUILDING DESIGN



Iconic Grain Elevator



Industrial Welding Supply in Bend O'River



American Legion Post 21 in the Western Neighborhood

OPEN SPACE



Galen McBee Airport Park



Boy Scouts installation in a mature stand of trees



FirCrest Senior Living Community



McMinnville Cinema 10



Jackson Family Winery and Processing Center



Galen McBee Airport Park

North of Three Mile Lane, land uses are mixed, with fewer large parcels except for the Evergreen Aviation & Space Museum complex. The north side includes single-family and multi-family uses, mobile homes, and commercial, industrial, and vacant land.

South of Three Mile Lane, much of the land is utilized by the McMinnville Municipal Airport (identified as public/institutional use), industrial, and undeveloped land. Jackson Family Wines and several commercial and manufactured home uses are also located in this area.

LAND USE OPPORTUNITIES

LIGHT INDUSTRIAL



Light industry



Light industry



Agricultural building forms

The study area contains over 200 acres of vacant land largely served by existing infrastructure and zoned for industrial uses. Most of this vacant land is found in a few large parcels, which could be ideal for large-scale and cohesive development. There are many contemporary examples of light industrial development that integrate well with other land uses. Agricultural building forms could relate well with the existing character of the area. An old grain elevator building is a prominent feature at the west end of this area and inspired the design for the nearby Jackson Family Winery and processing center. Other development could follow suit with site-specific landscape and building forms.

AMENITIES AND TOURISM



Existing regional attraction



Industrial structure converted to community market



Gateway

The study area includes a number of amenities and attractions, including the airport; Evergreen Space & Aviation Museum, water park, and event center; the Yamhill River; and a number of large employers, including several medical centers and clinics, and industrial and office sites. These amenities and attractors have the opportunity to serve McMinnville residents as well as tourists from outside the city. For nearby residents safe and convenient connections to amenities will be key, as will new amenities that serve daily needs and local economic empowerment. There is a clear opportunity to provide a formal welcome to McMinnville as a marked destination with a distinct personality.



Auto operation deficiencies are noted at the two intersections at the ends of the study area: Three Mile Lane at First Street, and OR 18 at Cruickshank Road. The two major signalized intersections on OR 18 at Norton Lane and Cumulus currently operate well within the mobility targets outlined in the Oregon Highway Plan. There is a notable crash history at the intersection of OR 18 and Cruickshank Road. This intersection is a logical location to consider including potential gateway streetscape improvements.

YCTA provides limited (hourly) service in the study area on Route 2, with direct links to downtown McMinnville and the city Transit Center. If and when YCTA service increases to a 30 minute frequency, future transit access will improve within the Three Mile Lane area.



The study area has very limited bicycle facilities, and frequently the only option available to cyclists is to ride in general purpose travel lanes. While the major streets in the area are generally flat with good pavement conditions, vehicular traffic volume is relatively high and travel is at higher speeds (35 mph and higher). The lack of separate bike lanes, buffered bike lanes, or separated facilities contributes to a poor overall environment for cyclists seeking to travel within the study area network.

Creating attractive, low-stress bicycle facilities on key routes within the study area will require examining traffic calming design adaptations and lower speed limits, and implementing buffered bike lanes or separated pathways.



Many of the key existing streets and intersections in the study area contain essential but limited pedestrian features. Some of the sidewalks are older, but functional and the system provides a baseline, if minimal, connected network within the study area. Linkage to the McMinnville city center is limited to the Yamhill River Bridge.

The existing pedestrian realm lacks important features that would otherwise contribute to more safe and inviting walking environments on Norton Lane, Cumulus Avenue, and Stratus Avenue. The original factory outlet mall development introduces a barrier to more direct pedestrian and bicycle travel along Cumulus Avenue and the crossing of Norton Lane, making it more difficult for residents east of Norton Lane to walk and cycle to McMinnville's central city.

TRANSPORTATION



Intersection of OR 18 and Cruickshank Road



Example of a welcoming transit stop designed specifically for a district



Buffered bike lane



Nonvehicular multi-use path



Neighborhood Sharrow Lane



Closed street connection on NE Cumulus Ave



Goal: a connected network of comfortable pedestrian transportation for all ages and abilities

NEIGHBORHOODS



Diverse forms of housing development, e.g. cottages



Recreation



Complete streets

Within the mixed residential and commercial areas on the north side of Three Mile Lane, as well as on the south side, there may be opportunities for new mixed-use development, creating varied, diverse, complete neighborhoods that provide different types of housing, access to green space, and connect to walkable services. A key element will be the integration of complete streets; those that prioritize safe walking and biking for people of different ages and allow travel between homes, jobs, services, and recreation.

NATURAL FEATURES



Mature stands of trees within the Three Mile Lane study area



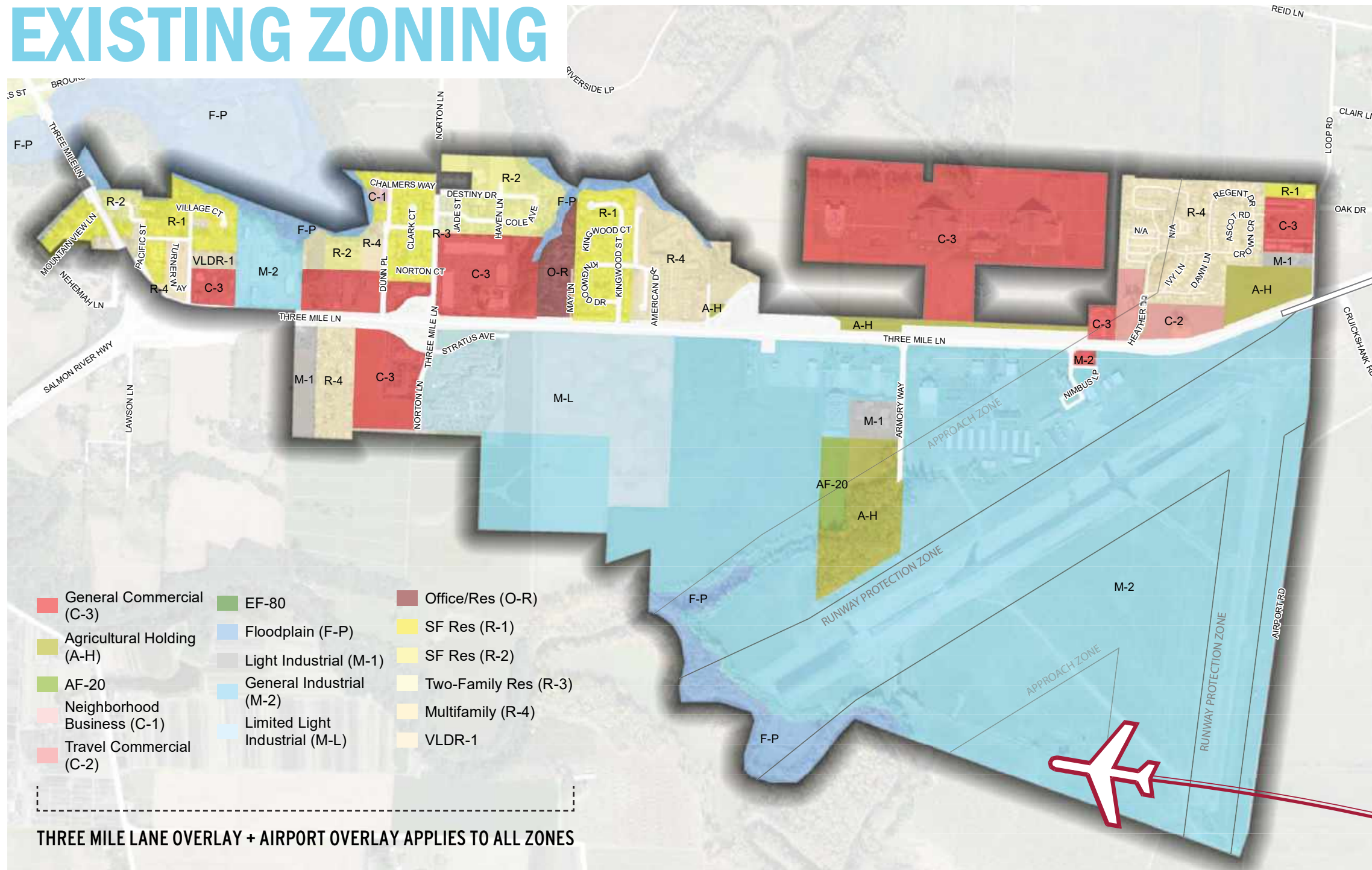
Access to outdoor activities / food production



Nature trails

The study area is bounded to both the north and south by the South Yamhill River and its associated natural areas. The study area also has several mature tree stands with defining character. Airport Park to the south includes two loop trails that cross a small tributary stream that flows into the South Yamhill River. This park is also defined by dramatic views to Mt Hood and Mt Jefferson on sunny days and features several pieces of quirky concrete artwork. People living and working in the Three Mile Lane area would benefit greatly from the preservation of and connection to these natural features.

EXISTING ZONING



- The Existing Three Mile Lane Overlay Zone was Intended To:
- Encourage mixed-use and mixed housing types
 - Ensure high quality and design
 - Compatible living and working environments
 - Provide open spaces and parks
 - Buffer residences from the highway

120' Setback
from centerline of Three Mile Lane
- landscape and buffering may be required

- ZONING THOUGHTS:**
- * Existing base zones likely do not meet the mixed-use intent of the study area. New base zones may be appropriate for larger parcels that are currently undeveloped.
 - * It's easier to change the language of the existing overlay than create a new zone or overlay
 - * A single zone is easier to understand, as overlay zones create complexity for property owners and developers, even though they already exist in this area
 - * The Three Mile Lane Overlay Zone could be modified to apply regulations to some subareas, but not the entire area, if desired.

| | | |
|--|---|--|
| ■ General Commercial (C-3) | ■ EF-80 | ■ Office/Res (O-R) |
| ■ Agricultural Holding (A-H) | ■ Floodplain (F-P) | ■ SF Res (R-1) |
| ■ AF-20 | ■ Light Industrial (M-1) | ■ SF Res (R-2) |
| ■ Neighborhood Business (C-1) | ■ General Industrial (M-2) | ■ Two-Family Res (R-3) |
| ■ Travel Commercial (C-2) | ■ Limited Light Industrial (M-L) | ■ Multifamily (R-4) |
| | | ■ VLDR-1 |

THREE MILE LANE OVERLAY + AIRPORT OVERLAY APPLIES TO ALL ZONES

RESIDENTIAL ZONES

R-1 is low density, single family residential; R-2 single family with a slightly higher density; R-3 allows two-family dwellings throughout the zone; R-4 allows multi-family dwellings and condos.

COMMERCIAL ZONES

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.

AG HOLDING

49 acres held to provide for the continued practice of agriculture. Permitted uses are limited to farming, single-family dwellings, and sewage pump stations. Parks are allowed as conditional uses.

INDUSTRIAL ZONES

M-L provides for industries with limited external impact in an attractive setting; M-1 is for industrial uses that require buffering from other uses and environmentally sensitive areas, it includes a wide range of industrial uses; M-2 allows all uses in M-L and M-1, but also allows general manufacturing and airports as well as "leisure time activities" as conditional uses.

The Airport Overlay includes a Runway Protection Zone that prohibits development and an Approach Zone that limits structures to below 209', prohibits places of public assembly, and limits residential density over 1 dwelling /20 acres.

Appendix C:

Case Study Report



Three Mile Lane Area Plan

May 2021



Area
Plan

City of McMinnville

Case Study Report

May 2019

Contents:

- Introduction
- Existing Conditions
 - Study Area Context
 - Site Summary
- Market Summary
- Land Use Opportunities
- Case Study
 - Vision
 - Key Concepts
 - Alternatives
 - Evaluation Criteria
- Economic Analysis
- Conclusion & Next Steps

The Three Mile Lane Area Plan (“3MLAP”) will develop an Area Plan for the 3ML corridor in McMinnville, Oregon. The project will update the 1981 Three Mile Lane Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels.

The 3MLAP will integrate a wide range of land uses (residential, industrial, commercial, tourism, hospital and airport) and a multi-modal transportation system (vehicular, bicycle, pedestrian and transit) that serves both local and state transportation needs and provides active connectivity within the plan area as well as to the City’s downtown core.

The project will also consider how to maximize the opportunities for job creation, housing, and resiliency planning in the corridor by leveraging the land assets to their highest and best use for affordable housing, industrial development, tourism development, hospital expansion, airport expansion and gateway improvements.

This project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America’s Surface Transportation Act (“FAST-Act”), local government, and State of Oregon funds. The contents of this site do not necessarily reflect views or policies of the State of Oregon.

This Case Study report summarizes a redevelopment analysis for three key properties in the 3ML study area, totaling approximately 180 acres. The case study involved a workshop with key property owners on March 13, 2019, followed by an evaluation of site conditions for these properties and the surrounding area—highlighting opportunities and constraints, the development of three building programs based on a market analysis, conceptual graphics of each program alternative, and an economic analysis that assesses the impact of each alternative on jobs, assessed property value, and other key indicators.

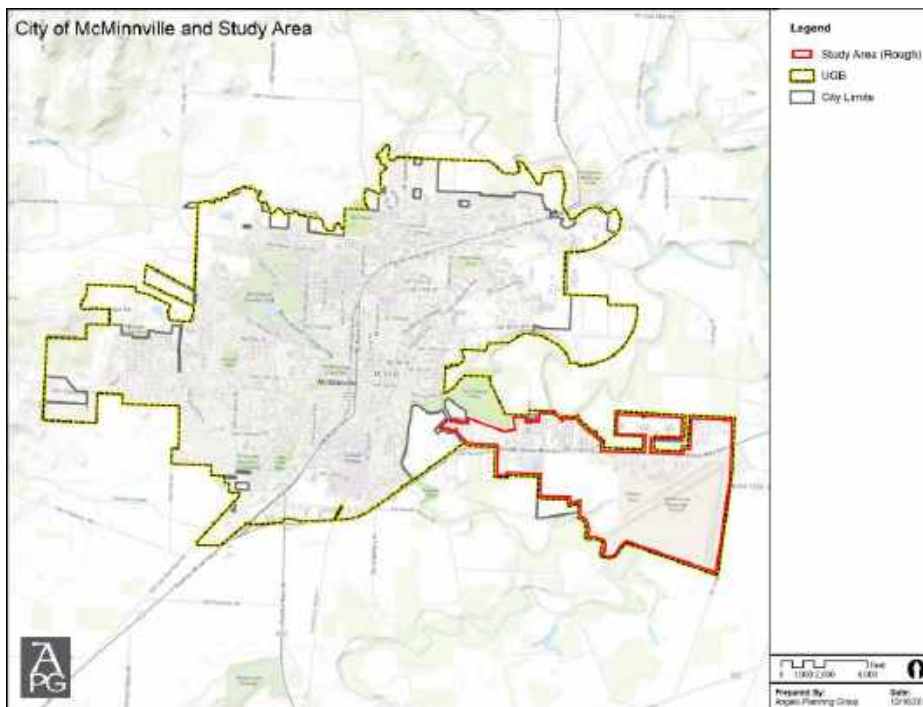
The Case Study shows stakeholders and the public how development could occur in the 3ML study area in order to better inform future planning and implementation.

As context for the case study concept [land use] alternatives, this document includes a summary of applicable work to date, including a market analysis, a workshop with property owners, and a charette for the entire 3ML study area.

Study Area Location

The map below shows the 3ML Plan Area relative to the McMinnville city limits. The study area is located in southeast McMinnville, centered around State Highway 18/3ML.

Highway 18/3ML is an important connection but is also a significant barrier, effectively separating residential and commercial uses north of the highway from the uses south of the highway.



Case Study Properties

The map below focuses on the 3ML Study Area and specifically identifies the three case study properties (shown in white), totaling 180 acres. This map was also the document that was used during the property owner workshop to develop the three land use alternatives presented later in this report.

The map also shows several other features including topography, five-minute walksheds, viewpoints, hydrology, potential access points, and challenges and threats to pedestrian connectivity and access.



Natural Features

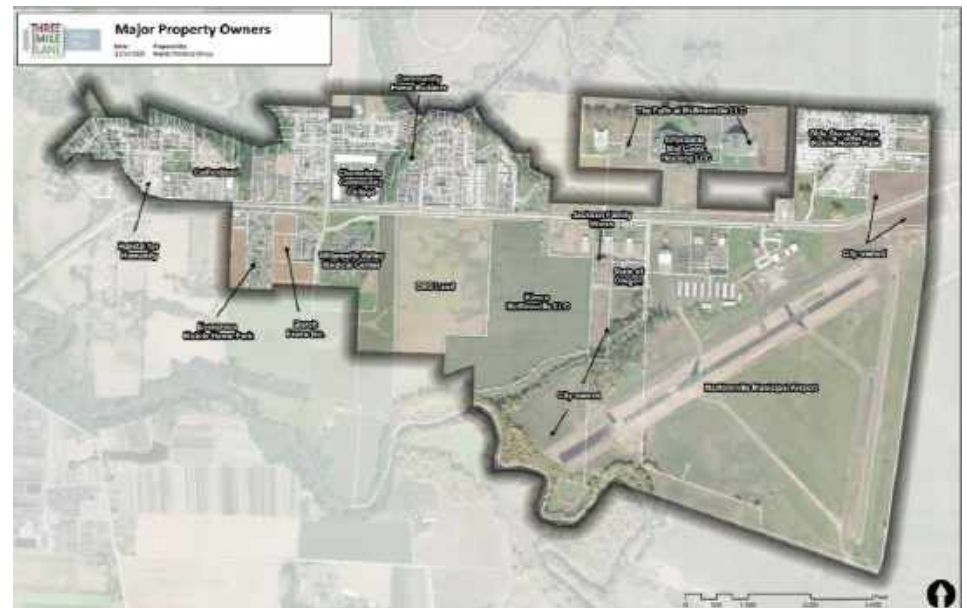
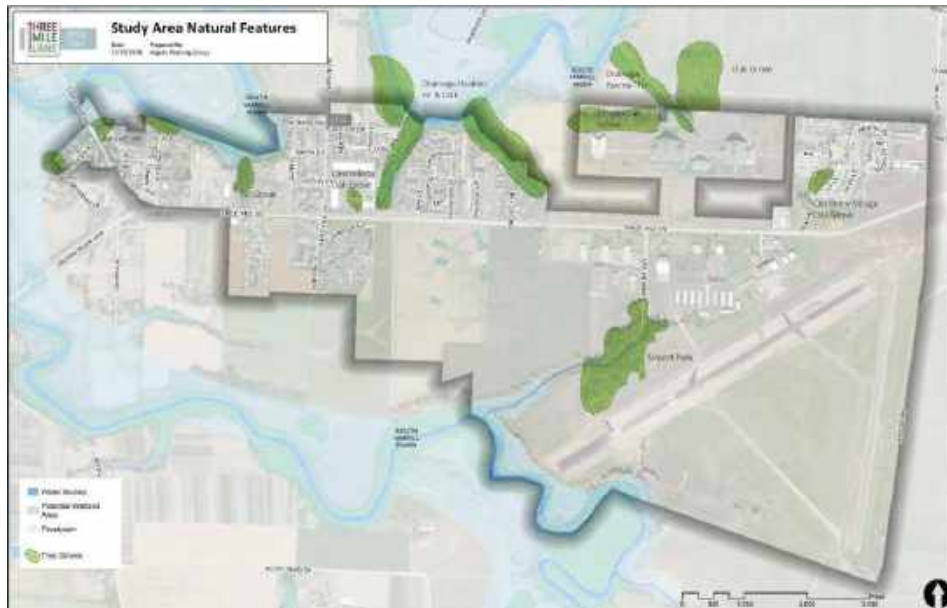
The south side of US 18 (Three Mile Lane) is particularly flat, with floodplains and wetlands infringing only slightly on the study area at the southwestern edge of the airport, as well as bordering the northern and northwestern sections of the study area.

Aside from wetlands, there are few other natural features that would impact development. A moderately-sized tree grove separates the airport from the case study focus properties.

Property Ownership

The north and south sides of US 18 have distinctly different land use and property ownership patterns. North of 3ML, land uses are mixed, with fewer large parcels except for the Evergreen Aviation & Space Museum complex. The north side includes single-family and multifamily uses, mobile homes, and commercial, industrial, and vacant land. South of 3ML, much of the land is utilized by the McMinnville Municipal Airport (identified as public/institutional use), industrial, and undeveloped land. Jackson Family Wines and several commercial and manufactured home uses are also located in this area.

McMinnville Municipal Airport is clearly the largest property in the study area. In terms of development potential, however, the largest greenfield sites (i.e., never developed) are to the immediate west, owned by Kimco and DRS Land (approximately 90 acres each). These parcels, along with the 10-acre parcel in the northeast of Kimco's property, comprise the case study focus area.



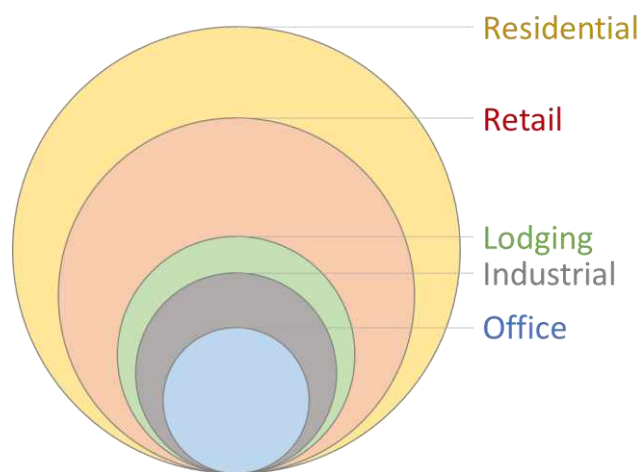
Market Analysis Key Takeaways



Early in the project, LCG conducted a market analysis to assess regional conditions for residential, commercial, office, and industrial development and to identify specific development opportunities within the Three Mile Lane (3ML) corridor by leveraging the land assets to their highest and best use. The market analysis identified significant household and employment growth in the region over the next 20 years, which will drive demand for new housing, commercial, and industrial construction. The 3ML area is positioned to capture a significant share of this regional demand given the presence of large greenfield sites within the area—a situation which is relatively rare in the broader region.

The market analysis highlighted the most feasible development typologies based on rents and development trends. Generally, these typologies share similar characteristics, such as surface parking and a low-rise scale. Higher density development—such as mid-rise buildings—may face feasibility challenges. **Residential demand** is strong for both single-family and multifamily, with high home values, household incomes, sales volumes, absorption, and construction activity. The quantity of what would be built in the study area depends largely on the City’s vision for the area, applicable zoning, and buildable land. Higher-density housing is also likely to be more feasible than other land uses. Likely typologies include townhomes, apartments up to four stories, single-family, and multiplexes. **Retail demand** is also strong, particularly for general merchandise—which typically large-format retail—and neighborhood-serving retailers that will support existing and future households and tourism. **Lodging demand** exists due to the burgeoning tourism industry, potential airport activity, and existing needs for meeting space, although the limited office market means the bulk of lodging demand will fall during the summer months when tourism activity is highest. Market conditions reflect strong **industrial demand** due to the growth of agriculture, food and beverage production, and manufacturing, with potential pent-up demand because of the lack of appropriate—particularly large—industrial sites. 3ML is poised to accommodate large industrial users, but heavily industrial may negatively impact prospects for other land uses such as lodging and multifamily. However, 3ML could also capture a proportion of regional demand by focusing on “craft” or light industrial users, which may or may not include retail components. The **office market** is relatively weak, but opportunities may arise because of McMinnville’s high quality of life and the corridor’s proximity to the airport and institutional users such as healthcare and education.

| Land Use | Regional Demand | 3ML Capture |
|-----------------------|-----------------|-------------|
| Single-family Housing | 2,555 units | N/A |
| Multifamily Housing | 1,224 units | 20% |
| Retail | 539,200 sf | 28% |
| Office | 144,500 sf | 20% |
| Industrial | 793,000 sf | 10% |
| Lodging | NA | NA |



Potential program of users is provided in the table at left and corresponding diagram.

It is important to note that these numbers—particularly those presented as the potential 3ML land use program—are as much policy-driven as market-driven, and will vary depending on the eventual vision for the area.

Land Use Typologies



Area Plan

The market analysis indicates strong potential for **multifamily housing, retail, office, lodging, and light industrial** uses in the 3ML area.



Land Use Character



The projected land uses will support a district with a unique character that mixes **light industrial** employment around **amenities and tourism** uses, while also supporting **neighborhoods** and capitalizing on the area's **natural features**.

LIGHT INDUSTRIAL



Light industry



Light industry



Agricultural building terrace

AMENITIES AND TOURISM



Existing regional attraction



Industrial structure converted to community market



Signage

NEIGHBORHOODS



Diverse forms of housing development, e.g. cottages



Recreation



Complete streets

NATURAL FEATURES



Mature stands of trees within the Three Mile Lane study area



Access to outdoor activities / food production



Nature trails

Case Study

The conceptual land use alternatives presented in the following pages are the result of a workshop with three property owners in the 3ML study area to explore possible redevelopment scenarios. Each scenario represents a different exploration of how the market-driven land uses could be arrayed across the sites in ways that support the community's values and the goals, objectives, and criteria developed through the 3ML planning process. The property owner workshop involved a review of the findings and background information collected to date—including the market analysis—and a broader discussion of visions, criteria, and principles. The project team then applied these visions to the site to develop the three alternatives.

Each case study concept includes a description of its primary theme or differentiator as well as key aspects related to its interface with existing adjacent uses and potential phasing implications. Following the three alternatives is an analysis of economic impacts that summarize job creation, tax base increase, and other economic conditions that would change as a result of the area's development.

Design Charette

In addition to the focused property owner workshop, the City of McMinnville held a design charrette for the entire corridor study area with the Citizen Advisory Committee on April 8, 2019. Given the larger context, it is important for this case study to include the findings of the charrette in design considerations. The key concepts and themes that resulted from these two events are summarized as follows.

Urban design considerations included: maintaining the local identity through gateway design elements and development opportunities; establishing formal view protection corridors for Mt Hood, Mt Jefferson, and Amity Hills; encouraging mixed uses whenever feasible; and mitigating the visual impact of development on the Highway 18 edge. Transportation and connectivity was a major theme throughout both processes. Participants identified connectivity—in terms of internal circulation to parks and recreational features and surrounding neighborhoods—as essential.

The community also provided input on parks and open space opportunities. Considerations included: prioritizing connections to existing trails and open space (such as connections into Joe Dancer Park), creating a public greenway along South Yamhill River with trail and connections to the study area and McBee Park, and increasing open space opportunities in the study area adjacent to residential uses.

Participants also identified a number of key strengths and opportunities, including: high visibility from Highway 18, many large and/or underutilized parcels, proximity to the airport, concentration of tourist amenities and medical uses, strong connections to regional assets, and an abundance of natural features. Specific opportunities the participants identified included: pedestrian bridges over the highway could provide needed connections at key points, the creation of special complete street standards to encourage biking and walking, requiring stormwater treatment and extensive street tree plantings on all study area streets, considering shared parking standards and 'shadow platting' to encourage future infill on surface lots, and opportunities for new residential at the south edge of the case study site and west of the hospital.

SWOT Analysis



The following page shows a SWOT analysis (strengths, weaknesses, opportunities, threats) for the 3ML area as developed by the Citizen Advisory Committee (CAC). The SWOT analysis provides the City and the project team a useful insight into the community’s perspective on the area and the aspects that they value the most.

| | Helpful | Harmful |
|----------|--|--|
| Internal | <p>Strengths</p> <ul style="list-style-type: none"> • High visibility from Highway 18 • Many large and/or undeveloped parcels • Airport • Concentration of tourist amenities • Concentration of medical uses • Variety of housing types • Strong connection to regional features – mountain views, agricultural land • Abundance of natural features (Yamhill River, wooded areas, Airport Park) • Expansive vista of McMinnville for pass-thru traffic • Placemaking started with Evergreen campus and vineyards • Gateway parcels owned by the City at eastern entrance • Proximity to Joe Dancer Park | <p>Weaknesses</p> <ul style="list-style-type: none"> • Geographical constraint of Yamhill River • Poor connectivity within study area • Poor connectivity from study area to downtown McMinnville & adjacent areas • Limited bicycle and pedestrian facilities • Limited transit service • Deficient intersections at ends of study area • Highway 18 is a north/south barrier within study area • Existing base zones may not meet mixed use intent of study area • Minimal commercial amenities • Lack of neighborhood identity • Lack of sense of place |
| External | <p>Opportunities</p> <ul style="list-style-type: none"> • Creation of Gateways – Hwy 18 into study area, and from study area into downtown McMinnville • Integration of Complete Streets • Development of greenways/trail network using existing natural features & corridors • Unifying urban design elements • Large-scale, cohesive development on undeveloped lots • Neighborhood serving amenities • Improved wayfinding • Integration of Great Neighborhood Principles • Reinforce McMinnville’s position in wine country • Leverage of airport as economic development asset • Reconstruction of the Yamhill River Bridge • Large contiguous tracts of developable land • Water Trail on Yamhill River • More river crossings for connectivity | <p>Threats</p> <ul style="list-style-type: none"> • Loss of larger employers due to lack of office space/amenities • Uncertain status of Evergreen Space & Aviation Museum • Access to frontage development awkward • Pedestrian/Bicycle Safety Perceptions • Cut off from City Center and Amenities |

The project is guided by the following goals and associated objectives. Feedback was received on project goals and objectives during three focus group meetings conducted in December 2018 and January 2019. The team developed qualitative and quantitative criteria related to the goals for use in evaluating alternatives developed as part of this project.

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

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.

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

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

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

This plan aims to create a complete, multimodal transportation network that serves the north and south side of Highway 18 within the district, and that connects the business community, the hospital, residential neighborhoods and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

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

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville's intrinsic character and highlight the landscape features of the district.

All three land use alternatives share common characteristics, many of which have been identified in the base map below—as presented earlier in this report. The key defining features, potential opportunities, and themes that are common to all land use alternatives are as follows.

Road network. The concepts show main collectors only. At full build out there will be significantly more site circulation and connectivity as well as a local network that resembles a typical urban grid, creating defined blocks. Much of this internal or small-scale streetscape and right-of-way will be a developer responsibility and completed as development occurs. As such, the costs of these improvement do not factor into this analysis. Instead, the analysis simply assumes that a certain percentage of the gross acreage will be lost to right-of-way. This percentage changes based on land use. While the plan does not currently highlight any land use opportunities outside the city limits, potential future transportation connections are indicated.

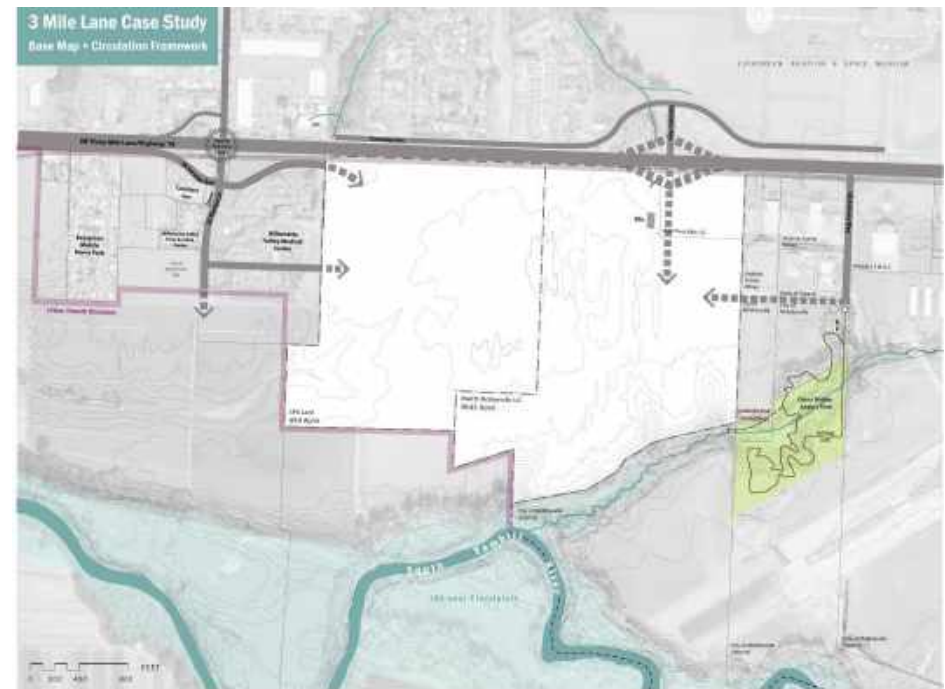
Open space and trails. While there are few existing trails and open space amenities within the case study area, each alternative equally highlights opportunities for a riverside greenway trail and/or connections with nearby parks to help develop the area's identity.

River relationship. The river is a major asset to the 3ML area, particularly in the case study area. The alternatives look to leverage the river by placing land uses that will benefit from proximity to this asset. Further, the river provides an immovable edge, geographically constraining development.

Airport. The airport's proximity to the case study area is likely to impact the types of desirable land uses, largely due to noise. As such, residential uses are kept away from the easternmost section of the area. However, the airport is also a major feature of the case study area and potentially improves prospects for office, employment, and other compatible uses.

ODOT interface. The land use programs and build-out patterns shown in the alternatives must align with the continued operation of Highway 18 as a major transportation route. As such, the transportation pattern is largely inward-facing, with limited connections or access points to Highway 18.

Gross to net calculations. Each land use “bubble” is portrayed as gross acreage—i.e., not including right of way and open space requirements, which will remove a portion of the gross acreage. Further, once a street grid is formalized, the larger land parcels might get further subdivided for smaller-scale private development. The analysis makes basic assumptions about these dedications in order to arrive at a net developable land area for use in the economic analysis.



Case Study Design Considerations



The following images provide examples of the desired quality of future development, as discussed during the case study workshop.



Consider visual impact of development on Highway 18 edge



Encourage mixed uses whenever feasible



Encourage low impact development stormwater design



Establish formal view protection corridors



Honor McMinnville's agricultural heritage



Establish grid of internal circulation and connectivity



Create a public greenway along South Yamhill River with trail and connections to study area and McBee Park

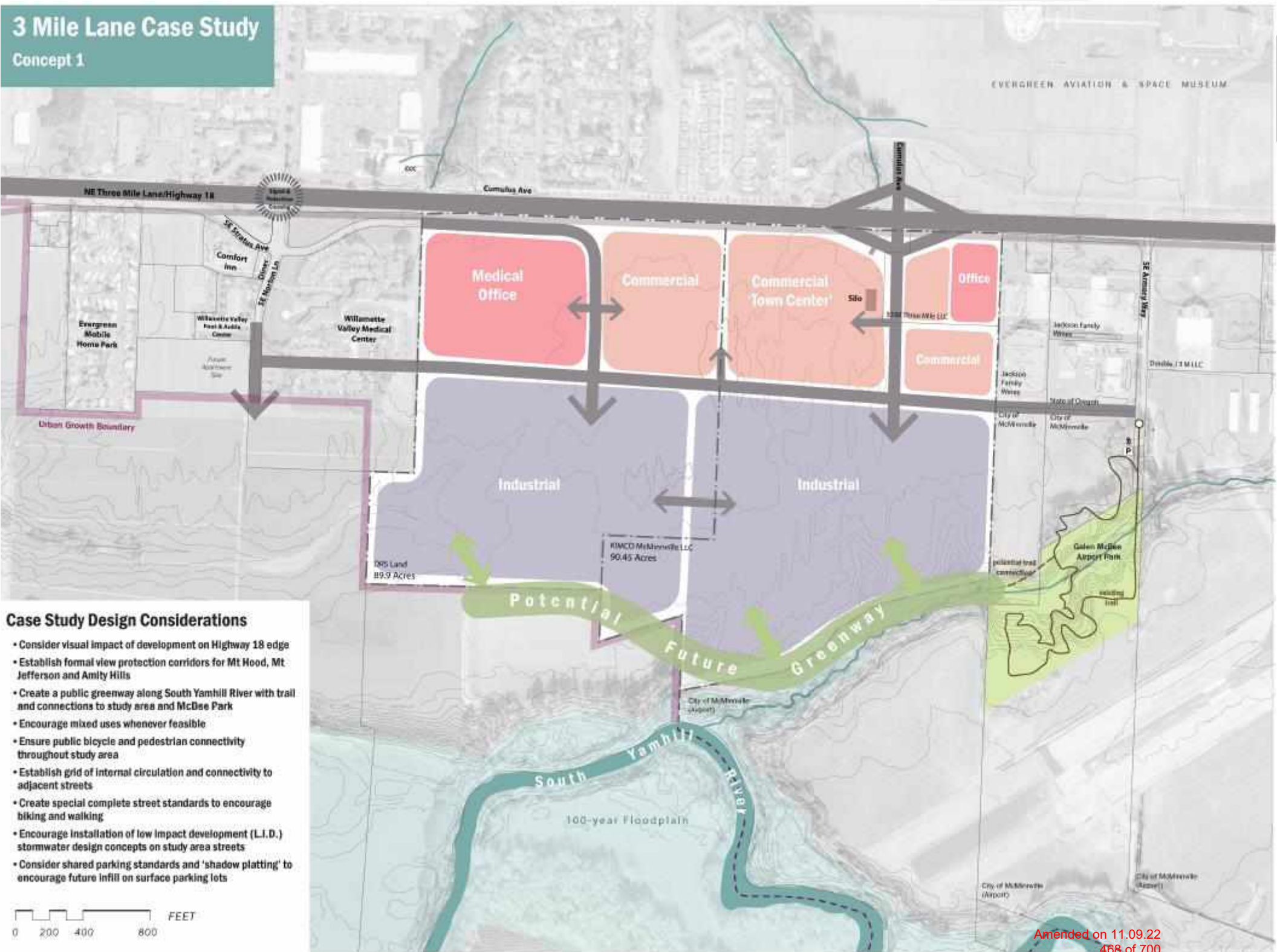


Ensure public bicycle and pedestrian connectivity

3 Mile Lane Case Study

Concept 1

EVERGREEN AVIATION & SPACE MUSEUM



Case Study Design Considerations

- Consider visual impact of development on Highway 18 edge
- Establish formal view protection corridors for Mt Hood, Mt Jefferson and Amity Hills
- Create a public greenway along South Yamhill River with trail and connections to study area and McDee Park
- Encourage mixed uses whenever feasible
- Ensure public bicycle and pedestrian connectivity throughout study area
- Establish grid of internal circulation and connectivity to adjacent streets
- Create special complete street standards to encourage biking and walking
- Encourage installation of low impact development (L.I.D.) stormwater design concepts on study area streets
- Consider shared parking standards and 'shadow platting' to encourage future infill on surface parking lots



Concept 1: Industrial Employment



Program summary

| | Office | Commercial | Industrial | Residential | Corp. Campus | Total |
|-------|--------|------------|------------|-------------|--------------|-------|
| Acres | 21.5 | 41.5 | 104.5 | 0 | 0 | 168 |

Major theme.

Concept 1 is largely employment focused. Most of the land is identified for industrial uses, with the remaining land identified for medical and conventional office and commercial development.

Unique Features.

Concept 1 does **not** include any residential uses. Instead, the program takes advantage of 3ML's large, vacant land tracts, which provide the flexibility and separation from existing residential uses for industrial uses that may include heavy industrial operators.

Key relationships to adjacent uses.

Identifying the area next to the hospital for medical office will help create a medical hub that develops the area's identity.

Phasing and development options.

This program offers a flexible approach to development. Large industrial users will dictate the size and location required for their operations. However, the site will need time to be prepared for new development with new infrastructure and utilities.

Immediate phases include retail development in the northeastern section of the case study area. The market analysis confirmed that there is significant demand for new retail development.

Concept 2: Corporate Campus



Program summary

| | Office | Commercial | Industrial | Residential | Corp. Campus | Total |
|-------|--------|------------|------------|-------------|--------------|-------|
| Acres | 20 | 37 | 20 | 26.5 | 62 | 166 |

Major theme.

Concept 2 reflects a scenario where much of the land is purchased by a single property owner and developed as a large corporate campus. A corporate campus consists of buildings in close proximity to each other with centralized support, amenities, and other internal functions for a single user. A corporate campus provides flexibility for open space and parking; there is often freestanding structured parking or surface parking or a combination of both. The western edges of the study area would allow for a mix of residential and service uses.

Unique Features.

About 7 acres of land is highlighted for assisted living in the northwestern section of the case study area in Concept 2 only. A large, internal area of open space is also included in the corporate campus land use designation.

Key relationships to adjacent uses.

Any office uses adjacent to residential and healthcare uses would be medical-related or serve community needs (e.g., banking).

Phasing and development options.

Residential development would serve an immediate need, and absorption is expected to be strong. Thus, residential construction should be considered an early phase.

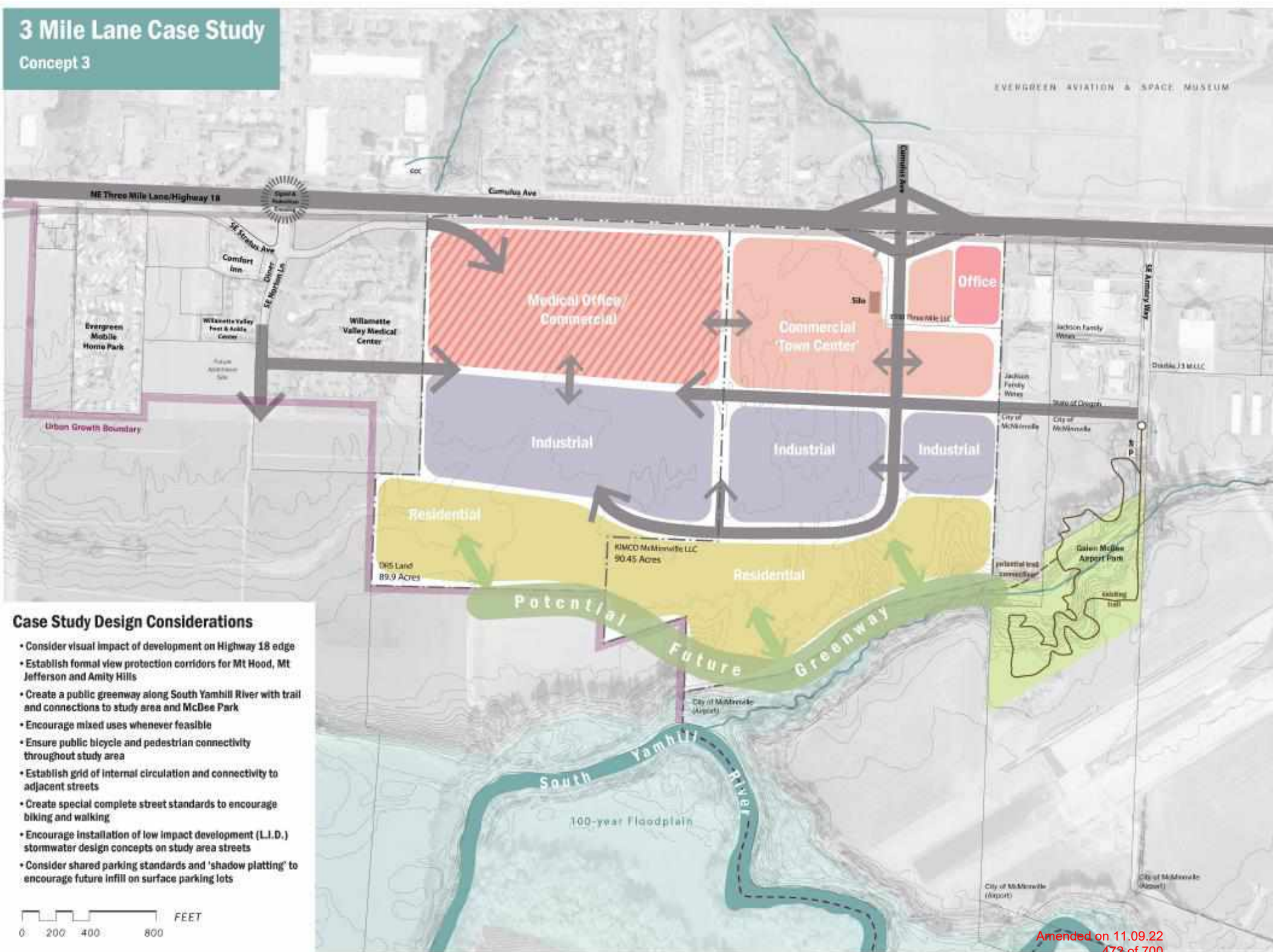
Immediate phases include retail development in the northeastern section of the case study area. The market study confirmed that there is significant demand for new retail development.

Flexibility is key to attracting a corporate campus. The City and/or developer would have to be opportunistic and actively market the property and McMinnville as a corporate destination. Full build out of the property, including new infrastructure, additional housing, and commercial amenities within walking distance would help attract a corporate user. Thus, a corporate campus is likely a long-term prospect.

3 Mile Lane Case Study

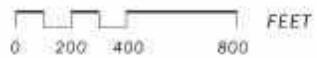
Concept 3

EVERGREEN AVIATION & SPACE MUSEUM



Case Study Design Considerations

- Consider visual impact of development on Highway 18 edge
- Establish formal view protection corridors for Mt Hood, Mt Jefferson and Amity Hills
- Create a public greenway along South Yamhill River with trail and connections to study area and McDee Park
- Encourage mixed uses whenever feasible
- Ensure public bicycle and pedestrian connectivity throughout study area
- Establish grid of internal circulation and connectivity to adjacent streets
- Create special complete street standards to encourage biking and walking
- Encourage installation of low impact development (L.I.D.) stormwater design concepts on study area streets
- Consider shared parking standards and 'shadow platting' to encourage future infill on surface parking lots



Concept 3: Mixed-Use Neighborhood



Program summary

| | Office | Commercial | Industrial | Residential | Corp. Campus | Total |
|-------|--------|------------|------------|-------------|--------------|-------|
| Acres | 40 | 30 | 51.5 | 47 | 0 | 169 |

Major theme.

Concept 3 represents the most balanced alternative, with a relatively even split between office, retail, industrial, and residential uses.

Unique Features.

Industrial development under Concept 3 would be expected to be light or craft industrial due to its proximity to the residential uses on the southernmost edge of the case study area.

There is a large office area in the northwest section, which is envisioned as a flexible area in which either office, medical office, or retail could develop based on market demand.

Another feature of Concept 3 is that all residential development is parallel to the river to take advantage of the rare riverfront location. This location may attract developers of more upscale housing, or simply just improve residential prospects in general.

Key relationships to adjacent uses.

As noted already, heavy industrial is unlikely under Concept 3 due to the proximity to healthcare and residential land uses. Medical office is likely to occur mainly next to the existing hospital.

Phasing and development options.

With three distinct “bands” of land uses (residential, industrial, and commercial), this concept facilitates a flexible approach to development. Immediate demand and need for housing means that the first phase of development is likely to be residential, along with similarly high-demanded retail in the northeast portion. The industrial development in the middle of the two aforementioned uses can then be opportunistic as interest arises, as can the medical office and/or additional retail uses to the northwest.

Using the three land use alternatives presented on the previous pages, Leland Consulting Group conducted a high-level economic impact analysis to assess the impacts each concept has on job creation, wages, housing units, and added building value—with the latter providing valuable property tax generation for the City to use for critical programs and projects.

This summary of economic impacts of the proposed concepts and the benefits to the local and regional economy can provide helpful inputs for a discussion on policy, funding tools, and implementation efforts, which may include decisions about impact fees, urban renewal, and financial incentives.

It is important to note that this case study does not include a feasibility analysis. Such an analysis would test various development prototypes on specific sites and would require detailed cost estimates and architectural drawings. Given that the process is still high-level and conceptual, the type and scale of development is still unknown, and the site is a complete greenfield with no existing infrastructure, conducting a feasibility analysis for the case study sites would not be particularly useful. The strong demand for each of the land uses as described in the market analysis indicates that development on a flat, undeveloped site such as the case study area, would generally be economically feasible.

Prior to private investment, basic utility, road, and other infrastructure will need to be constructed through the site. While this infrastructure may be built by the developers, it is possible that this would be reimbursed by impact fees, as they serve a districtwide function. The assumption, however, is that internal circulation and smaller roads would be a developer expense. The exact implementation structure to construct this shared infrastructure would need to be the result of subsequent planning and negotiation with the City.

The following pages provide the findings of this economic impact analysis, specifically with regard to the following metrics.

- **New jobs created.** For job creation, the analysis uses industry standards for typical space use (square feet) per additional employee for office, retail, and industrial development. The analysis also assumes minimal job creation associated with residential development.
- **Total estimated wages generated from new jobs.** Wages are calculated using Yamhill County employment data for 2017 from the Bureau of Labor Statistics. Average wages for office, retail, and industrial¹ NAICS sectors were multiplied by the total number of jobs created.
- **New housing units development.** The analysis uses a range of 10 dwelling units per acre for single-family homes and townhomes, up to 30 per acre for low-rise apartments.
- **Total value of new construction.** For building value, the analysis uses hard construction cost data from RSMeans for 2018, using cost estimates for surface-parked typologies—which whenever possible.

¹ Office sectors include information, finance and insurance, professional and technical services, and management of companies and enterprises (NAICS 51, 52, 54, 55). Industrial sectors include manufacturing and transportation and warehousing (NAICS 31-33, 48-49). Retail includes only one sector (NAICS 44-45).

Economic Impact Analysis Findings



The following table summarizes the findings from the economic impact analysis for each of the three concept alternatives.

The analysis included a series of ranges for each of the five outputs, with a “low” and “high” reflecting the uncertainty with regard to the typology of any potential development. However, the ranges can also serve as two scenarios—conservative and aspirational.

The “high” scenario generally reflects higher-density development (potentially indicative of reduced parking standards or shared parking), including: more multifamily and townhome development than single-family residential; more food-based retail—which requires more employees per square foot than big box; and more flex and manufacturing-related industrial development—rather than warehousing or transportation.

Conversely, the “low” scenario generally reflects lower-density development, including: mostly single-family residential rather than multifamily; more warehouse and transportation-related industrial development, and larger-scale retail development (e.g. big box retail).

Key takeaways for the three concepts are as follow.

- Concept 1 generates the most overall building square footage but the lowest building value due to the focus on industrial development. In fact, the employment focus is clear, with the most number of jobs created under the “high” scenario and \$250 million in additional wages. However, under the “low” scenario—where industrial is largely low density warehousing and transportation-focused—job creation and wage generation is one of the lowest.
- Concept 2 is also employment focused, but more balanced between housing and office (campus), with the corporate campus driving higher job and wage generation. Significantly, concept 2 ranks high for all metrics under both “high” and “low” scenarios, demonstrating the flexibility of the concept. Under the “low” scenario, job and wage creation is the highest among the three concepts.
- Concept 3 is housing focused, with almost 1,000 units created under the “high” scenario, which would likely all be apartments as opposed to single-family homes and townhomes in the “low” scenario. Residential development helps drive the high building value, with significantly more value than either of the other two concepts despite the lowest total development square footage. However, the housing focus also means that fewer jobs and less total wages would be created.

| | Building Sq. Ft. | Number of Jobs | Wages (\$m) | Bldg Val. (\$m) | Housing Units |
|------------------------|------------------|----------------|-------------|-----------------|---------------|
| "High" Scenario | | | | | |
| Concept 1 | 1,560,319 | 5,779 | \$250 | \$236 | 0 |
| Concept 2 | 1,270,645 | 5,509 | \$259 | \$336 | 557 |
| Concept 3 | 1,163,705 | 4,967 | \$233 | \$386 | 987 |
| "Low" Scenario | | | | | |
| Concept 1 | 835,372 | 1,139 | \$49 | \$128 | 0 |
| Concept 2 | 753,152 | 1,370 | \$66 | \$186 | 186 |
| Concept 3 | 653,727 | 1,113 | \$52 | \$198 | 329 |

The three concepts present three distinct opportunities for the 3ML area to develop with new uses. They show that a wide range of opportunities is possible, allowing property owners and developers to react to changing market conditions. The concepts would significantly add jobs and tax base to McMinnville, ranging from 1,100 to 5,800 jobs and \$128 to \$386 million in added taxable value. Given the strong growth occurring throughout the region and McMinnville's constrained land supply, this is a unique opportunity for McMinnville to capture economic growth while simultaneously providing needed community services, housing, and jobs.

The three case study concepts will be incorporated into three land use options covering the entire 3MLAP planning area. The land use options will be discussed and evaluated by the Citizens Advisory Committee and the public to assess their merits, based on project goals, objectives, and evaluation criteria. Expected outcomes of the 3MLAP include proposed land use and zoning, as well as development standards, to support the preferred land use option. While development of the study area properties will ultimately be developer-driven, there are a number of actions that will lay the foundation for successful implementation. These include:

- **Continued engagement with ODOT:** Safe and convenient access to the area from Highway 18 is an essential component of any development on the sites. Current long-range plans assume a full interchange at Cumulus Avenue. Such an interchange would significantly change the way traffic flows in and out of the study area, but it is an expensive project that currently has no schedule for completion. As such, ongoing dialogue with ODOT should continue so that property owners can coordinate their plans with the necessary improvements to Highway 18 access.
- **Engage with the airport:** The airport is a major asset to the community, and it is rare to find so much developable land immediately adjacent to an airport. Improved access to the airport that avoids Highway 18 would enable the study area to attract users who would benefit from proximity to an airport. As plans for 3ML are refined, they should be integrated with the airport's development plan to ensure compatibility.
- **Explore interchange funding options:** The Cumulus interchange will be a major catalyst to allowing the project area to develop to its full potential. Given Oregon's constrained funding environment, the City and property owners should continue to explore funding options to accelerate development of this infrastructure. Possible options could include a local improvement district and an urban renewal district.
- **Continue property owner dialogue:** As private property, the case study site's implementation will largely be driven by private developers and based on market demand. However, such development cannot happen without significant public facilities such as an interchange, collector roads, parks, trails, and other assets. A continued dialogue, already underway through this planning effort, will help to coordinate public and private plans, explore joint funding opportunities, and build an atmosphere of mutual trust and cooperation.
- **Continue to engage with other groups:** Given its size, the site presents a unique opportunity to attract employers and other users to McMinnville. Continued planning for the site, and potential marketing, would benefit from the input of tourism and economic development organizations such as Visit McMinnville and the McMinnville Economic Development Partnership.

Appendix

Economic Impact Analysis: Concept 1



Area Plan

| | | Office | Retail | Industrial | Corporate Campus | Housing | Total |
|---------------------------|----------|--------------|--------------|---------------|------------------|---------|---------------|
| Concept | 1 | 21.5 | 41.5 | 104.5 | 0 | 0 | 167.5 |
| ROW | % | 20% | 20% | 20% | 20% | 20% | |
| Open Space | % | 20% | 20% | 10% | 30% | 10% | |
| Net Developable Area | Acres | 12.9 | 24.9 | 73.2 | 0.0 | 0.0 | 111.0 |
| Devt FAR | Low | 0.25 | 0.20 | 0.15 | 0.25 | | |
| | High | 0.40 | 0.35 | 0.30 | 0.40 | | |
| Bldg sf | Low | 140,481 | 216,929 | 477,962 | 0 | 0 | 835,372 |
| | High | 224,770 | 379,625 | 955,924 | 0 | 0 | 1,560,319 |
| Avg. Sq. Ft. per Employee | Low | 200 | 150 | 450 | 300 | | |
| | High | 400 | 700 | 1,000 | 500 | | |
| Jobs Generated | Low | 351 | 310 | 478 | 0 | | 1,139 |
| | High | 1,124 | 2,531 | 2,124 | 0 | | 5,779 |
| Average Per Capita Wage | Low | \$55,000 | \$25,000 | \$45,000 | \$55,000 | | |
| | High | \$60,000 | \$30,000 | \$50,000 | \$60,000 | | |
| Total Annual Wages | Low | \$19,316,138 | \$7,747,457 | \$21,508,295 | \$0 | | \$48,571,889 |
| | High | \$67,430,880 | \$75,925,080 | \$106,213,800 | \$0 | | \$249,569,760 |
| Construction Cost PSF | Low | \$200 | \$150 | \$140 | \$200 | \$180 | |
| Bldg Value | Low | \$28,096,200 | \$32,539,320 | \$66,914,694 | \$0 | \$0 | \$127,550,214 |
| | High | \$44,953,920 | \$56,943,810 | \$133,829,388 | \$0 | \$0 | \$235,727,118 |
| Housing Density (du/ac) | Low | | | | | 10 | |
| | High | | | | | 30 | |
| Housing Units | Low | | | | | 0 | |
| | High | | | | | 0 | |

Economic Impact Analysis: Concept 2



Area Plan

| | | Office | Retail | Industrial | Corporate Campus | Housing | Total |
|---------------------------|----------|--------------|--------------|--------------|------------------|---------------|---------------|
| Concept | 2 | 20 | 37 | 20 | 62 | 26.5 | 139.0 |
| ROW | % | 20% | 20% | 20% | 20% | 20% | |
| Open Space | % | 20% | 20% | 10% | 30% | 10% | |
| Net Developable Area | Acres | 12.0 | 22.2 | 14.0 | 31.0 | 18.6 | 79.2 |
| Devt FAR | Low | 0.25 | 0.20 | 0.15 | 0.25 | | |
| | High | 0.40 | 0.35 | 0.30 | 0.40 | | |
| Bldg sf | Low | 130,680 | 193,406 | 91,476 | 337,590 | 278,250 | 753,152 |
| | High | 209,088 | 338,461 | 182,952 | 540,144 | 612,150 | 1,270,645 |
| Avg. Sq. Ft. per Employee | Low | 200 | 150 | 450 | 300 | | |
| | High | 400 | 700 | 1,000 | 500 | | |
| Jobs Generated | Low | 327 | 276 | 91 | 675 | | 1,370 |
| | High | 1,045 | 2,256 | 407 | 1,800 | | 5,509 |
| Average Per Capita Wage | Low | \$55,000 | \$25,000 | \$45,000 | \$55,000 | | |
| | High | \$60,000 | \$30,000 | \$50,000 | \$60,000 | | |
| Total Annual Wages | Low | \$17,968,500 | \$6,907,371 | \$4,116,420 | \$37,134,900 | | \$66,127,191 |
| | High | \$62,726,400 | \$67,692,240 | \$20,328,000 | \$108,028,800 | | \$258,775,440 |
| Construction Cost PSF | Low | \$200 | \$150 | \$140 | \$200 | \$180 | |
| Bldg Value | Low | \$26,136,000 | \$29,010,960 | \$12,806,640 | \$67,518,000 | \$50,085,000 | \$185,556,600 |
| | High | \$41,817,600 | \$50,769,180 | \$25,613,280 | \$108,028,800 | \$110,187,000 | \$336,415,860 |
| Housing Density (du/ac) | Low | | | | | 10 | |
| | High | | | | | 30 | |
| Housing Units | Low | | | | | 186 | |
| | High | | | | | 557 | |

Economic Impact Analysis: Concept 3



Area Plan

| | | Office | Retail | Industrial | Corporate Campus | Housing | Total |
|---------------------------|----------|---------------|--------------|--------------|------------------|---------------|---------------|
| Concept | 3 | 40 | 30 | 51.5 | 0 | 47 | 121.5 |
| ROW | % | 20% | 20% | 20% | 20% | 20% | |
| Open Space | % | 20% | 20% | 10% | 30% | 10% | |
| Net Developable Area | Acres | 24.0 | 18.0 | 36.1 | 0.0 | 32.9 | 78.1 |
| Devt FAR | Low | 0.25 | 0.20 | 0.15 | 0.25 | | |
| | High | 0.40 | 0.35 | 0.30 | 0.40 | | |
| Bldg sf | Low | 261,360 | 156,816 | 235,551 | 0 | 493,500 | 653,727 |
| | High | 418,176 | 274,428 | 471,101 | 0 | 1,085,700 | 1,163,705 |
| Avg. Sq. Ft. per Employee | Low | 200 | 150 | 450 | 300 | | |
| | High | 400 | 700 | 1,000 | 500 | | |
| Jobs Generated | Low | 653 | 224 | 236 | 0 | | 1,113 |
| | High | 2,091 | 1,830 | 1,047 | 0 | | 4,967 |
| Average Per Capita Wage | Low | \$55,000 | \$25,000 | \$45,000 | \$55,000 | | |
| | High | \$60,000 | \$30,000 | \$50,000 | \$60,000 | | |
| Total Annual Wages | Low | \$35,937,000 | \$5,600,571 | \$10,599,782 | \$0 | | \$52,137,353 |
| | High | \$125,452,800 | \$54,885,600 | \$52,344,600 | \$0 | | \$232,683,000 |
| Construction Cost PSF | Low | \$200 | \$150 | \$140 | \$200 | \$180 | |
| Bldg Value | Low | \$52,272,000 | \$23,522,400 | \$32,977,098 | \$0 | \$88,830,000 | \$197,601,498 |
| | High | \$83,635,200 | \$41,164,200 | \$65,954,196 | \$0 | \$195,426,000 | \$386,179,596 |
| Housing Density (du/ac) | Low | | | | | 10 | |
| | High | | | | | 30 | |
| Housing Units | Low | | | | | 329 | |
| | High | | | | | 987 | |

Appendix D: Evaluation and Screening



Three Mile Lane Area Plan

May 2021



MEMORANDUM

Evaluation Criteria

McMinnville Three Mile Lane Area Plan

DATE March 7, 2018 *Last Revised May 24, 2019*

TO Heather Richards and Jamie Fleckenstein, City of McMinnville

FROM Darci Rudzinski, Kate Rogers, and Andrew Parish, Angelo Planning Group

CC Michael Duncan, ODOT
PMT

INTRODUCTION

The purpose of this memorandum is to propose qualitative and quantitative criteria for use in evaluating alternatives developed by the Three Mile Lane Area Plan (3MLAP) process. These criteria are based on the project goals and objectives, and feedback received from focus groups, advisory committee meetings, an online survey, and a public open house.

The purpose of the 3MLAP as described in the project's scope of work is as follows: *The Three Mile Lane Overlay/Area Plan ("3MLAP") will integrate a wide range of land uses (residential, industrial, commercial, tourism, hospital and airport) and a multi-modal transportation system (vehicular, bicycle, pedestrian and transit) that serves both local and state transportation needs to provide active connectivity amongst the land uses on the Three Mile Lane corridor as well as with the city center. Project will consider how to maximize the opportunities for job creation, housing, and resiliency planning in the corridor by leveraging the land assets to their highest and best use for affordable housing, industrial development, tourism development, hospital expansion, airport expansion and gateway improvements.*

VISION STATEMENT

The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place.

GOALS, OBJECTIVES, AND POTENTIAL EVALUATION CRITERIA

The following project goals and objectives are intended to reflect and implement the project vision statement. Within each goal, several potential evaluation criteria are listed for each goal. These criteria are draft and may change as more becomes known about the corridor and project participants share their knowledge and interests in the area.

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

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.

Objectives:

- Engage and gain support from property owners and other stakeholders.
- Leverage land uses for economic development, urban density, and family wage job creation and retention.
- Optimize existing economic drivers in the area, including the airport, developing business park, tourism areas, the hospital, and community college.
- Capitalize on opportunities for development on large contiguous vacant sites in the district by coordinating with property owners, evaluating potential development scenarios, and maximizing funding opportunities.
- Provide multi-modal access enabling development and redevelopment.
- Maximize the utilization of the McMinnville Municipal Airport as a unique asset to the area.
- Sustain the utility of Highway 18 as a major corridor for goods movement.
- Provide visibility and multi-modal access to tourism uses within the district.
- Create new economic opportunities that capitalize on the area's unique assets and support other uses, while not directly competing with McMinnville's downtown, Granary District, or other parts of the City.

Evaluation Criteria May Include:

- Estimated number of new employment uses.
- Estimated number of new jobs, economic development and business opportunities.
- Opportunity for additional goods and services for employees in the study area.
- Improved airport access for business and tourism.
- Economic feasibility of potential development scenarios for large contiguous vacant sites.
- Support for physical expansion and increased capacity of airport.
- Impacts to the functional integrity of Highway 18 for freight movement.
- Opportunity for enhanced or new tourism opportunities within the area.

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

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

Objectives:

- Incorporate City of McMinnville Great Neighborhood Principles into residential development.
- Provide an appropriate amount of additional housing.
- Provide for a mix of housing types, including single-family detached, attached housing, and multi-family housing.
- Allow for mixed-use developments that provide housing and non-housing uses.
- Provide a transit-supportive land use pattern.
- Provide access to amenities for residents, employees, and visitors to the area.
- Maintain public access (visual and physical) to natural resources and amenities in the area.
- Create a bicycle/pedestrian trail/pathway system that integrates existing and proposed uses.

Evaluation Criteria May Include:

- Estimated number of City of McMinnville Great Neighborhood Principles achieved in the study area. (See draft list of principles attached.)
- Estimated number of new residential units accommodated in study area.
- Likely mix of residential units within the area at build-out.
- Number of existing and proposed residential units with multi-modal access to parks/natural areas and goods/services.
- Provides transit-supportive land uses.

GOAL 3: Enhance multi-modal connections throughout the district

This plan aims to create a complete, multimodal transportation network that serves the north and south side of Highway 18 within the district, and that connects the business community, the hospital, residential neighborhoods and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

Objectives:

Pedestrian

- Improve pedestrian realm through design, land use, and connectivity.
- Provide pedestrian connections within the study area and to Joe Dancer Park, downtown McMinnville and the NE Gateway District.
- Improve safety and comfort of pedestrian travel throughout the study area.

Bicycle

- Improve bicycle realm through design, land use, and connectivity.
- Provide bicycle connections within the study area and to Joe Dancer Park, downtown McMinnville and the NE Gateway District.
- Improve safety of bicycle travel within the study area.
- Encourage bicycle use by a range of users, including commuters, students, children, and tourists.

Transit

- Improve connectivity for transit.
- Provide increased access to transit.

Auto/Truck

- Improve driver safety in the corridor.
- Achieve traffic operations on study area transportation facilities that meet state and city mobility targets.
- Sustain the mobility of Highway 18 through the area as a key intercity and freight route.
- Balance access to properties and overall transportation function of facilities in the area.

Evaluation Criteria May Include:

- Pedestrian Level of Traffic Stress (PLTS) of existing and proposed facilities
- Bicycle Level of Traffic Stress (BLTS) of existing and proposed facilities.
- Transit-supportive circulation.
- Traffic volumes (measured at key intersections and along key segments).
- Features that may increase travel time through the district.
- Intersection Operation (typically measured as Volume/Capacity).

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

The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville's intrinsic character and highlight the landscape features of the district.

Objectives:

- Include gateway feature that can be enjoyed from multiple vantage points (i.e. not just from drivers on the highway).
- Create development opportunities and streetscape improvements that are well-designed, beautiful, and signal one's arrival within the City of McMinnville.
- Create a cohesive design language that complements existing developments.
- Utilize context-appropriate landscape design to create a buffer to the highway as well as create a human scale and sense of place.

Evaluation Criteria May Include:

- Qualitative assessment of urban design elements.



Preferred Alternative: Land Use and Design Analysis

McMinnville Three Mile Lane Area Plan

DATE March 23, 2021

TO Heather Richards and Jamie Fleckenstein, City of McMinnville

FROM Darci Rudzinski and Andrew Parish, Angelo Planning Group
Ken Pirie, Walker Macy
Sam Brookham and Chris Zahas Leland Consulting Group

CC Michael Duncan, ODOT

INTRODUCTION

Background and Purpose

The goal of the McMinnville Three Mile Lane Area Plan planning project is to create a long-range, 20-year+ plan guiding future growth in the eastern-most area of the City. The purpose of this memorandum is to describe and evaluate the Preferred Alternative for the McMinnville Three Mile Lane Area Plan. The alternative is an outcome of a visioning and refinement process conducted with stakeholders, two advisory committees, and members of the public as described in the Process section.

This memorandum is organized as follows:

1. A brief overview of the process and context of the Three Mile Lane Area Plan project.
2. A detailed description of the Preferred Alternative along with illustrative graphics and precedent photographs.
3. An evaluation of the preferred alternative – how it meets the project’s goals and objectives and how the key features of the preferred alternative can be implemented.
4. A description of the next steps in developing the Three Mile Lane Area Plan.

Members of the project’s Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) will be asked to review this memorandum, provide suggested modifications to the Preferred Alternative, and provide direction for implementation. The material contained herein will be adapted for a public event, tentatively scheduled for April 2021.

Process

The Preferred Alternative reflects community comments, the work of the project's advisory committees, and collaborative efforts between City staff and the consultant team. It is informed by a series of technical memoranda that are available on the project website, www.threemilelane.com.

Goals, Objectives, and Scoring Criteria.

An aspirational vision statement, community goals and objectives, and potential criteria to evaluate land use and transportation options for the Three Mile Lane area were developed early in the project. They were created to articulate the Three Mile Lane Area Plan's desired outcomes and help in the evaluation of options for the area. These materials were discussed in project advisory committee meetings and the subject of an online survey and a public open house.

Three Mile Lane Area Plan: Vision Statement and Project Goals

Project Vision Statement: The Three Mile Lane District is a vibrant community that serves as the gateway to Downtown McMinnville and Oregon Wine Country. Employment opportunities, attractive housing options, and tourist destinations characterize the area. Residents and workers enjoy safe and efficient options to travel to Downtown McMinnville and benefit from close proximity to a variety of goods and services, all easily reached by motorist, bicyclist, pedestrian, and transit rider alike. The connection to McMinnville's rich history and the surrounding landscape is reflected in urban design elements throughout the area, highlighting the uniqueness of this special place.

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.

Based on this vision statement and project goals, the project team developed qualitative and quantitative criteria to evaluate land use and transportation alternatives. These will be discussed in the Evaluation section of this memorandum.

Alternatives Evaluation

Three alternative concepts were created to provide three distinct approaches for the buildout of new land uses, local street networks, and open space amenities. These land use concepts were

developed with input from the community and the project advisory committees, and through in-depth discussions between City staff and the consultant team. The purpose of this evaluation was to identify benefits and drawbacks, rather than to simply pick the highest-scoring concept, and incorporate the best-performing elements into the Preferred Land Use Alternative.

The three land use concepts are described generally below.

