

**CITY OF MCMINNVILLE  
PLANNING DEPARTMENT**  
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**DECISION, CONDITIONS OF APPROVAL, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS FOR THE APPROVAL OF AMENDING THE MCMINNVILLE COMPREHENSIVE PLAN BY ADOPTING THE MCMINNVILLE OR 99W (NE MCDONALD LANE TO LINFIELD AVENUE) ACTIVE TRANSPORTATION CONCEPT PLAN AS A SUPPLEMENTAL DOCUMENT TO THE CITY OF MCMINNVILLE TRANSPORTATION SYSTEM PLAN.**

- DOCKET:** G 4-21
- REQUEST:** The City of McMinnville is proposing to amend the McMinnville Comprehensive Plan by adopting the *McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan* as a supplemental document to the City of McMinnville Transportation System Plan and to add Buffered Bike Lanes and Neighborhood Greenways to Chapter 6, Bicycle System Plan, of the Transportation System Plan, as bicycle facility types to utilize in McMinnville.
- LOCATION:** City-Wide
- ZONING:** N/A
- APPLICANT:** City of McMinnville
- STAFF:** Heather Richards, Planning Director
- HEARINGS BODY:** McMinnville Planning Commission
- DATE & TIME:** October 21, 2021. Public hearing held virtually via Zoom meeting software, Zoom Online Meeting ID 892 4702 7868.
- DECISION-MAKING BODY:** McMinnville City Council
- DATE & TIME:** TBD
- 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.
- CRITERIA:** Amendments to the McMinnville Comprehensive Plan must be consistent with Oregon State Regulations (ORS) governing Oregon land use goals, the Goals and Policies in Volume II of the Comprehensive Plan and the Purpose of the Zoning Ordinance.
- APPEAL:** The Planning Commission will make a recommendation to the City Council. The City Council's decision on a legislative amendment may be appealed to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date written

notice of the City Council’s decision is mailed to parties who participated in the local proceedings and entitled to notice and as provided in ORS 197.620 and ORS 197.830, and Section 17.72.190 of the McMinnville Municipal Code.

**DECISION**

Based on the findings and conclusions and the recommendation of the McMinnville Planning Commission, the McMinnville City Council **APPROVES** the attached Comprehensive Plan amendments (G 4-21).

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**DECISION: APPROVAL**  
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City Council: \_\_\_\_\_  
Scott Hill, Mayor of McMinnville

Date: \_\_\_\_\_

Planning Commission: \_\_\_\_\_  
Roger Hall, Chair of the McMinnville Planning Commission

Date: \_\_\_\_\_

Planning Department: \_\_\_\_\_  
Heather Richards, Planning Director

Date: \_\_\_\_\_

## **I. Application Summary:**

The City of McMinnville is proposing to amend the McMinnville Comprehensive Plan by adopting the *McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan* as a supplemental document to the City of McMinnville Transportation System Plan and to add Buffered Bike Lanes and Neighborhood Greenways to Chapter 6, Bicycle System Plan, of the Transportation System Plan, as bicycle facility types to utilize in McMinnville.

## **II. CONDITIONS OF APPROVAL**

None.

## **III. FINDINGS OF FACT**

1. In July, 2020, Oregon Department of Transportation, Active Trans Group, approached the City of McMinnville about preparing an Active Trans Plan for Oregon Highway 99W in McMinnville as a pilot program for the ***Blueprint for Urban Design***.
2. From August, 2020 to April, 2021, a Project Management Team (PMT) worked with a Public Advisory Committee (PAC) and the consultants on evaluating existing conditions and recommending a draft OR 99W Active Trans Plan from NE McDonald Lane to Linfield Avenue.
3. On April 27, 2021, a joint work session was conducted with the McMinnville City Council and McMinnville Planning Commission to present the final draft of the plan.
4. Notice of the proposed amendment was provided to the Department of Land Conservation and Development (DLCD) on September 15, 2021.
5. Notice of the application and the October 21, 2021 Planning Commission public hearing was published in the News Register on Tuesday, October 12, 2021, in accordance with Section 17.72.120 of the Zoning Ordinance.
6. On October 21, 2021, the Planning Commission held a duly noticed public hearing to consider the request.

