



**Planning Department**  
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509-21-000507 - Plog (CPA)  
 509-21-000508 - Plog (ZC)

<b>Office Use Only:</b>	
File No.	CPA 21/2023-21
Date Received	11/18/21
Fee	_____
Receipt No.	_____
Received by	<i>[Signature]</i>

## Comprehensive Plan Map Amendment/ Zone Change Application

### Applicant Information

**Applicant is:**  Property Owner  Contract Puyer  Option Holder  Agent  Other Consultant

Applicant Name Ken Sandblast, Westlake Consultants, Inc. Phone 503-684-0652

Contact Name \_\_\_\_\_ Phone \_\_\_\_\_  
*(If different than above)*

Address 15115 SW Sequoia Parkway, Suite 150

City, State, Zip Tigard, OR, 97224

Contact Email ksandblast@westlakeconsultants.com

### Property Owner Information

Property Owner Name DRS Land, LLC Phone \_\_\_\_\_  
*(If different than above)*

Contact Name Dan Bansen Phone \_\_\_\_\_

Address 5801 SE Bansen Lane

City, State, Zip Dayton, OR 97114

Contact Email dan.bansen@gmail.com

### Site Location and Description

*(If metes and bounds description, indicate on separate sheet)*

Property Address Three Mile Lane at Cumulus Ave.

Assessor Map No. R4 4-4-27 -100 Total Site Area 89.9 acres

Subdivision \_\_\_\_\_ Block \_\_\_\_\_ Lot \_\_\_\_\_

Comprehensive Plan Designation Industrial Zoning Designation M-L

This request is for a:

**Comprehensive Plan Amendment**

**Zone Change**

1. What, in detail, are you asking for? State the reason(s) for the request and the intended use(s) of the property. \_\_\_\_\_

See attached narrative responses.

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2. Show in detail, by citing specific goals and policies, how your request is consistent with applicable goals and policies of the McMinnville Comprehensive Plan (Vol. 2). \_\_\_\_\_

See attached narrative for responses to applicable criteria.

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3. If your request is subject to the provisions of a planned development overlay, show, in detail, how the request conforms to the requirements of the overlay. \_\_\_\_\_

See attached narrative for responses to applicable criteria.

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4. If you are requesting a Planned Development, state how the proposal deviates from the requirements of the Zoning Ordinance and give justification for such deviation. \_\_\_\_\_  
See attached narrative.

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5. Considering the pattern of development in the area and surrounding land uses, show, in detail, how the proposed amendment is orderly and timely. \_\_\_\_\_  
See attached narrative.

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6. Describe any changes in the neighborhood or surrounding area which might support or warrant the request. \_\_\_\_\_  
See attached narrative.

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7. Document how the site can be efficiently provided with public utilities, including water, sewer, electricity, and natural gas, if needed, and that there is sufficient capacity to serve the proposed use.

No development is proposed through this application. Upon application for development review, documentation of utility availability and capacity to serve the proposed development will be provided.

8. Describe, in detail, how the proposed use will affect traffic in the area. What is the expected trip generation?

See attached narrative and transportation impact analysis (Exhibit \_\_).

In addition to this completed application, the applicant must provide the following:

- A site plan (drawn to scale, with a north arrow, legible, and of a reproducible size), indicating existing and proposed features within and adjacent to the subject site, such as: access; lot and street lines with dimensions; distances from property lines to structures; improvements; and significant features (slope, vegetation, adjacent development, drainage, etc.). If of a larger size, provide five (5) copies in addition to **an electronic copy** with the submittal.
- A legal description of the parcel(s), preferably taken from the deed.
- Compliance of Neighborhood Meeting Requirements.
- Payment of the applicable review fee, which can be found on the Planning Department web page.

**I certify the statements contained herein, along with the evidence submitted, are in all respects true and are correct to the best of my knowledge and belief.**

Don K. Bowen  
Applicant's Signature

11 - 16 - 21  
Date

Don K. Bowen  
Property Owner's Signature

11 - 16 - 21  
Date

**APPLICANT AND SUBJECT PROPERTY SUMMARY**

APPLICANTS:	DRS Land, LLC 5801 SE Bansen Ln Dayton, Oregon 97114 Contact: Dan Bansen	3330 TML, LLC 3330 Three Mile Lane McMinnville, OR 97128 Contact: Bryan Hays
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APPLICANTS' REPRESENTATIVE:	Ken Sandblast, AICP Westlake Consultants, Inc. 15115 SW Sequoia Parkway, Suite 150 Tigard, OR 97224 Phone: (503) 684-0652 Email: ksandblast@westlakeconsultants.com
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LAND USE APPLICATION REQUEST:	Comprehensive Plan Map Amendment and Zoning Change to convert 29.11 acres (and 1.5 acres for future right-of-way dedication) of two properties from Industrial to Commercial and rezone from M-L/M-2 (Industrial) to C-3 (Commercial) with a Planned Development Overlay.
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PROPERTY LOCATION:	Three Mile Lane, McMinnville, OR
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TAX MAP/LOTS:	4-4-27, Tax Lot 100: Total size 89.9 acres Proposed rezone of 22.6 acres includes: 1.5 acres future right-of-way 21.11 acres future development  4-4-26, Tax Lot 600: Total size 8 acres Proposed rezone includes entire site
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**LIST OF EXHIBITS**

- A. Land Use Application**
- B. Site Plan: Proposed Comprehensive Plan Amendment and Zone Change**
- C. Property Deeds and Legal Descriptions**
- D. Neighborhood Meeting Documentation**
- E. Transportation Impact Analysis: 3330 TML, LLC Property**
- F. Transportation Impact Analysis: DRS, LLC Property**
- G. Three Mile Lane Area Plan – Preferred Alternative Map**

## LAND USE PERMIT REQUEST

This Application requests a Comprehensive Plan Map Amendment from Industrial to Commercial and a Zone Change from Limited Light Industrial (M-L)/ General Industrial (M-2) to General Commercial (C-3) with a Planned Development overlay (PD) for 29.11 acres (and 1.5 acres for future right-of-way dedication), including two subject sites located south of Three Mile Lane:

- 21.11 acres zoned M-L on Tax Map 4-4-27, Tax Lot 100; owned by DRS Land, as shown on the Site Plan, attached Exhibit B.
- 1.5 acres zoned M-L on Tax Map 4-4-27, Tax Lot 100; owned by DRS Land, as shown on the Site Plan, attached Exhibit B, intended to be dedicated as a public right-of-way at the time of development.
- 8 acres zoned M-2 on Tax Map 4-4-26, Tax Lot 600; owned by 3330 TML, LLC, as shown on the Site Plan, attached Exhibit B.

No development is proposed through this Application. Any subsequent development proposal will be review under the applicable Planned Development overlay procedures and standards set forth in Chapter 17.51 of the McMinnville Zoning Ordinance.

## OVERVIEW OF SUBJECT PROPERTIES AND SURROUNDING AREA

The subject properties include two sites. The first site is a portion of an 89.9-acre parcel, Tax Map 4-4-27, Tax Lot 100, and includes 21.11 acres proposed for C-3 use and 1.5 acres intended to be dedicated as public right-of-way at the time of development. The portion of Tax Lot 100 subject to the comprehensive plan map amendment and zone change is currently designated as Industrial and zoned M-L. The remainder of Tax Lot 100 is zoned M-2. The second site is an 8-acre property, Tax Map 4-4-26, Tax Lot 600. The second site is currently designated as Industrial and zoned M-2. Both sites are located on the south side of Three Mile Lane (Highway 18) and are within the Three Mile Lane Area Plan boundary.

Surrounding uses include vacant industrial land and the Willamette Valley Medical Center to the west, office and military armory uses to the east and vacant industrial land and park land to the south and southwest. Across Three Mile Lane, uses include single-family, apartment and senior residential development. Other uses in the vicinity include community college, and the Evergreen Aviation Museum.

This Application is being submitted concurrently with Kimco's pending application for a comprehensive plan map amendment and zone change. The Kimco property is adjacent to both subject properties and is currently designated Industrial and zoned M-2. Kimco is also requesting that its property be redesignated to Commercial and zoned C-3/PD. The Kimco property is located within the Three Mile Lane Area Plan boundary.

## McMINNVILLE ECONOMIC AND MARKET INFORMATION

### 2013 Economic Opportunities Analysis

The 2013 Economic Opportunities Analysis (Ordinance No. 4976) has been adopted by the McMinnville City Council and provides an analysis of available commercial and industrial land. In summary, the analysis concludes

that, for the 20-year period from 2013-2033, there is a 235.9-acre surplus of industrial land and deficit of 35.8 of commercial land. (2013 EOA, Pg. 56, Figure 26)

The 2013 EOA conclusions provide support for re-designation of surplus industrial land to commercial zoning in order to meet the existing deficit of commercial land. The analysis identifies a leading cause of the commercial land deficit as “retail leakage,” or retail expenditures that are being made outside of the McMinnville trade area due to a lack of those goods and services.

Without adequate land and sites of appropriate size to attract commercial/retail tenants and accommodate commercial development to serve the identified needs, the “leakage” is expected to grow. The 2013 EOA recommends the redesignation of excess industrial land to commercial zoning as a way to “right-size the industrial inventory while addressing part of a continuing commercial land deficit.” The report identifies several suitability factors that should be considered in the redesignation of industrial land, including access, compatibility with surrounding uses, infrastructure capacity and site size distribution.

#### City of McMinnville Economic Opportunities Analysis, 2020 DRAFT

The City is currently in the process of updating the Economic Opportunities Analysis (EOA). The draft 2020 EOA, although not yet adopted, estimates a commercial land deficit of 286 acres, and industrial land surplus of approximately 159 acres over the 20-year planning horizon (Pg. 106, Exhibit 59). Although the update has not been finalized, the analysis provides an indication that the current imbalance of commercial and industrial lands is likely to continue and potentially grow significantly.

#### Leland Consulting Group Market Analysis

This study was conducted to support the Three Mile Lane Area Plan (3MLAP) and was completed in 2019. The study identified over \$200 million in retail expenditure “leakage” to markets outside of McMinnville—in the general merchandise, food service/drinking, clothing, electronics, furniture/home furnishings and other categories. Based on their analysis, the Leland study forecasts demand for approximately 529,000 sq.ft. of retail space in the McMinnville market area over a ten-year period, of which 150,000 is identified for the 3MLAP.

#### Three Mile Lane Area Plan

The City began work on the Three Mile Lane Area Plan (3MLAP) in 2018 to update the 1981 Three Mile Lane overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The 3MLAP provides a vision for future land uses and multi-modal transportation in the 1,340-acre plan area in the southeast portion of the City of McMinnville. Upon adoption, the plan will become an element of the McMinnville Comprehensive Plan and will be implemented through the City’s Zoning Ordinance and the Three Mile Lane Planned Development overlay.

A key component of the 3MLAP is a walkable “town center” retail area, located south of Three Mile Lane at Cumulus Avenue. The subject sites included in this Application are located in the 3MLAP concept plan’s area designated for retail and commercial uses, as shown in the Concept Plan Map, attached Exhibit G. A conversion to C-3/PD designation for the subject sites would be consistent with the vision of the 3MLAP concept.

The Three Mile Lane Area Plan includes these key features which are consistent with this Application:

- “Sizable” retail center south of Three Mile Lane at Cumulus



- Innovation Campus near the Yamhill River, including a mix of corporate office and industrial users
- Flexible zone of mixed office or industrial uses to the west of the retail center
- Mixed-use and healthcare related uses near the hospital
- Evergreen Tourism Area (north of 3MLane)
- Residential neighborhoods (west of the hospital)
- Trail system (adjacent/through/south of the sites)

## SUITABILITY OF THE SUBJECT SITES FOR COMMERCIAL DESIGNATION

The 2013 EOA recommends re-designating “excess industrial or other lands to commercial uses (focused on those sites with greatest suitability for commercial development.)” (2013 EOA, pg 62). Suitability for commercial development must consider the site characteristics for the proposed use (OAR 660-009-0005(12)), which in this case is commercial retail that can help capture retail leakage and accommodate population-related growth.

The 2013 EOA and Comprehensive Plan describe a property’s suitability for re-designation to commercial, which the Applicants addressed below. The 3MLAP also details the site characteristics necessary for prospective underserved leaking retailers. Some of the suitability factors and site characteristics that are relevant include transportation access, compatibility with neighboring uses, infrastructure capacity and site size. (2013 EOA, pgs 57 and 73). Examples of the subject sites’ suitability for conversion from Industrial to Commercial include:

- Visibility from and access to Highway 18. Traffic patterns are “of particular importance for retail and service businesses” which are “reliant on high traffic counts.” (2013 EOA, pg 33) Trends show increasing traffic counts on Highway 18 and shifting away from Highway 99W. “Recapture [of retail sales leakage] is dependent on the ability to identify sites that attract retailers that could serve much of the county’s population from locations readily accessible to major travel corridors.” (2013 EOA, pg 32)
- Proximity to retail leakage markets. “Sites in the McMinnville UGB offer the potential to serve a local and regional market...Centrally located [within the County] with good highway access and street visibility can be instrumental to attract commercial business that may require market areas of 50,000-100,000+ population.” (2013 EOA, pg 32)

The 3MLAP includes extensive analysis of that area’s suitability for retail development and explains why the subject sites are suitable for conversion to commercial:

“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 a few retailers currently in the area, desire 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.” (3MLAP Market Analysis, Pg 2).

“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.” (3MLAP Market Analysis, Pg 51-52).

The future development of the subject sites contemplates a retail center that is compatible with the following 3MLAP Land Use concept:

“This concept includes a significant retail center south of Three Mile Lane at Cumulus Avenue. This could take the form of a large-format retail anchor that would take advantage of traffic on OR SH 18 with additional smaller retail uses. While serving as a regional retail attractor, it would also function as an important local amenity, providing convenient access to shopping and services for adjacent office and residential development. Considerations for how this center is designed, and how it relates to existing commercial centers such as the Third Street/Downtown District, will need to be examined in further detail at a later phase of the process. Depending upon its design and other factors, a new retail center could provide services for residents and employees in the Three Mile Lane area without directly competing with existing businesses in McMinnville’s downtown. The core of the center should be walkable, if possible, with extensive pedestrian connections through associated parking lots to ensure safe circulation. Parking lots should be designed in a way that does not forgo future redevelopment with more mixed uses, reflecting the uncertain future of retail development.” (3MLAP Memorandum 6, Land Use Concepts 1 and 2 pg 10-13)

The proposed comprehensive plan map amendment and zone change will assist in fulfilling the 2013 EOA identified deficit of commercial land and developing a commercial retail project that furthers the objectives of the 3MLAP. The discretionary Planned Development overlay process that will apply to the future development of the subject sites will further ensure consistency with the 3MLAP.

#### **SUMMARY OF BASES FOR APPROVAL:**

The Applicants request that the City approve the Application for the following reasons:

- The Application complies with the applicable approval criteria in the Zoning Ordinance, Comprehensive Plan and state law, as detailed in the Applicable Review Criteria section below.
- The 2013 EOA shows a surplus of over 235 acres of industrial land and deficit of 35.8 acres in commercial land inventory, demonstrating a surplus of industrial land and a need for additional commercial retail land within the City that can be partially met through converting excess industrial land to commercial. The updated data in the draft 2020 EOA, 2020 Leland Update and 3MLAP demonstrate that the commercial land deficit is continuing to grow.

- The studies from the 3MLAP have revealed that the City is experiencing retail leakage and loses over \$200 million annually in consumer spending to retail destinations such as Salem and SW Portland, burdening families with the cost of driving quite a distance for essential needs.
- The subject sites include site characteristics that make them suitable for conversion to C-3 zoning, which will allow retail development that captures retail leakage and growth-related retail needs. Retail development on these sites will be at a scale that is not suitable for downtown McMinnville or existing centers within the City.
- Based on the Transportation Impact Analyses (TIAs) completed by Kittelson & Associates, attached as Exhibits E and F, the proposed comprehensive plan map amendment and zone change can be accommodated subject to the implementation of the mitigation measures identified in the TIAs. The Highway 18 corridor has the capacity to accommodate the trips for the proposal without widening to six lanes, and the TIAs recommend mitigation measures in the vicinity to improve the safety and flow of traffic in the area with the proposed zone change and subsequent commercial development. These mitigation measures are consistent with the future improvements identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan.
- Inclusion of a Planned Development overlay will ensure the future development project is compliant with City's long-term policies and goals, supported by municipal services and infrastructure, and subject to community input through discretionary review by the City Council.

## **APPLICABLE REVIEW CRITERIA**

The Applicants reviewed the McMinnville Comprehensive Plan and Zoning Ordinance, and Statewide Planning Goals, and determined the following criteria to be applicable to this Application.

### Statewide Planning Goals

- Goal 2: Land Use Planning
- Goal 9: Economy of the State
- Goal 12: Transportation

### McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

- Chapter IV: Economy of McMinnville
- Chapter VII: Community Facilities and Services
- Chapter VIII: Energy
- Chapter IX: Urbanization
- Chapter X: Citizen Involvement

### McMinnville Zoning Ordinance

- 17.51 Planned Development Overlay
- 17.74 Review Criteria – Comprehensive Plan Map and Zone Change (17.74.020)

## APPLICANTS' RESPONSES TO APPLICABLE CRITERIA

### STATEWIDE PLANNING GOALS

#### Goal 2: Land Use Planning

The state's Goal 2 resource page can be accessed at:  
<https://www.oregon.gov/lcd/OP/Pages/Goal-2.aspx>

The requirements of Goal 2 are detailed in the administrative rules in OAR Chapter 660, Division 4: <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3054>

**APPLICANTS' RESPONSE:** Goal 2, Part I, requires that a local land use authority's quasi-judicial decision must be based on "an adequate factual base." A study or assessment constitutes an adequate factual base for purposes of Goal 2 when it is "incorporated" into the jurisdiction's comprehensive plan or acknowledged planning documents. *1000 Friends v. Dundee*, 203 Or App 207, 216 (2005). For an assessment to be "incorporated" into these authorities, it must be both adopted and effective. *1000 Friends v. Dundee*, LUBA Nos. 2004-144 and 2004-145, (Remand Order, dated February 23, 2006); *Craig Realty Group v. City of Woodburn*, 39 Or LUBA 384, 396 (February 2, 2001) (affirming City's use of then-effective housing inventory, despite that new inventory was being developed, because on the current inventory "describe[d] the...provisions of the comprehensive plan").

Though these Goal 2 requirements apply to all "land use actions," they are particularly important when an action involves "estimat[ing] the amount of needed land." See *D. S. Parklane Development, Inc. v. Metro*, 165 Or App 1, 22-23 (2000) (holding Metro could not rely on urban growth report not yet adopted as part of the comprehensive plan because "[u]nder Goal 2, the computation of need must be based upon the functional plan and/or Metro's other applicable planning documents"). Nor may a jurisdiction avoid these requirements by attempting to merely "update" an assessment that was previously adopted and incorporated by reference into planning standards. *Lengkeek v. City of Tangent*, 54 Or LUBA 160, 166 (April 25, 2007).

The Court of Appeals explained the purpose behind these requirements as follows:

The comprehensive plan is the fundamental document that governs land use planning. Citizens must be able to rely on the fact that the acknowledged comprehensive plan and information integrated in that plan will serve as the basis for land use decisions, rather than running the risk of being "sandbagged" by government's reliance on new data that is inconsistent with the information on which the comprehensive plan was based. *1000 Friends v. Dundee*, 203 Or App at 216.

Unadopted planning efforts, such as the draft 2020 EOA or 3MLAP, which are not adopted, effective and acknowledged do not by themselves constitute an "adequate factual base" on which the City may base its land use findings during this quasi-judicial planning process. However, these unadopted analyses and the supporting data may be relied upon to confirm further support for approval of this Application, so long as the primary basis for the approval is the adopted and acknowledged information, such as the 2013 EOA. *McDougal Bros. Investments v. City of Veneta*, 59 Or LUBA 27 (2009); *Shambrock Homes LLC v. City of Springfield*, 68 Or LUBA 1, 12 (2013); *Gunderson, LLC v. City of Portland*, 62 Or LUBA 403, *rev'd in part on other grounds and remanded*, 243 Or App 612, 259 P3d 1007 (2011), *aff'd on other grounds* 352 Or 648, 290 P3d 803 (2012).

Therefore, so long as the acknowledged information such as the 2013 EOA provides an adequate primary basis for the City's approval, the decision can be further supported with new unacknowledged data. The findings below comply with this requirement. The 2013 EOA and acknowledged portions of the adopted Comprehensive Plan support the conclusion that some of the City's excess industrial land should be converted to satisfy the deficit of commercial land and describe conversion suitability factors. While the Applicants' analysis could stop there, the Application also evaluates the data and analysis in updated but unadopted planning efforts, such as the 3MLAP, which provide further support for the Application because those analyses show that the commercial deficit is growing and that the Three Mile Lane area is a suitable location for commercial development.

### **Goal 9: Economy of the State**

The state's Goal 9 resource page can be accessed at:  
<https://www.oregon.gov/lcd/OP/Pages/Goal-9.aspx>

The requirements of Goal 9 are detailed in the administrative rules in OAR Chapter 660, Division 9: <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3059>

**APPLICANTS' RESPONSE:** The aim of Goal 9 is to ensure the availability of land suitable for economic growth and development opportunities over a 20-year planning period. Goal 9 requires the City to "provide at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses." Goal 9, Section 3 (emphasis added). See also OAR 6660-009-0025(2). The Goal 9 rules require the City to adopt an EOA that applies to areas within the UGB that, among other things, "compare[s] the demand for land for industrial and other employment uses to the existing supply of such land." OAR 660-009-0015. The outcome of this analysis determines whether the City has an adequate supply of needed land, identifies any deficit or surplus, and adopts policies committing to providing an adequate supply of industrial and commercial land. OAR 660-009-0020.

Once the Comprehensive Plan and EOA are acknowledged, post-acknowledgement plan amendments, such as the proposal in the Application, "...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," must demonstrate consistency with Goal 9. OAR 660-009-0010(4). One option to do so is to "[d]emonstrate that the proposed amendment is consistent with [the city's] most recent [EOA] and the parts of its acknowledged comprehensive plan which address the requirements of this division[.]" OAR 660-009-0010(4); *see also Shamrock Homes LLC v. City of Springfield*, 68 Or LUBA 1, 5 (2013).

To demonstrate that a proposed plan amendment (a) maintains "at least an adequate supply of sites or suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses" and (b) is "consistent with" the City's most recent EOA, the City must find that the amendment will not cause the quantity of the City's commercial or industrial land supply to be reduced below the minimum thresholds identified in the most recent acknowledged EOA. The City must evaluate whether "the amendments physically reduce the acreage of land in the goal 9 inventory" or "threaten to convert lands inventoried for Goal 9 uses to uses not protected by Goal 9." *Shamrock Homes LLC*, 68 Or LUBA at 8.

Goal 9 is implicated when a land use decision “has the effect of depleting” the available lands inventory or “could reduce” the available supply of industrial or commercial land beyond the minimum threshold identified in the EOA. *Grahn v. Cit of Newberg*, 50 Or LUBA 219, 223 (2005) (emphasis added). “The key is whether the amendment affects one or more of the assumptions that underlie the Goal 9 inventory so that the Goal 9 inventory may be rendered inadequate.” *Shamrock Homes LLC*, 68 Or LUBA at 9. See also *Opus Development Corp. v. City of Eugene*, 141 Or App 249, 254 (1996); *Volny v. City of Bend*, 37 Or LUBA 493, 510-11 (2000). Goal 9 does not restrict a city from encouraging commercial economic development beyond the minimum level identified in the EOA or providing land in excess of the minimum quantity identified in the EOA. Therefore, Goal 9 does not preclude an amendment simply because it would cause a city’s commercial land supply to exceed the minimum threshold identified in the acknowledged EOA.

To satisfy Goal 9, the City prepared, and periodically updates, an Economic Opportunities Analysis (EOS) to reflect changing economic factors that impact land availability. The most recently adopted 2013 EOA provided an inventory of available land use types. The 2013 EOA concluded that the City has a deficit of 35.8 acres of commercial land and a surplus of 235.9 acres of industrial land.