Concept 1: Industrial Campus. This concept is most similar to existing zoning south of Three Mile Lane. It allows for a large industrial user, potentially engaged in manufacturing or warehousing, in close proximity to retail services, Three Mile Lane, and other supportive or ancillary uses to the primary industrial employment use.

Concept 2: Corporate Campus. The most significant feature of this concept is a sizable commercially-zoned “corporate campus” and a mix of office/industrial uses south of Three Mile Lane, which would add a significant amount of new office space.

Concept 3: South Yamhill Neighborhood. Concept 3 includes residential land in the southern portion of the study area. Along with a greater number of housing units comes a greater need for amenities such as parks, trails, and services to serve the population.

These land use alternatives were complemented by two alternative designs for Three Mile Lane/Highway 18. The preferred facility option will be informed by additional transportation analysis and modeling and will be the focus of a separate memorandum.

Refinement of the Preferred Alternative

These three concepts were discussed and critiqued by City staff, the project’s TAC and CAC, and the broader public at a July 11, 2019 Town Hall meeting. Feedback received from these groups, particularly the CAC, led to the creation of the Preferred Alternative, described in detail in the next section. This feedback included:

- Support for a Retail Center and Corporate Campus for land south of Highway 18 (elements of Concept 2).
- Support for a mixed-use designation including residential uses at the CalPortland site (elements of Concept 1).
- Concern about the appropriateness of community-scale park uses and new residential uses in the eastern part of the study area due to their proximity to the McMinnville Municipal Airport.
- The need for road connections and public open space as part of the Corporate Campus concept.
- Concern with changing land use designations for developed residential areas.

Great Neighborhood Principles

In April 2019, the City of McMinnville adopted the Great Neighborhood Principles into the City’s Comprehensive Plan. Their purpose is to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. These 13 principles are listed in Figure 1, with additional details that suggest how these principles can be expressed in a site and context-specific way for the unique setting of the Three Mile Lane area.

Figure 1. Great Neighborhood Principles: Design Elements that express “McMinnville-ness”

1. Natural Feature Preservation

- Strive to protect tree groves
- Strive to protect individual trees
- Protect riparian corridors and adjacent native landscape



2. Scenic Views

- Provide and protect views to rolling hills and volcanoes
- Provide visual and physical access to North Yamhill River
- Orient streets and open spaces to views



3. Parks and Open Spaces

- Connect to Galen McBee Airport Park
- Create new gathering spaces that incorporate natural areas and views
- Plant landscapes that incorporate natives and exhibit seasonal variation



4. Pedestrian Friendly

- Provide a network of sidewalks and trails to connect people to key locations
- Incorporate shade streets with mature tree canopy

5. Bike Friendly

- Plan safe routes for residents and touring cyclists

6. Connected Streets

- Connect to existing street grid in the Three Mile Lane area



7. Accessibility

- Design new development for ease of use by all ages and abilities

8. *Human Scale Design*

- Respect typical scale of commercial uses in McMinnville
- Design to reflect the micro-climate—outdoor life, porches, balconies
- Promote inclusion and interaction within the right-of-way



9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

- Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
- Consider adjacency to agricultural fields and respect this heritage through careful transitions
- Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
- Consider functional site planning of vineyard and farm complexes as conceptual model for new development



11. *Housing for Diverse Incomes and Generations*

- Allow for a mix of future housing forms and types, respecting the current character of Three Mile Lane

12. *Housing Variety*

- Respect existing variety of housing types in Three Mile Lane and ensure diversity of design for future housing



13. *Unique and Integrated Design Elements*

- Ensure visibility from highway; Welcome to McMinnville
- Make functions of sites visible (airplanes, wine-making); continue expression of industry/making where applicable
- Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
- Consider local materials for cladding and building structure (timber, corrugated steel cladding, red brick)
- Use vibrant color

The Preferred Land Use Alternative

Key Features

The Preferred Land Use Alternative is shown in Figure 2. The defining characteristics south of the highway include a large (90-acre) area envisioned as a future retail center, and a large site for a potential corporate “Innovation Campus” to the south of this retail center. To the west, in areas near SE Norton Lane and the Willamette Valley Medical Center, opportunities for office and medical uses are envisioned. North of the highway is a new mixed-use designation is proposed on the current Cal-Portland site.

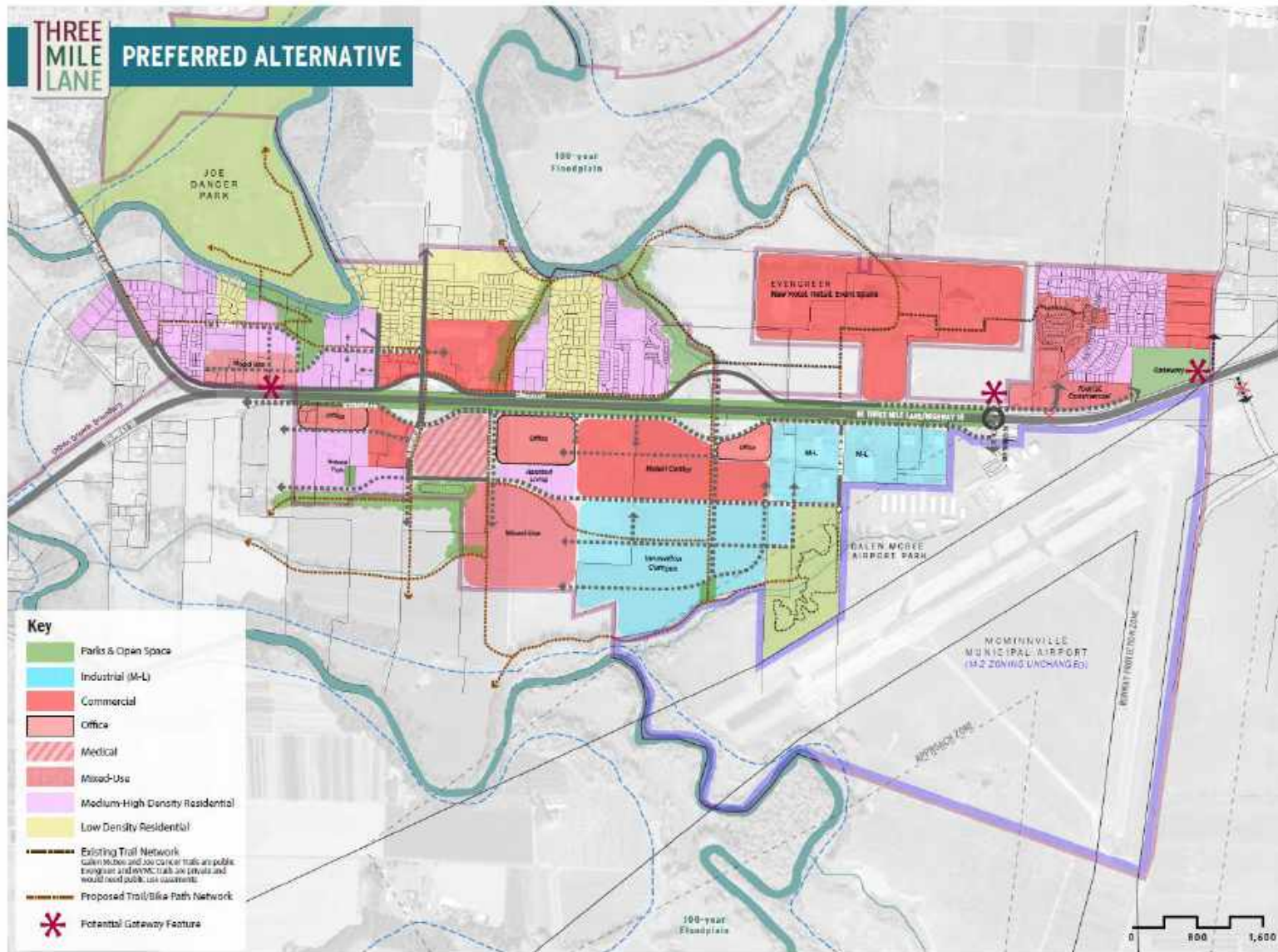
The Preferred Alternative is accompanied by context-sensitive urban design considerations that build on the Great Neighborhood Principles. These include:

- Avoid parking lots and blank walls on Highway 18 edge
- Create a walkable retail development with a “town center” feel (as described in following pages)
- Encourage orientation of industrial campus buildings to Yamhill River and maintain view corridors through campus
- Consider setting future development back from Yamhill River to reduce impacts
- Create grid of walkable streets
- Improve frontage roads for safer walking and biking
- Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- Consider aviation-themed gateway features

Other land uses and features embodied in Figure 2 were discussed by project participants and viewed to be beneficial. Key features include the following:

- **Walkable Retail Development.** A central feature of the Preferred Alternative is a sizable, (over 30-acre) retail center south of Three Mile Lane at Cumulus. The quality of this development’s architecture and streetscape, the connectivity it provides to the street system south of Highway 18, and generally, how well it responds and contributes to McMinnville’s Great Neighborhood Principles will be key to the success of this plan in gaining public approval.
- South of this retail development is a prime location for a mix of corporate office and industrial users in an **Innovation Campus**. Due to its proximity to the Yamhill River, the campus has the potential for “Trail-Oriented Development,” an increasingly popular amenity-driven development trend which offers future users and tenants an appealing orientation to views of natural features.
- West of the retail center and industrial campus site, a **flexible zone of mixed office or industrial** uses is offered, providing potential sites for users drawn by the synergy of being close to larger corporate users, with subcontractors or suppliers in office or light industrial spaces.

Figure 2. Preferred Alternative Map



- **New mixed-use and health care-related uses** have been identified near the existing hospital. Housing, especially senior housing, is a very strong market opportunity. Building forms are expected to be horizontal mixed-use, rather than vertical mixed-use.
- The **Evergreen Tourism Area** is identified as a good location for new hotel, retail, and event space. The site is highly visible and suitable for a clustering of mutually beneficial uses. Travel-related commercial development is envisioned in the northeastern portion of the study area. This area is advantageously situated near the Evergreen complex, making it a good site for additional services and attractions for the traveling public.
- **New residential neighborhoods and continued development of existing neighborhoods** in locations in the western parts of the study area.
- **A cohesive trails system** that ties together major amenities and neighborhoods, with safe crossings of Highway 18 and a potential connection to Joe Dancer Park.

Opportunity Sites

The Preferred Alternative features some distinct areas where change is expected to occur over time. North of Three Mile Lane, the most notable change is the mixed-use designation in the northwest. South of the highway, land use designations that are distinctly different than what exists today include Medical commercial, office, and residential designations near the Willamette Valley Medical Center and the area of Commercial between the hospital and the McMinnville Municipal Airport. Specific features and design considerations for the Three Mile Lane's diverse areas are discussed in this section.

Mixed-use Area (CalPortland Site)

The Three Mile Lane Area Plan envisions continued growth and development in the northwest of the study area between Cumulus Ave and the Yamhill River. Additional households in the Three Mile Lane area will require and support local services, as well as the improved transportation connectivity envisioned with the Three Mile Lane Area Plan that will provide alternatives to Highway-18 for local trips. Existing residential neighborhoods are anticipated to see gradual infill and redevelopment in this area.

Locally serving retail and services have been a major discussion item during this planning process. As the area continues to evolve, providing more opportunities for a mix of uses, employment, and tourism, the existing industrial site on NE Cumulus Avenue may prove to be a more a lucrative site for something other than a ready-mix concrete plant. Allowing for a variety of commercial and residential uses in this area can provide additional housing, locally serving retail and other amenities, and enhanced multi-modal transportation connectivity. This area is well-suited for mixed-use development because it is large enough to accommodate and separate several uses in a way that responds to different context conditions. The site is also mostly flat with potential for good connections to the east and west.

This opportunity site extends between Highway 18 and a steep bluff overlooking the North Yamhill River, two adjacencies which will shape its eventual development. Most of McMinnville's Great Neighborhood Principles can be honored through future site master planning. This infill development can protect natural areas and views, connect to parks and open spaces, provide a

connected, bike and pedestrian-friendly neighborhood, and encourage mixed-use development with diverse housing types and unique, high-quality design. Retail or office uses are better suited to the more visible and accessible southern half of the site. Residential uses are best suited to the northern half, further away from the freeway, with views to the river and Joe Dancer Park.

KEY URBAN DESIGN ELEMENTS:

- Local street grid. Local streets can be logically extended through the site from the west (NE Atlantic) and the east (NE Dunn Place), creating access to the commercial and residential halves of the site, while a new central 'Main Street' can be extended north from NE Cumulus Avenue, bisecting the site and creating two crossroads intersections. The proposed street extending east-west across the northern half of the site follows the top of the bluff and should be designed as a well-landscaped parkway, with an adjacent multi-use trail which will eventually extend throughout the Three Mile Lane study area as a safe parallel route to Hwy 18.
- Building orientation. New buildings should be located to form an urban frontage, with no setbacks, at the intersections of local streets.
- Building and site design. Pedestrian-scaled ground floors, prominent entries, and canopies over sidewalks with street trees, on-street parking, and safe crossings. Surface parking will be located behind these frontages, separated from adjacent uses by well-landscaped green buffers.
- Natural features. Where the Main Street meets the bluff-top street, a public overlook can provide views to Joe Dancer Park and perhaps even a trailhead for a nature trail switch-backing down the bluff to a riverside trail system and a potential footbridge over the river connecting to the park and beyond to downtown.

Tourist Commercial

The Evergreen complex continues to draw visitors to McMinnville who support other local businesses in the Three Mile Lane area and beyond. The Preferred Alternative foresees the continuation and intensification of tourism-related uses as allowed by existing zoning designations. East of Evergreen, land is currently zoned for commercial uses along the highway and has the possibility of hosting more tourism- and travel-related commercial uses in the vicinity of the Aviation & Space Museum and waterpark. The Preferred Alternative envisions activities and uses related to visitors and the traveling public that could boost tourism and be mutually beneficial to existing attractions. A cluster of these uses in the northeast part of the study area could have a synergistic effect, strengthening McMinnville's and the region's reputation as a destination

KEY URBAN DESIGN ELEMENTS:

- Connectivity to the Evergreen complex. Perhaps the most important design element of this visitor-oriented area is connectivity to exiting Evergreen tourist uses. Providing a safe walking and biking connection parallel to Highway 18 would help integrate future development with the Evergreen attractions, which will continue to attract significant amounts of visitors.
- "Gateway" location. In addition, with a prominent location on the east entrance to McMinnville, this development opportunity area should be required to meet the City's Great Neighborhood Principles with high-quality design.

Health Care Area

Vacant parcels surrounding the Willamette Valley Medical Center are a significant opportunity for medical offices, housing for people reliant on medical services, and other uses that benefit from a health care cluster. As envisioned in the Preferred Alternative, existing industrial and high-density residential land and uses fronting the highway and in close proximity to the Medical Center could, over time, develop with housing – including assisted living and long-term care facilities - office uses, and services related to the hospital.

KEY URBAN DESIGN ELEMENTS

- Transitions between health care facilities and surrounding residential areas. Health care facilities are often active around the clock with bright lighting and they generate significant vehicle traffic. They also require a lot of delivery traffic and, in the case of a major medical center, helicopter use. Buffering between uses should be considered, particularly senior housing or market-rate apartments. Assisted living or nursing care facilities, however, would benefit from close proximity to the hospital.
- Transitions between health care facilities and other commercial uses. The scale and orientation of existing uses, as related to future uses should be considered. For example, while Senior Housing might benefit from a location within walking distance of a retail center, there should be careful site planning to ensure the housing isn't directly adjacent to loading or parking facilities. It may be most feasible to place health-care related housing with an orientation south towards views and the river.
- Walkability between uses. Convenient, safe connections between a variety of uses in this area will be important to current and future users.
- Visual quality of buildings facing Highway 18. New development should avoid placing loading docks or creating blank walls visible from passing vehicles.

Retail Center/Innovation Campus

A large area of currently vacant or farmed land stretching from the highway south to the Yamhill River provides a unique opportunity for future development. The design envisioned in the Preferred Alternative is the latest iteration in a process that began with a Property Owners' Workshop. This half-day workshop held at City offices included a presentation of existing site conditions, with confirmation from property owners of natural features, parcel ownership, access, and previous uses. A summary of market conditions was presented, with some suggested adjustments from the owners to reflect their individual research. The workshop concluded with a roundtable discussion of opportunities and constraints, including an exercise where prototypical program 'chips' scaled to the sites, were placed in a variety of potential arrangements to inform initial sketches of concept alternatives.

In addition to the focused property owner workshop, the City of McMinnville held a design charrette for the entire corridor study area with the Citizen Advisory Committee on April 8, 2019. Project participants have identified a number of key strengths, including high visibility from Highway 18, many large and/or underutilized parcels, proximity to the airport, concentration of

tourist amenities and medical uses, strong connections to regional assets, and an abundance of natural features. Specific opportunities the participants identified included: pedestrian bridges over the highway could provide needed connections at key points, the creation of special complete street standards to encourage biking and walking, requiring stormwater treatment and extensive street tree plantings on all study area streets, considering shared parking standards and ‘shadow platting’ to encourage future infill on surface lots, and opportunities for new residential at the south edge of the case study site and west of the hospital.

The retail market continues to evolve rapidly in response to the challenges of competing with online retail and market consolidation. One tactic that the retail industry has successfully used to attract and retain shoppers to brick and mortar establishments is the creation of 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.

Figure 3. Retail Center Precedent: Old Mill District, Bend, Oregon



Regionally-inspired architecture



Walkable Streetscape with Active Ground Floors

A retail center at Cumulus Ave. is a central feature of the Preferred Alternative. The design of this development, the connectivity it provides to the street system south of Highway 18, and how well it contributes to McMinnville’s Great Neighborhood Principles will be key in the success of this plan.

This almost 60-acre parcel is one of the largest regional sites with easy highway access. The site is flat and developable—a unique characteristic for a site of this size, and has a locational advantage being both near to the highway and the McMinnville Municipal Airport. Attachment A provides an example of how this site could develop, implementing design features desired in the Three Mile Lane Area, as well as provides photographic examples of many of the design elements discussed for this area.

Flexibility is key to attracting a corporate Innovation Campus. The City and/or developer would have to be opportunistic and actively market the property and McMinnville as a corporate destination. Early infrastructure investments and construction of housing and commercial amenities within walking distance of the property would help attract a corporate user, as would a clear but flexible vision and development plan for the property.

Figure 4. Retail Center Precedent: Northwest Crossing, Bend, Oregon



The overall goal is for new developments in the Three Mile Lane Area is to echo the features of traditional, older retail districts like downtown McMinnville. Figures 3, 4, and 5 show examples from other Oregon communities, with similar common features that include:

- 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.
- Parking lots, generally located behind buildings, featuring wide pedestrian walkways, integrated stormwater treatment and ample landscaping including shade trees.

- High-quality architecture, sometimes 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.

Figure 5. Retail Center Precedent: Orenco Station, Hillsboro, Oregon



KEY URBAN DESIGN ELEMENTS

- Local identity. Maintaining the local identity through gateway design elements and development opportunities; establishing formal view protection corridors for Mt Hood, Mt Jefferson, and Amity Hills encouraging mixed uses whenever feasible; and mitigating the visual impact of development on the Highway 18 edge.
- Connectivity. Transportation and connectivity have been major themes during the planning process. Connectivity—in terms of internal circulation to parks and recreational features and surrounding neighborhoods—is essential.
- Parks and open space. The community has provided input on parks and open space opportunities, identifying the following: prioritizing connections to existing trails and open space (such as connections into Joe Dancer Park), creating a public greenway along South

Yamhill River with trail and connections to the study area and McBee Park, and increasing open space opportunities in the study area adjacent to residential uses.

EVALUATION

The Preferred Alternative provides a framework for potential future land use, transportation, and design elements in the Three Mile Lane area. This section evaluates the merits of the alternative and highlights the changes it represents, as compared to existing land use and development requirements. The next sections examine how the alternative meets the expressed goals and objectives for the area, the changes in land use it suggests, and how desired design elements may be achieved. Answers to questions embedded under these topic areas will lead to recommended actions that will help the City realize the vision of the Preferred Alternative over time.

Meeting Project Goals

The land use concept is intended to meet the goals for the area, included earlier in this memorandum, and help the City realize specific objectives associated with each of these goals. Earlier in the planning process evaluation criteria were suggested to help assess how well alternatives meet community goals and objectives.¹ The evaluation table included in this section employs these criteria once again to show how the Preferred Alternative can help achieve the City’s goals. The table includes specific objectives related to individual project goals and indicates how elements of the land use concept perform.

Table 1. Project Goals and the Preferred Land Use Alternative

| Evaluation Criteria | Preferred Land Use Alternative Findings |
|---|---|
| <i>Goal 1: Support and enhance the district’s economic vitality and marketability</i> | |
| Amount and Type of Employment Land | A significant amount of commercial land is envisioned south of Three Mile Lane, refined to suit desired characteristics of a retail “town center.” A corporate industrial campus is envisioned between the commercial area and the river. There is also an area identified for health-care related uses near the medical center and continued industrial/office opportunities near the McMinnville Municipal Airport. |
| Opportunities for Additional Goods and Services in the Area | The retail center, a mixed-use site, and the Evergreen complex and nearby Tourist Commercial area provide the opportunity for goods and services to serve locals and visitors alike. |

¹ See Evaluation of Land Use Concepts Section in the *Land Use and Transportation Facility Options and Evaluation* memorandum, June 5, 2019.

| Evaluation Criteria | Preferred Land Use Alternative Findings |
|--|---|
| Relationship with and Impacts To the McMinnville Municipal Airport | Land designated for employment uses within close proximity to the airport will not change; new opportunities for a neighborhood-serving commercial center and industrial campus with good connection to the airport. |
| Compatibility of uses adjacent to airport | The proposed commercial designation in the northeastern part of the study area and connections to the park and river have been refined from previous alternatives to better support the airport and its planned expansion. |
| Support for existing and new tourism opportunities | Significant commercial opportunities are identified throughout the district. Tourism-focused development of the Evergreen site and the “Tourist Commercial” area in the northeastern part of the study area will cater specifically to the travelling community. |
| <i>Goal 2: Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.</i> | |
| McMinnville Great Neighborhood Principles | New residential areas are located in the western portion of the study area to create a greater concentration of activity, support new mixed-use development, and increase the likelihood of success for neighborhood-serving commercial. New roadway and trail connections will better connect the neighborhoods of Three Mile Lane to surrounding amenities and services. <i>Also, see Figure 1 and Table 7.</i> |
| Residential uses, mix, and location | Residential uses are located in the western portion of the study area. The CalPortland site has the opportunity for mixed residential and employment uses, and areas south of Highway 18 may be suitable for senior housing due to the proximity to the medical center. |
| Transit-supportive land uses | Major new retail, corporate industrial campus, and tourism areas, as well as higher-density housing, can help support transit in the area. The reconnection of Cumulus through the Chemeketa Community College site will be important for improving transit access. |
| <i>Goal 3: Enhance multi-modal connections throughout the district</i> | |
| Impacts to OR 18 as a key intercity/freight route. | Key trail and local roadway connections are shown in Figure 2. <i>Specific impacts to OR 18 will be evaluated as part of more detailed analysis for the preferred land use alternative.</i> |
| Vehicular connectivity through land use types (street density) | |
| Bicycle/pedestrian connections to key locations outside of the study area | |

| Evaluation Criteria | Preferred Land Use Alternative Findings |
|--|---|
| <i>Goal 4: Create an aesthetically pleasing gateway to the City of McMinnville</i> | |
| Gateway features | The Preferred Alternative has three locations identified for gateway features to signal entry into the City of McMinnville and to help define the Three Mile Lane Area’s identity. Future design of Highway 18 improvements should consider opportunities for corridor design that respects the area’s agricultural heritage and landscape character. There will also be opportunities for specific gateway features that physically mark this entrance to McMinnville. |
| Building Design | Creating clear requirements for building and site design for the retail center, corporate industrial campus, and other opportunity areas is a priority for this process and will be expanded upon later in this memorandum. |
| Landscaping and Street Trees | The corporate industrial campus, retail center, and other uses can be compatible with high-quality landscaping. Implementation of these features will be the responsibility of private development and will be required as part of development review. Specific requirements for this area can be included in the City’s development requirements. |

Economic Findings

Mixed-use

There is strong demand for additional housing development of all types in McMinnville, and the area shown in the Figure 2 for Mixed-use is an attractive location for significant new construction. Mid-rise development will not only help diversify the housing stock but also improve prospects for neighborhood-scale retail by adding rooftops. The dominant use should be residential, with small opportunities for retail to support the needs of the neighborhood, for reasons detailed below.

The CalPortland site is positioned between downtown and large development sites along Highway 18, both of which are either currently or are planned for significant retail development. Retail on this site, therefore, should focus on serving the needs of the local neighborhood rather than looking to compete with either of these locations. Retail should be limited to the south of the site along Cumulus Ave, which provide around 700 feet of frontage and therefore plenty of development flexibility. The combination of existing market conditions and more competitive retail projects may result in horizontal, rather than vertical mixed-use projects, with housing behind frontage retail. At 11 acres, the site is large enough to accommodate high-quality, horizontal mixed-use product.

While Cumulus, the frontage road, provides good access and connectivity to the surrounding neighborhoods, other nearby locations, such as Chemeketa Community College and uses on college-owned property, have more direct access and better visibility to and from the highway for

retail. Existing retail vacancies are therefore more likely to fill before there is demand for new development on the CalPortland site.

Parking will drive the scale and type of development on the CalPortland site. High minimum parking requirements for both residential and retail uses are likely to drive a low-density development type not necessarily in keeping with the City's vision for the area. While the market is unlikely to support the high costs of structured parking, alternative plans for parking should be explored to reduce the burden on the developer but still maintain an adequate parking supply, such as encouraging and codifying shared and on-street parking.

Developing a mixed-use project at greater density may require the City to explore incentives or partnerships that would bridge the feasibility gap. With that said, there are opportunities for additional development on adjacent land parcels, so this site could serve as a catalyst project and build market momentum, thereby improving prospects for a denser mixed-use project at a later date. Facilitating coordination efforts between property owners in the area can help.

For residential development, the existing frontage road (Cumulus) currently provides good access and connectivity to the surrounding area, but improving multimodal connectivity to adjacent land is critical to fostering a high-quality, pedestrian-friendly place. The site benefits from proximity to the river, so improving access to this amenity should be prioritized.

For retail, visibility, access, parking, and signage are critical. Enhancing Cumulus as a multimodal thoroughway to downtown and the center to the east would improve retail prospects for the CalPortland site, as well as for retail in general.

Travel Commercial

While the existing aviation-oriented uses in the Evergreen Tourism Area are already a regional attraction, there is a significant opportunity to build a substantial tourism hub which integrates additional compatible uses that leverage the region's strong wine industry and build and refine McMinnville's brand.

Specifically, the development of additional lodging and hospitality-related uses would help this area become a premium destination that continues to attract tourists of many different backgrounds and brings additional revenue into the City. Lodging would also likely add to the area's event space inventory, improving McMinnville's marketability for conferences and other events.

The Three Mile Lane Area plan provides a platform to develop a clear vision and brand for the Evergreen Tourism Area. A vision can provide the development community with the confidence to pursue a particular type of development that is consistent with what the City wants for the area. A land use program for the area could include a phasing plan that is consistent with current and future market conditions and trends.

Health Care

The economic analysis shows that medical uses is a growing retail type nationally. There is a forecasted demand for approximately 529,000 square feet of additional retail development within the market area over the next decade and part of that demand is for medical and professional offices that typically occupy retail spaces such as dentists and small medical clinics. Housing demand, too, is strong in the area, especially the demand for senior housing given the forecasted growth in senior age groups. Areas in close proximity to Willamette Valley Medical Center provides opportunities for medical related goods, services, office, and housing.

Retail Center

The property owner workshop provided an opportunity to discuss ideas and information about future land uses and development with key property owners. This discussion was founded on information in the market analysis and a broader discussion of visions, criteria, and principles. The market analysis, for example, provides high-level trends and analysis to indicate development opportunity. Meeting with property owners revealed specific details about the sites, project phasing, and realistic goals and visions for development.

With information from the workshop, the project team develop three alternatives (i.e., case study concepts). Each concept included a description of its primary theme or differentiator as well as key aspects related to its interface with existing adjacent uses and potential phasing implications. A high-level economic impact assessment for each alternative provided an estimated summary of the number of jobs created, the increase in the tax base, and other economic impacts that would result due to the area's development.

The property owner workshop and resulting Case Study Report helped identify opportunities for large-scale retail and employment, as well as continuing housing development. The area's existing industrial designation limits the number of uses allowed in the area; changing to a commercial designation provides for a greater degree of flexibility to respond to fluctuations in market dynamics.

McMinnville is poised to capitalize on strong retail demand and its location in the region. The McMinnville retail trade area extend all the way to the Oregon Coast due to the lack of prominent commercial centers between the Willamette Valley and the coast. However, much of this retail market remains untapped, and the Three Mile Lane study area is poised to capture a significant portion of demand with a diverse array of commercial development. Such development would help foster a sense of place, provide amenities for residents and visitors, and have a significantly greater economic impact than a development build-out comprising simply of traditional industrial.

Corporate Industrial Campus

A large, flat, developable site of this scale is unique in the region and should attract interest from regional and national employers. The campus may be a prime location for light or craft industrial that could align with the City's vision for the area and provide secondary tourism benefits if new development includes experiential or retail components.

With that said, the development of a large campus is likely to be a market-driven initiative. Employment growth in the industries of healthcare and education can be expected to drive most of the demand for new office development. Demand for campus-style industrial is likely tied to food product manufacturing or aviation. However, the emergence of a large corporate user is difficult to forecast, and successful recruitment and the timing of development will require coordinated marketing efforts between the property owner, the City, and local and regional economic development partners.

In fact, development of such a site requires the City to actively market to the development community. Marketing a prospective campus should also involve a compelling story for why McMinnville is an attractive for a corporation to locate. McMinnville's high quality of life, cultural amenities, business incentives, and proximity to the Portland metro region may indeed be sufficient in attracting a larger company. Additionally, target users could include existing companies looking to expand.

This should also be tied to economic development efforts that consider the broader city-wide needs that would come with the addition of a large employer. These needs would include workforce, housing, transit and transportation, and others. For example, a large corporate user would require additional housing to meet growth from employment. Infrastructure investment will also be critical. The City should not necessarily make early investments without knowing the needs of a prospective corporate user, as these infrastructure needs will greatly vary. They should, however, develop a plan that outlines their intent and be prepared to act quickly in order to attract a user.

Existing Regulatory Framework

The following is an overview of existing requirements that govern how land can be used within the Three Mile Lane area and an evaluation of the changes envisioned with the Preferred Alternative. The most pronounced differences between what is allowed today and the Preferred Alternative lie within the opportunity areas; these are the focus of the evaluation.

Existing Requirements

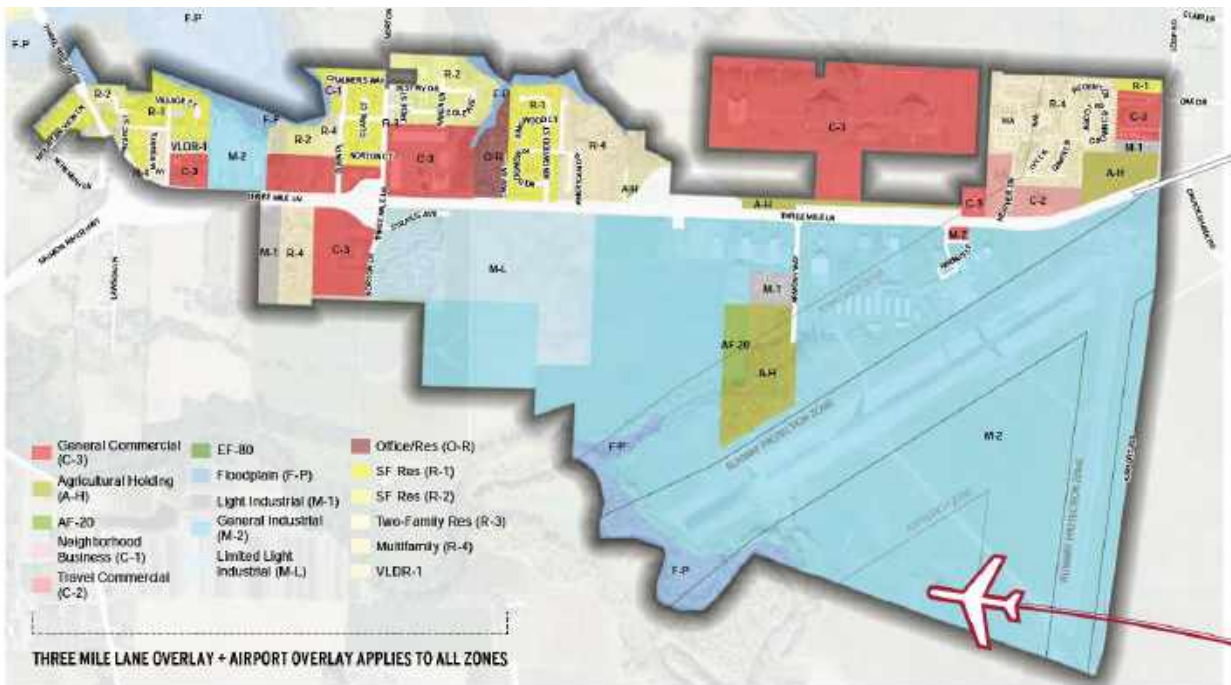
Land use and development in the Three Mile Lane area are currently regulated by the City's Zoning Ordinance and the Three Mile Lane Planned Development Overlay. The Zoning Ordinance governs uses, density, and dimensional requirements for zoning districts in the area, as well as site design and permitting requirements. The Planned Development Overlay contains requirements specific to the Three Mile Lane area that either modify or are in addition to underlying zoning standards.

Zoning

Zoning Ordinance Chapters 17.12 – 17.48 specify the allowed uses and associated regulations for each zoning district in the City. The predominant zoning designation (by acreage) within the study area is Industrial. Most of the land in the study area south of Three Mile Lane is designated General Industrial (M-2) or Limited Light Industrial (M-L). Much of this industrial land is occupied by the McMinnville Municipal Airport. On the north side of Three Mile Lane, there are large areas zoned General Commercial (C-3), including the area that includes the Evergreen Aviation & Space Museum and water park; a small area zoned Travel Commercial (C-2); and a mix of residential zoning. Most of the area zoned for Single-Family Residential (R-1 and R-2) is found in the northwest portion of

the study area. Multiple-Family Residential (R-4) zoning is found in separate areas in the northwest, northeast, and southwest portions of the study area.²

Figure 6. Existing Zoning Designations



Development Standards

In the industrial districts, the M-L zone is largely limited to manufacturing and related uses with limited external impacts, while the M-2 zone allows most industrial uses. In the M-L zone, properties are subject to maximum building heights of 60 feet and minimum setbacks from Three Mile Lane of 120 feet from the centerline. Development in the M-2 zone is not subject to these review requirements. Maximum building height in the M-2 zone is 80 feet and no minimum yard setbacks are required, except adjacent to residential zones.

A wide variety of commercial uses are permitted in the C-3 zone, including commercial recreation facilities, large format retailers, gas stations, and hotels. The maximum height in the C-3 zone is 80 feet and no minimum yard setbacks are required, except adjacent to residential zones. The C-2 zone only covers a small area near the eastern edge of the study area. Permitted uses are largely limited to travel-related uses such as lodging, restaurants, and gas stations. Building height is limited to 45 feet, and the minimum front setback is 30 feet.

² The Airport Overlay Zone (Zoning Ordinance Chapter 17.52) also regulates uses in the Three Mile Lane area. Its intent is to prevent structures or uses that obstruct the safe flight of aircraft in the vicinity of the McMinnville Municipal Airport. Requirements of this overlay are not detailed here, as the Preferred Land Use Alternative assumption is that Airport-related uses will continue to be permitted according to existing City code requirements. The area adjacent to the airport is expected to continue to develop as an airport-oriented commercial and industrial center, reflecting the economic value and potential of this infrastructure.

In the residential zones, density is controlled by minimum lot area per family (or per unit). Within the study area, minimum lot areas are as follows:

- R-1 – 9,000 sf (9,000 sf for two-family corner lots)
- R-2 – 7,000 sf (8,000 sf for two-family corner lots)
- R-3 – 6,000 sf (8,000 sf for two-family corner lots)
- R-4 – 1,500 sf per unit with 2 bedrooms or fewer; 1,750 sf per unit with three bedrooms

The maximum height in the R-4 zone is 60 feet, while the remaining residential zones are limited to 35 feet.

Development within the study area is also subject to floodplain (Chapter 17.48), landscaping (Chapter 17.57), tree (Chapter 17.58), off-street parking (Chapter 17.60), and sign regulations (Chapter 17.62, Planned Development Overlay) requirements.

Three Mile Lane Planned Development Overlay

The 1981 Three Mile Lane Planned Development Overlay outlines several provisions related to the development of properties in the Three Mile Lane area. A 1994 ordinance amending the overlay added a set of detailed provisions related to commercial signage. Provisions include:

- Required 120-foot setback from the centerline of Three Mile Lane
- Access requirements:
 - Minimize access onto Three Mile Lane
 - Provide on-site circulation systems connecting to adjoining properties
 - Provide acceleration-deceleration lanes and left-turn refuges when necessary
 - Provide bikeway connections
- Landscaping and buffering along the highway frontage may be required
- Mixed housing-type residential developments encouraged
- Temporary signage allowed

Development Approval

Development subject to a land use review process within the Three Mile Lane area include the following:

- Plans for proposed uses in the M-L zone. Industrial uses in the M-L zone must be approved by the Planning Commission, after evaluating impacts such as noise, traffic generation, air and water pollution, and appearance.
- Zone changes within the Three Mile Lane Planned Development Overlay. Zone changes in this area are evaluated using Planned Development Overlay standards and procedures and approved by Planning Commission.
- New commercial structures larger than 25,000 square feet of gross floor area. Director approval is required through Large Format Commercial Design Review.

- Signage in areas designated commercial and industrial. Approval by the Three Mile Lane Design Review Committee, after evaluating compatibility and design elements such as color, material, size, form, and relationship to site and building design.

All development within the Three Mile Lane Planned Development Overlay must be approved by the Three Mile Lane Design Review Committee (Ordinance 4572, Section 6(A)).

Preferred Alternative

As described previously, there are particular areas within the Three Mile Lane area that present the greatest opportunities for change. This section compares proposed designations and current zoning for each opportunity area in a series of tables. For each area, there are a series of questions, the answers to which will guide implementation of the Three Mile Lane Area Plan.

As part of plan adoption, the City has an opportunity to modify land uses and requirements either through rezoning or as part of an overlay.

Mixed-use Area (CalPortland)

Table 2. Land Use: Mixed-use Area

| Mixed-use Area | |
|----------------------|----------------|
| Proposed Designation | Current Zoning |
| Mixed-use | R-1 |
| Medium-High Density | R-2 |
| | M-2 |
| | C-3 |

NOTES

- Uses permitted in the City’s Multiple Family Residential (R-4) and General Commercial (C-3) zones generally meet the purpose statement of the Mixed-Use designation.
- The R-4 zone allows single family dwellings (including attached), duplexes, and accessory dwelling units. Building height is limited to sixty feet.
- Uses permitted in the C-3 zone include commercial recreation facilities, large format retailers, gas stations, and hotels. The maximum height in the C-3 zone is 80 feet and there are no minimum yard setbacks required for commercial uses.

QUESTIONS

- Should all residential use types be allowed outright in the Mixed-Use designation?
- Are there commercial use types that are should be restricted in the Mixed-Use designation?
- Should a mix of uses be *required*? If so, should this requirement apply to development proposals over a certain size? Would the requirement apply to only multi-story development?

Tourist Commercial

Table 3. Land Use: Tourist Commercial

| Tourist Commercial | |
|-----------------------------|-----------------------|
| Proposed Designation | Current Zoning |
| Tourist Commercial | R-4 |
| | C-2 |
| | C-3 |

NOTES

- The R-4 zone allows single family dwellings (including attached), duplexes, and accessory dwelling units. Building height is limited to sixty feet.
- Uses permitted in the C-3 zone include commercial recreation facilities, large format retailers, gas stations, and hotels. The maximum height in the C-3 zone is 80 feet and there are no minimum yard setbacks required for commercial uses.
- Uses in C-2 Travel Commercial Zone are limited:
 - **Permitted Uses:**
 - Automobile Service Station
 - Gift Shop
 - Lodging
 - RV Park
 - Restaurant
 - Bed and Breakfast
 - Short term rentals
 - **Conditional Uses:**
 - Commercial recreation
 - Repair garage
 - School

QUESTIONS

- Considering the existing uses on the Evergreen site and the land available for development, should the existing C-3 zoning be retained? Are there any use additions or exemptions that should be captured in the plan?
- Given that one of the Preferred Alternative’s focus is to provide more opportunities for tourism-related uses, are C-2 uses appropriate for areas east of the Evergreen complex?

Health Care

Table 4. Land Use: Health Care

| Health Care | |
|---------------------------------|-----------------------|
| Proposed Designation | Current Zoning |
| Office | R-4 |
| Medium-High Density Residential | C-3 |
| Medical | M-1 |
| Mixed-use | M-L |

NOTES

- The R-4 zone allows single family dwellings (including attached), duplexes, and accessory dwelling units. Building height is limited to sixty feet.
- Uses permitted in the C-3 zone include high-density residential and office. Allowed conditional uses include adult day care, or similar use called by a different name or that is a State licensed facility.
- The M-L (Limited Light Industrial) zone is intended to create, preserve, and enhance areas containing manufacturing and related establishments with limited external impact and with an open and attractive setting. Hospitals and medical offices are permitted uses, as is light manufacturing, aerospace industries, warehousing, wholesale distribution, and tasting rooms.
- M-1 (Light Industrial) zone allows all the uses permitted in the M-L zone, plus a wider range of manufacturing, assembly, packaging, or treatment of products from previously prepared or processed materials. Additional permitted uses include warehousing, wholesaling, and limited commercial uses.

QUESTIONS

- Should the overlay restrict commercial uses to those related to medical office and medical services?
- For areas currently zoned for industrial or high-density residential and could not develop/redevelop with all the use types envisions, should the areas be allowed to rezone to C-3, with overlay restrictions?

Retail Center

Table 5. Land Use: Retail Center

| Retail Center | |
|-----------------------------|-----------------------|
| Proposed Designation | Current Zoning |
| Commercial | M-2 |

NOTES

- The M-2 General Industrial Zone allows for large and impactful industrial development, including all uses allowed in the M-L and M-1 zones.

- A commercial designation of C-3 would allow a broad range of commercial development. The specific uses, site design, and architectural features envisioned by this planning effort are not required in the code today, and are therefore recommended for inclusion in the Three Mile Lane Overlay Zone.

QUESTIONS

- What level of regulatory control should the City use to implement requirements for the Retail Center? What site design standards should be required? What design elements related to future structures should be included in guidelines or codified as requirements?
- Highway visibility and the style/quality of signage will be important for retail users and for the community as a whole. Are there specific sign requirements/restrictions desired?

Innovation Campus

Table 6. Land Use: Corporate Campus

| Corporate Campus | |
|--|----------------|
| Proposed Designation | Current Zoning |
| Industrial (<i>no proposed change</i>) | M-2 |
| | AF-20 |
| | A-H |

NOTES

- No change in land use designation is recommended
- Portions of the area are zoned AF-20 and A-H (Agricultural Holding). These are generally associated with Galen McBee Airport Park and not expected to change.

QUESTIONS

- Should the overlay zone require a minimum lot size or other measure to ensure that this space is available specifically for a corporate campus or similar user?
- Design of such a campus will ultimately depend on the needs of the end user. What are the most important elements (e.g., a publicly-accessible park, a connected street grid) that the plan should address or the City should require?

Design Features

Community expectations for the future of the Three Mile Lane Area Plan include ensuring that future development will reflect and respect the unique features of the area and will enhance a neighborhood feel. This section evaluates how the City currently addresses the design features explored in the Preferred Land Use Alternative section through development requirements. Table 7

lists the features, existing requirements, and recommendations on how they might be achieved in the Three Mile Lane area.

Through the development and implementation of the Three Mile Lane Area Plan the City has the opportunity to set land use and transportation policy and create and implement standards and guidelines that will help the community realize the vision for this area.

Table 7. Design Requirement Evaluation

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|---|--|---|
| 1. Natural Feature Preservation | | |
| <ul style="list-style-type: none"> • <i>Strive to protect tree groves</i> • <i>Strive to protect individual trees</i> | <p>Proposed multi-family, commercial, office and industrial development must be landscaped (§17.57.030). Landscaping plans must show the existing locations of trees over six inches in diameter, their variety, and if they are to remain or be removed (§17.57.060).</p> <p>The removal of individual significant or historic trees or the removal of trees as part of a proposed development subject to site plan, tentative subdivision, or partition review is subject to City approval (§17.58.040).</p> | <p>New policy, adopted as part of 3MLAP. Consider identifying tree groves and tree types to be protected and develop requirements for preservation.</p> |
| <ul style="list-style-type: none"> • <i>Protect riparian corridors and adjacent native landscape</i> | <p>Flood Area Zone (§17.48) restrictions.</p> <p>Landscaping required for all development except single-family and two-family residential (§17.57.030).</p> | <p>Confirm riparian corridors are mapped and subject to Chapter 17.48.</p> <p>Require mapping and protection of stream corridors and re-vegetation with native plantings.</p> |
| 2. Scenic Views | | |
| <ul style="list-style-type: none"> • <i>Provide and protect views to rolling hills and volcanoes</i> • <i>Provide visual and physical access to North Yamhill River</i> • <i>Orient streets and open spaces to views</i> | <p>None.</p> | <p>New policy, adopted as part of 3MLAP.</p> <p>Require watershed protection as part of Design Review.</p> |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|---|---|--|
| 3. Parks and Open Spaces | | |
| <ul style="list-style-type: none"> • <i>Connect to Galen McBee Airport Park</i> | None. | <p>Proposed trail connecting to Galen McBee Airport Park loop trails and extending access to the South Yamhill River shown in the preferred alternative; plan adoption will modify transportation system plan.</p> <p>Require connection to proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.</p> |
| <ul style="list-style-type: none"> • <i>Create new gathering spaces that incorporate natural areas and views</i> | None. | New policy, adopted as part of 3MLAP; require as part of Design Review. |
| <ul style="list-style-type: none"> • <i>Plant native landscapes with seasonal variation</i> | Proposed multi-family, commercial, office and industrial development must be landscaped (§17.57.030). For industrial, commercial, and parking lot uses landscaping must be 7% of gross area; for multi-family the requirement is 25% of gross area. The Landscape Review Committee approves proposed landscaping; an approval criterion is compatibility with the proposed project and the surrounding and abutting properties. | New policy, adopted as part of 3MLAP. Define approved planting list in plan or in overlay zone. |
| 4. Pedestrian Friendly | | |
| <ul style="list-style-type: none"> • <i>Provide a network of sidewalks and trails to connect people to key locations</i> | Complete Streets standards require sidewalks (§17.53.101 Streets). Sidewalks must be 10'-12' feet wide in commercial areas to accommodate the Pedestrian zone. Street trees must be placed in tree wells; street trees, furniture and | <p>Proposed trail system shown in the preferred alternative; plan adoption will modify transportation system plan.</p> <p>Proposed Complete Streets Design increases sidewalk width.</p> <p>Expand pedestrian walkway/connectivity standards to</p> |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|--|--|--|
| | <p>business accesses must meet ADA requirements.</p> <p>Pedestrian ways, 10' or greater in width, may be required to "connect to recreation or public areas such as schools, or to connect to existing or proposed pedestrian ways (§17.53.103 Blocks)."</p> <p>Pedestrian walkway standards apply to Large Format Retail; site design requires connections between buildings and from building entrances to streets (§17.56.050.C.2).</p> | <p>apply to all commercial and office development.</p> |
| <ul style="list-style-type: none"> • <i>Shade streets with mature tree canopy</i> | <p>Street Tree Planting (§17.58.080) and Planting Plan (§17.58.100) required for new multi-family development, commercial or industrial development, subdivisions, partitions, or parking lots.</p> | <p>New policy, adopted as part of 3MLAP. Define approved tree list in plan or in overlay zone. Require as part of Design Review.</p> |
| <p>5. Bike-Friendly</p> | | |
| <ul style="list-style-type: none"> • <i>Plan safe routes for residents and touring cyclists</i> | <p>Complete Streets standards require bike facilities (§17.53.101 Streets). Minimum bike lane width is 5' on arterial and 4' on collector streets.</p> | <p>Modified Complete Street standards require buffered bike lanes (or cycle tracks) on collector streets and sharrow markings for shared lanes on local residential streets.</p> |
| <p>6. Connected Streets</p> | | |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|---|---|---|
| <ul style="list-style-type: none"> • <i>Connect to existing street grid in 3ML</i> | <p>Street locations must be consistent with adopted comprehensive plan and subdivision standards (§17.53.101 Streets).</p> | <p>Proposed local street connections shown in the preferred alternative; plan adoption will modify transportation system plan.</p> |
| <p>7. Accessibility</p> | | |
| <ul style="list-style-type: none"> • <i>Design new development for ease of use by all ages and abilities</i> | <p>Complete Streets standards require sidewalks and bike lanes (§17.53.101 Streets). Sidewalks must be 10’-12’ feet wide in commercial areas to accommodate the Pedestrian zone. Street trees must be placed in tree wells; street trees, furniture and business accesses must meet ADA requirements.</p> | <p>New policy, adopted as part of 3MLAP. Modified Complete Street standards increase sidewalk and planter strip widths and require buffered bike lanes (or cycle tracks) on collector streets and sharrow markings for shared lanes on local residential streets.</p> |
| <p>8. Human Scale Design</p> | | |
| <ul style="list-style-type: none"> • <i>Respect typical scale of commercial uses in McMinnville</i> | <p>Building heights in C-3 zone limited to eighty feet (§17.33.040). No size limits; new commercial structures over 25,000 square feet gross floor area subject to Director’s Review/notification. Large Format Retail (Chapter 17.56) requirements address building façade, roof features, and site design (buffering, pedestrian walkways, parking, landscaping), and innovative energy efficient design and construction technologies.</p> | <p>Requirements for commercial building size and massing. Additional guidelines or standards related to façade treatments. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses.</p> |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|--|---|---|
| | <p>Parking spaces shall be provided at no more than 120 percent of the minimum required</p> <p>Large Format Retail site design requirements (§17.56.050) set an off-street parking maximum (no more than 120 percent of the minimum required by Chapter 17.60, Off-Street Parking and Loading).</p> | |
| <ul style="list-style-type: none"> • <i>Design to reflect the micro-climate— outdoor life, porches, balconies</i> | <p>Large Format Retail pedestrian walkway standards include awning requirements (§17.56.050.C.2.b). Awning are included in Downtown Design Standards and Guidelines (§17.59.070).</p> <p>No residential standards.</p> | <p>New policy for development within the overlay.</p> <p>Develop clear and objective design standards for multi-family and mixed-use residential.</p> |
| <ul style="list-style-type: none"> • <i>Promote inclusion and interaction within the right-of-way</i> | <p>None.</p> | <p>Requirements for building orientation (set-to, building orientation).</p> <p>Additional guidelines or standards related to façade treatments, including transparency.</p> <p>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).</p> |
| 9. Mix of Activities | | |
| <ul style="list-style-type: none"> • <i>Encourage mixed-use development where feasible</i> | <p>None.</p> | <p>New policy, adopted as part of 3MLAP.</p> |
| 10. Urban-Rural Interface | | |
| <ul style="list-style-type: none"> • <i>Reflect patterns of wine industry—eg, rows of vines, southern</i> | <p>None.</p> | <p>New policy, adopted as part of 3MLAP.</p> <p>Examples in Design Booklet.</p> |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|---|--|---|
| <i>orientation, shelter belts of trees</i> | | |
| <ul style="list-style-type: none"> • <i>Consider adjacency to agricultural fields and respect this heritage through careful transitions</i> | None. | New policy articulating transitions; buffer/perimeter requirements. |
| <ul style="list-style-type: none"> • <i>Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration</i> | Large Format Retail development standards require architectural variability in the roof design((§17.56.050.B). Proposed buildings must incorporate two out of three standards: parapets with cornices; overhanging eaves or cornices, and; prominent portions of the roof design exhibiting slopes with a plane of between 4/12 (33 degrees) and 6/12 (45 degrees). | Require roof features consistent with Large Format Retail standards for all future development in the 3ML area. Design examples in Design Booklet. |
| <ul style="list-style-type: none"> • <i>Consider functional site planning of vineyard and farm complexes as conceptual model for new development</i> | None. | Examples in Design Booklet. |
| 11. Housing for Diverse Incomes and Generations | | |
| <ul style="list-style-type: none"> • <i>Allow for a mix of future housing forms and types, respecting the current character of 3ML</i> | Existing residential and commercial zoning allows for a variety of housing types. | 3MLAP increases the areas available for housing with the change in designation from industrial to Mixed-use use north of Three Mile Lane, and from industrial to residential in the vicinity of the hospital. |
| 12. Housing Variety | | |
| <ul style="list-style-type: none"> • <i>Respect existing variety of housing types in 3ML and ensure diversity of design for future housing</i> | Housing variety and design not addressed. Site design requirements for Large Format Retail require buffering, (§17.56) | Guidelines in Design Booklet Buffer/perimeter requirements for Mixed-use, Medical, and Commercial. |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|--|--|--|
| | Light industrial uses (M-1) must include perimeter treatments to buffer adjacent residential uses. | |
| 13. Unique and Integrated Design Elements | | |
| <ul style="list-style-type: none"> • <i>Ensure visibility from highway; Welcome to McMinnville</i> | None. | Guidelines in Design Booklet. Requirements for landscape buffering fronting Three Mile Lane. Requirements for façades facing Highway 18, including addressing blank walls and requiring articulation and materials or color variation; design guidelines to encourage a more cohesive visual character along the corridor. |
| <ul style="list-style-type: none"> • <i>Make functions of sites visible (airplanes, wine-making); continue expression of industry/making where applicable</i> | None. | Examples in Design Booklet. |
| <ul style="list-style-type: none"> • <i>Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air</i> | None. | Examples in Design Booklet. |
| <ul style="list-style-type: none"> • <i>Consider local materials for cladding and building structure (timber, corrugated steel cladding, red brick)</i> | Large Format Retail (Chapter 17.56) requirements address building façade, roof features, and site design (buffering, pedestrian walkways, parking, landscaping), and innovative energy efficient design and construction technologies. | Additional guidelines or standards related to façade treatments. Expand requirements to uses other than commercial, including office, mixed-use, and multi-family. |

| Design Feature | Existing Requirements <i>(Zoning Ordinance, Three Mile Lane Planned Development Overlay)</i> | Possible Three Mile Lane Area Plan (3MLAP) Recommendations and Overlay Requirements |
|--|---|---|
| <ul style="list-style-type: none"> • <i>Use vibrant color</i> | None. | Additional guidelines or standards related to façade treatments; define acceptable color palate. Require for all new commercial, office, mixed-use, and multi-family. |

NEXT STEPS

This memorandum and associated materials will be presented to the Three Mile Lane TAC and CAC at their next meetings. The committees are expected to evaluate elements of the Preferred Alternative and provide additional direction and suggestions for refinement, including:

- Refinement of the attributes that define the Three Mile Lane Area.
- Refinement of the specific attributes desired in the opportunity areas.
- Desired policy, design elements, and code concepts to implement the plan and effectively guide and regulate development within the Three Mile Lane Area.

Following the advisory committee meetings, the project team will bring a revised set of materials to the broader public at Public Event #3, tentatively scheduled for early 2021. The plan concepts of the Preferred Alternative and land use implementation measures will be the focus of this event.

A companion memorandum to this piece (TM 8b) evaluates the transportation impacts of proposed land uses and provides recommendations for the design of Highway 18 through this area. This work is based on a detailed transportation analysis, performed in partnership with the City and Oregon Department of Transportation.

Reflecting revisions informed by public involvement and City review, a final plan document will be created and prepared for adoption. The adoption process will include a public Planning Commission/City Council work session, a Planning Commission hearing, and a City Council hearing. Each of these points provide an opportunity for public participation to review and provide comments on the Three Mile Lane Area Plan.



Walkable Streetscape with Active Ground Floors



Regularly Inflected Architecture

PRECEDENT STUDY:
Old Mill District, Bend



Nationally Renowned Architecture

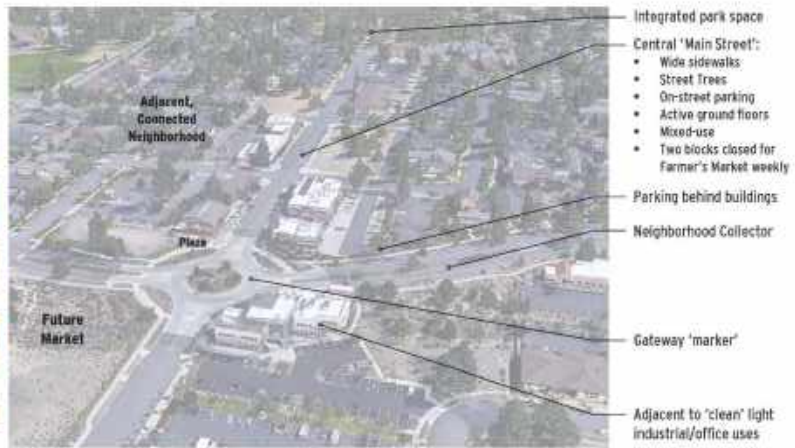


Distinctive Entry & Commercial Center



Protected Scenic View

PRECEDENT STUDY:
NorthWest Crossing, Bend



PRECEDENT STUDY:
Orenco Station, Hillsboro, OR

COMMERCIAL DESIGN OPPORTUNITIES
Three Mile Lane Area Plan
March 2021



MEMORANDUM

Preferred Facility Design Option

McMinnville Three Mile Lane Area Plan

DATE March 31, 2021

TO Heather Richards and Jamie Fleckenstein, City of McMinnville
Michael Duncan, ODOT

FROM Andrew Mortensen, David Evans and Associates, Inc.

CC Darci Rudzinski, Angelo Planning

1 INTRODUCTION AND PURPOSE

The City of McMinnville, in partnership with the Oregon Department of Transportation (ODOT), is updating the Three Mile Lane Overlay/Area Plan (3MLAP), which was originally drafted in 1997. The Plan will be used to help guide future land use planning and investments in transportation operations, maintenance, and facilities. The consulting team of David Evans and Associates (DEA), Angelo Planning Group, Walker Macy and Leland Consulting are assisting the city with the Plan.

The purpose of the memorandum is to summarize the Preferred Facility Design Option supporting the Preferred Land Use Plan. Consistent with the project's scope of work, this memorandum summarizes the following:

- Indicate how the Facility Design alternative would be accommodated within the right-of-way and at street intersections.
- Identified design and facility configuration elements that vary from City and ODOT standards (if any) and why those deviations are recommended.
- Show where alteration of existing public and private approaches (driveways) would be required, and where opportunities exist for landscaped medians or where opportunities exist to alter existing public and private approaches to improve operation of the street or to mitigate safety concerns.
- Include a high-level cost estimate of the Facility Design alternative. The cost estimate must include demolition, pavement, curb, sidewalk, signing and striping, drainage and landscaping.
- Outline general implementation strategy, such as potential phasing approach that identifies conceptual packages of near-term and longer-term improvements.

1.1 FINDINGS FROM MEMORANDUM USED TO GUIDE PLAN UPDATE

As shown below, findings from this *Memorandum* (#8c) will have important input to key tasks of the Three Mile Lane Area Plan (3MLAP).

2 FACILITY DESIGN OPTIONS

2.1 OPTIONS CONSIDERED

Two significant facility design options for Oregon Highway 18 (OR 18) major study accesses were originally reviewed and considered by the TAC and CAC in 2020, during which a third option was defined as the Preferred Option by the CAC. In March of 2021, the Preferred Alternative design option was slightly refined following analysis of future year 2041 traffic operations. The traffic analysis focused on future operations at key study area intersections reflecting both the (a) adopted Comprehensive Plan land uses for the McMinnville urban area and study area, and (b) the Preferred Land Use Plan for the study area.

2.2 OPTION 1: OR 18 INTERCHANGES

Option 1 generally adheres to the historic (1997) corridor plan for OR 18 in study area, as shown in Figure 1.

Figure 1. OR 18 Facility Design Option – Interchanges



Figure 1 Notes:

- Three Mile Lane interchange - reconstructed for full access and crossing, including extension of Stratus Avenue and the potential to signalize the OR 18 eastbound off-ramp and Stratus Avenue.
- Norton Lane - replacement of at-grade traffic signal with a street overcrossing.
- Cumulus Avenue - replacement of at-grade traffic signal with a new diamond interchange.
- Cirrus Avenue - new roundabout on OR 18, with McMinnville gateway features.
- New pedestrian/bicycle overpass connectors located east and west of Norton Lane, linking Cumulus Avenue and Stratus Avenue, and areas beyond.
- Removal of at-grade street and driveway accesses to OR 18 between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road¹ (not shown in Figure 1, as Cruickshank Road is external to the Three Mile Lane Study area).
- New east-west frontage streets along OR 18 linking Cirrus Avenue, Cumulus Avenue and Norton Lane.
- New traffic signal at Three-Mile Lane and Cumulus Avenue (will require further study and design to determine feasibility of new signal placement in proximity of new interchange ramp termini).

¹ Consistent with the McMinnville Airport Layout Plan (2004), future plans are to close the Cruickshank Road connection and re-direct county traffic to a new roundabout on OR 18 at the current junction of Lafayette Highway.

Figure 2 (west section) and **Figure 3** (east section) illustrate a more detailed plan view of Option 1.

The reconstruction of the Three-Mile Lane interchange provides full connectivity from OR 18 to downtown McMinnville and land uses on both sides of OR 18 in the study area. New route options afforded by the new interchange include:

- Linking OR 18 from the west (eastbound) to downtown McMinnville. Currently, drivers need to travel east to Norton Lane, turn left onto Norton Lane and then left again to Cumulus Avenue and travel west to Three Mile Lane.
- Linking downtown McMinnville and the Willamette Valley Medical Center and other lands south of OR 18 via new Stratus Avenue connection. Currently, drivers travel from downtown on Three Mile Lane to OR 18 and turn right at Norton Lane to access these destinations (and vice-versa).

As shown in **Figure 2**, Lawson Lane is the existing county road connecting to Stratus Avenue immediately south of the Three-Mile Lane interchange. In this option, Lawson Lane would be realigned eastward, paralleling Stratus Avenue, to a new connection at Martin Lane.

Figure 2. OR 18 Interchange Design Option – West Section Plan View



As shown in **Figures 2** and **3**, motorists traveling westbound on OR 18 (Three Mile Lane) wanting to get to the Willamette Valley Medical Center (and other immediate area destinations) will be required to exist OR 18 at the new Cumulus interchange and travel west along a new network of local street connectors (shown in Figure 1). Today, motorists turn left at the existing traffic signal on OR 18 at Norton Lane to make this connection. Motorists leaving the Willamette Valley Medical Center area will travel east on the new network of street connectors to the Cumulus Avenue interchange to connect back to OR 18, and be able to travel either westbound or eastbound on OR 18.

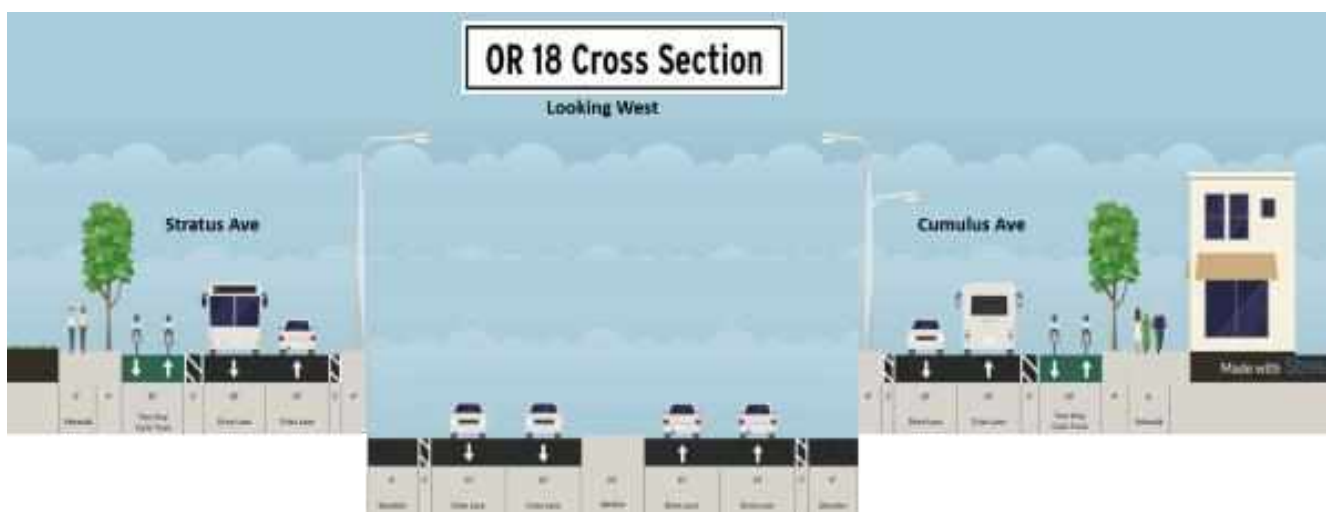
Figure 3. OR 18 Interchange Design Option – East Section Plan View



Figure 4 illustrates a cross-sectional view of OR 18 taken in a location just west of Norton Lane. OR 18 would need to be re-constructed at a lower elevation and cross under Norton Lane, and include a median, two travel lanes in each direction, and wide shoulder lanes (consistent with the Oregon Highway Design Manual, with sufficient width to accommodate buffered bike lanes in the even they are desired at some time in the future).

Bi-directional cycle tracks are located on both Stratus Avenue and Cumulus Avenue. Buffer strips and sidewalks are reconstructed adjacent to land use activities on the north side of Cumulus Avenue and south side of Stratus Avenue.

Figure 4. OR 18 Interchange Design Option – Cross-Section View



Full page format of Figure 4 is shown in Appendix A.

2.3 OPTION 2: OR 18 ROUNDABOUTS

Option 2 incorporates roundabouts as a consistent junction design in the study area, as shown in Figure 5.

Figure 5. OR 18 Facility Design Option – Roundabouts



Figure 5 Notes:

- a) Three Mile Lane interchange - reconstructed for full access and crossing (identical to Option 1), including extension of Stratus Avenue and the potential to signalize the OR 18 eastbound off-ramp and Stratus Avenue.
- b) Norton Lane - replacement of at-grade traffic signal with a multilane roundabout.
- c) Cumulus Avenue - replacement of at-grade traffic signal with a multilane roundabout.
- d) Cirrus Avenue - new roundabout on OR 18, with McMinnville gateway features.
- e) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 5, as Cruickshank Road is external to the Three Mile Lane Study area).
- f) New east-west frontage streets along OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane.
- g) New traffic signal at Three-Mile Lane and Cumulus Avenue (will require further study and design to determine feasibility of new signal placement in proximity of new interchange ramp termini).

Figure 6 (west section) and **Figure 7** (east section) illustrate a more detailed plan view of Option 2.

Like Option 1, the reconstruction of the Three-Mile Lane interchange provides full connectivity from OR 18 to downtown McMinnville and land uses on both sides of OR 18 in the study area.

Figure 6. OR 18 Roundabout Design Option – West Section Plan View



Figure 7. OR 18 Roundabout Design Option – East Section Plan View



As shown in **Figures 6** and **7**, access to and from lands north and south of OR 18 are made via roundabouts at Norton Lane, Cumulus Avenue and Cirrus Avenue, and then along a new network of local street connectors (shown in Figure 5). Both Cumulus Avenue and Cirrus Avenue will need to be re-aligned at Norton Lane in order to provide sufficient spacing from the new roundabout.

2.4 EVALUATING THE OPTIONS

2.4.1 Initial TAC and CAC Evaluation

Both the Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) reviewed and discussed the two main OR 18 facility design options. For their further consideration, the project team developed evaluation criteria to help compare and contrast the two options. As listed in **Table 1**, the applied criteria include:

- Foster Economic Development
 - Ease of access to existing/future land use
 - Land use visibility from Three-Mile Lane
- Sustain OR 18 as a Key Intercity Freight Route
 - Desired travel speed on OR 18
 - OR 18 truck maneuverability
- Enhance Multimodal Connectivity
 - Within the Three-Mile Lane study area
 - Between the Study Area and City Center
- Minimize Rights-of-Way and Cost Requirements
 - Rights-of-way
 - Cost

Option 1 (interchanges) best meets the criteria to sustain OR 18 as a key intercity freight route, but is more expensive (conceptually) because of needed additional rights-of-way and infrastructure.

Option 2 (roundabouts) best meets the criteria to foster economic development because it provides more direct access to area land uses.

Both options enhance multimodal connectivity, improving connectivity within the study area and between the study area and the city center. Both options also provide access management which should reduce crashes and help sustain OR 18 as a key intercity freight route.

The CAC considered these inputs and determined that they could not reach consensus supporting either option. Through continued deliberation the CAC concluded that their preferred facility design option is to replace the existing interchange on OR 18 at Three-Mile Lane as depicted in both Options 1 and 2, but retain the at-grade traffic signals on OR 18 at Norton lane and Cumulus Avenue, and construct a new roundabout at Cirrus Avenue.

The CAC recommendations formed the initial Preferred Facility Design, which was intended for more detailed discussion in Section 3.