## **IV. Comments Received**

No comments received.

## **V. CONCLUSIONARY FINDINGS:**

### **Alignment with Oregon's Statewide Planning Goals and Administrative Rules:**

**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 on-going 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: SATISFIED.** 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 on October 21, 2021.

Policy #193.00 of Chapter X of the McMinnville Comprehensive Plan also encourages the City to engage local citizens in Project Advisory Committees for major Comprehensive Plan Amendments.

The Following Project Advisory Committee was established for this project:

Members of the Project Advisory Committee:

Name of Member	Representation
Jack Crabtree	McMinnville School District
Jamie Fleckenstein	McMinnville Planning Department / Avid Cyclist
Zack Geary	McMinnville City Council
Peter Higbee	Bicyclist Community
Charles Hillestad	Community Member / Accessibility Advocate
Barb Jones	Accessibility Advocate
Steve Macartney	McMinnville Police Department
Cole Mullis	ODOT District Manager
Bahram Refael	Linfield University
Dave Rucklos	McMinnville Downtown Association
Cyrus Scarborough-Ford	McMinnville High School Student
Lori Schanche	Planning Commission, Retired Active Transportation Planner

**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 decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

**FINDING: SATISFIED.** 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.

On February 23, 2010, the McMinnville City Council adopted Ordinance No. 4922 which adopted the *City of McMinnville Transportation System Plan* as part of Volume I of the McMinnville Comprehensive Plan.

This action amends the McMinnville Comprehensive Plan by adopting the *McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan* as a supplemental document to the McMinnville Transportation Plan.

**Oregon Statewide Planning Goals #3 – 11 do not apply to this action.**

**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. Transportation -- refers to the movement of people and goods. Transportation Facility -- refers to any physical facility that moves or assists in the movement of people and goods excluding electricity, sewage and water. Transportation System -- refers to one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas. Mass Transit -- refers to any form of passenger transportation which carries members of the public on a regular and continuing basis. Transportation Disadvantaged -- refers to those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

## 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, 2 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.

#### B. IMPLEMENTATION

1. The number and location of major transportation facilities should conform to applicable state or local land use plans and policies designed to direct urban expansion to areas identified as necessary and suitable for urban development. The planning and development of transportation facilities in rural areas should discourage urban growth while providing transportation service necessary to sustain rural and recreational uses in those areas so designated in the comprehensive plan.

2. Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems and (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities.

3. Lands adjacent to major mass transit stations, freeway interchanges, and other major air, land and water terminals should be managed and controlled so as to be consistent with and supportive of the land use and development patterns identified in the comprehensive plan of the jurisdiction within which the facilities are located.

4. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal

**FINDING: SATISFIED.** The City of McMinnville has an acknowledged adopted Transportation System Plan that addresses Oregon Land Use Goal #12. This action focuses on one aspect of the transportation network (active trans facilities) on one major arterial in the community – Oregon Highway 99W.

***Oregon Statewide Planning Goals #13 – 19 do not apply to this action.***

#### **Alignment with McMinnville's Comprehensive Plan Goals and Policies:**

#### **City of McMinnville Comprehensive Plan, Volume II, Goals and Policies**

The following policies from Chapter VI, "Transportation System", support this planning effort.

#### **GOAL VI 1: TO ENCOURAGE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT PROVIDES FOR THE COORDINATED MOVEMENT OF PEOPLE AND FREIGHT IN A SAFE AND EFFICIENT MANNER.**

*130.00 The City of McMinnville shall encourage implementation of the Bicycle System Plan that connects residential areas to activity areas such as the downtown core, areas of work, schools, community facilities, and recreation facilities. (Ord.4922, February 23, 2010)*

*132.24.00 The safety and convenience of all users of the transportation system including pedestrians, bicyclists, transit users, freight, and motor vehicle drivers shall be accommodated and balanced in all types of transportation and development projects and through all phases of a project so that even the most vulnerable McMinnville residents – children, elderly, and persons with*

