



City of McMinnville

PLANNING

City of McMinnville
Planning Department
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STAFF REPORT

DATE: June 14, 2022
TO: Mayor and City Councilors
FROM: Heather Richards, Planning Director
SUBJECT: PUBLIC HEARING: (Docket G 7 – 21), Consideration of the Planning Commission recommendation to adopt the *Three Mile Lane Area Plan* as a Supplemental Document to the City of McMinnville Comprehensive Plan, and amending the Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a proposal to amend the Comprehensive Plan Map and Transportation System Plan consistent with the *Three Mile Lane Area Plan*.

STRATEGIC PRIORITY & GOAL:



GROWTH & DEVELOPMENT CHARACTER

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

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

Report in Brief:

This is a continuation of the public hearing from May 10, 2022 to consider the McMinnville Planning Commission recommendation to adopt the *Three Mile Lane Area Plan and its Appendices (“Plan”)* as a supplemental document to the McMinnville Comprehensive Plan and to amend the McMinnville Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a proposal to amend the McMinnville Comprehensive Plan Map and McMinnville Transportation System Plan consistent with the *Three Mile Lane Area Plan*.

The Planning Commission voted unanimously to recommend adoption of the *Plan* at their meeting on March 17, 2022, to the McMinnville City Council after housing two nights of public hearings. The City Council elected to host a public hearing prior to their consideration and the first City Council public hearing was conducted on May 10, 2022. At that time, staff recommended that the City Council continue the public hearing to June 14, 2022, to allow the community to engage in more dialogue and due diligence. **Staff is recommending that the City Council again continue the public hearing to July 26, 2022, to allow for more community engagement and dialogue.**

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

Background:

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

There are two proposed actions:

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

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

Three Mile Lane Area Plan

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

These documents can be found on the project website at: [G 7-21 - Three Mile Lane Area Plan \(3MLAP\) Comprehensive Plan Amendment | McMinnville Oregon.](#)

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

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

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

Area plans are general guidance documents for how land uses, and public facilities will serve the community in the future and interact with each other in a designated area. It is a high-level planning document meant to provide guidance to other more specific planning processes, such as public utility plans, parks, and open space plans, etc. An Area Plan is not a development plan and is not representative of planned private development projects in the area.

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

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

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

The Planning Commission amended the Plan in two areas:

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

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

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

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

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

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

History of the Planning Process:

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

The scope of work was based on a land-use and transportation study of approximately 1340 acres of land currently within the city limits on both the north and south side of Highway 18 from the eastern entrance of the city by the McMinnville Airport to the Yamhill River Bridge. The project has immense potential to transform the Three Mile Lane Area for both current and future residents and businesses. It provides the opportunity for the City to be much more efficient with land-uses, allowing for higher density housing development and job creation in the area. The plan will also help the City work towards reducing greenhouse gas emissions by providing more amenities in close proximity to residential neighborhoods in this area as well as commercial amenities that city residents drive to other cities to access. The plan allows for much-needed grocery stores in a residential area that is currently a food desert. The plan identifies opportunities for more off-road trails and bicycle/pedestrian connectivity throughout the designated area. The 3MLAP also highlights an opportunity for a high-

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density business office and industrial incubator district adjacent to the airport. And lastly, the 3MLAP creates a much stronger multi-modal connection between the Three Mile Lane Area and the rest of the City of McMinnville via the new Yamhill River Bridge and proposed nature trails to Joe Dancer Park and Galen McBee Park.

The 3MLAP has five project goals:

1. **Support and enhance the district’s economic vitality and marketability.**
This plan aims to support development of significant industrial and commercial parcels within the study area, enhance existing business by diversifying goods and services available in the area, and increase tourism. Alternatives will be evaluated qualitatively for how well they address the area's development/redevelopment potential.
2. **Provide opportunities for a complementary mix of land uses, consistent with the vision of a diverse and vibrant district.**
The study area contains several existing residential neighborhoods, including assisted-living and manufactured home residences, as well as major employers and tourism destinations. This plan aims to provide a mix of land uses that support one another to create a unique part of the city in both an economic and environmentally sustainable way.
3. **Enhance multi-modal connections throughout the district.**
This plan aims to create a complete, multimodal transportation network that serves the north and south side of OR 18 within the district, and that connects the business community, the hospital, residential neighborhoods, and tourism amenities to each other and to the city center. Alternatives will be evaluated through criteria measuring transportation safety and performance for all modes of travel: pedestrian, bicycle, transit, freight, and personal vehicles.
4. **Create an aesthetically pleasing gateway to the City of McMinnville.**
The study area is a primary gateway to the City of McMinnville. Alternatives will be evaluated qualitatively for how well they provide an identity for the district, reflect McMinnville’s intrinsic character, and highlight the landscape features of the district. Incorporation of sustainable features and technologies is desired.
5. **Improve the district for existing and future McMinnville residents in the area.**
The City of McMinnville’s Great Neighborhood Principles identifies amenities and facilities that should be present in all residential areas, including a variety of housing types, pedestrian and bicycle connectivity, preservation of scenic views and natural features, access to open space, and access to commercial necessities. This plan aims to support those Great Neighborhood Principles for residents in the study area by providing multi-modal connectivity, single-family, missing middle and multi-family housing, provisions for open spaces and commercial amenities, such as grocery stores, restaurants, and more.