Table 1. Evaluating the OR 18 Facility Design Options

| Evaluation Criteria | OR 18 Facility Design Options | |
|---|--|---|
| | 1 - Interchanges | 1 - Roundabouts |
| <i>Facility Design Features Help:</i> | | |
| A. Foster Economic Development | | |
| Ease of Access** to Existing and Planned Land Use | Interchange at Cumulus Avenue and Norton Lane overcrossing reduces direct accessibility to Willamette Valley Medical Center and other Norton lane destinations. | Multiple, dual lane roundabouts provide more direct access to existing and planned land uses both north and south of OR 18. |
| Land Uses are Visible from Three Mile Lane (OR 18) | Land uses are visible from Three Mile Lane (OR 18), when highway is lowered to fit interchange and overcrossings. | Land uses are more visible with OR 18 at grade through the three conceptual roundabouts. |
| B. Sustain OR 18 as a Key Intercity Freight Route | | |
| Desired Travel Speed on OR 18 | Limited access highway with single roundabout at Cirrus Avenue and interchange at Cumulus Avenue facilitates desired travel speed along OR 18. | Multiple, dual lane roundabouts (modestly) impeded desired speed along OR 18. |
| OR 18 Truck Maneuverability | Limited access highway with single roundabout at Cirrus Avenue and interchange at Cumulus Avenue facilitates intercity truck maneuverability. | Multiple, dual lane roundabouts impeded truck maneuverability. |
| C. Enhance Multimodal Connectivity | | |
| Within the Three Mile Lane Study Area | Overcrossing of Norton Lane, interchange at Cumulus Avenue, roundabout at Cirrus Avenue and potential pedestrian-bicycle overcrossings are good vehicle (including transit), pedestrian and bicycle connectivity across OR 18. | Evenly-spaced roundabout provide good vehicle (including transit), pedestrian and bicycle connectivity across OR 18. Dual lane roundabouts may intimidate north-south pedestrian and bicycle connectivity, especially as OR 18 traffic increases in the future. |
| Between the Study Area and City Center | Replacement of OR 18/Three Mile Lane interchange with new Stratus Avenue connection, and new two-way cycle tracks and sidewalks along Cumulus and Straus Avenues, significantly improve connectivity between the study area and city center. | Replacement of OR 18/Three Mile Lane interchange with new Stratus Avenue connection, and new two-way cycle tracks and sidewalks along Cumulus and Straus Avenues, significantly improve connectivity between the study area and city center. |
| D. Minimize Rights-of-Way Cost Requirements*** | | |
| Rights-of-Way | ROW requirements for diamond interchange at Cumulus Avenue is greater than roundabout (Option #2). | ROW requirement for dual lane roundabout at Cumulus Avenue expected to be less than tight diamond interchange (Option #1). Roundabout at Norton lane will require additional ROW and impact several homes and possible businesses to realign Cumulus and Stratus Avenues. |
| Cost (conceptual) | Costs are significant: new interchange at Cumulus Avenue, lowering OR 18, and overcrossings at Norton lane and possible pedestrian-bicycle crossings. | Cost of roundabouts at Cumulus Avenue is modest. Cost to re-align Cumulus and Stratus Avenues at Norton Lane is significant. |
| Notes | | Key |
| * Within the Three Mile Lane Study Area | | Meets Criteria |
| ** Auto, Truck, Pedestrian, Bicycle and Transit | | Marginally Meets Criteria |
| *** As differentiated between options 1 and 2 | | Does Not Meet Criteria |

2.5 OVERVIEW OF FUTURE TRAFFIC ANALYSIS

The analysis of future vehicle traffic conditions for the study area is predicated on three key steps:

1) **Housing and Employment Demographic Data**

Demographic data within the McMinnville UGB was prepared and summarized for year 2015, 2041 Base and 2041 Tier 2 land use plan, based housing and employment demographics (McMinnville UGB) for ODOT model inputs.

- Year 2015 demographic data were prepared and agreed to by the City of McMinnville and ODOT.
- Year 2041 Base demographic data was developed by David Evans and Associates, Inc. (Memorandum - McMinnville OSUM Input Demographic Data Refinement and Excel file dated January 15, 2021, reviewed and agreed to by the City of McMinnville, and submitted to ODOT).
- Year 2041 Tier 2 Land Use Plan demographic data was developed by David Evans and Associates, Inc. (E-mail and Excel file reviewed and agreed to by the City of McMinnville, and submitted to ODOT, March 15, 2021).

2) **ODOT OSUM Model Network Refinement – Preferred Alternative**

David Evans and Associates, Inc. coordinated with ODOT Region 2 and ODOT TPAU to incorporate results from Draft Memorandum #8B to develop assumptions for the OSUM travel demand model of the preferred land use option and future OR 18 facility design and street system network reflecting the Preferred Alternative.

3) **OSUM Model Outcomes and Study Area Intersection Analysis**

David Evans and Associates, Inc. obtained future year (2041) model volumes and select-link volumes from TPAU. The analysis for the street design alternative used the travel demand model results to generate traffic forecasts at study area Intersections consistent with the Methodology Memorandum (December 10, 2018). David Evans and Associates, Inc. conducted detailed traffic analysis using the model to evaluate future intersection operations in the Study Area.

2.6 FUTURE VEHICLE TRAFFIC ANALYSIS RESULTS – 2041 BASE

Signalized Intersections

Table 2 summarizes the v/c mobility scores for year 2041 Base traffic conditions at the two study area signalized intersections. Year 2041 Base traffic conditions generally reflect the City of McMinnville’s current Comprehensive Plan for the study area (and city-wide). Further details regarding the traffic analysis outcomes are included in **Appendix B**.

Both the OR 18 and Norton Lane, and OR 18 and Cumulus Avenue intersections are found to operate at volume-to-capacity ratios below ODOT’s established standards under year 2041 Base traffic conditions.

Table 2. Signalized Intersection Operations – 2041 Base Traffic

| Signalized Intersections | | | | |
|--------------------------|------------------------|------|-----|-----------------|
| ID | Name | v/c | LOS | Mobility Target |
| 2 | OR 18 & Norton Lane | 0.74 | C | 0.80 |
| 3 | OR 18 & Cumulus Avenue | 0.63 | B | 0.80 |

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

1. At signalized intersections, the results are reported for the overall intersection performance.
2. The v/c ratios and LOS are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.

Source: David Evans and Associates, Inc.

Unsignalized Intersections

Critical movements at unsignalized intersections are typically the minor street approach left-turn or through movements. These movements require yielding to all other movements at the intersection, and are subject to longer delays. Left-turn movements from the major street are also subject to delays for those motorists yielding to oncoming traffic. **Table 3** summarizes the year 2041 Base traffic operations (peak hour) at the study area unsignalized intersections.

Five of the study area unsignalized intersections fail to meet established mobility targets based on estimates of future year 2041 Base traffic:

- **Three Mile Lane & First Street** – Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street. The intersection also doesn’t meet mobility targets based on 2018 traffic conditions.
- **Three Mile Lane & Cumulus Avenue** – The westbound and eastbound approaches are controlled with stop signs. There is no separate left-turn lane on the north leg of Three Mile Lane. Future traffic on Three Mile Lane and Cumulus Avenue is sufficiently high that westbound motorists will find insufficient gaps to turn and travel north or south through the intersection.

- OR 18 & RV Park Entrance** – Future traffic on OR 18 is sufficiently high that RV park motorists will have difficulty finding sufficient gaps to turn left onto eastbound OR 18.
- OR 18 & Cruickshank Road** – Located just outside of McMinnville’s UGB and the 3MLAP study area, Cruickshank Road serves as a primary route to locations that are south of McMinnville via OR 233 and OR 154. OR 18 has a posted speed of 55 mph. Cruickshank Road is posted with a stop sign. The northbound left-turn from Cruickshank Road is channelized and becomes the second westbound travel lane on OR 18. The intersection also doesn’t meet mobility targets based on 2018 traffic conditions. The City of McMinnville Airport Master Plan recommends disconnecting Cruickshank Road from OR 18.
- Norton Lane & Cumulus Avenue** – Both southbound and eastbound approaches are controlled with stop signs. The northbound approach is uncontrolled to help ensure traffic queuing on Norton lane does not back into the OR 18/Norton Lane signalized intersection. Future traffic on both Cumulus Avenue and Norton Lane is sufficiently high that southbound motorists will find insufficient gaps to travel south through the intersection.

Table 3. Unsignalized Intersection Operations – 2041 Base Traffic

| Unsignalized Intersections | | Northbound/Southbound | | | | Eastbound/Westbound | | | |
|----------------------------|------------------------------|-----------------------|-------------|----------|-----------------|---------------------|-------------|----------|-----------------|
| ID | Name | Critical Movement | v/c | LOS | Mobility Target | Critical Movement | v/c | LOS | Mobility Target |
| 1 | Three Mile Lane & First St | NBL | 0.52 | C | 0.90 | EBLTR | 1.70 | F | 0.90 |
| 4 | OR 18 & Armory Way | NBLR | 0.26 | F | 0.95 | WBL | 0.01 | B | 0.80 |
| 5 | OR 18 & Cirrus Avenue | NBL | 0.53 | F | 0.95 | WBL | 0.01 | B | 0.80 |
| 6 | OR 18 & RV Park Entrance | SBLR | 1.64 | F | 0.95 | EBL | 0.20 | B | 0.80 |
| 7 | OR 18 & Loop Rd | SBLR | 0.38 | F | 0.95 | EBL | 0.01 | B | 0.80 |
| 8 | OR 18 & Cruickshank Rd | NBLR | 4.48 | F | 0.75 | WBL | 0.07 | B | 0.70 |
| 9 | Norton Lane & Cumulus Avenue | SBTR | 1.05 | F | 0.90 | EBLR | 0.16 | B | 0.90 |
| 10 | Norton Lane & Stratus Ave | SBLTR | 0.09 | A | 0.90 | EBLTR | 0.71 | F | 0.90 |
| 11 | Three Mile Ln & Cumulus Ave | SBLTR | 0.16 | B | 0.9 | WBLTR | 1.54 | F | 0.9 |

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Example: EBTR = eastbound through-right

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

- At unsignalized intersections, the results are reported for the worst operating movements on major and minor approaches that must stop or yield the right of travel to other traffic flows.
- The v/c ratios and LOS ratings are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.
- Mobility target is reported for the critical movement, as defined in Note 1.

Source: David Evans and Associates, Inc.

3 PREFERRED FACILITY DESIGN

3.1 Preferred OR 18 Facility Design Concept

Figure 8 shows the preferred facility design concept for OR 18.

Figure 8. Preferred Facility Design Concept



Figure 8 Notes:

- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see **Figure 9**).
- b) Cumulus Avenue – construct new “jug handles” for local traffic exiting OR 18, as shown in **Figure 10**, and modify or replace the existing at-grade traffic signal.

Note: The draft Preferred Facility Design was developed in coordination with the CAC prior to the development and evaluation of future traffic volumes and operations. The later traffic operations analysis indicates that the traffic signal at OR 18/Cumulus Avenue will accommodate year 2041 traffic operations under both the Base and Preferred Alternative scenarios, without the need for additional jug handles. Jug handles may be needed beyond the 20-year planning horizon.

- c) Cirrus Avenue - new roundabout on OR 18, with McMinnville gateway features.
- d) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 8, as Cruickshank Road is external to the Three Mile Lane Study area).
- e) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in **Figure 11**.
- f) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- g) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

Figure 9 illustrates the reconstructed interchange of OR 18 at Three Mile Lane. The interchange modifications allow full vehicular movement to and from OR 18 in all directions, and a bi-directional connection between the southern half of the Study Area and McMinnville's city center via Stratus Avenue. These new connections will likely carry significant local traffic demand that would otherwise travel on OR 18 between the study area and McMinnville's city center. The Stratus Avenue connection also provides direct connectivity for pedestrian and cyclists traveling between the southern half of the Study Area and McMinnville's city center. Separated, two-way cycle tracks on both Cumulus Avenue and Stratus Avenue will improve rider comfort and significantly reduce level of traffic stress on these routes.

Figure 9. OR 18 / Three Mile Lane Interchange Preferred Facility Design



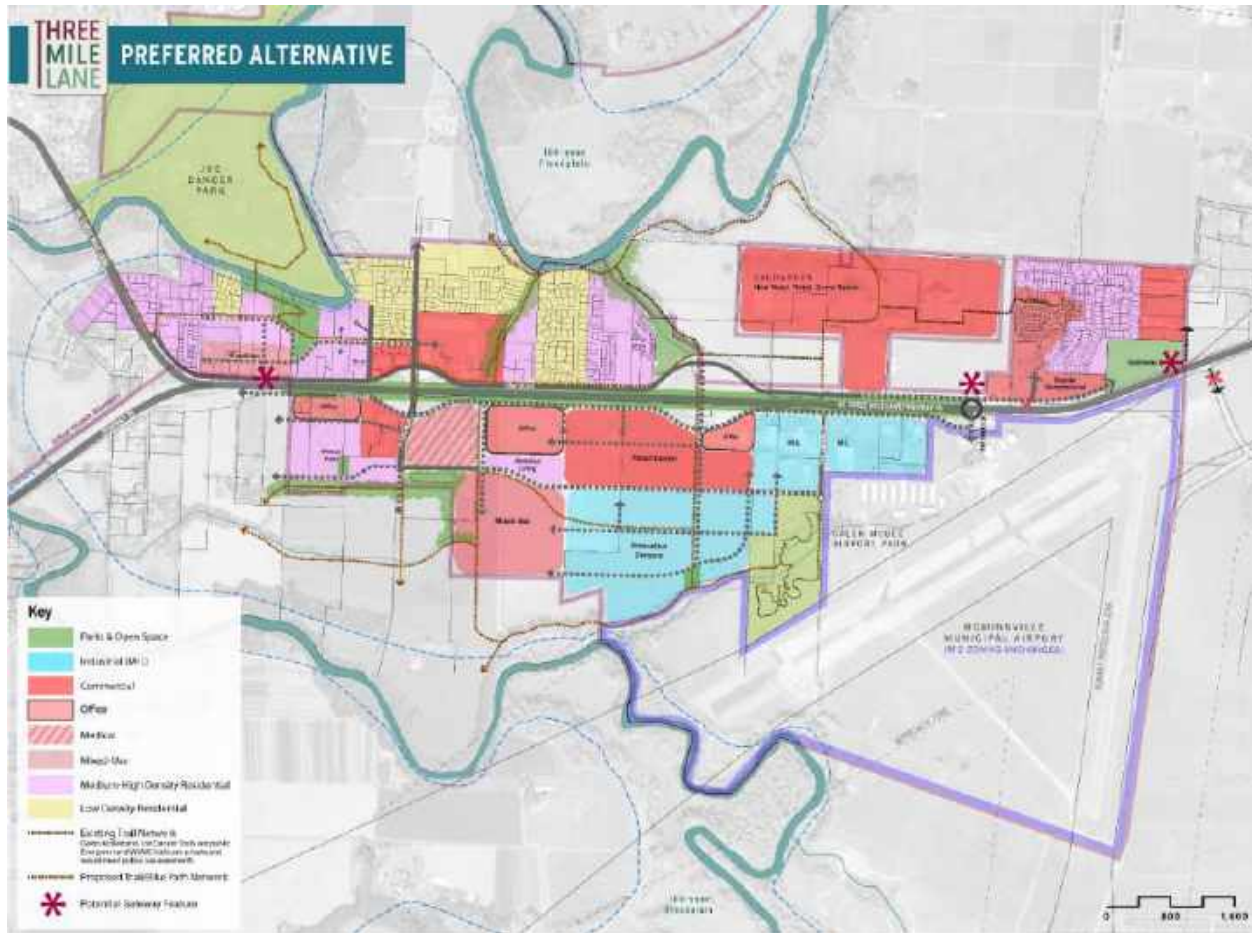
As noted in **Figure 9**, there are interchange layout and traffic control concepts that will require further study and engineering analysis, including:

- A. Re-alignment of Cumulus Avenue (and Nehemiah Lane) intersection with Three Mile Lane.
- B. New traffic signals (whether MUTCD warrants are met) or roundabouts.
- C. Spacing sufficiency on Three Mile Lane between the new traffic signal and OR 18 westbound off-ramp.
- D. Re-alignment of Lawson Lane and its new connection to Martin Lane.
- E. The Urban Growth Boundary (UGB) is approximately coterminous with Stratus Avenue. The Stratus Avenue extension to the new interchange (and Lawson Lane re-alignment) will likely not require a UGB amendment (see ORS 215.283).

3.1 STUDY AREA TRANSPORTATION NETWORK PLAN

Enhancements to the existing local street network supporting the Preferred Alternative Land Use plan are illustrated in **Figure 11**. The network includes completion of parallel and intersecting streets both north and south of OR 18 and network extension within currently undeveloped lands. New shared-use paths complement the planned street network that link neighborhoods with planned activity centers and the Galen McBee Airport and Joe Dancer Parks.

Figure 11. Preferred Alternative – Land Use and Local Street/Pathway Network



Full page format of Figure 11 is shown in Appendix A.

3.2 FUTURE VEHICLE TRAFFIC ANALYSIS RESULTS – 2041 PREFERRED ALTERNATIVE

Signalized Intersections

Table 4 summarizes the v/c mobility scores for year 2041 ‘Preferred Alternative’ traffic conditions at the two study area signalized intersections, generally reflecting the Preferred Land Use Plan and street network for the study area (see Figures 9 and 11). Further details regarding the traffic analysis outcomes are included in **Appendix B**.

Both the OR 18 and Norton Lane, and OR 18 and Cumulus Avenue intersections are found to operate at volume-to-capacity ratios below ODOT’s established standards under year 2041 Preferred Alternative traffic conditions.

Table 4. Signalized Intersection Operations – 2041 Preferred Alternative Traffic

| ID | Signalized Intersection | v/c | LOS | Mobility Target |
|----|-------------------------|------|-----|-----------------|
| 2 | OR 18 & Norton Lane | 0.76 | C | 0.80 |
| 3 | OR 18 & Cumulus Avenue | 0.64 | B | 0.80 |

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

- At signalized intersections, the results are reported for the overall intersection performance.
- The v/c ratios and LOS are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.

Source: David Evans and Associates, Inc.

Unsignalized Intersections

Critical movements at unsignalized intersections are typically the minor street approach left-turn or through movements. These movements require yielding to all other movements at the intersection, and are subject to longer delays. Left-turn movements from the major street are also subject to delays for those motorists yielding to oncoming traffic. **Table 5** summarizes the 2041 Preferred Alternative traffic operations (peak hour) at the study area unsignalized intersections.

Two of the study area unsignalized intersections fail to meet established mobility targets:

- Three Mile Lane & First Street** – Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street. The intersection also doesn’t meet mobility targets based on 2018 traffic conditions.
- Three Mile Lane & Cumulus Avenue** – The westbound and eastbound approaches are controlled with stop signs. There is no separate left-turn lane on the north leg of Three Mile Lane. Future traffic on Three Mile Lane and Cumulus Avenue is sufficiently high that eastbound and westbound motorists will find insufficient gaps to turn and travel north or south through the intersection.

Table 5. Unsignalized Intersection Operations – 2041 Preferred Alternative Traffic

| Unsignalized Intersections | | Northbound/Southbound | | | | Eastbound/Westbound | | | |
|----------------------------|------------------------------|---|------|-----|-----------------|---------------------|------|-----|-----------------|
| ID | Name | Critical Movement | v/c | LOS | Mobility Target | Critical Movement | v/c | LOS | Mobility Target |
| 1 | Three Mile Lane & First St | NBL | 0.52 | C | 0.90 | EBLTR | 1.76 | F | 0.90 |
| 5 | OR 18 & Cirrus Avenue | Replaced with OR 18/Cirrus Avenue roundabout – See Table 6 | | | | | | | |
| 7 | OR 18 & Loop Rd | Disconnected – Loop Road re-aligned to new roundabout at OR 18/Cirrus Avenue | | | | | | | |
| 8 | OR 18 & Cruickshank Rd | Disconnected – Cruickshank Rd re-aligned to new roundabout at OR 18/Lafayette Highway | | | | | | | |
| 9 | Norton Lane & Cumulus Avenue | NBLTR | 0.17 | A | 0.90 | EBLT | 0.89 | F | 0.90 |
| 10 | Norton Lane & Stratus Ave | SBLTR | 0.02 | A | 0.90 | EBLTR | 0.26 | C | 0.90 |
| 11 | Three Mile Ln & Cumulus Ave | SBLTR | 0.24 | B | 0.9 | EBLTR | 2.17 | F | 0.9 |

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

1. At unsignalized intersections, the results are reported for the worst operating movements on major and minor approaches that must stop or yield the right of travel to other traffic flows.
2. The v/c ratios and LOS ratings are based on the results of the macrosimulation analysis using Synchro, which cannot account for the influence of adjacent intersection operations.
3. Mobility target is reported for the critical movement, as defined in Note 1.

Source: David Evans and Associates, Inc.

Table 6 summarizes the operations at the proposed OR 18/Cirrus Avenue roundabout. The Preferred Alternative assumes two approach lanes to the roundabout on OR 18, and single-lane approaches from Cirrus Avenue. The intersection is estimated to operate at volume-to-capacity ratios below ODOT’s established standards under year 2041 Preferred Alternative traffic conditions.

Table 6. OR 18/Cirrus Avenue Roundabout Operations - 2041 Preferred Alternative Traffic

| ID | Name | OR 18 | | | | Cirrus | | | |
|----|-----------------------|-------------------|------|-----|-----------------|-------------------|------|-----|-----------------|
| | | Critical Movement | v/c | LOS | Mobility Target | Critical Movement | v/c | LOS | Mobility Target |
| 5 | OR 18 & Cirrus Avenue | EB Approach | 0.55 | A | 0.80 | NB Approach | 0.41 | B | 0.80 |
| | | WB Approach | 0.55 | B | 0.80 | SB Approach | 0.20 | B | 0.80 |

Acronyms: EB = eastbound; WB = westbound; NB = northbound; and SB = southbound. L = left; T = through; and R = right.

Shaded cells indicate the movement fails to meet applicable mobility target

Notes:

1. At roundabout intersections, the results are reported for all approaches, including major and minor approaches that must stop or yield the right of travel to other traffic flows.
2. The v/c ratios and LOS ratings are based on the results of the Sidra analysis, which cannot account for the influence of adjacent intersection operations.
3. Mobility target is reported for the critical movement, as defined in Note 1.

3.3 MULTIMODAL PLAN ASSESSMENT

3.3.1 Future Transit Performance

The extension of frontage roads east along the north and south sides of OR 18 identified in the Preferred Alternative (see Figure 11) will provide opportunity for YCTA to extend Route 2 service within the study area.

The Transit Multimodal Level of Service (LOS) scores are based on user perceptions (traveler satisfaction) and are graded like a report card from best (LOS A) to worst (LOS F). More frequent and on-time bus service will rate better than infrequent, often late arrival bus service.

Figure 12. YCTA Route 2 Service in the 3MLAP Area



| Transit Level of Service | | | | | |
|--------------------------|---|---|---|---|---|
| A | B | C | D | E | F |

Route #2 Service

X

As shown in **Figure 12**, the current, hourly transit service on Route #2 in the 3MLAP area is the primary factor considered in transit scoring (regardless of possible service area expansion partially enabled by the Preferred Alternative), resulting in LOS E on Cumulus Avenue and Norton Lane. Other factors being equal, and if and when YCTA service increases to a 30 minute frequency, the future transit operations will improve to **LOS C** on the study area street system.

3.3.2 Future Pedestrian System Performance

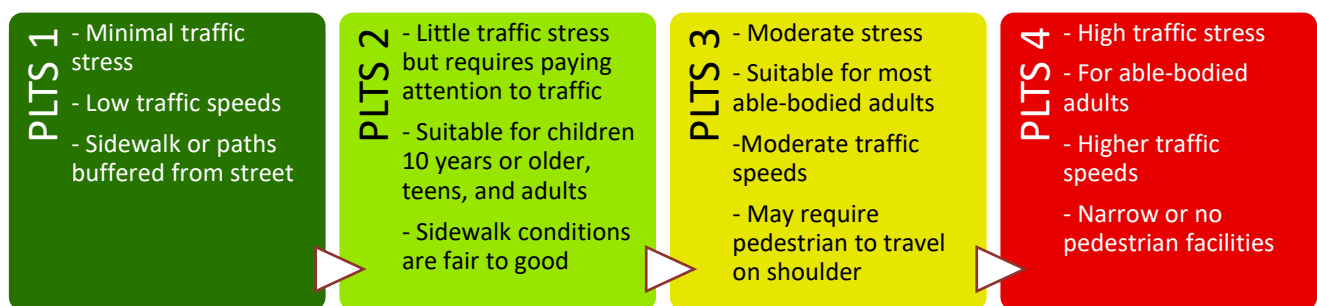
ODOT’s Analysis Procedures Manual (APM) provides a detailed description of recommended multimodal analysis methodologies. For analysis of future pedestrian system performance in the study area, the Pedestrian Level of Traffic Stress (PLTS) is applied to existing and future collector and arterial streets, similar to existing conditions (see Technical Memorandum #2, February 28, 2019).

The PLTS methodology classifies street segments according to the level of pressure or strain, or comfort level, experienced by pedestrians and other sidewalk users. Other users include non-motorized forms of transportation as well as motorized power chairs and scooters.

Methodology

PLTS incorporates assumed pedestrian facility and overall street profile features to estimate the pedestrian’s view of comfort and perceived safety. The four PLTS levels are defined in **Figure 13**.

Figure 13. Future Pedestrian Level of Traffic Stress



PLTS Targets

PLTS 2 is generally a reasonable minimum target for pedestrian routes. This level of accommodation will generally be acceptable to the majority of users.

PLTS Scores

Consistent with the APM, **Figure 13** illustrates the future PLTS scores for OR 18 and McMinnville's collector street network (existing and planned) within the 3MLAP study area. Key PLTS findings are:

- The re-purposing and reconstruction of bicycle and pedestrian facilities along Cumulus Avenue and Stratus Avenue will significantly enhance pedestrian mobility and comfort. These factors contribute toward the PLTS 2 score. Extensions of these routes include similar pedestrian environmental features, resulting in PLTS 2 scores.
- The extension of collector street routes in the study area along OR 18 and central to new land developments will each include sufficiently wide sidewalks and planting or buffer strips that provide pedestrian comfort, mobility and access. A PLTS 2 score is expected on these facilities.
- The Study does not estimate the need for sidewalks along OR 18. The absence of sidewalks results in future PLTS 4 scores.
- The current reconstruction of the Three Mile Lane bridge across the Yamhill River will include wider sidewalks, and new bike lanes that will help buffer pedestrians from adjacent vehicular traffic. Vehicular traffic will likely travel at about 30-35 mph, however. These factors contribute towards the PLTS 3 score.

The combination of pedestrian facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve overall pedestrian access, mobility and comfort for all users.

3.3.3 Future Bicycle System Performance

The Preferred Alternative includes recommended bicycle system improvements on existing streets and new connectors to help form a more complete bicycle network within the 3MLAP study area.

Bicycle facilities provide improved mobility for users riding to the city center and seeking active transportation options that support a healthy lifestyle. Bicycle facilities considered in the study include bike lanes, buffered bike lanes, bike boulevards (shared lane), cycle tracks and shared-use paths as summarized here:



Bike Lane



**Raised
Cycle Track**



**Buffered
Bike Lane**



**Two-Way
Cycle Track**



Shared Lane



**Shared-Use
Path**

Source: NACTO

Bicycle Level of Traffic Stress (BLTS)

BLTS serves as a high-level inventory and bikeability/connectivity performance rating, classifying street segments according to the level of pressure or strain experienced by cyclists.

Methodology

BLTS uses data on the characteristics of bike facilities and streets to estimate cyclists' likely view of comfort and perceived safety. The data used to calculate BLTS may differ based on the type of bike facility being evaluated. For separated bike facilities, most – if not all – of the characteristics used to calculate BLTS may not be applicable, in which case a BLTS of 1 would be assigned. For future on-street facilities, the following factors are considered in the BLTS estimates:

- The number of vehicle travel lanes
- Total buffer width
- Posted speed

BLTS uses four levels of traffic stress as shown in **Figure 14**.

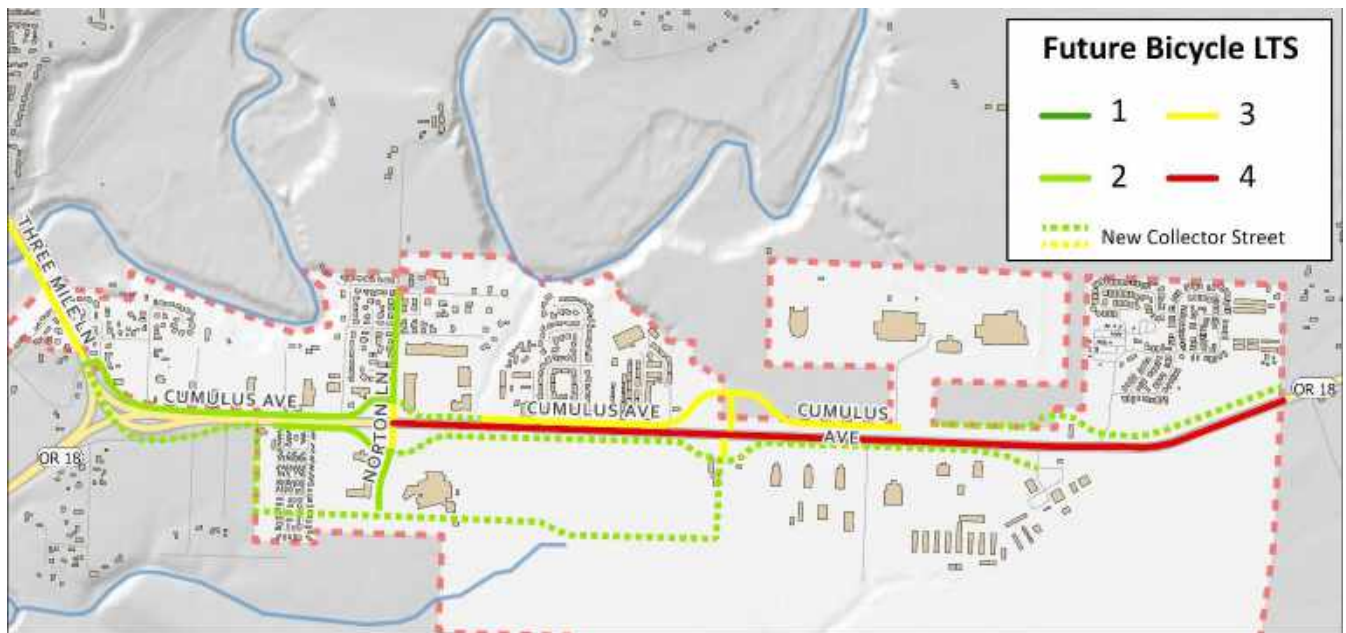
BLTS Targets

Similar to PLTS, BLTS 2 is generally a reasonable minimum target for bicycle routes and will provide reasonable accommodation for most cyclists. Higher stress level bicycle routes may still see significant use among confident and skilled cyclists but will not be attractive to other users.

BLTS Scores

Figure 14 illustrates the future BLTS rating of the collector and arterial streets, and state highways in the 3MLAP study area.

Figure 14. Future Bicycle Level of Traffic Stress



BLTS 1 - Minimal traffic stress
 - Easily navigable by cyclists of low skill level
 - Low traffic speeds

BLTS 2 - Little traffic stress but requires paying attention to traffic
 - Suitable for teens/adults

BLTS 3 - Moderate stress
 - Suitable for most observant adults
 - Moderate traffic speeds

BLTS 4 - High traffic stress
 - For skilled cyclists
 - Higher traffic speeds
 - Narrow or no bike lanes

Key BLTS findings are:

- The re-purposing and reconstruction Cumulus Avenue and Stratus Avenue west of Norton Lane includes new, two-way cycle tracks that will significantly enhance bicycle mobility and comfort. These factors contribute toward the BLTS 2 score.

- The extension of collector street routes in the study area (south of OR 18) central to new land developments will each include either buffered bicycle lanes or two-way cycle tracks, either of which provide bicycling comfort, mobility and access. A BLTS 2 score is expected on these facilities.
- The new connection of Cumulus Avenue to Norton Lane will likely include buffered bike lanes on both sides of the street to match the existing Cumulus Avenue street profile. A BLTS score of 2 is expected on this facility.
- East of Cumulus Avenue, NE Cumulus Avenue (Evergreen Aviation and Space Museum connector) will be reconstructed with buffered bike lanes. The extension of NE Cumulus Avenue east to the new Cirrus Avenue connection with OR 18, and the re-alignment of Loop Road to the Cirrus Avenue connection will both include buffered bike lanes. A BLTS score of 2 is expected on these facilities.
- The current reconstruction of the Three Mile Lane bridge across the Yamhill River will include wider sidewalks, and new bike lanes that will help buffer pedestrians from adjacent vehicular traffic. However, vehicular traffic will likely travel at about 30-35 mph. These factors contribute towards the BLTS 3 score.
- The OR 18 facility design west of Norton Lane and existing OR 18 route east of Norton Lane include sufficiently wide shoulder lanes that can be re-purposed to buffered bike lanes if and when bicycle travel demand warrants the modification.

The combination of bicycle facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve bicycle access, mobility and comfort for users of all ages and confidence levels.

3.4 SAFETY ANALYSIS

The analysis of historic vehicle crashes in the study area is detailed in the Existing Conditions Memorandum (January 24, 2019). This section restates the major safety analysis findings by crash category and summarizes safety countermeasures identified in the study.

3.4.1 Critical Crash Rate and Statewide 90th Percentile

The intersection of OR 18 and Cruickshank Road is the only intersection near the study area that has a Critical Crash Rate that exceeds either the crash rate for similar intersections in the study area, or the Statewide 90th Percentile rate.

Safety Countermeasures

The study recommends implementing the McMinnville Airport Master Plan, which recommends disconnecting Cruickshank Road from OR 18. Cruickshank Road traffic would be re-directed to OR 18 at the Lafayette Highway junction. The Yamhill County Transportation Plan recommends a new roundabout at the OR 18/Lafayette Highway junction. These county road and state highway junction improvements are appropriate safety counter measures for OR 18 at the current junction of Cruickshank Road.

3.4.2 Excess Proportion of Specific Crash Types

The Excess Proportion of Specific Crash Types method quantifies the extent to which a specific crash type (the target crash type) is overrepresented at an analysis site, compared to the average representation among similar intersections in the same study population. Analysis of excess proportion of specific crash types does not consider the overall frequency or rate of crashes; instead it considers only the types of observed crashes.

A greater than expected proportion of rear-end collisions is observed at the intersection of Norton Lane and Cumulus Avenue, although only two rear-end crashes occurred in the five-year period.

Safety Countermeasures

The Preferred Alternative, including the OR 18/Three Mile Interchange reconstruction, extension of Stratus Avenue, and extension of Cumulus Avenue east of Norton Lane will provide traffic routing alternative that relieves future traffic congestion at the Norton Lane/Cumulus Avenue intersection.

3.4.3 Safety Priority Index System (SPIS)

SPIS is a method used in Oregon to identify safety problems along state highways. Highways are evaluated in approximately one-tenth mile increments. The only segment of OR 18 within the study area that ranks in the state's top 10% includes the junction of Loop Road.

Safety Countermeasures

The Preferred Alternative includes recommendations to disconnect Loop Road at OR 18 and realign Loop Road west to Cirrus Avenue and the proposed OR 18/Cirrus Avenue roundabout. These local road and state highway junction improvements are appropriate safety countermeasures for OR 18 at the current junction of Loop Road.

3.5 RECOMMENDED ACCESS MODIFICATIONS

Recommended access modifications under the Preferred Facility Design include:

- Replace existing unsignalized intersection of OR 18 at Cirrus Avenue with a new roundabout (see Figure 8).
- Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area (see Figure 8), including the re-alignment of Loop Road to the new Cirrus Avenue connection and roundabout at OR 18.
- Re-alignment of Lawson Lane and its new connection to Martin Lane (see Figure 9). Both Lawson lane and Martin Lane are outside of the McMinnville Urban Growth Boundary (UGB). The re-alignment of Lawson Lane will likely not require a UGB amendment (see ORS 215.283).

3.6 PLANNING-LEVEL COST ESTIMATES AND A PHASING APPROACH

Table 7 summarizes the planning-level costs associated with the OR 18 Preferred Facility Design. Cost estimates are in 2021 dollars and include preliminary estimates of capital improvements and new rights-of-way where likely needed. A preliminary approach to the phasing of key transportation projects in the study area is also noted.

Table 7. Planning Level Cost Estimates and Phasing - OR 18 Preferred Facility Design

| 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/Reliant on New OR 18/Three Mile Lane Interchange | | | | |
| | Reconstruct OR 18/Three Mile Lane Interchange | [3] | \$65.0 | \$95.0 |
| | 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 | | | \$81.9 | \$115.4 |

Notes

- [1] Subject to coordination and approval between City of McMinnville and Chemeketa Community College.
- [2] Subject to private development access needs.
- [3] Including general cost items of demolition, pavement, curb, sidewalk, signing and striping, drainage and landscaping, and new traffic signal or roundabout at junction of OR 18 eastbound ramps and Stratus Avenue.

These cost estimates are for planning purposes only and are subject to refinement during concept development and preliminary engineering. Neither ODOT, City of McMinnville or private development roles and responsibilities in funding these projects have been identified.

3.7 DESIGN STANDARD EXCEPTIONS

Repurposing streets, highways and land use with new, multimodal transportation infrastructure sometimes requires taking exception to design standard so that new projects fit within existing rights-of-way, natural and built environmental constraints. As the concepts identified in the Plan are taken forward into preliminary engineering and final design, there will likely be the need to examine exceptions to roadway and junction design standards. **Table 8** summarizes those projects identified in the Plan that may require design exceptions.

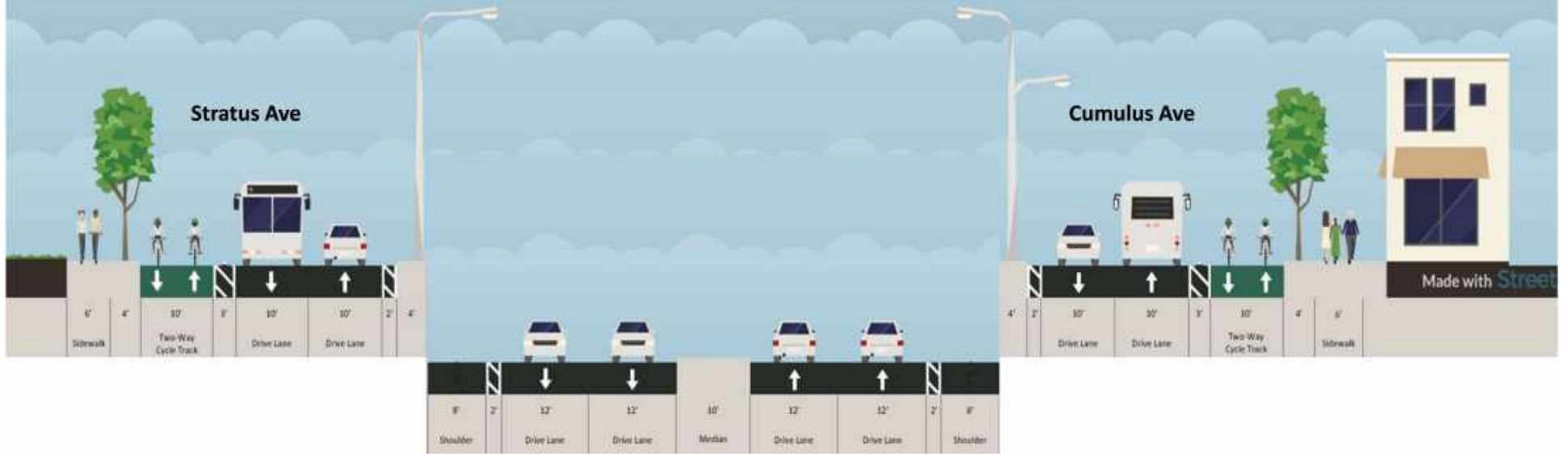
Table 8. Plan Projects That May Require Design Exceptions

| Recommended Plan Project | Constraints | Design Standard Issues or Possible Exceptions |
|---|--|---|
| Reconstruct OR 18/Three Mile Lane Interchange (see Figure 9) | Proximity of Yamhill River Bridge, Cumulus Avenue/Nehemiah Lane intersection, OR 18 eastbound off-ramp junction, and UGB boundary (current alignment of Stratus Avenue). | Junction spacing and traffic control at: <ul style="list-style-type: none"> a. Three Mile Lane / Cumulus Avenue b. OR 18 Westbound Off-Ramp at Three Mile Lane c. OR 18 Eastbound Off-ramp at Three Mile Lane/Stratus Avenue |
| New Roundabout at OR 18 and Cirrus Avenue | Standard two-lane roundabout likely requires additional rights-of-way. OR 18 posted and design speeds entering McMinnville UGB. | Roundabout geometric design treatments to: <ul style="list-style-type: none"> a. Reduce approaching vehicle speeds and accommodate multi-axle trucks on OR 18 b. Accommodate bicycle and pedestrian traffic |
| Re-purposing Cumulus and Stratus Avenues with two-way cycle tracks (see Figure 4) | Limited street rights-of-way and need to accommodate future bus stops amenities. | Two-way cycle tracks are not currently incorporated in the City’s design standards. Reference ODOT Blueprint for Urban Design, AASHTO and NACTO for design guidance. |
| | | |

APPENDIX A Large Scale Maps

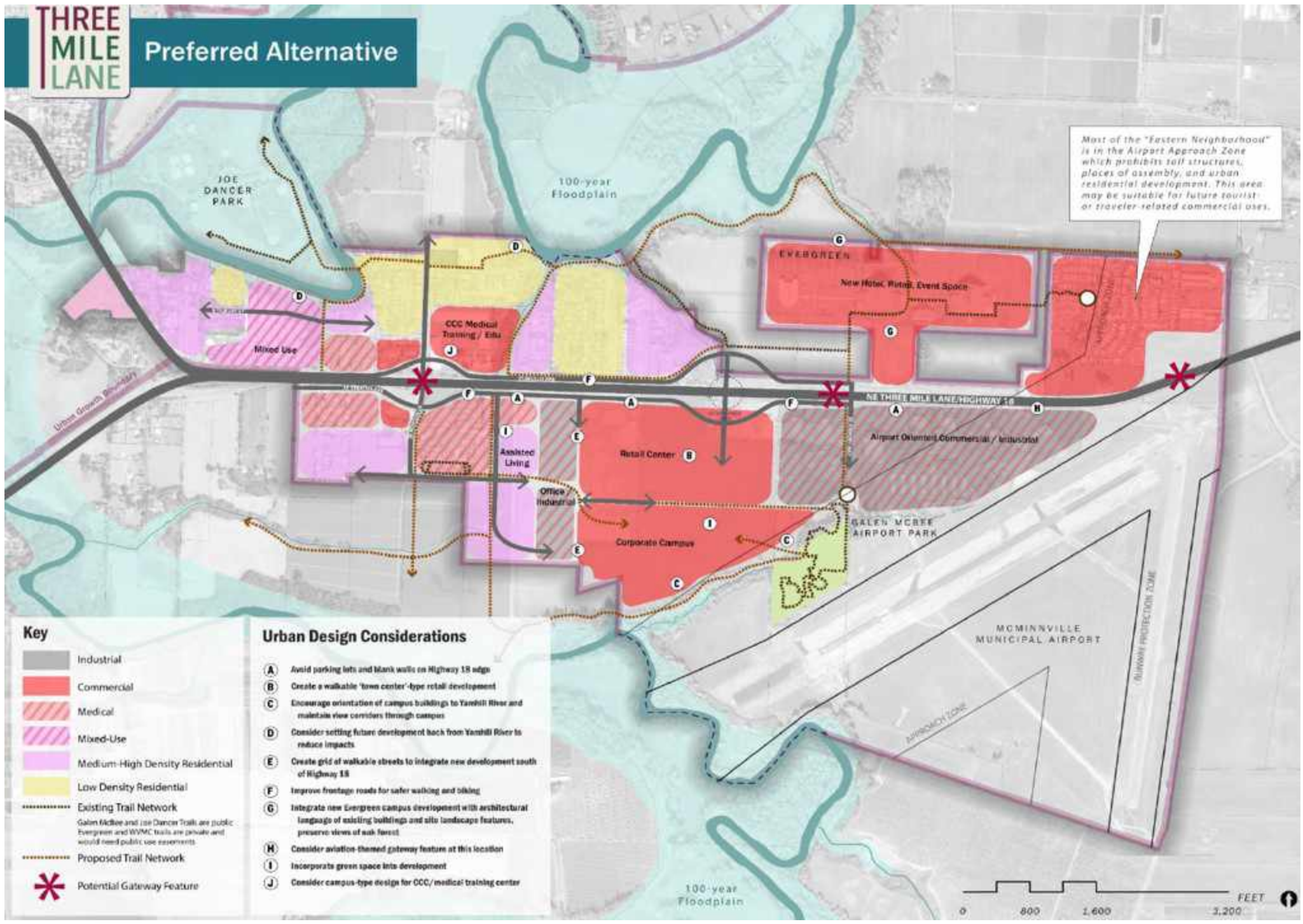
OR 18 Cross Section

Looking West



THREE MILE LANE

Preferred Alternative



Most of the "Eastern Neighborhood" is in the Airport Approach Zone which prohibits tall structures, places of assembly, and urban residential development. This area may be suitable for future tourist- or traveler-related commercial uses.

Key

- Industrial
- Commercial
- Medical
- Mixed-Use
- Medium-High Density Residential
- Low Density Residential
- Existing Trail Network
Galen McBee and Joe Dancer Trails are public. Evergreen and WVMC trails are private and would need public use easements.
- Proposed Trail Network
- ✱ Potential Gateway Feature

Urban Design Considerations

- (A)** Avoid parking lots and blank walls on Highway 18 edge
- (B)** Create a walkable "town center"-type retail development
- (C)** Encourage orientation of campus buildings to Yamhill River and maintain view corridors through campus
- (D)** Consider setting future development back from Yamhill River to reduce impacts
- (E)** Create grid of walkable streets to integrate new development south of Highway 18
- (F)** Improve frontage roads for safer walking and biking
- (G)** Integrate new Evergreen campus development with architectural language of existing buildings and site landscape features, preserve views of oak forest
- (H)** Consider aviation-themed gateway feature at this location
- (I)** Incorporate green space into development
- (J)** Consider campus-type design for CCC/medical training center

APPENDIX B Traffic Analysis Summary Report (separate for TAC only)

Appendix E: Implementation



Three Mile Lane Area Plan

May 2021

The following is model code language that implements the recommendations in the Implementation Plan of the Three Mile Lane Area Plan. Specifically, text is intended to guide future amendments to the Three Mile Lane Planned Development Ordinance, with the intended outcome of strengthening existing Zoning Ordinance requirements and ensuring that the urban design elements described in the Area Plan are addressed and included in future proposed development.

Site Design - Non-Residential, Large Format Developments

Land divisions within the Three Mile Lane Planned Development Overlay and plans for new non-residential or mixed-use developments, or any phase thereof, with a total floor plate area (ground floor area of all buildings) greater than [40,000] square feet shall meet all of the following standards in subsections 1-9, below. The Planning Commission may approve adjustments to the standards as part of a Planned Development approval, pursuant to Chapter 17.51.

1. The site plan or preliminary subdivision plan, as applicable, shall comply with the street connectivity standards of Section 17.53.070 and the Complete Streets Design Standards. The plan approval shall bind on all future phases of the development, if any, to the approved block layout.
2. Except as provided by subsection (7)-(9), below, the site shall be configured into blocks with building pads that have frontage onto improved streets meeting City standards.
3. The build-to line standards in [see proposed under Non-Residential and Mixed-use Development Standards] shall be met across not less than [50] percent of the site's street frontage, consistent with subsection [Building Orientation, proposed new section], except the build-to standard does not apply where Three Mile Lane, the Yamhill River, topographic constraint, or similar physical constraint makes it impractical to orient buildings to a particular street or highway.
4. Walkways shall connect the street right-of-way to all primary building entrances, and shall connect all primary building entrances to one another, including required pedestrian crossings. Walkways within a site with multiple structures shall be located and aligned to directly and continuously connect all buildings. Walkways within parking lots shall be raised or enhanced with a paved surface not less than six (6) feet in width. Drive aisles leading to main entrances shall have walkways on each side of the drive aisle.
5. Where it is necessary for the primary pedestrian access to cross drive aisles or other internal roadways, the pedestrian crossing shall emphasize and place priority on pedestrian access and safety. The material and layout of the pedestrian access shall be continuous as it crosses the driveway, with a break in continuity of the driveway paving and not in the pedestrian access way. The pedestrian crossings must be well-marked using pavement treatments, signs, striping, signals, lighting, traffic calming techniques, median refuge areas, or other design elements as may be approved.
6. Where the proposed development abuts land zoned for residential use, and no public street separates the residential zoned land from the subject property, the proposed use shall provide screening in the form of sight-obscuring, evergreen plantings, shade trees, fences, walls, or combinations of plantings and screens. Where plant material is used, emphasis shall be placed

on achieving an effective year-round vegetative screen, with an emphasis on native plantings, as approved by the Landscape Review Committee. Chain-link fencing shall not be permitted.

7. All buildings shall orient to a street, pursuant to [Building Orientation, proposed new section]. Where it is not practical to orient all buildings to streets due to existing parcel configuration or a similar site constraints, buildings may orient to a private “shopping street” providing, at a minimum, on-street parking (parallel or angled parking), [8-10]-foot sidewalks (which shall include a [four]-foot zone for street trees and furnishings such as benches and other street furniture), and pedestrian-scale lighting.
8. Each building that is proposed as orienting to a shopping street shall comply with the orientation standards of Section [Building Orientation, proposed new section] in reference to the shopping street, and shall have at least one primary entrance oriented to the shopping street.
9. Where a building fronts both a shopping street and a public street, that building shall contain at least one primary entrance oriented to each street; except that an entrance is not required where the public street is not improved with a sidewalk and the City determines that sidewalk improvements to the public street cannot required as a condition of approval.

Non-Residential and Mixed-use Development Standards

Build-to standards.

Build-To Line (feet): The build-to line for new non-residential buildings and mixed-use buildings shall be [60] feet. For new buildings, at least one primary building entrance shall be built no farther from the street right-of-way than the build-to line; except where a greater setback is required for a Planned Street Improvement, then the build-to line increases proportionately. The build-to line may also be increased through Design Review when pedestrian amenities are provided between a primary building entrance and the street right-of-way.

Building Orientation.

- A. **Applicability.** Non-residential and mixed-use buildings are subject to this Section and shall conform to the applicable build-to line standard.
- B. **Build-to line.** The standard is met when at least [50] percent of the abutting street frontage has a building placed no farther from at least one street property line than the build-to line. The Planning Director, through Design Review, may waive the build-to line standard where one or more of the conditions in subsections (a)-(g) occurs.
 1. A proposed building is adjacent to a single-family dwelling, and an increased setback promotes compatibility with the adjacent dwelling.
 2. The standards of the roadway authority preclude development at the build-to line.
 3. The applicant proposes extending an adjacent sidewalk or plaza for public use, or some other pedestrian amenity is proposed to be placed between the building and public right-of-way, [Pedestrian Amenities and Civic Space] and subject to Design Review approval.
 4. The build-to line may be increased to provide a private open space (e.g., landscaped forecourt), between a residential use in a mixed-use development (e.g., live-work building with ground floor residence) and a front or street property line.

5. A significant tree or other environmental feature precludes strict adherence to the standard and will be retained and incorporated in the design of the project.
 6. A public utility easement or similar restricting legal condition that is outside the applicant's control makes conformance with the build-to line impracticable. In this case, the building shall instead be placed as close to the street as possible given the legal constraint, and pedestrian amenities (e.g., plaza, courtyard, landscaping, outdoor seating area, etc.) shall be provided within the street setback in said location pursuant to Section [Pedestrian Amenities and Civic Space].
 7. An expansion is proposed on an existing building that was lawfully created but does not conform to the above standard, and the building addition moves in the direction of compliance where practicable.
- C. Except as provided in subsection (F), below, all buildings shall have at least one primary entrance (i.e., tenant entrance, lobby entrance, breezeway entrance, or courtyard entrance) facing an abutting street (i.e., within 45 degrees of the street property line); or if the building entrance must be turned more than 45 degrees from the street (i.e., front door is on a side or rear elevation) due to the configuration of the site or similar constraints, a pedestrian walkway must connect the primary entrance to the sidewalk in conformance with Section Chapter 17.53
- D. Off-street parking, trash storage facilities, and ground-level utilities (e.g., utility vaults), and similar obstructions shall not be placed between building entrances and the street(s) to which they are oriented. To the extent practicable, such facilities shall be oriented internally to the block and accessed by alleys or driveways.
- E. Off-street parking shall be oriented internally to the site to the extent practicable, and shall meet the Access and Circulation requirements of Chapter 17.53, the Landscape and Screening requirements of Chapter 17.57, and the Parking and Loading requirements of Chapter 17.60.
- F. Where a development contains multiple buildings and there is insufficient street frontage to meet the above building orientation standards for all buildings on the subject site, a building's primary entrance may orient to plaza, courtyard, or similar pedestrian space containing pedestrian amenities, subject to Design Review approval. When oriented this way, the primary entrance(s), plaza, or courtyard shall be connected to the street by a pedestrian walkway conforming to Section [Pedestrian Walkways, new section based on 17.56.050(C).(2.), Large Format Retail Development Standards].

Windows

- A. The following standards apply to new non-residential buildings and building additions that are subject to Site Design Review. The Planning Director may approve adjustments to the standards as part of a Design Review approval.
1. Windows – General. Except as approved for accessory structures, the front/street-facing elevations of buildings shall provide display windows, windowed doors, and where applicable, transom windows to express a storefront character.
 2. Storefront Windows. Storefront windows shall consist of framed picture or bay windows, which may be recessed. The ground floor, street-facing elevation(s) of all buildings shall comprise at least [50] percent transparent windows, measured as a section extending the width of the street-facing elevation between the building base (or [30] inches above the sidewalk grade, whichever is less) and a plane [72] inches above the sidewalk grade.

3. Buildings Not Adjacent to a Street. Buildings that are not adjacent to a street or a shopping street, such as those that are setback behind another building and those that are oriented to a civic space (e.g., internal plaza or court), shall meet the [60] percent transparency standard on all elevations abutting civic spaces(s) and on elevations containing a primary entrance.
4. Side and Rear Elevation Windows. All side and rear elevations, except for zero-lot line or common wall elevations, where windows are not required, shall provide not less than [30] percent transparency.
5. Window Trim. At a minimum, windows shall contain trim, reveals, recesses, or similar detailing of not less than [four] inches in width or depth as applicable.
6. Projecting Windows, Display Cases. Windows and display cases shall not break the front plane of the building (e.g., projecting display boxes are discouraged). For durability and aesthetic reasons, display cases, when provided, shall be flush with the building façade (not affixed to the exterior) and integrated into the building design with trim or other detailing. Window flower boxes are allowed provided they do not encroach into the pedestrian through-zone.

Parking

- A. Credit for on-street parking. The amount of required off-street parking shall be reduced by one off-street parking space for every on-street parking space adjacent to the development. On-street parking shall follow the established configuration of existing on-street parking, subject to City standards. The configuration of the on-street parking and allowable credit toward off-street parking requirements shall be addressed during Design Review.
- B. Reduce or waive minimum off-street parking standards. The applicant may request a reduction to or waiver of parking standards based on a parking impact study. The study allows the applicant to propose a reduced parking standard based on estimated peak use, reductions due to easy pedestrian accessibility; availability of transit service; and adjacent on-street parking. The parking study is subject to review and approval or modification by the City.
- C. Maximum parking ratio. Surface parking shall not exceed 110% of the minimum parking requirement for the subject land use(s). Exemptions to the standard can be approved through site/design review for developments that provide parking structures, shared parking, valet parking spaces, market rate parking, or similarly managed parking facilities;

Pedestrian Amenities and Civic Space

- A. Applicability. All new non-residential developments with more than (x) square feet of gross leasable floor area or (y) square feet of site area within the Three Mile Lane Planned Development Overlay are required to meet the standards of this section.
- B. Standards.
 1. Minimum Pedestrian Shelter Coverage. Permanent awnings, canopies, recesses, or similar pedestrian shelters shall be provided along at least [75] percent of the ground floor elevation(s) of a building where the building abuts a sidewalk, civic space, or pedestrian access way. Pedestrian shelters used to meet the above standard shall extend at least [five] feet over the pedestrian area; except that the Planning Director, through Design Review, may reduce the above standards where it is found that existing

- right-of-way dimensions, easements, or building code requirements preclude standard shelters.
2. Civic Space Standards. Except as provided by subsection (C), below, at least [3] percent of every development site shall be designated and improved as civic space (plaza, landscaped courtyard, or similar space) that is accessible to the general public, pursuant to all of the following standards in subsections a-e:
 - a. The highest priority locations for civic space improvements are those with the highest pedestrian activity (e.g., street corners and pedestrian access ways), as generally illustrated.
 - b. Civic spaces shall abut a public right-of-way or otherwise be connected to and visible from a public right-of-way by a sidewalk or pedestrian access way. Access ways shall be identifiable with a change in paving materials (e.g., pavers inlaid in concrete or a change in pavement scoring patterns or texture).
 - c. Where public access to a civic space is not practical due to existing development patterns, physical site constraints, or other hardship presented by the applicant, the City may allow a private area, such as an outdoor eating area attached to a restaurant, in finding the project complies with the standard.
 - d. All civic spaces shall have dimensions that allow for reasonable pedestrian access. For example, by extending the width of an existing sidewalk by [four] feet, a developer might provide space for an outdoor eating area; whereas a larger development at a street corner could meet the standard by creating a plaza adjacent to a building entrance.
 - e. Civic space improvements shall conform to Chapter 17.57 Landscaping.
 3. Pedestrian Improvements in Civic Spaces. Except as provided by subsection (C) below, where this section requires the provision of civic space, such space shall be improved with pedestrian amenities, pursuant to the following standards in subsections a-e:
 - a. Pedestrian amenities shall be provided in an amount equal to or greater than [0.5] percent of the estimated construction cost of the proposed building(s). A licensed architect, landscape architect, or other qualified professional, shall prepare cost estimates for civic space improvements, which shall be subject to review and approval by the Planning Director.
 - b. Pedestrian amenities include plaza surfaces (e.g., pavers, landscapes, etc.), sidewalk extensions (e.g., with outdoor cafe space), street furnishings (e.g., benches, public art, pedestrian-scale lighting, water fountains, trash receptacles, bus waiting shelters, shade structures, or others), way-finding signs, or similar amenities, as approved by the [Planning Director/ Planning Commission].
 - c. Where a civic space adjoins a building entrance it should incorporate a permanent weather protection canopy, awning, pergola, or similar feature, consistent with subsection B.1.
 - d. The City may accept pedestrian amenities proposed within a public right-of-way (e.g., street corner or mid-block pedestrian access way) and grant the developer credit toward fulfilling the above improvement standard.
 - e. The cost of a proposed public parking facility may be subtracted from building costs used in the assessment of civic space improvements.

- C. Exception for Minor Projects. Building additions and remodels are not required to provide civic space where the estimated cost of the proposed building improvement is less than [50] percent of the existing assessed value of improvements on the subject site. Cost estimates are based on those used to estimate building permit fees, or other independent and credible source, subject to review and approval by the [Planning Official]. Assessed values shall be the market value of record at the [name] County Assessor's Office.

Landscaping

Landscaping plans submitted to meet subsection 17.57.060 shall include a list of native plants to be installed and maintained as part of the completed landscape project.

Allowed Uses

Innovation Campus

- A. Permitted office uses include all professional, administrative and business offices, subject to the following:
1. Retail sales are not allowed except for those sales incidental to the principal occupation conducted therein.
 2. Office uses:
 - a. Are associated with the production or development of products or services on site and/or
 - b. Serve as the corporate or regional headquarters for products that are manufactured off-site.



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

www.mcminnvilleoregon.gov

PROPOSED AMENDMENTS TO THE MCMINNVILLE COMPREHENSIVE PLAN,
VOLUME II
CHAPTER VI, TRANSPORTATION SYSTEM

DOCKET G 7-21: THREE MILE LANE AREA PLAN

New proposed language is represented by ***bold italic font***, deleted language is represented by ~~strikethrough~~ font.

SYSTEM PLAN

132.23.00 *The McMinnville Transportation System Plan shall be updated as necessary to remain consistent with: (a) the city's land use plan; (b) regional and statewide plans; and (c) the applicable local, State, and federal law. (Ord. 4922, February 23, 2010)*

[Insert new proposal after policy 132.23.00]

20.05 *The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 planned development overlay zones.*



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

FINDINGS OF FACT AND CONCLUSORY FINDINGS FOR AMENDING THE *MCMINNVILLE COMPREHENSIVE PLAN* BY ADOPTING THE *THREE MILE LANE AREA PLAN* AND ITS APPENDICES AS A SUPPLEMENTAL DOCUMENT TO THE *MCMINNVILLE COMPREHENSIVE PLAN* AND AMENDING THE *MCMINNVILLE COMPREHENSIVE PLAN, VOLUME II, CHAPTER VI, TRANSPORTATION SYSTEM, TO ADD A PROPOSAL.*

DOCKET: G 7-21

REQUEST: The City of McMinnville is proposing amendments to the *McMinnville Comprehensive Plan*, by adopting the *Three Mile Lane Area Plan* and its appendices, final draft dated November 8, 2022, as a supplemental document to the *McMinnville Comprehensive Plan*, and adding a proposal to Chapter VI of the *McMinnville Comprehensive Plan*, Volume II, entitled, "Transportation System".

LOCATION: Three Mile Lane Area

APPLICANT: City of McMinnville

STAFF: Heather Richards, Community Development Director

HEARINGS BODY: McMinnville Planning Commission

DATE & TIME: December 16, 2021, 6:30 PM (Zoom Meeting)
January 20, 2022, 6:30 PM (Zoom Meeting)
February 17, 2022, 6:30 PM (Zoom Meeting)
March 17, 2022, 6:30 PM (Zoom Meeting)

DECISION-MAKING BODY: McMinnville City Council

DATE & TIME: May 10, 2022, 7:00 PM, In-Person, (200 NE Second Street) and Virtual (Zoom)
June 14, 2022, 7:00 PM, In-Person, (200 NE Second Street) and Virtual (Zoom)
July 16, 2022, 7:00 PM, In-Person, (200 NE Second Street) and Virtual (Zoom)
September 13, 2022, 7:00 PM, In-Person, (200 NE Second Street) and Virtual (Zoom)
November 8, 2022, 7:00 PM, In-Person, (200 NE Second Street) and Virtual (Zoom)

PROCEDURE: The application is subject to the legislative land use procedures specified in Sections 17.72.120 - 17.72.160 of the McMinnville Municipal Code.

EXECUTIVE SUMMARY:

1.0 INTRODUCTION:

This findings document presents the findings of the McMinnville City Council. The findings in this document address the relevant legal standards in State of Oregon statutes and administrative rules that are applicable to this legislative action which is described below.

- 1.) *Adopt the Three Mile Lane Area Plan and its appendices as a supplemental document to the McMinnville Comprehensive Plan.*

The *Three Mile Lane Area Plan* includes the final plan document (Plan) and five appendices:

Three Mile Lane Area Plan

- Appendix A: Public Involvement
- Appendix B: Existing Conditions
- Appendix C: Case Study Report
- Appendix D: Evaluation and Screening
- Appendix E: Implementation

These documents can be found on the project website at: [G 7-21 - Three Mile Lane Area Plan \(3MLAP\) Comprehensive Plan Amendment | McMinnville Oregon.](#)

- 2) *Amend the Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a proposal after policy 132.23.00 (below) that reads as follows (on the next page):*

132.23.00 *The McMinnville Transportation System Plan shall be updated as necessary to remain consistent with: (a) the city's land use plan; (b) regional and statewide plans; and (c) the applicable local, State, and federal law. Ord. 4922, February 23, 2010)*

20.05 *The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 planned development overlay zones.*

These findings explain how the City's proposed *Three Mile Lane Area Plan* satisfies applicable land use law and rules of the State and the City of McMinnville. The applicable State land use laws are those identified either in the listed Oregon Revised Statutes (ORS) or the listed Oregon Administrative Rules (OAR), most of which relate to acknowledged comprehensive plan amendments and Statewide Land Use Planning Goals (Goals). The applicable City land use laws are cited either as policies and regulations from McMinnville's Comprehensive Plan or from the McMinnville Municipal Code. The findings also refer to evidence in the existing planning record.

Generally, findings summarize more detailed analysis found in referenced supporting documents in order to address the relevant legal standards and help the reader understand the proposal. The findings are more easily understood if the reader has access to the key documents supporting the proposal such as the record. The record and key documents supporting the findings are also posted on the City's website.

The findings reference documents and evidence in the planning record (Docket G7-21). The full record is available on the City's web site via the following link: [G 7-21 - Three Mile Lane Area Plan \(3MLAP\) Comprehensive Plan Amendment | McMinnville Oregon](#).

2.0 SUMMARY OF FINDINGS

This summary provides an overview of the applicable state law and local rules as they pertain to the *Three Mile Lane Area Plan*. Since the proposed action of adopting the *Three Mile Lane Area Plan* as a supplemental document to the *McMinnville Comprehensive Plan* does not actually amend the *McMinnville Comprehensive Plan* Map or the McMinnville Transportation System Plan, these findings are focused on the policies within the Area Plan document and how they are compliant with state laws and administrative rules, and the *McMinnville Comprehensive Plan* and McMinnville Municipal Code.

2.1 Summary of Findings Regarding State Law

As the findings demonstrate, the City finds that the adoption of the *Three Mile Lane Area Plan* as a supplemental document to the *McMinnville Comprehensive Plan* and the added proposal to Chapter VI, Transportation System of the *McMinnville Comprehensive Plan* are consistent with all applicable Statewide Planning Goals, Statutes, and Administrative Rules.

2.2 Summary of Findings Regarding Local Law

The City finds that the *Three Mile Lane Area Plan* and the new proposed for Chapter VI, Transportation System, *McMinnville Comprehensive Plan* are consistent with the *McMinnville Comprehensive Plan* and McMinnville Municipal Code.

3.0 FINDINGS OF FACT – General Findings and Fact Base Incorporated by Reference

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

The fact base includes the data referenced in the *Three Mile Lane Area Plan* and its Appendices and is also supplemented with the new information that was generated as the public record and incorporated into these findings by reference. These include the following:

- Written staff reports and power points at the Planning Commission (12.16.21, 01.20.22, 02.17.22, 03.17.22) and City Council meetings (05.10.22, 06.14.22, 07.26.22, 09.13.22, 11.08.22).

- Public Testimony provided, both written and oral, provided at the Planning Commission (01.20.22, 02.17.22) and City Council meetings (05.10.22, 06.14.22, 07.26.22, 09.13.22).
- Size of Retail Development, entered into the public record as Attachment A of the staff report dated July 26, 2022.
- Answers to Council Zack Geary's Questions From an Email Dated June 14, 2022, entered into the public record as Attachment B of the staff report dated July 26, 2022.
- Memorandum, Recommended Amendments to the *Three Mile Lane Area Plan* – Based on Public Testimony Received, dated September 13, 2022 and, entered into the public record as Attachment B of the staff report dated September 13, 2022.
- Public Testimony Received, entered into the public record as Attachment C of the staff report dated September 13, 2022.
- *Three Mile Lane Area Plan* Table – Public Engagement Record, entered into the public record as Attachment D of the staff report dated September 13, 2022.
- Frequently Asked Questions, *Three Mile Lane Area Plan*
- *Three Mile Lane Area Plan*, Design Booklet
- *Green Cities – Three Mile Lane Regenerative Design*, University of Oregon, Summer, 2017
- MAC Town 2032, Economic Development Strategic Plan
- Oregon Highway 18 Corridor Refinement Plan, 199
- Oregon Highway Plan

4.0 **CONCLUSORY FINDINGS**

This findings document provides the conclusory findings regarding consistency of the proposed *McMinnville Comprehensive Plan* amendment with applicable law. It incorporates findings of fact and a fact base from other supporting documents and appendices by reference.

The City Council finds that based on the findings contained in this findings report, adopting the *Three Mile Lane Area Plan* as a supplemental document to the *McMinnville Comprehensive Plan* and adding a proposal to the *McMinnville Comprehensive Plan, Volume II, Chapter VI, Transportation System* as described in Section 1.2 of this findings document is consistent with all of the applicable state laws, land-use goals, and *McMinnville Comprehensive Plan* goals and policies.

1.0 COMPREHENSIVE PLAN AMENDMENT SUMMARY

1.1 Adopt the *Three Mile Lane Area Plan* and its appendices as a supplemental document to the *McMinnville Comprehensive Plan*.

The *Three Mile Lane Area Plan* includes the final plan document (Plan) and five appendices:

Three Mile Lane Area Plan (November 8, 2022)

- Appendix A: Public Involvement
- Appendix B: Existing Conditions
- Appendix C: Case Study Report
- Appendix D: Evaluation and Screening
- Appendix E: Implementation.

1.1.1 Background of the *Three Mile Lane Area Plan*

The Three Mile Lane area is a unique district in the southeast portion of the City of McMinnville. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. The area is bifurcated by Oregon Highway 18 and is separated from the rest of the City of McMinnville by the Yamhill River which has one immediate bridge crossing providing access to the rest of the city, the Yamhill River Bridge on the western side of the study area. And it is anchored on eastern side of the study area by the McMinnville Municipal Airport. The study area includes a wide range of existing uses, including the Evergreen Aviation and Space Museum, the Chemeketa Community College (CCC) Yamhill Valley campus, Willamette Valley Medical Center, and existing residential neighborhoods. Along with these existing uses, the area contains a significant amount of vacant land. The *Three Mile Lane Area Plan* (3MLAP) is intended to create an implementable vision for the area's future land uses and multi-modal transportation system.

As an Area Plan, the *Three Mile Lane Area Plan* shall serve as a guiding document for land uses and public facilities in the delineated area of this plan. Specific standards for development will be identified in McMinnville's Master Plans and Municipal Code. Public facility plans will be updated to reflect the new comprehensive plan designations in the area.