*disabilities – can travel safely within the public right-of-way. Examples of how the Compete Streets policy is implemented:*

- 1. Design and construct right-of-way improvements in compliance with ADA accessibility guidelines (see below).*
- 2. Incorporate features that create a pedestrian friendly environment, such as:*
  - a. Narrower traffic lanes;*
  - b. Median refuges and raised medians;*
  - c. Curb extensions (“bulb-outs”);*
  - d. Count-down and audible pedestrian signals;*
  - e. Wider sidewalks;*
  - f. Bicycle lanes; and*
  - g. Street furniture, street trees, and landscaping*
- 3. Improve pedestrian accommodation and safety at signalized intersections by:*
  - a. Using good geometric design to minimize crossing distances and increase visibility between pedestrians and motorists.*
  - b. Timing signals to minimize pedestrian delay and conflicts.*
  - c. Balancing competing needs of vehicular level of service and pedestrian safety. (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.*

*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.*

*132.31.00 The City of McMinnville shall make the design, construction, and operation of a safe transportation system for all modes of travel a high priority. (Ord. 4922, February 23, 2010)*

*132.35.00 Transportation facilities in the McMinnville planning area shall be, to the degree possible, designed and constructed to mitigate noise, energy consumption, and neighborhood disruption, and to encourage the use of public transit, bikeways, sidewalks, and walkways. (Ord. 4922, February 23, 2010)*

*132.37.00 Through implementation of the TSP and the Comprehensive Plan, the City of McMinnville will, to the extent possible, seek measures that simultaneously help reduce traffic congestion, pollution, crashes and consumer costs, while increasing mobility options for non-drivers, and encouraging a more efficient land use pattern. (Ord. 4922, February 23, 2010)*

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)*

132.56.00 *Provide Bicycle Facilities on Arterials and some Collector Streets – To the extent possible, arterial and some collector streets undergoing overlays or reconstruction will either be re-striped with bicycle lanes or sharrow (bicycle/auto shared-lane) routes as designated on the Bicycle System Plan Map. Every effort will be made to retrofit existing arterials and selective collectors with bicycle lanes, as designated on the Bicycle System Plan Map. (Ord. 4922, February 23, 2010)*

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)*

132.56.20 *Complete the Major Bicycle System – A completed system of major bicycle facilities is one of the most important factors in encouraging bicycle travel. The City will work toward annually completing a minimum five percent addition to the bicycle system, as designated on the Bicycle System Plan Map, with priority given to projects that fill critical missing links in the bicycle system or address an identified safety hazard. (Ord. 4922, February 23, 2010)*

132.60.15 *Bicycle and Pedestrian System Funding – The City should establish a new allocation and set aside 1.0% of its Motor Vehicles Fuel Tax funds for creation of on-street bicycle facilities and curb ramp replacements. (Ord. 4922, February 23, 2010)*

**FINDING: SATISFIED.** *The McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan achieves the above stated goals of the McMinnville Comprehensive Plan.*

**Alignment with McMinnville's Transportation System Plan:**

Chapter 5 of the *City of McMinnville Transportation Plan*, the Pedestrian System Plan, identified the "need to better link and weave the Highway 99W corridor into the multi-modal fabric of greater McMinnville, with strategic pedestrian connections to Downtown. There is also need to improve the pedestrian environment along Adams and Baker Streets by removing obstacles that impede safer travel and adding enhancements to the pedestrian environment."

"As noted in the Street System Plan, pavement conditions have deteriorated on Adams and Baker streets. At some point in time, both streets will likely need to be reconstructed to safely carry future traffic demand. McMinnville should coordinate with ODOT to define and program the reconstruction of Adams and Baker streets in the future update of the Statewide Transportation Improvement Program (STIP), including with it a number of pedestrian and bicycle access and safety enhancements." (Page 5-10 and 5-11 of the *City of McMinnville Transportation Plan*.)

**FINDING: SATISFIED.** *The McMinnville OR 99W (NE McDonald Lane to Linfield Avenue) Active Transportation Concept Plan responds to the action called for in Chapter 5 of the City of McMinnville Transportation System Plan.*