The City is currently in the process of updating the EOA. Although not yet adopted, the draft 2020 EOA estimates the commercial land deficit to be 286 acres, and the industrial land surplus is approximately 159 acres over the 20-year planning horizon. The analysis provides an indication that the current imbalance of commercial and industrial lands is expected to continue to grow significantly.

This Application proposes to redesignate 29.11 acres of land from industrial to commercial for future commercial development and redesignate 1.5 acres intended to be dedicated as a public right-of-way at the time of development. If the City approves the Application and Kimco’s proposed amendment, the City will still retain a surplus of over 173 acres of industrial land. The Application will not impact the adequacy of the city’s future industrial or commercial land supply, and it will not preclude other property owners from seeking to redesignate their property from industrial to commercial land in the future. It will simply enable the City to accommodate the existing commercial land deficit identified in the 2013 EOA and address the growing deficit identified in the draft 2020 EOA.

Goal 9 defines “suitable” land as “serviceable land designated for industrial or other employment use that provides or can be expected to provide the appropriate site characteristics for the proposed use.” OAR 660-009-0005(12). The 2013 EOA recommends that the re-designation of excess industrial lands be focused on sites most suitable for commercial development. The report identifies factors relating to the suitability of a site proposed for redesignation from industrial to commercial to include “transportation access, compatibility with neighboring uses, infrastructure capacity, and site size distribution.” (2013 EOA, pg. 57)

These suitability factors as they relate to the subject sites are addressed below:

Conversion of “sites with the greatest suitability for commercial development” (2013 EOA, pg. 62)

The 2013 EOA lays the groundwork for subsequent and more detailed analysis of “retail leakage” when it notes:

- “Retail sales leakage occurring due to lack of major comparison retail. As described by the 2007 MEDP Strategic Plan, there is considerable retail sales leakage of an estimated \$192 million annually throughout Yamhill County – as residents travel to other counties for a significant 23% of their

shopping needs. Full recapture of this sales leakage together with anticipated population growth that was anticipated through 2011 was estimated to support as much as 800,000 square feet of added commercial retail space in Yamhill County. Recapture is dependent on the ability to identify sites and attract retailers that could serve much of the county's population from locations readily accessible to major travel corridors." (2013 EOA, Pg 32)

- "...the ability to provide a full range of commercial services in McMinnville may reduce the need for out-shopping from this trade area – with area customers at present often traveling further to more distant destinations as in the Portland Tri-County or Salem area." 2013 EOA, pg. 71.

Retail leakage, and related suitability considerations are described in detail in the 3MLAP and 2020 EOA. These studies provide evidence in support of the subject sites' suitability for commercial development, particularly retail leakage:

- "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." 3MLAP, pg. 2.
- 3MLAP, Table ES-3 summarizes that the market area demand is for 539,200 sf of retail and estimates that the Three Mile Lane area will provide 150,000 sf of that demand, noting "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." However, the plan emphasizes that "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." 3MLPA, 4.
- The 2020 EOA refers back to the 3MLAP and retail leakage to conclude "an additional 539,000 square feet of retail development in the McMinnville market area over the coming decade, with 150,000 square feet (or about 28%) being captured in the Three Mile Lane area." 2020 EOA, pg. 47.

Transportation access: The subject sites are located on Highway 18, with frontage that is highly visible to passing traffic. In addition to serving local transportation needs, Highway 18 serves as a major route for regional travel, providing access to the coast as well as large regional centers, including Salem and the Portland Metro area. As the sites are located within the 3MLAP area, the sites' access to/from Highway 18 is proposed to be located at Cumulus Avenue. The 3MLAP outlines proposed transportation enhancements for the plan area based on analysis that was coordinated with ODOT. As a result, the 3MLAP makes recommendations through its preferred facility design for the plan area that would address access and facility capacity.

Compatibility with neighboring uses: Currently, uses that surround the subject sites include the Willamette Valley Medical Center to the west, vacant industrial land to the south, office and military armory uses to the east



and vacant industrial land and park land to the south and southwest. The two subject sites flank the Kimco property which is subject to a pending application for a comprehensive plan map amendment from Industrial to Commercial and zone change from M-2 to C-3 with a PD overlay. Across Three Mile Lane, uses include single-family, apartment and senior residential development. Other uses in the vicinity include community college, and the Evergreen Aviation Museum.

The proposal to redesignate and rezone the properties to commercial land for retail use is compatible with these surrounding uses, and in fact would provide goods and services to nearby residents, students, employees and visitors. Furthermore, as part of the 3MLAP, future development of the plan area is proposed to include a variety of uses that would provide a daytime market base, including office, mixed-use, entertainment and innovation/light industrial uses.

Infrastructure capacity: As the sites are located within the 3MLAP area, the sites' access to/from Highway 18 is proposed to be located at Cumulus Avenue. The 2013 EOA, pg. 66, notes that "as a general condition, no major deficiencies have been identified through this EOA update process to date with respect to adequacy of public transportation and utility facilities to serve vacant and underutilized commercial and industrial properties." The TIAs, included as Exhibits E and F, conclude that the proposed zone changes can be approved without creating significant impacts under OAR 660-012-0060 assuming the recommended mitigation measures are implemented and occur at the time of development. The TIAs identify recommended modifications to the existing transportation system that address additional trips generated by commercial activity on the sites. These modifications are consistent with the OR Highway 18 Corridor Plan. Adequate on-site circulation would be ensured through the Planned Development overlay and would be consistent with the design and development standards of the 3MLAP.

Site Size Distribution: As noted in the 2013 EOA, an analysis of the 2012 inventory revealed the average commercial parcel size is approximately two acres, with the majority of commercial land (53%) made up of parcels of under 5 acres. Only three sites of 10 acres or more in size were identified—one of which is part of the Evergreen PUD.

The 2020 EOA draft provides an update of the inventory, concluding that there is still a deficit of large, buildable commercially designated land with sizes in the 10-to-20 acres range—and notes that many existing commercial developments are located on multiple tax lots. The Leland Market analysis states that as "one of the few locations with large, contiguous vacant tracts within the city limits," the 3MLAP area is poised to capture a significant portion of the retail demand in the market area over the next decade.

***Section 4 - OAR 660-009-0010(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

**APPLICANTS' RESPONSE:** As this Application proposes to convert over two acres of industrial land to a non-industrial use, *Section 4 – OAR 660-009-0010(4)* is applicable.

As noted above, the 2013 EOA identified a 235.9-acre surplus of industrial land and deficit of 35.8 of commercial land (2013 EOA, Figure 26, Pg. 56). The draft 2020 EOA updated the commercial and industrial land inventories and projected demand for the 20-year planning horizon and identifies a much larger deficit of commercial land. The demand is expected to increase due to overall growth, as well as “retail leakage” of expenditures being made outside the McMinnville market area due to a lack of supply in certain retail categories.

In order to recapture a portion of the “retail leakage” identified in the 2013 EOA and more recently updated in the Leland market analysis and the 2020 EOA, the 3MLAP Preferred Alternative concept plan has envisioned a walkable town center area located on Three Mile Lane at Cumulus Drive that would serve as a destination for shopping, dining and services. The subject sites are located within the area proposed for Commercial/Retail Center use in the 3MLAP.

The Application will assist the City in accommodating the growing commercial land needs and there will still be an excess of industrial land supply available. With the proposed conversion of the subject sites from Industrial to Commercial designation through this Application, and accounting for the proposed conversion of 33.5 acres from Industrial to Commercial on the Kimco site, the surplus of industrial land remains in excess of 173 acres. Additionally, the 2013 EOA states that there are 5 industrial parcels that are 20+ acres in size so the City will continue to have an adequate supply of larger industrial parcels.

The Planned Development overlay designation would allow for commercial development that would accommodate the retail categories identified as being needed by the local market, while ensuring that future development is consistent with McMinnville’s long-term goals and policies as envisioned in the 3MLAP.

### **Goal 12: Transportation**

*Implemented by the administrative rules in OAR Chapter 660, Division 12, the purpose of Goal 12 is to “provide and encourage a safe, convenient and economic transportation system.” Known as the “Transportation Planning Rule” or “TPR,” ...*

<https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3062>

**APPLICANTS' RESPONSE:** The TIAs addressing the requirements of Goal 12 and the Transportation Planning Rule (TPR) were completed by Kittelson & Associates and are attached as Exhibits E and F. The TIAs demonstrate that the proposed Comprehensive Plan Map Amendment and Zone Change is consistent with Goal 12 and the TPR.

***McMinnville Comprehensive Plan (Volume 2: Goals and Policies)***

***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.

***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.

***Policy 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.

**APPLICANTS' RESPONSE:** As noted above, the 2013 EOA documents significant retail leakage from the McMinnville market area. The City-commissioned market analysis (Leland) and draft 2020 EOA update further support the need for commercial space to meet the identified demand stemming from future growth, as well as significant retail leakage.

The 3MLAP provides a concept plan for meeting those needs by identifying an area south of Three Mile Lane (Highway 18) as suitable for a "sizable retail center," with land area adequate to accommodate a walkable "town center" type development. The subject sites represent a total of 29.11 acres (and 1.5 acres for future right-of-way dedication) within that 3MLAP area. The proposed rezone to C-3 with PD overlay will allow for retail development that will address currently unmet community needs and overall growth, as well as create employment opportunities. The proposed change in designation to C-3 / PD is consistent with *Goals VI 1 and 2*, and *Policy 21.00*.

***Policy 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, re-designation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use.

**APPLICANTS' RESPONSE:** The adopted 2013 EOA documents a 235.9-acre surplus of industrial land and a 35.8 deficit of commercial land over a 20-year planning period, concluding that the industrial needs during that period would be easily met, while the commercial land supply would not meet projected demand. Consistent with *Policy 21.01*, the City is in the process of updating the 2013 EOA. While the draft 2020 EOA is not yet adopted, it indicates that the imbalance of commercial and industrial land is expected to grow over the next 20 years. Both the 2013 EOA and the draft 2020 EOA conclude that redesignation of excess industrial land to commercial zoning would provide adequate commercial land, without creating a deficit of industrial land. The 3MLAP concept for the area south of Highway 18 designates the area including the subject sites as appropriate for retail and commercial uses and envisions a walkable "town center" type development that

would require a site of significant size. The subject sites are suitable for commercial zoning and development as explained above. The subject sites, along with the adjacent Kimco site, would provide land that is serviceable and suitable for such development. The proposed rezoning of the subject property is consistent with *Policy 21.01*.

***Policy 21.03: The City shall support existing businesses and industries and the establishment of locally owned, managed, or controlled small businesses.***

**APPLICANTS' RESPONSE:** The 2013 EOA identifies the significant "retail leakage" to markets outside McMinnville and Yamhill County. The document states that a "key challenge for the future is to provide more and better value-added opportunities for visitors to spend more time and money while visiting the McMinnville area." (2013 EOA, Pg. 32-33).

The proposed comprehensive plan map amendment and zone change is consistent with the conclusions of the 2013 EOA, as noted above. In addition, the 2020 EOA and the 3MLAP support retail development on the subject sites to recapture a portion of the retail leakage. The "recapture" of retail leakage would retain consumer expenditures that are currently being made outside of the McMinnville market due to lack of retail availability— not taking away sales from existing retailers. As the sites would be suitable for a large-scale retail development, there would be potential to also draw consumers from outside the area, creating an opportunity for incidental retail expenditures at existing local businesses while those consumers are visiting the area.

***Policy 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.***

**APPLICANTS' RESPONSE:** Please see response to Policy 21.00.

***Goal IV 3: To ensure commercial development that maximizes efficiency of land use through utilization of existing commercially designated lands, through appropriately locating future commercial lands, and discouraging strip development.***

**APPLICANTS' RESPONSE:** The 2013 EOA concluded that the existing supply of commercially designated lands would be inadequate to meet projected demand and that re-designating a portion of surplus industrial lands would allow the commercial land needs to be met.

No development is proposed through this Application for a comprehensive plan map amendment and zone change. As the current request is for a zone change to C-3 with a Planned Development overlay, any subsequent application for development of the sites will be subject to a public hearing process and review by the Planning Commission, with recommendation to City Council for a final decision in accordance with Chapters 17.51 and 17.72 of the City's Zoning Ordinance.

***General Policies:***

***Policy 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.***

**APPLICANTS' RESPONSE:** The 2013 EOA identified only three commercial-zoned tax lots over 10 acres in size available for development as of 2012, as shown in Figure 27. The majority of available commercial lots are sized 4 acres or less. More recently, the draft 2020 EOA provides a breakdown of lots by plan designation (2020 EOA, Pg. 73, Exhibit 39) and shows that only one buildable C-3 lot in the 10-19.99-acre size range is available as of 2019. Furthermore, there are no available commercial lots over 20 acres available. Few large C-3-zoned lots are available, limiting the ability to provide efficient use of existing commercial land to meet the retail needs identified in both the 2013 EOA and the Leland Market Analysis/3MLAP. Therefore, the ability of existing commercial lands to be revitalized and reused will not be impacted by this proposal because the additional commercial retail uses facilitated by this proposal cannot be met with the existing commercially zoned properties.

**Policy 24.00** *The cluster development of commercial uses shall be encouraged rather than auto-oriented strip development.*

**APPLICANTS' RESPONSE:** No development is proposed through this Application. The current land use request is for a comprehensive plan map amendment and zone change to Commercial C-3 a with Planned Development overlay, which encourages variety in uses and development patterns, and efficient use of space. With the Planned Development overlay in place, any future proposal for development of the sites will be required to comply with applicable procedures of Section 17.51.030. Proposed plans will be reviewed through the public hearing process of Chapter 17.72 of the McMinnville Zoning Ordinance for consistency with applicable zoning regulations, planned development requirements, and comprehensive plan policies in effect. The project layout and design can be assessed at that time to ensure compliance with this policy.

**Policy 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.*

**APPLICANTS' RESPONSE:** The 2013 EOA identified a commercial land deficit in McMinnville of over 36 acres and concluded that redesignation of a portion of excess industrial land to commercial designation would address the need. The 2020 EOA draft documents an increasing deficit in commercial land and further supports the need for conversion of industrial land to meet commercial land needs.

Based on the recent Leland market study, which provides an updated analysis of the "retail leakage" of consumer expenditures, there is a need for commercial uses that will address the existing leakage and increased demand stemming from future growth in the demand for certain retail categories. The 3MLAP concept proposes an area of commercial/retail uses south of Highway 18 to take advantage of the area's accessibility, visibility, and the availability of suitable land.

**Policy 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.*

**APPLICANTS' RESPONSE:** The subject sites encompass 29.11 acres (and 1.5 acres for future right-of-way dedication) currently zoned M-L and M-2. Currently, uses that surround the subject sites include the Willamette Valley Medical Center to the west, vacant industrial land to the south, office and military armory uses to the east

and vacant industrial land and park land to the south and southwest. The two subject sites flank the Kimco property which is subject to a concurrent application for comprehensive plan map amendment and zone change to Commercial and C-3, with a Planned Development overlay. Given the width of Highway 18, land north of the highway is not considered "adjacent" property. Nonetheless, the uses north of the properties on the other side of Highway 18 include a single-family, apartment and senior residential development. Other uses in the vicinity include Chemeketa Community College to the northwest and the Evergreen Aviation and Space Museum to the northeast.

As shown in the 3MLAP Preferred Alternative Map, attached Exhibit G, the 3MLAP proposes a concept for future development of a 1,340-acre area that includes the subject sites and surrounding area. The 3MLAP concept for the area south of Highway 18 includes a variety of uses that will complement each other and do not conflict with residential or other uses near the plan area.

The 3MLAP area is located within the City limits and municipal services are provided to the area. Any future development application will need to confirm adequate facilities, which can be assured through conditions of approval.

The commercial development of the subject sites will have minimal impacts on the surrounding area. The primary offsite impact will be traffic. The TIAs prepared for the subject sites by Kittelson & Associates, Inc., attached as Exhibits E and F, conclude that the proposed zone change of the subject sites to C-3 can be accommodated subject to the implementation of the mitigation measures identified in the TIAs. The Highway 18 corridor has the capacity to accommodate the trips for the proposal without widening to six lanes. The TIAs support this finding and recommend mitigation measures in the vicinity to improve the safety and flow of traffic in the area with the proposed zone change and subsequent commercial development. These mitigation measures are consistent with the future improvements identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan.

No specific development is proposed with this Application. With the Planned Development overlay in place, any future proposal for development of the sites will be required to comply with applicable procedures of Section 17.51.030. Proposed plans will be reviewed through the public hearing process of Chapter 17.72 of the McMinnville Zoning Ordinance to further ensure any potential conflict with surrounding uses will be minimized and the City services are available and adequate to support the commercial development.

***Policy 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.***

**APPLICANTS' RESPONSE:** As explained in response to Policy 25.00, the subject sites are appropriate locations for larger commercial development. The subject sites are suitable locations for large-scale or regional shopping facilities, located on a Major Arterial with sufficient land for internal traffic circulation systems and adequate parking and service areas. The subject sites are located on Highway 18, which is classified as a Major Arterial in McMinnville's TSP. The sites are located within the plan area of the 3MLAP, which provides a vision for land uses and a multi-modal transportation system in the 1,360-acre study area. The 3MLAP, which is intended to update the 1981 Three Mile Lane Overlay Ordinance (amended in 1994) and the 1996 OR Corridor Refinement

Plan, has identified the area south of Highway 18 near Cumulus as being appropriate for a “sizable” retail area due to land area, access, visibility.

The 3MLAP includes recommendations for transportation facility designs to accommodate the activity that would be generated by the concept plan. In addition, the 3MLAP addresses onsite parking, as well as pedestrian and bicycle circulation to and through the plan area with recommendations for facility improvements that will improve access, mobility and comfort for all users.

#### **Design Policies**

***Policy 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.***

***Policy 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.***

***Policy 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)***

***Policy 32.00: Where necessary, landscaping and/or other visual and sound barriers shall be required to screen commercial activities from residential areas.***

***Policy 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)***

**APPLICANTS' RESPONSE:** No development is proposed through this Application. With the Planned Development overlay in place, any future proposal for development of the sites will be reviewed through the public hearing process of Chapters 17.51 and 17.72 of the McMinnville Zoning Ordinance. Any subsequent development application will address applicable policies of the City's Planned Development Ordinance and Zoning Ordinance at that time. In addition, the specific design of access, circulation, pedestrian and bicycle connections, landscaping and parking elements of a development proposal will be evaluated for compliance with Policies 29 through 33 at that time.

***Goal IV 4: To promote the downtown as a cultural, administrative, service, and retail center of McMinnville.***

***Downtown Development Policies***

***Policy 36.00 The City of McMinnville shall encourage a land use pattern that:***

- 1. Integrates residential, commercial, and governmental activities in and around the core of the city;***
- 2. Provides expansion room for commercial establishments and allows dense residential development;***
- 3. Provides efficient use of land for adequate parking areas;***
- 4. Encourages vertical mixed commercial and residential uses; and,***
- 5. Provides for a safe and convenient auto-pedestrian traffic circulation pattern.  
(Ord.4796, October 14, 2003)***

**APPLICANTS' RESPONSE:** The proposed redesignation of the subject sites to Commercial, C-3 zone with a Planned Development overlay is consistent with the 3MLAP, which is intended to guide development in a 1,340-acre area around Three Mile Lane in a way that efficiently organizes a variety of uses and a multi-modal transportation system, while meeting identified needs that cannot be met in the downtown core or other areas of the city.

The plan is based on unique aspects that make this area suitable for commercial use, including good access off a Major Arterial (Highway 18), large parcels of vacant land to accommodate the retail that meets identified community needs, and adequate land area to allow for efficient site design. With the Planned Development overlay in place, any future proposal for development of the sites will be reviewed through the public hearing process of Chapters 17.51 and 17.72 of the McMinnville Zoning Ordinance to further ensure compliance with these policies.

***Policy 41.00 The City of McMinnville shall encourage the expansion of retail and other commercial enterprises east of the railroad tracks and north and south of Third Street consistent with the adopted "Downtown Improvement Plan."***

**APPLICANTS' RESPONSE:** The McMinnville Downtown Improvement Plan was adopted in 2000 and provides a strategic plan for specific areas in the downtown core. The proposed comprehensive plan map amendment and zone change address a need for additional commercial land identified in the 2013 EOA, and further supported in the recent 2020 EOA draft and the 3MLAP. As documented in these analyses, which account for C-3 zoned land within the City limits, additional commercial land is needed to address the leakage of consumer expenditures in certain retail categories. The proposed comprehensive plan map amendment and zone change aim to support recapture of retail expenditures made outside of the market area and will not impact potential for retail development or redevelopment in the areas east of the railroad tracks and north and south of Third Street.

***Policy 46.00 The City shall work to implement the recommendations of the adopted "McMinnville Downtown Improvement Plan."***



**APPLICANTS' RESPONSE:** The McMinnville Downtown Improvement Plan was adopted in 2000 and provides a strategic plan for specific areas in the downtown core. The proposed comprehensive plan map amendment and zone change address a need for additional commercial land identified in the 2013 EOA, and further supported in the recent 2020 EOA draft and the 3MLAP. As documented in these analyses, which account for C-3 zoned land within the city limits, additional commercial land is needed to address the leakage of consumer expenditures in certain retail categories. The proposed comprehensive plan map amendment and zone change aim to support recapture of retail expenditures made outside of the market area and will not impact potential for retail development or redevelopment in Downtown Improvement Plan area.

### ***Proposals***

***Policy 6.00*** *A planned development overlay should be placed on the large cluster commercial development areas and the entrances to the City to allow for review of site design, on-site and off-site circulation, parking, and landscaping. The areas to be overlaid by this designation shall be noted on the zoning map and/or comprehensive plan map.*

**APPLICANTS' RESPONSE:** This Application includes a request for Planned Development overlay and is consistent with Policy 6. No development is proposed through this Application. With the Planned Development overlay in place, any future proposal for development of the sites will be reviewed through the public hearing process of Chapters 17.51 and 17.72 of the McMinnville Zoning Ordinance. Any subsequent development application will address applicable criteria of the City's Planned Development Ordinance and Zoning Ordinance, which will address site design, on-site and off-site circulation, parking, and landscaping.

***Policy 8.00*** *The City of McMinnville should encourage the development of a commercial planned development center in the southwestern portion of the city large enough in scale to serve the needs of the area's population. The center should be in proximity of the intersection of Old Sheridan Road, U.S. Highway 99W, and Oregon Highway 18.*

**APPLICANTS' RESPONSE:** This proposed policy addresses an undeveloped area that is already zoned C-3 and is included in the City's inventory of available commercial land, documented in the 2013 EOA. That study concluded that, in addition to the existing available commercial land, more commercial acreage is needed to satisfy an identified deficit. In addition, the study concluded that a portion of the existing surplus of industrial land could be redesignated to commercial to address the commercial land deficit. This proposal is intended to address the existing commercial land needs, which include retail leakage. The comprehensive plan map amendment and zone change will not impact the development potential of the southwest portion of the City.

### ***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.*

**APPLICANTS' RESPONSE:** The 2013 EOA identified an anticipated 236-acre surplus of industrial lands through 2033. Specifically, the 2013 report states that "industrial land needs can be more than amply met over the next 20 years while commercial land supply will fall short of anticipated demand." (2013

EOA, Pg.56). The 2020 EOA indicates that the imbalance of commercial and industrial land is expected to grow over the next 20 years. Additionally, the 3MLP proposes a mix of commercial and industrial uses within this area, with a focus on commercial lands along the Highway 18 frontage.

Both the 2013 EOA and the draft 2020 EOA conclude that redesignation of excess industrial land to commercial zoning would provide adequate commercial land, without creating a deficit of industrial land.

***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.*

#### ***Locational Policies***

***Policy 49.00*** *The City of McMinnville shall use its zoning and other regulatory methods to prevent encroachment into industrial areas by incompatible land uses.*

**APPLICANTS' RESPONSE:** The 2013 EOA identified a significant surplus of industrial land within the city limits and recommends conversion of excess industrial land to commercial designation as a method of addressing the commercial land deficit. This Application proposes the conversion of 30.6 acres of industrial land to commercial designation, which will help address a commercial land deficit and reduce the industrial land surplus.

The City undertook the 3MLAP to guide development and transportation improvements in the SE Three Mile Lane area and ensure compatibility of uses. The implementation of the 3MLAP will be done through the Zoning Ordinance and the Planned Development overlay. A development application for the subject sites will be subject to the applicable criteria of the Zoning Ordinance and Planned Development overlay and the procedures of Chapters 17.51 and 17.72.