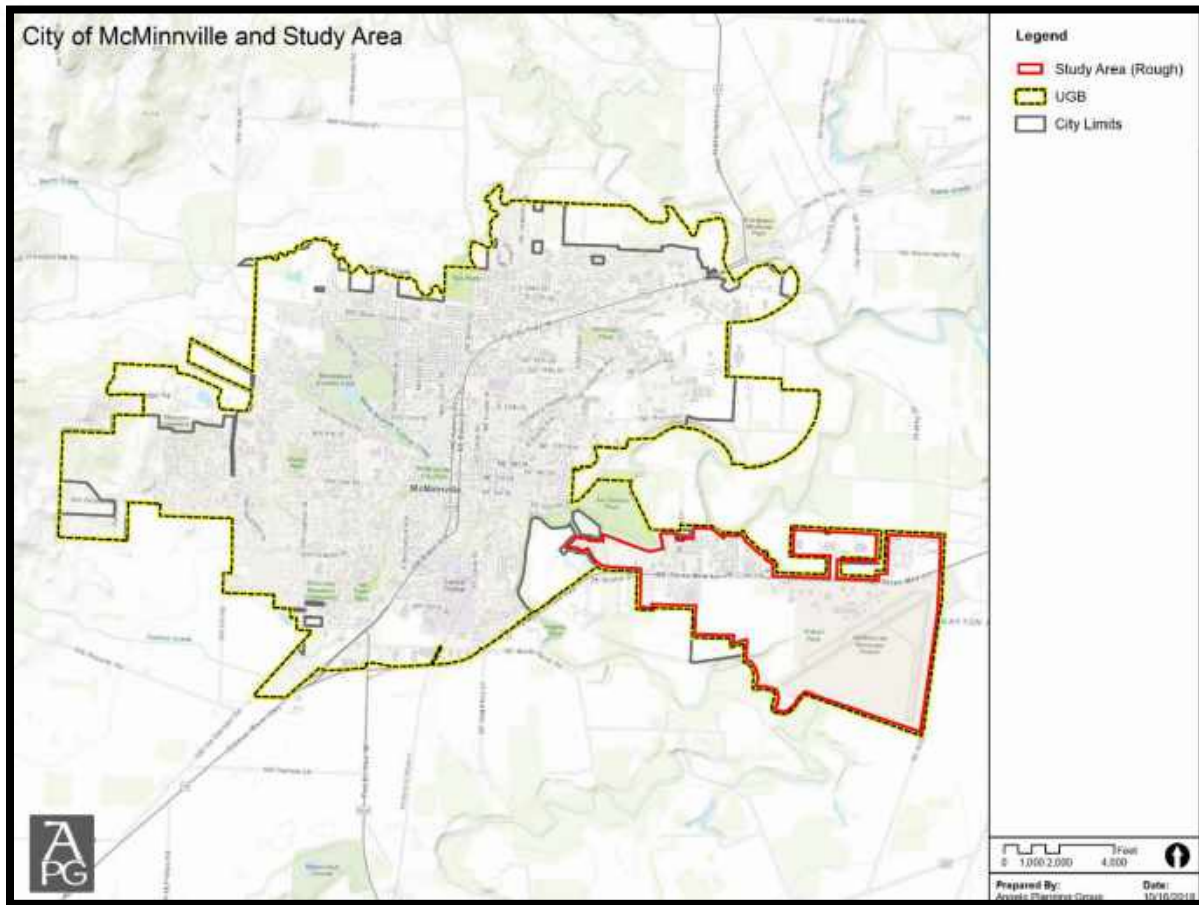
The *Three Mile Lane Area Plan* was developed over four years (2018 – 2022) in collaboration with the Oregon Department of Transportation (ODOT), Department of Land Conservation and Development (DLCD), and a local Project Advisory Committee. It was funded by a Transportation Growth Management grant. A consultant team comprised of Angelo Planning Group, David Evans and Associates, Inc., Leland Consulting Group and Walker Macy worked with the project management team and the project advisory committee to develop the plan. ODOT served as the project manager and contract manager.

The project has immense potential to transform the Three Mile Lane Area for both current and future residents and businesses. It provides the opportunity for the City to be much more efficient with land uses, allowing for higher-density housing development and job creation in the area. The plan will help the City work towards increasing much-needed affordable housing, providing needed commercial amenities within the community for a growing population, allowing for the expansion of a health care campus, and reducing greenhouse gas emissions by providing more amenities in close proximity to residential neighborhoods in this area as well as commercial amenities that city residents drive to other

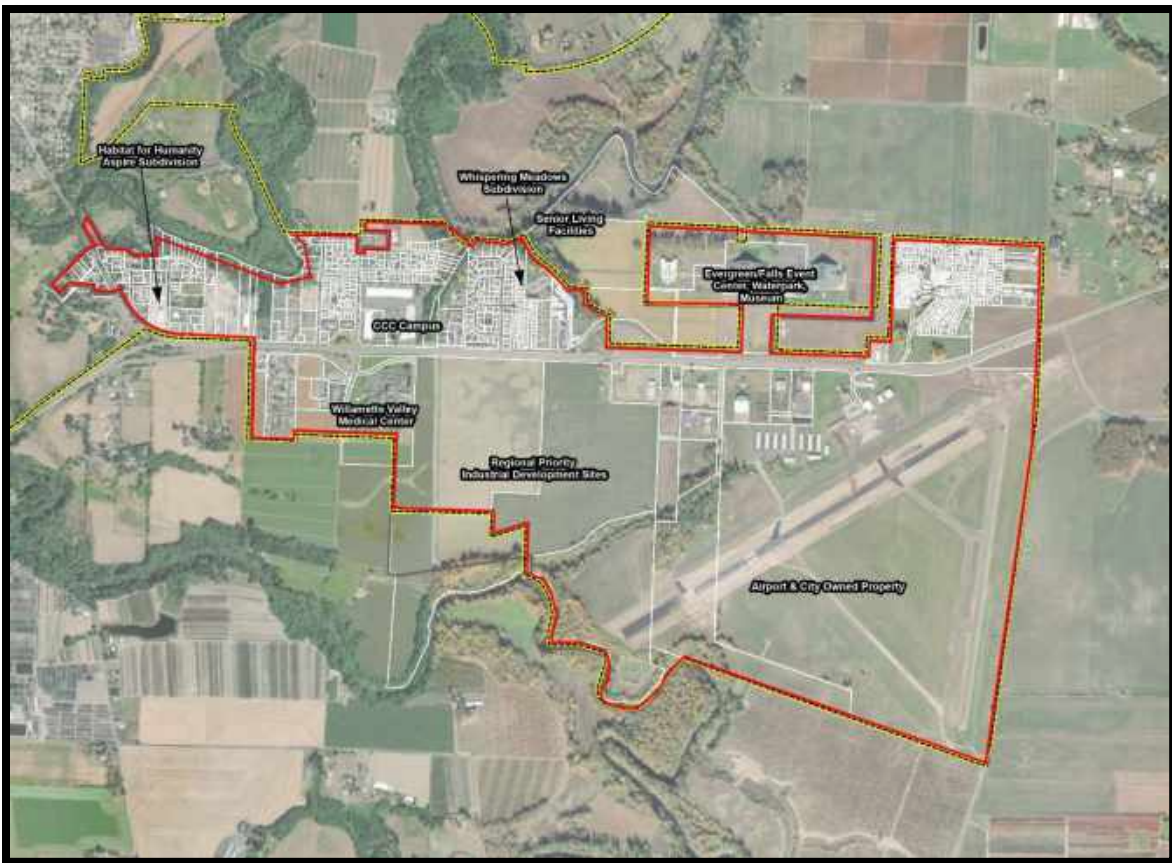
cities to access. The plan also allows for the location of grocery stores in a residential area that is currently a food desert. The plan identifies opportunities for more off-road trails and bicycle/pedestrian connectivity throughout the designated area. The 3MLAP also highlights an opportunity for a high-density business office and industrial incubator district adjacent to the airport. And lastly, the 3MLAP creates a much stronger multi-modal connection between the Three Mile Lane Area and the rest of the City of McMinnville via the new Yamhill River Bridge and proposed nature trails to Joe Dancer Park and Galen McBee Park.

1.1.2 Three Mile Lane Study Area

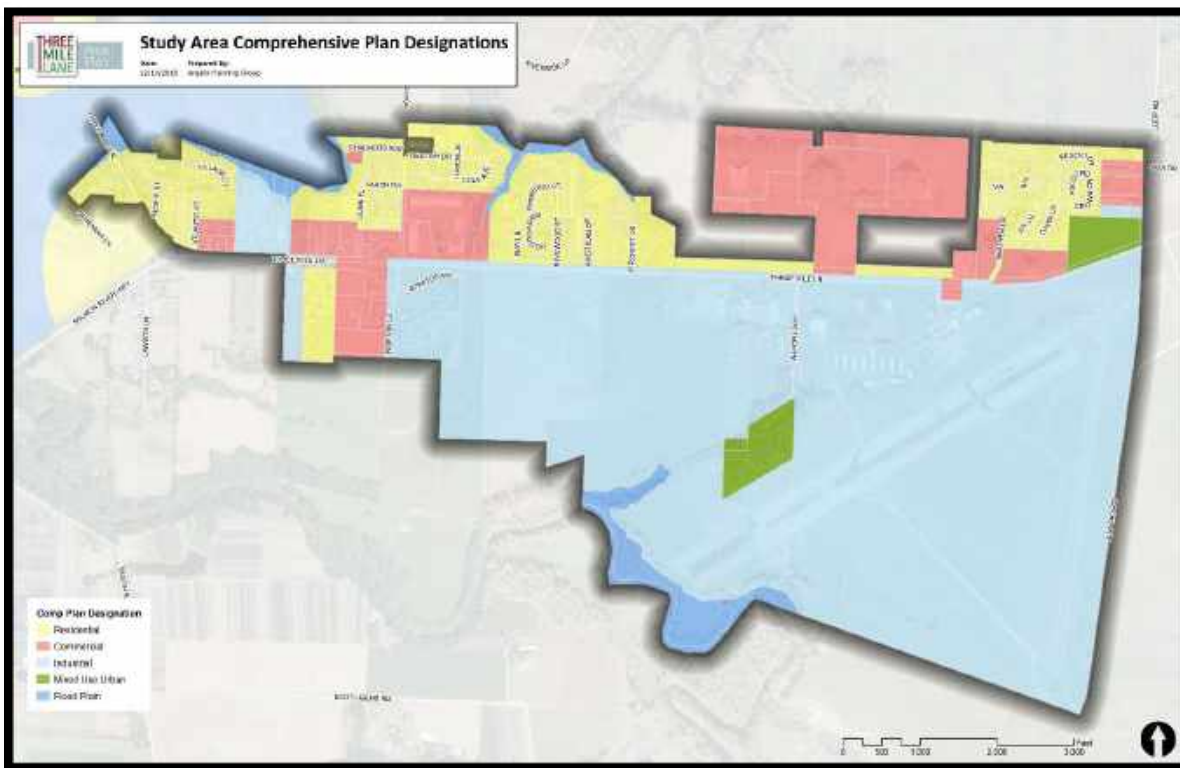
All of the land within the Three Mile Lane study area is currently within the city limits with existing comprehensive plan map and zoning map designations. Please see Maps 1, 2, 3, and 4.



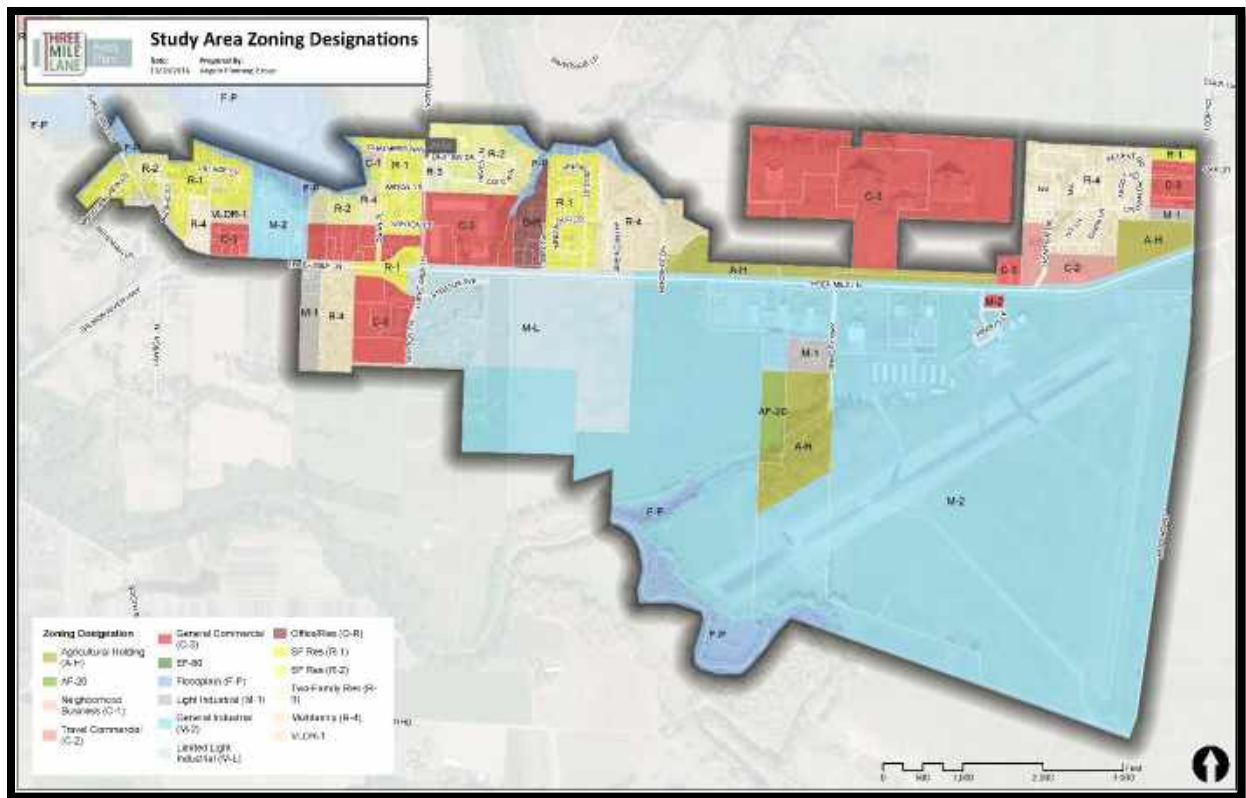
**Map 1: Three Mile Lane Study Area in relationship to the city limits.
The subject area is on the Southeastern side of the city.**



Map 2: Three Mile Lane Study Area with Major Elements Identified.



Map 3: Three Mile Lane Study Area – Comprehensive Plan Map Designations



Map 4: Three Mile Lane Study Area – Zone Map Designations

1.1.3 History of the Planning Process

The *Three Mile Lane Area Planning* effort started in 2017 as part of a summer collaborative planning project with the University of Oregon (Green Cities Plan). Then in 2017, the City applied for a Transportation and Growth Management Grant from the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) to conduct an area planning process for the Three Mile Lane Area. The grant was awarded. A scope of work was developed in partnership with ODOT and DLCD in early 2018 and consultants were hired in the summer of 2018.

The scope of work was based on a land-use and transportation study of approximately 1340 acres of land currently within the city limits on both the north and south side of Highway 18 from the eastern entrance of the city by the McMinnville Airport to the Yamhill River Bridge for the planning horizon of 2021-2041, and strived to answer the questions of:

- How can this area best serve McMinnville now and into the future?
- How does that future vision impact the state and local transportation systems?
- Does the current *McMinnville Comprehensive Plan Map* support the future vision?

A project advisory committee consisting of community stakeholders worked with the consultant team, ODOT and City representatives on the development of the plan (Table 1).

Table 1, Project Advisory Committee

| Three Mile Lane Area Plan Citizen Advisory Committee (CAC) | |
|--|--|
| Planning Commission | Lori Schanche |
| City Council | Zach Geary Scott Hill Wendy Stassens |
| Representatives of Property and Business Owners in the Study Area | Robert Banagay Paul Davis Danielle Hoffman Peter Hoffstetter Kit Johnston Stewart Kircher Chris Norville Alan Roodhouse Chris Shelby Mary Stern |
| Partner Agencies | Scott Cooper – MEDP Kitri McGuire – Visit McMinnville Gioia Goodrum – McMinnville Chamber of Commerce |
| Community Stakeholders | Courtney Cunningham Ken Denier Alan Fox Phil Frischmuth David Hayes Galen McBee |

| Technical Advisory Committee (TAC) | |
|---|--|
| Planning Staff | Heather Richards Jamie Fleckenstein Chuck Darnell Tom Schauer |
| Engineering Staff | Mike Bisset |
| Parks and Recreation Staff | Susan Muir |
| McMinnville Water and Light | John Dietz |
| ODOT | Michael Duncan Dan Fricke Keith Blair Dorothy Upton Jenna Berman Kristie Gladhill |
| DLCD | Angela Carnahan |
| YCTA | Cynthia Thompson |

Over the course of three years, the project team conducted an extensive public engagement process utilizing a variety of tools. Public open houses, town halls, focus groups and charrettes were utilized to collect public feedback and input. (Please see Appendix A of the 3MLAP and Attachment D of this staff report).

- The City hosted three public workshops. Invitations to the public workshops were provided in both English and Spanish. Spanish invitations were distributed through the Latino Advisory Council and provided at the Virginia Garcia Clinic in the study area. Spanish translation was provided at the public workshops upon request.
- The project team hosted three focus group interviews. One of the focus groups represented organizations and agencies that served Title VI populations in the study area.

- The project team conducted two planning charrettes with community stakeholders to discuss future land-uses, needs and opportunities.
- The project team conducted two surveys during the course of the project planning period.
- The project included numerous City Council updates, which were part of the regularly scheduled McMinnville City Council meetings that were open to the public and broadcast with subtitles via McMinnville Media.
- The project team maintained a project website at www.ThreeMileLane.com.
- The project team distributed flyers and meeting invitations through the Latino Advisory Council, a network of businesses, agencies, and non-profit partners serving the Latino community in McMinnville.
- The project team provided project updates and invitations to meetings and events via its social media to the community-at-large and direct mailings for households in the project area.
- The project team created press releases and flyers for all public events which were advertised in local newspapers and distributed to public spaces such as the McMinnville Public Library, the McMinnville Community Center and through the McMinnville School District information portal.
- Five work session public meetings, all noticed and open to the public, were held in conjunction with McMinnville Planning Commission and City Council meetings.
- Five public hearing meetings, all noticed and open to the public, were held at the McMinnville Planning Commission and City Council.
- A city-wide mailer was sent out, a public open house was conducted and three virtual public information sessions were provided in between the public hearings at the City Council to inform the public about the Plan and how to participate in the public hearing process.

Please see Table 2 below for the public engagement record.

Table 2: Record of Public Engagement

| Type of Meeting | Date | Notes |
|--|------------------|---|
| Design Charrette (Green Cities, U of O) | July 29, 2017 | Mailing to all property owners in the area, social media notification, newspaper articles. |
| Mailing to all property owners in the area | December 9, 2018 | Mailing introducing the project and the project website inviting people to participate and sign up for an interested stakeholder email distribution group |

Table 2: Record of Public Engagement (Cont.)

| Type of Meeting | Date | Notes |
|---|--------------------------------------|---|
| Focus Groups | January 22, 2019 | Invited stakeholders representing community leaders in affordable housing, economic development, tourism |
| Technical Advisory Committee | March 13, 10:00 – 12:00 | |
| Design Charrette | March 14, 2019 | Property Owners |
| Citizen Advisory Committee Meeting | March 14, 2019, 4:00 – 6:00 PM | |
| Design Charrette | April 4, 2019 6:00 – 9:00 PM | Project Advisory Committee |
| Public Open House | April 10, 2019, 4:30 – 6:30 PM | Mailing to everyone in the area, social media notification, Press Release Newspaper Article |
| Public Survey (Online and Hard Copy) | April 1 – April 24, 2019 | Social media notification, press releases, newspaper article, McMinnville Public Library, Public Open House |
| Project Advisory Committee Meeting | June 12, 2019 5:30 – 7:30 PM | |
| Design Charrette | July 11, 2019 (Part of Town Hall) | Open to General Public – social media notification, press release, newspaper articles |
| Town Hall | July 11, 2019 | Mailing to everyone in the area, social media notification, newspaper articles |
| City Council Presentation | August 13, 2019 | At City Council meeting |
| Planning Commission Presentation | September 19, 2019 | At Planning Commission meeting |
| Technical Advisory Committee Meeting | April 7, 2021, 9:00 – 12:00 | Conducted via Zoom |
| Project Advisory Committee Meeting | April 7, 2021 5:00 – 9:00 PM | Conducted via Zoom |
| Virtual Public Open House | April 26 – May 17, 2021 | Social media notification, newspaper articles |
| Joint City Council / Planning Commission Work Session | May, 11, 2021 | |
| Planning Commission Work Session | November 17, 2021 | |
| Planning Commission Public Hearing | January 20, 2022 | |
| Planning Commission Public Hearing | February 17, 2022 | |
| City Council Public Hearing | May 10, 2022 | |
| City Council Public Hearing | June 14, 2022 | |

Table 2: Record of Public Engagement (Cont.)

| Type of Meeting | Date | Notes |
|------------------------------------|---------------|--|
| Virtual Public Information Session | July 14, 2022 | City Wide Mailing Social Media Newspaper Article |
| Public Open House | July 18, 2022 | City Wide Mailing Social Media Newspaper Article |
| Virtual Public Information Session | July 20, 2022 | City Wide Mailing Social Media Newspaper Article |
| City Council Public Hearing | July 26, 2022 | City Wide Mailing Social Media Newspaper Article |

1.1.4 The Goals of the *Three Mile Lane Area Plan*

The *Three Mile Lane Area Plan* has five project goals:

1. **ECONOMIC DEVELOPMENT: Support and enhance the district’s economic vitality and marketability.**
This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area’s development/redevelopment potential.
2. **COHESIVE LAND USE PLAN: Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.**
The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city in both an economic and environmentally sustainable way.
3. **TRANSPORTATION: Enhance multi-modal connections throughout the district.**
This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods, and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.
4. **AESTHETICS AND DESIGN: Create an aesthetically pleasing gateway to the City of McMinnville.**
The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville’s intrinsic character, and highlight the landscape features of the district. Incorporation of sustainable features and technologies is desired.

5. RESIDENTIAL QUALITY OF LIFE: Improve the district for existing and future McMinnville residents in the area.

The City of McMinnville's Great Neighborhood Principles identifies amenities and facilities that should be present in all residential areas, including a variety of housing types, pedestrian and bicycle connectivity, preservation of scenic views and natural features, access to open space, and access to commercial necessities. This plan aims to support those Great Neighborhood Principles for residents in the study area by providing multi-modal connectivity, single-family, missing middle and multi-family housing, provisions for open spaces, and commercial amenities, such as grocery stores, restaurants, and more.

1.1.5 Three Mile Lane Area Plan Land Use Vision

The *Three Mile Lane Area Plan* is predicated on a "Preferred Land Use Alternative" (Figure 1). The preferred land-use alternative represents the community's vision for how this study area will develop over the next twenty years (2021-2041) to serve the community's current and future land-use needs. This is a high-level vision map and is not scaled but is illustrative of general locational intent.

The adoption of the *Three Mile Lane Area Plan* does not amend the *McMinnville Comprehensive Plan Map* or *Zoning Map*. That will need to be executed in future land-use processes.

The defining characteristics south of the highway include a mixed-use high-density residential neighborhood with neighborhood-serving commercial amenities west of the hospital, a large (40 – 60 acres (not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain)) area envisioned as a future retail center ("Mixed-Use Town Center"), and a large (140 – 160 acres) site for a potential corporate "Innovation Campus" to the south of this retail center, and a trail system connecting all of these developments to the existing Airport Park. To the west, in areas near SE Norton Lane and the Willamette Valley Medical Center, opportunities for an expanded healthcare campus and offices are envisioned. North of the highway is another proposed mixed-use high-density residential neighborhood with neighborhood-serving commercial amenities west of the Physicians Medical Center on the current Baker Rock site, continued development of the tourism attraction at the Evergreen Campus, and tourism commercial amenities on the site south of the Olde Stone Village at the eastern gateway to the study area, and a trail system connecting all of these developments to existing Joe Dancer Park.

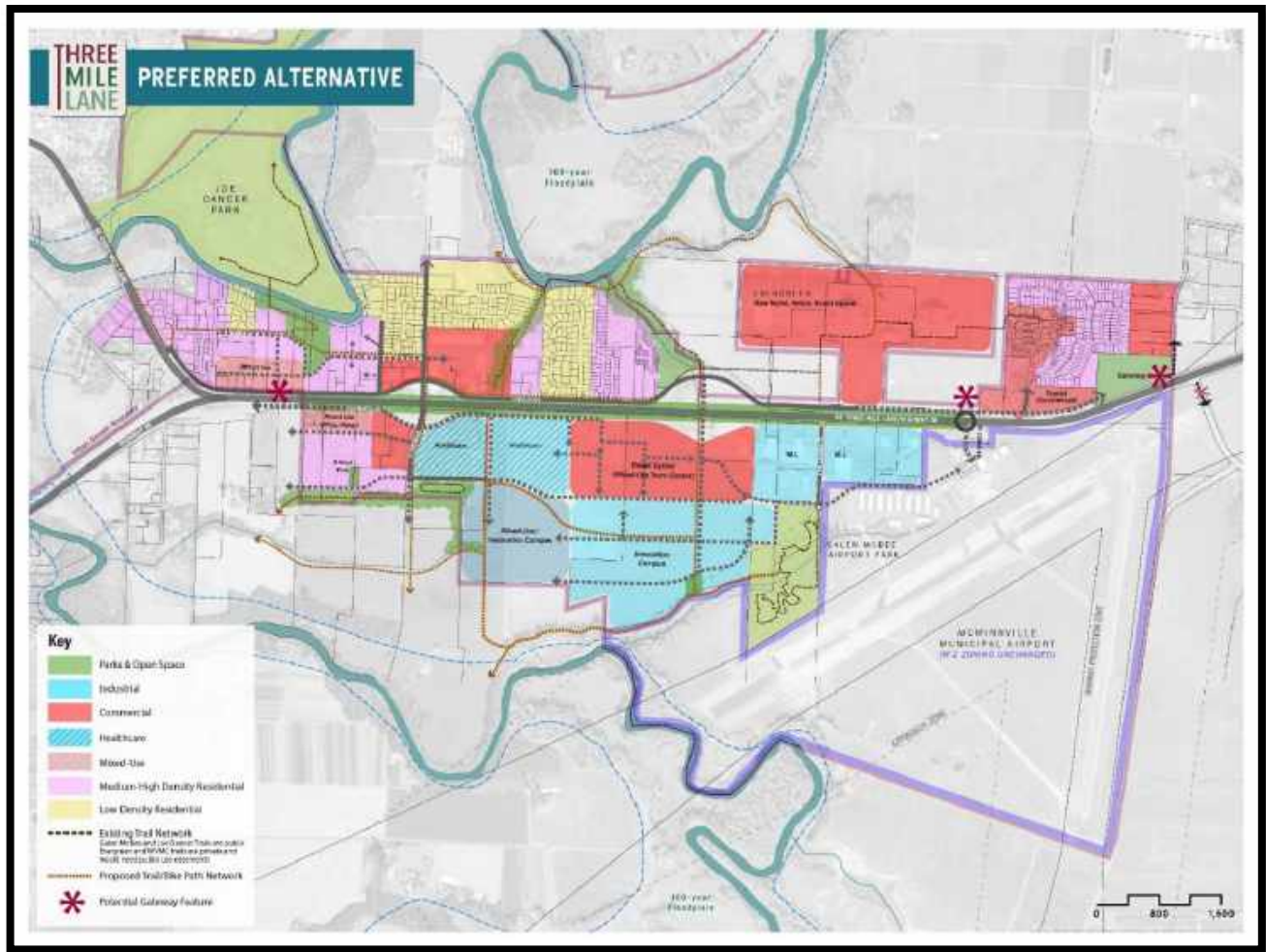


Figure 1: Three Mile Lane Area Plan Preferred Land Use Vision

In order to enable the preferred land-use community vision to develop, three areas of comprehensive plan map amendments are recommended. (Figure 2). The adoption of the *Three Mile Lane Area Plan* does not amend the Comprehensive Plan Map. Those amendments will be undertaken either by future city initiatives or private property owner initiatives.

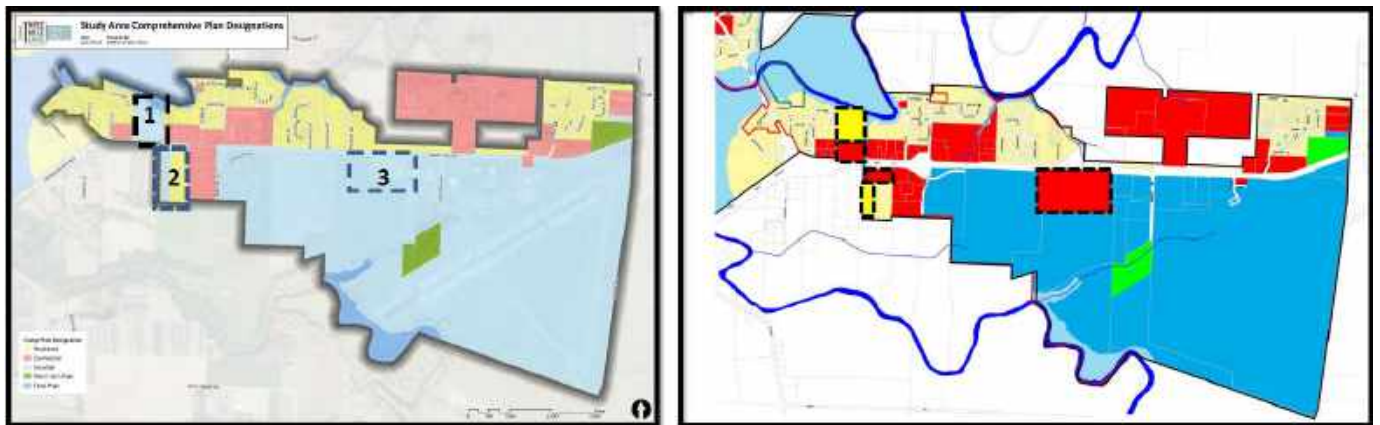


Figure 2: Three Comprehensive Plan Map Amendments Needed to Support Vision

1.1.6 Three Mile Lane Area Plan Transportation Facility Plan

The preferred transportation facilities plan illustrates the transportation elements that are expected to be needed to be implemented to ensure that the local and state transportation facilities still function at their standard of functionality as the study area develops to full buildout in 2041. (Figure 3) This transportation facilities plan builds on the **Oregon Highway 18 Corridor Refinement Plan** developed in 1996 for this section of Highway 18 and identifies those elements of that plan that are necessary to maintain the throughput and functionality of Highway 18 as a state expressway and freight route.

To analyze the impact of the community land-use vision on the state and local transportation facilities in the study area, ODOT updated the Transportation Model for the City of McMinnville for this project, and then the existing land-use opportunities were analyzed for transportation compliance with the *Oregon Highway Plan* and Oregon Administrative Rules, Division 51 standards (OAR 734-051), and then the proposed community vision was analyzed for transportation compliance with the *Oregon Highway Plan* and Oregon Administrative Rules, Division 51 standards (OAR 734-051) at a future buildout scenario of 2041. However, the transportation facilities have not been analyzed under OAR 660-012 (the “Transportation Planning Rule”) and that analysis will occur when property is redesignated or re-zoned per OAR 660-012-0060, since this action by itself does not create a “significant effect” on the transportation facilities.

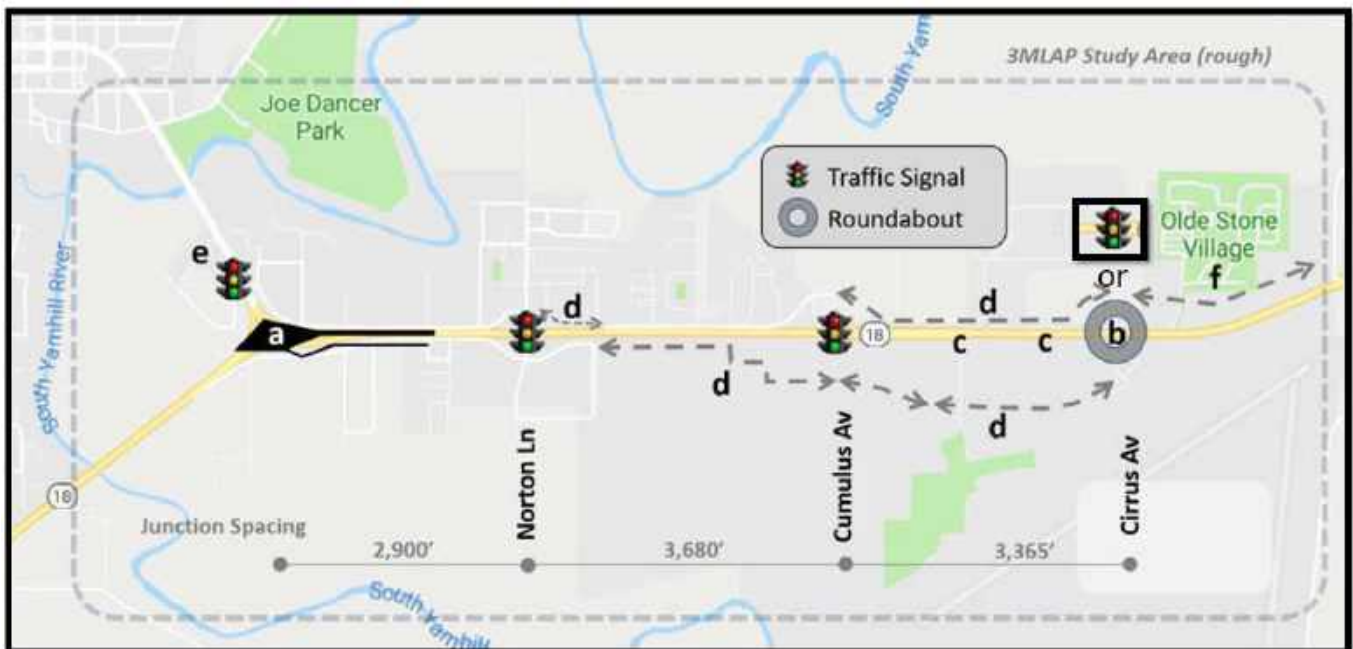


Figure 3, Preferred Three Mile Lane Area Plan Transportation Facility Design

- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue.
- b) Cirrus Avenue – appropriate traffic control, which could include a traffic signal, roundabout, or other measures approved by ODOT.
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road

(Cruickshank Road is not shown, as Cruickshank Road is external to the Three Mile Lane Study area).

- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane.
- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

1.1.7 Three Mile Lane Area Plan Policies

The *Three Mile Lane Area Plan* also has a list of policies that will guide development and future planning decisions in the Three Mile Lane area. These policies implement the *Three Mile Lane Area Plan* goals and describe how McMinnville's Great Neighborhood Principles area expected to be expressed in future growth and development of the Three Mile Lane area.

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
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.*
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.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*
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.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*

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.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape 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.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*
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.*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).*
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.*
22. *Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.*
23. *Ensure that no incompatible heavy industrial uses area allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus.*
24. *Natural features shall be inventoried and protected as much as possible within new development plans.*

1.1.8 Three Mile Lane Area Plan Implementation Recommendations

The *Three Mile Lane Area Plan* also has an action plan of implementation. (Table 3),

Table 3: Implementation Recommendations

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|--|
| <p>1. Require future development to be consistent with the design elements of the <i>Three Mile Lane Area Plan</i>.</p> | <p>Include specific development standards (see amendments in this table) in the Three Mile Lane Planned Development Overlay to implement the <i>Three Mile Lane Area Plan</i>. 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 Industrial development proposals over [10] acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval.</p> <p>Require Mixed-Use and Commercial, proposals over [5] 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> <p>Housing development shall be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code.</p> | |
| <p>2. Public improvements and private development shall strive to protect tree groves and mature individual trees.</p> | | <p>Identify tree groves and tree types to be protected and designate as significant or historic trees.</p> |
| <p>3. Riparian corridors and adjacent native landscapes shall be protected.</p> | <p>Require mapping and protection of stream corridors and re-vegetation with native plantings.</p> | |

Table 3: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|--|
| <p>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.</p> | <p>Require viewshed analysis as part of Design Review.</p> | |
| <p>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.</p> | <p>Require connection to the proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.</p> | |
| <p>6. New gathering spaces will be designed to incorporate natural areas and views.</p> | <p>When proposed as part of a Planned Development master plan, require gathering spaces to be designed to incorporate natural areas and views as a condition of approval.</p> | |
| <p>7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy</p> | <p>Require native landscaping and plantings of all development through Design Review.</p> | <p>Develop and define approved planting list and approved tree list.</p> |
| <p>8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.</p> | <p>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 (§17.56.05 O.C.2).</p> | |
| <p>9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.</p> | <p>Require transportation improvements consistent with the Area Plan through Design Review.</p> | |

Table 3: Implementation Recommendations (cont.)

| Policy | Overlay Amendment | Recommended Future Action |
|--|---|---|
| <p>10. Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the <i>Three Mile Lane Area Plan</i> and in compliance with Transportation System Plan standards.</p> | <p>Require transportation improvements consistent with the Area Plan through Design Review.</p> | |
| <p>11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.</p> | <p>Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses</p> | <p>Additional guidelines or standards are related to façade treatments. 17.56.050 Development Standards</p> |
| <p>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.</p> | <p>Require as part of Design Review:</p> <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. | <p>Additional guidelines or standards related to facade treatments</p> |
| <p>13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.</p> | <p>Require as part of Design Review:</p> <ul style="list-style-type: none"> • New requirements for building orientation (set-to, building orientation). • Additional guidelines or standards related to facade 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). | |
| <p>14. Encourage mixed-use development where feasible.</p> | | <p>Consider additional guidelines or requirements for the Mixed-Use area.</p> |

| Policy | Overlay Amendment | Recommended Future Action |
|---|---|---|
| <p>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.</p> | <p>Require landscaping proposed as part of a Planned Development master plan to demonstrate how it reflects existing patterns.</p> | |
| <p>16. New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.</p> | <p>Buffer/ perimeter requirements for new non-residential development adjacent to a dissimilar use.</p> | <p>Determine if specific buffering requirements are needed for proposed development abutting land zoned exclusive farm use.</p> |
| <p>17. Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.</p> | | <p>Develop design guidelines or architectural standards.</p> |
| <p>18. Encourage a diversity of future housing forms, types, and design that respect the current character of the area.</p> | <p>Buffer/ perimeter requirements for new non-residential development adjacent to a dissimilar use.</p> | <p>Evaluate Zoning Ordinance to ensure there are clear and objective design standards for new residential development</p> |
| <p>19. Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.</p> | <p>Requirements for landscape buffering fronting Three Mile Lane.</p> <p>Requirements for non - residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation</p> | <p>Develop design guidelines to cohesive visual character along the corridor.</p> |
| <p>20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).</p> | | <p>Develop design guidelines or architectural standards.</p> |

| Policy | Overlay Amendment | Recommended Future Action |
|---|--|---|
| <p>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.</p> | <p>Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.</p> | <p>Develop additional design guidelines or standards related to façade treatments; define acceptable color palate.</p> |
| <p>22. Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.</p> | | <p>Meet with public safety partners to assess needs in the Three Mile Lane Area and ensure that future master planning addresses needs.</p> |
| <p>23. Ensure that no incompatible heavy industrial uses are allowed along Highway 18 or as part of the Innovation Campus.</p> | | <p>Rezone M2 land to M1 land.</p> |
| <p>24. Natural features shall be inventoried and protected as much as possible in development plans.</p> | <p>Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition.</p> | <p>Define natural features that need to be inventoried.</p> |

1.2 Amend the McMinnville Comprehensive Plan, Volume II, Chapter VI, “Transportation System”, to add a proposal after policy 132.23.00.

132.23.00 The McMinnville Transportation System Plan shall be updated as necessary to remain consistent with: (a) the city’s land use plan; (b) regional and statewide plans; and (c) the applicable local, State, and federal law.
Ord. 4922, February 23, 2010)

New Proposal:

20.05 The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 planned development overlay zones.

The City of McMinnville will be updating its Transportation System Plan in the next couple of years and the preferred transportation facility plan identified in the *Three Mile Lane Area Plan* will be incorporated into that process.

2.0 PROCEDURAL FINDINGS

1. On June 8, 2017, the City of McMinnville applied for a Transportation and Growth Management Grant for a *Three Mile Lane Area Plan*. The project was described as:

This project will develop an Area Plan for the Three Mile Lane corridor in McMinnville (approx. 1340 acres), updating the 1981 Three Mile Lane Overlay District and the 1996 Highway 18 Corridor Refinement Plan, integrating land uses (residential, industrial, commercial, tourism, hospital and airport) and a multi-modal transportation system (vehicular/bike/ped/transit) that serves both local and state transportation needs and provides active connectivity amongst the land uses on the Three Mile Lane corridor as well as with the city center. The area plan will also provide a vehicle to maximize the opportunities for job creation, housing, and resiliency planning in the corridor by leveraging the land assets to their highest and best use for affordable housing, industrial development, tourism development, hospital expansion, airport expansion and gateway improvements. Due to significant recent private investment in the corridor, this planning process is a needed, timely project.

This project will produce the following deliverables: 1) a Three Mile Lane Area Plan adopted by the City of McMinnville with an articulated vision for the area, goals and objectives, performance metrics and a recommended implementation plan; 2) amendments to the Three Mile Lane Overlay District with design and development standards; 3) Comprehensive Plan Map Amendments; 4) zoning ordinance text amendments relative to the tourism commercial zone and the creation of an airport zone; and 5) potential amendments to the 1996 Highway 18 Corridor Refinement Plan and the 2010 McMinnville Transportation System Plan if needed.

2. On July 29, 2017, the City partnered with the University of Oregon to host a Three Mile Lane Design Charrette. This then resulted in the publication of the “Three Mile Lane, Regenerative Design” Plan, produced by the University of Oregon, School of Planning, Public Policy and Management, Summer, 2017



Invitation to U of O Design Charrette, July 29, 2017



Cover of Three Mile Lane U of O Publication

3. On August 17, 2017, the City received a letter from the Transportation and Growth Management Program indicating that the grant had been awarded for the Three Mile Lane Overlay/Area Plan Update.

4. On October 15, 2018, an Intergovernmental Agreement was signed between the City of McMinnville and the Oregon Department of Transportation for the *Three Mile Lane Area Plan* project.
5. On December 9, 2018, a mailing was sent out to all property owners within the study area to advise them of the planning effort.
6. January 22, 2019, the City hosted three focus groups representing community leaders in affordable housing, economic development and tourism.
7. On March 14, 2019, the City hosted a design charrette with property owners in the study area.
8. On April 4, 2019, the City hosted a design charrette with the Project Advisory Committee.
9. On April 10, 2019, the City hosted a public open house.
10. April 1 – April 24, the City hosted a public survey.
11. July 11, 2019, the City hosted a Town Hall and design charrette for the general public.
12. August 13, 2019, a presentation was provided to the City Council.
13. September 19, 2019, a presentation was provided to the Planning Commission
14. April 26 – May, 2021, the City hosted a virtual public open house.
15. May 11, 2021, the City hosted a joint work session with the Planning Commission and City Council.
16. October 24, 2021, Notice of a first evidentiary hearing was provided to the Oregon Department of Land Conservation and Development.
17. November 17, 2021, a work session was conducted with the Planning Commission.
18. November 24, 2021, Docket G 7-21 was distributed to partner agencies for comments.
19. November 24, 2021, a public hearing notices was mailed out to all property owners in the study area and within 500 feet of the study area.
20. December 7, 2021, public hearing notice was published in the News Register.
21. December 16, 2021, the Planning Commission held a duly noticed public hearing to consider the request. At that meeting, they voted to continue the public hearing to January 20, 2022, 7:00 PM.
22. January 20, 2022, the Planning Commission continued the public hearing. At that meeting, they voted to continue the public hearing to February 17, 2022, 7:00 PM.
23. February 17, 2022, the Planning Commission continued and then closed the public hearing.
24. March 17, 2022, the Planning Commission deliberated and voted to recommend approval of Docket G 7-21 to the McMinnville City Council.

25. May 3, 2022, public hearing notice for City Council public hearing was published in the News Register.
26. On May 10, 2022, the McMinnville City Council hosted a duly noticed public hearing to consider the Planning Commission recommendation and voted to continue the public hearing to June 14, 2022.
27. On June 14, 2022, the McMinnville City Council continued the public hearing and voted to continue the hearing to July 26, 2022.
28. July 12, 2022, a postcard mailer was mailed to every address within the City of McMinnville notifying them of the proposal and the continued public hearing to July 26, 2022.
29. On July 14, 2022, the City hosted a virtual public information session.
30. On July 18, 2022, the City hosted a public open house.
31. On July 20, 2022, the City hosted a virtual public information session.
32. July 26, 2022, the City Council continued and closed the public hearing, keeping the record open until August 15, 2022.
33. September 13, 2022, the McMinnville City Council deliberated on the proposal and asked staff to amend the plan with five amendments.
34. November 8, 2022, City Council considered and voted on an Ordinance of adoption.

3.0 AGENCY COMMENTS RECEIVED

Docket G7-21 was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering Department, Building Department, Parks Department, Public Works Department, Wastewater Services, City Manager, and City Attorney; McMinnville Water and Light; McMinnville School District No. 40; Yamhill County Planning Department; Frontier Communications; Comcast; Recology; Oregon Department of State Lands; Oregon Department of Transportation, Oregon Department of Land Conservation and Development, and Northwest Natural Gas. The following comments were received:

- McMinnville Wastewater

Just want to make sure as planning goes forward, that everyone is aware that Wastewater flow from this area will all have to travel through the Three Mile #1 Pump station. This station has a 16" force main that will go across the new bridge. Replacing the old 12" force main that went under the river. We will make sure this information is considered as the Conveyance master plan gets started this spring/summer.

- McMinnville Water and Light

In general, the plan does not address the potable water or electricity systems in the planning area.¹ The Plan does not analyze public facilities (such as water and power) or address overall capacities of such facilities in relation to the City's adopted facility master plans. See Planning Ord. section 17.10.070(K).

Electric comment:

1. Current electric infrastructure does not yet support the planned development.
2. MW&L foresees requirements to serve the planning area with additional electric transmission and substation capacity. Plans for additional electric transmission and substation capacity are not incorporated into the planning documents.
3. Example access issue: Slide 66 (Major Collector) shows a PUE with no dimensions. Though, typical is 10'. Slide 67 (Residential) shows a 2' PUE of each side of the street. This does not allow sufficient space to place underground electric utilities.

Water comment:

1. Water to the planning area is delivered from across the Yamhill River via a 12" and a 24" water main.
2. Current water system infrastructure can support the planned development. However, future water-utility plans for the area include a raw water line (from the Willamette River) and a water treatment plant (in or adjacent to the planning area). These future facilities are not addressed in the plan documents.
3. Example of potential use conflict. Final Design Booklet - Page 2: This document shows parks and open space on south (and north) side of Three Mile Lane. This location may be a location to install the new Willamette raw water line or extend the existing 24" main (possibly under 6' sidewalk). Roundabouts intersecting the future ROW may present challenges for location of water transmission facilities. Additional easements, if foreseen and required in the planning process, may allow water transmission facilities to be placed outside of the right-of-way where placement of water transmission facilities in the ROW conflicts with other uses (such as roundabouts).
4. Example access issue. Power Point Presentation (PPP) - Page 66 shows the 6' walk and a 2' PUE (see comment above). A 2' PUE is an inadequate width for water utilities.

- Oregon Department of State Lands

Congratulations on your years of effort on this planning area. The Statewide Wetlands Inventory shows several areas of "Predominantly Hydric Soils" where there is a higher likelihood of unmapped wetlands. It also includes several tributaries of, and the South Yamhill River that is designated "Essential Salmonid Habitat." Please (continue to) use the SWI to help guide the development of the area and the wetland land use notice process. Remember that the first two steps in wetland mitigation are avoidance and minimization. Identifying the location and extent of wetlands and waters is the best first step in accomplishing these steps. Additionally, just as humans need safe transportation corridors, so too do other species need safe travel corridors. Identifying wetlands, waters and other important habitat areas provides a good basis for planning for these areas, wildlife travel corridors, and limiting the potentially deleterious intersections between these and human development.

- Oregon Department of Transportation (01.14.22)

Congratulations on completion of your City of McMinnville, Three Mile Lane Overlay/Area Plan. ODOT Region 2 is pleased to have participated in the development of your Area Plan and is supportive of its content and your adoption. We appreciate the difficult choices that were made regarding the projects and programs that are identified as likely to be funded as well as the policy context that you have established. As noted in the Area Plan, a good portion of the forecasted funding that was identified in the Area Plan's financial analysis section as reasonably likely to be available for the financially constrained projects and programs (identified on the state highway system and included in the Area Plan) are not secured at this time. Consequently, actual project and program implementation will be dependent on those funding forecasts being fully realized. ODOT Region 2 looks forward to working with you to implement your Area Plan as resources allow.

- Comcast

As the City of McMinnville Planning Commission moves forward with the *Three Mile Lane Area Plan* that has been developed in collaboration with ODOT and local Project Advisory Committee, Comcast would like to be included in all planning, minutes, notes and meetings regarding this proposal mixed use growth and private development project.

As you can see from the attached map one of our Comcast Head End offices serving video, voice and internet services for the Three Mile Lane area is located on 4025 SE Nimbus Lane along (Hwy18) along with extensive aerial and underground facilities coming from Dayton and serving the local area as well as McMinnville proper.:

4.0 PUBLIC TESTIMONY RECEIVED

4.1 Introduction

The Planning Commission hosted four meetings to discuss the *Three Mile Lane Area Plan* (December 16, 2021, January 20, 2022, February 17, 2022, and March 17, 2022). At the first meeting on December 16, 2021, the public hearing was continued to January 20, 2022, without a staff report or public testimony. Then, the Planning Commission heard from a staff report and public testimony on January 20, 2022, and February 17, 2022, closed the public hearing on February 17, 2022, and deliberated and voted to recommend the adoption of Docket G 7-21 to the McMinnville City Council on March 17, 2022.

The City Council elected to also host a public hearing prior to their consideration and the first City Council public hearing was conducted on May 10, 2022. That public hearing was continued to June 14, 2022, which was again continued to July 26, 2022. At their July 26 City Council meeting, the City Council closed the public hearing but kept the public record open until August 15 for additional written testimony. On September 13, 2022, the City Council deliberated and voted to direct staff to add five amendments to the *Three Mile Lane Area Plan* for consideration of the adoption of Docket G 7-21 by ordinance on November 8, 2022.

4.2 Notice Provided

Notice of the first evidentiary public hearing (12.16.21) was sent out to all property owners within the study area and all property owners within 500 feet of the study area on November 24, 2021. Notice was also advertised in the News Register on December 7, 2021. The News Register then covered the

public hearings with the Planning Commission with several news articles.

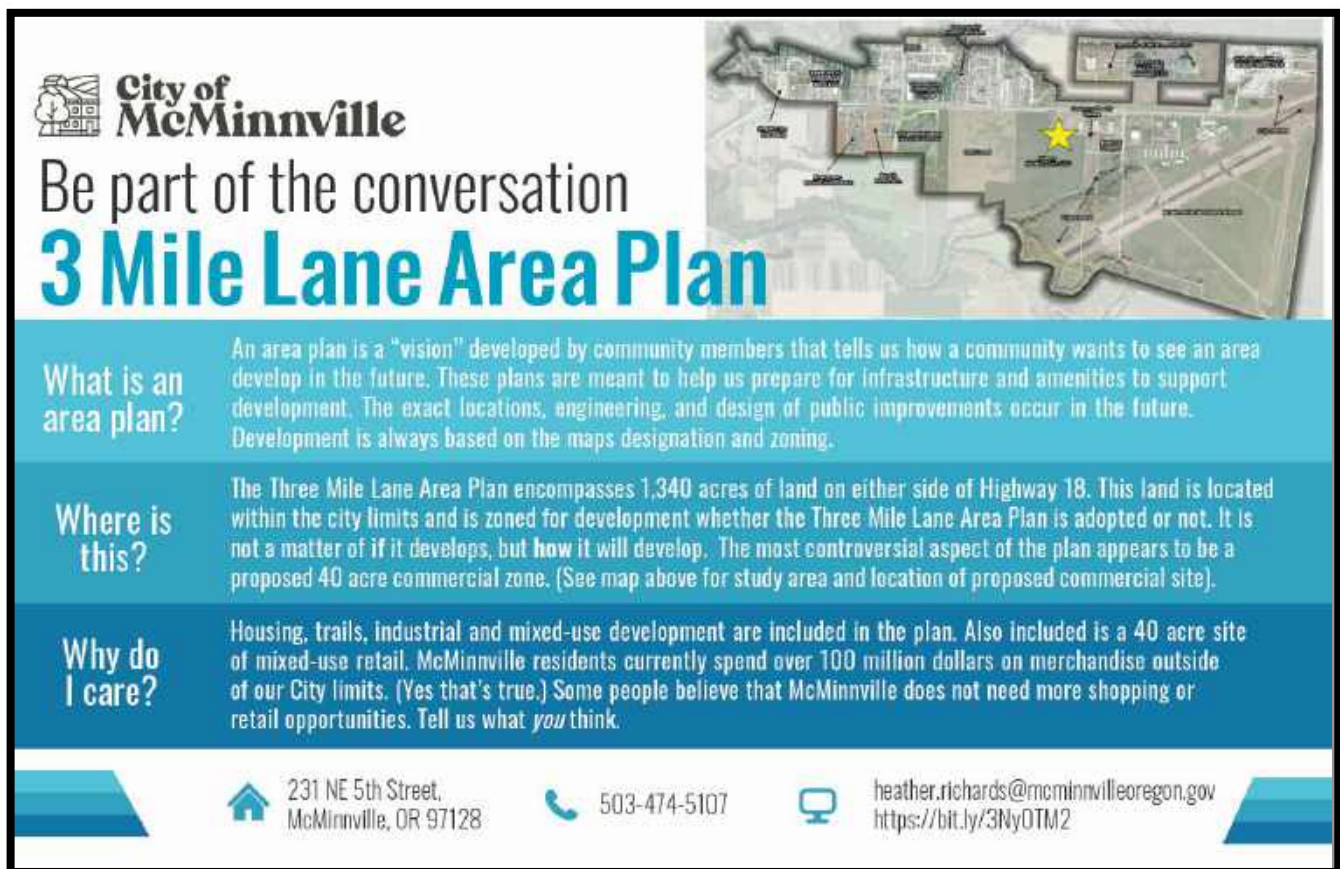
Then the City noticed the first public hearing with the McMinnville City Council by advertising it in the News Register on May 3, 2022. Similar to the planning commission public hearings, the News Register then published several articles about the public hearing process with the City Council.

At their public hearing on June 14, 2022, the City Council expressed some concern that the public testimony they were hearing was not a diverse representation of McMinnville’s demographics and asked that staff make a concerted effort to reach out to the community to let them know about the City Council decision regarding the *Three Mile Lane Area Plan*.

The City then sent out a postcard mailing to every address in McMinnville to let them know about the continued public hearing on July 26, 2022, and a series of information sessions that staff was providing for people to learn more about the proposal prior to deciding to testify. Virtual public information sessions were hosted on July 14 and July 20, 2022. And a public open house was hosted on July 18, 2022. (Entered into the public record as part of the July 26, 2022, staff report to the City Council).

Notice was also provided through a variety of social media platforms, email distribution groups and non-profit newsletters in the community.

City staff also provided presentations on the proposal and the public hearing process to several non-profit groups in the area.



Postcard mailing to every address within the city limits, July 10 - 18



Photo of the public open house on July 18, 2022.

4.3 Written Testimony Received

One hundred sixty-two (162) written testimonials were received. Many people submitted multiple testimonials. Five (5) people submitted five (5) testimonials or more. People provided written testimony in advance of the first evidentiary hearing on December 16, 2021, and through the close of the public record on August 15, 2022. Written testimony was accepted via email and direct mail.

| RECEIVED FROM: | DATE: |
|--|------------------|
| Lisa Baker , (no address provided) | December 3, 2021 |
| Nolan Chard , (no address provided) | December 8, 2021 |
| Rick Rozanski , (no address provided) | December 8, 2021 |
| Friends of Yamhill County / 1000 Friends , PO Box 1083, McMinnville / 454 Willamette Street, Ste 213, Eugene | January 12, 2022 |
| Mark Davis , 652 SE Washington Street | January 12, 2022 |
| Steve Iversen , 1033 SW Courtney Laine Dr. | January 12, 2022 |
| Naomi Zwerdling , ODOT Region 2 | January 14, 2022 |
| Terry Peasley , 1051 SE Shady Street | January 14, 2022 |
| Nicholas Giannettino , 1151 SW Mill Street, Sheridan | January 17, 2022 |
| Dee Goldman , 1235 NW Cedar Street McMinnville and 19755 NE Kens Hill Lane Newberg | January 17, 2022 |
| Jason Lett , PO Box 697, Dundee | January 17, 2022 |
| Nanette Pirisky , 1505 NE 9 th Avenue | January 17, 2022 |
| Jim Parker , (no address provided) | January 17, 2022 |
| Tim Cross , 1102 SW Russ Lane | January 18, 2022 |
| Lynn Crowell , 1737 SW Songbird Street | January 18, 2022 |

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|---|-------------------|
| Mark Davis , 652 SE Washington Street | January 18, 2022 |
| Ellie Gunn , 652 SW Washington Street | January 18, 2022 |
| Jim Kreutzbender , 1317 NE 9 th Street | January 18, 2022 |
| Susan Marrant , 1125 NW Yamhill Street | January 18, 2022 |
| Patty O’Leary , (no address provided) | January 18, 2022 |
| Tom Abrego , 19105 NE Trunk Road | January 19, 2022 |
| Mark Davis , 652 SE Washington Street | January 18, 2022 |
| John Englebrecht , (no address provided) | January 19, 2022 |
| Robin Ricker , 526 NW 13 th Street | January 19, 2022 |
| Mike Sullivan , 1727 NE 18 th Street | January 19, 2022 |
| Peter Crockett , PO Box 817, Carlton | January 19, 2022 |
| Joni Zimmerman , 1101 W Sheridan Street, Newberg | January 19, 2022 |
| Rich Blaha , 724 NE Autumn Ridge Road | January 20, 2022 |
| Ron and Connie Hutchinson , PO Box 489, Yamhill | January 20, 2022 |
| Kathryn Jernstedt , 81565 NE Mineral Springs Road, Carlton | January 20, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Road, Carlton | January 20, 2022 |
| SuAnn Reddick , 14700 Hidden Hills Road | January 20, 2022 |
| Sam Sweeney , 1070 Ferry Street, Dayton | January 20, 2022 |
| Marilyn Walster , 14286 NW Old Moores Valley Road, Yamhill | January 20, 2022 |
| Frankie and Linda Sadoval , 825 SW Blaine Street | January 20, 2022 |
| David Hallett , Chemeketa Community College | January 26, 2022 |
| Mark Davis , 652 SE Washington Street | February 15, 2022 |
| Steve Iversen , 1033 SW Courtney Laine Drive | February 16, 2022 |
| Friends of Yamhill County / 1000 Friends , PO Box 1083, McMinnville / 454 Willamette Street, Ste 213, Eugene | February 16, 2022 |
| Margaret Cross , 1102 SW Russ Lane | February 16, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Road, Carlton | February 17, 2022 |
| Eleanor Fuhrer , 15654 SW Shilo Way | March 26, 2022 |
| John Dolan , 1795 NW Wallace Rd | March 27, 2022 |
| Scott Neubig , (no address provided) | March 28, 2022 |
| James Culbert , 572 NW Wallace Road | March 28, 2022 |
| Larry Larson , (no address provided) | March 29, 2022 |
| Kari Moser , (no address provided) | March 29, 2022 |
| Jim Kreutzbender , 1317 NE 9 th Street | March 30, 2022 |
| Steve and Catherine Olsen , 2650 NW Pinot Noir Drve | March 30, 2022 |
| Michael Rice , 1989 NW Birch Street | March 31, 2022 |
| Jill Poyer , (no address provided) | April 21, 2022 |
| Dianne Gluskoter , 640 SE Washington Street | April 21, 2022 |
| Terry Peasley, Sandy Kollenburn , 1051 SE Shady Street | April 25, 2022 |

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| Marcia Thomassen , 16845 SE Walnut Hill Road, Amity | April 25, 2022 |
| Tim Cross , 1102 SW Russ Lane | May 2, 2022 |
| Margaret Cross , 1102 SW Russ Lane | May 2, 2022 |
| Steve Iversen , 1033 SW Courtney Laine Drive | May 2, 2022 |
| Phyllice Bradner , 203 SE Davis Street | May 2, 2022 |
| Peter and Linda Enticknap , 2019 NW Doral Street | May 3, 2022 |
| Mike Sullivan , 1727 NE 18 th Street | May 3, 2022 |
| Nanette Pirisky , 262 NE Dunn Place | May 4, 2022 |
| Tad Beckwith , (no address provided), Dayton | May 5, 2022 |
| Ramsey McPhillips , 13000 SW McPhillips Road | May 6, 2022 |
| Kathleen McKinney , 2160 NE Village Court | May 6, 2022 |
| Crownhill Farm , 18155 NW Baker Creek Road | May 7, 2022 |
| Peter Gladheart , 5075 Winter's Hill Road, Dayton | May 7, 2022 |
| Rick Nhys , Greenlight Engineering | May 8, 2022 |
| Jake Rockwood , 5765 Mineral Springs Road, Carlton | May 9, 2022 |
| Ron and Connie Hutchinson , 13270 Rowland Rd, Carlton | May 9, 2022 |
| Amanda Winter , (no address provided) | May 9, 2022 |
| Currents Gallery , 532 NE Third Street | May 9, 2022 |
| Mark Davis , 652 SE Washington Street | May 9, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Road, Carlton | May 9, 2022 |
| Jason Lett , The Eyrie Vineyard | May 9, 2022 |
| Bill Bordeaux , (no address provided) | May 9, 2022 |
| Robin Ricker , 526 NW 13 th Street | May 9, 2022 |
| Steve Rupp , PO Box 622 | May 9, 2022 |
| Yamhill County Parkway Committee , PO Box 480 | May 9, 2022 |
| Britt Block , 845 SE Morgan Lane | May 10, 2022 |
| Eleanor Fuhrer , 15654 SW Shilo Way | May 29, 2022 |
| Patty O'Leary , (no address provided) | June 5, 2022 |
| Steve Iversen , 1033 SW Courtney Laine Drive | June 6, 2022 |
| Charles Hillstead , 1256 NW Oakmont Court | June 7, 2022 |
| Sharon Morgan , 367 SE Cows Street | June 8, 2022 |
| Dahe Good , The Good Land Company | June 9, 2022 |
| Linda Peterson , 4155 NE Three Mile Lane, Space 64 | June 9, 2022 |
| Marie Vicksta , 247 NW 12 th Street | June 13, 2022 |
| Patty O'Leary , (no address provided) | June 13, 2022 |
| Margaret Cross , 1102 SW Russ Lane | June 14, 2022 |
| Gioia Goodrum , Chamber of Commerce | June 21, 2022 |
| Amy Bizon , (no address provided) gave street but not address (Lawson Lane) | July 6, 2022 |

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| Donna Anessi , 24075 NE Sunnycrest Road, Newberg | July 7, 2022 |
| Sid Friedman , (no address provided) | July 10, 2022 |
| Julia Anderson , 1607 NW Meadows Drive | July 15, 2022 |
| Greg Crafton , (no address provided) | July 16, 2022 |
| Michael Bilbrey , 2951 SW Redmond Hill Road | July 16, 2022 |
| Neil Wright , (no address provided) | July 16, 2022 |
| Kathleen McKinney , 2160 NE Village Court | July 17, 2022 |
| Brad Thompson , (no address provided) | July 17, 2022 |
| Christa Brandenburg , PO Box 1712 | July 18, 2022 |
| Dorothy Mayes , (no address provided) | July 18, 2022 |
| Hannah Reid , (no address provided) | July 18, 2022 |
| Tim Cross , 1102 SW Russ Lane | July 18, 2022 |
| Angie Brown , 1359 SW Fellows Street | July 18, 2022 |
| Anna Stahl , 350 NW Meadows Drive | July 18, 2022 |
| Denise Murphy , 957 NW Cascade Way | July 18, 2022 |
| Patti Webb , 340 NE 27 th Street | July 18, 2022 |
| Sid Friedman , 14286 NW Old Moores Valley Road, Yamhill | July 18, 2022 |
| Steve Ryan , 11995 Fox Ridge Road | July 18, 2022 |
| Chuck Hottle , 604 NE Galloway Street | July 19, 2022 |
| Kathleen Culbert , (no address provided) | July 20, 2022 |
| Paul and Linette Studebaker , (no address provided) | July 20, 2022 |
| Sherri Young , 2946 NE Evans Street, #72 | July 20, 2022 |
| Mike Colvin , 3120 NE Grandhaven Drive | July 21, 2022 |
| Kyle Dautermann , 122 NE Kingwood Drive | July 22, 2022 |
| Patty O'Leary , (no address provided) | July 22, 2022 |
| Jerry and Barbara Thomas , Olde Stone Village, Space 6 | July 22, 2022 |
| Marie Vicksta, Wes Robinson , 247 NW 12 th Street | July 24, 2022 |
| Nanette Pirisky , 262 NE Dunn Place | July 24, 2022 |
| Peter Gladheart , 5075 Winter's Hill Road, Dayton | July 24, 2022 |
| Dennis Goecks , (no address provided) | July 24, 2022 |
| Friends of Yamhill County / 1000 Friends , PO Box 1083, McMinnville / 454 Willamette Street, Ste 213, Eugene | July 25, 2022 |
| Ron and Connie Hutchinson , (no address provided), Yamhill | July 25, 2022 |
| Dana Krawczuk , Stoel Rives LLP | July 21 & 25, 2022, |
| Anna Rufo , (no address provided) | July 26, 2022 |
| Arnie Hollander , 13440 SW McCabe Chapel Road | July 26, 2022 |
| Dave Anderson , 1340 SW Fleishauer Lane | July 26, 2022 |
| Heather Peck , Oregon Department of Aviation | July 26, 2022 |
| Kurt Wiley , (no address provided) | July 26, 2022 |

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|---|-----------------|
| Kyle Putnam , Linfield College Professor no address resident provided | July 26, 2022 |
| Ruth Robinson , (no address provided) | July 26, 2022 |
| Susan Watkins , 13440 SW McCabe Chapel Road | July 26, 2022 |
| Liz Goings , 2126 NW Elm Street | July 27, 2022 |
| Kitri McGuire , Visit McMinnville | July 28, 2022 |
| Jeff Kizer , 1602 Riverside Drive, #33 | July 28, 2022 |
| Patty O'Leary , 2325 Homer Ross Loop | July 28, 2022 |
| Patricia Ridenour , (no address provided) | July 29, 2022 |
| Roger Redl , PO Box 322 | July 29, 2022 |
| Dean Klaus , 450 NW 7 th Street | August 1, 2022 |
| Rachel Spiegelman , Drake Farms | August 2, 2022 |
| Carole Hansen , 1110 SW Tall Oaks Drive | August 3, 2022 |
| Arnie Hollander , 13440 SW McCabe Chapel Road | August 3, 2022 |
| Evelyn Stuart , (no address provided) | August 5, 2022 |
| Jon Steinhart , (no address provided) | August 5, 2022 |
| Leslie Perrin , (no address provided) | August 7, 2022 |
| Todd Haddican , Skylines Homes | August 9, 2022 |
| Anne Redl , PO Box 322 | August 11, 2022 |
| Patty O'Leary , 2325 Homer Ross Loop | August 12, 2022 |
| Patty O'Leary , 2325 Homer Ross Loop | August 12, 2022 |
| Michael Barton , PO Box 480 | August 14, 2022 |
| Yamhill County Parkway Committee , PO Box 480 | August 14, 2022 |
| Margaret Cross , 1102 SW Russ Lane | August 14, 2022 |
| Steve Iversen , 1033 SW Courtney Laine Drive | August 15, 2022 |
| Mark Davis , 652 SE Washington Street | August 15, 2022 |
| Jeb Bladine , PO Box 1487 | August 15, 2022 |
| Todd Severson , (no address provided) | August 15, 2022 |
| Ramsey McPhillips , McPhillips Farms | August 15, 2022 |
| Patty Herzog , McMinnville Economic Development Partnership | August 15, 2022 |
| Friends of Yamhill County / 1000 Friends , PO Box 1083, McMinnville / 454 Willamette Street, Ste 213, Eugene | August 15, 2022 |
| Dave Haugeberg representing Chehalem Valley Chamber of Commerce , (no address provided) | August 15, 2022 |
| Arthur Van Uchelen , 2817 NE Redwood Dr. | August 15, 2022 |
| Patricia Traboldt , 1315 SW Melrose Avenue | August 15, 2022 |

4.4 Oral Testimony Received

Twenty-three (23) people provided verbal testimony on the five different days of public hearings on January 20, February 17, May 10, June 14, and July 26. One person testified at all five public hearings. Four people testified four times. Oral testimony was accepted during the hearings either in person at the Civic Hall at 200 NE Second Street, or on ZOOM virtually. All meetings were recorded. Below is a list of the people who testified and the hearing date that they testified.

| PROVIDED BY: | DATE: |
|--|-------------------|
| Sid Friedman , Friends of Yamhill County – PO Box 1083, McMinnville, OR | January 20, 2022 |
| Mark Davis , no address provided | January 20, 2022 |
| Steve Iversen , 1033 SW Courtney Lane Dr., McMinnville | January 20, 2022 |
| Rebecca Hillyer , Chemeketa Community College, 4000 Lancaster Dr. NE, Salem, OR | January 20, 2022 |
| Ilsa Perse , no address provided | January 20, 2022 |
| Sid Friedman , Friends of Yamhill County – PO Box 1083, McMinnville, OR | February 17, 2022 |
| Mark Davis , 652 SW Washington Street, McMinnville | February 17, 2022 |
| Steve Iversen , 1033 SW Courtney Lane Dr., McMinnville | February 17, 2022 |
| Jim Kreutzbender , 1317 NE 9 th Street, McMinnville | February 17, 2022 |
| Margaret Cross , 1102 SW Russ Lane, McMinnville | February 17, 2022 |
| Ilsa Perse , no address provided | February 17, 2022 |
| Adrian Lambricht , 1130 Tall Oaks Dr., McMinnville | February 17, 2022 |
| Mark Davis , 652 SW Washington Street, McMinnville | May 10, 2022 |
| Sid Friedman , Friends of Yamhill County – PO Box 1083, McMinnville, OR | May 10, 2022 |
| Jason Lett , no address provided | May 10, 2022 |
| Margaret Cross , 1102 SW Russ Lane, McMinnville | May 10, 2022 |
| Kari Moser , 2256 SW Redmond Hill Rd., McMinnville | May 10, 2022 |
| Marilyn Kosel 516 NE 3 RD Street, McMinnville | May 10, 2022 |
| Victoria Keister , no address provided | May 10, 2022 |
| Steve Iversen , 1033 SW Courtney Lane Dr., McMinnville | May 10, 2022 |
| Duncan Scott , 1388 NW Meadows Lane, McMinnville | May 10, 2022 |
| Charles Gibbins , 1408 NE 10 th Ave., McMinnville | May 10, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Rd., Carlton | May 10, 2022 |
| Linda Peterson , 4155 NE Three Mile Lane, #64, McMinnville | May 10, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Rd., Carlton | June 14, 2022 |
| Margaret Cross , 1102 SW Russ Lane, McMinnville | June 14, 2022 |
| Sid Friedman , Friends of Yamhill County – PO Box 1083, McMinnville | June 14, 2022 |
| Jeff Knapp , 1036 NE Cows St., McMinnville | June 14, 2022 |

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| Duncan Scott , 1388 NW Meadows Lane, McMinnville | June 14, 2022 |
| Rob Hallyburton , Friends of Yamhill County, PO Box 1083, McMinnville | July 26, 2022 |
| Rick Nys , Greenlight Engineering, 13554 Rogers Road, Lake Oswego 97035 | July 26, 2022 |
| Mark Davis , Friends of Yamhill County, PO Box 1083, McMinnville | July 26, 2022 |
| Marni Cochran , 182 NW Valleys Edge Street, McMinnville | July 26, 2022 |
| Ramsey McPhillips , 13000 Phillips Road., McMinnville | July 26, 2022 |
| Steve Iversen , 1033 SW Courtney Lane Dr., McMinnville | July 26, 2022 |
| Margaret Cross , 1102 SW Russ Lane, McMinnville | July 26, 2022 |
| Sandy Feston , 2150 NE Grandhaven Street, McMinnville | July 26, 2022 |
| Ilsa Perse , 5765 NE Mineral Springs Rd., Carlton | July 26, 2022 |
| Victoria Keister , 1653 SW Bonnie Jean Place, McMinnville | July 26, 2022 |
| Jeff Knapp , no address provided | July 26, 2022 |
| Heather Miller , McMinnville DT Association Board of Directors (No address provided) | July 26, 2022 |
| Tamara Chilla , First & Irvine, McMinnville | July 26, 2022 |

4.5 History of Public Testimony

Prior to the meeting on December 16, 2022, the City sent out a mailing to all property owners within the study area and within 500 feet of the study area to apprise them of the upcoming public hearing. The City received three communications – one from Nolan Chard who was supportive of the proposed **Plan** and one from Rick Rozanski and Lisa Baker, who were both concerned about the feasibility of a trail system in the Central Neighborhood District near the Kingwood and Norton Crest subdivisions. With topography and soil challenges, they both recommended that an exact location for the trail needed to be further studied.