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

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

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

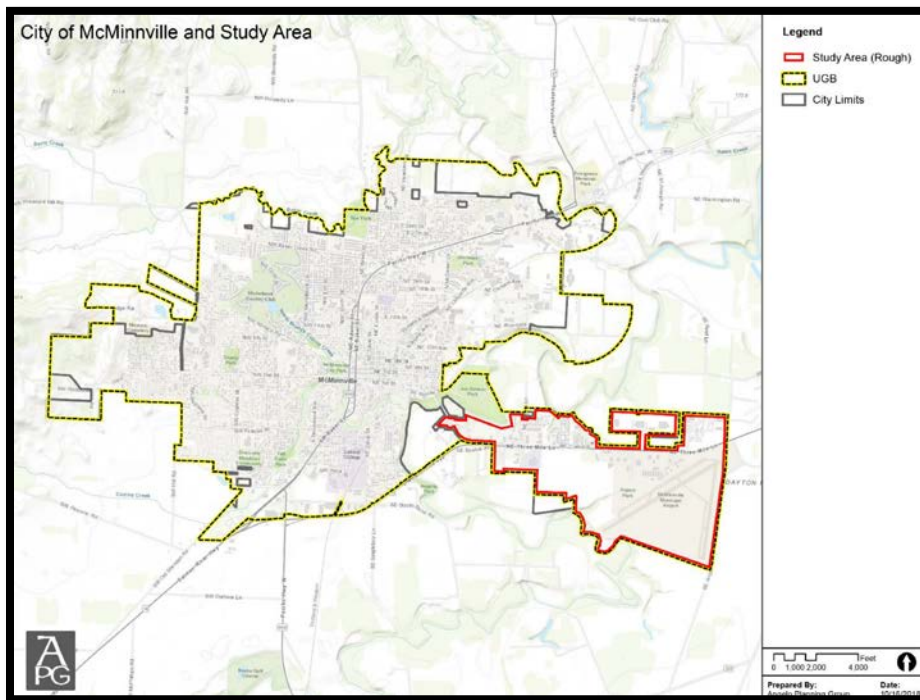
Technical Advisory Committee (TAC)	
Planning Staff	Heather Richards Jamie Fleckenstein Chuck Darnell Tom Schauer
Engineering Staff	Mike Bisset
Parks and Recreation Staff	Susan Muir
McMinnville Water and Light	John Dietz
ODOT	Michael Duncan Dan Fricke Keith Blair Dorothy Upton Jenna Berman Kristie Gladhill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

Map of Study Area

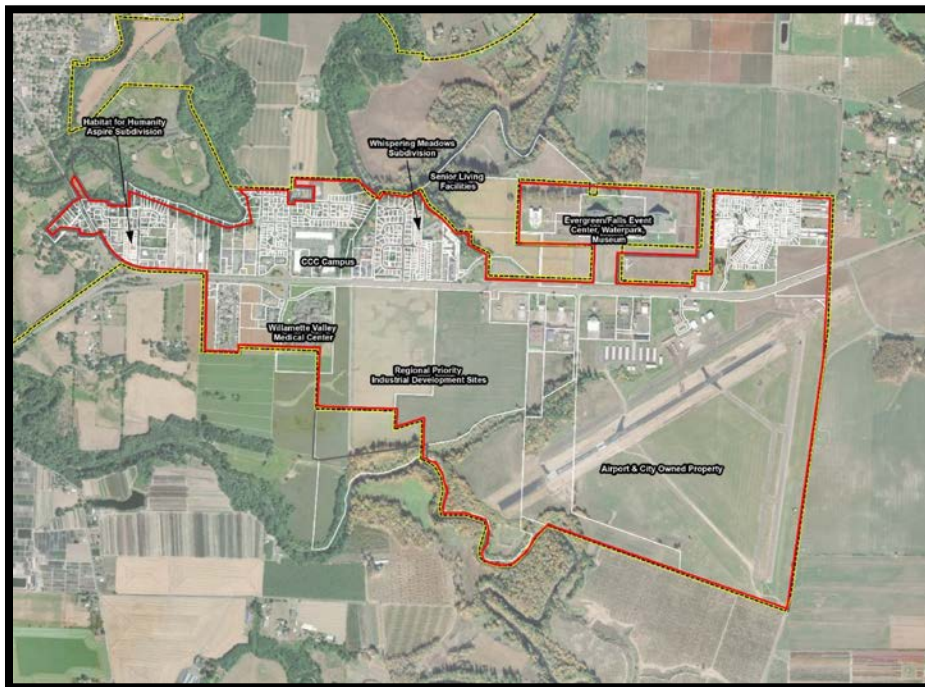
On the following page are Maps 1 and 2 showing the relationship of the Three Mile Lane area relative to the rest of the city, as well as the area’s more prominent features.