***Policy 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.*

***Policy 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.*

***Policy 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 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.*

**APPLICANTS' RESPONSE:** The 2013 EOA identified a significant surplus of industrial land within the City limits and recommends conversion of excess industrial land to commercial designation as a method of

addressing the commercial land deficit, including a “focus on a range of size classes, increasing emphasis on redevelopment and density of development, and greater flexibility of use for mixed commercial/industrial areas.”(2013 EOA, Pg. 67) In addition, the study suggests that parcelization of some larger industrial sites may be needed to meet future demand for smaller industrial users.

The City’s 3MLAP identified the area south of Highway 18 as being suitable for a mix of uses, including retail, office, mixed use, and some flex and light industrial uses. The subject sites are located in the 3MLAP area and this Application proposes redesignation of approximately 29.11 acres (and 1.5 acres for future right-of-way dedication) of the subject sites to C-3 zoning, consistent with the 3MLAP concept plan.

As previously explained, the redesignation of the subject sites from Industrial to Commercial will not impact the adequacy of the supply of suitable industrial sites since there will still be a significant surplus of industrial land in the City.

***Policy 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.*

**APPLICANTS’ RESPONSE:** The subject sites are not located adjacent to the airport property. The airport is approximately .5 mile away, with a public park, the South Yamhill River, industrial vacant land (with farming activity) located between the airport and the subject sites.

***Policy 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.*

**APPLICANTS’ RESPONSE:** Policy 52.00 proposes that the City pursue a legislatively created new zoning designation to minimize industrial use conflicts with the residential uses north of Three Mile Lane. As previously explained, the commercial uses allowed under the proposed C-3/PD zone are more compatible with the residential uses north of Three Mile Lane than industrial uses. The City undertook the 3MLAP to address a land use and transportation considerations in a 1,360-acre area of the City along Highway 18. The 3MLP identified the area south of Highway 18 as suitable for a mix of uses, including commercial, mixed use, and some flex and light industrial uses. Once adopted, the 3MLP implementation through the Zoning Ordinance and the Three Mile Lane Planned Development Ordinance will require development to be compatible with adjacent uses, including potential future residential development. The subject sites encompass 29.11 acres (and 1.5 acres for future right-of-way dedication) located in the 3MLAP area and this Application proposes redesignation of the sites to C-3 / PD zoning, consistent with the 3MLAP concept plan.

## **Chapter VI: Transportation System**

### **Air**

#### **Policies:**

**Policy 115.00** *The City of McMinnville shall encourage the development of compatible land uses in the vicinity of the airport as identified in current and future airport and comprehensive plans*

**APPLICANTS' RESPONSE:** As noted in the McMinnville Municipal Airport Layout Plan Report (2004), the Airport Layout Plan specifically discourages further residential development in the vicinity of the airport. Although the Airport Layout Plan encourages agricultural and manufacturing uses, it does not explicitly address commercial use. As the proposed redesignation of industrial land to commercial use would not allow residential development on the subject sites, the proposed comprehensive plan map amendment and zone change is compatible with the land uses in the vicinity of the airport and is consistent with the recommendations of the Airport Layout Plan.

### **Streets**

#### **Policies:**

**Policy 119.00** *The City of McMinnville shall encourage utilization of existing transportation corridors, wherever possible, before committing new lands.*

**APPLICANTS' RESPONSE:** As demonstrated in the TIAs, attached as Exhibits E and F, Highway 18 has the capacity to accommodate traffic generated by commercial development on the subject sites under the proposed zone change, subject to the implementation of the recommended mitigation measures. Mitigation is proposed on existing roads that intersect with Highway 18 along the corridor and addresses safety and convenience. These mitigation measures are consistent with the future improvements identified in 1996 McMinnville (OR-18) Corridor Refinement Plan. The TIAs conclude that with the implementation of these measures there will be no significant impacts per OAR 660-012-0060 and complies with the TPR.

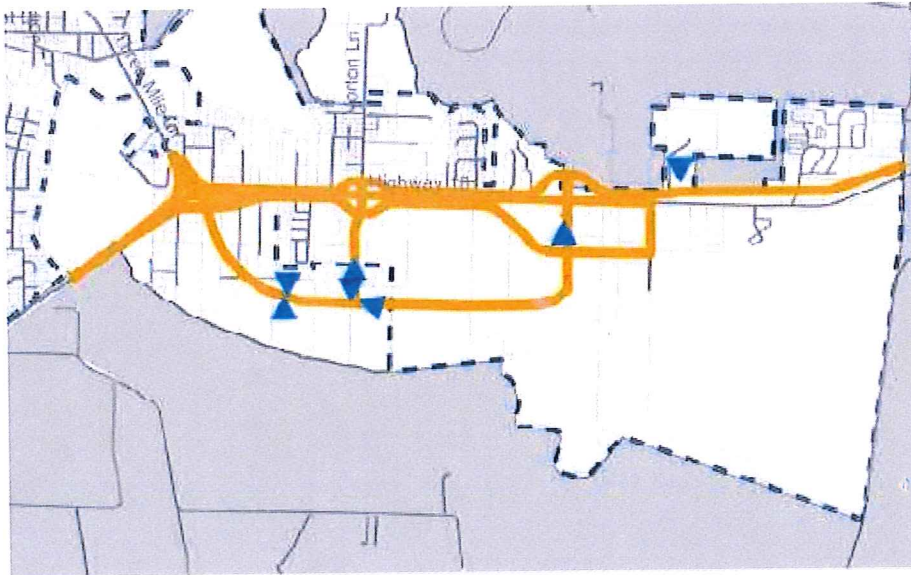
**Policy 123.00** *The City of McMinnville shall cooperate with other governmental agencies and private interest to insure the proper development and maintenance of the road network within the urban growth boundary.*

**APPLICANTS' RESPONSE:** The TIAs prepared by Kittelson & Associates, attached as Exhibits E and F, provide an analysis of trips generated by the proposed zone change of the subject sites. In accordance with the application review process, the scope, methodology, findings and recommendations have been coordinated with the City of McMinnville and ODOT. Future development of the property will be subject to ODOT review and the procedures of Chapters 17.51 and 17.72 of the McMinnville Zoning Ordinance.

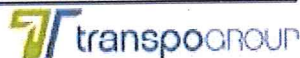
**Connectivity and Circulation**

**Policy 132.26.05**      *New street connections, complete with appropriately planned pedestrian and bicycle features, shall be incorporated in all new developments consistent with the Local Street Connectivity map.*







**APPLICANTS' RESPONSE:** The McMinnville TSP identifies future local street connections for the Highway 18 corridor, as shown on the map below (TSP, Exhibit 2-1). As shown on the map, the TSP calls for a frontage road south of OR 18. The 3MLAP preferred facility design is consistent with this plan and places priority on multi-modal connections throughout the plan area. In addition, the 3MLAP addresses pedestrian and bicycle circulation to and through the plan area with recommendations for facility improvements that will improve access, mobility and comfort for all users. Any future development application will be required to be consistent with the McMinnville TSP and ensure appropriately planned pedestrian and bicycle features.



**Exhibit  
2-1**



**Legend**

-  Future Local Street Connections
-  Hwy 18 Plan
-  Tax Lots
-  City Streets & State Highways
-  City limits (2003)
-  UGB (Adopted - 2003)

**Policy 132.27.00**      *The provision of transportation facilities and services shall reflect and support the land use designations and development patterns identified in the McMinnville*

***Comprehensive Plan. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand—both short-term and long-term planned uses.***

**APPLICANTS' RESPONSE:** The TIAs, attached as Exhibits E and F, evaluated both short-term (2022) and long-term (2037) impacts of the proposed zone change on the transportation system. The TIAs concluded that with the implementation of mitigation measures, the zone change would not result in significant impacts under OAR 660-012-0060. The improvements recommended through the TIAs are consistent with the adopted 1996 OR-18 Corridor Refinement Plan.

Recently, the City of McMinnville worked with ODOT and a consulting team to update the Three Mile Lane Overlay. The effort involved evaluating facility designs based on several factors, including access, visibility, multi-modal connectivity within the 3MLAP, and right-of-way requirements, among others. The resulting Preferred Facility Design supports the 3MLAP preferred land use concept.

### ***Growth Management***

***Policy 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.***

**APPLICANTS' RESPONSE:** The TIAs, attached as Exhibits E and F, studied intersections within the City's and ODOT's jurisdictions and applied each jurisdiction's applicable mobility standard as a basis for recommending mitigation measures.

### ***McMinnville TSP Implementation***

***Policy 132.62.00***      ***TSP as Legal Basis -- The City of McMinnville shall use the McMinnville TSP as the legal basis and policy foundation for actions by decision-makers, advisory bodies, staff, and citizens in transportation issues. The goals, objectives, policies, implementation strategies, principles, maps, and recommended projects shall be considered in all decision-making processes that impact or are impacted by the transportation system.***

**APPLICANTS' RESPONSE:** The proposed rezone of the subject sites from industrial M-L/M-2 to commercial C-3 with Planned Development overlay is consistent with the goals, objectives, policies, implementation strategies, principles, maps and recommended projects. The City's goal and supplemental policies are addressed below:

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

**APPLICANTS' RESPONSE:** The proposed rezone and subsequent commercial development work in the direction of achieving this goal by providing intersection improvements to increase the safety and traffic flow of the surrounding roadway network for all users. The proposed modifications are

consistent with the implementation strategies (McMinnville (OR-18) Corridor Refinement Plan, as shown in Exhibit 4-6 (Projects and Programs) in the TSP, as well as the Street System, Pedestrian, Bicycle, Public Transportation, Freight, Rail, Air and Pipeline Plan maps set forth in the TSP.

***Supplemental Policies:***

***1. Transportation System Plan***

Future development of the subject sites will be reviewed for consistency with the TSP policies in effect at the time of development. The TIA mitigation measures and any transportation improvements associated with the future development of the subject sites will provide for transportation improvements consistent with the TSP.

***2. Complete Streets***

The design of transportation improvements and on-site circulation system will address the safety and convenience of pedestrians, bicyclists, transit users, freight and motor vehicle drivers—including meeting ADA guidelines in right-of-way improvements and at signalized intersections identified in the TIA.

***3. Multi-Modal Transportation System***

The City's review of future development and onsite circulation plans will assure compliance with this policy.

***4. Connectivity and Circulation***

Future design and development of the sites will be consistent with the Local Street Connectivity map and will address future connectivity elements of the 3MLAP to provide access for pedestrians, bicycles, and motor vehicles on the sites.

***5. Supportive of General Land Use Plan Designations and Development Patterns***

The TIAs, included as Exhibits E and F, provide a short-term (2022) and long-term (2037) analysis of the roadway system in the vicinity of the sites and concludes that, with the implementation of recommended modifications, the proposed rezone of the subject sites would result in no significant impacts under OAR 660-012-0060.

***6. Regional Mobility***

The location of the proposed sites along OR 18 provides ease of access to regional centers such as downtown McMinnville, Lafayette, and Newberg. It is also anticipated that some people will stop at the sites on their way to or from the coast. In addition, the proposed uses may reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today.

***7. Growth Management***

The proposed zone change meets the needs of the surrounding community. The 2013 EOA, draft 2020 EOA, 2020 Leland Update and 3MLAP demonstrate that there is an over-abundance of industrial land and high demand for commercial uses in the area. Additionally, the improvements recommended in the TIAs bring local intersections (some of which do not meet level of service standards under existing conditions) up to standard. The proposed uses may also reduce regional

transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today.

#### **8. Transportation System and Energy Efficiency**

The location of the proposed sites along OR 18 provides opportunity for transportation system and energy efficiency with easy access to residents and employees of downtown McMinnville on their way to or from work, in some cases eliminating the need for out-of-direction travel. In addition, the proposed uses may also reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today.

#### **9. Transportation Safety**

The TIAs recommend modifications to improve the safety and the flow of traffic along OR 18 corridor and other intersections within the study area. These mitigation measures are consistent with the future improvements identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan.

#### **10. Public Safety**

The site plan review process will ensure that emergency vehicle access is provided on the proposed sites. In addition, the safety improvements identified in the TIAs should result in crash reductions at a number of intersections within the study area.

#### **11. Accessibility for Persons with Disabilities**

On-site connections, as well as traffic signal and intersection improvements identified in the TIAs, will be designed and constructed in compliance with the Americans with Disabilities (ADA) guidelines.

#### **12. Economic Development**

The proposed rezone meets the needs of the surrounding community. A recent market study indicated an over-abundance of industrial land and high demand for commercial uses in the area.

#### **13. Livability**

The site plan review process will incorporate multi-modal facilities to increase the livability of the greater McMinnville area.

#### **14. Health and Welfare**

The proposed sites will be accessible via many modes of transportation, including transit and active transportation (by bicycle and by foot).

#### **15. Transportation Sustainability**

The location of the proposed sites along OR 18 provides easy access to residents and employees of downtown McMinnville on their way to or from work, in some cases eliminating the need for out-of-direction travel. It is also anticipated that some people will stop at the sites on their way to or from the coast. In addition, the proposed uses may also reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today. The TIAs recommend some modifications to existing roadways intersecting OR 18 to improve the safety and flow of traffic in the vicinity of the sites.



**16. Aesthetics and Streetscaping**

The site plan review process will incorporate aesthetics and streetscaping to enhance visitor experience and livability of the greater McMinnville area.

**17. Intergovernmental Coordination and Consistency**

Kittelson & Associates, Inc., prepared the TIAs and TPR analyses for the proposed sites. The methodology, findings and recommendations have been coordinated with the City of McMinnville and ODOT Region 2.

**Chapter VII: Community Facilities and Services**

***Goal VII-1 To provide necessary public and private facilities and utilities at levels commensurate with urban development, extended in a phased manner, and planned and provided in advance of or concurrent with development, in order to promote the orderly conversion of urbanizable and future urbanizable lands to urban lands within the McMinnville Urban Growth Boundary.***

**APPLICANTS' RESPONSE:** This Goal is targeted at rural lands that are not within the UGB and are proposed to be transitioned to urban land. The subject sites are located within the McMinnville UGB and therefore this Goal is not applicable. Nonetheless, there will be necessary public and private facilities and utilities at levels commensurate with urban development at the time of development. Public utilities currently serve the vicinity of the subject sites via main service lines located in the Highway 18 right-of-way. No development is proposed through this Application. Upon application for development of the sites, the adequacy of public and private facilities for the proposed development will be reviewed. The provision of adequate facilities can be assured through conditions of approval.

**Sanitary Sewer System Policies:**

***Policy 138.00 The City of McMinnville shall develop, or require development of, sewer system facilities capable of servicing the maximum levels of development envisioned in the McMinnville Comprehensive Plan.***

**APPLICANTS' RESPONSE:** Municipal sewer facilities currently serve the vicinity of the sites via a main line located in the Highway 18 right-of-way. No development is proposed through this Application. Upon application for development of the sites, the adequacy of the sewer facilities for the proposed development will be reviewed. The provision of adequate facilities can be assured through conditions of approval.

**Storm Drainage Policies:**

***Policy 142.00 The City of McMinnville shall insure that adequate storm water drainage is provided in urban developments through review and approval of storm drainage systems, and through requirements for connection to the municipal storm drainage system, or to natural drainage ways, where required.***

**APPLICANTS' RESPONSE:** No development is proposed through this Application. Upon application for development of the sites, the design and adequacy of the stormwater drainage facilities for the proposed development will be reviewed. The provision of adequate facilities can be assured through conditions of approval.

***Water and Sewer—Land Development Criteria Policies***

***Policy 151.00*** *The City of McMinnville shall evaluate major land use decisions, including but not limited to urban growth boundary, comprehensive plan amendment, zone changes, and subdivisions using the criteria outlined below:*

- 1. Sufficient municipal water system supply, storage and distribution facilities, as determined by McMinnville Water and Light, are available or can be made available, to fulfill peak demands and insure fire flow requirements and to meet emergency situation needs.***
- 2. Sufficient municipal sewage system facilities, as determined by the City Public Works Department, are available, or can be made available, to collect, treat, and dispose of maximum flows of effluents.***
- 3. Sufficient water and sewer system personnel and resources, as determined by McMinnville Water and Light and the City, respectively, are available, or can be made available, for the maintenance and operation of the water and sewer systems.***
- 4. Federal, state, and local water and waste-water quality standards can be adhered to.***
- 5. Applicable policies of McMinnville Water and Light and the City relating to water and sewer systems, respectively, are adhered to.***

**APPLICANTS' RESPONSE:** There are no known water or sewer deficiencies in the vicinity of the subject sites. No development is proposed through this Application. Upon application for development of the sites, the availability and adequacy of the water, sewer, and stormwater drainage facilities and services to serve the proposed development will be reviewed. The provision of adequate facilities can be assured through conditions of approval.

***Police and Fire Protection Policies***

***Policy 155.00*** *The ability of existing police and fire facilities and services to meet the needs of new service areas and populations shall be a criterion used in evaluating annexations, subdivision proposals, and other major land use decisions.*

**APPLICANTS' RESPONSE:** There are no known police or fire service deficiencies in the vicinity of the subject sites. No development is proposed through this application. Upon application for development of the sites, the availability and adequacy of the police and fire facilities and services to serve the

proposed development will be reviewed. The provision of adequate facilities can be assured through conditions of approval.

## **Chapter VIII Energy**

### **Energy Conservation**

**Goal VIII 2:** *To conserve all forms of energy through utilization of land use planning tools.*

**APPLICANTS' RESPONSE:** The requested comprehensive plan map amendment and zone change will help meet the identified need for additional commercial land within the City limits that is caused by retail leakage identified in the 2013 EOA and 2020 EOA draft. By providing for these needs locally, travel to other markets such as Salem and the Portland Metro Area would be reduced, thereby conserving energy.

### **Policies**

**Policy 178.00** *The City of McMinnville shall encourage a compact urban development pattern to provide for conservation of all forms of energy.*

**APPLICANTS' RESPONSE:** The requested comprehensive plan map and zone change would allow for commercial development aimed at retaining local expenditures. The 3MLAP, once adopted, will be implemented through the Zoning Ordinance and the Three Mile Lane Planned Development overlay to require a mix of uses with an efficient layout that is accessible to multiple modes of transportation, including bikes and pedestrians.

## **Chapter IX: Urbanization**

**Goal IX 1** *To provide adequate lands to service the needs of the projected population to the year 2023, and to ensure the conversion of these lands in an orderly, timely manner to urban uses.*

**APPLICANTS' RESPONSE:** This proposed comprehensive plan map amendment and zone change address a need for additional commercial land identified in the 2013 EOA, and further supported in the recent 2020 EOA draft and the 3MLAP. As documented in these analyses, the conversion of excess industrial land that exists within the City limits will be adequate for meeting the growing demand for commercial land without creating a deficit in industrial land.

***Land Use Development Tools Policies***

***Policy 186.00*** *The City of McMinnville shall place planned development overlays on areas of special significance identified in Volume I of the McMinnville Comprehensive Plan. Those overlays shall set forth the specific conditions for development of the affected properties. Areas of significance identified in the plan shall include but not be limited to:*

- 1. Three Mile Lane (north and south).***

**APPLICANTS' RESPONSE:** This Application requests a Planned Development overlay consistent with *Policy 186.00.1*. No development is proposed through this Application. Any subsequent development application will address applicable criteria of the City's Planned Development Ordinance and Zoning Ordinance.

***Chapter X: Citizen Involvement and Plan Amendment***

***Goal X 2*** *To periodically review and amend the McMinnville Comprehensive Plan to reflect changes in community circumstances, in citizen desires, and in the statewide goals.*

**APPLICANTS' RESPONSE:** The City has undertaken several initiatives in recent years with the intention of updating the Comprehensive Plan. These initiatives, including the draft 2020 EOA and the 3MLAP which, upon adoption will become a chapter of the Comprehensive Plan, have involved extensive public involvement. Adoption of these documents will require additional public input through the legislative process. As such, the recommendations and changes generated by these initiatives reflect changes in community circumstances and citizen needs. The redesignation of the subject sites to commercial zoning is consistent with this goal.

***4. McMinnville Zoning Ordinance***

***17.51 Planned Development Overlay:***

***17.51.010 Purpose***

***\* \* \****

***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.***

**APPLICANTS' RESPONSE:** Comprehensive Plan Chapter IV, Policy 6 calls for “planned development overlay...be placed on the large cluster commercial development areas and the entrances to the City to allow for review of site design, on-site and off-site circulation, parking and landscaping...” This Application requests a Planned Development overlay. The subject sites have unique characteristics based on their location and the nature of the surrounding properties. The proposed comprehensive plan map amendment and zone change are consistent with the 3MLAP, now moving through the legislative process.

***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;***

**APPLICANTS' RESPONSE:** No development is proposed through this Application. Upon future submittal of an application for development, site plans will be reviewed through the process of Chapters 17.51 and 17.72 of the McMinnville Zoning Ordinance for consistency with applicable zoning regulations, planned development requirements, and comprehensive plan policies in effect.

***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.)***

**APPLICANTS' RESPONSE:** The Planned Development overlay request is being considered concurrent with the comprehensive plan map amendment and zone change, consistent with this requirement. No development is proposed through this Application. Upon future submittal of an application for development, site plans will be reviewed through the process of Chapter 17.72 of the McMinnville Zoning Ordinance for consistency with applicable zoning regulations, planned development requirements, and comprehensive plan policies in effect.

***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;***

**APPLICANTS' RESPONSE:** No development is proposed through this Application. Upon future submittal of an application for development, the Applicants will comply with applicable procedures of Section 17.51.030. Proposed plans will be reviewed through the process of Chapter 17.72 of the McMinnville Zoning Ordinance for consistency with applicable zoning regulations, planned development requirements, and comprehensive plan policies in effect.

**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.**

**APPLICANTS' RESPONSE:** The applicable findings included in the narrative above demonstrate that the proposed comprehensive plan map amendment and zone change are 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;**

**APPLICANTS' RESPONSE:** This proposed comprehensive plan map amendment and zone change address a need for additional commercial land identified in the 2013 EOA, and further supported in the recent 2020 EOA draft and the 3MLAP. The 3MLAP, although not yet adopted, responds to the identified need for a "sizable" retail center with good access and visibility, and of a size suitable to support efficient on-site circulation.

No development is proposed through this Application. This Application is timely in that needed commercial land would be designated and made available for future development under a Planned Development overlay and in coordination with the uses envisioned in the 3MLAP.

Upon future application for development, site development plans will be subject to Planned Development overlay and zone requirements and would be subject to the public hearing and review process of Chapter 17.72 of the McMinnville Zoning Ordinance.

**C. Utilities and services can be efficiently provided to serve the proposed uses or other potential uses in the proposed zoning district.**

**APPLICANTS' RESPONSE:** No development is proposed through this Application. Upon submittal of a development application, proposed plans will be subject to existing Planned Development overlay and zone requirements, as well as the public hearing and review process of Chapter 17.72 of the McMinnville Zoning Ordinance. The efficient provision of utilities and services to the proposed development could be assured through conditions of approval.

**CONCLUSION**

This Application includes substantial evidence demonstrating that the proposed Comprehensive Plan Map Amendment and Zone Change satisfies all applicable standards of the City of McMinnville. The Applicants respectfully request approval of this Application as proposed.