After the December 16, 2021, planning commission meeting, Friends of Yamhill County sent out an alert email to their membership and email distribution group. This alert generated a significant amount of testimony that was entered into the record for the January 20, 2022, planning commission public hearing.

After hearing testimony on January 20, 2022, the Planning Commission continued the public hearing to February 17, 2022, and asked staff to bring the transportation consultants and ODOT representatives to the February meeting to address some of the transportation issues that were raised during the January 20, 2022, public hearing testimony.

At the February 17, 2022 meeting, Andrew Mortensen, Senior Transportation Planner with David Evans and Associates, Inc., and lead Project Manager for the consultant team, and Naomi Zwerdling, Planning and Development Review Manager, ODOT, Region 2, and Michael Duncan, Senior Region Planner, Transportation and Growth Management Project Manager for ODOT, Region 2, provided testimony about the transportation evaluation and analysis of the planning effort, and answered in more detail questions that the Planning Commission and public testimony had about the particular design of the transportation elements identified in the Plan and the performance of the transportation system.

The Planning Commission then heard more public testimony on February 17, 2022, and elected to close the public hearing. At their meeting on March 17, 2022, the Planning Commission deliberated and

voted to recommend the approval of Docket G 7-21 to the McMinnville City Council with two amendments to the *Three Mile Lane Area Plan*:

- 1) Add a provision for the future evaluation and consideration of a bicycle/pedestrian overpass on Highway 18 when the need and opportunity arose.

The following language was added to the Three Mile Lane Area Plan document, page 53.

Future Bicycle/Pedestrian Overpass Consideration

OR-18/Norton Avenue – Potential Bicycle / Pedestrian Overpass

In the adoption process of the 3MLAP, the City identified a future potential need for a bicycle/pedestrian overpass at OR 18/Norton Avenue to facilitate a separated bicycle and pedestrian crossing opportunity. This was not calculated as a need by the 3MLAP transportation analysis.

The City should continue to evaluate the bicycle and pedestrian movements from north to south at this intersection for mobility and safety, and explore opportunities to fund and implement this improvement proactively if determined to be warranted by the community.

- 2) Amend the language associated with Great Neighborhood Principle #11 on page 18 of the *Three Mile Lane Area Plan* to read, “*Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane.*”

During the Planning Commission public hearing process, much of the testimony focused on opposition to the proposed comprehensive plan map amendment for additional commercial land on the south side of Highway 18, and the impact of that amendment to the functionality of Highway 18. After hearing from the transportation consultant and ODOT representatives, the Planning Commission voted that the *Three Mile Lane Area Plan* as proposed met all of the state standards for mobility and functionality of an expressway.

Friends of Yamhill County and 1000 Friends also proposed five amendments to the **Plan**, per the following:

- Reject the redesignation of industrial land to accommodate a new “Town Center/Large Format Retail Shopping Center”.
- Prioritize the neighborhood serving commercial uses, a pedestrian overpass, and the park near the recently approved apartments, using the Neighborhood Activity Overlay provisions that are already in the code.
- Include the commercially-designated island of land recently added to the UGB, north of the expressway. This land is surrounded by, and is functionally an integral part of, the Three Mile Lane Area.
- Encourage geographically and/or vertically mixed use on the Baker Rock/Cal Portland site.
- Reconsider appropriate commercial uses near the Loop Rd. gateway to the City.

The Planning Commission elected not to move forward with these recommendations except for the

inclusion of the consideration of a pedestrian overpass based on the following:

- *Reject the redesignation of industrial land to accommodate a new “Town Center/Large Format Retail Shopping Center”.* The only place in the *Three Mile Lane Area Plan* where a “Large Format Retail Shopping Center” is discussed is on page 13 of the *Three Mile Lane Area Plan* when describing the results of the market analysis in Appendix B. Pages 26 – 30 of the *Three Mile Lane Area Plan* describe a Retail Center and Innovation Center where the retail center is further described as a mixed-use “town center” *that offers gathering spaces, walkable streets, and more dining options than typical strip suburban developments or enclosed shopping centers.* The project advisory committee was very intentional in describing a mixed-use town center and not a large format retail shopping center in their description of preferred land uses in the *Three Mile Lane Area Plan* with examples of other mixed-use town centers to emulate in terms of design and development standards (ie Orenco Station and the Old Mill District). During the Planning Commission public process the preferred land-use alternative map (Figure 6) labeled the commercial site as a “Retail Center” and a recommendation during Planning Commission deliberation was to change the map label to “Mixed-Use Town Center” to more accurately reflect the *Three Mile Lane Area Plan* document. This was brought to the McMinnville City Council as a recommendation from staff at the City Council meeting on May 10, 2022.
- *Prioritize the neighborhood serving commercial uses, a pedestrian overpass, and the park near the recently approved apartments, using the Neighborhood Activity Overlay provisions that are already in the code* – The two mixed-use area sites on the proposed land-use vision map (Figure 6) prioritize neighborhood-serving commercial uses. Language for consideration of a pedestrian overpass was added to the *Three Mile Lane Area Plan* document.
- *Include the commercially-designated island of land recently added to the UGB, north of the expressway. This land is surrounded by, and is functionally an integral part of, the Three Mile Lane Area.* The *Three Mile Lane Area Plan* scope of work was developed and negotiated in early 2018. ODOT then updated its transportation model in 2019, and the transportation scenarios were developed in 2020, with a final draft of the Plan in April 2021. The McMinnville City Council did not provide direction to work on an urban growth boundary amendment until March 2020. The draft map for the urban growth boundary amendment was not final until November 2020. The City adopted the urban growth boundary amendment in December 2020, and it was not acknowledged by the state until April 2021. Throughout the process, city staff met with ODOT and DLCDC representatives to confirm decision-making milestones and assumptions relative to the traffic modeling and transportation scenarios based on the state regulations. When Friends of Yamhill County and 1000 Friends of Oregon suggested that the traffic modeling needed to be redone to include the recently amended urban growth boundary amendment in April 2021, city staff consulted with legal counsel and DLCDC representatives. Both indicated that the *Three Mile Lane Area Plan* transportation modeling did not need to be amended. (Please see email with DLCDC re: traffic modeling (Docket G 7-21), entered into the public record as an attachment to the May 10, 2022 City Council staff report). If the City wanted to amend the transportation modeling in the *Three Mile Lane Area Plan* it would be responsible for the associated costs. In order to incorporate the recent urban growth boundary amendment, ODOT will need to update its transportation model (approximately 6 – 9 months) and new transportation scenarios would need to be analyzed. The City is working with ODOT to update the transportation model for its Transportation System Plan update planned in 2022-2024. Part of the proposed recommendation for G 7-21 is to amend the McMinnville Transportation System Plan to be consistent with the *Three Mile Lane Area Plan*.
- *Encourage geographically and/or vertically mixed use on the Baker Rock/Cal Portland site* - The Baker Rock/Cal Portland site is recommended to be a mixed-use development (page 21 and 22 of the Plan),

- *Reconsider appropriate commercial uses near the Loop Rd. gateway to the City* - The uses near the Loop Road gateway are currently identified as tourist commercial, and the project advisory committee did not recommend changing the underlying comprehensive plan map designation or the zoning for this area.

Margaret Cross provided public testimony at the Planning Commission recommending that the City engage in a new public process for the *Three Mile Lane Area Plan* to encourage more participation in the dialogue and to overcome the potential impacts of COVID on the process. The Planning Commission considered her recommendation and concluded that the public process utilized was comprehensive and that the City did not have the resources to continue with a new public process.

On March 17, 2022, the Planning Commission voted unanimously to recommend approval of the *Three Mile Lane Area Plan* to the McMinnville City Council with the two amendments discussed above.

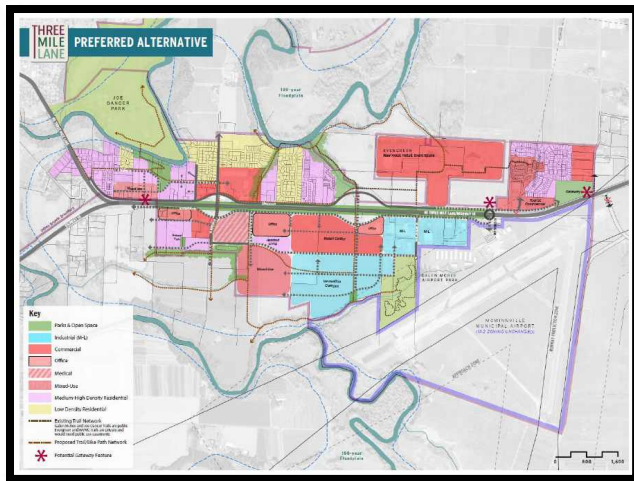
On March 25, 2022, Mark Davis published a "Viewpoint" in the *News-Register*, entitled "Don't Turn Bypass into a Bottleneck" encouraging people to send in testimony to the McMinnville City Council in anticipation of a future City Council decision on the Plan. This generated several emails to the City Recorder's office.

On April 20, 2022, Friend of Yamhill County emailed a "Call to Action" to their membership and email distribution group encouraging people to submit Letters to the Editor of the *News-Register* and testimony to the City Council in anticipation of a future City Council decision on the Plan. This generated several emails to the City as well.

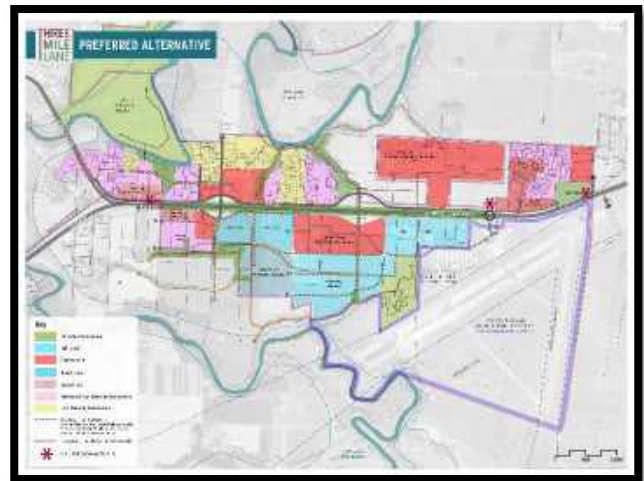
At their public hearing on May 10, 2022, City Council heard a staff report and public testimony. At this meeting, staff recommended two amendments as part of the staff report relative to two different figures in the *Three Mile Lane Area Plan*:

- 1) a revised Community Land-Use Vision Preferred Alternative Map to better reflect the proposed underlying comprehensive plan designations needed to facilitate the community vision per below; and
- 2) proposed language and figure indicating that the proposed traffic improvement at Cirrus Avenue and Highway 18 has not yet been decided and could be a signal or a roundabout.

Staff recommended amending the community land-use vision map to more clearly reflect the narrative in the plan document, with descriptions per the following: Mixed-Use Area, Tourist Commercial, Health Care Area, Retail Center (Mixed-Use Town Center) / Innovation Campus, and underlying colors that more clearly illustrate the comprehensive plan designation needed to achieve that vision. Note that Hospital, Medical and Hospital Ancillary Uses, Medical Professional Uses, Research and Development Offices, Business School or Trade College, and other similar uses are all allowed in McMinnville's industrial zones.

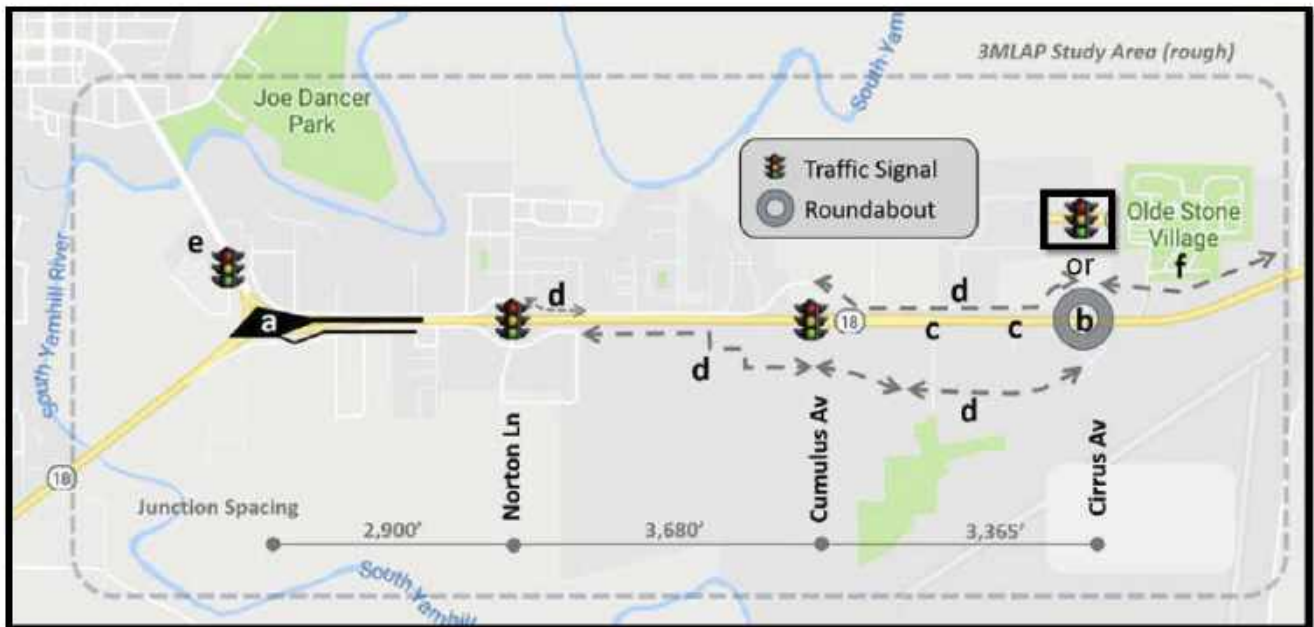


Original Preferred Alternative Land-Use Vision Map



Amended Preferred Alternative Land-Use Vision Map

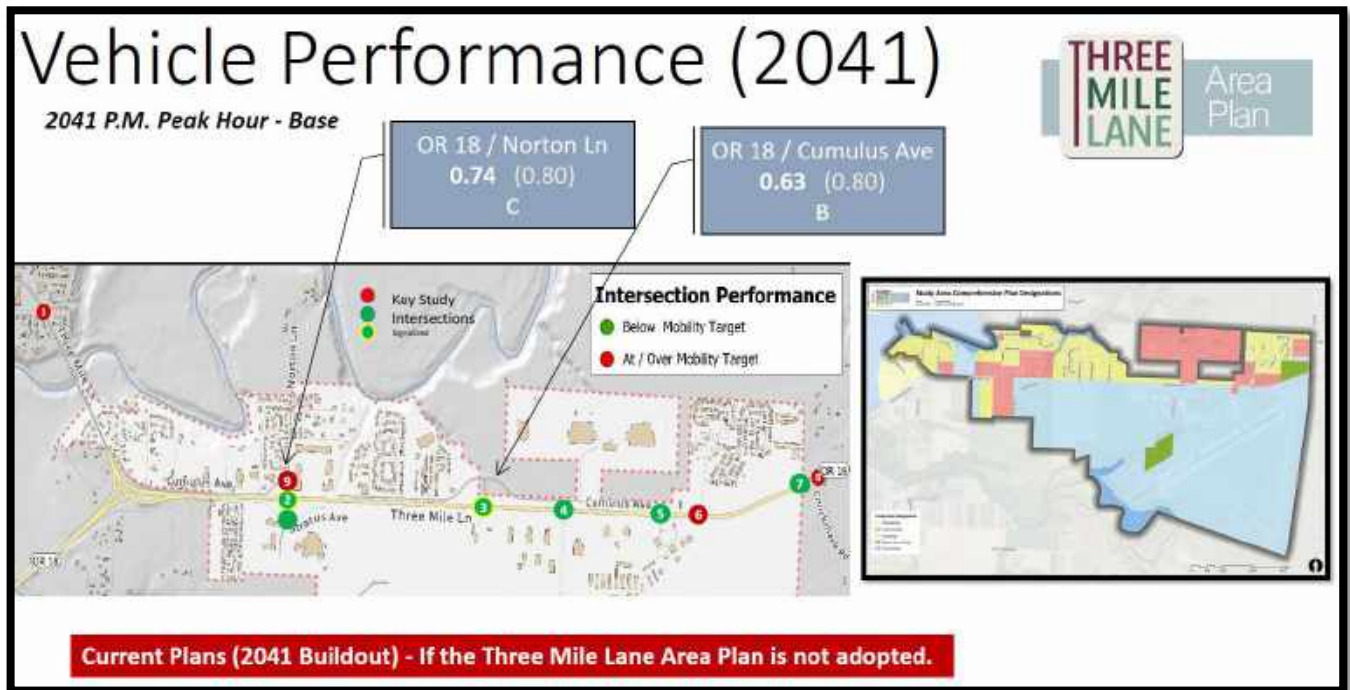
Staff also recommended amending the Preferred Transportation Facility Figure showing both a signal and roundabout at Cirrus Ave, as both ODOT and the City of McMinnville wanted to evaluate the best traffic control method at this intersection when it was warranted.



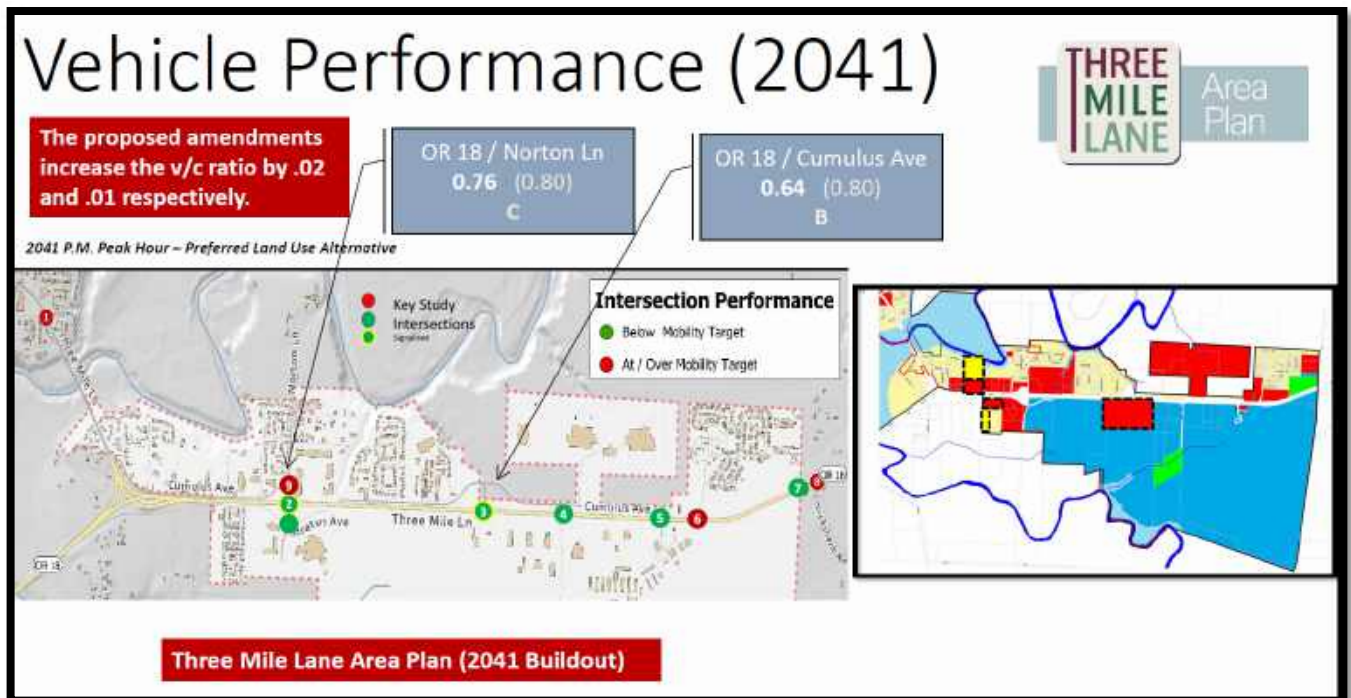
Managing the Highway System: The City Council heard testimony at the May 10, City Council public hearing concerned about the impact of the proposed *Three Mile Lane Area Plan* on Highway 18, especially relative to its functionality as an expressway and freight route.

The adopted Oregon Highway Plan (OHP) classifies Highway 18 as state expressway and freight route. To protect the functionality of its highway system, ODOT’s Oregon Highway Plan has standards that manage the functionality of the highway as congestion grows on the system. The standard for a state expressway and freight route is to not allow intersections to exceed 80% of its vehicular capacity at peak travel times. (v/c ratio = 0.80).

To study the impact of the preferred community land-use vision on the highway facility, the consultant team and ODOT modeled the transportation performance of the highway at 2041 with the full build-out of the existing land within the city limits developed per the existing comprehensive plan map designations. This is the measurement of what is forecasted to happen without adopting the proposed comprehensive plan map amendments in the *Three Mile Lane Area Plan*. That analysis showed that, at the peak hour of the day, the two highway intersections performed at 74% and 63% of capacity (or 0.76 and 0.64) respectively per the illustration below. This means that with full build-out of the current land within the city limits at the current comprehensive plan map designations, the highway operates within the state adopted standards for state expressways and freight routes. (See figure below).



Then the consultant team and ODOT modelers analyzed what would happen to the two Highway 18 intersections if the land in the study area developed per the comprehensive plan map amendments needed to support the community vision for the Three Mile Lane Study Area at full build-out in 2041. With those amendments, the performance of the two intersections went from 74% and 63% of capacity to 76% and 64% of capacity at the transportation peak hour. A difference of 2% and 1% increase in capacity respectively. And the system still operates within the adopted state standards for state expressways and freight routes. See figure below.



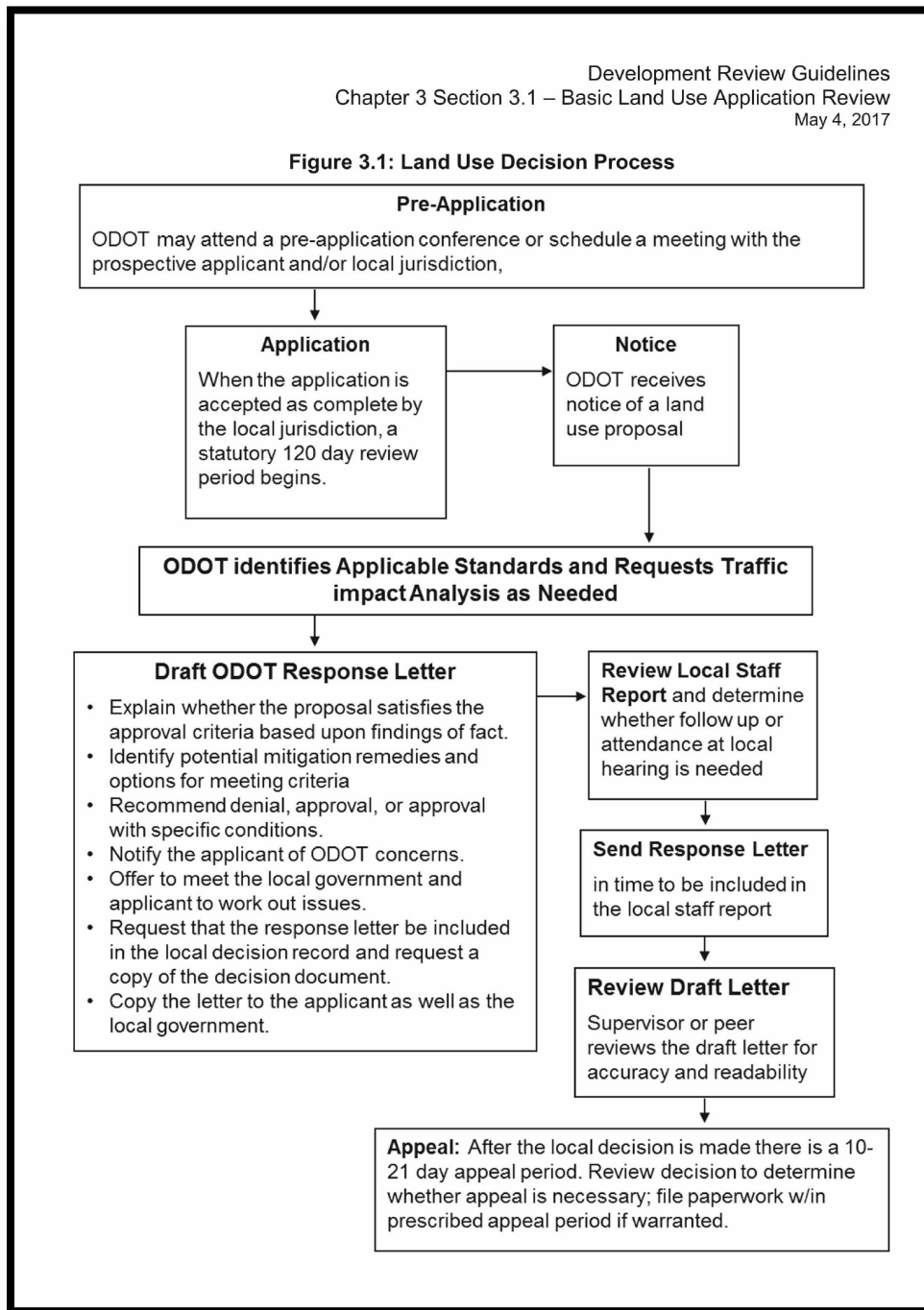
City Council asked for the process for ODOT review of land-use applications at the May 10, 2022 public hearing. Below is ODOT’s response.

For comp plan amendments and zone changes ODOT reviews according to the requirements of the TPR – OAR 660-012-0060 – and the OHP Mobility Policy (1F.) Note that action 1F.2 states, in the case of plan amendments and zone changes, the analysis year is 15 years or the horizon year of the local TSP, whichever is greater. The policy also establishes standards for mitigation where the mobility target is met and where it is exceeded prior to development. The policy also establishes a threshold for where an increase in traffic is not considered significant (small increase in traffic) where the target has already been exceeded.

For development review (site plans, conditional use permit, etc.) ODOT’s review is limited to the Agency’s statutory authority to regulate access to state highways and to require mitigation for project-related impacts. ODOT has limited ability to require off-site mitigation and it must be directly related to the impacts of the project.

The Development Review Guidelines take a deep dive into this, but unfortunately contain no easy to read one-pagers. <https://www.oregon.gov/odot/Planning/Documents/Development-Review-Guidelines.pdf>

Flow Chart from the ODOT Design Review Guidelines , page 58.



*Email from Michael Duncan, Senior Region Planner,
TGM Grant Manager, Region 2, Oregon Department of Transportation, June 1, 2022*

After hearing testimony on May 10, 2022, the City Council elected to continue the public hearing to June 14, 2022, asking staff to bring back some information on the process for reviewing land-use developments and their relative impact to both state and local transportation facilities.

Based on the testimony they read and heard, City Council asked staff to research several different items at the June 14, 2022 public hearing to bring back for the continued public hearing on July 26, 2022. The results of that research is encapsulated below:

- 1) *How much of the Retail Leakage in the Three Mile Lane Area Plan Market Analysis can be attributed to e-commerce (online shopping)?*

The same question was posed in July, 2021. Staff reached out to Chris Zahas, Managing Principal of Leland Consulting Group that worked on the *Three Mile Lane Area Plan Market Analysis* with the question at that time.

His email response on July 1, 2022, was that although the data is not provided with online leakage versus bricks and mortar leakage, the industry standard and assumption for this analysis in 2019 was 11% of retail leakage could be attributable to online shopping. In his discussion with staff in July, 2021, he stated that due to COVID the industry standard had increased to 15%.

Staff conducted some additional research and found several articles written in 2021 that reaffirmed Chris Zahas' assumption that online shopping had increased to 15% by 2021 due to COVID. However, new data in 2022 is showing that consumers are returning to bricks and mortar in most industries and the online share of spending is trending down from 15% in 2022.

An article from World Economic Forum, March 21, 2022, "Is the E Commerce Trend Coming to An End?" states that, "On average, the online share of total spending rose sharply from 10.3 percent in 2019 to 14.9 percent at the peak of the pandemic, but then fell to 12.2 percent in 2021."

- 2) *For perspective on the discussion relative to retail sizes, what are the sizes of the larger retailers in McMinnville, Newberg and Sherwood, and what are the standard industry size ranges of different retailers?*

Attachment A to the July 26, 2022 staff report provided the size ranges of different retailers in McMinnville, Newberg and Sherwood, and the standard industry range of store sizes for some brand name retailers. In McMinnville, Lowe's is the largest retailer, with a building footprint of approximately 170,000 square feet. Walmart's building footprint is approximately 118,000 square feet. In Newberg, the building footprint of Fred Meyer's is 180,000.

- 3) *Councilor Geary's Questions about V/C ratios. Councilor Geary provided several detailed questions about v/c ratios – how they are calculated and applied in transportation analysis. Staff reached out to the Transportation Engineers and Planners at David Evans and Associates (consultant on the Three Mile Lane Area Plan) and Oregon Department of Transportation – Region 2 (Project Manager of the Three Mile Lane Area Plan).*

Attachment B to the July 26, 2022 staff report provided their answers.

Staff recommended that the City Council continue the June 14, 2022, public hearing to July 26, 2022, in order to engage more people in the discussion and to allow people the time necessary to obtain the information they needed so that they could be part of the discussion. A large portion of the public testimony during the Planning Commission public hearings and the City Council public hearings has been from representatives, board members, and members of Friends of Yamhill County.

Staff sent out a mailing to every address in McMinnville that was delivered on July 14 with the intent of letting all McMinnville residents and businesses know about the planning discussion underway and

encouraging them to participate in the dialogue if they wanted to do so. Public Information Sessions were offered on July 14, July 18 and July 20, to share information about the plan, outline the dialogue that has been occurring at the City Council level and provide information to people on how they can communicate with City Council either informally by contacting them or formally by providing testimony.

By this time, the recommendation to redesignate 40 – 60 acres of industrial land on the south side of the intersection of Cumulus and Highway 18 to proposal to a commercial comprehensive plan designation to support a future Retail Center, “*Mixed-Use Town Center*” has become the most controversial aspect of the *Three Mile Lane Area Plan*.

Public testimony showed that the community (testimony has been provided by both City of McMinnville residents and residents of Yamhill County) did not have consensus on whether or not this aspect of the Plan should be adopted as recommended.

The City Council and Planning Commission heard testimony from people who:

- 1) Supported the Mixed-Use Town Center proposal as they feel that McMinnville needs more commercial options for its residents and for the industrial land to be successfully developed it will need the commercial development to help offset the public transportation improvements needed to develop the site – ie keep the recommendation as is with a commercial comprehensive plan map designation and recommended principles for future design and development standards to be added to the Three Mile Lane Overlay District.
- 2) Would prefer that the retail opportunities be limited to neighborhood-serving commercial – ie reduce the size and limit the zoning options to something akin to the C1 (Neighborhood Commercial) zone.
- 3) Would prefer that the retail opportunities be limited to just those commercial needs associated with the Industrial development – ie keep the industrial commercial plan map designation for the entire site with an allowance in a planned development for a supportive industrial campus serving commercial.
- 4) Would prefer that no retail be allowed on this site at all - ie keep the industrial commercial plan map designation for the entire site and limit options for retail.

On July 26, 2022, the City Council closed the public hearing and kept the record open until August 15, 2022.

Then on September 13, 2022, the City Council deliberated. After deliberation, they voted to request that the staff make five amendments to the *Three Mile Lane Area Plan* for consideration of adoption at the November 8, 2022, City Council meeting. Those five amendments were:

- Make a note in any section that discusses the size of the proposed Mixed-Use Town Center, that it is intended to be 33 net buildable acres as originally modeled in the transportation scenario, for clarifying purposes.
- Amend policy #1 of the implementation recommendations in Table 4 of the planning document to reduce the size of mixed-use and commercial developments that are subject to a planned development overlay from ten acres to five acres. (page 46 of the *Three Mile Lane Area Plan*.)
- Add a policy to consider the needs of public safety services when master planning in the study area to both the Policies discussion on page 38 of the *Three Mile Lane Area Plan* and Table 4, Implementation Recommendations on page 50 of the planning document.

- Add a policy in Table 4, Implementation Recommendations, pages 46 – 50 of the plan document, that proposes rezoning M2 industrial land associated with the Innovation Campus to M1 industrial land.
- Add a policy to inventory and protect significant natural features as much as possible in the study area to both the Policies discussion on page 38 of the *Three Mile Lane Area Plan* and Table 4, Implementation Recommendations on page 50 of the planning document.

5.0 CONCLUSORY FINDINGS

The Conclusory Findings are the findings regarding consistency with the applicable regulations and criteria for the proposal. For an amendment to an acknowledged comprehensive plan, the amendment should be consistent with Oregon Revised Statutes, Oregon Administrative Rules, Oregon Land Use Goals, the *McMinnville Comprehensive Plan* and the McMinnville Municipal Code.

5.1 ALIGNMENT WITH OREGON REVISED STATUTES

ORS = Oregon Revised Statutes

OAR = Oregon Administrative Rule

ORS 197.175, Cities' and Counties' Planning Responsibilities

- (1) *Cities and counties shall exercise their planning and zoning responsibilities, including, but not limited to, a city or special district boundary change which shall mean the annexation of unincorporated territory by a city, the incorporation of a new city and the formation or change of organization of or annexation to any special district authorized by [ORS 198.705 \(Definitions for ORS 198.705 to 198.955\)](#) to [198.955 \(Disposition of assets\)](#), [199.410 \(Policy\)](#) to [199.534 \(Legislative annexation of territory to cities and districts\)](#) or [451.010 \(Authorization to establish master plans and service districts\)](#) to [451.620 \(Procedures for district formed subject to specified dissolution date\)](#), in accordance with ORS chapters 195, 196 and 197 and the goals approved under ORS chapters 195, 196 and 197. The Land Conservation and Development Commission shall adopt rules clarifying how the goals apply to the incorporation of a new city. Notwithstanding the provisions of section 15, chapter 827, Oregon Laws 1983, the rules shall take effect upon adoption by the commission. The applicability of rules promulgated under this section to the incorporation of cities prior to August 9, 1983, shall be determined under the laws of this state.*
- (2) *Pursuant to ORS Chapters 195, 196 and 197, each city and county in this state shall:*
 - (a) *Prepare, adopt, amend and revise comprehensive plans in compliance with goals approved by the commission;*
 - (b) *Enact land use regulations to implement their comprehensive plans;*
 - (c) *If its comprehensive plan and land use regulations have not been acknowledged by the commission, make land use decisions and limited land use decisions in compliance with the goals;*
 - (d) *If its comprehensive plan and land use regulations have been acknowledged by the commission, make land use decisions and limited land use decisions in compliance with the acknowledged plan and land use regulations; and*
 - (e) *Make land use decisions and limited land use decisions subject to an unacknowledged amendment to a comprehensive plan or land use regulation in compliance with those land use goals applicable to the amendment.*

FINDING: Per ORS 197.175(2)(a – e), Docket G 7 -21 is in compliance with the goals approved by the Land Conservation and Development Commission as provided below, and the implementation recommendations found in Table 4 of the *Three Mile Lane Area Plan* provides actions to ensure that local land-use regulations are amended to be in compliance with the amended acknowledged *McMinnville Comprehensive Plan* after the *Three Mile Lane Area Plan* is adopted as a supplemental document to the *McMinnville Comprehensive Plan*.

ORS 197.340 Weight Given to Goals in Planning Practice

- (1) *The Land Conservation and Development Commission, the Department of Land Conservation and Development, other state agencies and local governments shall give the goals equal weight in any matter in which the goals are required to be applied.*
- (2) *The commission and the department shall consider and recognize regional diversity and differences in regional needs when making or reviewing a land use decision or otherwise applying the goals.*

FINDING: Per ORS 197.340(1) all land-use goals were considered equally in developing the *Three Mile Lane Area Plan*.

ORS 197.610 Submission of Proposed Comprehensive Plan or Land Use Regulation Changes to Department of Land Conservation and Development.

- (1) *Before a local government adopts a change, including additions and deletions, to an acknowledged comprehensive plan or a land use regulation, the local government shall submit the proposed change to the Director of the Department of Land Conservation and Development. The Land Conservation and Development Commission shall specify, by rule, the deadline for submitting proposed changes, but in all cases the proposed change must be submitted at least 20 days before the local government holds the first evidentiary hearing on adoption of the proposed change. The commission may not require a local government to submit the proposed change more than 35 days before the first evidentiary hearing.*

FINDING: Docket G 7-21 was provided to the Director of the Department of Land Conservation and Development at least 20 days in advance of the first evidentiary hearing.

- (2) *If a local government determines that emergency circumstances beyond the control of the local government require expedited review, the local government shall submit the proposed changes as soon as practicable, but may submit the proposed changes after the applicable deadline.*

FINDING: Not applicable.

- (3) *Submission of the proposed change must include all of the following materials:*
 - (a) *The text of the proposed change to the comprehensive plan or land use regulation implementing the plan;*
 - (b) *If a comprehensive plan map or zoning map is created or altered by the proposed change, a copy of the map that is created or altered;*
 - (c) *A brief narrative summary of the proposed change and any supplemental information that the local government believes may be useful to inform the director or members of the public of the effect of the proposed change;*
 - (d) *The date set for the first evidentiary hearing;*
 - (e) *The form of notice or a draft of the notice to be provided under [ORS 197.763 \(Conduct of local quasi-judicial land use hearings\)](#), if applicable; and*

- (f) *Any staff report on the proposed change or information describing when the staff report will be available, and how a copy of the staff report can be obtained.*

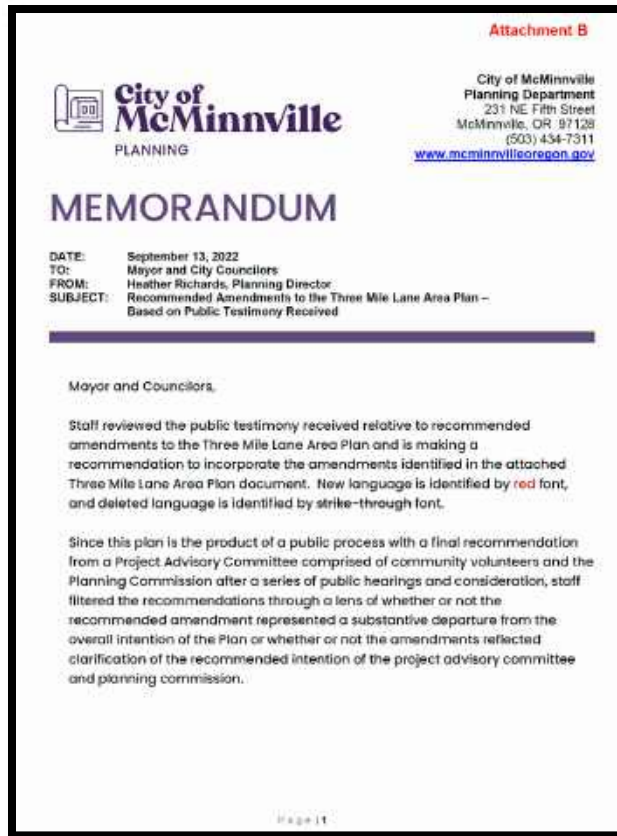
FINDING: All required elements were provided as part of the notice to DLCD. .

- (4) *The director shall cause notice of the proposed change to the acknowledged comprehensive plan or the land use regulation to be provided to:*
- (a) *Persons that have requested notice of changes to the acknowledged comprehensive plan of the particular local government, using electronic mail, electronic bulletin board, electronic mailing list server or similar electronic method; and*
 - (b) *Persons that are generally interested in changes to acknowledged comprehensive plans, by posting notices periodically on a public website using the Internet or a similar electronic method.*

FINDING: Notice was provided.

- (5) *When a local government determines that the land use statutes, statewide land use planning goals and administrative rules of the commission that implement either the statutes or the goals do not apply to a proposed change to the acknowledged comprehensive plan and the land use regulations, submission of the proposed change under this section is not required.*
- (6) *If, after submitting the materials described in subsection (3) of this section, the proposed change is altered to such an extent that the materials submitted no longer reasonably describe the proposed change, the local government must notify the Department of Land Conservation and Development of the alterations to the proposed change and provide a summary of the alterations along with any alterations to the proposed text or map to the director at least 10 days before the final evidentiary hearing on the proposal. The director shall cause notice of the alterations to be given in the manner described in subsection (4) of this section. Circumstances requiring resubmission of a proposed change may include, but are not limited to, a change in the principal uses allowed under the proposed change or a significant change in the location at which the principal uses would be allowed, limited or prohibited.*

FINDING: The original proposal was not changed substantially. The City did not enact any amendments to the original proposal that was significantly different from the original *Three Mile Lane Area Plan*. A redlined draft of the *Three Mile Lane Area Plan* with all proposed amendments was provided as an attachment to the staff report dated November 8, 2022. The staff reports for both the July 26, 2022, City Council public hearing and the September 13, 2022, City Council meeting had attachments with a memorandum describing any amendments made to the plan based on staff review of the public testimony. The basis for making any recommended amendments was whether the proposed amendment clarified the original intent of the planning document. If the proposed amendment was perceived as a significant departure from the original planning document, staff did not recommend the amendment. Please see an extract of the memorandum below.



Attachment B

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

MEMORANDUM

DATE: September 13, 2022
TO: Mayor and City Councilmembers
FROM: Heather Richards, Planning Director
SUBJECT: Recommended Amendments to the Three Mile Lane Area Plan -
Based on Public Testimony Received

Mayor and Councilors,

Staff reviewed the public testimony received relative to recommended amendments to the Three Mile Lane Area Plan and is making a recommendation to incorporate the amendments identified in the attached Three Mile Lane Area Plan document. New language is identified by red font, and deleted language is identified by strike-through font.

Since this plan is the product of a public process with a final recommendation from a Project Advisory Committee comprised of community volunteers and the Planning Commission after a series of public hearings and consideration, staff filtered the recommendations through a lens of whether or not the recommended amendment represented a substantive departure from the overall intention of the Plan or whether or not the amendments reflected clarification of the recommended intention of the project advisory committee and planning commission.

Page 11

SPECIFIC SUGGESTED AMENDMENTS TO THE THREE MILE LANE AREA PLAN PER PUBLIC TESTIMONY (Updated for September 13, 2022, City Council Meeting)

| | | |
|----|--|---|
| 1) | Neighborhood Activity Center on Stratus Avenue west of the hospital. | It does not appear that there is enough land in this area to meet the NAC Code (both mixed-use neighborhood sites are about 50% of the overall area discussed in the NAC). However, the general purpose of the NAC is reflective of the PAC and PC recommendation for these sites. Per the McMinnville Zoning Ordinance, NACs are incorporated through planned development overlays. Perhaps language about incorporating the intent of the NAC or creating an overlay that provides similar attributes to the NAC could be added to the Plan where appropriate. <i>Provided recommended amendment.</i> |
| 2) | Removes the reference to a "Mixed-Use Town Center" and replace it with a "Neighborhood Retail Center District Overlay", utilizing the same parameters in the Neighborhood Activity Center overlay, and amend the McMinnville Municipal Code, Chapter 17.50 to reflect the new overlay. | The Neighborhood Activity Center is reliant upon the adjacency of high-density residential development. Residential development is not recommended for this section of the Three Mile Lane Area Plan and therefore the same parameters would not apply. The discussion that resulted in the recommendation for a Mixed-Use Town Center evolved over about twelve months with consultant help identifying community need, what types of retail could help fund the infrastructure for the surrounding industrial land, etc. That same type of analysis, evaluation and due diligence was conducted when the Neighborhood Activity Center was delivered. If the City Council wants to change the make-up of the retail site, a similar due diligence is recommended. <i>Wait for policy direction.</i> |
| 3) | Rezone M2 Land to ML. | This would need to be conducted through a separate legislative process with property owner notice and public hearings but could be a recommendation of the Plan. Need to be careful that it is not so narrow that the Innovation Center is not viable. Needs further review. This was not a recommendation of the PAC or PC directly, but the Innovation Campus definitely does not contemplate heavy industrial uses. <i>Wait for Policy direction.</i> |
| 4) | Amend the section "Economy", pages 12- 13 of the Plan. | Perhaps remove the first paragraph. The rest is the summary of the data in the market analysis. <i>Provided recommended amendment.</i> |

Page 12

In addition, the McMinnville City Council directed staff to make five discreet amendments after their September 13, 2022 deliberation per the following:

- Make a note in any section that discusses the size of the proposed Mixed-Use Town Center, that it is intended to be 33 net buildable acres as originally modeled in the transportation scenario, for clarifying purposes.
- Amend policy #1 of the implementation recommendations in Table 4 of the planning document to reduce the size of mixed-use and commercial developments that are subject to a planned development overlay from ten acres to five acres. (page 46 of the *Three Mile Lane Area Plan*.)
- Add a policy to consider the needs of public safety services when master planning in the study area to both the Policies discussion on page 38 of the *Three Mile Lane Area Plan* and Table 4, Implementation Recommendations on page 50 of the planning document.
- Add a policy in Table 4, Implementation Recommendations, pages 46 – 50 of the plan document, that proposes rezoning M2 industrial land associated with the Innovation Campus to M1 industrial land.
- Add a policy to inventory and protect significant natural features as much as possible in the study area to both the Policies discussion on page 38 of the *Three Mile Lane Area Plan* and Table 4, Implementation Recommendations on page 50 of the planning document.

(7) *When the director determines that a proposed change to an acknowledged comprehensive plan or a land use regulation may not be in compliance with land use statutes or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals,*

the department shall notify the local government of the concerns at least 15 days before the final evidentiary hearing, unless there is only one hearing or the proposed change has been modified to the extent that resubmission is required under subsection (6) of this section.

FINDING: The City did not receive a notice from DLCD. On March 17, 2022, Gordon Howard, Community Services Division Manager, Department of Land Conservation and Development, sent an email to Heather Richards, Planning Director, City of McMinnville, stating, “Nicole and I have discussed with Matt and we have no concerns with your planning for the Three Mile Lane area at this time,” after an inquiry was made. This was entered into the record on March 17, 2022.

- (8) *Notwithstanding subsection (7) of this section, the department may provide advisory recommendations to the local government concerning the proposed change to the acknowledged comprehensive plan or land use regulation.*

FINDING: No advisory recommendations were provided. The regional representative from DLCD sat on the Project Advisory Committee for the planning effort and the DLCD TGM grant representative and Planning Services Division Manager met with the project management team on a couple of occasions to discuss process and decision-making milestones to ensure compliance with state regulations.

ORS 197.615 Submission of Adopted Comprehensive Plan or Land Use Regulation Changes to Department of Land Conservation and Development.

- (1) *When a local government adopts a proposed change to an acknowledged comprehensive plan or a land use regulation, the local government shall submit the decision to the Director of the Department of Land Conservation and Development within 20 days after making the decision.*
- (2) *The submission must contain the following materials:*
- (a) *A copy of the signed decision, the findings and the text of the change to the comprehensive plan or land use regulation;*
 - (b) *If a comprehensive plan map or zoning map is created or altered by the proposed change, a copy of the map that is created or altered;*
 - (c) *A brief narrative summary of the decision, including a summary of substantive differences from the proposed change submitted under [ORS 197.610 \(Submission of proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development\)](#) and any supplemental information that the local government believes may be useful to inform the director or members of the public of the effect of the actual change; and*
 - (d) *A statement by the individual transmitting the submission, identifying the date of the decision and the date of the submission.*
- (3) *The director shall cause notice of the decision and an explanation of the requirements for appealing the land use decision under [ORS 197.830 \(Review procedures\)](#) to [197.845 \(Stay of decision being reviewed\)](#) to be provided to:*
- (a) *Persons that have requested notice of changes to the acknowledged comprehensive plan of the particular local government, using electronic mail, electronic bulletin board, electronic mailing list server or similar electronic method; and*
 - (b) *Persons that are generally interested in changes to acknowledged comprehensive plans, by posting notices periodically on a public website using the Internet or a similar electronic method.*
- (4) *On the same day the local government submits the decision to the director, the local government shall mail, or otherwise deliver, notice to persons that:*

- (a) *Participated in the local government proceedings that led to the decision to adopt the change to the acknowledged comprehensive plan or the land use regulation; and*
 - (b) *Requested in writing that the local government give notice of the change to the acknowledged comprehensive plan or the land use regulation.*
- (5) *The notice required by subsection (4) of this section must state how and where the materials described in subsection (2) of this section may be obtained and must:*
- (a) *Include a statement by the individual delivering the notice that identifies the date on which the notice was delivered and the individual delivering the notice;*
 - (b) *List the locations and times at which the public may review the decision and findings; and*
 - (c) *Explain the requirements for appealing the land use decision under [ORS 197.830 \(Review procedures\)](#) to [197.845 \(Stay of decision being reviewed\)](#).*

FINDING: The City will submit the amendments as described in ORS 197.615.

ORS 197.627 Meaning of Compliance with the Goals for Certain Purposes

For the purposes of acknowledgment under [ORS 197.251 \(Compliance acknowledgment\)](#), board review under [ORS 197.805 \(Policy on review of land use decisions\)](#) to [197.855 \(Deadline for final court order\)](#), review of a proposed regional problem-solving agreement under [ORS 197.652 \(Regional problem-solving process\)](#) to [197.658 \(Modifying local work plan\)](#) or periodic review under [ORS 197.628 \(Periodic review\)](#) to [197.651 \(Appeal to Court of Appeals for judicial review of final order of Land Conservation and Development Commission\)](#), “compliance with the goals” means the comprehensive plan and regulations, on the whole, conform with the purposes of the goals and any failure to meet individual goal requirements is technical or minor in nature. [Formerly 197.747]

FINDING: The City concurs with ORS 197.627 and has reviewed Docket G 7-21 for compliance with the state land-use goals as a whole for conformity with the purpose of the goals.

ORS 197.829 Board to Affirm Certain Local Government Interpretations

- (1) *The Land Use Board of Appeals shall affirm a local government’s interpretation of its comprehensive plan and land use regulations, unless the board determines that the local government’s interpretation:*
- (a) *Is inconsistent with the express language of the comprehensive plan or land use regulation;*
 - (b) *Is inconsistent with the purpose for the comprehensive plan or land use regulation;*
 - (c) *Is inconsistent with the underlying policy that provides the basis for the comprehensive plan or land use regulation; or*
 - (d) *Is contrary to a state statute, land use goal or rule that the comprehensive plan provision or land use regulation implements.*
- (2) *If a local government fails to interpret a provision of its comprehensive plan or land use regulations, or if such interpretation is inadequate for review, the board may make its own determination of whether the local government decision is correct.*

FINDING: The City concurs with ORS 197.829

OAR 660-018-0010 Definitions and Computation of Time

- (1) *For the purpose of this division, the definitions in ORS 197.015 apply. In addition, the following definitions apply:*

- (a) *“A change” to an acknowledged comprehensive plan or land use regulation means an amendment to the plan or implementing land use regulations, including an amendment to the plan text or map. This term includes additions and deletions to the acknowledged plan or regulations, the adoption of a new plan or regulation, or the repeal of an acknowledged plan or regulation.*
 - (b) *“Date of Decision” means the date on which the local government adopts the change.*
 - (c) *“Date of Mailing” means the date the documents are postmarked or the date of U.S. Postal Service proof of mailing.*
 - (d) *“Decision” means a local government adoption of a change to a comprehensive plan or land use regulation. Except where adoption is required by ORS 197.646 for new statutes or rules, a local government denial of a proposed change shall not be considered a “Decision” for purposes of notices of adoption otherwise required by this division.*
 - (e) *“Final Evidentiary Hearing” means the last hearing where all interested persons are allowed to present evidence and rebut testimony on a proposal to adopt a change to a comprehensive plan or land use regulation. A hearing held solely on the record of a previous hearing held by the governing body or its designated hearing body is not a “final evidentiary hearing.”*
 - (f) *“First Evidentiary Hearing” means the first hearing conducted by the local government where interested persons are allowed to present and rebut evidence and testimony on a proposal to adopt a change to a comprehensive plan or land use regulation. “First evidentiary hearing” does not include a work session or briefing where public testimony is not allowed.*
 - (g) *“Map Change” means a change in the designation or boundary of an area as shown on the comprehensive plan map, zoning map or both, including an area added to or removed from a comprehensive plan or zoning map.*
- (2) *Computation of time: for purposes of this division, the time within which a particular act must be done, such as “35 days before,” is computed as follows. The first day of the designated period to complete the task, notice, objection or appeal shall not be counted. The last day of the period shall be counted unless it is a Saturday, Sunday or legal holiday under ORS 187.010 or 187.020. In that event the period shall run until the end of the next day that is not a Saturday, Sunday or legal holiday.*

FINDING: Per OAR 660-018-0010(1)(a), Docket G 7-21 is recognized as a change to an acknowledged comprehensive plan.

OAR 660-018-0020 Notice of a Proposed Change to a Comprehensive Plan or Land Use Regulation

- (1) *Before a local government adopts a change to an acknowledged comprehensive plan or a land use regulation, unless circumstances described in OAR 660-018-0022 apply, the local government shall submit the proposed change to the department, including the information described in section (2) of this rule. The local government must submit the proposed change to the director at the department’s Salem office at least 35 days before holding the first evidentiary hearing on adoption of the proposed change.*
- (2) *The submittal must include applicable forms provided by the department, be in a format acceptable to the department, and include all of the following materials:*
 - (a) *The text of the proposed change to the comprehensive plan or land use regulation implementing the plan, as provided in section (3) of this rule;*
 - (b) *If a comprehensive plan map or zoning map is created or altered by the proposed change, a copy of the relevant portion of the map that is created or altered;*

- (c) *A brief narrative summary of the proposed change and any supplemental information that the local government believes may be useful to inform the director and members of the public of the effect of the proposed change;*
 - (d) *The date set for the first evidentiary hearing;*
 - (e) *The notice or a draft of the notice required under ORS 197.763 regarding a quasi-judicial land use hearing, if applicable; and*
 - (f) *Any staff report on the proposed change or information that describes when the staff report will be available and how a copy may be obtained.*
- (3) *The proposed text submitted to comply with subsection (2)(a) of this rule must include all of the proposed wording to be added to or deleted from the acknowledged plan or land use regulations. A general description of the proposal or its purpose, by itself, is not sufficient. For map changes, the material submitted to comply with Subsection (2)(b) must include a graphic depiction of the change; a legal description, tax account number, address or similar general description, by itself, is not sufficient. If a goal exception is proposed, the submittal must include the proposed wording of the exception.*
- (4) *If a local government proposes a change to an acknowledged comprehensive plan or a land use regulation solely for the purpose of conforming the plan and regulations to new requirements in a land use statute, statewide land use planning goal, or a rule implementing the statutes or goals, the local government may adopt such a change without holding a public hearing, notwithstanding contrary provisions of state and local law, provided:*
- (a) *The local government provides notice to the department of the proposed change identifying it as a change described under this section, and includes the materials described in section (2) of this rule, 35 days before the proposed change is adopted by the local government, and*
 - (b) *The department confirms in writing prior to the adoption of the change that the only effect of the proposed change is to conform the comprehensive plan or the land use regulations to the new requirements.*
- (5) *For purposes of computation of time for the 35-day notice under this rule and OAR 660-018-0035(1)(c), the proposed change is considered to have been “submitted” on the day that paper copies or an electronic file of the applicable notice forms and other documents required by section (2) this rule are received or, if mailed, on the date of mailing. The materials must be mailed to or received by the department at its Salem office.*

FINDING: The City provided all of the applicable materials in OAR 660-018-0020 in a notice to the Director of the Department of Land Conservation and Development 35 days in advance of the first evidentiary hearing.

OAR 660-018-0035 Department Participation

- (1) *When the department determines that a proposed change to an acknowledged comprehensive plan or a land use regulation may not be in compliance with land use statutes or the statewide land use planning goals, including administrative rules implementing either the statutes or the goals, the department shall notify the local government of the concerns at least 15 days before the final evidentiary hearing, unless:*
- (a) *The local government holds only one hearing on the proposal, in which case the notification must occur prior to the close of the hearing;*
 - (b) *The proposed change has been modified to the extent that resubmission is required under OAR 660-018-0045; or*

- (c) *The local government did not submit the proposed change within 35 days in advance of the final hearing in accordance with OAR 660-018-0020(1), regardless of the circumstances that resulted in that delay.*
- (2) *Notwithstanding section (1) of this rule, the department may provide advisory recommendations to the local government concerning a proposed change to the acknowledged comprehensive plan or land use regulation at any time prior to the adoption of the change.*

FINDING: DLCD did not provide any notice of non-compliance or advisory recommendations to the City.

OAR 660-018-0040 Submittal of Adopted Change

- (1) *When a local government adopts a proposed change to an acknowledged comprehensive plan or a land use regulation it shall submit the decision to the department, with the appropriate notice forms provided by the department, within 20 days.*
- (2) *For purposes of the 20-day requirement under section (1) of this rule, the proposed change is considered submitted to the department:*
 - (a) *On the day the applicable notice forms and other required documents are received by the department in its Salem office, if hand-delivered or submitted by electronic mail or similar electronic method, or*
 - (b) *On the date of mailing if the local government mails the forms and documents.*
- (3) *The submission to the department must in a format acceptable to the department and include all of the following materials:*
 - (a) *A copy of final decision;*
 - (b) *The findings and the text of the change to the comprehensive plan or land use regulation;*
 - (c) *If a comprehensive plan map or zoning map is created or altered by the proposed change:*
 - (A) *A map showing the area changed and applicable designations; and*
 - (B) *Electronic files containing geospatial data showing the area changed, as specified in section (5) of this rule, if applicable.*
 - (d) *A brief narrative summary of the decision, including a summary of substantive differences from the proposed change submitted under OAR 660-018-0020 and any supplemental information that the local government believes may be useful to inform the director or members of the public of the effect of the actual change; and*
 - (e) *A statement by the individual transmitting the decision identifying the date of the decision and the date the submission was mailed to the department.*
- (4) *Where amendments or new land use regulations, including supplementary materials, exceed 100 pages, a summary of the amendment briefly describing its purpose and requirements shall be included with the submittal to the director.*
- (5) *For local governments that produce geospatial data describing an urban growth boundary (UGB) or urban or rural reserve that is created or altered as part of an adopted change to a comprehensive plan or land use regulation, the submission must include electronic geospatial data depicting the boundary change. Local governments that create or alter other zoning or comprehensive plan maps as geospatial data are encouraged but not required to share this data with the department. Geospatial data submitted to the department must comply with the following standards endorsed by the Oregon Geographic Information Council:*
 - (a) *Be in an electronic format compatible with the State's Geographic Information System software standard described in OAR 125-600-7550; and*

- (b) *Be accompanied by metadata that meets at least the minimum requirements of the federal Content Standard for Digital Geospatial Metadata.*
- (6) *Local government must notify the department of withdrawals or denials of proposals previously sent to the department under requirements of OAR 660-018-0020.*
- (7) *If a local government did not submit a notice of a proposed change to a comprehensive plan or land use regulation to the department as required by OAR 660-018-0020, the transmittal must clearly indicate which provisions of OAR 660-018-022 are applicable.*
NOTE: ORS 197.610 clearly requires all adopted plan and land use regulation amendments and new land use regulations to be submitted to the director even if they were not required to be submitted for review prior to adoption.
- (8) *ORS 197.620 provides that a local government may cure the untimely submission of materials by either postponing the date for the final evidentiary hearing by the greater of 10 days or the number of days by which the submission was late; or by holding the evidentiary record open for an additional period of time equal to 10 days or the number of days by which the submission was late, whichever is greater. The local government shall provide notice of such postponement or record extension to the department.*

FINDING: The City will provide all of the appropriate materials per OAR 660-018-0040.

5.2 ALIGNMENT WITH OREGON LAND USE GOALS

The foundation of statewide program for land use planning in Oregon is a set of 19 Statewide Land Use Planning Goals. The goals express the state's policies on land use and related topics, like citizen involvement, housing, and natural resources.

Most goals are accompanied by guidelines, which are suggestions about how a goal may be applied. As noted in [Goal 2](#), guidelines are not mandatory.

Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect.

Local comprehensive plans must be consistent with the Statewide Planning Goals. Plans are reviewed for such consistency by the state's Land Conservation and Development Commission (LCDC). When LCDC officially approves a local government's plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan.

Per ORS 197.175(2)(a), and ORS 197.627, an amendment to an acknowledged comprehensive plan must be in conformity with the purpose of the overall goals.

5.2.1. Oregon Statewide Planning Goal #1, Citizen Involvement (OAR 660-015-0000(1)) – To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the ongoing land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement. The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process. The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement. If the governing body wishes to assume the responsibility for, development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

FINDING: Chapter X of the *McMinnville Comprehensive Plan* outlines compliance with Oregon State Land-Use Goal #1. The Planning Commission has been identified as the Committee for Citizen Involvement for the City of McMinnville per *McMinnville Comprehensive Plan* Policy #190.00. The Planning Commission hosted a public hearing to consider this proposed amendment initially on December 16, 2021, which was then continued to January 20, 2022, and February 17, 2022. The City Council then elected to also host a public hearing which was first held on May 10, 2022, and then continued to June 14, 2022, and July 26, 2022. The City also worked to engage the public in a variety of different ways both during the informative process of the planning effort with a project advisory committee, open houses, design charrettes and surveys as well as during the public hearing process with information provided on social media platforms, in virtual meeting sessions, a public open house and a mailer that went to all addresses within the city limits. Please see Table 2, the public engagement record provided in "Section 1.0, Comprehensive Plan Amendment Summary" of this document.

There are no conflicts created by the proposed amendments related to Goal 1.

5.2.2 Oregon Statewide Planning Goal #2, Land Use Planning (OAR 660-015-0000(2)) –

To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.

GUIDELINES A. PREPARATION OF PLANS AND IMPLEMENTATION MEASURES

Preparation of plans and implementation measures should be based on a series of broad phases, proceeding from the very general identification of problems and issues to the specific provisions for dealing with these issues and for interrelating the various elements of the plan. During each phase opportunities should be provided for review and comment by citizens and affected governmental units. The various implementation measures which will be used to carry out the plan should be considered during each of the planning phases. The number of phases needed will vary with the complexity and size of the area, number of people involved, other governmental units to be consulted, and availability of the necessary information.

Sufficient time should be allotted for: (1) collection of the necessary factual information (2) gradual refinement of the problems and issues and the alternative solutions and strategies for development (3) incorporation of citizen needs and desires and development of broad citizen support (4) identification and resolution of possible conflicts with plans of affected governmental units.

FINDING: The City of McMinnville has an acknowledged adopted Comprehensive Plan that provides a land use planning process and policy framework for all decisions and actions related to the use of land. The Comprehensive Plan is implemented through the McMinnville Municipal Code.

The *Three Mile Lane Area Plan* is an incremental implementation measure of the *McMinnville Comprehensive Plan* for a distinct area within the city limits. The City, working in partnership with ODOT, hired a consultant team that spent four years collecting data and engaging the public on the best options for the Three Mile Lane Area to serve the community as it grew to a population of 45,000 by 2041. The plan itself identifies the opportunities and constraints of the area, including the potential conflicts and solutions in the area. The appendices to the plan provide the data analysis and public engagement record.

There are no conflicts created by the proposed amendments related to Goal 2.

5.2.3 Oregon Statewide Planning Goal #3, Agricultural Lands (OAR 660-015-0000(3)) – To preserve and maintain agricultural lands.

GUIDELINES A. PLANNING 1. Urban growth should be separated from agricultural lands by buffer or transitional areas of open space. 2. Plans providing for the preservation and maintenance of farm land for farm use, should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

FINDING: All of the land within the Three Mile Lane study area is within the city limits and zoned for development. However, it is bordered by farm land to the north, south, and east and the City has proposed a policy to protect that urban/rural transition. One of McMinnville's Great Neighborhood Principles is "Urban/Rural Interface". Policy #16 on page 38 of the planning document responds to this principle by mandating that, "New development should consider adjacency to agricultural fields and respect this heritage through careful transitions." This is achieved in the implementation recommendations of Table 4 by creating buffer perimeter treatments between development and adjacent farm uses (page 49 of the plan).

There are no conflicts created by the proposed amendments related to Goal 3.

5.2.4 Oregon Statewide Planning Goal #4, Forest Lands (OAR 660-015-0000(4)) – To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

FINDING: There is no state identified forest land within the study area. However, there are mature copses of trees throughout the study area that the City wants to preserve as much as possible. Policy #2 of the *Three Mile Lane Area Plan* on page 37 of the plan states that, "public improvements and private development shall strive to protect tree groves and mature individual trees." This will be

achieved by inventorying tree groves and tree types to be protected and designate as significant or historic trees. (Table 4, Implementation Recommendations, page 46 of the plan).

There are no conflicts created by the proposed amendments related to Goal 4.

5.2.5 Oregon Statewide Planning Goal #5, Natural Resources, Scenic and Historic Areas, and Open Spaces (OAR 660-015-0000(5)) – *To protect natural resources and conserve scenic and historic areas and open spaces.*

FINDING: Natural resources, scenic and historic areas and open spaces are all critical elements of the *Three Mile Lane Area Plan*. Policies were developed to inventory and protect these features as part of the *Three Mile Lane Area Plan* (Policies #3, #4, #5, #6, #20, and #24 all speak to identifying these resources, pages 37 and 38 of the plan). Below is a table of those policies and implementation strategies as depicted in Table #4 of the plan, pages 46 – 50.

| Policy | Overlay Amendment | Recommended Future Action |
|--|--|---|
| 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 the 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 to be designed to incorporate natural areas and views as a condition of approval. | |
| 20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking). | | Develop design guidelines or architectural standards. |

| | | |
|--|--|--|
| 24. Significant natural features shall be inventoried and protected as much as possible in development plans. | Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition. | Define natural features that need to be inventoried. |
|--|--|--|

Appendix B and D of the plan have data on natural resources, scenic and historic areas, and open spaces.

There are no conflicts created by the proposed amendments related to Goal 5.

5.2.6 Oregon Statewide Planning Goal #6, Air, Water and Land Resources Quality

(OAR 660-015-0000(6)) – *To maintain and improve the quality of the air, water and land resources of the state.*

FINDING: Due to the mixed-use land use vision of the study area, Policy #23 states, “Ensure that no incompatible heavy industrial uses are allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus,” (page 38 of the plan). This policy is implemented by recommending rezoning the M2 (General Industrial) property on the south side of Highway 18 to M1 (Light Industrial), (page 50 of the plan).

There are no conflicts created by the proposed amendments related to Goal 6.

5.2.7 Oregon Statewide Planning Goal #7, Areas Subject to Natural Disasters and Hazards

(OAR 660-015-0000(7)) – *To protect people and property from natural hazards.*

FINDING: There are no known natural hazards in the study area.

There are no conflicts created by the proposed amendments related to Goal 7.

5.2.8 Oregon Statewide Planning Goal #8, Recreational Needs (OAR 660-015-0000(8)) –

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities, including destination resorts.

FINDING: The Three Mile Lane Study Area has a community park on each end of the study area – Joe Dancer Park on the northwestern edge, and Galen McBee Airport Park on the southeastern edge. However, the residents and employees of the Three Mile Lane Study Area are cut off from both parks due to both natural and non-natural barriers. Joe Dancer Park is cut off from the study area due to the Yamhill River, and Galen McBee Airport Park is hard to reach due to private property adjacencies and the McMinnville Municipal Airport. The *Three Mile Lane Area Plan* identified the need for a trail system that connected people (residents and employees) to these two parks and other natural amenities in the study area. This trail system runs east to west on both the north side of Highway 18 and the south side of Highway 18. (See Figure 6, page 22 of the plan).

Policy #5, “Enhancing connections to existing trails and open space, such as connections into Joe Dancer Park and Galen McBee Park, and creating a public greenway along South Yamhill River with trails and connections to the Three Mile Lane Area is a priority (page 37 of the plan). This will be achieved by requiring connection to the proposed trail, trail right-of-way dedication, and trail construction

as part of Design Review/development approval (Table 4, Implementation Recommendations, page 47 of the plan).

There are no conflicts created by the proposed amendments related to Goal 8: Recreational Needs.

5.2.9 Oregon Statewide Planning Goal #9, Economic Development (OAR 660-015-0000(9)) –

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens

GUIDELINES

A. PLANNING

1. *A principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located. Comparative advantage industries are those economic activities which represent the most efficient use of resources, relative to other geographic areas.*

2. *The economic development projections and the comprehensive plan which is drawn from the projections should take into account the availability of the necessary natural resources to support the expanded industrial development and associated populations. The plan should also take into account the social, environmental, energy, and economic impacts upon the resident population.*

3. *Plans should designate the type and level of public facilities and services appropriate to support the degree of economic development being proposed.*

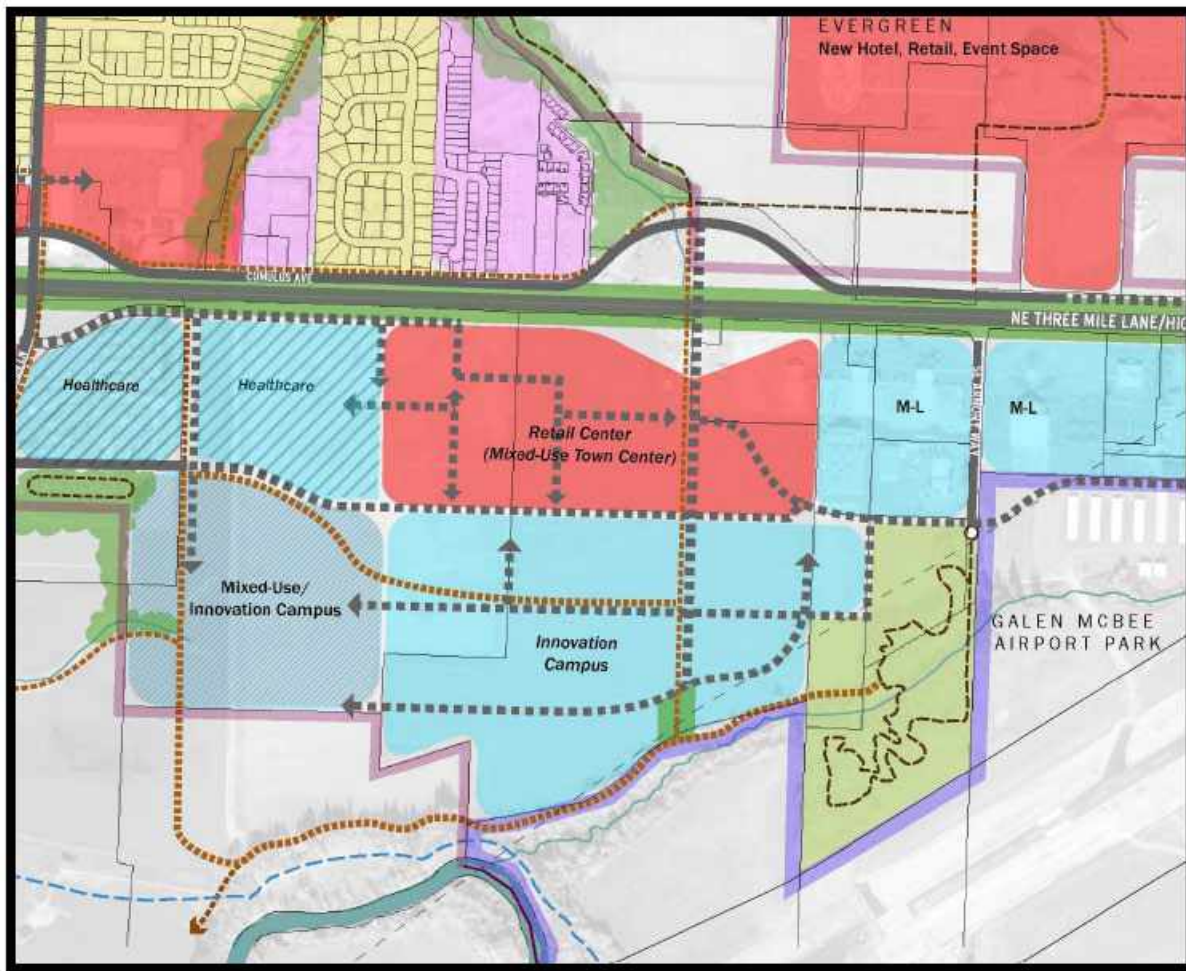
4. *Plans should strongly emphasize the expansion of and increased productivity from existing industries and firms as a means to strengthen local and regional economic development. 5. Plans directed toward diversification and improvement of the economy of the planning area should consider as a major determinant, the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

FINDING: One of the five goals of the *Three Mile Lane Area Plan* is economic development.

GOAL 1: ECONOMIC DEVELOPMENT - Support and enhance the district's economic vitality and marketability.

This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential. (Page 16 of the plan).

The *Three Mile Lane Area Plan* achieves this goal by designating 140 – 160 acres of land as an Innovation Campus for high-density industrial research and development jobs and connecting that campus with a commercial Mixed-Use Town Center.



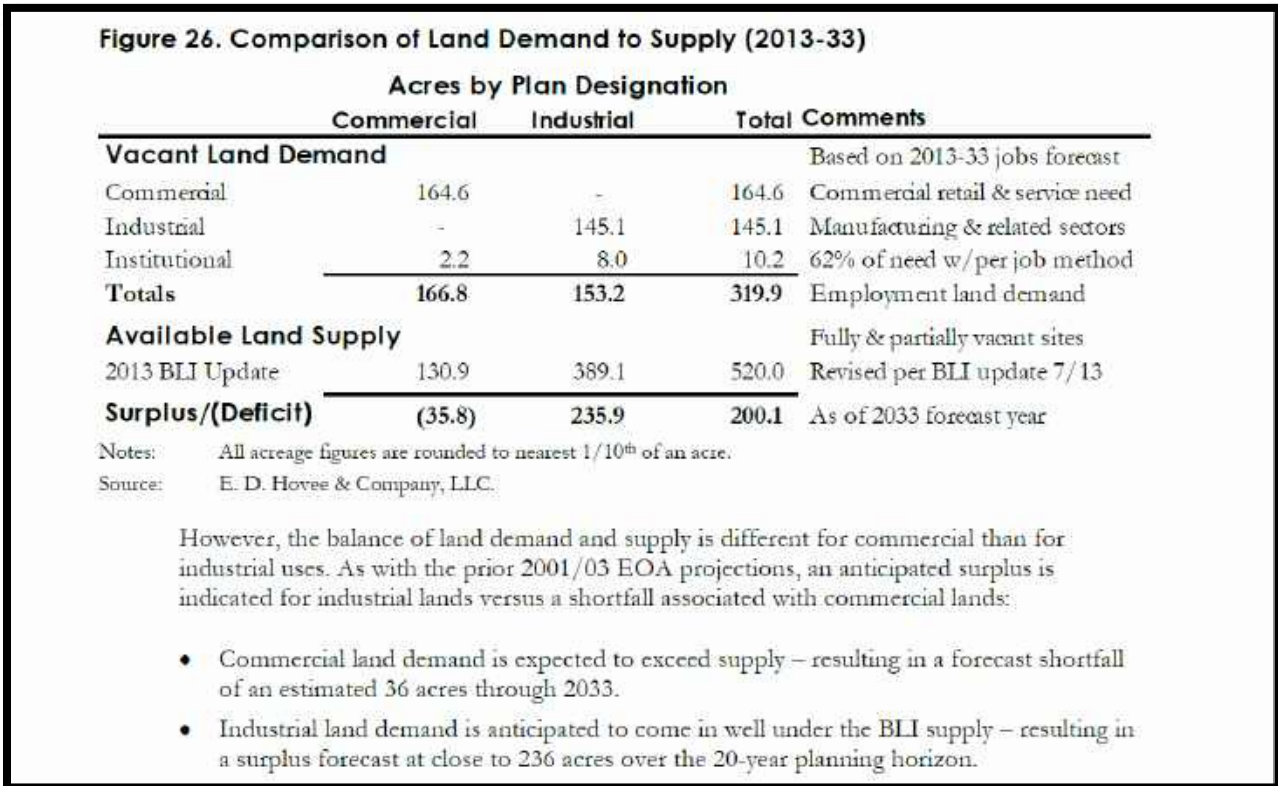
Close-Up of Figure 6 – Preferred Land-Use Vision highlighting the Innovation Campus and Mixed-Use Town Center.

Appendix B, “Existing Conditions” of the plan identified the opportunity associated with 200 acres of vacant industrial land located adjacent to the McMinnville Municipal Airport with an access point at a signalized intersection with Highway 18. Most of the land is in a few large parcels and zoned for industrial use. The 200 acres are also located in an Opportunity Zone. The acreage is contiguous, topographically flat with infrastructure nearby. However, it had not been developed for the forty years that it was in the city limits. The *Three Mile Lane Area Plan* project team heard that the infrastructure was too expensive to support industrial development. With its proximity to Highway 18, the transportation improvements, and water and wastewater improvements prevented industrial projects from moving forward on the land.

A *Three Mile Lane Area Plan* Market Analysis was conducted to understand the market opportunities and constraints for economic development in the Three Mile Lane Area. (Appendix B, McMinnville *Three Mile Lane Area Plan*, Market Analysis, April 16, 2019, Leland Consulting Group). That market analysis showed that the Three Mile Lane study area was positioned for detached single housing units that provided homeownership opportunities, low-rise and multiplex residential rental opportunities, new retail development, some new office development, industrial development, lodging and tourism activities (pages 13 and 14 of the plan).

All of these elements were incorporated into the *Three Mile Lane Area Plan*. Particular to economic development was the Innovation Campus concept on the large industrial site and a Mixed-Use Town Center on the same site fronting the Cumulus Avenue and Highway 18 intersection.

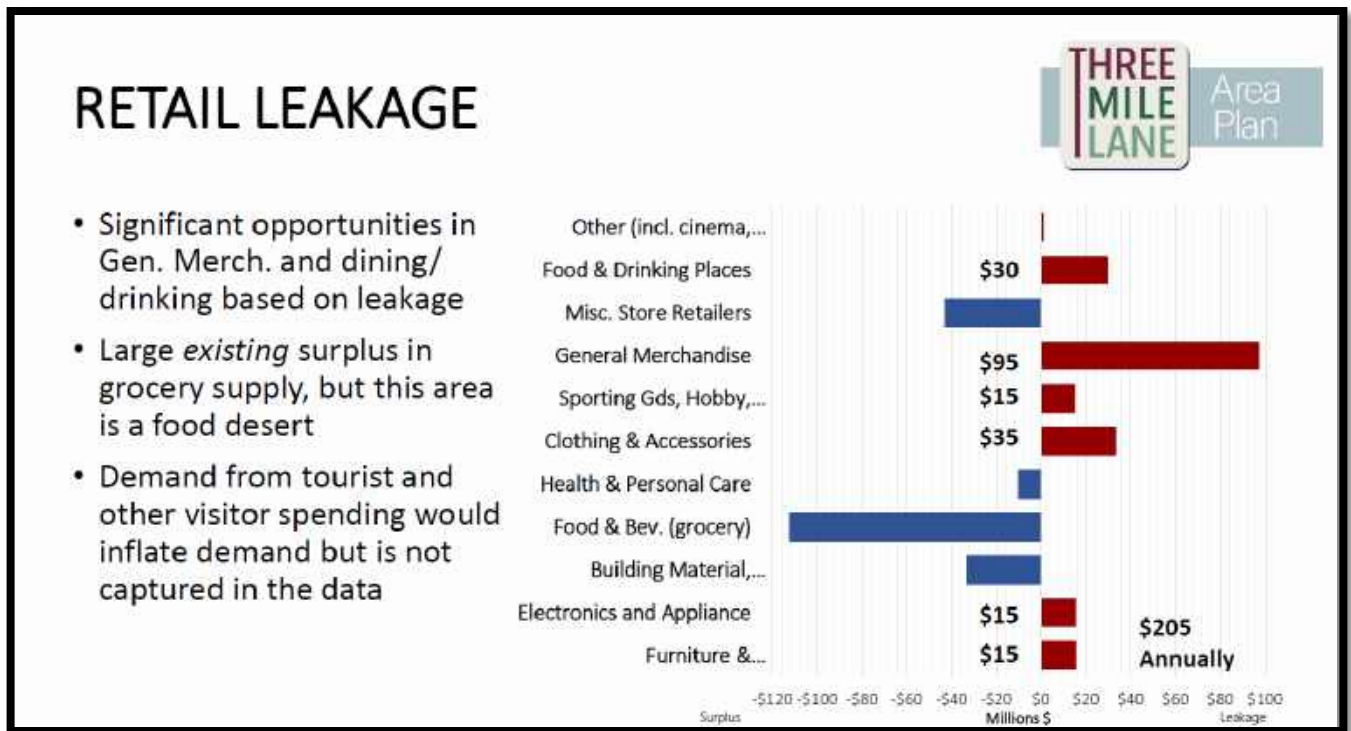
The project advisory committee recommended the industrial rezone to commercial acreage after reviewing the most recent acknowledged Economic Opportunity Analysis adopted in 2013, that showed a surplus of 236 industrial acres and a deficit of 36 commercial acres (planning horizon 2013-2033), and had a recommendation to rezone at least 36 acres of industrial land to commercial land to satisfy the deficit leaving surplus industrial land supply (McMinnville 2013 Economic Opportunity Analysis – Ordinance No. 4976). See figure below from the 2013 EOA – page 56).



Assuming that the Step 9 estimated commercial land shortfall of approximately 36 acres is addressed by re-designating at least this amount of acreage from industrial to commercial use, there would still remain an industrial surplus of up to 200 acres (above and beyond forecast 20-year industrial land needs). Per the Advisory Committee, this excess inventory is recommended to be allocated as a strategic reserve for currently unforeseen industrial and commercial development opportunities that might arise over the 20-year time horizon. This represents an increase from the 46-acre industrial land reserve provided with the most recent prior (2003) EOA update.

Recommendation of the EOA Advisory Committee, McMinnville 2013 EOA, page 57

At the same time, the 2019 Leland Consulting market analysis in Appendix B of the *Three Mile Lane Area Plan* showed significant retail leakage in McMinnville for general provisions and restaurants. See below.



This retail leakage was challenged during the public hearing process on the premise of two different positions – 1) how much of the retail leakage was due to online shopping; and 2) how much of it is actually to other communities. Based on an email response from Leland Consulting Group (entered into the record on July 26, 2022), the market analysis conducted in 2019 probably had an online retail shopping component of approximately 11%, and after the pandemic it is estimated to be conservatively 15 – 20% based on the same email from Chris Zahas from Leland Consulting Group and an article in the World Economic Forum, March 21, 2022, “Is the E-Commerce Trend Coming to an End?” (entered into the public record on July 26, 2022).

Additionally, Leland Consulting Group provided placer data for the July 26, 2022, public hearing illustrating shopping trips by McMinnville residents from July 1, 2021, to July 1, 2022, to three different types of stores (Target, Fred Meyer and Costco). The placer data showed that McMinnville households drove to Sherwood, Newberg, Salem, Tigard and Wilsonville 277,500 times in a twelve-month period to shop for provisions they could not find in McMinnville.

With the results of the 2013 McMinnville EOA illustrating a deficit of commercial land and a surplus of industrial land in McMinnville, the retail leakage shown in the 2019 Leland Consulting Group Market Analysis and the placer data provided by Leland Consulting Group for the July 26, 2022 public hearing, and the inability of industrial development to located on the 200 acre industrial site for forty years due to infrastructure and land costs associated with the location of the site, the City elected to recommend a comprehensive plan map amendment as part of the *Three Mile Lane Area Plan* to redesignate 40 – 60 acres (33 net buildable acres) of industrial land to commercial land on the south side of Highway 18 by the intersection of Highway 18 and Cumulus Avenue.

With this recommendation, the *Three Mile Lane Area Plan* meets the intent, purpose and guidelines of Oregon Land Use Goal 9 in a variety of ways.

1) The Plan identifies the opportunity for a 140 – 160-acre Industrial Innovation Campus adjacent to the McMinnville Municipal Airport to respond to the growing entrepreneurial industrial space needs in McMinnville, research and development offices, flex space, production, education, etc., in a campus

environment that promotes employee well-being, resource efficiencies and a distinctive sense of place with access to Highway 18 and the McMinnville Municipal Airport.

2) The *Three Mile Lane Area Plan* also identifies a 40 – 60 acre (33 net buildable acres) commercial site as frontage on Highway 18 adjacent to the Innovation Campus to respond to the residential and employee need for additional commercial amenities in McMinnville and the ability to offset the infrastructure costs of developing the vacant industrial land with commercial development.

3) The *Three Mile Lane Area Plan* updated the McMinnville Transportation Model and conducted traffic scenarios based on a planning horizon of 2021-2041 to identify the transportation infrastructure necessary to support the Innovation Campus and commercial site.

4) The concept for the Innovation Campus was derived from the work of the McMinnville economic development agencies (McMinnville Economic Development Partnership, McMinnville Downtown Association, Visit McMinnville, and McMinnville Chamber of Commerce) developing the MAC Town 2032 Economic Development Strategic Plan (Resolution 2019-16, March 12, 2019), where it was identified that McMinnville needed a business campus for growing businesses and new businesses. Two of the primary goals of the MAC Town 2032 Economic Development Strategic Plan are to “Sustain and Innovate within Traditional Industry and Advanced Manufacturing”, and to do so by “connecting traditional industry and advanced manufacturing to innovation resources for sustainable growth,” (page 30 of the MAC Town 2032 Economic Development Strategic Plan), and “Foster Opportunity in Technology and Entrepreneurship” by “becoming a place where small and medium technology firms can relocate and grow” (page 33 of the MAC Town 2032 Economic Development Strategic Plan).

Oregon Administrative Rule, Chapter 660, Division 9, has additional regulations for conformance with Oregon Land Use Goal 9. OAR 660-009-0010 is relevant to Docket G 7-21

OAR 660-009 Intent and Purpose

The intent of the Land Conservation and Development Commission is to provide an adequate land supply for economic development and employment growth in Oregon. The intent of this division is to link planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state. The purpose of this division is to implement Goal 9, Economy of the State (OAR 660-015-0000(9)), and ORS 197.712(2)(a) to (d). This division responds to legislative direction to assure that comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities throughout the state (ORS 197.712(1)) and to assure that comprehensive plans are based on information about state and national economic trends (ORS 197.717(2)).

OAR 660-009-0010 Application

- (1) *This division applies to comprehensive plans for areas within urban growth boundaries. This division does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. Cities and counties subject to this division must adopt plan and ordinance amendments necessary to comply with this division.*
- (2) *Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division as amended at the time of each periodic review of the plan pursuant to ORS 197.712(3). Jurisdictions that have received a periodic review notice from the Department (pursuant to OAR 660-025-0050) prior to the effective date of amendments to this division must comply with such amendments at their next periodic review unless otherwise directed by the Commission.*

- (3) *Cities and counties may rely on their existing plans to meet the requirements of this division if they conclude:*
- (a) *There are not significant changes in economic development opportunities (e.g., a need for sites not presently provided for in the plan) based on a review of new information about national, state, regional, county and local trends; and*
 - (b) *That existing inventories, policies, and implementing measures meet the requirements in OAR 660-009-0015 to 660-009-0030.*
- (4) *For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:*
- (a) *Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or*
 - (b) *Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or*
 - (c) *Adopt a combination of the above, consistent with the requirements of this division.*
- (5) *The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division.*
- (6) *The amendments to this division are effective January 1, 2007. A city or county may voluntarily follow adopted amendments to this division prior to the effective date of the adopted amendments.*

FINDING: Per Oar 660-009-0010(4), for a post-acknowledgment plan amendment under that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, a city and county must:

- (a) *Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or*
- (b) *Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or*
- (c) *Adopt a combination of the above, consistent with the requirements of this division.*

Per the discussion above, the City finds that the redesignation of industrial land to commercial land identified in the *Three Mile Lane Area Plan* is consistent with the City's most recent economic opportunities analysis, the 2013 McMinnville Economic Opportunities Analysis that showed a surplus of industrial land and a deficit of commercial land and recommended redesignating at least 36 acres of industrial land to commercial land.

Additionally, the proposed redesignation of industrial land to commercial land in the *Three Mile Lane Area Plan* meets the following *McMinnville Comprehensive Plan* policies:

- 21.00 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.

- 21.05 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan. (Ord.4796, October 14, 2003)
- 24.50 The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord.4796, October 14, 2003)
- 25.00 Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.
- 26.00 The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.

And the following *McMinnville Comprehensive Plan* proposal:

- 48.70 **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)

There are no conflicts created by the proposed amendments related to Goal 9: Economy.

5.2.10 Oregon Statewide Planning Goal #10, Housing (OAR 660-015-0000(10)) – *To provide for the housing needs of citizens of the state.*

FINDING: The amendments provide for McMinnville’s housing needs and help address McMinnville’s share of “the housing needs of citizens of the state” by identifying several high-density residential development opportunities as well as mixed-use neighborhood opportunities on both the north side of the study area and the south side of the study area.

The amendments are intended to help better “*encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.*”

McMinnville’s most recent acknowledged Housing Needs Analysis (HNA) and Buildable Lands Inventory was conducted in 2001 and amended in 2003. A resulting UGB amendment to meet the needs identified in the HNA was only just acknowledged in 2021. The City of McMinnville will be updating its Housing Needs Analysis and Buildable Lands Inventory in 2022 and 2023 in compliance with HB 2003 (2019 Legislative Session). These proposed amendments will be considered as part of the Buildable Lands Inventory and Housing Needs Analysis update.

Additionally, the City of McMinnville just adopted Ordinance No. 5113, amending the McMinnville Municipal Code, adding Chapter 17.11, “Residential Design and Development Standards” to allow for

all types of housing, including middle housing, in the R1, R2, R3 and R4 zones, and to provide clear and objective standards for the development of each housing type. All new housing in the Three Mile Lane area will need to comply with these standards which is reinforced in the implementation program of Policy #1, Table 4, Implementation Recommendations, on page 46 of the *Three Mile Lane Area Plan*.

There are no conflicts created by the proposed amendments related to Goal 10: Housing.

5.2.11 Oregon Statewide Planning Goal #11, Public Facilities and Services (OAR 660-015-0000(11)) – *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

FINDING: All of the land within the study area is currently within the city limits and served by public facilities and services. The overall comprehensive plan map amendments that are recommended encompass 5.6% of the overall land area. Comprehensive Plan Map amendments and Zone Changes will be initiated either by the City or the property owner. The City is embarking on an update to its Transportation System Plan, Parks, Recreation and Open Space Plan, Wastewater Conveyance Plan and Water Master Plan over the next three years. The *Three Mile Lane Area Plan* will help with that process in terms of refining the land-use vision for this area. After that update the City will be able to move forward with the comprehensive plan redesignations. In the meantime, the property owner can initiate a quasi-judicial land-use application for the comprehensive plan map amendments and potential zone changes and as part of that application they will need to provide a public facility service feasibility study based on the existing master plans and models.

City Council did have a concern about the provision of public safety services in terms of levels of service and response time in this area of the community due to its unique location. Policy #22 identifies the need for “Public safety services to be considered as part of master planning, including access, response times and opportunity for substations if needed,” (page 38 of the plan).

There are no conflicts created by the proposed amendments related to Goal 11.

5.2.12 Oregon Statewide Planning Goal #12, Transportation (OAR 660-015-0000(12)) – *To provide and encourage a safe, convenient, and economic transportation system.*

A transportation plan shall

- (1) *consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian;*
- (2) *be based upon an inventory of local, regional and state transportation needs;*
- (3) *consider the differences in social consequences that would result from utilizing differing combinations of transportation modes;*
- (4) *avoid principal reliance upon any one mode of transportation;*
- (5) *minimize adverse social, economic and environmental impacts and costs;*
- (6) *conserve energy;*
- (7) *meet the needs of the transportation disadvantaged by improving transportation services;*
- (8) *facilitate the flow of goods and services so as to strengthen the local and regional economy; and*
- (9) *conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.*

GUIDELINES

A. PLANNING

1. *All current area-wide transportation studies and plans should be revised in coordination with local and regional comprehensive plans and submitted to local and regional agencies for review and approval.*
2. *Transportation systems, to the fullest extent possible, should be planned to utilize existing facilities and rights-of-way within the state provided that such use is not inconsistent with the environmental, energy, land-use, economic or social policies of the state.*
3. *No major transportation facility should be planned or developed outside urban boundaries on Class 1 and II agricultural land, as defined by the U.S. Soil Conservation Service unless no feasible alternative exists.*
4. *Major transportation facilities should avoid dividing existing economic farm units and urban social units unless no feasible alternative exists.*
5. *Population densities and peak hour travel patterns of existing and planned developments should be considered in the choice of transportation modes for trips taken by persons. While high density developments with concentrated trip origins and destinations should be designed to be principally served by mass transit, low-density developments with dispersed origins and destinations should be principally served by the auto.*
6. *Plans providing for a transportation system should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources*

FINDING: The *Three Mile Lane Area Plan* identifies how to improve the existing transportation system in the study area for multi-modal mobility and for marginalized populations in the area. Policies supporting trails (#8), safe bicycle routes (#9), and maintaining the existing street grid (#10) are all proposed policies to improve transportation access and safety in the study area.

A preferred transportation facility plan based on compliance with the Oregon Highway 18 Corridor Refinement Plan, the Oregon Highway Plan and the McMinnville Transportation Plan strives to improve safety and mobility on Highway 18 by eliminating uncontrolled local access points and working towards only a limited number of controlled access points to the highway system.

A local frontage road system provides an opportunity to reduce vehicular trips on Highway 18 and provide better access for local residents to the study area neighborhoods, employment lands and commercial amenities.

Appendix B provides an existing conditions report of the transportation system currently, and then Memorandum #8c in Appendix D provides an analysis of how the transportation system would function with and without the preferred land-use vision enacted in a twenty-year planning horizon (2021-2041). All intersections and transportation systems perform in the same manner whether the comprehensive plan map redesignations recommended in the *Three Mile Lane Area Plan* are enacted or not

Oregon Administrative Rule, Chapter 660, Division 12, has additional regulations for conformance with Oregon Land Use Goal 12. However, OAR 660-012 is not applicable to Docket G 7-21

OAR 660-012-0060 Plan and Land Use Regulation Amendments

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the*

amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
- (b) Change standards implementing a functional classification system; or
- (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection. If a local government is evaluating a performance standard based on projected levels of motor vehicle traffic, then the results must be based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.
 - (A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
 - (B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or
 - (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

- (2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the performance standards of the facility measured or projected at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in subsections (a) through (e) below, unless the amendment meets the balancing test in subsection (e) or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.
 - (a) Adopting measures that demonstrate allowed land uses are consistent with the performance standards of the transportation facility.
 - (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements, or services adequate to support the proposed land uses consistent with the requirements of this division. Such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
 - (c) Amending the TSP to modify the performance standards of the transportation facility.
 - (d) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.
 - (e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if:
 - (A) The provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards;
 - (B) The providers of facilities being improved at other locations provide written statements of approval; and
 - (C) The local jurisdictions where facilities are being improved provide written statements of approval.
- (3) Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without ensuring that the allowed land uses are consistent with the performance standards of the facility where:
 - (a) In the absence of the amendment, planned transportation facilities, improvements, and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the

performance standard for that facility by the end of the planning period identified in the adopted TSP;

- (b) *Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;*
 - (c) *The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and*
 - (d) *For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c) of this section.*
- (4) *Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.*
- (a) *In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.*
 - (b) *Outside of interstate interchange areas, the following are considered planned facilities, improvements, and services:*
 - (A) *Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.*
 - (B) *Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements, or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.*
 - (C) *Transportation facilities, improvements, or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.*
 - (D) *Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.*
 - (E) *Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement, or service is reasonably likely to be provided by the end of the planning period.*
 - (c) *Within interstate interchange areas, the improvements included in paragraphs (b)(A)–(C) are considered planned facilities, improvements, and services, except where:*
 - (A) *ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or*
 - (B) *There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.*
 - (d) *As used in this section and section (3):*

- (A) *Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;*
 - (B) *Interstate highway means Interstates 5, 82, 84, 105, 205, and 405; and*
 - (C) *Interstate interchange area means:*
 - (i) *Property within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway; or*
 - (ii) *The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.*
 - (e) *For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement, or service is a planned transportation facility, improvement, or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements, and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2).*
- (5) *The presence of a transportation facility or improvement shall not be a basis for an exception to allow residential, commercial, institutional, or industrial development on rural lands under this division or OAR 660-004-0022 and 660-004-0028.*
- (6) *If a local government is determining whether proposed land uses would affect or be consistent with planned transportation facilities as provided in sections (1) and (2) using a performance standard based on projected levels of motor vehicle traffic, then the local government shall give full credit for potential reduction in vehicle trips for uses located in mixed-use, pedestrian-friendly centers, and neighborhoods as provided in subsections (a)–(d);*
- (a) *Absent adopted local standards or detailed information about the vehicle trip reduction benefits of mixed-use, pedestrian-friendly development, local governments shall assume that uses located within a mixed-use, pedestrian-friendly center, or neighborhood, will generate 10 percent fewer daily and peak hour trips than are specified in available published estimates, such as those provided by the Institute of Transportation Engineers (ITE) Trip Generation Manual that do not specifically account for the effects of mixed-use, pedestrian-friendly development. The 10 percent reduction allowed for by this subsection shall be available only if uses that rely solely on auto trips, such as gas stations, car washes, storage facilities, and motels are prohibited;*
 - (b) *Local governments shall use detailed or local information about the trip reduction benefits of mixed-use, pedestrian-friendly development where such information is available and presented to the local government. Local governments may, based on such information, allow reductions greater than the 10 percent reduction required in subsection (a);*
 - (c) *Where a local government assumes or estimates lower vehicle trip generation as provided in subsection (a) or (b), it shall ensure through conditions of approval, site plans, or approval standards that subsequent development approvals support the development of a mixed-use, pedestrian-friendly center or neighborhood and provide for on-site bike and pedestrian connectivity and access to transit as provided for in OAR 660-012-0045(3) and (4). The provision of on-site bike and pedestrian connectivity and access to transit may be accomplished through application of acknowledged ordinance provisions which comply with OAR 660-012-0045(3) and (4) or through conditions of approval or findings adopted with the plan amendment that ensure compliance with these rule requirements at the time of development approval; and*
 - (d) *The purpose of this section is to provide an incentive for the designation and implementation of pedestrian-friendly, mixed-use centers and neighborhoods by lowering the regulatory barriers to plan amendments that accomplish this type of development. The actual trip reduction benefits of mixed-use, pedestrian-friendly development will vary from case to case and may be somewhat higher or lower than presumed pursuant to subsection (a). The commission concludes that this assumption is warranted given general information about the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns. Nothing in this section is intended to affect the application of provisions in local plans or ordinances that provide for the calculation or assessment of systems development charges or in preparing conformity determinations required under the federal Clean Air Act.*

- (7) *Amendments to acknowledged comprehensive plans and land use regulations that meet all of the criteria listed in subsections (a)–(c) shall include an amendment to the comprehensive plan, transportation system plan, the adoption of a local street plan, access management plan, future street plan, or other binding local transportation plan to provide for on-site alignment of streets or accessways with existing and planned arterial, collector, and local streets surrounding the site as necessary to implement the requirements in OAR 660-012-0020(2)(b) and 660-012-0045(3):*
- (a) *The plan or land use regulation amendment results in designation of two or more acres of land for commercial use;*
 - (b) *The local government has not adopted a TSP or local street plan that complies with OAR 660-012-0020(2)(b) or, in the Portland Metropolitan Area, has not complied with Metro’s requirement for street connectivity as contained in Title 1, Section 3.08.110 of the Regional Transportation Functional Plan; and*
 - (c) *The proposed amendment would significantly affect a transportation facility as provided in section (1).*
- (8) *A “mixed-use, pedestrian-friendly center or neighborhood” for the purposes of this rule, means:*
- (a) *Any one of the following:*
 - (A) *An existing central business district or downtown;*
 - (B) *An area designated as a central city, regional center, town center, or main street in the Portland Metro 2040 Regional Growth Concept;*
 - (C) *An area designated in an acknowledged comprehensive plan as a transit-oriented development or a pedestrian district; or*
 - (D) *An area designated as a special transportation area as provided for in the Oregon Highway Plan.*
 - (b) *An area other than those listed in subsection (a) which includes or is planned to include the following characteristics:*
 - (A) *A concentration of a variety of land uses in a well-defined area, including the following:*
 - (i) *Medium to high density residential development (12 or more units per acre);*
 - (ii) *Offices or office buildings;*
 - (iii) *Retail stores and services;*
 - (iv) *Restaurants; and*
 - (v) *Public open space or private open space that is available for public use, such as a park or plaza.*
 - (B) *Generally include civic or cultural uses;*
 - (C) *A core commercial area where multi-story buildings are permitted;*
 - (D) *Buildings and building entrances oriented to streets;*
 - (E) *Street connections and crossings that make the center safe and conveniently accessible from adjacent areas;*
 - (F) *A network of streets and, where appropriate, accessways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and on-street parking;*
 - (G) *One or more transit stops (in urban areas with fixed route transit service); and*
 - (H) *Limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services.*
- (9) *Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned transportation facility if all of the following requirements are met.*
- (a) *The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;*
 - (b) *The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and*
 - (c) *The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.*

- (10) *Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan, or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay, or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development.*
- (a) *A proposed amendment qualifies for this section if it:*
- (A) *Is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and*
- (B) *Is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA.*
- (b) *For the purpose of this rule, “multimodal mixed-use area” or “MMA” means an area:*
- (A) *With a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged;*
- (B) *Entirely within an urban growth boundary;*
- (C) *With adopted plans and development regulations that allow the uses listed in paragraphs (8)(b)(A) through (C) of this rule and that require new development to be consistent with the characteristics listed in paragraphs (8)(b)(D) through (H) of this rule;*
- (D) *With land use regulations that do not require the provision of off-street parking, or regulations that require lower levels of off-street parking than required in other areas and allow flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and*
- (E) *Located in one or more of the categories below:*
- (i) *At least one-quarter mile from any ramp terminal intersection of existing or planned interchanges;*
- (ii) *Within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or*
- (iii) *Within one-quarter mile of a ramp terminal intersection of an existing or planned interchange if the mainline facility provider has provided written concurrence with the MMA designation as provided in subsection (c) of this section.*
- (c) *When a mainline facility provider reviews an MMA designation as provided in subparagraph (b)(E)(iii) of this section, the provider must consider the factors listed in paragraph (A) of this subsection.*
- (A) *The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering:*
- (i) *Whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities;*
- (ii) *Whether the interchange area is in the top ten percent of locations identified by the safety priority index system (SPIS) developed by ODOT; and*
- (iii) *Whether existing or potential future traffic queues on the interchange exit ramps extend onto the mainline highway or the portion of the ramp needed to safely accommodate deceleration.*
- (B) *If there are operational or safety effects as described in paragraph (A) of this subsection, the effects may be addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps.*
- (d) *A local government may designate an MMA by adopting an amendment to the comprehensive plan or land use regulations to delineate the boundary following an existing zone, multiple existing zones, an urban renewal area, other existing boundary, or establishing a new boundary. The designation must be accompanied by findings showing how the area meets the definition of an MMA. Designation of an MMA is not subject to the requirements in sections (1) and (2) of this rule.*
- (e) *A local government may designate an MMA on an area where comprehensive plan map designations or land use regulations do not meet the definition, if all of the other elements meet the definition, by concurrently adopting comprehensive plan or land use regulation amendments necessary to meet the definition. Such amendments are not subject to performance standards related to motor vehicle traffic congestion, delay, or travel time.*

- (11) *A local government may approve an amendment with partial mitigation as provided in section (2) of this rule if the amendment complies with subsection (a) of this section, the amendment meets the balancing test in subsection (b) of this section, and the local government coordinates as provided in subsection (c) of this section.*
- (a) *The amendment must meet paragraphs (A) and (B) of this subsection.*
- (A) *Create direct benefits in terms of industrial or traded-sector jobs created or retained by limiting uses to industrial or traded-sector industries.*
- (B) *Not allow retail uses, except limited retail incidental to industrial or traded sector development, not to exceed five percent of the net developable area.*
- (C) *For the purpose of this section:*
- (i) *“Industrial” means employment activities generating income from the production, handling, or distribution of goods including, but not limited to, manufacturing, assembly, fabrication, processing, storage, logistics, warehousing, importation, distribution and transshipment, and research and development.*
- (ii) *“Traded-sector” means industries in which member firms sell their goods or services into markets for which national or international competition exists.*
- (b) *A local government may accept partial mitigation only if the local government determines that the benefits outweigh the negative effects on local transportation facilities and the local government receives from the provider of any transportation facility that would be significantly affected written concurrence that the benefits outweigh the negative effects on their transportation facilities. If the amendment significantly affects a state highway, then ODOT must coordinate with the Oregon Business Development Department regarding the economic and job creation benefits of the proposed amendment as defined in subsection (a) of this section. The requirement to obtain concurrence from a provider is satisfied if the local government provides notice as required by subsection (c) of this section and the provider does not respond in writing (either concurring or non-concurring) within 45 days.*
- (c) *A local government that proposes to use this section must coordinate with Oregon Business Development Department, Department of Land Conservation and Development, area commission on transportation, metropolitan planning organization, and transportation providers and local governments directly impacted by the proposal to allow opportunities for comments on whether the proposed amendment meets the definition of economic development, how it would affect transportation facilities and the adequacy of proposed mitigation. Informal consultation is encouraged throughout the process starting with pre-application meetings. Coordination has the meaning given in ORS 197.015 and Goal 2 and must include notice at least 45 days before the first evidentiary hearing. Notice must include the following:*
- (A) *Proposed amendment.*
- (B) *Proposed mitigating actions from section (2) of this rule.*
- (C) *Analysis and projections of the extent to which the proposed amendment in combination with proposed mitigating actions would fall short of being consistent with the performance standards of transportation facilities.*
- (D) *Findings showing how the proposed amendment meets the requirements of subsection (a) of this section.*
- (E) *Findings showing that the benefits of the proposed amendment outweigh the negative effects on transportation facilities.*

FINDING: Adopting the *Three Mile Lane Area Plan* as a supplemental document to the *McMinnville Comprehensive Plan* does not change the comprehensive plan designation, or the zoning for any property, or authorize any development in the Three-Mile Lane area, and thus does not trigger the provisions of OAR 660-012 (Transportation Planning Rule) because there is no significant effect that results from this action per OAR 660-012-0060. Instead, as described in the amendment to the Comprehensive Plan, Chapter VI, Transportation System, the proposed amendments associated with Docket G 7-21 set the stage for such actions in the future, which will then necessitate further land-use approvals and findings for compliance to evaluate whether those actions have a significant effect on the transportation facilities.

The City is amending the *McMinnville Comprehensive Plan* to add a proposal to Chapter VI, "Transportation System" per the following:

20.05 *The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 planned development overlay zones.*

This states that when the City or a private property owner wants to amend the comprehensive plan map in the Three Mile Lane study area they will need to create findings of compliance with OAR 660-012, Transportation Planning Rule, and amend the McMinnville Transportation System Plan as appropriate.

The City is adopting this proposal into the *McMinnville Comprehensive Plan* as it will be updating its Transportation System Plan in 2022-2024 with the same planning horizon as the *Three Mile Lane Area Plan* (2021-2041) and at that time will conduct the additional analysis necessary for the transportation system plan update. The city has chosen to update its transportation system plan in this manner to incorporate the new urban growth boundary into the overall transportation system for a more comprehensive analysis of the system altogether.

The transportation analysis conducted as part of the *Three Mile Lane Area Plan* was to set the stage for the City of McMinnville's upcoming Transportation System Plan update planned for 2022-2024, identifying future land uses in this study area per the community's vision.

The analysis in Appendix D of the *Three Mile Lane Area Plan*, Memorandum #8c, dated March 31, 2021, followed all of the analysis requirements of the Oregon Highway Plan and demonstrates that the proposed comprehensive plan map amendments in the *Three Mile Lane Area Plan* do not degrade the functionality of Highway 18 below the targeted mobility standards of the Oregon Highway Plan or the Oregon Highway 18 Corridor Refinement Plan. Loop Road and Cruickshank Road are identified as two intersections that exceed the performance standards of the Oregon Highway Plan but they are also recommended to be closed as intersections as part of the preferred transportation facility plan in this longer planning horizon.

There are no conflicts created by the proposed amendments related to Goal 12: Transportation.

5.2.13 Oregon Statewide Planning Goal #13, Energy Conservation (OAR 660-015-0000(13)) – *To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.*

GUIDELINES

A. PLANNING

1. *Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.*

2. *The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.*
3. *Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.*
4. *Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.*
5. *Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible land conservation and development actions provided for under such plans should utilize renewable energy sources.*

FINDING: The *Three Mile Lane Area Plan* meets the purpose of Goal 13, Energy Conservation in many different ways:

- The land-uses identified are higher density land-uses than currently described in the area.
- The plan provides a bicycle/pedestrian on-road and off-road network to encourage more active trans mobility for residents and employees in the study area to travel to other destination points in the study area.
- The planned Mixed-Use Town Center will help to reduce the known 277,500 out-of-town vehicular trips that McMinnville households are taking to access general provisions in other communities. (Placer data provided by Leland Cosulting Group, July 26, 2022).
- Policies in the plan encourage native plantings (#7), local materials (#21), and mixed-use development where possible (#14), (pages 38 and 39 of the plan).

There are no conflicts created by the proposed amendments related to Goal 13: Energy Conservation.

5.2.14 Oregon Statewide Planning Goal #14, Urbanization (OAR 660-015-0000(14)) – *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

GUIDELINES

A. PLANNING

1. *Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account*
 - (1) *the growth policy of the area;*
 - (2) *the needs of the forecast population;*
 - (3) *the carrying capacity of the planning area; and*
 - (4) *open space and recreational needs.*
2. *The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.*
3. *Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

4. *Comprehensive plans and implementing measures for land inside urban growth boundaries should encourage the efficient use of land and the development of livable communities.*

FINDING: The *Three Mile Lane Area Plan* is in conformance with the purpose of Oregon Land Use Goal 14 by promoting higher land-use efficiencies in the area for both housing and employment lands, and serving McMinnville’s needs for higher-density housing and commercial land supply.

The *Three Mile Lane Area Plan* meets a commercial land deficit identified in the 2013 McMinnville Economic Opportunities Analysis by redesignating surplus industrial land into needed commercial land.

The *Three Mile Lane Area Plan* also meets a *McMinnville Comprehensive Plan* proposal that was adopted as a land-use efficiency in December 2020, as part of an urban growth boundary amendment to meet demonstrated commercial land need (2003 Economic Opportunity Analysis) by redesignating industrial land surplus into commercial land.

48.70 **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)

There are no conflicts created by the proposed amendments related to Goal 14: Urbanization.

5.3 Alignment with McMinnville’s Comprehensive Plan

McMinnville's Comprehensive Plan has been divided into three interrelated volumes. Volume I, providing the background information, is both the narrative of and supporting documentation for the goals and policies developed by the community. It is a reference resource that can be used to interpret the intent of the goal and policy statements. Volume II contains the actual goal and policy statements. These statements are the culmination of the research inventories and projections of Volume I and reflect the directives of the statewide planning goals and the interests of the community as expressed through the citizen involvement process in adopting the plan. All future land use decisions must conform to the applicable goals and policies in this volume. Volume III consists of the implementing ordinances and measures created to carry out the goals and policies of the plan. Principal among these are the Comprehensive Plan and Zoning Maps, the annexation, zoning and land division ordinances, and the planned development overlays placed on areas of special significance.

Volume II, Goals and Policies, contains the goal, policy, and proposal statements which are applied to all land use decisions. Goal, policy, and proposal statements each have different purposes: goal statements are the most general principles; policy statements are directed to specific areas to further define the goal statements; and proposals are possible courses of action open to the City which shall be examined to further implement the goal and policy requirements. Each of these statement types is further defined below:

GOALS: are the broadly-based statements intended to set forth the general principles on which all future land use decisions will be made. Goals carry the full force of the authority of the City of McMinnville and are therefore mandated.

POLICIES: are the more precise and limited statements intended to further define the goals. These statements also carry the full force of the authority of the City of McMinnville and are therefore mandated.

PROPOSALS: are the possible courses of action available to the City to implement the goals and policies. These proposals are not mandated; however, examination of the proposals shall be undertaken in relation to all applicable land use requests.

The implementation of these goal, policy, and proposal statements occurs in one of two ways. First, the specific goal, policy, or proposal is applied to a land use decision as a criterion for approval, denial, or modification of the proposed request. In this case the goal, the policy, or the proposal is directly applied. The second method for implementing these statements is through the application of provisions and regulations in ordinances and measures created to carry out the goals and policies. This method involves the indirect application of the statements. These ordinances and measures are included in Volume III of the *McMinnville Comprehensive Plan*, including the McMinnville Municipal Code and independent ordinances.

Volume II is arranged in the following chapters:

- Chapter II Natural Resources
- Chapter III Cultural, Historical, & Educational Resources
- Chapter IV Economy of McMinnville
- Chapter V Housing and Residential Development
- Chapter VI Transportation System
- Chapter VII Community Facilities
- Chapter VIII Energy
- Chapter IX Urbanization
- Chapter X Citizen Involvement and Plan Amendment

The applicable goals and policies of Volume II of the *McMinnville Comprehensive Plan* are addressed below.

5.3.1 Chapter II (Natural Resources)

WATER

Goal II 1: *To preserve the quality of the air, water and land resources within the planning area.*

Policies:

- 9.00 *The City of McMinnville shall continue to designate appropriate lands within its corporate limits as "floodplain" to prevent flood induced property damages and to retain and protect natural drainage ways from encroachment by inappropriate uses.*
- 10.00 *The City of McMinnville shall cooperate with the Oregon Department of Environmental Quality, the Mid-Willamette Valley Council of Governments, and other appropriate agencies and interests to maintain water quality and to implement agreed upon programs for management of the water resources within the planning area.*

FINDING: The City of McMinnville does not allow development within its floodplain. Policy #3 of Table 4, Implementation Recommendations, of the *Three Mile Lane Area Plan* (page 46 of the plan document) will require Riparian corridors and adjacent native landscapes to be protected by requiring mapping and protection of stream corridors and re-vegetation with native plantings:

NOISE

Policies:

- 12.00 *The City of McMinnville shall insure that the noise compatibility between different land uses is considered in future land use decisions and that noise control measures are required and instituted where necessary.*

FINDING: The City worked with the McMinnville Airport Commission and the Oregon Department of Aviation to identify potential noise incompatibility issues with new residential development in the study area and the McMinnville Municipal Airport. Based on the input of the Airport Commission and the Oregon Department of Aviation, the City elected to locate permanent residential development on the southern side of Highway 18, only west of the Willamette Valley Medical Center, approximately one mile in distance from the airport runway zones, and west of the Evergreen Aviation and Space Museum campus on the northern side of Highway 18. (See email from Heather Peck, Oregon Department of Aviation, dated July 26, 2022, entered into the record on July 26, 2022).

According to FAA Order 5190.6B "The general rule on residential use of land on or near airport property is that it is incompatible with airport operations because of the impact of aircraft noise and, in some cases, for reasons of safety, depending on the location of the property." "Incompatible land use at or near airports may result in the creation of hazards to air navigation and reductions in airport utility resulting from obstructions to flight paths or noise-related incompatible land use resulting from residential construction too close to the airport."

*(Excerpt from email from Heather Peck,
Planning and Programs Manager, Oregon Department of Aviation)*

Lodging in the Mixed-Use Town Center site south of Highway 18 and the tourist commercial site on the northeastern edge of Highway 18 has been identified as an allowed adjacent use to the McMinnville Municipal Airport as the overnight occupants are transitory. Currently, there is a manufactured home park just across Highway 18 from the McMinnville Municipal Airport, "Olde Stone Village" that predates this planning effort.

5.3.3 Chapter IV (Economy of McMinnville)

Goal IV 1: *To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.*

COMMERCIAL DEVELOPMENT

Goal IV 2: *To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the City and county residents.*

Policies:

21.00 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.

FINDING: The McMinnville Market Analysis conducted in April, 2019 for the *Three Mile Lane Area Plan* showed a retail leakage of approximately \$205 million dollars per year in McMinnville, mostly for general merchandise (Appendix B, Existing Conditions). It was estimated that 11% of the retail leakage was due to online shopping. Placer data provided by Leland Consulting Group for the July 26 City Council public hearing showed that in the timeframe of July 2021 – July 2022, City of McMinnville households made 277,500 vehicular trips to Newberg, Salem, Tigard and Wilsonville to shop at Target, Fred Meyer and Costco.

The *Three Mile Lane Area Plan* has identified a 40 – 60 acre (33 net buildable acres) Mixed-Use Town Center as a means of providing needed commercial amenities to McMinnville households both now and into the future as the community grows to 45,000 people.

21.01 The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, redesignation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use. (Ord.4796, October 14, 2003)

21.05 Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan. (Ord.4796, October 14, 2003)

FINDING: The last acknowledged Economic Opportunity Analysis conducted by the City of McMinnville was in 2013. That EOA identified a deficit of 36 acres of commercial land and a surplus of 236 acres of industrial land (page 56 of the McMinnville EOA, 2013). The EOA Advisory Committee recommended that the City redesignate at least 36 acres of industrial land to commercial land to meet the identified need. The *Three Mile Lane Area Plan* recommends that 40 – 60 acres (33 net buildable acres) of industrial land be redesignated to commercial land on the south side of Highway 18.

Figure 26. Comparison of Land Demand to Supply (2013-33)

| Acres by Plan Designation | | | | |
|------------------------------|---------------|--------------|--------------|----------------------------------|
| | Commercial | Industrial | Total | Comments |
| Vacant Land Demand | | | | Based on 2013-33 jobs forecast |
| Commercial | 164.6 | - | 164.6 | Commercial retail & service need |
| Industrial | - | 145.1 | 145.1 | Manufacturing & related sectors |
| Institutional | 2.2 | 8.0 | 10.2 | 62% of need w/per job method |
| Totals | 166.8 | 153.2 | 319.9 | Employment land demand |
| Available Land Supply | | | | Fully & partially vacant sites |
| 2013 BLI Update | 130.9 | 389.1 | 520.0 | Revised per BLI update 7/13 |
| Surplus/(Deficit) | (35.8) | 235.9 | 200.1 | As of 2033 forecast year |

Notes: All acreage figures are rounded to nearest 1/10th of an acre.
 Source: E. D. Hovee & Company, LLC.

However, the balance of land demand and supply is different for commercial than for industrial uses. As with the prior 2001/03 EOA projections, an anticipated surplus is indicated for industrial lands versus a shortfall associated with commercial lands:

- Commercial land demand is expected to exceed supply – resulting in a forecast shortfall of an estimated 36 acres through 2033.
- Industrial land demand is anticipated to come in well under the BLI supply – resulting in a surplus forecast at close to 236 acres over the 20-year planning horizon.

Assessment of Economic Land Supply Need, McMinnville EOA 2013, page 56

Assuming that the Step 9 estimated commercial land shortfall of approximately 36 acres is addressed by re-designating at least this amount of acreage from industrial to commercial use, there would still remain an industrial surplus of up to 200 acres (above and beyond forecast 20-year industrial land needs). Per the Advisory Committee, this excess inventory is recommended to be allocated as a strategic reserve for currently unforeseen industrial and commercial development opportunities that might arise over the 20-year time horizon. This represents an increase from the 46-acre industrial land reserve provided with the most recent prior (2003) EOA update.

Recommendation of the EOA Advisory Committee, McMinnville 2013 EOA, page 57

21.02 The City shall encourage and support the start up, expansion or relocation of high-wage businesses to McMinnville.

- 1. The City shall coordinate economic efforts with the Greater McMinnville Area Chamber of Commerce, McMinnville Industrial Promotions, McMinnville Downtown Association, Yamhill County, Oregon Economic and Community Development Department, and other appropriate groups.*
- 2. Economic development efforts shall identify specific high-wage target industries and ensure that adequately sized, serviced, and located sites exist within the McMinnville urban area for such industries. (Ord.4796, October 14, 2003)*

FINDING: In 2018, the City worked with McMinnville Economic Development Partnership, McMinnville Downtown Association, Visit McMinnville, McMinnville Chamber of Commerce and McMinnville

Industrial Promotions to develop the MAC Town 2032 Economic Development Strategic Plan (Resolution 2019-16, March 12, 2019). This strategic plan identified 3 goals and 5 targeted sectors per below:

Strategic Framework

FOUNDATIONAL GOALS AND STRATEGIES...
are meant to be broadly beneficial across multiple industry sectors.

- 1. Accelerate Growth in Living-Wage Jobs Across a Balanced Array of Industry Sectors**
2. Improve Systems for Economic Mobility and Inclusion
3. Maintain and Enhance our High Quality of Life

TARGET SECTOR GOALS AND STRATEGIES...
are intended to pursue opportunities and improve outcomes within clusters or sectors of related industries.

4. Sustain and Innovate within Traditional Industry and Advanced Manufacturing
5. Foster Opportunity in Technology and Entrepreneurship
6. Be a Leader in Hospitality and Place-Based Tourism
7. Align and Cultivate Opportunities in Craft Beverages and Food Systems
8. Proactively Assist Growth in Education, Medicine and Other Sciences

Page 7 of the MAC Town 2032 Economic Development Strategic Plan

The *Three Mile Lane Area Plan* responds to targeted sectors 4, 5,6,7 and 8 with the proposed land-use vision incorporating an Innovation Campus, a Health Care Center, and Commercial Tourism development.

21.03 The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses. (Ord.4796, October 14, 2003)

FINDING: The Innovation Center identified in the *Three Mile Lane Area Plan* provides an opportunity for local businesses to start-up, grow and thrive by co-locating entrepreneurs, flex space, education, research and development and production support.

Goal IV 3: *To ensure commercial development that maximizes efficiency of land use through utilization of existing commercially designated lands, through appropriately locating future neighborhood serving and other commercial lands and discouraging strip development.*

22.00 The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.

23.00 Areas which could in the future serve as commercial sites shall be protected from encroachment by incompatible uses.

24.00 *The cluster development of commercial uses shall be encouraged rather than auto-oriented strip development. (Ord.4796, October 14, 2003)*

FINDING: The proposed design and development standards in the Mixed-Use Town Center in the *Three Mile Lane Area Plan* requires a compact commercial development that is:

- 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.

(page 29 of the Three Mile Lane Area Plan)

24.50 *The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord.4796, October 14, 2003)*

FINDING: The last acknowledged Economic Opportunity Analysis conducted by the City of McMinnville was in 2013. That EOA identified a deficit of 36 acres of commercial land and a surplus of 236 acres of industrial land (page 56 of the McMinnville EOA, 2013). The EOA Advisory Committee recommended that the City redesignate at least 36 acres of industrial land to commercial land to meet the identified need. The *Three Mile Lane Area Plan* recommends that 40 – 60 acres (33 net buildable acres) of industrial land be redesignated to commercial land on the south side of Highway 18.

25.00 *Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.*

FINDING: The proposed Mixed-Use Town Center will not conflict with adjacent uses (Industrial Campus and Healthcare Campus) and city services can be made available to serve the scale of development.

26.00 *The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.*

FINDING: The Mixed-Use Town Center is located on Highway 18 where there is sufficient land for internal traffic circulation systems, adequate parking and service areas.

27.00 *Neighborhood commercial uses will be allowed in neighborhood activity centers and in other suitable neighborhood locations. These commercial uses will consist only of neighborhood oriented businesses and will be located on collector or arterial streets. More intensive, large commercial uses will not be considered compatible with or be allowed in neighborhood commercial centers. (Ord. 5098, December 8, 2020)*

FINDING: Two mixed-use developments with neighborhood-serving commercial uses are identified in the *Three Mile Lane Area Plan*. Although not large enough for a neighborhood activity center, both sites can incorporate the guiding principles of neighborhood activity centers.

Design Policies:

29.00 *New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.*

30.00 *Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.*

31.00 *Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)*

33.00 *Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling. (Ord.4796, October 14, 2003)*

34.00 *The City of McMinnville shall develop and maintain guidelines concerning the size, placement, and type of signs in commercial areas.*

35.00 *The City of McMinnville shall encourage the development of a sign system that directs motorists to parking areas.*

FINDING: The traffic analysis in Appendix D of the plan and the design and development standards identified in the plan through the policies on pages 37 and 38 and Table 4 on pages 46 – 50 will ensure that the Mixed-Use Town Center can achieve the above comprehensive plan policies.

- An in-depth traffic analysis was conducted to evaluate the impact of the Mixed-Use Town Center site on the local and state transportation systems.
- There are no adjacent residential neighborhoods that traffic will impact.
- There is efficient land for parking and the proposed design standards recommend a grid system of small parking lots with pedestrian and human scale development.
- Landscaping standards are proposed in the *Three Mile Lane Area Plan* for the Mixed-Use Town Center.
- Per the implementation recommendations for Policy #1 on page 46 of the plan, all commercial and mixed-use developments over five acres will be subjected to a planned development overlay with design and development standards.

INDUSTRIAL DEVELOPMENT

Goal IV 5: *To continue the growth and diversification of McMinnville's industrial base through the provision of an adequate amount of properly designated lands.*

Goal IV 6: *To ensure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.*

- 48.00 *The City of McMinnville shall encourage the development of new industries and expansion of existing industries that provide jobs for the local (McMinnville and Yamhill County) labor pools.*
- 49.00 *The City of McMinnville shall use its zoning and other regulatory methods to prevent encroachment into industrial areas by incompatible land uses.*
- 49.01 *The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods. (Ord. 4961, January 8, 2013)*
- 49.02 *The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis. (Ord. 4961, January 8, 2013)*
- 49.03 *In designating new industrial properties, and in redesignating properties to industrial zoning from other designations, the City shall work to provide employment opportunities in locations that are reasonably accessible to McMinnville residents, while minimizing the need to drive through existing or planned residential neighborhoods. (Ord. 4961, January 8, 2013)*

FINDING: The Industrial Innovation Campus will have direct access to an arterial (Highway 18) and will be reasonably accessible to McMinnville residents while minimizing the need to drive through existing or planned residential neighborhoods.

- 50.00 *The City of McMinnville shall encourage industrial uses to locate adjacent to the airport and south of Three Mile Lane, adjacent to the existing Riverside Drive industrial area, and in existing industrial areas through the proper designation of lands on the comprehensive plan and zoning maps. Comprehensive plan and/or zoning map changes to industrial designations in other areas may be granted if all the applicable goals and policies of the plan can be met.*

51.00 *The City of McMinnville shall encourage the location of airport-related industrial uses only on the industrial land which is adjacent to the airport. Those lands so reserved shall be designated in the planned development overlay covering this area.*

52.00 *The City of McMinnville shall create a new "limited light industrial" zone which shall be placed on the industrial areas on the south side of Three Mile Lane in those areas where residential development is expected on the north side of the road. The new zone will allow only those types of industrial uses that will not conflict with the residential uses.*

FINDING: The Industrial Innovation Campus is located south of Highway 18, adjacent to the McMinnville Municipal Airport with the opportunity to serve airport-related industrial uses. The *Three Mile Lane Area Plan*, Policy #23, will ensure that no incompatible heavy industrial uses will be allowed along Highway 18 by rezoning the M2 (General Industrial) land to M1 (Light Industrial).

54.00 *The City of McMinnville shall establish industrial planned development ordinances which shall be placed over the future industrial areas designated on the McMinnville Comprehensive Plan Map, the industrial reserve area, and certain existing industrially designated areas within the city limits. The overlay shall also be applied to any areas which are in the future designated for future industrial use through an amendment to the comprehensive plan map. The overlays shall provide standards to control the nuisance and negative environmental effects of industries. These controls shall cover, but not be limited to, the following areas:*

1. *Landscaping and screening*
2. *Noise suppression*
3. *Light and heat suppression*
4. *Pollution control for air, water, and land*
5. *Energy impacts*
6. *Traffic impacts*

FINDING: The entire Three Mile Lane study area is encompassed in a planned development overlay (Ordinance No. 4131 as amended by Ordinance No. 4572). Per the *Three Mile Lane Area Plan* implementation recommendations for Policy #1, all industrial development proposals over ten acres will be subjected to an individual planned development overlay as well to incorporate design and development standards.

5.3.4 Chapter V (Housing and Residential Development)

Goal V 1: *To promote development of affordable, quality housing for all city residents.*

64.00 *The City of McMinnville shall work in cooperation with other governmental agencies, including the Mid-Willamette Valley Council of Governments and the Yamhill County Housing Authority, and private groups to determine housing needs, provide better housing opportunities and improve housing conditions for low and moderate income families.*

FINDING: The Housing Authority of Yamhill County is building a 175 unit apartment complex in the Three Mile Lane study area.

Goal V 2: *To promote a residential development pattern that is land intensive and energy efficient, that provides for an urban level of public and private services, and that allows unique and innovative development techniques to be employed in residential designs.*

69.00 *The City of McMinnville shall explore the utilization of innovative land use regulatory ordinances which seek to integrate the functions of housing, commercial, and industrial developments into a compatible framework within the city.*

FINDING: *The Three Mile Lane Area Plan is demonstrative of this type of innovative land use program, by designing and planning an area where housing, commercial amenities and industrial development co-exist in a cohesive way. One of the five goals of the Three Mile Lane Area Plan is a cohesive land use plan.*

GOAL 2: COHESIVE LAND USE PLAN - Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.

The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city.

(Page 16 of The Three Mile Lane Area Plan)

5.3.5 Chapter VI (Transportation System)

Goal VI 1: *To encourage the development of a transportation system that provides for the coordinated movement of people and freight in a safe and efficient manner.*

119.00 *The City of McMinnville shall encourage utilization of existing transportation corridors, wherever possible, before committing new lands.*

120.00 *The City of McMinnville may require limited and/or shared access points along major and minor arterials, in order to facilitate safe access flows.*

121.00 *The City of McMinnville shall discourage the direct access of small-scale residential developments onto major or minor arterial streets and major collector streets.*

130.05 *In areas where bikeways are planned, the City may require that new development provide bikeway improvements such as widened streets, bike paths, or the elimination of on-street parking. At the minimum, new development shall be required to make provisions for the future elimination of on-street parking along streets where bikeways are planned so that bike lanes can be striped in the future. Bike lanes and bike paths in new developments shall be constructed to standards recommended in the bikeway plan.*

131.00 *The City of McMinnville shall encourage development of bicycle and footpaths in scenic and recreational areas as part of future parks and activities.*

132.00 *The City of McMinnville shall encourage development of subdivision designs that include bike and foot paths that interconnect neighborhoods and lead to schools, parks, and other activity areas. (Ord. 4922, February 23, 2010; Ord. 4260, August 2, 1983)*

132.25.00 132.56.10 *Eliminate Barriers to Bicycle Travel – The City will actively pursue a comprehensive system of bicycle facilities through designing and constructing projects, as resources are available, and implementing standards and regulations designed to eliminate barriers to bicycle travel. As a result of this policy, new developments or major transportation projects will neither create new, nor maintain existing, barriers to bicycle travel. (Ord. 4922, February 23, 2010)*

132.26.00 *The vehicle, pedestrian, transit, and bicycle circulation systems shall be designed to connect major activity centers in the McMinnville planning area, increase the overall accessibility of downtown and other centers, as well as provide access to neighborhood residential, shopping, and industrial areas, and McMinnville’s parks and schools.*

FINDING: The *Three Mile Lane Area Plan* relies on an existing planned transportation system with enhanced active trans infrastructure to support more bicycle and pedestrian connectivity and mobility in the study area.

132.30.00 *The implementation of transportation system and transportation demand management measures, provision of enhanced transit service, and provision of bicycle and pedestrian facilities in the McMinnville planning area shall be embraced by policy as the first choice for accommodating travel demand and relieving congestion in a travel corridor, before street widening projects for additional travel lanes are undertaken.*

FINDING: One of the goals of the *Three Mile Lane Area Plan* is to preserve the functionality and mobility of Highway 18 by encouraging local trips on a multi-modal local system.

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

This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods, and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.

(Page 16 of the Three Mile Lane Area Plan)

132.39.00 *The City of McMinnville shall coordinate its transportation planning and construction efforts with those of Yamhill County and the Oregon Department of Transportation (ODOT). McMinnville’s transportation plan shall be consistent with those developed at the regional and state level. (Ord. 4922, February 23, 2010)*

132.40.00 *Mobility standards will be used to evaluate the transportation impacts of long-term growth. The City should adopt the intersection mobility standards as noted in Chapter 2 of the Transportation System Plan. (Ord. 4922, February 23, 2010)*

132.44.00 *The City should continue to coordinate with ODOT in the administration of jointly adopted plans to manage access and highway improvements as noted in Chapter 2 of the Transportation System Plan. (Ord. 4922, February 23, 2010)*

FINDING: The *Three Mile Lane Area Plan* was developed in coordination with ODOT.

- 132.59.10 *Airport area land use – Do not permit land uses within airport noise corridors that are not noise compatible, and avoid the establishment of uses that are physical hazards to air traffic at the McMinnville Airport. (Ord. 4922, February 23, 2010)*

FINDING: Although promoted by some people who testified during the public hearing, the City elected not to place residential development adjacent to the McMinnville Municipal Airport due to potential noise incompatibility as pointed out by the Oregon Department of Aviation in written testimony provided on July 26, 2022. (See email from Heather Peck. Oregon Department of Aviation, dated July 26, 2022, entered into the record on July 26, 2022).

5.3.6 Chapter IX (Urbanization)

Goal IX 2: *To establish a land use planning framework for application of the goals, policies, and proposals of the McMinnville Comprehensive Plan.*

- 187.10 *The City of McMinnville shall establish Great Neighborhood Principles to guide the land use patterns, design, and development of the places that McMinnville citizens live, work, and play. The Great Neighborhood Principles will ensure that all developed places include characteristics and elements that create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood with enduring value, whether that place is a completely new development or a redevelopment or infill project within an existing built area.*
- 187.20 *The Great Neighborhood Principles shall encompass a wide range of characteristics and elements, but those characteristics and elements will not function independently. The Great Neighborhood Principles shall be applied together as an integrated and assembled approach to neighborhood design and development to create a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood, and to create a neighborhood that supports today's technology and infrastructure, and can accommodate future technology and infrastructure.*
- 187.30 *The Great Neighborhood Principles shall be applied in all areas of the city to ensure equitable access to a livable, egalitarian, healthy, social, inclusive, safe, and vibrant neighborhood for all McMinnville citizens.*
- 187.40 *The Great Neighborhood Principles shall guide long range planning efforts including, but not limited to, master plans, small area plans, and annexation requests. The Great Neighborhood Principles shall also guide applicable current land use and development applications.*
- 187.50 *The McMinnville Great Neighborhood Principles are provided below. Each Great Neighborhood Principle is identified by number below (numbers 1 – 13), and is followed by more specific direction on how to achieve each individual principle.*
1. *Natural Feature Preservation. Great Neighborhoods are sensitive to the natural conditions and features of the land.*
 - a. *Neighborhoods shall be designed to preserve significant natural features including, but not limited to, watercourses, sensitive lands, steep slopes, wetlands, wooded areas, and landmark trees.*
 2. *Scenic Views. Great Neighborhoods preserve scenic views in areas that everyone can access.*
 - a. *Public and private open spaces and streets shall be located and oriented to capture and preserve scenic views, including, but not limited to, views of significant natural features,*

landscapes, vistas, skylines, and other important features.