1" = 300'

Three Mile Lane (Hwy 18)

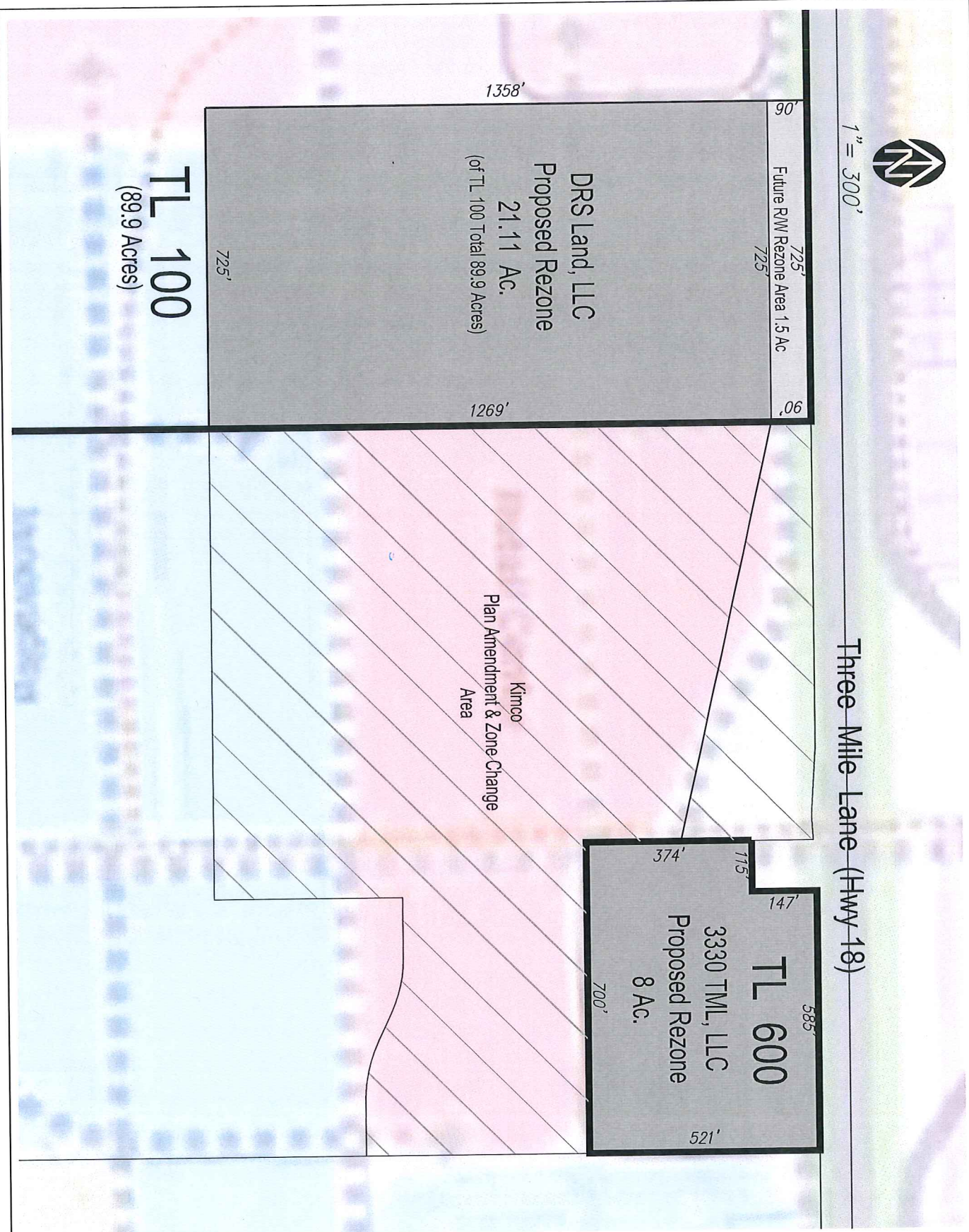


EXHIBIT B SITE PLAN  
 PROPOSED COMPREHENSIVE PLAN AMENDMENT  
 & ZONE CHANGE

4-4-27 TL100 (22.6 Ac. of 89.9 Total)  
 DRS Land, LLC

4-4-26 TL 600  
 3330 TML, LLC

**WESTLAKE**  
 CONSULTANTS inc.

ENGINEERING ♦ SURVEYING ♦ PLANNING

PACIFIC CORPORATE CENTER  
 15115 ST. SEBASTIA PARKWAY, SUITE 150 (503) 684-0652  
 TIGARD, OREGON 97224 FAX (503) 684-0157

# EXHIBIT D. NEIGHBORHOOD MEETING DOCUMENTATION



Planning | Engineering | Surveying

August 27, 2021

## Virtual Online Neighborhood Meeting for a Comprehensive Plan Map Amendment and Zone Change for Properties on Three Mile Lane

Dear Neighbors,

Westlake Consultants is representing the owners of two properties listed below and shown in the attached maps, located on NE Three Mile Lane, McMinnville, OR, 97128:

- 89.9-acre property adjacent to the east of the Willamette Valley Medical Center and identified as Tax Lot 100 of the Yamhill County Tax Map 4-4-27; currently zoned M-L and M-2.
- 9.6-acre property identified as Tax Lot 600 of the Yamhill County Tax Map 4-4-26; currently zoned M-2.

We are considering applying for a Comprehensive Plan Map Amendment and a Zone Change from the properties' current zoning of Industrial M-L and M-2 to the Commercial C-3 zone. No development of these properties is proposed at this time. Prior to applying to the City of McMinnville Planning Department, we would like to take the opportunity to discuss the proposal in more detail with you.

The VIRTUAL Online meeting is scheduled for:

**Thursday, September 16, 2021  
@ 6:00 PM  
Online Meeting & Call-in Details Provided  
in Attachment A of this letter.**

The purpose of this VIRTUAL online meeting is to provide a forum for the applicant and surrounding property owners/residents to review the proposal and to identify issues so that they can be considered before a Comprehensive Plan Map Amendment and Zone Change application is submitted to the City of McMinnville. This VIRTUAL online meeting gives you the opportunity to share with us any special information you know about the properties involved. We will attempt to answer questions that may be relevant to this proposal.

Please note this meeting will be an informational meeting on the proposed map and zone change. This proposal may be altered prior to submittal of the application to the City. Following the submittal of the formal application, you will receive official notice from the City of McMinnville for you to participate with any formal written comments you may have.

We look forward to discussing this proposal with you. Contact me at 503-684-0652 or [ksandblast@westlakeconsultants.com](mailto:ksandblast@westlakeconsultants.com) if you have questions.

Sincerely,

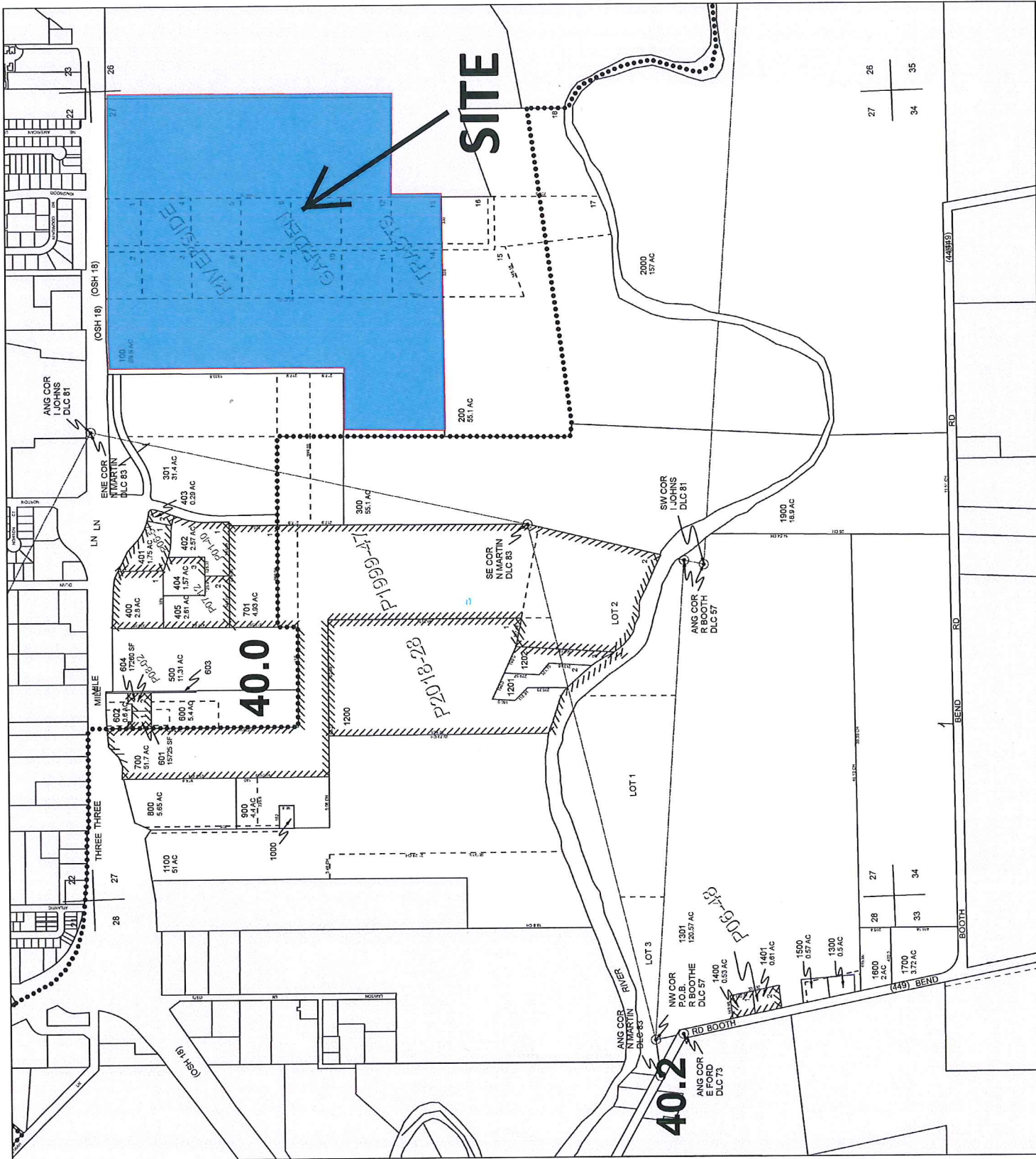
Kenneth Sandblast, AICP Director Planning Division





ASSESSMENT & TAX  
CARTOGRAPHY

SECTION 27 T.4S. R.4W. W.M.  
YAMHILL COUNTY OREGON  
1" = 400'



CANCELLED TAXLOTS:  
1800  
501  
522  
201

DATE PRINTED: 4/12/2019

This product is for Assessment and Taxation (A&T) purposes only and has not been prepared or is suitable for legal, engineering, surveying or any purpose other than assessment and taxation.



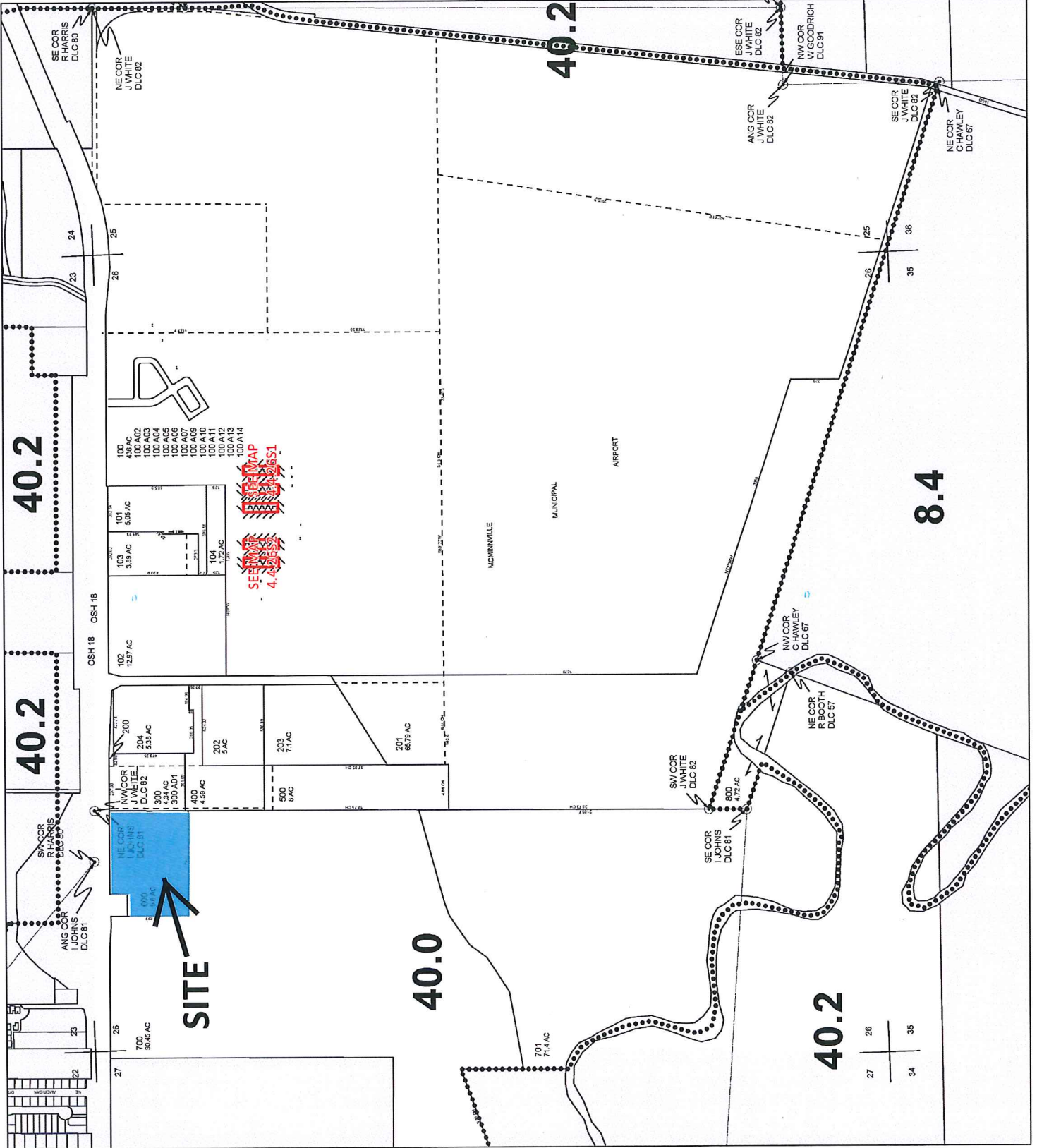
ASSESSMENT & TAX  
CARTOGRAPHY

SECTION 26 T.4S. R.4W. W.M.  
YAMHILL COUNTY OREGON  
1" = 400'

CANCELLED TAXLOTS:  
100A08  
100A01  
900

DATE PRINTED: 2/11/2020

This product is for Assessment and Taxation (A&T) purposes only and should not be used for any other purpose other than assessment and taxation.



## Attachment A

### **VIRTUAL Land Use Meeting Information** **Three Mile Lane—Comprehensive Plan Map Amendment and Zone Change** **Thursday, September 16, 2021 6:00pm Start**

#### **BEFORE Meeting Date**

**PLEASE SUBMIT your written questions/comments in advance** - all input received up to and through 5:00PM on September 15, 2021 will be addressed during virtual meeting Q&A.

Submit input via email to: [ksandblast@westlakeconsultants.com](mailto:ksandblast@westlakeconsultants.com)

Or by USPS to mailing address: *Westlake Consultants*  
*Attn: Ken Sandblast*  
*15115 SW Sequoia Pkwy, #150*  
*Tigard, OR 97224*

**PLEASE PRE-REGISTER for meeting (by 1:00PM on September 16, 2021)** to make virtual meeting access as problem free as possible. There are two options to attend this Virtual meeting: either (i) online with internet access or (ii) by telephone with “listen-only” call-in.

Register for Online/Mobile: Visit [www.westlakeconsultants.com/meeting](http://www.westlakeconsultants.com/meeting)

Register for Phone Call-In: **Call Westlake Office 503-684-0652**  
Weekdays between 8AM and 5PM

#### **ON Meeting Date**

**Online/Mobile:** *If Pre-Registered:* Use WebLink Provided in Registration Email

*If Not Pre-Registered:* Visit [www.westlakeconsultants.com/meeting](http://www.westlakeconsultants.com/meeting)

**Audio Only–Phone Access:** Use Phone # and Pin # provided to you  
When you called Westlake to register.

To register: Call Westlake Office 503-684-0652

168589  
ALLAN & ALLAN LARSEN  
13951 NW WILLIS RD  
MCMINNVILLE, OR 97128-7925

168419  
CHRISTOPHER CAWLEY  
119 NE KINGWOOD DR  
MCMINNVILLE, OR 97128-9055

537043  
CRAFTSMAN LANDING HOA  
133 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

168428  
DAVID & CATHRYN HAUGEBOG  
13951 NW WILLIS RD  
MCMINNVILLE, OR 97128-7925

644740  
DRS LAND LLC  
5801 SE BANSEN LN  
DAYTON, OR 97114-7441

167624  
FLYING G LLC  
12235 HIGHWAY 101 S  
TILLAMOOK, OR 97141-8667

168437  
J & JANE FAX  
13955 NW WILLIS RD  
MCMINNVILLE, OR 97128-7925

168366  
KAREN BRUNER  
1305 NE 14TH ST  
MCMINNVILLE, OR 97128-3607

509959  
KRE TIGER PARKLAND LLC  
19119 N CREEK PKWY  
BOTHELL, WA 98011-8036

537031  
BBF PROPERTIES LLC  
32420 SW SAVAGE RD  
SHERIDAN, OR 97378-9599

711130  
CONNIE SMITH  
935 NW 2ND ST #29  
MCMINNVILLE, OR 97128-5875

168400  
DANIEL & KANDICE VANBUREN  
622 N MORTON ST  
NEWBERG, OR 97132-2216

168357  
DAVID BUNN  
13545 SE BUNN LN  
DAYTON, OR 97114-7073

644743  
DRS LAND LLC  
5801 SE BANSEN LN  
DAYTON, OR 97114-7441

711140  
GUSTAVO RUIZ  
2275 SW BARBARA ST A201  
MCMINNVILLE, OR 97128

537028  
JOSE GUERRERO & GABRIELA ELIAS  
429 NE NORTON LN  
MCMINNVILLE, OR 97128-8469

168017  
KAREN TILLEY  
106 NE KINGWOOD ST  
MCMINNVILLE, OR 97128-9026

711138  
LIZBETH PENA  
285 NE MAY LN #216  
MCMINNVILLE, OR 97128-9254

167580  
CHEMEKETA COMMUNITY COLLEGE  
PO BOX 14007  
SALEM, OR 97309-7070

537025  
CRAFTSMAN LANDING HOA  
133 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

711134  
DANIEL VALLE  
28385 NE BELL RD  
NEWBERG, OR 97132-6685

168598  
DAVID BUNN & ANGELA ABBE  
13545 SE BUNN LN  
DAYTON, OR 97114-7073

168008  
ERICA & LUKE ZIMMERMAN  
102 NE KINGWOOD ST  
MCMINNVILLE, OR 97128-9026

168384  
HERNANDEZ & MARIA MARIN  
4070 NW HILL RD  
MCMINNVILLE, OR 97128-8115

537034  
JOSHUA DUVAL/ MAKENZIE KLIENSTUBER  
118 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

172164  
KIMCO MCMINNVILLE LLC  
3333 NW HYDE PARK RD #100  
NEW HYDE PARK, NY 11

523057  
MARJORIE HOUSE LAND HOLDING LLC  
801 N 500 W #300  
BOUNTIFUL, UT 84010-6848

168375  
MCMINNVILLE CITY OF  
230 NE 2ND ST  
MCMINNVILLE, OR 97128-4831

537055  
MELINDA JUDD  
127 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

168393  
MICHAEL SAMPSON  
1697 8TH AVE  
WEST LINN, OR 97068-4501

537052  
MIKE MYERS  
121 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

644746  
MPT OF MCMINNVILLE & CAPELLA LLC  
1000 URBAN CENTER DR #501  
VESTAVIA, AL 35242-2225

492901  
MPT OF MCMINNVILLE-CAPELLA LLC  
1000 URBAN CENTER DR #501  
VESTAVIA, AL 35242-2225

524773  
NHI-REIT OF OREGON LLC  
222 ROBERT ROSE DR  
MURFREESBORO, TN 37129-6346

515674  
NHI-REIT OF OREGON LLC  
222 ROBERT ROSE DR  
MURFREESBORO, TN 37129-6346

711136  
NICHOLAS MCKERNAN  
113 NE WHISPERING RIVER CT  
MCMINNVILLE, OR 97128-8920

537037  
RANDAL SMITH  
29661 NE PUTNAM RD  
NEWBERG, OR 97132-7226

168026  
RAY & KAREN MOTT  
110 NE KINGWOOD ST  
MCMINNVILLE, OR 97128-9026

537058  
RICHARD & AMY DREDGE  
133 NE AMERICAN DR  
MCMINNVILLE, OR 97128-8879

537046  
RON MANNING  
PO BOX 605  
NEWBERG, OR 97132

537049  
RON MANNING  
PO BOX 605  
NEWBERG, OR 97132

526747  
SUNFLOWER PARK APTS LP  
4915 SW GRIFFITH DR #301  
BEAVERTON, OR 97005-2933

711142  
THERESA WORRIX  
5320 SE SCHILLER ST #1  
PORTLAND, OR 97206-4874

523060  
VIRGINIA GARCIA MEM. HEALTH CENTER  
PO BOX 568  
CORNELIUS, OR 97113

168829  
YAMHILL COMMUNITY DEV. CORP  
1107 NE BAKER ST  
MCMINNVILLE, OR 97128-4933

711132  
YAMHILL COMMUNITY DEV. CORP  
PO BOX 1193  
MCMINNVILLE, OR 97128-1193

537040  
MATTHEW & MELISSA LEWIS  
17800 SW PEAVINE RD  
MCMINNVILLE, OR 97128-8569

168552  
MCMINNVILLE CITY OF  
535 NE 5TH ST  
MCMINNVILLE, OR 97128-4531

167991  
MCMINNVILLE CITY OF  
230 NE 2ND ST  
MCMINNVILLE, OR 97128-4831

Willamette Valley Medical Center  
2700 SE Stratus Ave.  
McMinnville, OR 97128

169276  
MCMINNVILLE PROPERTIES LLC  
3550 LIBERTY RD S #290  
SALEM, OR 97302-5700

169427  
MCMINNVILLE PROPERTIES LLC  
3550 LIBERTY RD S #290  
SALEM, OR 97302-5700

171995  
MCMINNVILLE CITY OF  
230 NE 2ND ST  
MCMINNVILLE, OR 97128-4831

172011  
OREGON STATE OF  
330 SE ARMORY WAY  
MCMINNVILLE, OR 97128-9407

172057  
JACKSON FAMILY WINES INC  
425 AVIATION BLVD  
SANTA ROSA, CA 95403-1069

172084  
JACKSON FAMILY WINES INC  
425 AVIATION BLVD  
SANTA ROSA, CA 95403-1069

172164  
KIMCO MCMINNVILLE LLC  
3333 NW HYDE PARK RD #100  
NEW HYDE PARK, NY 11

289495  
JACKSON FAMILY WINES INC  
421 AVIATION BLVD  
SANTA ROSA, CA 95403-1069

561499  
MCMINNVILLE PROPERTIES LLC  
3550 LIBERTY RD S #290  
SALEM, OR 97302-5700

562447  
JACKSON FAMILY WINES  
421 AVIATION BLVD  
SANTA ROSA, CA 95403-1069

644692  
MCMINNVILLE PROPERTIES LLC  
3550 LIBERTY RD S #290  
SALEM, OR 97302-5700

**NEIGHBORHOOD  
MEETING**  
COMPREHENSIVE PLAN MAP  
and ZONE CHANGE  
From Industrial to Commercial  
SEPTEMBER 16, 2021  
6:00 PM  
ONLINE MEETING - TO REGISTER:  
WESTLAKECONSULTANTS.COM

Information  
Sept 14th  
COMMUNITY PLAN MAP  
and ZONE CHANGE  
Public Hearing  
SEPTEMBER 14, 2021  
6:00 PM  
PUBLIC MEETING - TO REGISTER  
PLEASE CONTACT WATTS CO.







NEIGHBORHOOD  
MEETING

COMPREHENSIVE PLAN MAP  
AND ZONE CHANGE  
From Industrial to Commercial

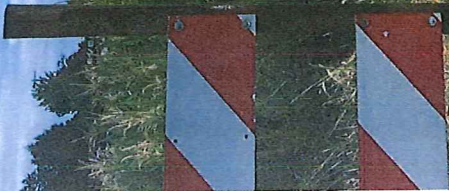
SEPTEMBER 16, 2021

6:00 PM

ONLINE MEETINGS - TO REGISTER,  
WESTLANDKIDAWA.TAITE.COM



COMING ONLINE PLAN MAP  
MILLERS FALLS  
SEPTEMBER 18, 2021  
6:00 PM  
ONLINE MEETING - TO RECEIVE  
MILLERSFALLS.PWTS.COM  
MILLERSFALLS.PWTS.COM



Three Mile Lane  
Comprehensive Plan Map Amendment  
and Zone Change  
(w/ Planned Development Overlay)

Virtual Neighborhood Meeting  
Thursday, September 16, 2021  
6:00pm Start



Planning | Engineering | Surveying

# Agenda

## Virtual Neighborhood Meeting

### Three Mile Lane Comprehensive Plan Map Amendment and Zone Change

Thursday, September 16, 2021  
Online & Audio Call-In Meeting

**Meeting called by:**

DRS Land LLC and The Springs Living

**Facilitator:**

Ken Sandblast – Westlake Consultants, Inc.