3. *Parks and Open Spaces. Great Neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood.*
 - a. *Parks, trails, and open spaces shall be provided at a size and scale that is variable based on the size of the proposed development and the number of dwelling units.*
 - b. *Central parks and plazas shall be used to create public gathering spaces where appropriate.*
 - c. *Neighborhood and community parks shall be developed in appropriate locations consistent with the policies in the Parks Master Plan.*
4. *Pedestrian Friendly. Great Neighborhoods are pedestrian friendly for people of all ages and abilities.*
 - a. *Neighborhoods shall include a pedestrian network that provides for a safe and enjoyable pedestrian experience, and that encourages walking for a variety of reasons including, but not limited to, health, transportation, recreation, and social interaction.*
 - b. *Pedestrian connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces, and shall also be provided between streets that are disconnected (such as cul-de-sacs or blocks with lengths greater than 400 feet).*
5. *Bike Friendly. Great Neighborhoods are bike friendly for people of all ages and abilities.*
 - a. *Neighborhoods shall include a bike network that provides for a safe and enjoyable biking experience, and that encourages an increased use of bikes by people of all abilities for a variety of reasons, including, but not limited to, health, transportation, and recreation.*
 - b. *Bike connections shall be provided to commercial areas, schools, community facilities, parks, trails, and open spaces.*
6. *Connected Streets. Great Neighborhoods have interconnected streets that provide safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bike use.*
 - a. *Streets shall be designed to function and connect with the surrounding built environment and the existing and future street network, and shall incorporate human scale elements including, but not limited to, Complete Streets features as defined in the Comprehensive Plan, grid street networks, neighborhood traffic management techniques, traffic calming, and safety enhancements.*
 - b. *Streets shall be designed to encourage more bicycle, pedestrian and transit mobility with a goal of less reliance on vehicular mobility.*
7. *Accessibility. Great Neighborhoods are designed to be accessible and allow for ease of use for people of all ages and abilities.*
 - a. *To the best extent possible all features within a neighborhood shall be designed to be accessible and feature elements and principles of Universal Design.*

- b. Design practices should strive for best practices and not minimum practices.*
- 8. Human Scale Design.** *Great Neighborhoods have buildings and spaces that are designed to be comfortable at a human scale and that foster human interaction within the built environment.*
- a. The size, form, and proportionality of development is designed to function and be balanced with the existing built environment.*
- b. Buildings include design elements that promote inclusion and interaction with the right-of-way and public spaces, including, but not limited to, building orientation towards the street or a public space and placement of vehicle-oriented uses in less prominent locations.*
- c. Public spaces include design elements that promote comfortability and ease of use at a human scale, including, but not limited to, street trees, landscaping, lighted public areas, and principles of Crime Prevention through Environmental Design (CPTED).*
- 9. Mix of Activities.** *Great Neighborhoods provide easy and convenient access to many of the destinations, activities, and local services that residents use on a daily basis.*
- a. Neighborhood destinations including, but not limited to, neighborhood-serving commercial uses, schools, parks, and other community services, shall be provided in locations that are easily accessible to surrounding residential uses.*
- b. Neighborhood-serving commercial uses are integrated into the built environment at a scale that is appropriate with the surrounding area.*
- c. Neighborhoods are designed such that owning a vehicle can be optional.*
- 10. Urban-Rural Interface.** *Great Neighborhoods complement adjacent rural areas and transition between urban and rural uses.*
- a. Buffers or transitions in the scale of uses, buildings, or lots shall be provided on urban lands adjacent to rural lands to ensure compatibility.*
- 11. Housing for Diverse Incomes and Generations.** *Great Neighborhoods provide housing opportunities for people and families with a wide range of incomes, and for people and families in all stages of life.*
- a. A range of housing forms and types shall be provided and integrated into neighborhoods to provide for housing choice at different income levels and for different generations.*
- 12. Housing Variety.** *Great Neighborhoods have a variety of building forms and architectural variety to avoid monoculture design.*
- a. Neighborhoods shall have several different housing types.*
- b. Similar housing types, when immediately adjacent to one another, shall provide variety in building form and design.*
- 13. Unique and Integrated Design Elements.** *Great Neighborhoods have unique features, designs, and focal points to create neighborhood character and identity. Neighborhoods shall*

be encouraged to have:

- a. *Environmentally friendly construction techniques, green infrastructure systems, and energy efficiency incorporated into the built environment.*
- b. *Opportunities for public art provided in private and public spaces.*
- c. *Neighborhood elements and features including, but not limited to, signs, benches, park shelters, street lights, bike racks, banners, landscaping, paved surfaces, and fences, with a consistent and integrated design that are unique to and define the neighborhood. (Ord 5066 §2, April 9, 2019)*

FINDING: The Great Neighborhood Principles were a foundational element of the *Three Mile Lane Area* planning process.

Pages 17, 18 and 19 of the *Three Mile Lane Area Plan* describe how the Great Neighborhood Principles will be achieved in the *Three Mile Lane Area Plan*. This analysis was then developed into policies on pages 37 and 38 of the plan, which were then developed into implementation recommendations on pages 46 – 50 of the plan. Please see below.

1. *Natural Feature Preservation*

- Strive to protect tree groves
- Strive to protect individual trees
- Protect riparian corridors and adjacent native landscape



2. *Scenic Views*

- Provide and protect views to rolling hills and volcanoes
- Provide visual and physical access to North Yamhill River
- Orient streets and open spaces to views



3. *Parks and Open Spaces*

- Connect to Galen McBee Airport Park
- Connect to Joe Dancer Park
- Create new gathering spaces that incorporate natural areas and views
- Plant landscapes that incorporate natives and exhibit seasonal variation



4. *Pedestrian Friendly*

- Provide a network of sidewalks and trails to connect people to key locations
- Incorporate shade streets with mature tree canopy

5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

- Connect to existing street grid in the Three Mile Lane area

7. *Accessibility*

- Design new development for ease of use by all ages and abilities

8. *Human Scale Design*

- Respect typical scale of commercial uses in McMinnville
- Design to reflect the micro-climate—outdoor life, porches, balconies
- Promote inclusion and interaction within the right-of-way

9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

- Reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees
- Consider adjacency to agricultural fields and respect this heritage through careful transitions
- Design simple roof forms (industrial and agricultural). Height and distinctive forms of silos can be inspiration
- Consider functional site planning of vineyard and farm complexes as conceptual model for new development

11. *Housing for Diverse Incomes and Generations*

- Allow for a mix of housing forms and types that serve a variety of household incomes and respect the current character of Three Mile Lane



12. Housing Variety

- Respect existing variety of housing types in Three Mile Lane and ensure diversity of design for future housing

13. Unique and Integrated Design Elements

- Ensure visibility from highway; Welcome to McMinnville
- Make functions of sites visible (airplanes, winemaking); continue expression of industry/making where applicable
- Aviation legacy: display large planes; consider sensation of low-flying planes, potential visual impact of sites from the air
- Consider local and/or sustainable materials for cladding and building structure (timber, corrugated steel cladding, red brick)
- Use vibrant color



187.80.20 *Area Plans shall be adopted by the City Council as guiding land use documents. The Area Plan will be adopted as a supplement to the McMinnville Comprehensive Plan. (Ord 5106, October 26, 2021; Ord. 5098, December 8, 2020)*

48.15 *The City of McMinnville should develop an Area Plan for the Three Mile Lane area that supports and enhances the district's economic vitality and marketability, provides opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district, enhances multi-modal connections throughout the district, and creates an aesthetically pleasing gateway to the City of McMinnville. (Ord. 5098, December 8, 2020)*

48.70 **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)*

FINDING: The *Three Mile Lane Area Plan* is being adopted as a guiding land use document as a supplement to the *McMinnville Comprehensive Plan*.

All new housing development will need to comply with the clear and objective residential design and development standards in McMinnville's Municipal Code, Chapter 17.11.

The proposed Mixed-Use Town Center site in the *Three Mile Lane Area Plan* complies with proposal 48.70 to redesignate 40 acres of property along the south side of the Highway 18 frontage from industrial to commercial.

5.3.7 Chapter X (Citizen Involvement and Plan Amendment)

Goal X 1: *To provide opportunities for citizen involvement in the land use decision making process established by the City of McMinnville.*

Goal X 2: *To make every effort to engage and include a broad cross section of the community by maintaining an active and open citizen involvement program that is accessible to all members of the community and engages the community during development and implementation land use policies and codes.*

Goal X 3: *To periodically review and amend the McMinnville Comprehensive Plan to reflect changes in community circumstances, in citizen desires and in the statewide goals.*

188.00 *The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.*

189.00 *The City of McMinnville shall establish procedures for amending the Comprehensive Plan, Volumes I and II, and the implementation ordinances and measures in Volume III, which allow for citizen review and comment.*

190.00 *The City of McMinnville shall appoint a representative Planning Commission that will serve as the officially recognized Committee for Citizen Involvement (CCI) for the City of McMinnville. This Commission will be made up of representatives of all geographical areas of the City, and shall hold public forums and public hearings on major comprehensive plan text amendments, comprehensive plan and zoning map amendments, zoning ordinance text amendments and changes in the urban growth boundary and/or urban growth management agreements.*

193.00 *The City of McMinnville shall continue to engage citizens in community advisory positions for input on the major elements of the comprehensive plan by creating special citizen advisory bodies and ad-hoc committees comprised of volunteers representing a broad cross-section of the community to provide input on every major comprehensive planning effort and other related land use planning matters.*

194.00 *The City of McMinnville shall strive to include youth members on City committees involved in land use planning, and work with the McMinnville School District, local private schools and service groups to encourage youth involvement in land use planning activities.*

195.00 *The City of McMinnville shall assure that technical information is available to citizens in an understandable form and when needed provide translations of information to non-English speaking members of the community,*

FINDING: The Planning Commission has been identified as the Committee for Citizen Involvement for the City of McMinnville per *McMinnville Comprehensive Plan* Policy #190.00. The Planning Commission hosted a public hearing to consider this proposed amendment initially on December 16, 2021, which was then continued to January 20, 2022, and February 17, 2022. The City Council then elected to also host a public hearing which was first held on May 10, 2022, and then continued to June 14, 2022, and July 26, 2022. The City also worked to engage the public in a variety of different ways both during the informative process of the planning effort with a project advisory committee, open houses, design charrettes and surveys as well as during the public hearing process with information

provided on social media platforms, in virtual meeting sessions, a public open house and a mailer that went to all addresses within the city limits. Please see Table 2, the public engagement record provided in “Section 1.0, Comprehensive Plan Amendment Summary” of this document.

The City provided translators at the public open house and town hall, and provided the survey in Spanish and English.

As part of the outreach to engage citizens and stakeholders in developing the *Three Mile Lane Area Plan*, the City made special efforts to involve a broad range of participants. The public outreach process is summarized below:

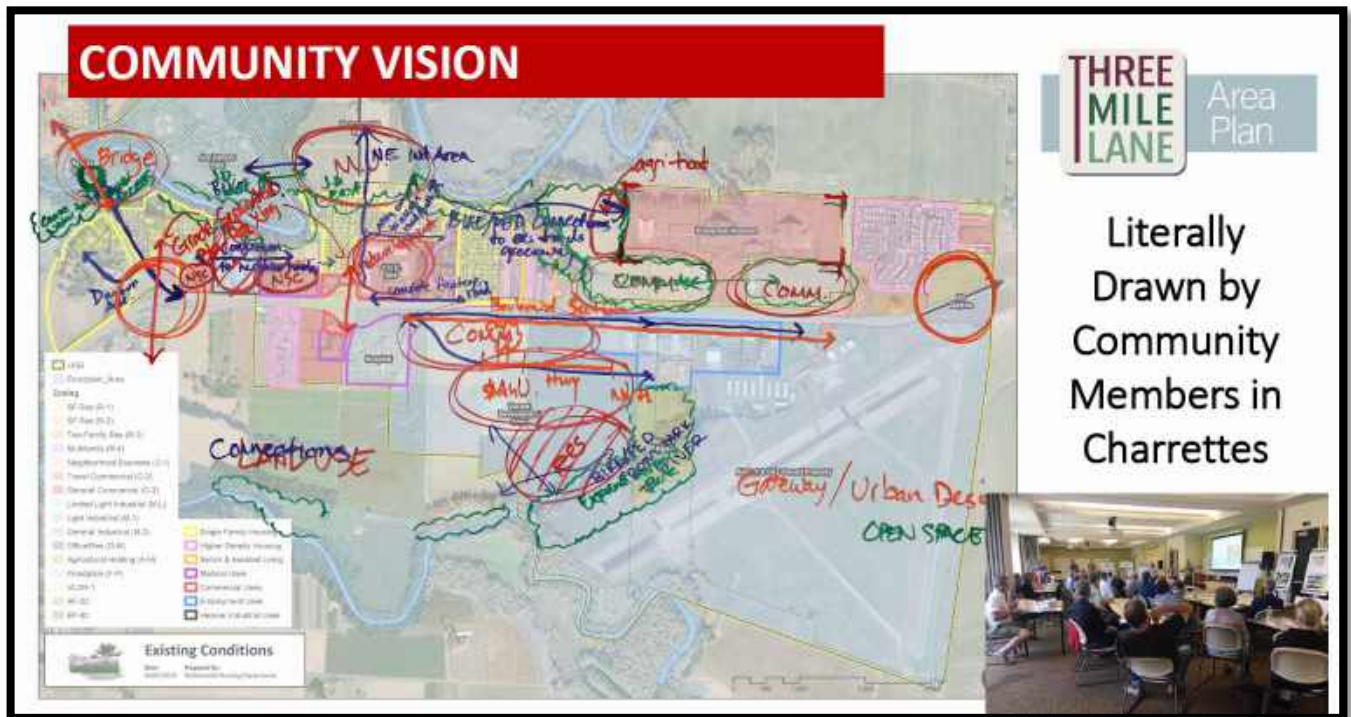
- The *Three Mile Lane Area Plan* was developed in conjunction with a Project Advisory Committee. The Project Advisory Committee reviewed draft work products, advised on public involvement, and considered public input when making recommendations. The Project Advisory Committee included a Citizen Advisory Committee with representatives from the following identified demographics:

Accessibility Advocates
 Active Transportation Advocates
 Architects or Developers
 Property Owners and Business Owners
 Business Owners
 Chemeketa Community College
 Transit Riders or YCTA Board Member
 Planning Commission
 City Council
 Linfield College
 School District
 Housing Advocates
 Senior Citizens
 Working Professionals
 Young Adults
 Youth
 Latino Representatives

- The City hosted three public workshops. Invitations to the public workshops were provided in both English and Spanish. Spanish invitations were distributed through the Latino Advisory Council and provided at the Virginia Garcia Clinic in the study area. Spanish translation was provided at the public workshops upon request.
- The City hosted three focus group interviews. One of the focus groups represented organizations and agencies that served Title VI populations in the study area.
- The project included numerous City Council updates, which were part of the regularly scheduled McMinnville City Council meetings that were open to the public and broadcast with subtitles via McMinnville Media.
- The City maintained a project website at www.ThreeMileLane.com.

- The City distributed flyers and meeting invitations through the Latino Advisory Council, a network of Spanish speaking businesses, agencies and non-profit partners serving the Hispanic and Latino community in McMinnville.
- The City provided project updates and invitations to meetings and events via its social media to the community at-large and direct mailings for households in the project area.
- The City created press releases and flyers for all public events which were advertised in local newspapers and distributed to public spaces such as the McMinnville Public Library, the McMinnville Community Center and through the McMinnville School District information portal.
- Five work session public meetings, all noticed and open to the public, were held in conjunction with McMinnville Planning Commission and City Council meetings.
- Five public hearing meetings, all noticed and open to the public, were held at the McMinnville Planning Commission and City Council.
- A city-wide mailer was sent out, a public open house was conducted and three virtual public information sessions were provided in between the public hearings at the City Council to inform the public about the Plan and how to participate in the public hearing process.

The public hearing process provides further opportunity for consideration of citizen involvement and input and associated deliberation.



5.4 Alignment with McMinnville Municipal Code

5.4.1 Chapter 17.03, General Provisions

17.03.020 Purpose.

The purpose of the ordinance codified in Chapters 17.03 (General Provisions) through 17.74 (Review Criteria) of this title is to encourage appropriate and orderly physical development in the city through standards designed to protect residential, commercial, industrial, and civic areas from the intrusions of incompatible uses; to provide opportunities for establishments to concentrate for efficient operation in mutually beneficial relationship to each other and to shared services; to provide adequate open space, desired levels of population densities, workable relationships between land uses and the transportation system, adequate community facilities; and to provide assurance of opportunities for effective utilization of the land resources; and to promote in other ways public health, safety, convenience, and general welfare. (Ord. 4920, §2, 2010; Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).

FINDING: The purpose of the *Three Mile Lane Area Plan* is to develop a proactive land-use plan for an area that is roughly 1340 acres that encourages orderly and appropriate physical development in the Three Mile Lane Area to create public facility and land-use efficiencies, respond to community needs for housing, jobs, commercial options, public amenities and safe multi-modal infrastructure thereby promoting public health, safety, convenience and general welfare.

17.03.025 Consistency with Plan and Laws.

Each development and use application and other procedure initiated under this title shall be consistent with the adopted Comprehensive Plan of the City of McMinnville, the provisions of this title, and all other applicable local ordinance, State laws and regulations.

FINDING: As demonstrated in this decision document, the *Three Mile Lane Area Plan* is consistent with the adopted *McMinnville Comprehensive Plan*, the provisions of Title 17 of the McMinnville Municipal Code and all other applicable local ordinances, State laws and regulations.

5.4.2 Chapter 17.06, Definitions

17.06.015 General Definitions.

Comprehensive Plan – A plan developed by the City to implement the statewide planning goals of the *Land Conservation and Development Commission*.

Comprehensive Plan Map – A map that describes the long-term direction and vision for the growth and development of McMinnville through specific land use designations including “residential,” “industrial,” or “commercial.”

Comprehensive Plan Text Amendment or Comprehensive Plan Map Amendment – A land use process through which either comprehensive plan text or a specific land use designation as noted on the comprehensive plan map may be changed.

FINDING: Adopting the *Three Mile Lane Area Plan* as a supplemental document to the *McMinnville Comprehensive Plan* is an amendment to the *McMinnville Comprehensive Plan*. Adding proposal 20.05 to Chapter VI, “Transportation System”, of the *McMinnville Comprehensive Plan* is a Comprehensive Plan Text Amendment. The Comprehensive Plan Map is not being amended with this action.

5.4.3 Chapter 17.10, Area and Master Planning Process

17.10.030 Procedures.

- A. Area Plan Requirement. *Prior to annexation or comprehensive plan map amendment, zone change, or development of any land in Urban Holding (UH) Comprehensive Plan Map designations, the City must review and adopt an Area Plan, if applicable.*

17.10.040 Area Plan Process.

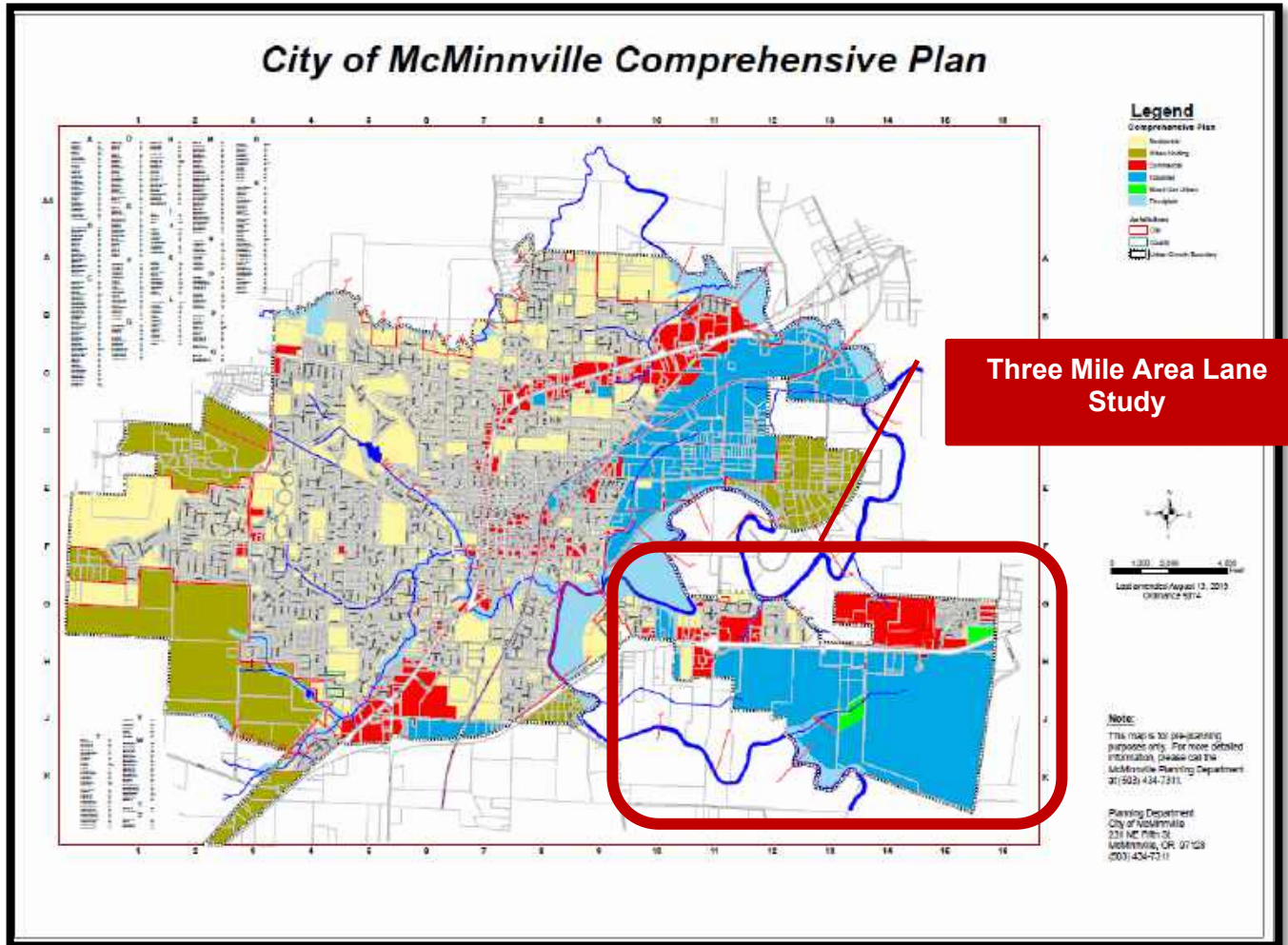
- A. *The City Council shall initiate an Area Planning process for lands that are designated as Urban Holding (UH) on the McMinnville Comprehensive Plan Map.*
- B. *Property owners may initiate the Area Planning process, if the City Council has not yet initiated or completed an Area Plan for land designated on the Comprehensive Plan Map as Urban Holding (UH) in a UGB expansion area.*
1. *Area Planning may be initiated by property owners for lands 100 acres or greater in size.*
- 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)*

17.10.050 Area Plan Scope and Components.

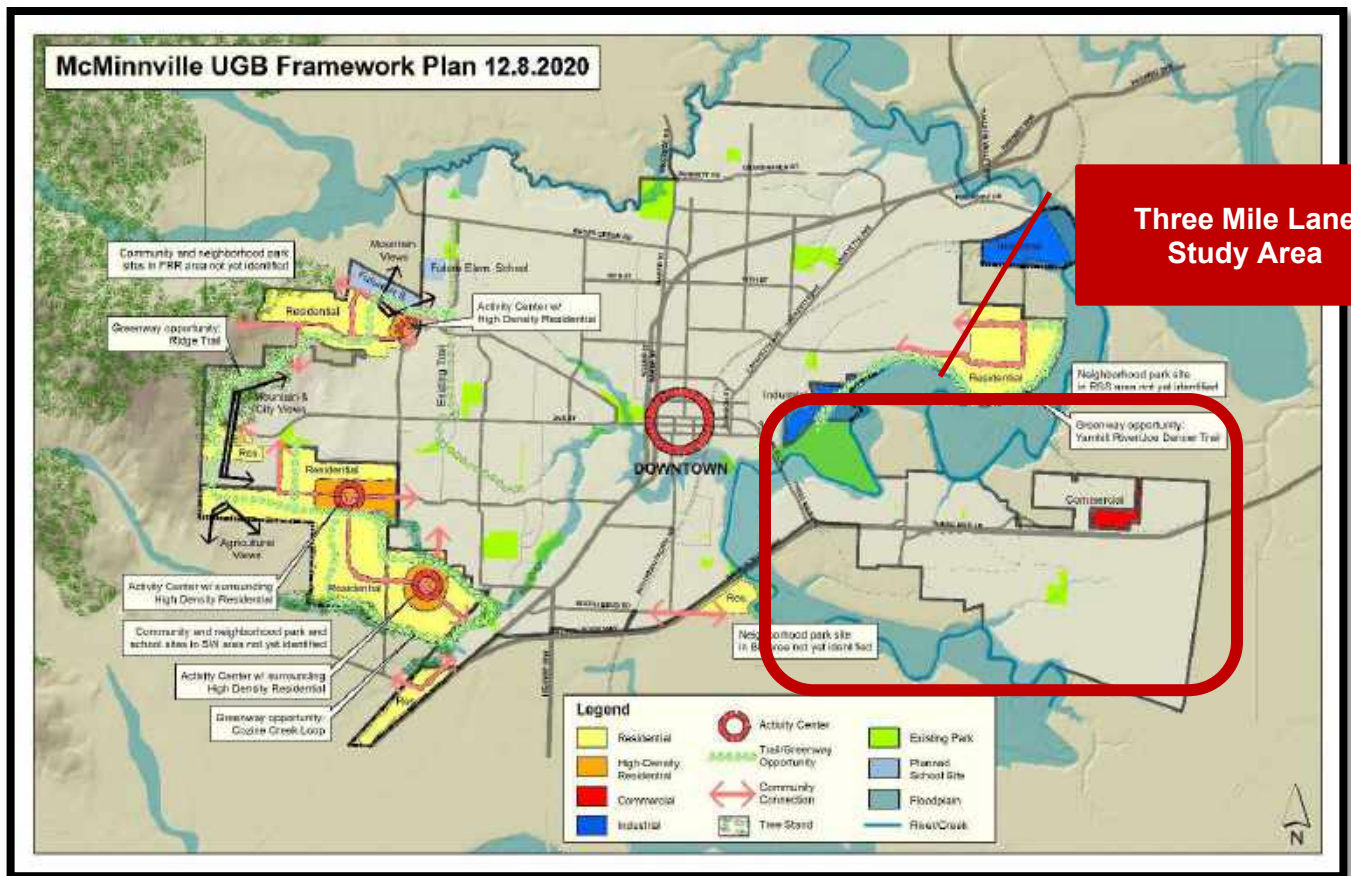
- A. *Area Plans shall more specifically identify land uses, their locations, and their relationship to public facilities, natural resources, and existing urban uses. The land uses identified in an Area Plan must be consistent with the applicable Framework Plan and the identified land use needs for the Urban Holding (UH) area.*
- B. *Principles and Standards for Area Plans.*
1. *Area Plans must embody the development principles of the applicable Framework Plan, UGB expansion plan, McMinnville Comprehensive Plan, and any other City land use policies and standards.*
 - a. *2003-2023 McMinnville Growth Management and Urbanization Plan (MGMUP). The MGMUP provides guidance for the planning and development of fully integrated, mixed-use, pedestrian-oriented neighborhoods. Therefore, Area Plans for UH areas within the MGMUP areas will be developed to be consistent with:*
 1. *The guidelines and characteristics of the Traditional Neighborhood model, as described in the McMinnville Growth Management and Urbanization Plan.*
 2. *The potential identification of locations that would be suitable for Neighborhood Activity Centers (NACs) to meet neighborhood commercial land needs as identified in the MGMUP Framework Plan, and also support surrounding residential development, as described in the McMinnville Growth Management and Urbanization Plan.*
 3. *The City's adopted Great Neighborhood Principles, as described in Comprehensive Plan Policies 187.10 through 187.50.*

FINDING: Although Sections 17.030, 17.040, and 17.050 do not apply to this action since the study area does not include any land that is designated as UH (Urban Holding) on the *McMinnville Comprehensive Plan Map* (see map below), the Plan does embody the development principles associated with the Great Neighborhood Principles as described in *Comprehensive Plan Policies 187.10 through 187.50*, per the discussion of Great Neighborhood Principles on pages 17 and 18 of the *Three Mile Lane Area Plan* document. The *Three Mile Lane Area Plan* also contemplates incorporating the principles of the Neighborhood Activity Centers in the two mixed-use areas described in the land-use vision. Although both sites are too small to meet all of the criteria identified for Neighborhood

Activity Centers, the same guiding principles of neighborhood-serving commercial uses with adjacent high-density residential development that radiates out to lower-density residential development is incorporated. Neither of the mixed-use sites was identified in McMinnville's Growth Management and Urbanization Plan and the McMinnville Framework Plan as future neighborhood activity centers (see Framework Plan map below).



McMinnville Comprehensive Plan Map. Gold area is UH Comprehensive Plan Designation



McMinnville Framework Plan Map. Neighborhood Activity Centers are the Bold Red Circles

5.4.4 Chapter 17.51, Planned Development Overlay

17.51.010 Purpose.

The purpose of a planned development is to provide greater flexibility and greater freedom of design in the development of land than may be possible under strict interpretation of the provisions of the zoning ordinance. Further, the purpose of a planned development is to encourage a variety in the development pattern of the community; encourage mixed uses in a planned area; encourage developers to use a creative approach and apply new technology in land development; preserve significant man-made and natural features; facilitate a desirable aesthetic and efficient use of open space; and create public and private common open spaces. A planned development is not intended to be simply a guise to circumvent the intent of the zoning ordinance.

In approving a planned development, the Council and the Planning Commission shall also take into consideration those purposes set forth in Section 17.03.020 of this ordinance. A planned development shall be considered as an overlay to an existing zone, and the development of said property shall be in accordance with that zone's requirements, except as may be specifically allowed by the Planning Commission. For purposes of implementing these objectives, two means are available:

- A. The property owner or his representative may apply for a planned development to overlay an existing zone and shall submit an acceptable plan and satisfactory assurances it will be carried out in accordance with Section 17.51.030. Such plan should accomplish substantially the same general objectives as proposed by the comprehensive plan and zoning ordinance for the area; (The fee charged for processing such an application shall be equal to the one charged for zone changes.)

- B. *The Council, the Commission, or the property owner of a particular parcel may apply for a planned development designation to overlay an existing zone without submitting any development plans; however, no development of any kind may occur until a final plan has been submitted and approved. (The Planning Director shall note such properties and direct that no building permit be issued in respect thereto.)*
 - 1. *A planned development overlay may be approved under these circumstances for a property which has unique characteristics (e.g., geological, ecological, location, or the nature of the surrounding property) and the development of which may have an impact upon the surrounding area or the city as a whole. A planned development overlay initiated by the Council or the Planning Commission shall address itself to the purposes set forth herein.*
 - 2. *The Council and Planning Commission shall set forth the reasons for approval and the areas of concern that must be addressed when final plan are submitted;*
- C. *The Council and Planning Commission, with the assistance of the Planning Director, shall ensure that no planned development overlay granted under Section A or B above which is merely a guise to circumvent the intent of the zoning ordinance shall be approved. A denial of such a zone request based upon this principle shall be enunciated in the findings of fact adopted by the Planning Commission;*
- D. *A planned development overlay shall be heard and approved under the public hearing procedures set forth in Chapter 17.72 (Applications and Review Process) of this ordinance. (A planned development overlay and change of the underlying zone may be processed simultaneously.)*
- E. *A planned development overlay proposed by the Council, the Planning Commission, or the property owner under subsection B above shall be subject to all of the hearing requirements again at such time as the final plans under Section 17.51.030 are submitted, unless those requirements have been specifically changed in the planned development approval;*
- F. *A property owner shall not be required to pay an additional fee when the planned development overlay was originally initiated by the Council or Planning Commission. (Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).*

17.51.020 Standards and requirements.

The following standards and requirements shall govern the application of a planned development in a zone in which it is permitted:

- A. *The principal use of land in a planned development shall reflect the type of use indicated on the comprehensive plan or zoning map for the area. Accessory uses within the development may include uses permitted in any zone, except uses permitted only in the M-2 zone are excluded from all other zones. Accessory uses shall not occupy more than twenty-five percent of the lot area of the principal use;*
- B. *Density for residential planned development shall be determined by the underlying zone designations. (Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).*

17.51.030 Procedure.

The following procedures shall be observed when a planned development proposal is submitted for consideration:

- A. *An applicant shall submit twenty-one (21) copies of a preliminary development plan to the Commission for study at least thirty days prior to the Commission meeting at which it is to be considered. The preliminary plan shall include the following information:*
 - 1. *Proposed land uses, building locations and housing unit densities.*
 - 2. *Proposed circulation pattern indicating the status of street ownership.*
 - 3. *Proposed open space uses.*
 - 4. *Proposed grading and drainage pattern.*
 - 5. *Proposed method of water supply and sewage disposal.*

6. *The location, size, and type of any isolated trees over four inches in diameter one foot from ground level and any groups of trees.*
7. *Relation of the proposed development to the surrounding area and the comprehensive plan;*
- B. *Prior to discussion of the plan at a Commission meeting, copies shall be submitted by the Planning Director to City departments for study and comment;*
- C. *The Commission shall consider the preliminary development plan at a meeting at which time the findings of persons reviewing the proposal shall also be considered. In reviewing the plan, the Commission shall need to determine that:*
 1. *There are special physical conditions or objectives of a development which the proposal will satisfy to warrant a departure from the standard regulation requirements;*
 2. *Resulting development will not be inconsistent with the Comprehensive Plan objectives of the area;*
 3. *The development shall be designed so as to provide for adequate access to and efficient provision of services to adjoining parcels;*
 4. *The plan can be completed within a reasonable period of time;*
 5. *The streets are adequate to support the anticipated traffic, and the development will not overload the streets outside the planned area;*
 6. *Proposed utility and drainage facilities are adequate for the population densities and type of development proposed;*
 7. *The noise, air, and water pollutants caused by the development do not have an adverse effect upon surrounding areas, public utilities, or the city as a whole;*
- D. *If, in the opinion of the Commission, the foregoing provisions are satisfied, the proposal shall be processed according to this section. If the Commission finds to the contrary, they may recommend the application be denied or return the plan to the applicant for revision;*
- E. *The Commission may attach conditions to carry out the purpose of this ordinance provided that such conditions are not used to exclude needed housing or unnecessarily reduce planned densities, and do not result in unnecessary costs or delay;*
- F. *Before approving a planned development, the Commission shall follow the procedure for considering an amendment as required in Chapter 17.72 (Applications and Review Process) of this ordinance;*
- G. *Permits for construction in a planned development shall be issued only on the basis of the approved plan. The approved site plan shall be placed on file with the Planning Department and become a part of the zone and binding on the owner and developer. The developer is responsible for requesting permission of the Planning Commission for any major change of the details of the adopted site plan. Minor changes to the details of the adopted site plan may be approved by the City Planning Director. It shall be the Planning Director's decision as to what constitutes a major or minor change. An appeal from a ruling by him may be made only to the Commission. Review of the Planning Director's decision by the Planning Commission may be initiated at the request of any one of the Commissioners;*

FINDING: There are several existing planned development ordinances in the Three Mile Lane study area. Docket G 7-21 does not change those existing planned development ordinances. However, Table 4, Implementation Recommendations of the *Three Mile Lane Area Plan* (pages 46 – 50 of the plan document) does recommend amending the existing *Three Mile Lane Area Planned development ordinance*, Ordinance No. 4131 amended by Ordinance No. 4572 (see Overlay Amendments column), and requiring Mixed-Use and Commercial developments over five acres to be subject to a planned development overlay, and Industrial developments over ten acres to be subject to a planned development overlay. (Policy #1 on Table 4, Implementation Recommendations, page 46 of the *Three Mile Lane Area Plan*. At that time the provisions of this chapter will apply.

For amendments to the existing Three Mile Lane Planned Development Overlay, Section 17.51.010(B) shall apply. For Mixed-Use, Commercial and Industrial development proposals, Section 17.51.010(A) shall apply.

5.4.5 Chapter 17.72, Applications and Review Process

17.72.050 Application Decision Time Limit.

The City shall take final action on all land use requests that are wholly within the authority and control of the City within 120 days from the date the application is deemed complete. However, by agreement with the applicant, this deadline may be extended for any reasonable length of time. The 120 day period does not apply to an amendment of the comprehensive plan or a land use regulation or adoption of a new land use regulation that was forwarded to the Director of the Department of Land Conservation and Development (DLCD) as required by ORS 197.610.

FINDING: The 120 day application decision time limit does not apply to an amendment of the comprehensive plan.

17.72.080 Legislative or Quasi-Judicial Hearings.

The applications listed in this Chapter are either legislative or quasi-judicial in nature and are subject to a public hearing before the Planning Commission or City Council.

- A. *A requested amendment to the text of the zoning ordinance or comprehensive plan would call for a legislative-type hearing, the purpose of which is to obtain public input primarily on matters of policy. A legislative amendment may be initiated by the City Council, the Planning Commission or by the Citizens' Advisory Committee. Any other citizen may petition the City Council requesting them to initiate a text amendment.*
- B. *An application that is site specific (such as a zone change or annexation request) would call for a quasi-judicial hearing. The decisions made as a result of such hearings must be based upon testimony submitted and supported by Findings of Fact. An amendment that is site specific may be initiated by the City Council, the Planning Commission, the Citizens' Advisory Committee or by application of the property owner.*

FINDING: An amendment to the comprehensive plan is a legislative hearing process. The *Three Mile Lane Area Plan* was initiated by a Citizens' Advisory Committee.

17.72.095 Neighborhood Meetings.

- A. *A neighborhood meeting shall be required for:*
 1. *All applications that require a public hearing as described in Section 17.72.120, except that neighborhood meetings are not required for the following applications:*
 - a. *Comprehensive plan text amendment; or*
 - b. *Zoning ordinance text amendment; or*
 - c. *Appeal of a Planning Director's decision; or*
 - d. *Application with Director's decision for which a public hearing is requested.*
 2. *Tentative Subdivisions (up to 10 lots)*

FINDING: Per Section 17.72.095(A)(1)(a), a neighborhood meeting was not required.

17.72.120 Applications – Public Hearings.

The Planning Commission shall hold at least one public hearing on the following land use applications.

- *Annexation*
- *Appeal of a Planning Director's Decision*
- *Application with Director's decision for which a public hearing is requested*
- *Comprehensive Plan Map Amendment*
- *Comprehensive Plan Text Amendment*

- *Conditional Use Permit*
- *Demolition of National Register of Historic Places Structure (Public hearing held by the Historic Landmarks Committee)*
- *Planned Development*
- *Planned Development Amendment*
- *Tentative Subdivision (more than 10 lots)*
- *Urban Growth Boundary Amendment*
- *Variance*
- *Zone Change*
- *Zoning Ordinance Text Amendment*
- *Any application listed in Section 17.72.110 for which a public hearing is requested.*
- *requested.*

The above applications are subject to the following submittal, notice, and hearing requirements:

- A. *Applications must be filed not less than 35 (thirty-five) days prior to the date of the public hearing. Applications other than those involving text amendments or other legislative matters shall be reviewed for completeness as outlined above in Section 17.72.040.*
- B. *The Director shall send a copy of the proposal to any agency or City department identified by the Director as having interest in the proposal including those agencies and departments responsible for determining compliance with state and federal requirements. The notified agency may provide written comment regarding the proposal.*
- C. *An application to amend the comprehensive plan map, zoning ordinance text, comprehensive plan text or other application requiring notice to the Department of Land Conservation (DLCD) and Development Commission as a "post acknowledgment plan amendment" shall be submitted to the Planning Department a minimum of 55 (fifty-five) days prior to the date of the public hearing so that notice of the application can be provided to the DLCD.*
- D. *Notice of the public hearing shall be published in a newspaper of general circulation in the City, not less than five (5) days nor more than 15 (fifteen) days prior to the date of the public hearing.*
- E. *Written notice of a variance request shall be mailed to the applicant and all property owners within 100 feet of the exterior boundary of the subject property, and within 200 feet of the exterior boundary of the subject property for an application for a conditional use permit not fewer than 20 (twenty) nor more than 30 (thirty) days prior to the date of the public hearing.*
- F. *Written notice of a request for applications other than those involving text amendments or other legislative matters shall be mailed to the applicant and all property owners within 300 feet of the exterior boundary of the subject property, not fewer than 20 (twenty) nor more than 30 (thirty) days prior to the date of the public hearing.*
- G. *Written notice of an application to change a zone for all or part of a mobile home park shall be provided for the tenants of a mobile home park at least 20 (twenty) days but not more than 40 (forty) days before the date of the first public hearing on the applications.*

FINDING:

- The proposal was sent to a list of interested partner agencies as described in Section 3.0 of this decision document.
- Notice was provided in advance of the initial evidentiary public hearing (Planning Commission December 16, 2021) to the Department of Land Conservation and Development.
- Notice of the Planning Commission public hearing and the City Council public hearing was published in the News Register not less than five days nor more than 15 days prior to the public hearing date
- Written notice of the initial public hearing with the Planning Commission (December 16, 2021) was provided to all property owners within the study area and within 500 feet of the study area.
- Written notice of the July 26, 2022 continued public hearing at the City Council was provided to all mailing addresses within the city limits.

17.72.130 Public Hearing Process.

Public hearings shall be conducted as per requirements of McMinnville Ordinance No. 3682, as amended;

- A. *A staff report shall be submitted to the review body, and shall be made available to the public at least seven (7) days before the date of the public hearing. Any public hearing may be continued to a specific date, time and location by oral announcement of that specific date, time, and location prior to the hearing being recessed. This announcement is sufficient notice to all applicants, adverse parties, and interested persons, and no further notice is required.*
- B. *Legislative hearings: Within 45 days following the public hearing on a comprehensive plan text amendment or other legislative matter, unless a continuance is announced, the Planning Commission shall render a decision which shall recommend either that the amendment be approved, denied, or modified:*
 1. *Upon reaching a decision the Planning Commission shall transmit to the City Council a copy of the proposed amendment, the minutes of the public hearing, the decision of the Planning Commission, and any other materials deemed necessary for a decision by the City Council;*
 2. *Upon receipt of the decision of the Planning Commission, the City Council shall:*
 - a. *Adopt an ordinance effecting the proposed change as submitted by the Planning Commission, or*
 - b. *Adopt an ordinance effecting the proposed change in an amended form, or*
 - c. *Refuse to adopt the amendment through a vote to deny, or*
 - d. *Call for a public hearing on the proposal, subject to the notice requirements stated in Section 17.72.120(D).*

FINDING: Both the public hearing at the Planning Commission and at the City Council was conducted per McMinnville Ordinance No. 3682 as amended. A staff report was provided 7 days in advance of the public hearing, and all continuances were announced with specific dates, times and locations prior to the public hearing being recessed.

The Planning Commission voted on a recommendation to the McMinnville City Council (March 17, 2022) 28 days after closing the public hearing (February 17, 2022).

Upon receipt of the Planning Commission recommendation, the City Council called for a public hearing on the proposal for May 10, 2022 and noticed the public hearing appropriately.

5.4.6 Chapter 17.74, Review Criteria17.74.010 Purpose.

The purpose of this chapter is to provide the approval criteria for the following applications:

- *Comprehensive Plan Map Amendment*
- *Conditional Use Permit*
- *Planned Development Amendment*
- *Variance-Administrative*
- *Variance*
- *Zone Change (Planned Development)*

17.74.020 Comprehensive Plan Map Amendment and Zone Change - Review Criteria.

An amendment to the official zoning map may be authorized, provided that the proposal satisfies all relevant requirements of this ordinance, and also provided that the applicant demonstrates the following:

- A. *The proposed amendment is consistent with the goals and policies of the Comprehensive Plan;*
- B. *The proposed amendment is orderly and timely, considering the pattern of development in the area, surrounding land uses, and any changes which may have occurred in the neighborhood or community to warrant the proposed amendment.*
- C. *Utilities and services can be efficiently provided to serve the proposed uses or other potential uses in the proposed zoning district.*

When the proposed amendment concerns needed housing (as defined in the McMinnville Comprehensive Plan and state statute), criterion "B" shall not apply to the rezoning of land designated for residential use on the plan map.

In addition, the housing policies of the McMinnville Comprehensive Plan shall be given added emphasis and the other policies contained in the plan shall not be used to: (1) exclude needed housing; (2) unnecessarily decrease densities; or (3) allow special conditions to be attached which would have the effect of discouraging needed housing through unreasonable cost or delay. (Ord. 4242 §3, 1983; Ord. 4221 §4, 1982; Ord. 4128 (part), 1981; Ord. 3380 (part), 1968).

FINDING: Chapter 17.74 does not apply as Docket G 7-21 is not a Comprehensive Plan Map Amendment, Zone Change, Planned Development Amendment, Variance – Administrative, or Variance. The *Three Mile Lane Area Plan* does identify future implementation steps that include Comprehensive Plan Map amendments, Zone Changes, and Planned Development Amendments that will need to meet the criteria of this chapter of the McMinnville Municipal Code.



Area
Plan

City of McMinnville

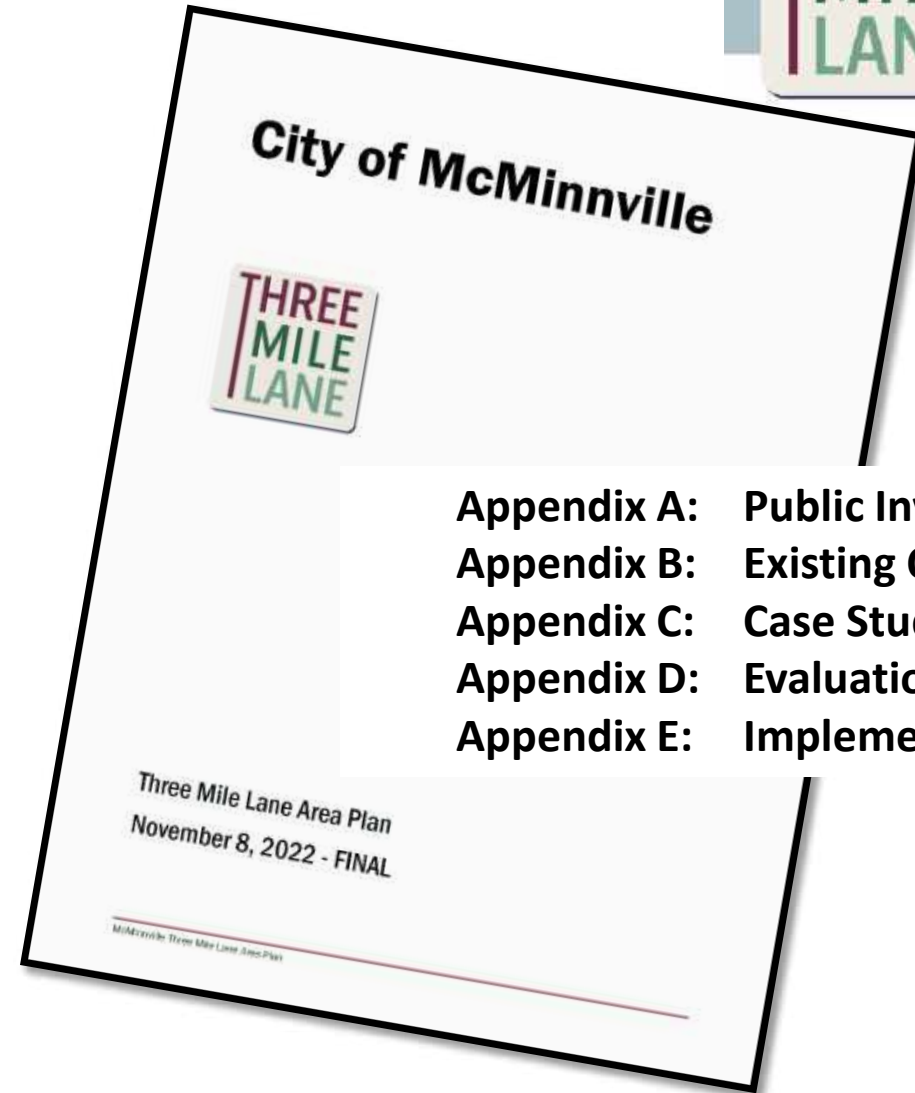
**City Council Consideration
Ordinance No. 5126**

CONSIDERATION



COMPREHENSIVE PLAN AMENDMENTS

- **Supplemental Document:** Adopt the Three Mile Lane Area Plan and Appendices as a supplemental document to the Comprehensive Plan. (November 8, 2022 – FINAL)
- **Text Amendment:** Amend Volume II of the Comprehensive Plan, Goals, Policies and Proposals, Chapter VI (Transportation) by adding proposal 20.05.



- Appendix A: Public Involvement
- Appendix B: Existing Conditions
- Appendix C: Case Study Report
- Appendix D: Evaluation and Screening
- Appendix E: Implementation

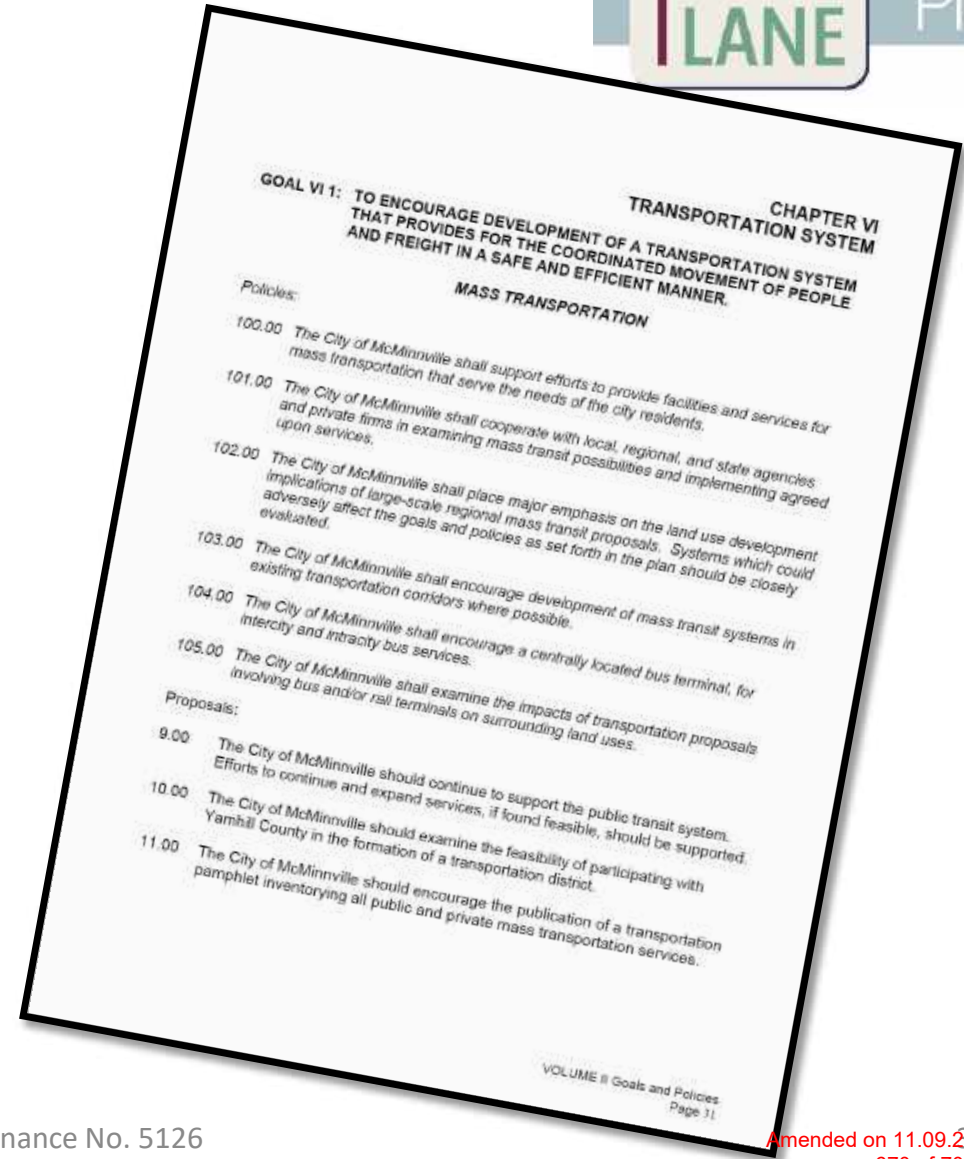
CONSIDERATION

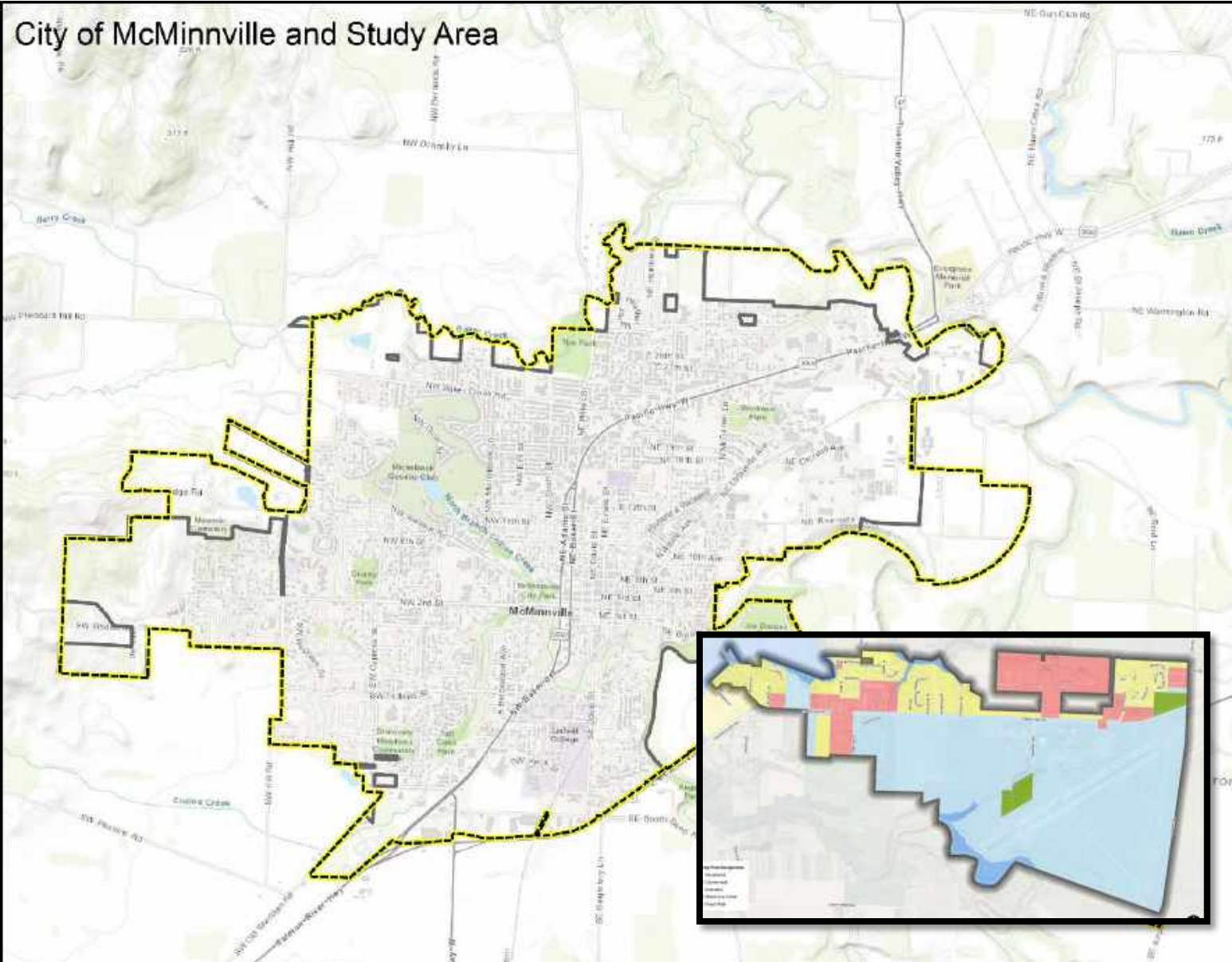


COMPREHENSIVE PLAN TEXT AMENDMENTS

- Add Proposal 20.05 to Chapter VI, Transportation System

The comprehensive plan map amendments and any associated rezones consistent with the Three Mile Lane Area Plan can be initiated by the City or property owners through future map amendment applications, at which time any necessary changes to the McMinnville Transportation System Plan 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 the current Comprehensive Plan map and zoning map designations and provisions of any property-specific planned development overlay zones.





Legend

- Study Area (Rough)
- UGB
- City Limits



Study Area = 1340 Acres of Land

We asked the questions:

- How can this area best serve McMinnville now and into the future? (2021-2041)**
- Does the current Comprehensive Plan support that vision?**
- How does that future vision impact the state and local transportation system?**

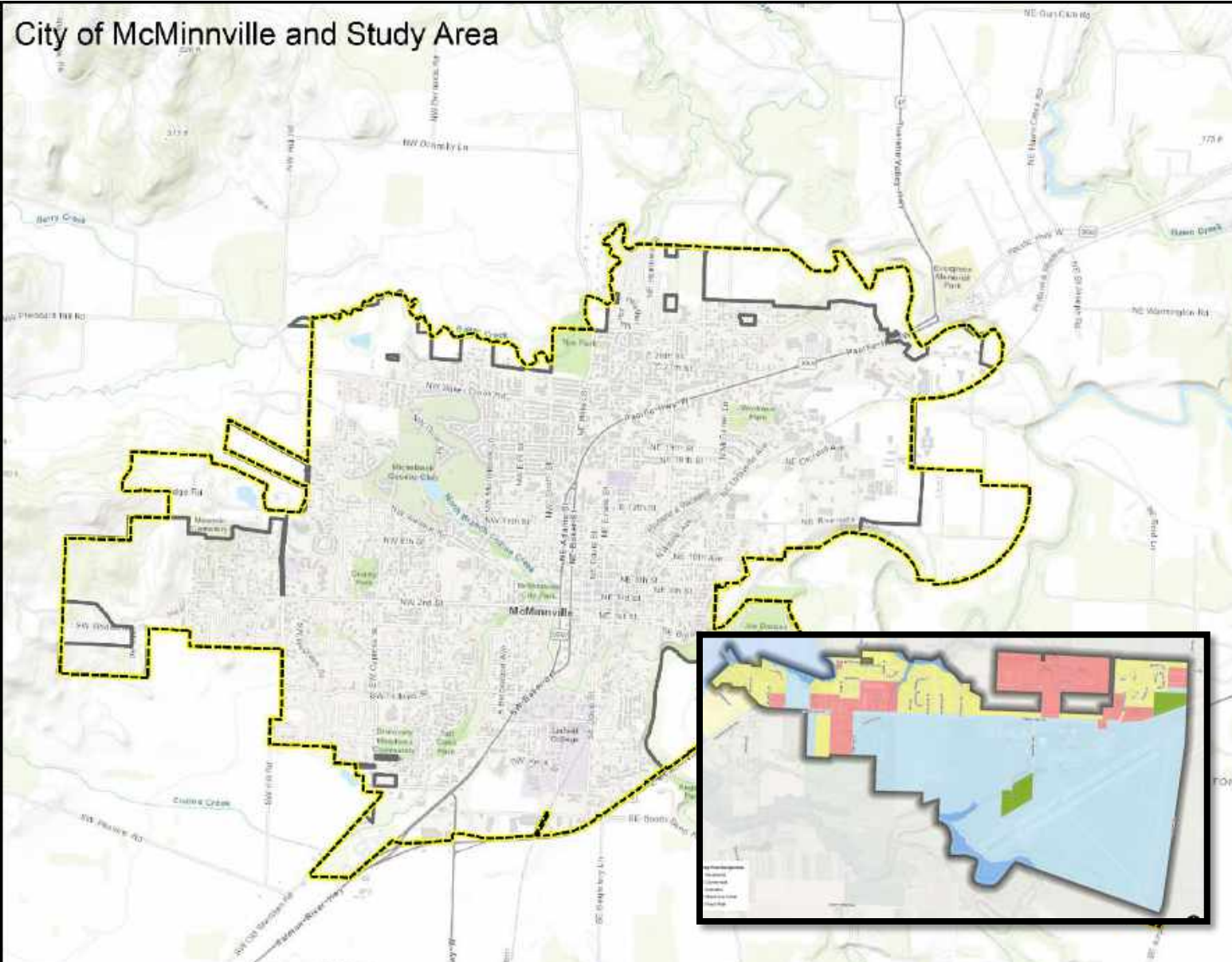
The land is within the city limits and zoned for development. It is not a matter of “IF” it will develop, it is a matter of “HOW” it will develop.

Added on 11.09.22
4 of 33



Prepared By: Angelo Planning Group
Date: 10/18/2018

Amended on 11.09.22
671 of 700



Legend

- Study Area (Rough)
- UGB
- City Limits



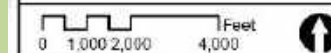
Study Area = 1340 Acres of Land

We asked the questions:

- How can this area best serve McMinnville **VISION** and into the future? (2021-2041)
- Does the current Comprehensive Plan support that vision?
- How does that future vision impact the state and local transportation system?

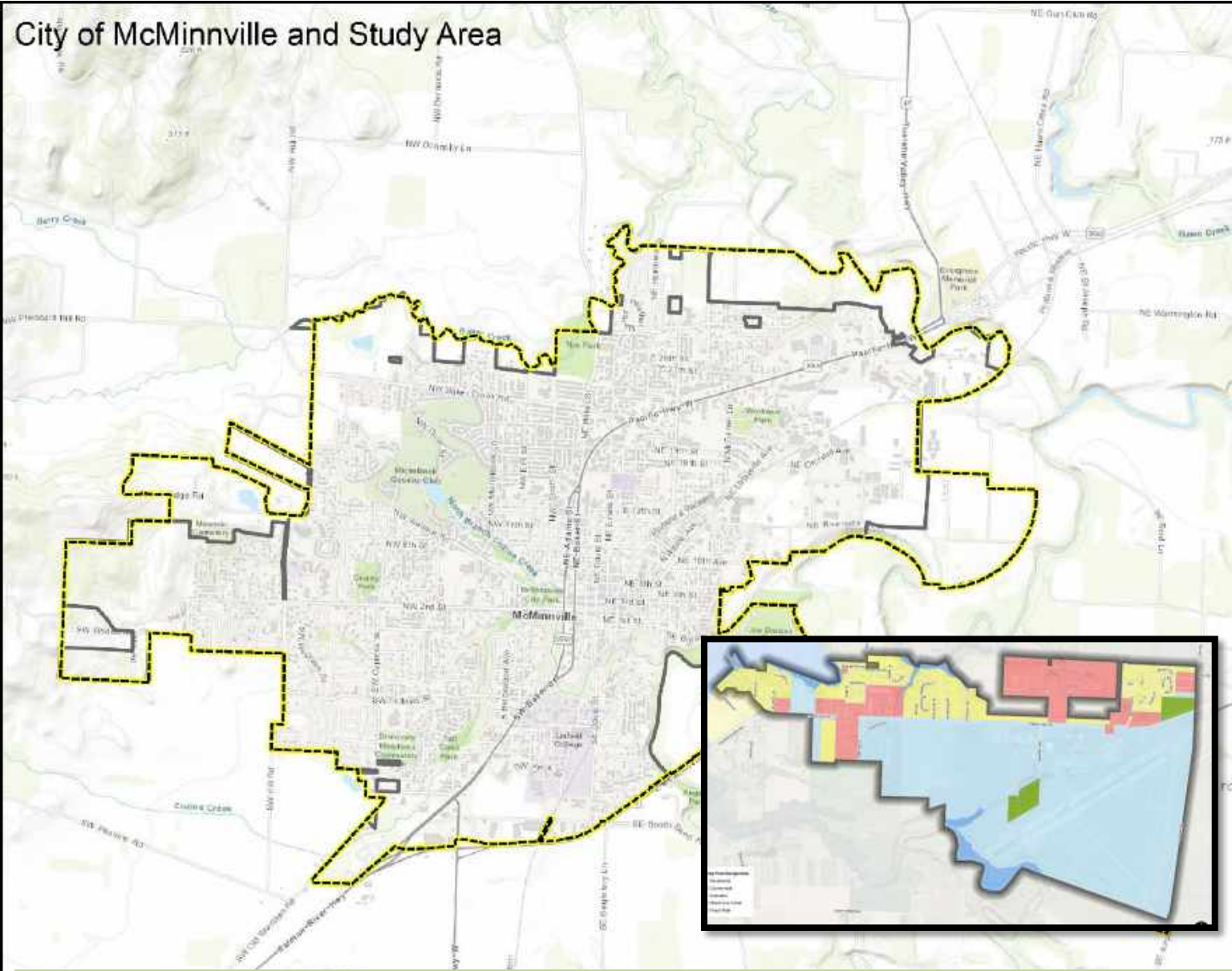
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 It is not a matter of "IF" it will develop,
 it is a matter of "HOW" it will develop.

Added on 11.09.22
 5 of 33



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

Amended on 11.09.22
 672 of 700



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



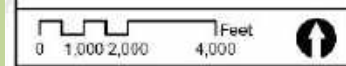
Study Area = 1340 Acres of Land

We asked the questions:

- How can this area best serve McMinnville and into the future? (2021-2041) **VISION**
- Does the current Comprehensive Land-Use Plan support that vision? **LAND-USE PLAN**
- How does that future vision impact the state and local transportation system?

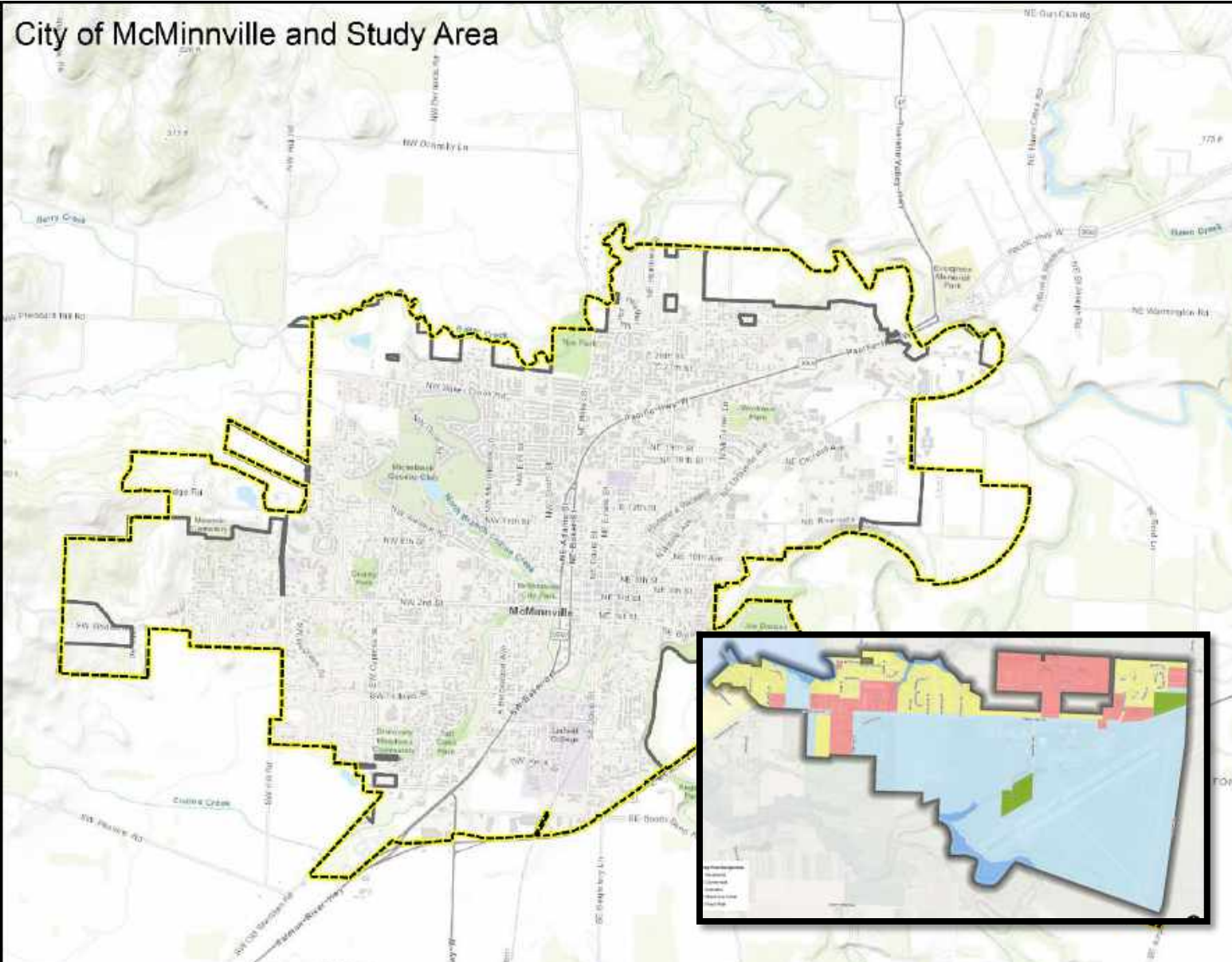
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Added on 11.09.22
6 of 33






Prepared By: Angelo Planning Group
Date: 10/18/2018

Amended on 11.09.22
673 of 700



Legend

-  Study Area (Rough)
-  UGB
-  City Limits



Study Area = 1340 Acres of Land

We asked the questions:

- How can this area best serve McMinnville and into the future? (2021-2041) **VISION**
- Does the current Comprehensive Land-Use Plan support that vision? **LAND-USE PLAN**
- How does that future vision impact the city's infrastructure and transportation system? **INFRASTRUCTURE**

The land is within the city limits and zoned for development. It is not a matter of "IF" it will develop, it is a matter of "HOW" it will develop.

Added on 11.09.22
7 of 33



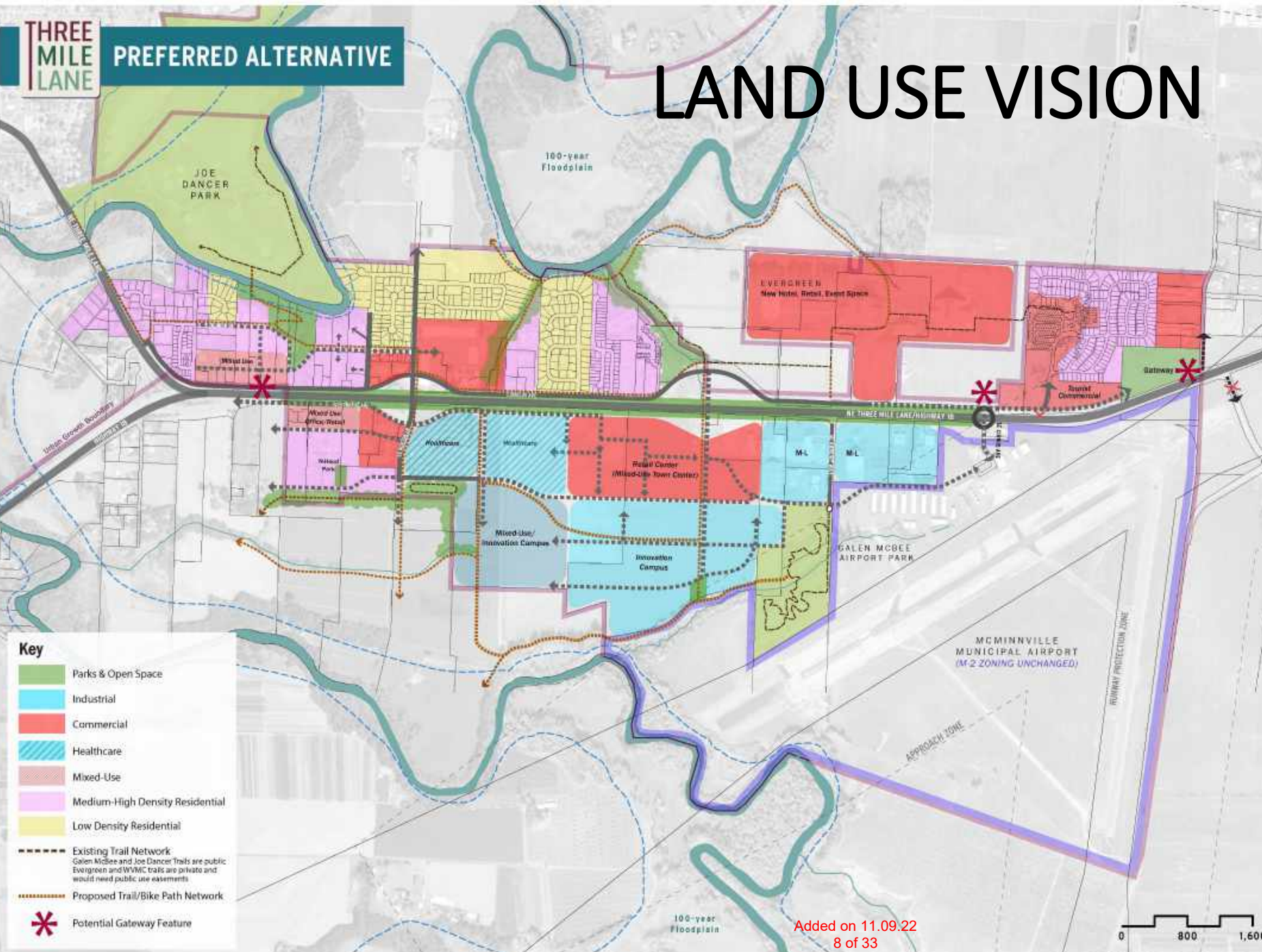
Prepared By: Angelo Planning Group
Date: 10/16/2018

Amended on 11.09.22
674 of 700

LAND USE VISION

Meet Some of McMinnville's Future Needs (2021-2041)

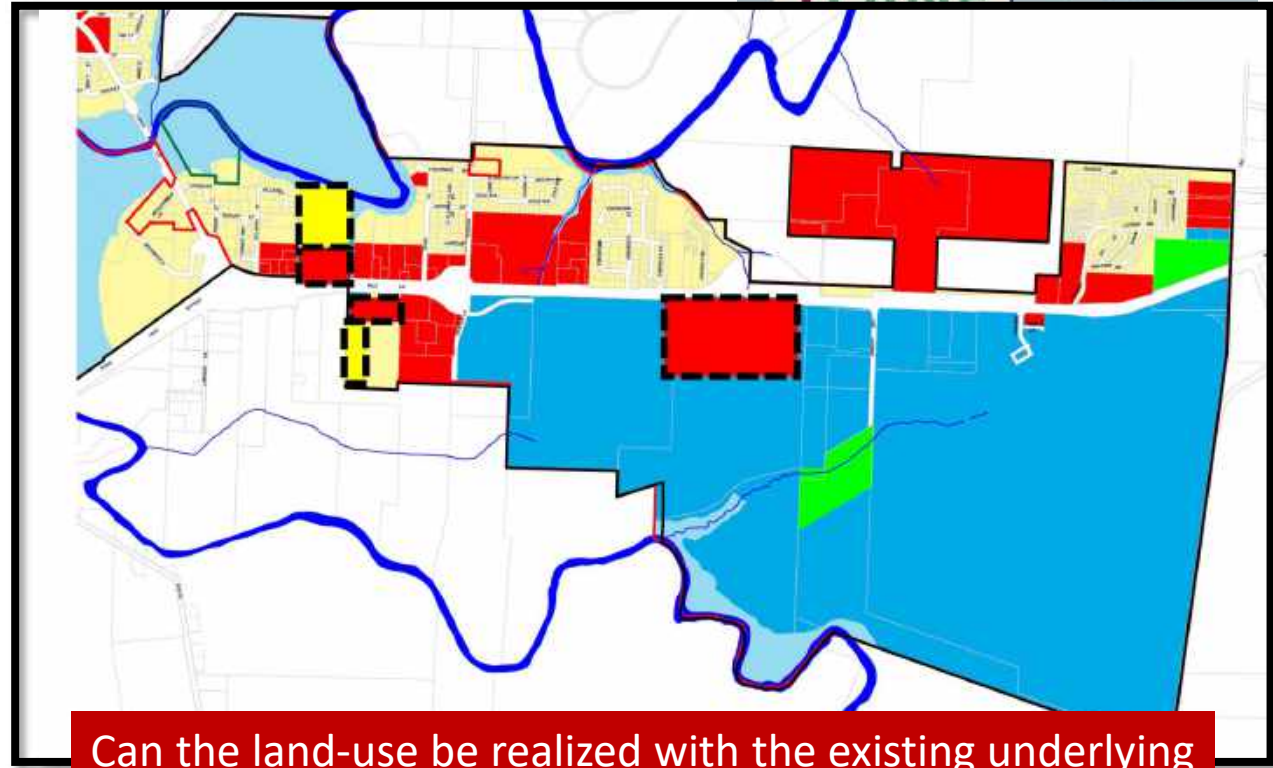
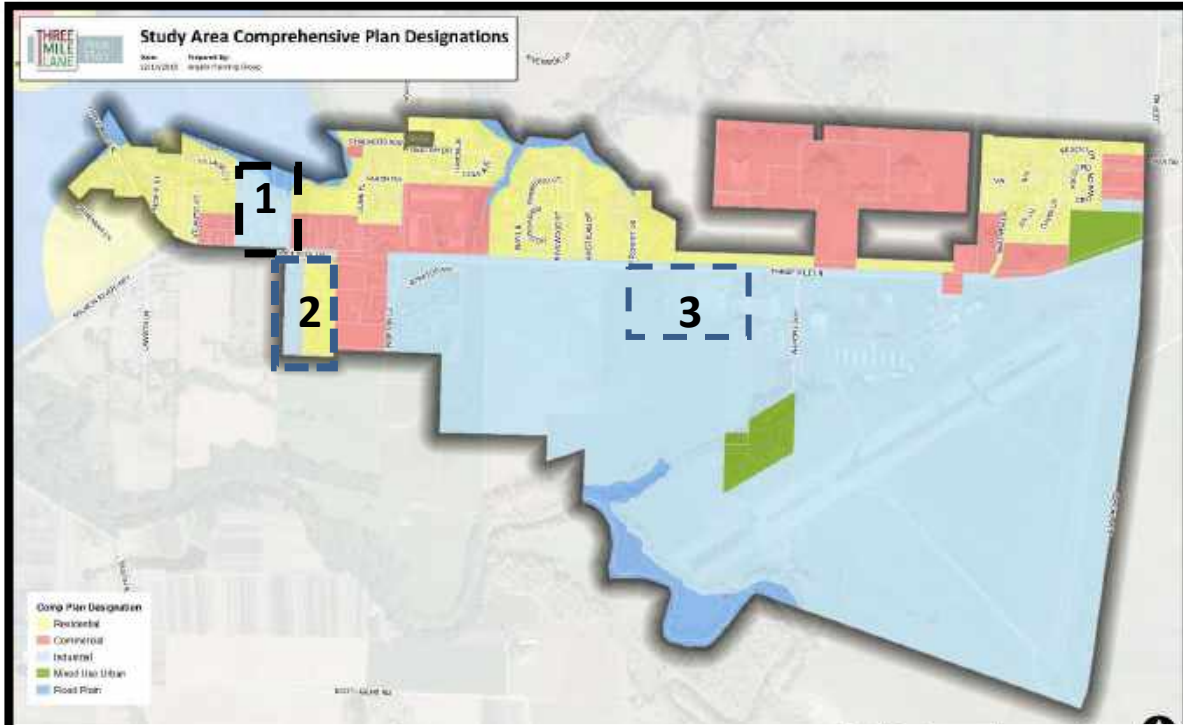
- Affordable Housing: High Density Housing
- Good Jobs: Industrial Innovation Center, adjacent to the airport with access to Highway 18.
- More Commercial Options: "Mixed Use Town Center", Walkable Retail Center reflecting McMinnville's unique charm.
- Health Care Campus: Expansion around the hospital for medical industry
- Open Spaces, Trails, Bike/Ped Connectivity to Parks and amenities.
- Tourism Amended on 11.09.22
675 of 700



Added on 11.09.22
8 of 33

0 800 1,600

Community Vision = Comprehensive Plan Map Amendments



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

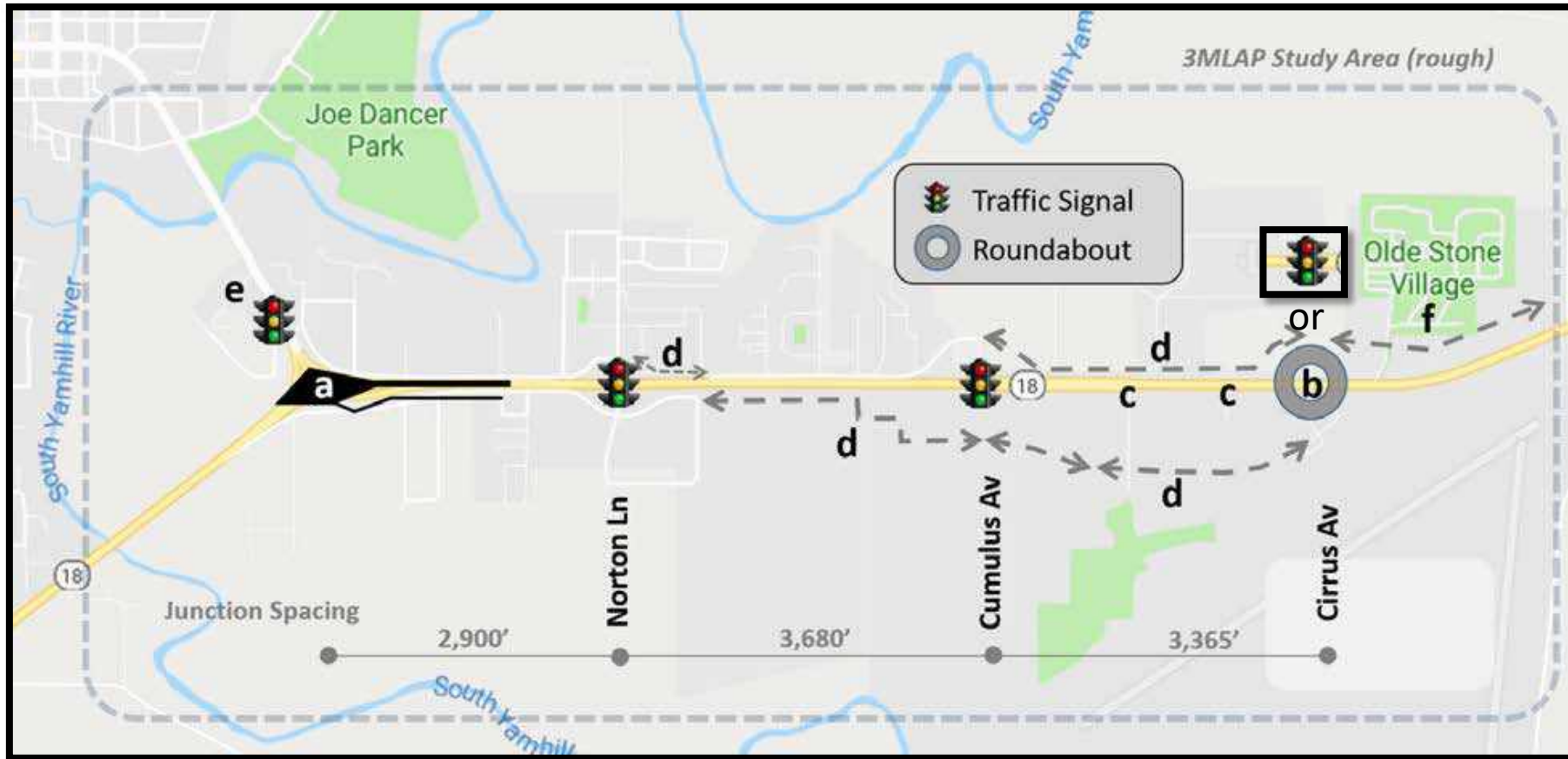
| Site # | Gross Acres | Remove ROW/Unbuildable | Net |
|--------|--------------------------------------|---------------------------------------|---|
| #1 | 18.62 | 10.32 Acres (5.0 Acres Open Space) | 3.50 Acres Commercial/Mixed-Use 4.80 Acres Residential |
| #2 | 10.4 Acres | 3.12 Acres | 3.78 Acres Residential 3.50 Acres Commercial/Mixed Use |
| #3 | 50 Acres 79.02 Acres TOTAL | 17 Acres | 33.00 Acres Commercial 48.58 Acres TOTAL |

5.6% of Acreage

Added on 11.09.22
Ordinance No. 5126

Amended on 11.09.22
676 of 700

TRANSPORTATION PLAN:



- Maintains Highway 18 as a State Expressway and Freight Route (Bypass).
- Meets OHP mobility and access standards.
- Follows the 1996 Oregon Highway 18 Corridor Refinement Plan
- Improvements would be required if the Plan is adopted or not. The Plan changes the outcome marginally in the larger scheme of the system.

HIGHWAY 18 - FUNCTIONALITY



Here is what we know

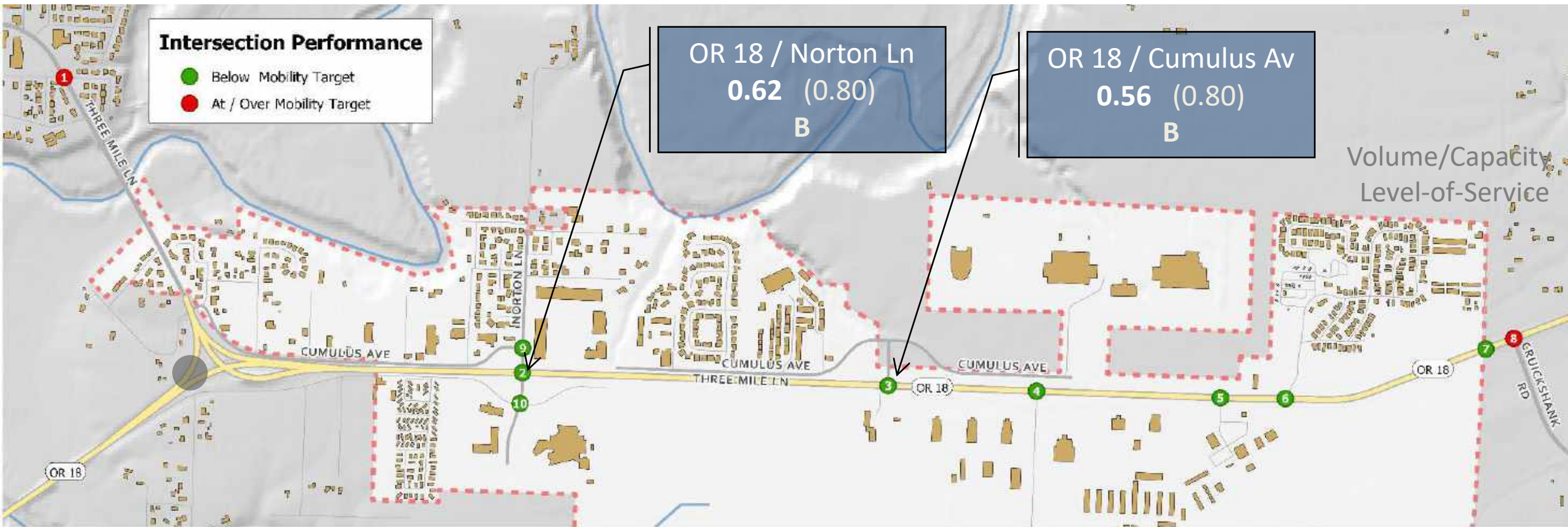
- ❖ **Highway 18 is going to carry more traffic in the future than it does today, whether the Three Mile Lane Area Plan is adopted or not.**
- ❖ **The transportation improvements identified (or similar improvements) will need to be constructed whether the Three Mile Lane Area Plan is adopted or not.**
- ❖ **The Oregon Highway 18 Corridor Refinement Plan is being followed.**
- ❖ **The McMinnville TSP is being followed.**
- ❖ **The state-adopted performance metrics for Highway 18 are maintained.**

Vehicle System – Existing Conditions (2018)



Area Plan

Intersection Traffic Operations – P.M. Peak Hour



Existing Conditions (2018) – PM Peak Hour = 30th Busiest Hour of the Year

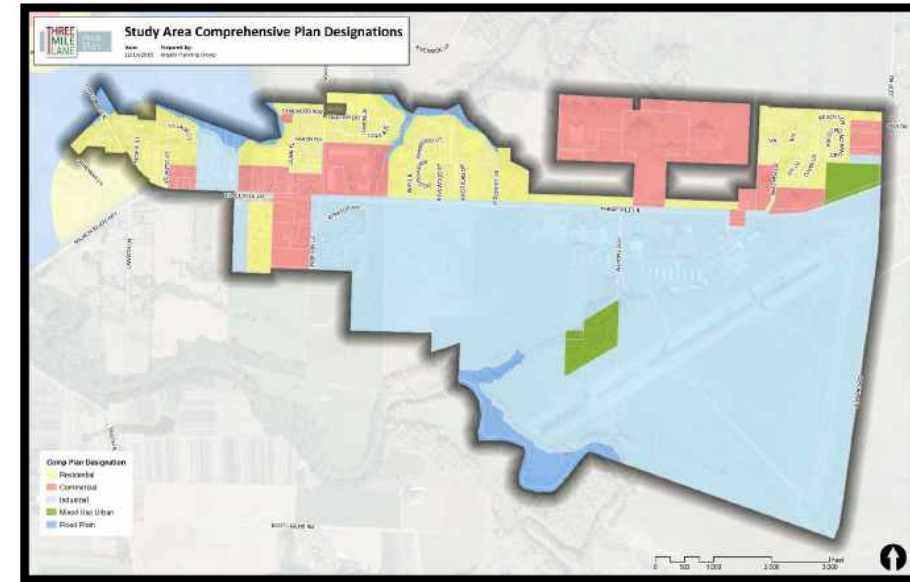
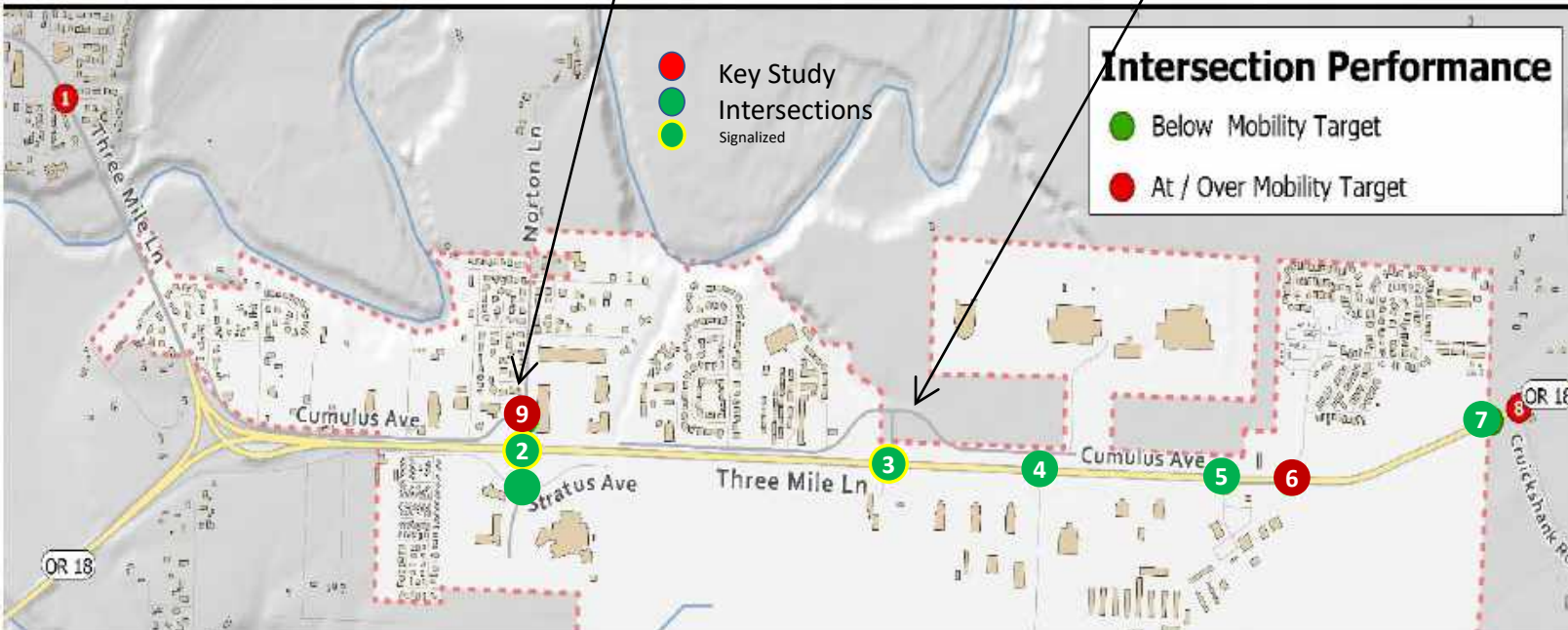
Vehicle Performance (2041)

2041 P.M. Peak Hour - Base



OR 18 / Norton Ln
0.74 (0.80)
C

OR 18 / Cumulus Ave
0.63 (0.80)
B

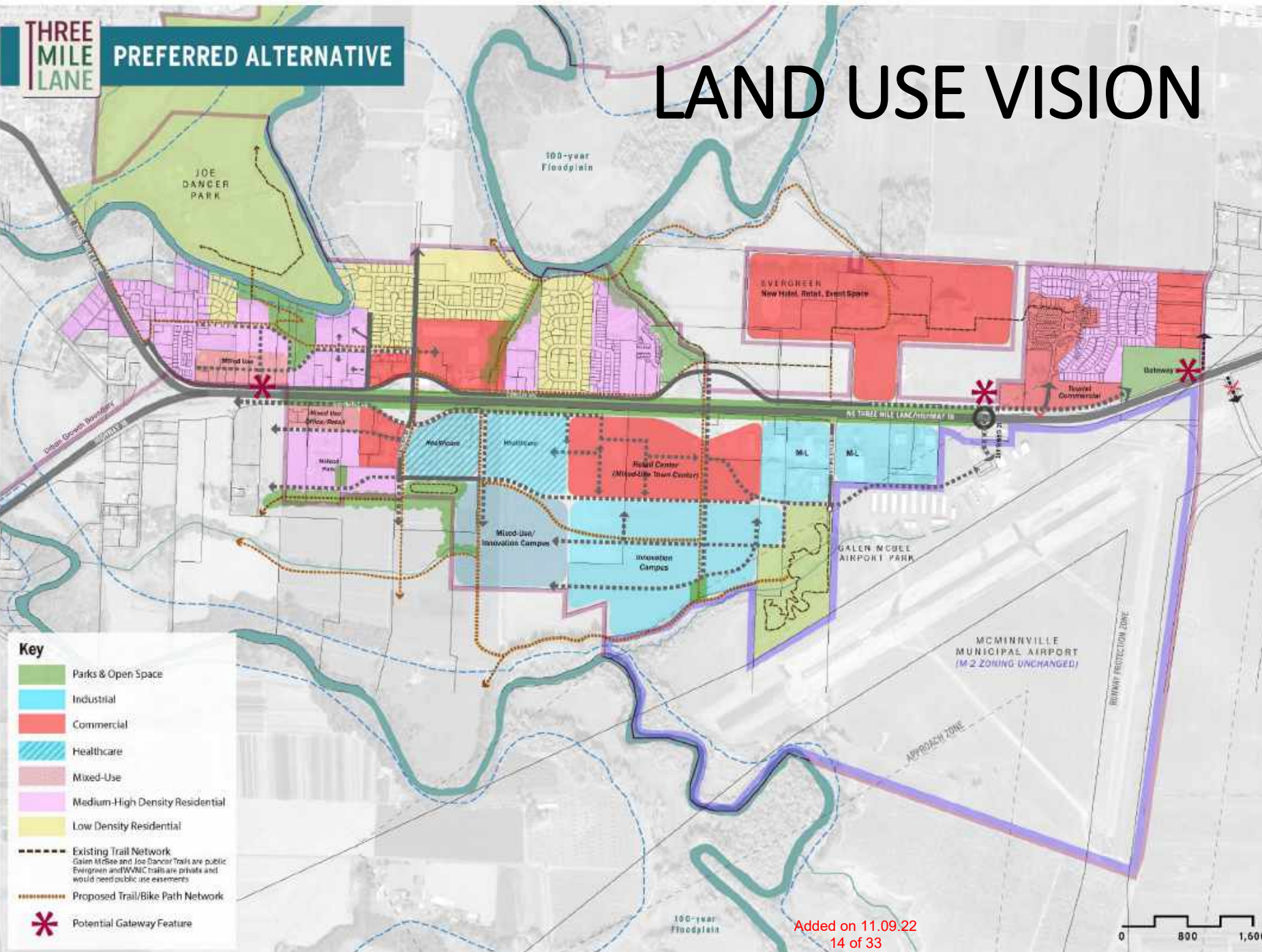


Current Plans (2041 Buildout) - If the Three Mile Lane Area Plan is not adopted.

LAND USE VISION

Meet Some of McMinnville's Future Needs (2021-2041)

- Affordable Housing: High-Density Housing
- Good Jobs: Industrial Innovation Center, adjacent to the airport with access to Highway 18.
- More Commercial Options: "Mixed Use Town Center", Walkable Retail Center reflecting McMinnville's unique charm.
- Health Care Campus: Expansion around the hospital for medical industry
- Open Spaces, Trails, Bike/Ped Connectivity to Parks and amenities.
- Tourism Amended on 11.09.22
681 of 700



Key

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

Vehicle Performance (2041)

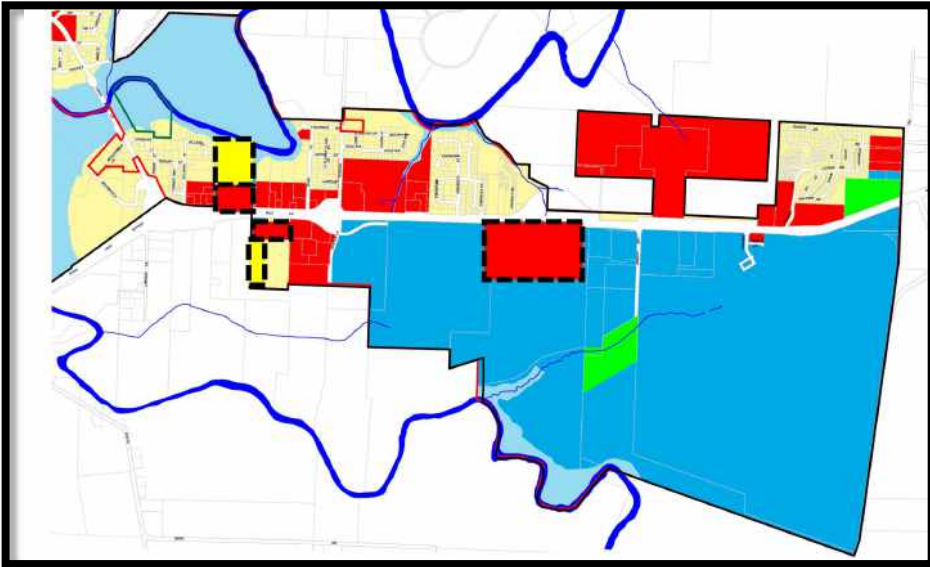
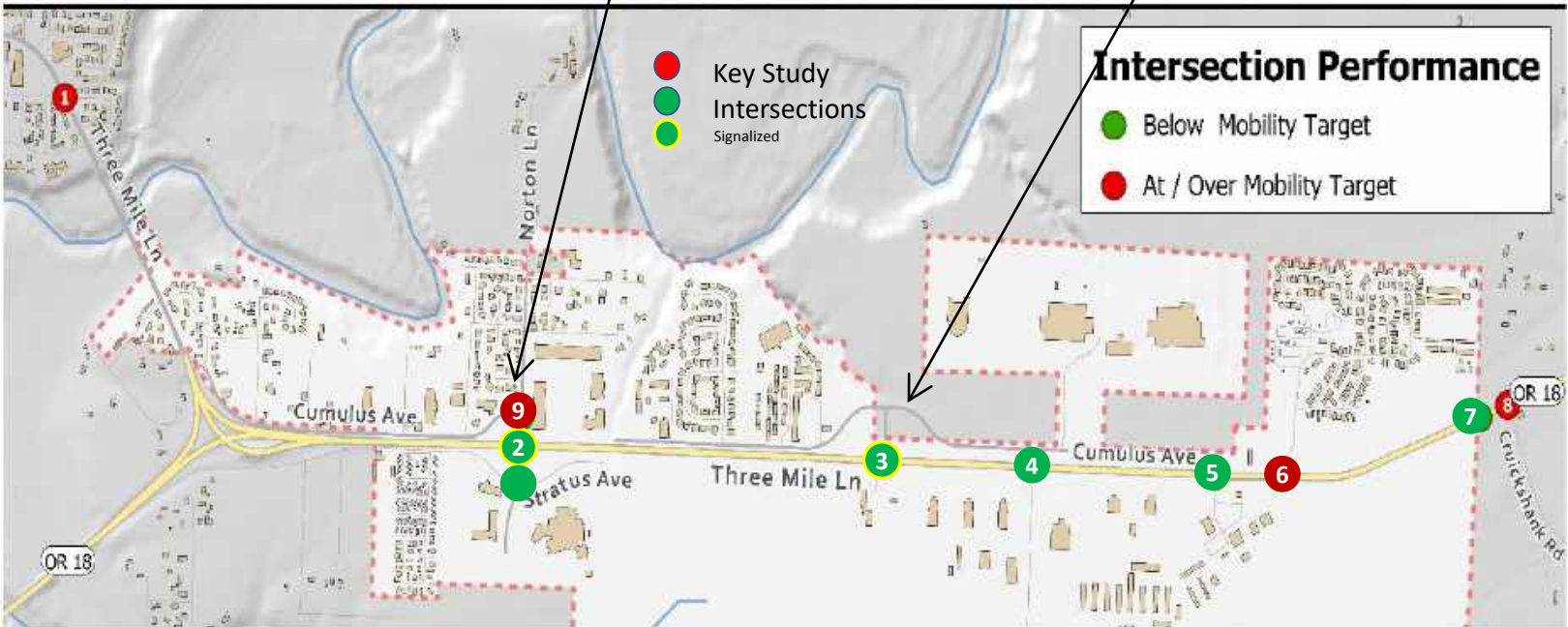


The proposed amendments increase the v/c ratio by .02 and .01 respectively.

OR 18 / Norton Ln
0.76 (0.80)
C

OR 18 / Cumulus Ave
0.64 (0.80)
B

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



Three Mile Lane Area Plan (2041 Buildout)

The Most Controversial Element of the Plan

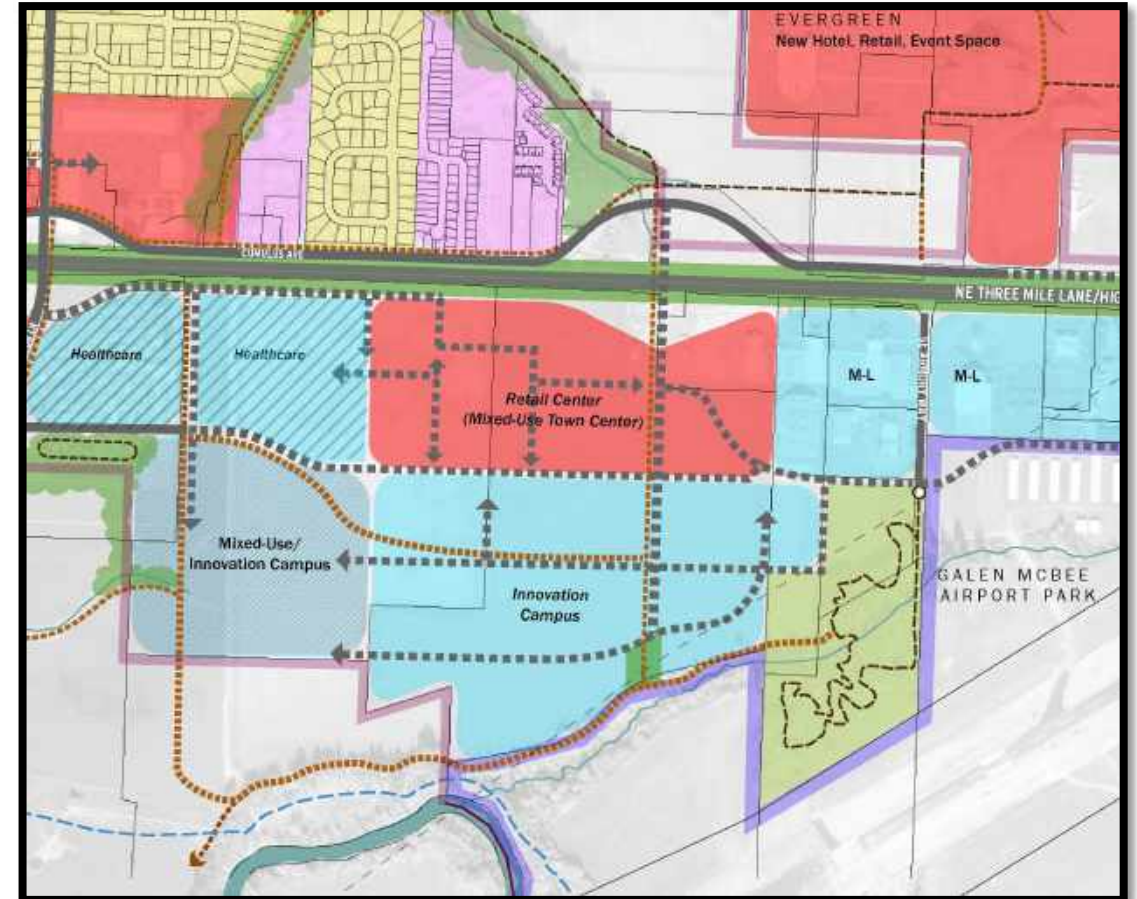
The recommendation is for 40 – 60 acres.

33 net acres with acreage set aside for public right-of-way needs including future interchange.

It was supported when it was presented to the Planning Commission and City Council in work sessions, and again supported when it was a land-use efficiency in the recent UGB amendment work.

However, it became a lightning rod for this Plan's public hearing process.

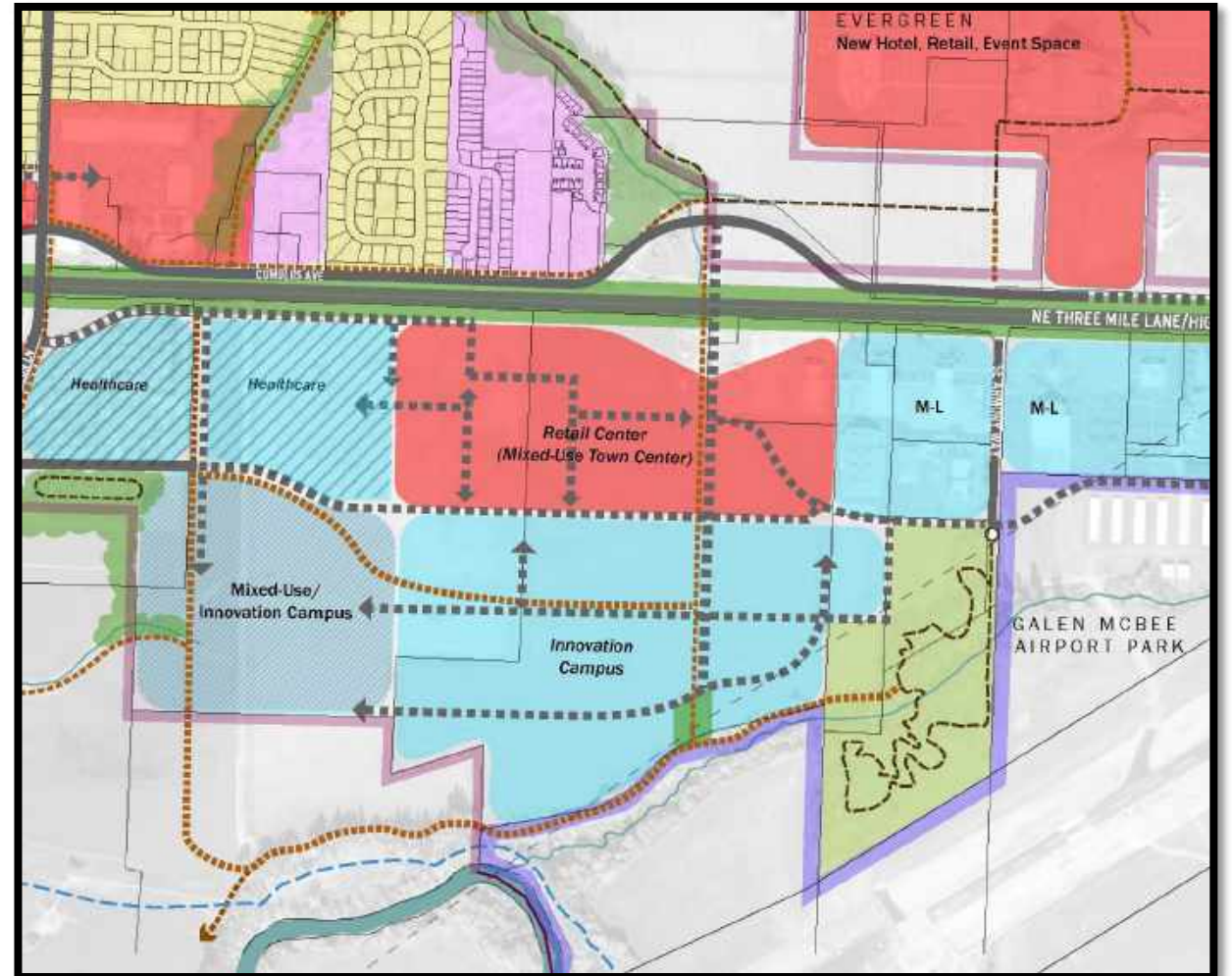
Commercial Rezone



Commercial Site

Why that Recommendation?

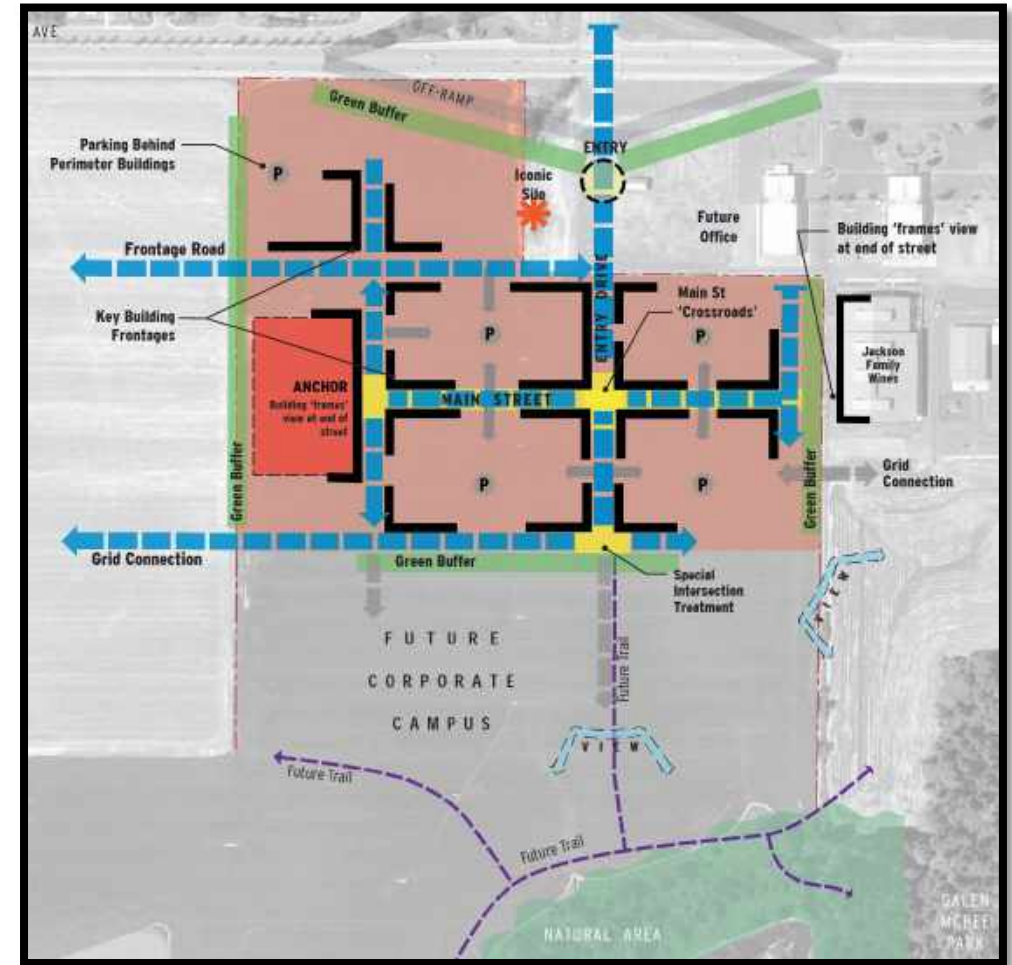
- ❑ In the public process more commercial amenities was identified as a priority
- ❑ Community Need – retail leakage
 - People are shopping elsewhere
 - Greenhouse Gas Emissions
- ❑ Food Desert for Residential Neighborhoods
- ❑ Industrial Development
 - Support Innovation Center
 - Fund Needed Public Improvements



It has been described as a large regional mall, a big box shopping retail center akin to Keizer Station, etc.

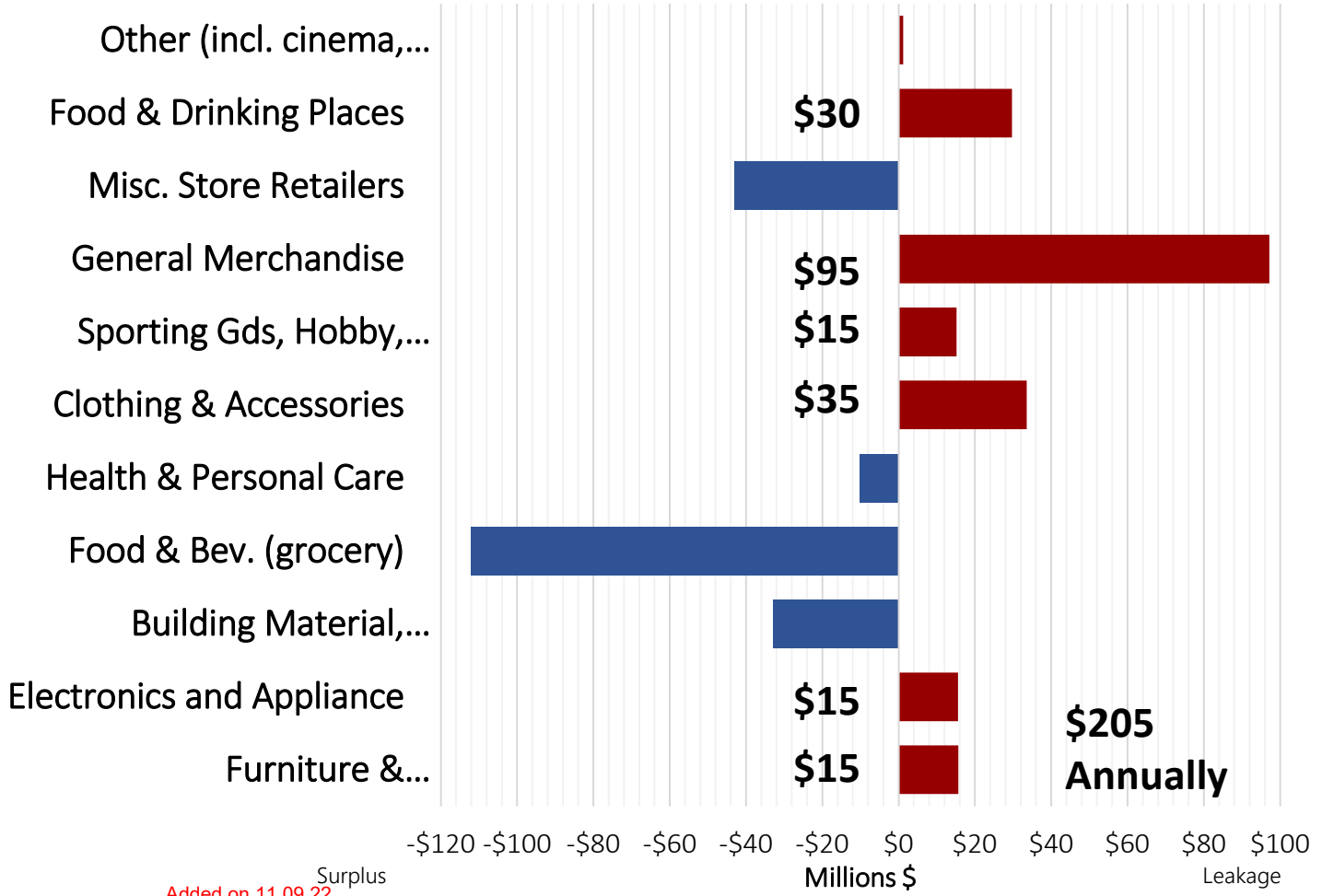
The PAC and the Plan describe it as a Mixed-Use Town Center, utilizing the design principles of nationally award winning mixed-use developments such as the Old Mill District and Orenco Station.

“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.”



RETAIL LEAKAGE

- Significant opportunities in Gen. Merch. and dining/drinking based on leakage
- Large *existing* surplus in grocery supply, but this area is a food desert
- Demand from tourist and other visitor spending would inflate demand but is not captured in the data



How Much is Online?



Industry Standards:

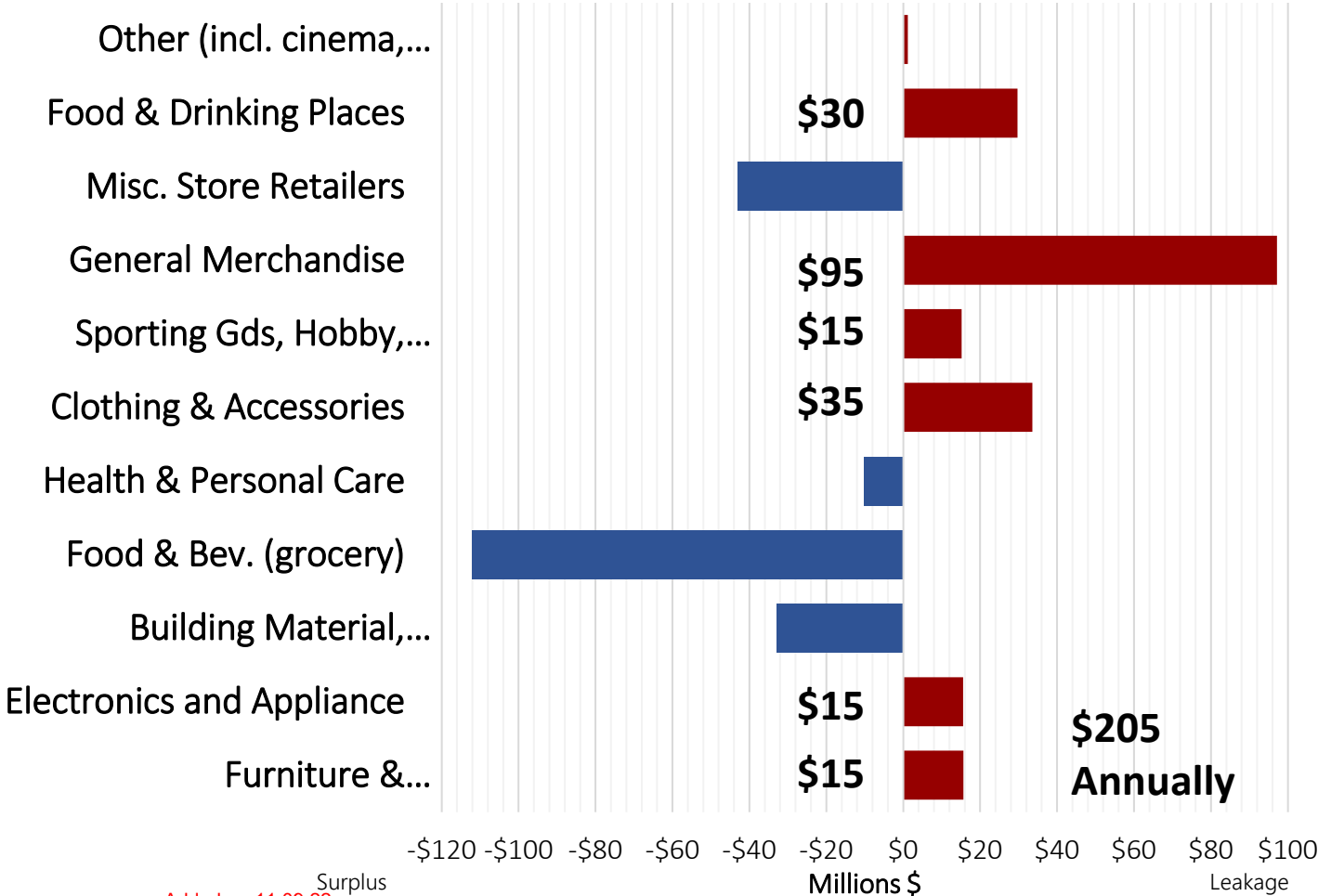
11% at time of analysis.

15%+ during COVID

12 – 13%, 2022

Leland Consulting Group:

15 – 20% Online (Conservative)



Added on 11.09.22
201633

Current Businesses Attracting Dollars



McMinnville has a *net inflow* of retail dollars

| <u>Geographic Area</u> | <u>Annual Retail Sales Per Capita</u> |
|------------------------|---------------------------------------|
| McMinnville | \$19,459 |
| Newberg | 15,254 |
| Yamhill County | 10,656 |
| Oregon | 14,877 |
| United States | 15,254 |

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

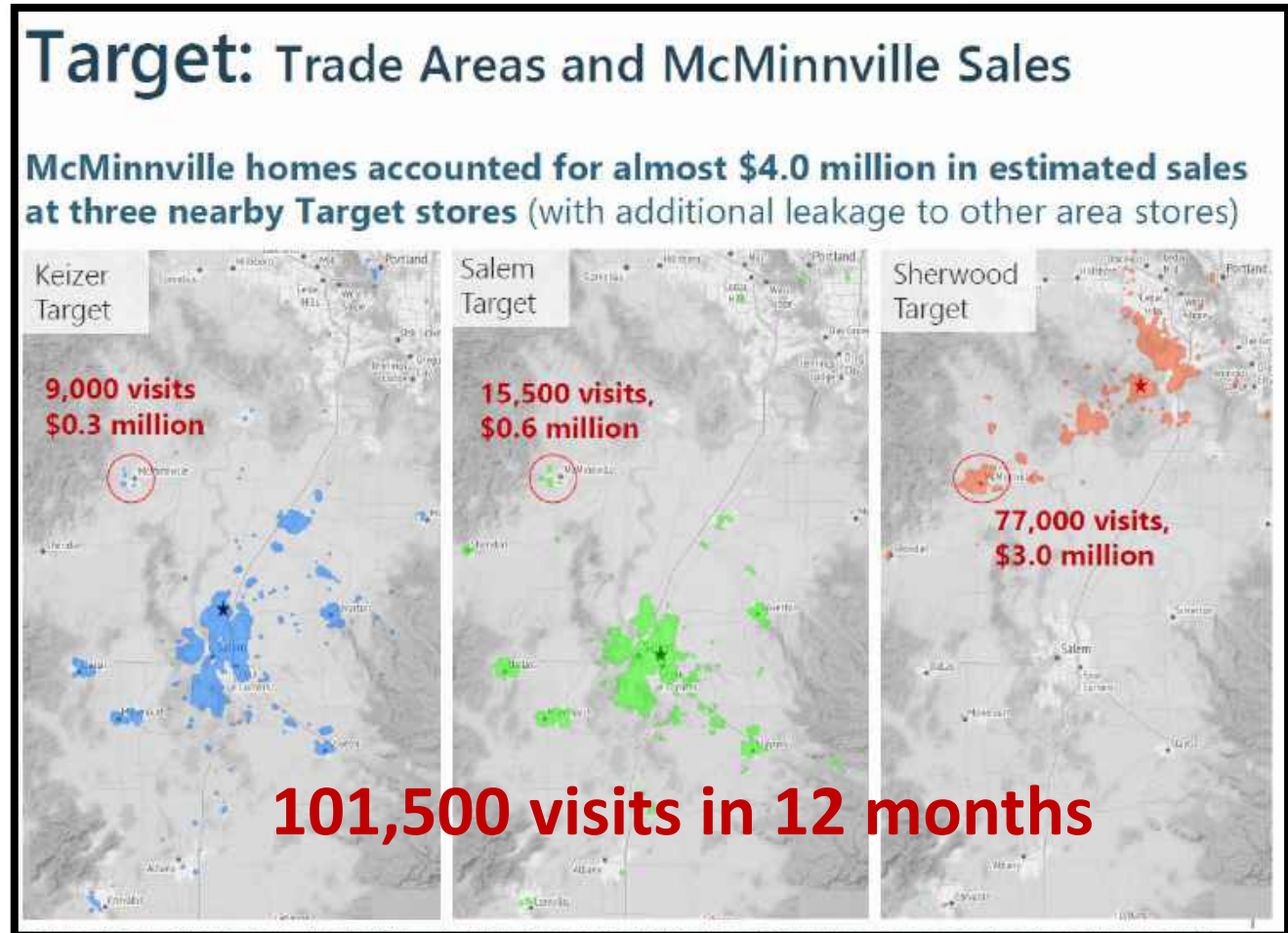
Friends of Yamhill
County Testimony,
07.26.22, slide 21

Bricks and Mortar Leakage - Target



McMinnville market area homes accounted for almost \$9.4 million in estimated sales at three nearby Target stores alone.

- including 164,000 visits from market area households to the Target location in Sherwood, totaling \$6.4 million in leaked sales.
- The Salem Target attracted another \$1.9 million in leaked sales, with \$1.0 million going to the Keizer location.
- **McMinnville proper accounted for \$3.9M of the \$9.4M market area total leaked sales**



Source: Placer visitation data, July 2021 to July 2022; sales estimated by Leland Consulting Group based on est. sales/Target visit.

Bricks and Mortar Leakage – Fred Meyer



- McMinnville market area homes spent approximately \$8.8 million at the Newberg Fred Meyer store alone over the past year, on nearly 245,000 visits.

Households within the city of McMinnville accounted for approximately 106,000 of those visits – leaking about \$3.8M in sales.

Fred Meyer: Trade Area and McMinnville Sales

McMinnville homes spent approximately \$3.8 million at the Newberg Fred Meyer store alone over the past year,

- along with additional leakage to the Salem store and other Portland area locations.



106,000 visits in 12 months

Source: Placer visitation data, July 2021 to July 2022, sales estimated by Leland Consulting Group based on est. sales/Target visit.

Bricks and Mortar Leakage – Costco

- McMinnville market area homes accounted for almost \$20.5 million in estimated sales at four nearby Costco stores alone.
 - including 86,000 visits from market area households to the Target location in Wilsonville, totaling \$8.0 million in leaked sales.
 - The Tigard Costco attracted another \$6.4 million in leaked sales, with \$3.6M going to the Hillsboro location and \$2.4M to the Salem store.
- **McMinnville proper accounted for \$7.7M of the \$20.5M market area total leaked sales**



Source: Placer visitation data, July 2021 to July 2022; sales estimated by Leland Consulting Group based on est. sales/Target visit.

CONSIDERATIONS:



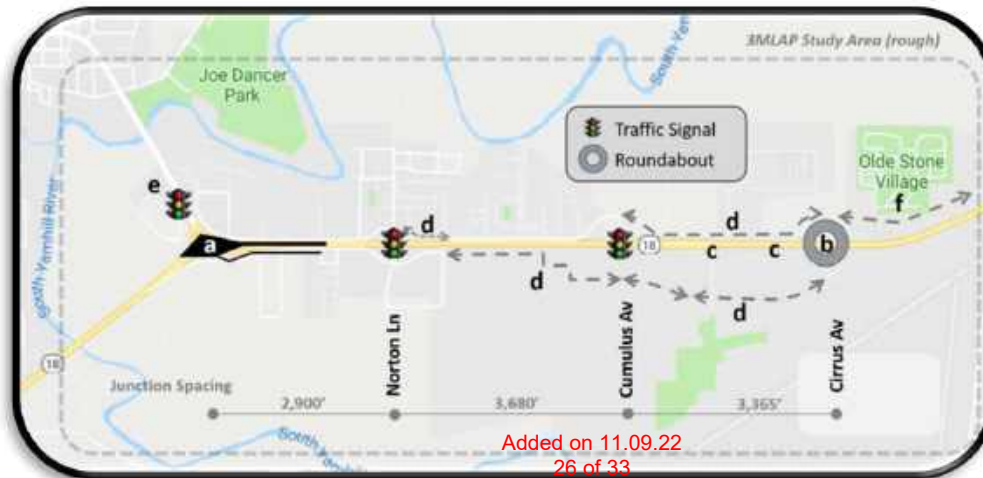
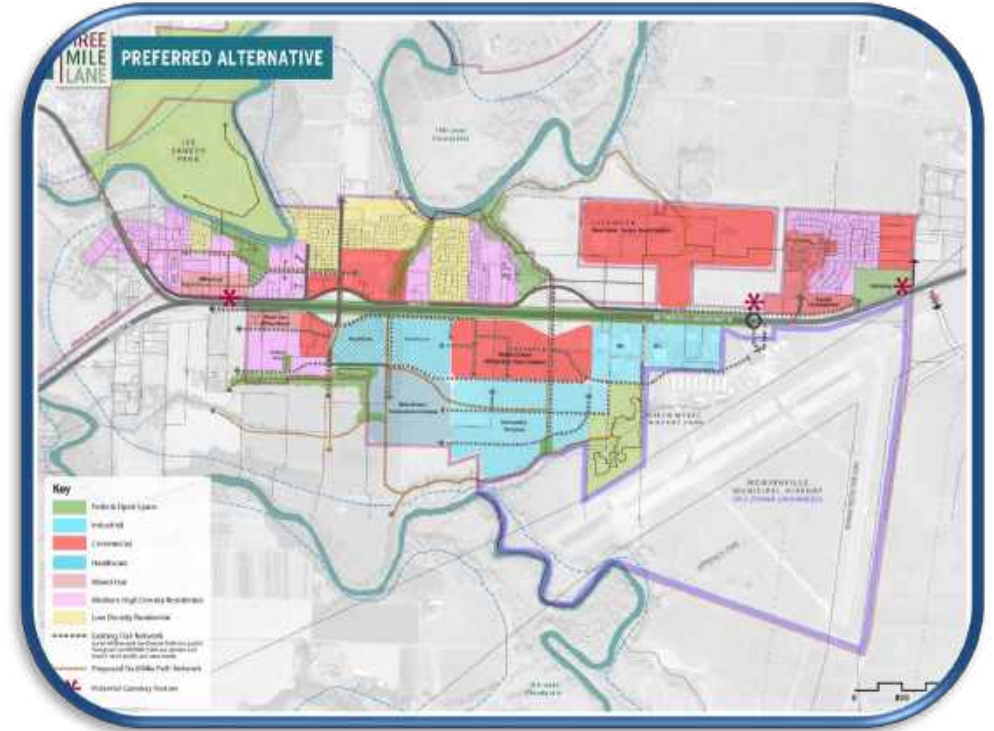
- **This is a plan meant to accommodate growth through 2041** when McMinnville is forecasted to be a community of **45,000 people**. It plans for needed housing, expanded commercial options, living wage jobs, an expanded health campus for future community medical needs, expanded parks, trails, bicycle/pedestrian connectivity, and continued tourism development.
- **The transportation improvements identified in the Three Mile Lane Area Plan will be needed whether the Three Mile Lane Area Plan is adopted or not adopted** as they are the needed improvements for the development of the study area as currently planned and envisioned.
- **Highway 18 is predicted to get more congested whether the Three Mile Lane Area Plan is adopted or not adopted** as the transportation modeling shows a v/c ratio of 0.74 and 0.63 at the intersections of Norton Lane and Highway 18 and Cumulus Avenue and Highway 18 with development of the study area through 2041 as currently planned and envisioned.
- The Plan was developed by a **Project Advisory Committee** and recommended to the city for adoption. The Plan was reviewed and recommended to the City Council for adoption by the **Planning Commission**. The Plan has been endorsed by the **Oregon Department of Transportation, the McMinnville Chamber of Commerce and McMinnville Economic Development Partnership. Friends of Yamhill County and 1000 Friends** have expressed their opposition to the “Mixed-Use Town Center” and have encouraged their membership to do the same. **Residents** not affiliated with these groups **appear to be divided** in their support and opposition to the plan especially in regards to the proposed “Mixed-Use Town Center”.
- The Plan is **compliant** with state land-use goals, state and local transportation standards, and the McMinnville Comprehensive Plan.
- Adopting the Plan is a **policy decision** for the City Council.

1. VISION

Meet McMinnville Needs,
2021 – 2041 (45,000)

Higher Density Housing,
More Commercial Options,
Healthcare Campus,
Good Jobs = Innovation Center,
Parks and Connectivity and Tourism

2. VISION = LAND-USE PLAN



3. INFRASTRUCTURE TO SUPPORT VISION

CONSIDERATIONS: It is down to policy choices.



| | | | | |
|----------|--|---|--|--|
| 1 | Vision for the Area | Vision for the Area | Vision for the Area | Vision for the Area - NO |
| 2 | Land-Use Alternative Represents the Vision | Land-Use Alternative Represents the Vision – Not Quite | Land-Use Alternative Represents the Vision | Land-Use Alternative Represents the Vision |
| 3 | Infrastructure Supports the Vision | Infrastructure Supports the Vision | Infrastructure Supports the Vision – More Work Needed | Infrastructure Supports the Vision |
| | Support the Plan | Support the Plan But with a Few Tweaks | Do Not Trust the Data | Do Not Support the Vision |
| | Adopt the Plan | Adopt the Plan with Amendments | Identify what needs more analysis and provide the resources to do it. | Don't adopt the Plan, send back to PAC and fund more work or shelf the effort |

CONSIDERATIONS: It is down to policy choices.



| | | | | |
|----------|---|---|--|--|
| 1 | Vision for the Area | Vision for the Area | Vision for the Area | Vision for the Area - NO |
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SEPTEMBER 13, 2022: City Council Direction



| Plan Amendment Intention | | How Provided in the Plan. |
|--------------------------|--|--|
| 1 | Clarify 33 net buildable acres for the commercial site as modeled in the transportation scenario. | Added “(not to exceed 33 net buildable acres, net being all acreage that is buildable and not encumbered in the public domain) to pages 19, 20, 40 of the plan document. |
| 2 | Reduce the size of mixed-use and commercial developments that are subject to a planned development overlay from ten acres to five acres. | Amended Policy #1 in Table 4, Implementation Recommendations (Page 46) |
| 3 | Add a policy to consider public safety services when master planning in the study area. | Added Policy #22, <i>“Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed”</i> . (Pages 38 and 50) |
| 4 | Add a policy that proposes rezoning M2 industrial land to associated with the Innovation Campus to M1 industrial land. | Added Policy #23, <i>“Ensure that no incompatible heavy industrial uses are allowed along Highway 18 in the Three Mile Lane Area as part of the Innovation Campus”</i> . (Pages 38 and 50) |
| 5 | Add a policy to inventory and protect significant natural features as much as possible in the study area. | Added Policy #24, <i>“Natural features shall be inventoried and protected as much as possible within new development plans.”</i> (Pages 38 and 50) |

SEPTEMBER 13, 2022: City Council Direction



| Policy | Overlay Amendment | Recommended Future Action |
|--|---|---|
| <p>22. Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.</p> | | <p>Meet with public safety partners to assess needs in the Three Mile Lane Area and ensure that future master planning addresses needs.</p> |
| <p>23. Ensure that no incompatible heavy industrial uses are allowed along Highway 18 or as part of the Innovation Campus.</p> | | <p>Rezone M2 land to M1 land.</p> |
| <p>24. Significant natural features shall be inventoried and protected as much as possible in development plans.</p> | <p>Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition.</p> | <p>Define natural features that need to be inventoried.</p> |

Documents for the Record:



Three Mile Lane Area Plan – Redline Document, November 8, 2022

Ordinance No. 5126

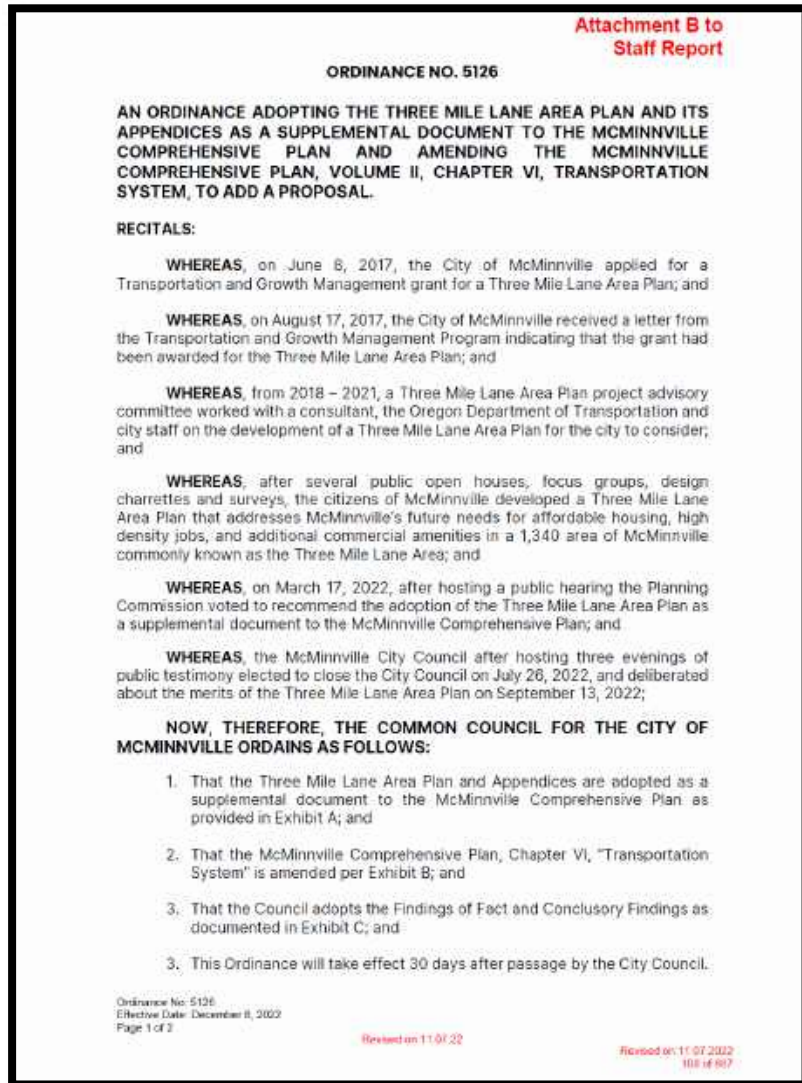
- Three Mile Lane Area Plan – November 8, 2022, FINAL (Exhibit A to Ordinance No. 5126)
 - Appendices
- Comprehensive Plan Proposal (Exhibit B to Ordinance No. 5126)
- Three Mile Lane Area Plan – Findings (Exhibit C to Ordinance No. 5126)

Memorandum, November 7, 2022 (Explaining minor amendments made to the Plan document and Findings document.)

Amendments to Three Mile Lane Area Plan Documents, November 7, 2022

| Amendment | Impacted Document |
|--|--|
| Added, "Housing development should be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code" to Table 4, "Implementation Recommendations, Overlay Amendment, Policy #1 (page 46 of the Three Mile Lane Area Plan) and to Table 3, "Implementation Recommendations, Overlay Amendment, Policy #1 (page 19 of the Three Mile Lane Area Plan – Findings). | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Final, November 8, 2022 • Three Mile Lane Area Plan – Redline Version • Three Mile Lane Area Plan - Findings |
| Revised 1.1.6, "Three Mile Lane Area Plan Transportation Facility Plan" on page 16 of the <i>Three Mile Lane Area Plan Findings</i> document. | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |
| Amended 4.3, "Written Testimony Received", to add three additional testimonies (Dave Haugeberg representing Chehalis Valley Chamber of Commerce, Arthur Van Uchelen, and Patricia Traboltd) on page 34 of the <i>Three Mile Lane Area Plan Findings</i> document. | <ul style="list-style-type: none"> • Three Mile Lane Area Plan – Findings |
| Revised 5.2.10, "Oregon Statewide Planning Goal #10, Housing (OAR 660-015-0000(10)", to include language about housing development needing to comply with Chapter 17.11 of the McMinnville Municipal Code, page 66 of the <i>Three Mile Lane Area Plan Findings</i> document. | <ul style="list-style-type: none"> • Three Mile Lane Area Plan - Findings |
| Revised 5.2.12, "Oregon Statewide Planning Goal #12, Transportation (OAR 660-015-0000(12)", pages 67 - 75 of the <i>Three Mile Lane Area Plan Findings</i> document. | <ul style="list-style-type: none"> • Three Mile Lane Area Plan - Findings |

Grammatical Correction to Ordinance No. 5126:



Fourth Whereas Statement:

WHEREAS, after several public open houses, focus groups, design charrettes and surveys, the citizens of McMinnville developed a Three Mile Lane Area Plan that addresses McMinnville's future needs for affordable housing, high density jobs, and additional commercial amenities in a 1,340-acre area of McMinnville commonly known as the Three Mile Lane Area; and



Area
Plan

City of McMinnville

**City Council Consideration
Ordinance No. 5126**