### Agenda topics

- 5 Minutes Introductions
- 10 Minutes Vicinity and Existing Conditions
- 10 Minutes Public Facilities
- 10 Minutes Transportation
- 10 Minutes Existing and Proposed Zoning
- 15 Minutes Question and Answer

**Project Contacts:**

Land Use Planning:  
Westlake Consultants  
Ken Sandblast  
15115 SW Sequoia Pkwy  
Tigard, OR 97224  
503-684-0652



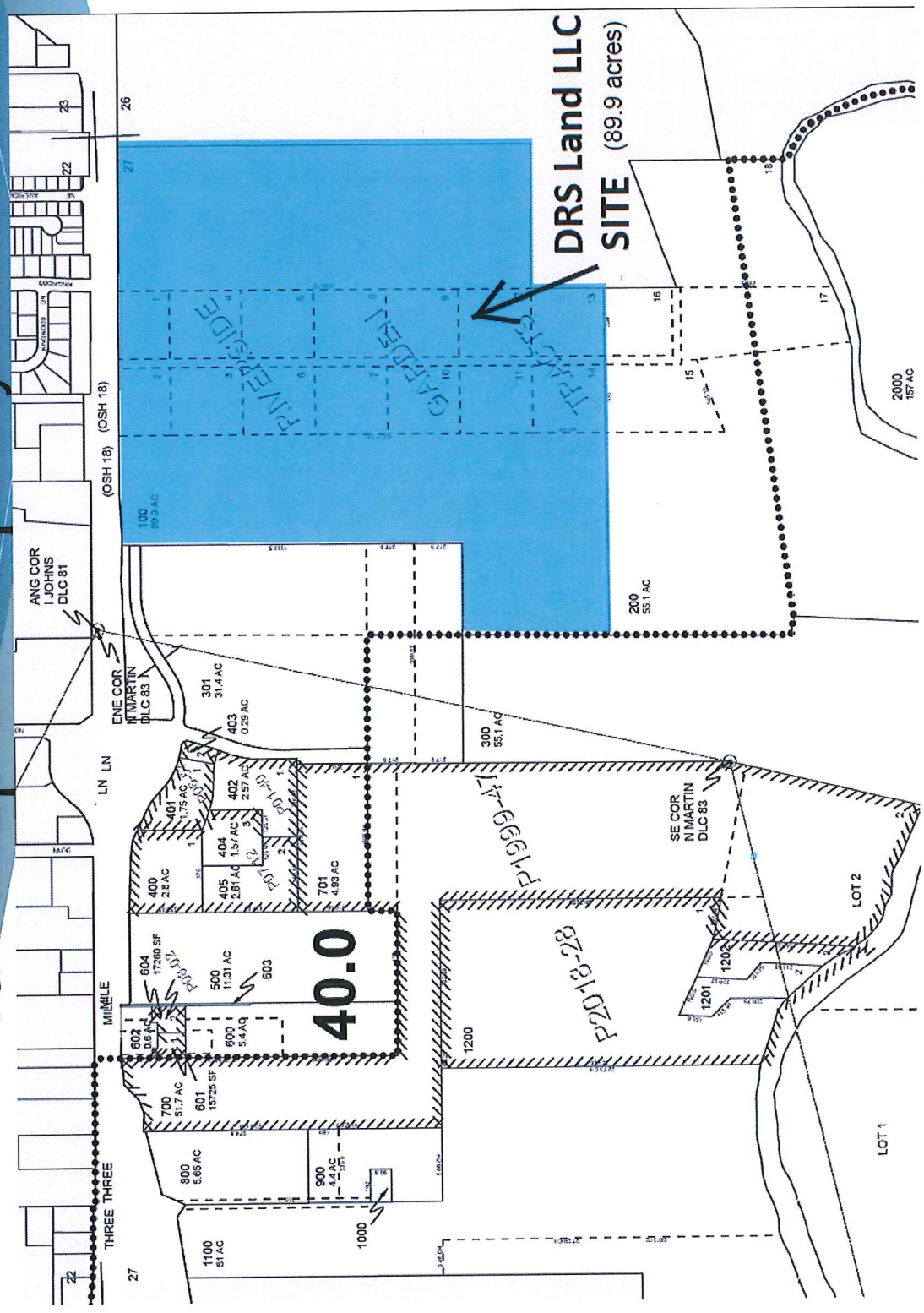
VIRTUAL NEIGHBORHOOD MEETING  
Thursday September 16, 2021 6:00pm

Comprehensive Plan Map Amendment and Zone Change  
Three Mile Lane

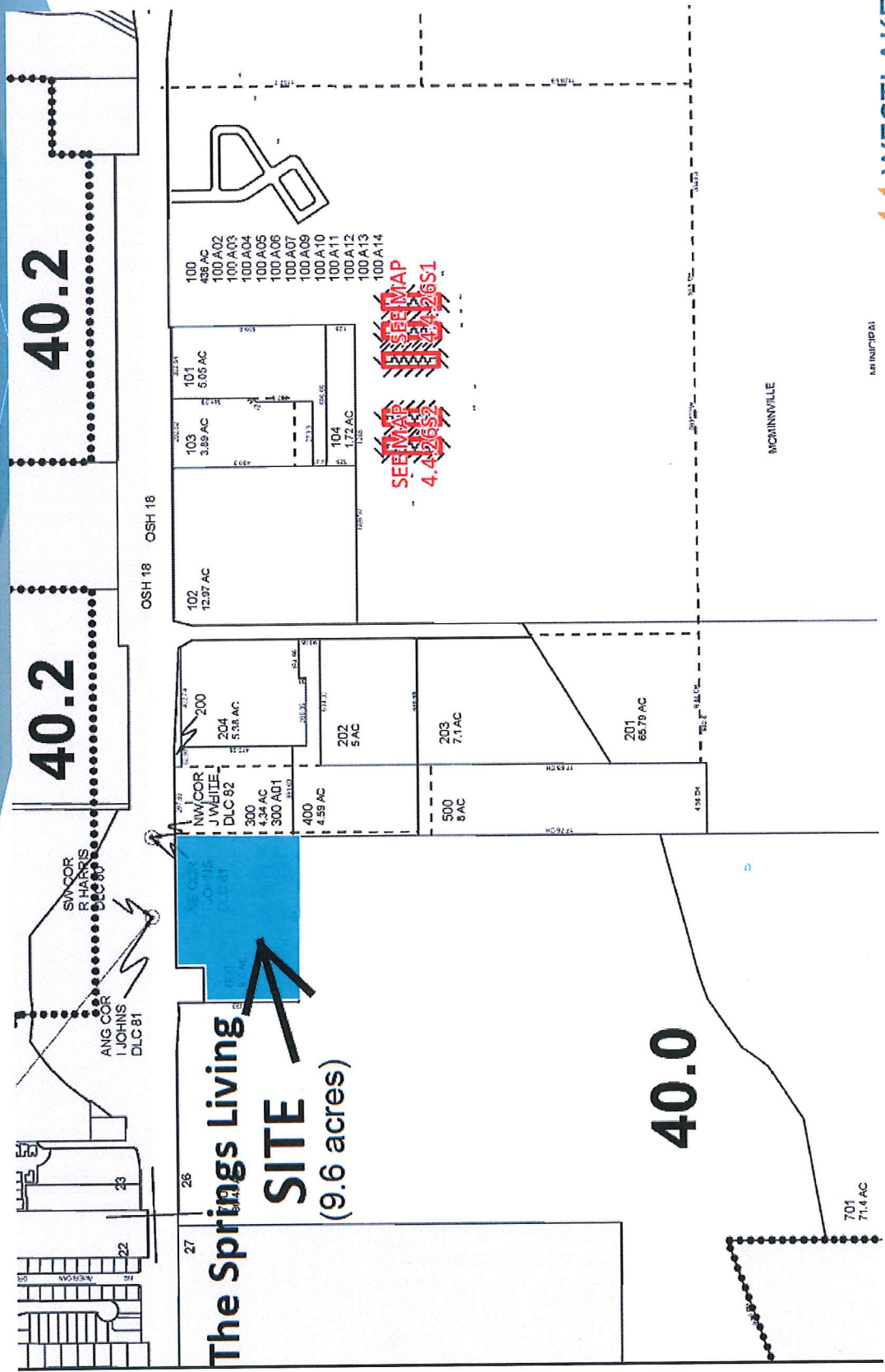
# Aerial Vicinity Map



# Tax Map of Property

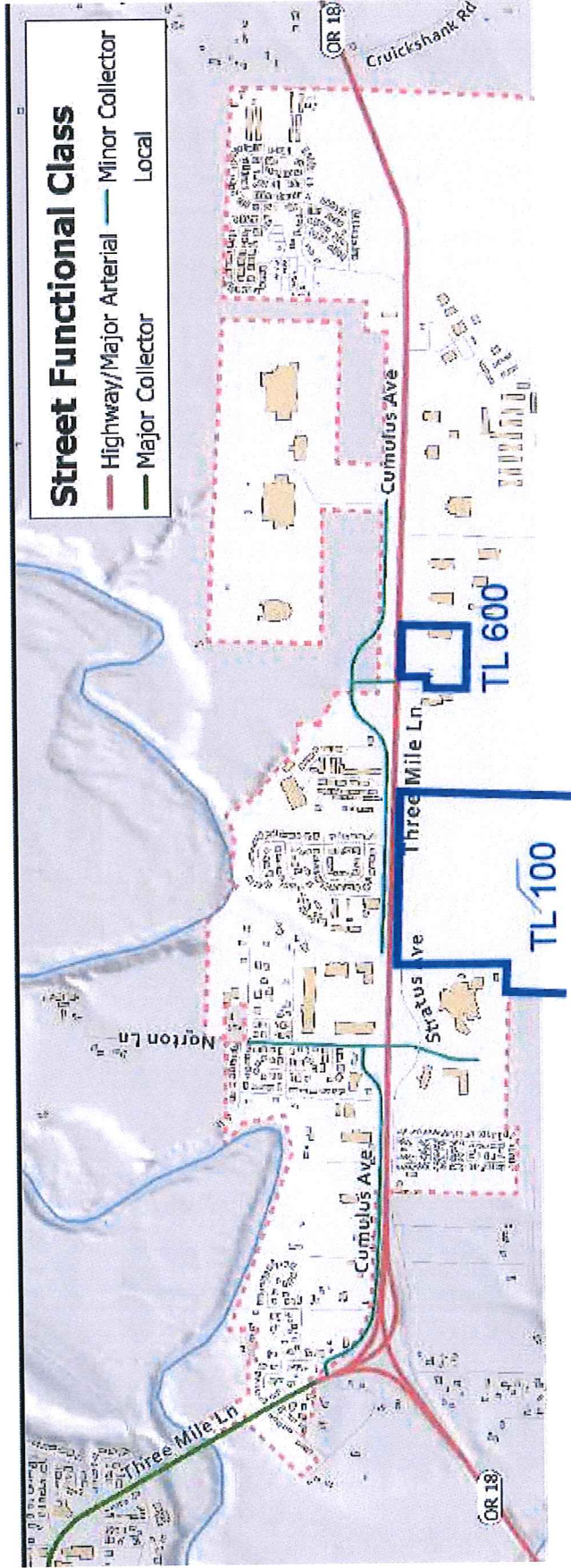


# Tax Map of Property





# Existing Transportation



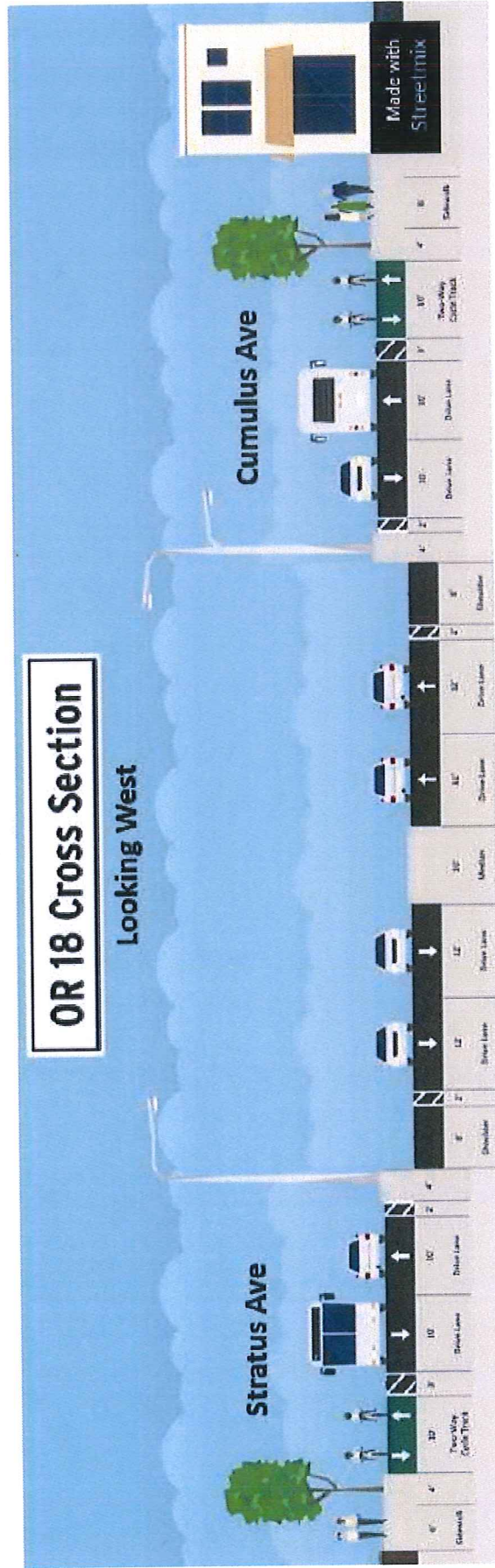
Comprehensive Plan Map Amendment and Zone Change  
Three Mile Lane

VIRTUAL NEIGHBORHOOD MEETING  
Thursday September 16, 2021 6:00pm

# Future Transportation

## OR 18 Cross Section

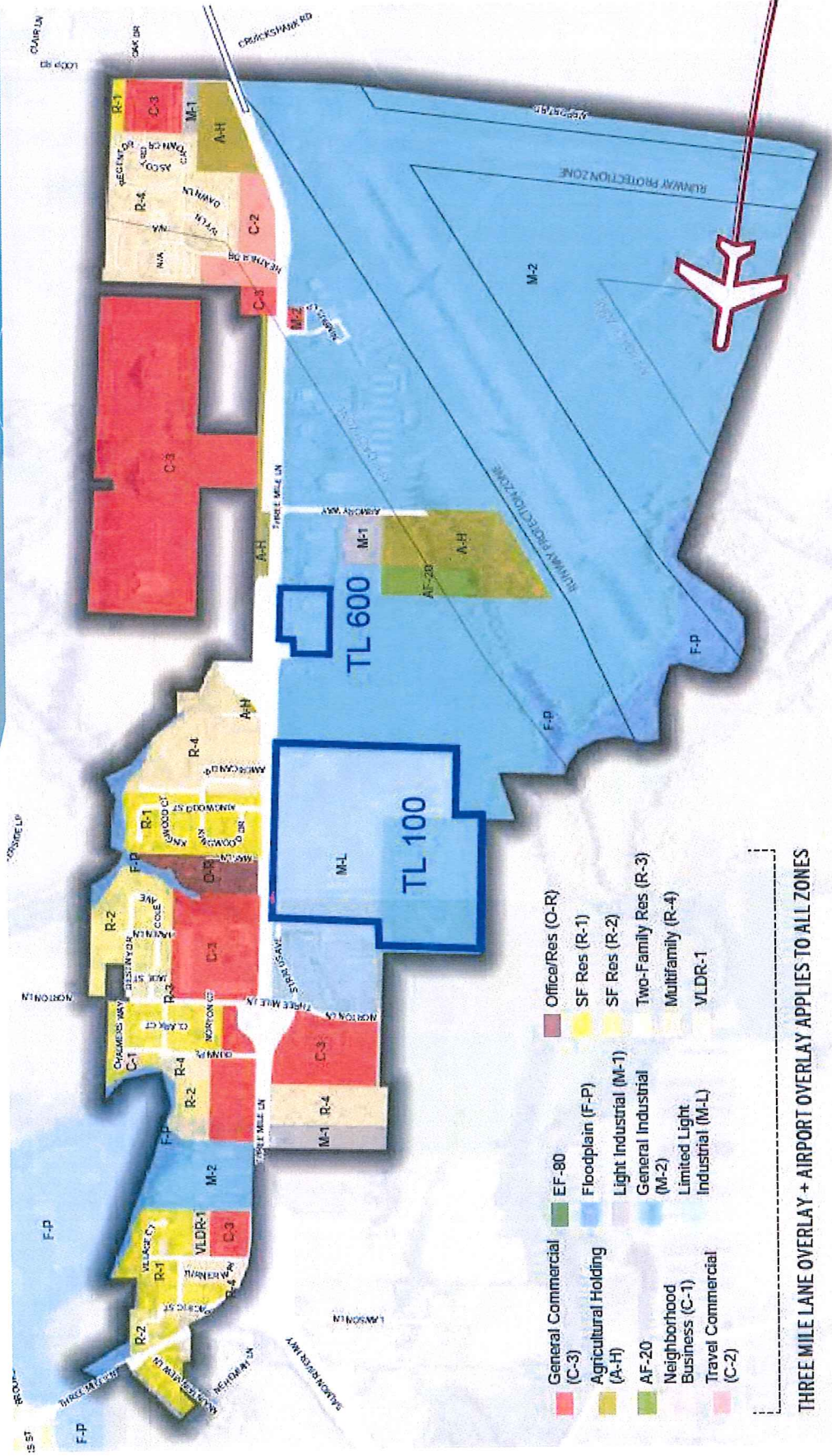
Looking West



VIRTUAL NEIGHBORHOOD MEETING  
Thursday September 16, 2021 6:00pm

# Existing Zoning

Comprehensive Plan Map Amendment and Zone Change  
Three Mile Lane

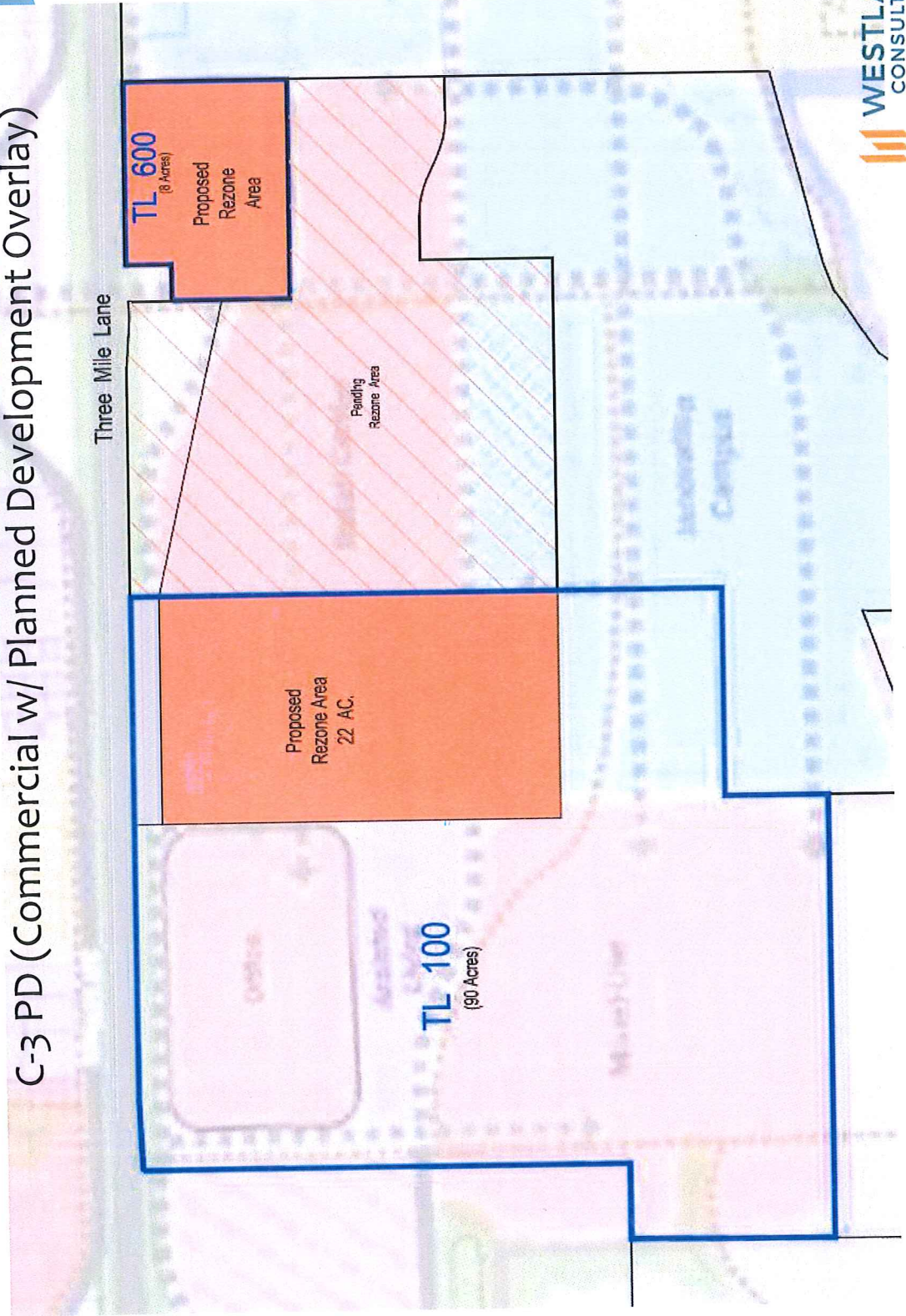


THREE MILE LANE OVERLAY + AIRPORT OVERLAY APPLIES TO ALL ZONES



# Proposed Zoning

## Change from M-2 (Industrial) to C-3 PD (Commercial w/ Planned Development Overlay)



Comprehensive Plan Map Amendment and Zone Change  
Three Mile Lane

VIRTUAL NEIGHBORHOOD MEETING  
Thursday September 16, 2021 6:00pm

# Q & A

For any questions or input you may have that was not addressed  
at tonight's meeting, call:

Ken Sandblast  
Westlake Consultants  
503-684-0652



## Three Mile Lane – Comprehensive Plan Map Amendment and Zone Change Neighborhood Meeting Summary

Meeting Time/Date: 6:00 p.m., September 16, 2021

Location: Virtual Online Meeting, hosted by Westlake Consultants, Inc.

Presenters: Ken Sandblast, Westlake Consultants, Inc.

A virtual online meeting was scheduled to provide information to surrounding neighbors regarding a proposed Comprehensive Plan Map Amendment and Zone change for two properties on Three Mile Lane, McMinnville, OR, and to satisfy the City of McMinnville land use application submittal requirements. The subject properties include:

- Tax Lot 100 of the Yamhill County Tax Map 4-4-27; currently zoned M-L and M-2.
- Tax Lot 600 of the Yamhill County Tax Map 4-4-26; currently zoned M-2.

Ken Sandblast, Director of Planning at Westlake Consultants, initiated the online meeting and provided an overview of the City of McMinnville neighborhood meeting requirements and the meeting agenda and process.

The presentation included an overview of the proposed Comprehensive Plan Map Amendment and Zone Change request and information about the subject properties and vicinity, and included the following exhibits:

1. Aerial Vicinity Map
2. Tax Maps of the Subject Properties
3. Existing Transportation Map—Street Functional Class
4. Future Transportation
5. Existing Zoning
6. Three Mile Lane Area Plan—Preferred Alternative Concept
7. Proposed Zoning

The presentation exhibits are attached.

A list of attendees is attached to this summary. No questions were asked during or following the presentation.

Contact information was provided to attendees for future follow-up questions and information.

The meeting adjourned at 6:30 p.m.

Webinar Topic Three Mile Lane  
 Report type Registration Report  
 Report Generated Sep 21, 2021 10:49 AM PDT

Webinar ID 1097619900 Scheduled Time Registered Count  
 1097619900 Sep 16, 2021 06:00 PM PDT 12

Registrant Details

User Name	Email	Registration Approved	Registered Time	Last Name	Address	City	Zip/Postal
steve	steve.scott@evergreenmuseum.org	Accepted	Aug 31, 2021 11:08	scott	500 ne captain michael king smith way	mcminnville	
WCI 01	wci01@westlakeconsultants.com	Accepted	Sep 13, 2021 11:19	01			
WCI 02	wci02@westlakeconsultants.com	Accepted	Sep 13, 2021 11:22	2			
WCI 03	wci03@westlakeconsultants.com	Accepted	Sep 13, 2021 11:23	3			
WCI 04	wci04@westlakeconsultants.com	Accepted	Sep 13, 2021 11:24	4			
WCI 05	wci05@westlakeconsultants.com	Accepted	Sep 13, 2021 11:24	5			
WCI 06	wci06@westlakeconsultants.com	Accepted	Sep 13, 2021 11:25	6			
Lori	lori.bergen@myvwmc.com	Accepted	Sep 13, 2021 11:32	Bergen			97305
Tom	tom.howard@chemeketa.edu	Accepted	Sep 14, 2021 12:50	Howard	3135 NE 29th Ave	Portland	97212
Mike	mike@hathawaylarson.com	Accepted	Sep 15, 2021 02:45	Connors	15 Southgate Avenue, Suite 201	Daly City	94015
Michael	mstrahs@kimcorealty.com	Accepted	Sep 15, 2021 10:23	Strahs		McMinnvi	97126
Chris	cshelby@thespringsliving.com	Accepted	Sep 16, 2021 01:38	Shelby	3330 SE Three Mile Lane		



## EXHIBIT F.



851 SW 6th AVENUE, SUITE 600  
PORTLAND, OR 97204  
P 503.228.5230 F 503.273.8169

### MEMORANDUM

Date: November 12, 2021

Project #: 26748

To: Tom Schauer, AICP, & Heather Richards, PCED, City of McMinnville

Cc: Dan Fricke & Arielle Ferber, PE, ODOT Region 2  
Stewart Kircher, DRS Land LLC  
Mike Connors, Hathaway Larson LLP  
Ken Sandblast, Westlake Consultants, Inc.

From: Kristine Connolly, PE, Marc Butorac, PE, PTOE, PMP & Alec Kauffman

Project: Three Mile Lane - West Rezone

Subject: Transportation Impact Analysis

DRS Land LLC, is proposing a rezone of approximately 21.11 acres of vacant land in McMinnville, Oregon. The proposed site is located south of OR-18 (Salmon River Highway) between NE Norton Lane and NE Cumulus Avenue. The site is currently zoned M-L (Limited Light Industrial) and DRS Land LLC is proposing to rezone to C-3 (General Commercial). The site location and overall site vicinity are shown in Exhibit 1. This transportation impact analysis (TIA) report documents the transportation impacts associated with the rezone and a near-term reasonable worst-case development scenario under the proposed rezone. The TIA is intended to address City of McMinnville and Oregon Department of Transportation (ODOT) review criteria and evaluate compliance with the Transportation Planning Rule (TPR). The results of this study indicate that the proposed rezone can be approved assuming implementation of the identified mitigation measures that result in no significant impacts under Oregon Administrative Rule (OAR) 660-012-0060.

Exhibit 1. Site Vicinity and Proposed Study Intersections



## SUMMARY OF FINDINGS

### Year 2020 Existing Conditions

- Three of the eleven study intersections were found to exceed the applicable review agency mobility targets:
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway
- The recent five-year crash history of the following three study intersection exceeds statewide 90<sup>th</sup> percentile crash rates:
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway
  - OR-18/Ash Road

### Year 2022 Background Conditions

- The City of McMinnville provided information regarding three recently completed land use actions in the vicinity of the study area (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore determined to be included in the 2.2% growth rate associated with the land use assumptions in the TSP.
- The following pending zone change applications were included as in-process developments:
  - Kimco Three Mile Lane Rezone
  - The Springs Living (East) Three Mile Lane Rezone
- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - NE Three Mile Lane/SE Nehemiah Lane
  - OR-18/SE Norton Lane
  - OR-18/NE Cumulus Avenue
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway

### Proposed Development Plan

- The 21.11-acre site is currently zoned M-L (Limited Light Industrial), and the applicant is proposing to rezone to C-3 (General Commercial).

### Year 2022 Total Conditions

- The six study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.

### Year 2037 Background Conditions (Without Proposed Zone Change)

- Assuming the recommendations to mitigate 2022 site impacts are in place, six of the nine study intersections were found to exceed the applicable review agency mobility targets in the planning horizon year 2037, which was selected to represent fifteen years after opening per guidance in the Oregon Highway Plan (OHP, Reference 1):
  - NE 3<sup>rd</sup> Street/NE Johnson Street
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
  - OR-18/SE Norton Lane
  - OR-18/SE Loop Road
  - OR-18/Lafayette Highway

### Year 2037 Total Conditions (With Proposed Zone Change)

- The six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with site development, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

## RECOMMENDATIONS

The following mitigation measures are recommended for implementation in conjunction with the proposed development and to address impacts of the proposed zone change:

- NE Three Mile Lane/NE 1<sup>st</sup> Street
  - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
  - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an enhanced connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
  - Modify existing signal and redevelop southbound shared through/right-turn lane into a 75-foot exclusive southbound right-turn lane. Redevelop the second northbound exit lane into a 150-foot exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn lanes from 150 feet (existing) to 225 feet. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.

- OR-18/NE Cumulus Avenue
  - Modify the existing traffic signal and construct a 100-foot exclusive eastbound right-turn lane, 275-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing) and a 200-foot exclusive northbound right-turn lane. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Loop Road
  - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
  - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
  - The Yamhill County Transportation System Plan (TSP, Reference 3) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 5.91% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

The proposed rezone can be approved without creating significant impacts per OAR 660-012-0060 assuming these mitigation measures are implemented.

Regardless of the proposed subsequent development, the following intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations (the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C):

- NE 3<sup>rd</sup> Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

## STUDY SCOPE & ANALYSIS METHODOLOGY

This section provides an overview of the TIA study scope, study intersections, traffic analysis time periods and scenarios, analysis methodology and applicable review agency mobility targets.

### Study Scope

This study identifies the transportation-related impacts associated with the proposed rezone and was prepared in accordance with the City of McMinnville and Oregon Department of Transportation (ODOT) requirements. Details of the TIA assumptions and methodology are documented herein and reflect the outcome of the preliminary scoping meeting held for the adjacent property's rezone (the Kimco Three Mile Lane Rezone, Reference 4) with agency staff on March 19, 2020, and agency feedback on the preliminary scoping letter dated April 23, 2020. Additionally, the scope has been expanded based on agency comments on the TIA for the Kimco Three Mile Lane Rezone.

### Study Intersections

The study intersections are listed below and are identified by a numerical identification corresponding with the analysis figures in this report. Exhibit 1 illustrates the study intersection locations.

1. NE Three Mile Lane/NE 1<sup>st</sup> Street
2. NE 3<sup>rd</sup> Street/NE Johnson Street
3. NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
4. SE Norton Lane/NE Cumulus Avenue
5. OR-18/SE Norton Lane
6. OR-18/NE Cumulus Avenue
7. OR-18/SE Armory Way
8. OR-18/SE Loop Road
9. OR-18/SE Cruickshank Road
10. OR-18/Lafayette Highway
11. OR-18/Ash Road

### Traffic Analysis Time Periods and Scenarios

Based on historical traffic data, the weekday PM peak time period represents both the peak travel times along OR-18 and proposed zone change at the subject site. Therefore, intersection operations were evaluated during the weekday afternoon peak hour occurring between 3:00 – 6:00 PM.

This report evaluates the following transportation scenarios:

- 2020 Existing traffic conditions;
- Forecast year 2022 background traffic conditions, without development of the subject site;

- Forecast year 2022 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning;
- Horizon year 2037 background traffic conditions with development of the subject site under the existing industrial zoning; and,
- Horizon year 2037 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning.

Year 2037 was selected as the planning horizon per guidance in the OHP (Reference 1), which states that the planning horizon shall be “the greater of 15 years or the planning horizon of the applicable local and regional transportation system plans for amendments to transportation plans, comprehensive plans or land use regulations.” The planning horizon of McMinnville’s currently adopted Transportation System Plan (TSP, Reference 5) is 2023.

### Analysis Methodology

All intersection capacity analyses described in this report were performed in accordance with the procedures stated in the *Highway Capacity Manual, 6<sup>th</sup> Edition* (HCM, Reference 6) using PTV Vistro 2021 software or HCS 7 in accordance with analysis guidance provided in the ODOT Analysis Procedures Manual (APM, Reference 7). Intersection V/C is the operational performance measures reported in this study. In Vistro, the shared lane volume-to-capacity (V/C) ratio is the sum of the reported V/C for each movement in the shared lane at unsignalized intersections. Overall intersection V/C is reported for signalized intersections.

To ensure that the analyses were based on a reasonable worst-case scenario, peak 15-minute flow rates were used in the evaluation of all intersection levels of service. For this reason, the analyses reflect conditions that are only likely to occur for 15 minutes out of each average peak hour.

Queueing analyses presented in this report reflect 95<sup>th</sup> percentile queues and were obtained from PTV Vistro 2021 software.

### Performance Measures & Operating Standards

Study intersection operating standards adopted by the respective transportation review authorities for the facilities they operate and maintain are summarized below.

#### ***City of McMinnville Operating Standards***

Four study intersections are within City of McMinnville jurisdiction (Intersections #1 through #4). According to the City’s TSP (Reference 5), a v/c ratio of 0.90 is the acceptable operating standard for these intersections.

### ODOT Mobility Targets

The 1999 Oregon Highway Plan (OHP, Reference 1) defines ODOT v/c ratio mobility targets based on facility type. Mobility targets vary for intersections along OR-18 (Intersections #5 through #11).

### Summary of Applicable Agency Operating Standards

Table 1 summarizes the operation standards and jurisdiction administering each study intersection.

**Table 1. Study Intersection Mobility Targets**

Study Intersection	Traffic Control	Jurisdiction	Mobility Target (V/C) <sup>1</sup>
1 NE 3rd Street/NE Johnson Street	Signalized	City of McMinnville	0.90
2 NE Three Mile Lane/NE 1st Street	Two Way Stop Control	City of McMinnville	0.90
3 NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	Two Way Stop Control	City of McMinnville	0.90
4 SE Norton Lane/NE Cumulus Avenue	Two Way Stop Control	City of McMinnville	0.90
5 OR-18/SE Norton Lane	Signalized	ODOT	0.80
6 OR-18/NE Cumulus Avenue	Signalized	ODOT	0.80
7 OR-18/SE Armory Way	Two Way Stop Control	ODOT	major approaches = 0.80 minor approaches = 0.95
8 OR-18/SE Loop Road	Two Way Stop Control	ODOT	major approaches = 0.80 minor approaches = 0.90
9 OR-18/SE Cruickshank Road	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.75
10 OR-18/Lafayette Highway	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.75
11 OR-18/Ash Road	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.80

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

## EXISTING CONDITIONS

The existing conditions analysis identifies field conditions and the current operational, traffic control, and geometric characteristics of the roadways and other transportation facilities within the study area.

### Site Conditions and Adjacent Land Uses

The proposed site is currently vacant and zoned for industrial use. The land uses in the vicinity of the site include Evergreen Aviation and McMinnville Municipal Airport to the east, vacant industrial land immediately west, and a mix of industrial, commercial and residential land uses to the north, including the Evergreen Aviation and Space Museum. However, the site immediately east of the proposed rezone is the Kimco Three Mile Lane Rezone property (Reference 4) which is also in the process of rezoning from M-2 to C-3. The East Three Mile Lane Rezone property (Reference 8) located just east of the Cumulus Avenue is also in the process of rezoning from M-2 to C-3.

## Transportation Facilities

Table 2 summarizes roadways in the site vicinity that will be assessed as part of the TIA.

**Table 2. Existing Transportation Facilities**

Street	Functional Classification <sup>1</sup>	Jurisdictional Authority	Motor Vehicle Travel Lanes	Posted Speed (mph)	Sidewalks	Striped Bicycle Lanes	On-Street Parking
OR-18	Urban Statewide Expressway (Freight Route) (ODOT) Major Arterial and State Highway (McMinnville)	ODOT	4-5	45-55	No	No	No
NE Three Mile Lane/NE 3 <sup>rd</sup> Street	Major Collector	City of McMinnville	2-3	20-40	Yes	Partial <sup>2</sup>	No
NE Johnson Street	Minor Arterial	City of McMinnville	2-3	25	Yes	Yes	No
NE 1st Street	Minor Collector	City of McMinnville	2	25	Partial <sup>3</sup>	No	No
SE Nehemiah Lane	Local Street	City of McMinnville	2	35	Partial <sup>4</sup>	No	No
NE Cumulus Avenue	Minor Collector (North) Major Collector (South)	City of McMinnville	2	35	Partial <sup>5</sup>	No	No
SE Norton Lane	Minor Collector	City of McMinnville	2-3	NP	Partial <sup>6</sup>	No	No
SE Armory Way	Minor Collector	City of McMinnville	2	25	No	No	No
SE Loop Road	Local & Resource	City of McMinnville/ Yamhill County	2	35	No	No	No
SE Cruickshank Road	Minor Arterial	City of McMinnville/ Yamhill County	2	NP	No	No	No
Lafayette Highway	Minor Arterial	Yamhill County	2	55	No	No	No
Ash Road	Local	Yamhill County	2	25	No	No	No

NP = Not Posted

<sup>1</sup>Per Oregon Highway Plan (OHP, Reference 1), *City of McMinnville Transportation System Plan*, Exhibit 2-3 (Reference 5), and *Yamhill County Transportation System Plan*, Figure 2 (Reference 3).

<sup>2</sup>There is a striped bicycle lane on both side from Johnson Street to 1<sup>st</sup> Street.

<sup>3</sup>There are sidewalks on the north side of 1<sup>st</sup> Street west Three Mile Lane.

<sup>4</sup>There are sidewalks on the north side of Nehemiah west of the intersection of Nehemiah Lane and Three Mile Lane.

<sup>5</sup>There are sidewalks on the north side of Cumulus (north) west of Norton Lane and on the west side of Cumulus north of OR-18.

<sup>6</sup>There are sidewalks on the east side of Norton north of OR-18, and on both sides of Norton south of OR-18.

## Transit Facilities

Weekday bus service is currently provided by the Yamhill County Transit Area (YCTA) "East-West" Loops along Three Mile Lane between Norton Lane and west side of McMinnville at approximately 60-minute headways between 7:00 AM to 6:00 PM. Weekday headways are approximately 60 minutes.



## Intersection Crash History

Reported crash history for each study intersection was reviewed in an effort to identify potential safety issues. ODOT provided crash records for the five-year period from January 1, 2013 through December 31, 2017. Table 3 summarizes the crash data. Appendix A contains the ODOT crash data. No crashes were reported at OR-18/SE Armory Way (Intersection #7).

**Table 3. Intersection Crash History (January 1, 2013 through December 31, 2017)**

	Intersection	Collision Type					Severity			Total Crashes
		Rear End	Turning	Angle	Bike /Ped	Other	PDO <sup>1</sup>	Injury	Fatal	
1	NE 3rd Street/NE Johnson Street	8	4	3	0	1	9	7	0	16
2	NE Three Mile Lane/NE 1st Street	1	1	1	0	0	0	0	0	3
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	4	0	3	0	1	5	3	0	8
4	SE Norton Lane/NE Cumulus Avenue	1	0	0	0	1	1	1	0	2
5	OR-18/SE Norton Lane	12	2	3	1	1	7	12	0	19
6	OR-18/NE Cumulus Avenue	0	2	0	0	0	0	2	0	2
7	OR-18/SE Armory Way	0	0	0	0	0	0	0	0	0
8	OR-18/SE Loop Road	0	0	1	0	0	0	1	0	1
9	OR-18/SE Cruickshank Road	3	2	33	0	4	14	28	0	42
10	OR-18/Lafayette Highway	12	7	31	0	1	15	36	0	51
11	OR-18/Ash Road	1	5	2	0	3	2	9	0	11

<sup>1</sup>PDO = Property Damage Only

ODOT provides an annual list of safety priority index system (SPIS) locations which are based on reported crash data. The intent of the SPIS list is to identify roadway segments exhibiting an unusually high occurrence of crashes and is used to select locations for investigation. Review of the SPIS list determined that the section of OR-18 near Loop Road and Cruickshank Road is within the top fifteen percent of intersections.

Crash rates were calculated for each of the study intersections following the analysis methodology presented in Exhibit 4-1 of the ODOT Analysis Procedures Manual, Version 2 (APM, Reference 7). The APM provides 90<sup>th</sup> percentile intersection crash rates at a variety of intersection configurations in Oregon based on the number of approaches and traffic control types. Table 4 below shows the comparison of the five-year crash history with the 90<sup>th</sup> percentile intersection crash rates from the APM. Crash rates are reported per million entering vehicles.

**Table 4. Intersection Crash Rate Assessment**

	Location	Total Crashes	90 <sup>th</sup> Percentile Intersection Crash Rate	Observed Crash Rate at Intersection	Observed > 90 <sup>th</sup> Percentile Crash Rate?
1	NE 3rd Street/NE Johnson Street	16	0.860	0.51	No
2	NE Three Mile Lane/NE 1st Street	3	0.408	0.08	No
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	8	0.408	0.23	No
4	SE Norton Lane/NE Cumulus Avenue	2	0.408	0.18	No
5	OR-18/SE Norton Lane	19	0.860	0.35	No
6	OR-18/NE Cumulus Avenue	2	0.860	0.04	No
7	OR-18/SE Armory Way	0	0.293	0.00	No
8	OR-18/SE Loop Road	1	0.293	0.02	No
9	OR-18/SE Cruickshank Road	42	0.293	1.03	Yes
10	OR-18/Lafayette Highway	51	0.408	1.64	Yes
11	OR-18/Ash Road	11	0.408	0.46	Yes

As shown in Table 4 and the 2019 ODOT SPIS list, the intersection of OR-18/Cruickshank Road exceeds statewide 90<sup>th</sup> percentile crash rates and is in 95<sup>th</sup> percentile of intersections on the SPIS list. This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%). Upon further review, it was found that a high proportion of the crashes reported at this intersection (approximately 70%) involved a vehicle making a northbound left-turn movement. This suggests a need to restrict the northbound left-turns from SE Cruickshank Road onto OR-18 as identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2).

The intersections of OR-18/Lafayette Highway and OR-19/Ash Road also exceed statewide 90<sup>th</sup> percentile crash rates and are in the 95<sup>th</sup> and 90<sup>th</sup> percentiles of intersections on the 2019 SPIS list, respectively. The Yamhill County TSP (Reference 3) identifies the need for a multilane roundabout at the OR-18/Lafayette Highway intersection which would improve safety. The Yamhill County TSP also identifies the closure of Ash Road in conjunction with construction of the OR-18/Lafayette Highway roundabout.

### Existing Traffic Volumes

Given the impacted traffic patterns due to the current COVID-19 pandemic and for consistency with the Kimco Three Mile Lane Rezone (Reference 4), new traffic counts were not collected for this analysis. Rather, historical and detector data were used consistent with the methodology for the Kimco Three Mile Lane Rezone. Weekday PM peak hour intersection turning movement counts were collected in 2012 for Intersection #3, and ODOT provided 2018 turning movement counts for intersections #2 and #4 through #9 as well as February 2020 signal detector counts at intersection #1 and 2017 turning movement counts for intersections #10 and #11. These traffic counts are included in Appendix B.

A 1.3% linear annual growth rate was applied to the 2017 and 2018 traffic counts and a 1.5% linear annual growth rate was applied to the 2012 traffic counts to estimate year 2020 existing traffic volumes. This rate was calculated based on the average historical traffic volumes recorded at ODOTs Automatic

Traffic Recorder (ATR) 36-006 located southwest of the City of McMinnville on Highway 18 and ATR 36-004 located northeast of the City of McMinnville in Newberg on Highway 99W.

A seasonal adjustment factor was calculated and applied to the April traffic volumes (Intersections #4-#9) to reflect 30<sup>th</sup> highest hour conditions, per the APM (Reference 7) using the same ATRs as noted above. A second seasonal adjustment factor was calculated and used for July traffic volume (Intersections #10 and #11). Both seasonal adjustment factor calculations are included in Appendix C.

### Existing Traffic Operations

Existing intersection capacity was assessed using the previously described analysis methodology and compared to the respective agency operating standards. Existing lane configurations and traffic control devices at the study intersections are included in Appendix C.

Table 5 summarizes the existing 2020 traffic operations for the weekday PM peak hour. Appendix C includes the existing conditions intersection operations analysis worksheets.

**Table 5. Estimated 2020 Existing Traffic Operations for Weekday PM Peak Hour**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.70
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	<b>0.98</b>
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.74
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.21
5	OR-18/SE Norton Lane	0.80	-	0.68
6	OR-18/NE Cumulus Avenue	0.80	-	0.54
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	<b>1.09</b>
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	<b>&gt;1.10</b>
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.25

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 5, all but three study intersections were found to operate acceptably under 2020 existing conditions. The following intersections exceed the applicable performance requirement:

- NE Three Mile Lane/NE 1st Street
  - This intersection (#2) does not satisfy the City of McMinnville's standard of a V/C ratio  $\leq 0.90$ . Over-capacity conditions on the eastbound approach are related to the high southbound through volume on Three Mile Lane.
- OR-18/SE Cruickshank Road
  - This intersection (#9) does not satisfy ODOT's mobility target of a V/C ratio  $\leq 0.75$  on the SE Cruickshank Road approach. As stated previously, the crash history at this intersection shows a high proportion of angle crashes associated with the northbound left-turn movement, which likely reflects an insufficient number of available gaps in eastbound OR-18 traffic.
- OR-18/Lafayette Highway
  - This intersection (#10) does not satisfy ODOT's mobility target of a V/C ratio  $\leq 0.75$  on the Lafayette Highway approach. As stated previously, the crash history at this intersection shows it exceed its 90<sup>th</sup> percentile intersection crash rate which may be due to an insufficient number of available gaps. The roundabout identified in the Yamhill County TSP (Reference 3) could likely resolve operations and safety at this intersection.

## TRIP GENERATION AND ASSIGNMENT

To provide a conservative analysis, this report assumes a reasonable worst case scenario for the existing and proposed zoning in accordance with the City of McMinnville zoning code. Based on the allowable land uses in the code, it was determined that the reasonable worst-case scenario under the existing M-2 (General Industrial) zoning would consist of the following land uses:

- Based on the site's close proximity to the Willamette Valley Medical Center, approximately 30% (6 out of the 21.11 acres) is assumed to be medical office with a floor area ratio (FAR) of approximately 0.25, for a total floor area of approximately 65,340 square feet.
- The remaining 15.11 acres is assumed to be industrial park with a FAR of approximately 0.40, for a total floor area of approximately 263,277 square feet.

The reasonable worst-case scenario under the proposed C-3 (General Commercial) zoning was calculated assuming a retail development with a FAR of approximately 0.25 over the entire site area of 21.11 acres, for a total floor area of approximately 229,888 square feet.

Trip generation estimates for both scenarios were developed using data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 10<sup>th</sup> Edition* (Reference 9). The trip generation estimates were adjusted to reflect pass-by trips, or vehicle trips to the site already traveling along OR-18. Pass-by trips to don't change the traffic conditions on the overall system but do change the turning movements at the OR-18/NE Cumulus Avenue intersection. Table 6 compares the trip generation estimates under the existing and proposed zoning for the weekday PM peak hour.

**Table 6. Trip Generation Potential Comparison – 21.11-acre Zone Change**

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
<b>Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario</b>						
Medical-Dental Office Building (6 acres at 25%)	720	65,340 SF	2,423	224	63	161
Industrial Park (15.11 acres at 40%)	130	263,277 SF	887	105	22	83
<b>Net New Trips</b>			<b>3,310</b>	<b>329</b>	<b>85</b>	<b>244</b>
<b>Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario</b>						
Shopping Center (21.11 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	229,888 SF	10,589 (3,600)	1,006 (342)	483 (171)	523 (171)
<b>Net New Trips</b>			<b>6,989</b>	<b>664</b>	<b>312</b>	<b>352</b>
<b>Difference = Proposed – Existing</b>			<b>3,679</b>	<b>335</b>	<b>227</b>	<b>108</b>

As shown in Table 6, the proposed zone change would increase the trip generation potential of the site compared to the existing industrial zoning by 335 trips during the weekday PM peak hour and 3,679 daily trips.

#### Modified Trip Generation Due to Adjacent Development

Due to the proximity of the parcel to the Kimco Three Mile Lane Rezone (Reference 4) and the East Three Mile Lane Rezone (Reference 8), the trip generation for operational analysis was modified to account for internal capture between the three shopping centers. Rather than acting as three separate shopping centers, the shopping centers are anticipated to operate as a single large shopping center.

Table 7 shows the modified trip generation for the Kimco Three Mile Lane Rezone assumed under background conditions, as a proportion of the total combined square footage of shopping center.

**Table 7. Trip Generation Potential Comparison – 33.5-acre Zone Change (Kimco Combined)**

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
<b>Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario</b>						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
<b>Net New Trips</b>			<b>6,050</b>	<b>535</b>	<b>138</b>	<b>397</b>
<b>Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario</b>						
Shopping Center (33.5 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	364,815 SF	11,867 (4,035)	1,203 (408)	578 (204)	625 (204)
<b>Net New Trips</b>			<b>7,832</b>	<b>795</b>	<b>374</b>	<b>421</b>
<b>Difference = Proposed – Existing</b>			<b>1,782</b>	<b>260</b>	<b>236</b>	<b>24</b>

Table 8 shows the modified trip generation for the East Three Mile Lane Rezone assumed under background conditions, as a proportion of the total combined square footage of shopping center.

**Table 8. Trip Generation Potential Comparison – 8.0-acre Zone Change (East Combined)**

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
<b>Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario</b>						
Medical-Dental Office Building (8.0 acres at 25%)	720	87,120 SF	3,260	297	83	214
<b>Net New Trips</b>			3,260	297	83	214
<b>Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario</b>						
Shopping Center (8.0 acres at 25%)	820	87,120 SF	2,834	287	138	149
<i>Less Pass-by Trips (34%)</i>			(964)	(98)	(49)	(49)
<b>Net New Trips</b>			1,870	189	89	100
<b>Difference = Proposed – Existing</b>			<b>-1,390</b>	<b>-108</b>	<b>6</b>	<b>-114</b>

The modified weekday PM peak hour trip assignment for the Kimco Three Mile Lane Rezone and East Three Mile Lane Rezone is included in Appendix D which shows in-process trips.

Table 9 shows the modified trip generation for the proposed rezone as a proportion of the total combined square footage of shopping center.

**Table 9. Trip Generation Potential Comparison – 21.11-acre Zone Change (West Combined)**

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
<b>Existing M-L General Industrial Zone Reasonable Worst-Case Development Scenario</b>						
Medical-Dental Office Building (6 acres at 25%)	720	65,340 SF	2,423	224	63	161
Industrial Park (15.11 acres at 40%)	130	263,277 SF	887	105	22	83
<b>Net New Trips</b>			3,310	329	85	244
<b>Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario</b>						
Shopping Center (21.11 acres at 25%)	820	229,888 SF	7,478	758	364	394
<i>Less Pass-by Trips (34%)</i>			(2,543)	(258)	(129)	(129)
<b>Net New Trips</b>			4,935	500	235	265
<b>Difference = Proposed – Existing</b>			<b>1,625</b>	<b>171</b>	<b>150</b>	<b>21</b>

### Trip Distribution and Assignment

The change in trips associated with the proposed rezone were assigned to the study area roadway system consistent with the Kimco Three Mile Lane Rezone (Reference 4):

- 35 percent to the west on OR-18 (serving southern McMinnville, the parts of the central Willamette Valley and the northern Oregon coast);
- 35 percent to the north on Three-Mile Lane (serving downtown and the majority of McMinnville); and
- 30 percent to the east via OR-18 (serving Dayton, outlying areas, and portions of Newberg).

Within the City of McMinnville, it is expected that the commercial uses under the rezoning will result in a re-allocation of trips to/from and within the downtown area. For example, many trips originating from the residential areas along OR-18 and regionally that currently travel to the downtown area today will alter their trips to visit the new commercial businesses and thus reduce trips entering the downtown areas. Conversely, a proportion of the trips already occurring in the downtown areas (e.g., trips from the residential areas to the west of OR-99W that travel to downtown and the southwest commercial areas by the college) may travel to the new commercial area creating new trips on OR-18. The proposed development and type of land uses will also result in capturing more regional trips (e.g., residents in McMinnville that currently travel to Salem or the greater Portland area to shop) that originate in McMinnville and keeping them local. These trips will be shorter in nature and will still travel within the downtown area, but won't represent new trips within that area.

With that in mind, the origins and destinations of commercial trips within McMinnville were assessed to estimate the expected re-routing of some trips at study intersections within the City of McMinnville (Intersections #1 through #3). The details of this analysis assessing the cumulative impacts of new and re-routed trips within McMinnville are provided in Appendix E. The weekday PM peak hour site-generated trip assignment under the proposed zoning is also included in Appendix E.

## TRANSPORTATION IMPACT ANALYSIS

The transportation impact analysis identifies how the study area's transportation system will operate in the future with and without development of the site under the proposed zone change.

### Year 2022 Background Traffic Volumes and Conditions

Future traffic volumes were derived by applying a 2.2% annual background growth rate to the 2020 existing traffic volumes. This annual growth factor was derived from previous studies of the area surrounding the site and the City's EMME 2 model used for the City's TSP, and should thus reflect growth associated with the land use assumptions in the TSP. In addition, the City of McMinnville provided information regarding three recently completed land use actions (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore should be included in the 2.2% growth rate associated with the land use assumptions in the TSP.

The Kimco Three Mile Lane Rezone trips shown in Table 7 and East Three Mile Lane Rezone trips shown in Table 8 (and Appendix D) were also included in the Year 2022 background traffic volumes.

The City's Transportation System Plan (TSP) calls for two future new interchanges at OR-18/NE Three Mile Lane and OR-18/NE Cumulus Avenue as part of the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2). These two new interchanges are intended to replace the overpass at OR-18/NE Three Mile Lane and signal at OR-18/NE Cumulus Avenue in anticipation of traffic growth. The TSP also identifies a future traffic signal at the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE

Pacific Street intersection. These improvements are not funded at this time and conversations with City and ODOT staff have indicated that the identified improvements cannot be relied upon to receive funding within the timeframe of this TIA.

### Year 2022 Background Traffic Operations

Table 10 summarizes the 2022 background traffic conditions for the weekday PM peak hour. Appendix D includes the 2022 background conditions intersection operations analysis worksheets.

**Table 10. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	>1.10
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.98
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.83
6	OR-18/NE Cumulus Avenue	0.80	-	>1.10
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.18
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.45
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	>1.10
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.48

WB= Westbound, SB= Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 10, the three study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth. In addition, three additional intersections exceed the applicable performance requirement under 2022 background conditions, including:

- NE Three Mile Lane/SE Nehemiah Lane
- OR-18/SE Norton Lane
- OR-18/NE Cumulus Avenue



## Year 2022 Background Traffic Mitigations

The following mitigation measures are recommended to address the impacts of anticipated background growth:

- NE Three Mile Lane/NE 1<sup>st</sup> Street
  - The 2009 Manual on Uniform Traffic Control Devices (MUTCD, Reference 10) eight-hour and four-hour traffic signal warrants were evaluated at the intersection. Weekday daily 24-hour volumes were estimated based on the peak hour and typical volume profiles along similar roadway facilities. The intersection meets preliminary signal warrants under 2022 Background traffic conditions with up to a 64% right-turn on red reduction in the shared eastbound left-through-right lane. At this location on the urban Three Mile Lane corridor, an 85% reduction (which is typically used by ODOT) is unreasonable given the unique nature of the high southbound through volumes with limited gaps for vehicles turning from the minor approaches.
- NE Three Mile Lane/SE Nehemiah Lane
  - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
  - Optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
  - Modify the existing traffic signal and construct an exclusive eastbound right-turn lane and dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
  - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange. Exhibit 2 illustrates these alternatives.
- OR-18/Lafayette Highway
  - Install a multilane roundabout as identified by the Yamhill County TSP (Reference 3). The roundabout project in the Yamhill County TSP also calls for the closure of Ash Road, therefore turning movements at OR-18/Ash Road were redistributed to the roundabout at OR-18/Lafayette Highway for analysis. In order to conservatively estimate the necessary lanes at the roundabout, the analysis also assumed that 100% of the northbound left-turn movements at OR-18/SE Cruickshank Road were redistributed to

the roundabout, though a percentage of trips will likely choose an alternative route as shown in Exhibit 2. See Appendix F for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

**Exhibit 2. Reroute of Northbound Left-Turns at OR-18/SE Cruickshank Road**

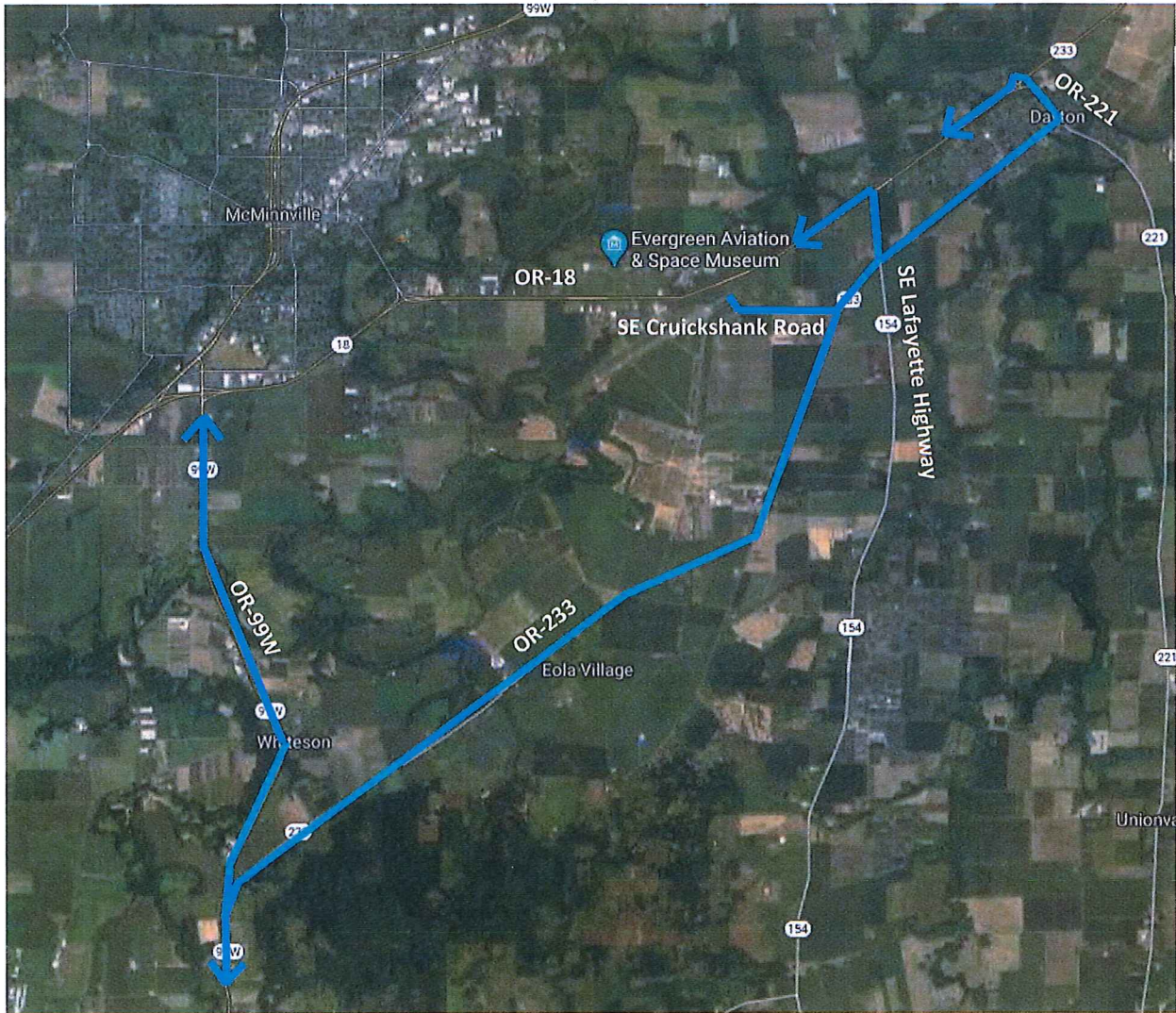


Table 11 summarizes the 2022 background traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix F includes the 2022 background conditions intersection operations analysis worksheets with mitigation.

**Table 11. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour with Mitigation**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	Mitigation	CM	V/C <sup>2</sup>
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.86
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.58
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.18
5	OR-18/SE Norton Lane	0.80	Signal timing and phasing optimization	-	0.76
6	OR-18/NE Cumulus Avenue	0.80	Add Dual NBL Turn Lanes, EBR Turn Lane, and signal timing optimization	-	0.70
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.05
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.61
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

<sup>2</sup>Estimated 2022 Background Traffic V/C is lower than the estimated V/C for 2022 Total Traffic in the East Three Mile Lane Rezone TIA (Reference 8) due to trip generation modifications associated with combined shopping center square footages.

As shown in Table 11, all study intersections were found to operate acceptably under 2022 background conditions with the identified mitigation.

### Year 2022 Total Traffic Operations

The total traffic conditions analysis forecasts the operation of the study area’s transportation system with the inclusion of traffic generated by site under the proposed commercial zoning. Total traffic conditions were determined by adding the estimated site-generated trips shown in Table 9 and Appendix E to the year 2022 background traffic volumes for the weekday PM peak hour.

Table 12 summarizes the 2022 total traffic operations for the weekday PM peak hour. Appendix E includes the 2022 total conditions intersection operations analysis worksheets.

As shown in Table 12, the six study intersections that do not satisfy applicable mobility targets under 2022 background traffic conditions experience additional delay with site development.

**Table 12. Estimated 2022 Total Traffic Operations for Weekday PM Peak Hour**

Study Intersection		Mobility Target (V/C) <sup>1</sup>	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.75
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	>1.10
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	1.06
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.90
6	OR-18/NE Cumulus Avenue	0.80	-	>1.10
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.22
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.56
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	>1.10
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.65

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

### Year 2022 Total Traffic Mitigations

The following mitigation measures are recommended for implementation in conjunction with the proposed development:

- NE Three Mile Lane/NE 1<sup>st</sup> Street
  - Consistent with 2022 background conditions, install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
  - Consistent with 2022 background conditions, restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
  - Modify existing signal and redevelop southbound shared through/right-turn lane into an exclusive southbound right-turn lane. Redevelop the second northbound exit lane into an exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn

lanes. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.

- OR-18/NE Cumulus Avenue
  - Consistent with 2022 background conditions, modify the existing traffic signal and construct an exclusive eastbound right-turn lane and dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Under 2022 total traffic conditions, a northbound right turn lane is also needed. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
  - Consistent with 2022 background conditions, restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained).
- OR-18/Lafayette Highway
  - Consistent with 2022 background conditions, install a multilane roundabout as identified by the Yamhill County TSP (Reference 3). See Appendix G for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

Table 13 summarizes the 2022 total traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix G includes the 2022 total conditions intersection operations analysis worksheets with mitigation.

**Table 13. Estimated 2022 Total Traffic Operations for Weekday PM Peak Hour with Mitigation**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	Mitigation	CM	V/C
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.87
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.61
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.19
5	OR-18/SE Norton Lane	0.80	Add SBR Turn Lane, Shift SBL Turn Lane east, overlap all Right Turn Lanes, and signal timing optimization	-	0.79
6	OR-18/NE Cumulus Avenue	0.80	Add Dual NBL Turn Lanes, NBR Turn Lane, EBR Turn Lane, and signal timing optimization	-	0.69
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.06
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.66
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 13, all study intersections were found to operate acceptably under 2022 total conditions with the identified mitigation.

### Year 2022 Total Traffic 95<sup>th</sup> Percentile Queues

Year 2022 total traffic weekday PM peak hour 95<sup>th</sup> percentile queues at the OR-18/SE Norton Lane and OR-18/NE Cumulus Avenue intersections with implementation of recommended mitigation measures are summarized in Table 14.

**Table 14. Summary of 95<sup>th</sup> Percentile Queues, 2022 Total Traffic Conditions**

Intersection	Movement	Available Queue Storage (feet)	95 <sup>th</sup> Percentile Queue (feet)		Queue Storage Adequate?
			Weekday PM Peak Hour		
5 OR-18/SE Norton Lane	NBL	150' (dual)	200'		No
	NBTR	Continuous	175'		Yes
	SBL	New	150'		Yes
	SBT	Continuous	25'		Yes
	SBR	New	75'		Yes
	EBL	150'	50'		Yes
	EBT	Continuous	475'		Yes
	EBR	100'	50'		Yes
	WBL	150'	50'		Yes
	WBT	Continuous	1100'		Yes
	WBR	175'	25'		Yes
6 OR-18/NE Cumulus Avenue	NBL	New	275'		Yes
	NBT	Continuous	0'		Yes
	NBR	New	175'		Yes
	SBL	125' (Striped) Additional Storage in excess of 300'	125'		Yes
	SBT	Continuous	0'		Yes
	SBR	125' (Exclusive) Additional Storage in excess of 300' <sup>1</sup>	75'		Yes
	EBL	125'	75'		Yes
	EBT	Continuous	350'		Yes
	EBR	New	100'		Yes
	WBL	125' (Striped) Additional Storage in excess of 300'	250'		Yes
	WBT	Continuous	375'		Yes
WBR	175'	25'		Yes	

Where: EB = eastbound, WB = westbound, NB = northbound, SB = southbound, L = left-turn, T= through, R = right-turn

Queues rounded up to the nearest vehicle length, assumed to be 25 feet

<sup>1</sup>During occasions of peak queuing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 14, most 95<sup>th</sup> percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage.

- Based on the anticipated 95<sup>th</sup> percentile queues at OR-18/SE Norton Lane, it is recommended that the existing dual northbound left-turn lanes be extended to provide 225 feet of storage, the new southbound left-turn lane be constructed with 150 feet of storage, and the new southbound

right-turn lane be constructed with least 75 feet of storage (the storage length required for anticipated 2037 95<sup>th</sup> percentile queues, to be described in more detail later in this report).

- Based on the anticipated 95<sup>th</sup> percentile queues at OR-18/NE Cumulus Avenue, it is recommended that the new northbound left-turn lanes be constructed with 275 feet of storage, the new northbound right-turn lane be constructed with 200 feet of storage, and the new eastbound right-turn lane be constructed with at least 100 feet of storage (the storage length required for anticipated 2037 95<sup>th</sup> percentile queues, to be described in more detail later in this report).

### Year 2037 Background Traffic Volumes and Conditions

Consistent with the 2022 background traffic volumes, future volumes were derived by applying a 2.2% annual background growth rate to the 2022 existing traffic volumes. However, this growth factor already accounts for development of the site under the existing industrial zoning. Therefore, the growth rate to obtain 2037 background traffic volumes was reduced to approximately 1.5% so as not to double-count site trips through the study intersections.

The 2037 background traffic conditions analysis forecasts the operation of the study area's transportation system with the inclusion of traffic generated by site under the existing industrial zoning. Background traffic conditions were determined by adding the estimated site-generated trips in Table 9 (under existing zoning) and additional 15 years of background growth (at 1.5%) to the year 2022 background traffic volumes for the weekday PM peak hour.

The Kimco Three Mile Lane Rezone trips shown in Table 7 and Appendix H were also included in the Year 2037 background traffic volumes. For a conservative analysis, the East Three Mile Lane Rezone trips shown in Table 8 were not included in 2037 background traffic volumes as the resulting net new trips associated with the zone change are expected to be negative and the proposed rezone was found not to result in a significant effect (Reference 8).

This analysis assumes the implementation of all improvements recommended to mitigate year 2022 total traffic conditions.

### Year 2037 Background Operations

Table 15 summarizes the 2037 horizon year background traffic operations for the weekday PM peak hour. Appendix H includes the 2037 background conditions intersection operations analysis worksheets.

**Table 15. Estimated 2037 Background Traffic Operations for Weekday PM Peak Hour**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	<b>0.93</b>
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	<b>1.02</b>
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	EBL	<b>0.93</b>
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.45
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.31
5	OR-18/SE Norton Lane	0.80	-	<b>0.88</b>
6	OR-18/NE Cumulus Avenue	0.80	-	0.71
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.41
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	<b>0.97</b>
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	<b>0.08</b>
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	<b>0.85</b>
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed	

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 15, the following intersections are expected to exceed the applicable performance requirement in 2037 with the addition of background growth:

- The NE 3<sup>rd</sup> Street/NE Johnson Street intersection (#1) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- The NE Three Mile Lane/NE 1st Street intersection (#2) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street (#3) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- OR-18/SE Norton Lane (#5) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.80.
- The OR-18/SE Loop Road intersection (#8) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.90 on the SE Loop Road approach.
- The OR-18/Lafayette Highway intersection (#10) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.75 on the Lafayette Highway approach.



## Year 2037 Total Traffic Volumes

The 2037 total traffic conditions analysis forecasts the operation of the study area's transportation system with the inclusion of additional site trips associated with the proposed rezone. Total traffic conditions were determined by adding the difference in site-generated trips between the existing and proposed zoning shown in Table 9 to the year 2037 background traffic volumes for the weekday PM peak hour.

## Year 2037 Total Traffic Operations

Table 16 summarizes the 2037 horizon year total traffic operations for the weekday PM peak hour. Appendix I includes the 2037 total conditions intersection operations analysis worksheets.

**Table 16. Estimated 2037 Total Traffic Operations for Weekday PM Peak Hour**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	<b>0.95</b>
2	NE Three Mile Lane/NE 1st Street	0.90	-	<b>1.05</b>
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	<b>0.89</b>
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.46
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.32
5	OR-18/SE Norton Lane	0.80	-	<b>0.88</b>
6	OR-18/NE Cumulus Avenue	0.80	-	0.70
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.43
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	<b>1.05</b>
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	<b>0.86</b>
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed	

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 16, the six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with the proposed rezone, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

## Year 2037 Total Traffic Mitigations

Table 17 provides a comparison of 2037 horizon year background and total traffic operations for the weekday PM peak hour.

**Table 17. Comparison of 2037 Background and Total Traffic Operations for Weekday PM Peak Hour**

	Study Intersection	Mobility Target (V/C) <sup>1</sup>	2037 Background		2037 Total		V/C Change ≤ 0.03?	
			CM	V/C	CM	V/C		
1	NE 3rd Street/NE Johnson Street	0.90	-	0.93	-	0.95	Yes	
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.02	-	1.05	Yes	
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	EBL	0.93	WBR	0.89 <sup>2</sup>	Yes	
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.45	EBL	0.46	Yes	
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.31	EBL	0.32	Yes	
5	OR-18/SE Norton Lane	0.80	-	0.88	-	0.88	Yes	
6	OR-18/NE Cumulus Avenue	0.80	-	0.71	-	0.70 <sup>3</sup>	Yes	
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.41	NBL	0.43	Yes	
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.97	SBL	1.05	No	
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.08	NBR	0.09	Yes	
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	0.85	NB	0.86	Yes	
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed					

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

<sup>2</sup>The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #3 by creating more gaps for the critical WBR movement.

<sup>3</sup>The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #6 by reducing eastbound and westbound through movements for pass-by trips.

As demonstrated in Table 17, the change in capacity at the following five intersections between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J):

- NE 3<sup>rd</sup> Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

Regardless of the proposed rezone and subsequent development, these five intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations. Therefore, no additional mitigation is recommended as part of this report at these five intersections which continue to exceed applicable agency mobility targets under 2037 mitigated conditions.

The following additional mitigation measures are recommended for implementation in conjunction with the proposed development to account for the long-term impact of the proposed rezone:

- OR-18/SE Loop Road
  - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway. Exhibit 3 illustrates these alternatives. The analysis conservatively assumed that 100% of the southbound left-turn movements at OR-18/SE Loop Road were redistributed to the roundabout at OR-18/Lafayette Highway, though a percentage of trips may choose an alternative route as shown in Exhibit 3.

**Exhibit 3. Reroute of Southbound Left-Turns at OR-18/SE Loop Road**

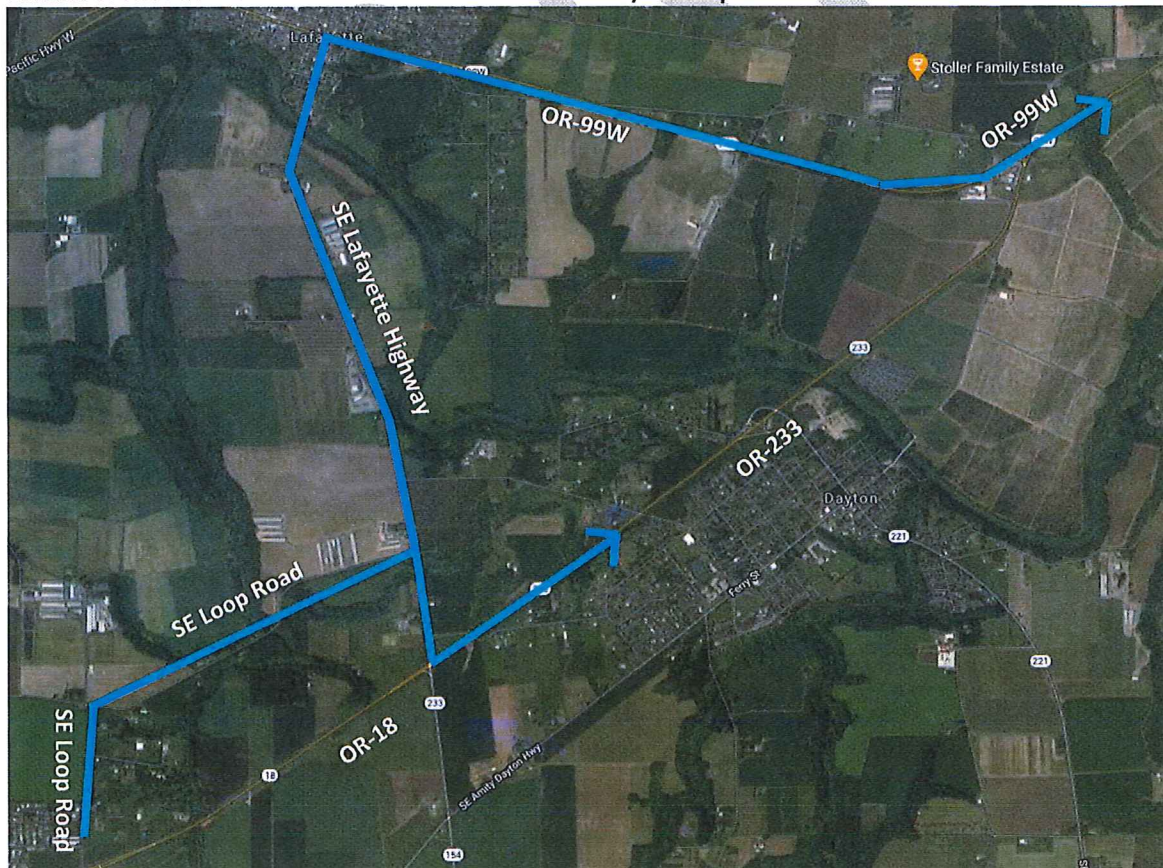


Table 18 summarizes the 2037 total traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix K includes the 2037 total conditions intersection operations analysis worksheets with mitigation.

**Table 18. Estimated 2037 Total Traffic Operations for Weekday PM Peak Hour with Mitigation**

Study Intersection		Mobility Target (V/C) <sup>1</sup>	Mitigation	CM	V/C
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	RIROLI	SBR	0.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	NB	<b>0.87</b>

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 18, with implementation of the recommended mitigation at OR-18/SE Loop Road, the intersection is anticipated to operate acceptably and meet the applicable performance requirement under 2037 total conditions.

The intersection of OR-18/Lafayette Highway is expected to exceed the applicable performance requirement under 2037 total conditions with additional delay associated with the redistribution of southbound left-turns from SE Loop Road to Lafayette Highway. However, the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J).

### Year 2037 Total Traffic 95<sup>th</sup> Percentile Queues

Year 2037 total traffic weekday PM peak hour 95<sup>th</sup> percentile queues at the OR-18/SE Norton Lane and OR-18/NE Cumulus Avenue intersections with implementation of recommended mitigation measures are summarized in Table 19.

Table 19. Summary of 95<sup>th</sup> Percentile Queues, 2037 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 <sup>th</sup> Percentile Queue (feet)		Queue Storage Adequate?
			Weekday PM Peak Hour		
5 OR-18/SE Norton Lane	NBL	150' (dual)	225'		No
	NBTR	Continuous	200'		Yes
	SBL	New	150'		Yes
	SBT	Continuous	25'		Yes
	SBR	New	75'		Yes
	EBL	150'	75'		Yes
	EBT	Continuous	725'		Yes
	EBR	100'	50'		Yes
	WBL	150'	50'		Yes
	WBT	Continuous	1700'		Yes
	WBR	175'	50'		Yes
6 OR-18/NE Cumulus Avenue	NBL (Dual)	New	275'		Yes
	NBTR	Continuous	0'		Yes
	NBR	New	200'		Yes
	SBL	125' (Striped) Additional Storage in excess of 300' <sup>1</sup>	175'		Yes
	SBT	Continuous	0'		Yes
	SBR	125' (Exclusive) Additional Storage in excess of 300' <sup>1</sup>	125'		Yes
	EBL	125'	75'		Yes
	EBT	Continuous	475'		Yes
	EBR	New	100'		Yes
	WBL	125' (Striped) Additional Storage in excess of 300' <sup>1</sup>	225'		Yes
	WBT	Continuous	525'		Yes
	WBR	175'	25'		Yes

Where: EB = eastbound, WB = westbound, NB = northbound, SB = southbound, L = left-turn, T = through, R = right-turn

Queues rounded up to the nearest vehicle length, assumed to be 25 feet

<sup>1</sup>During occasions of peak queuing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 19, most 95<sup>th</sup> percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage.

- Based on the anticipated 95<sup>th</sup> percentile queues at OR-18/SE Norton Lane, it is recommended that the existing dual northbound left-turn lanes be extended to provide 225 feet of storage, the new southbound left-turn lane be constructed with 150 feet of storage, and the new southbound right-turn lane be constructed with least 75 feet of storage.
- Based on the anticipated 95<sup>th</sup> percentile queues at OR-18/NE Cumulus Avenue, it is recommended that the new northbound left-turn lanes be constructed with 275 feet of storage, the new northbound right-turn lane be constructed with 200 feet of storage, and the new eastbound right-turn lane be constructed with at least 100 feet of storage.

### Traffic Operations Summary

Table 20 compares the traffic operations for all scenarios analyzed in this study.

Table 20. Traffic Operations for all Study Scenarios for Weekday PM Peak Hour

Study Intersection	2020 Existing		2022 Background		2022 Background (Mitigated)		Year 2022 Background Mitigations		2022 Total (Mitigated)		Year 2022 Total Mitigations		2037 Background		2037 Total		2037 Total (Mitigated)		Year 2037 Mitigations	
	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C
1 NE 3rd Street/NE Johnson Street	-	0.70	-	0.74	-	0.75	-	0.75	-	0.75	-	0.95 <sup>2</sup>	-	0.93	-	0.95 <sup>2</sup>	-	0.93	-	0.95 <sup>2</sup>
2 NE Three Mile Lane/NE 1st Street	EBR	0.98	EBR	>1.10	EBR	>1.10	Signalized	Signalized	EBR	>1.10	-	0.87	Signalized	EBR	1.02	-	1.05 <sup>2</sup>	-	1.05 <sup>2</sup>	
3 NE Three Mile Lane/SE Nehemiah Lane - NE Cumulus Avenue - NE Pacific Street	WB R	0.74	WB R	0.98	WB R	0.58	RIROLI	RIROLI	WB R	1.06	WB R	0.61	RIROLI	EBL	0.93	WB R	0.89 <sup>3</sup>	WB R	0.89 <sup>3</sup>	
3A NE Three Mile Lane/SE Mountain View Lane	-	0.90	-	-	EBL	0.18	Redistributed Trips	Redistributed Trips	EBL	0.19	EBL	0.19	Redistributed Trips	EBL	0.45	EBL	0.46	EBL	0.46	
4 SE Norton Lane/NE Cumulus Avenue	EBL	0.21	EBL	0.23	EBL	0.23	-	-	EBL	0.23	-	-	-	EBL	0.31	EBL	0.32	EBL	0.32	
5 OR-18/SE Nerton Lane	-	0.80	-	0.83	-	0.76	Signal timing and phasing optimization	Signal timing and phasing optimization	-	0.90	-	0.79	Signal timing optimization	-	0.88	-	0.88 <sup>3</sup>	-	0.88 <sup>3</sup>	
6 OR-18/NE Cumulus Avenue	-	0.80	-	>1.10	-	0.70	Add dual NBL Turn Lanes, EBR Turn Lane, and Signal timing optimization	Add dual NBL Turn Lanes, EBR Turn Lane, and Signal timing optimization	-	>1.10	-	0.69	optimization	-	0.71	-	0.70 <sup>4</sup>	-	0.70 <sup>4</sup>	
7 OR-18/SE Army Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12	NBL	0.18	-	-	-	NBL	0.22	-	-	-	NBL	0.41	NBL	0.43	-	0.43	
8 OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27	SBL	0.45	-	-	-	SBL	0.56	-	-	-	SBL	0.97	SBL	1.05	SBR	0.09	
9 OR-18/SE Cruldshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.09	NBL	>1.10	NBR	0.05	RIROLI	NBL	>1.10	NBR	0.06	RIROLI	NBR	0.08	NBR	0.09	-	-	
10 OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBR	>1.10	SBR	>1.10	WB	0.61	Multilane Roundabout with Redistributed Trips	SBR	>1.10	WB	0.66	Multilane Roundabout with Redistributed Trips	NB	0.85	NB	0.86	NB	0.87	
11 OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.25	NBL	0.48	-	0.65	Closed	NBL	0.65	-	-	Closed	-	-	-	-	-	-	

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right  
V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

<sup>1</sup>Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

<sup>2</sup>The change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan - Policy Intent Statements memorandum from ODOT (see Appendix 4).

<sup>3</sup>The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #3 by creating more gaps for the critical WB movement.

<sup>4</sup>The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #6 by reducing eastbound and westbound through movements for pass-by trips.

## TRANSPORTATION PLANNING RULE ANALYSIS

The Transportation Planning Rule (TPR, Oregon Administrative Rule (OAR) 660-012-0060) analysis identifies how the study area’s transportation system would operate in the year 2037 under the existing industrial zoning of M-L and the proposed commercial zoning of C-3 during the weekday PM peak hour. OAR 660-012-0060(1) and (2) establish a two-step process for evaluating an amendment’s impacts on roads. The first step in assessing an amendment’s potential transportation impact is to compare the trip generation potential of the site assuming a “reasonable worst-case” development scenario under the existing and proposed zoning. If the trip generation potential increases under the proposed zoning, additional operational analysis is required to assess whether the rezone will “significantly affect” the transportation system.

### Summary of Applicable Oregon Administrative Rule Criteria

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 20 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

**Table 21. Summary of Criteria in OAR 660-012-0060**

Section	Criteria	Applicable?
1	Describes how to determine if a proposed land use action results in a significant effect.	Yes
2	Describes measures for complying with Criteria #1 where a significant effect is determined.	Yes
3	Describes measures for complying with Criteria #1 and #2 without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility.	Yes
4	Determinations under Criteria #1, #2, and #3 are coordinated with other local agencies.	Yes
5	Indicates that the presence of a transportation facility shall not be the basis for an exception to allow development on rural lands.	No
6	Indicates that local agencies should credit developments that provide a reduction in trips.	No
7	Outlines requirements for a local street plan, access management plan, or future street plan.	No
8	Defines a mixed-use, pedestrian-friendly neighborhood.	No
9	A significant effect may not occur if the rezone is identified on the City’s Comprehensive Plan and assumed in the adopted Transportation System Plan.	No
10	Agencies may consider measures other than vehicular capacity if within an identified multimodal mixed-use area (MMA).	No
11	Allows agencies to override the finding of a significant effect if the application meets the balancing test.	No

As shown in Table 20, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, only Criteria #1 through #4 are applicable to the proposed land use action. These criteria are provided below in italics with our response shown in standard font.

*OAR 660-12-0060(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 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.

**Response:** As demonstrated in the transportation impact analysis detailed in this report, the impact of the 335 additional site-generated trips associated with reasonable worst-case development for the proposed commercial rezoning during the weekday PM peak hour (See Table 6) is expected to have a “significant effect” under year 2037 conditions.

*ORAR 660-12-0060(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 identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(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 planned function, capacity, and 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 planned function, capacity or 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*

**Response:** As demonstrated in the transportation impact analysis detailed in this report (see Table 17), there is one intersection anticipated to exceed mobility targets at which the proposed rezone has a “significant effect” on intersection operations under year 2037 conditions:

1. OR-18/SE Loop Road

The impact of site-generated trips associated with the proposed rezone can be mitigated by implementing the mitigation measures recommended in the prior sections of this report.

*OAR 660-12-0060 (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 assuring that the allowed land uses are consistent with the function, capacity and 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 identified function, capacity or 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.*

**Response:** As demonstrated in the transportation impact analysis detailed in this report (see Table 17), there are five intersections anticipated to exceed mobility targets at which the proposed rezone does not have a “significant effect” on intersection operations under year 2037 conditions:

1. NE 3<sup>rd</sup> Street/NE Johnson Street
2. NE Three Mile Lane/NE 1st Street
3. NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
4. OR-18/SE Norton Lane
5. OR-18/Lafayette Highway

While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations. The change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J). Therefore, no additional mitigation is recommended as part of this report at these three intersections which continue to exceed applicable agency mobility targets under 2037 mitigated conditions.

*OAR 660-12-0060 (4) Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.*

**Response:** The transportation impact study and TPR analysis for this project have been coordinated with the City of McMinnville and ODOT Region 2.

## SUMMARY OF FINDINGS

### Year 2020 Existing Conditions

- Three of the eleven study intersections were found to exceed the applicable review agency mobility targets:
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway
- The recent five-year crash history of the following three study intersection exceeds statewide 90<sup>th</sup> percentile crash rates:
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway
  - OR-18/Ash Road

### Year 2022 Background Conditions

- The City of McMinnville provided information regarding three recently completed land use actions in the vicinity of the study area (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore determined to be included in the 2.2% growth rate associated with the land use assumptions in the TSP.
- The following pending zone change applications were included as in-process developments:
  - Kimco Three Mile Lane Rezone
  - The Springs Living (East) Three Mile Lane Rezone
- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - NE Three Mile Lane/SE Nehemiah Lane
  - OR-18/SE Norton Lane
  - OR-18/NE Cumulus Avenue
  - OR-18/SE Cruickshank Road
  - OR-18/Lafayette Highway

### Proposed Development Plan

- The 21.11-acre site is currently zoned M-L (Limited Light Industrial), and the applicant is proposing to rezone to C-3 (General Commercial).

## Year 2022 Total Conditions

- The six study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.

## Year 2037 Background Conditions (Without Proposed Zone Change)

- Assuming the recommendations to mitigate 2022 site impacts are in place, six of the nine study intersections were found to exceed the applicable review agency mobility targets in the planning horizon year 2037, which was selected to represent fifteen years after opening per guidance in the Oregon Highway Plan (OHP, Reference 1):
  - NE 3<sup>rd</sup> Street/NE Johnson Street
  - NE Three Mile Lane/NE 1<sup>st</sup> Street
  - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
  - OR-18/SE Norton Lane
  - OR-18/SE Loop Road
  - OR-18/Lafayette Highway

## Year 2037 Total Conditions (With Proposed Zone Change)

- The six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with site development, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

## RECOMMENDATIONS

The following mitigation measures are recommended for implementation in conjunction with the proposed development and to address impacts of the proposed zone change:

- NE Three Mile Lane/NE 1<sup>st</sup> Street
  - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
  - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an enhanced connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.

- OR-18/SE Norton Lane
  - Modify existing signal and redevelop southbound shared through/right-turn lane into a 75-foot exclusive southbound right-turn lane. Redevelop the second northbound exit lane into a 150-foot exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn lanes from 150 feet (existing) to 225 feet. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.
- OR-18/NE Cumulus Avenue
  - Modify the existing traffic signal and construct a 100-foot exclusive eastbound right-turn lane, 275-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing) and a 200-foot exclusive northbound right-turn lane. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Loop Road
  - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
  - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
  - The Yamhill County Transportation System Plan (TSP, Reference 3) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 5.91% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

The proposed rezone can be approved without creating significant impacts per OAR 660-012-0060 assuming these mitigation measures are implemented.

Regardless of the proposed subsequent development, the following intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-

term impact on intersection operations (the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C):

- NE 3<sup>rd</sup> Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

Please contact us if you need any additional information regarding our analyses.

DRAFT

## REFERENCES

- 1.) Oregon Department of Transportation. *1999 Oregon Highway Plan*. May 2015 Update
- 2.) City of McMinnville. *McMinnville Corridor Refinement Plan*. February 1996
- 3.) Yamhill County. *Yamhill County Transportation System Plan*. 2015
- 4.) Kittelson & Associates. *Kimco Three Mile Lane Rezone Transportation Impact Analysis*. December 2020
- 5.) City of McMinnville. *City of McMinnville Transportation System Plan*. 2010
- 6.) Transportation Research Board. *Highway Capacity Manual 6<sup>th</sup> Edition*. 2016
- 7.) Oregon Department of Transportation. *Analysis Procedures Manual Version 2*. March 2020 Update
- 8.) Kittelson & Associates. *East Three Mile Lane Rezone Transportation Impact Analysis*. November 2021
- 9.) Institute of Transportation Engineers. *Trip Generation Manual, 10<sup>th</sup> Edition*. 2017
- 10.) U.S. Department of Transportation Federal Highway Administration. *Manual on Uniform Traffic Control Devices*. 2009 Edition. 2009

## APPENDICES

- Appendix A – Crash Data
- Appendix B – Traffic Count Data
- Appendix C – 2020 Existing Traffic Volumes and Analysis
- Appendix D – 2022 Background Traffic Volumes and Analysis
- Appendix E – 2022 Total Traffic Volumes and Analysis
- Appendix F – 2022 Mitigated Background Traffic Analysis
- Appendix G – 2022 Mitigated Total Traffic Analysis
- Appendix H – 2037 Background Traffic Volumes and Analysis
- Appendix I – 2037 Total Traffic Volumes and Analysis
- Appendix J – Oregon Highway Plan Policy Intent Statements
- Appendix K – 2037 Mitigated Total Traffic Analysis

## Appendix A Crash Data



Appendix B Intersection Turning  
Movement Count Data

Appendix C 2020 Existing Traffic Volumes  
and Analysis

Appendix D 2022 Background Traffic  
Volumes and Analysis

Appendix E 2022 Total Traffic Volumes and  
Analysis

Appendix F 2022 Mitigated Background  
Traffic Analysis

Appendix G 2022 Mitigated Total Traffic  
Analysis

Appendix H 2037 Background Traffic  
Volumes and Analysis

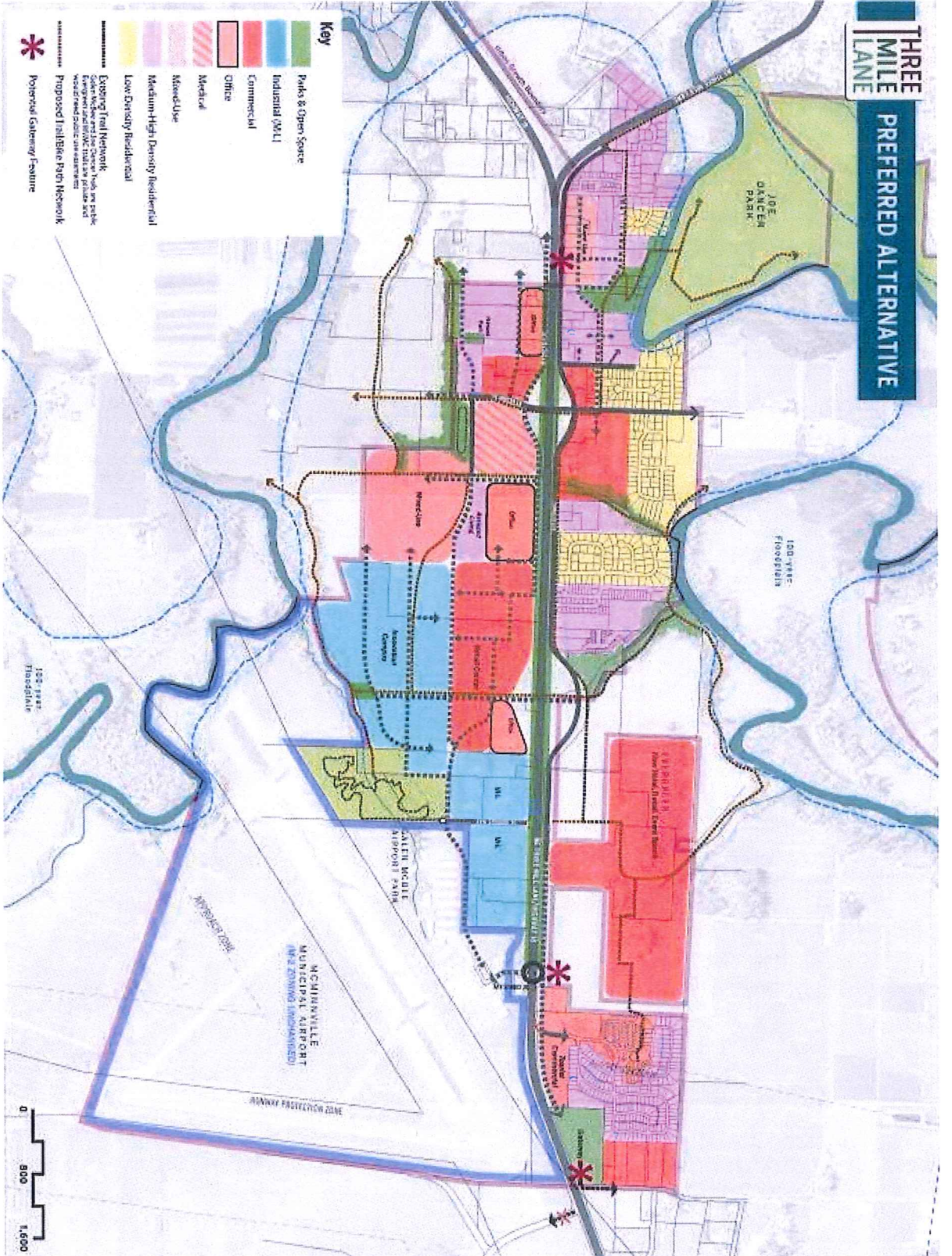
Appendix I 2037 Total Traffic Volumes and  
Analysis



Appendix J 2037 Mitigated Total Traffic  
Analysis

Appendix K Oregon Highway Plan Policy  
Intent Statements

# THREE MILE LANE PREFERRED ALTERNATIVE



- Key**
- █ Parks & Open Space
  - █ Industrial/MU
  - █ Commercial
  - █ Office
  - █ Medical
  - █ Mixed-Use
  - █ Medium-High Density Residential
  - █ Low Density Residential
- Existing Trail Network**  
Green and blue lines indicate existing trails. Dotted lines indicate proposed trails.
- Proposed Trail/Bike Path Network**  
Red and blue lines indicate proposed trails. Dotted lines indicate proposed bike paths.
- Historical Gateway Feature**  
Red asterisks indicate historical gateway features.

McMinnville Three Mile Lane Area Plan

May 28, 2021