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



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

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Citizen Involvement:

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

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

The *Three Mile Lane Area Plan* is predicated on a “Preferred Land Use Alternative” (Figure 1) and a “Preferred Transportation Facilities Plan” (Figure 3). The preferred land use alternative represents the community vision for how this study area will develop over the next twenty years (2021-2041) to serve the community’s current and future land-use needs. The preferred transportation facilities plan is the transportation elements that will need to be implemented to ensure that the local and state transportation facilities still function at their standard of functionality as the study area develops to full

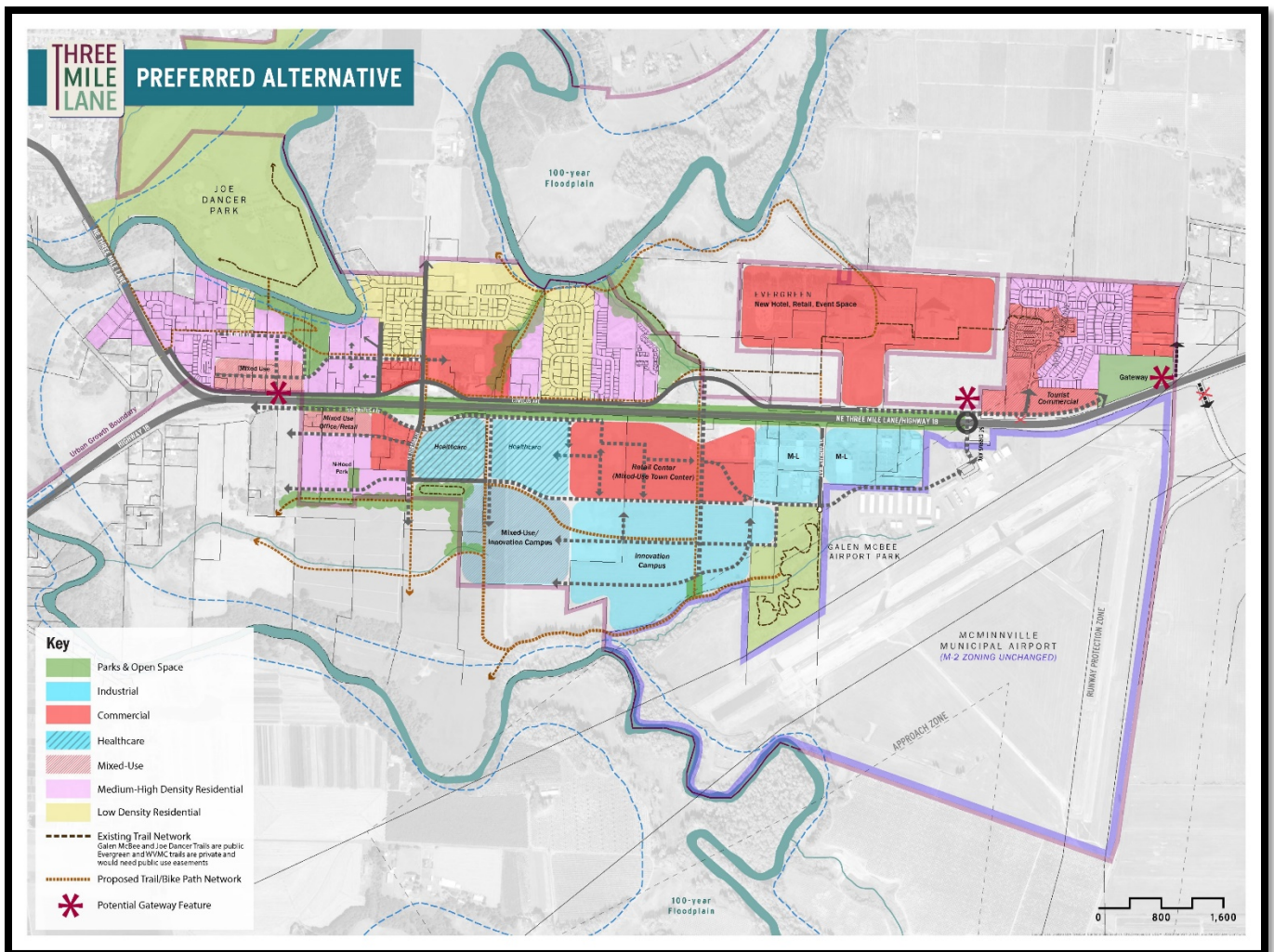
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buildout in 2041. This transportation facilities plan builds on the Oregon Highway 18 Corridor Refinement Plan developed in 1996 for this section of Highway 18 and identifies those elements of that plan that are necessary to maintain the throughput and functionality of Highway 18 as a state expressway and freight route.

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

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



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

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

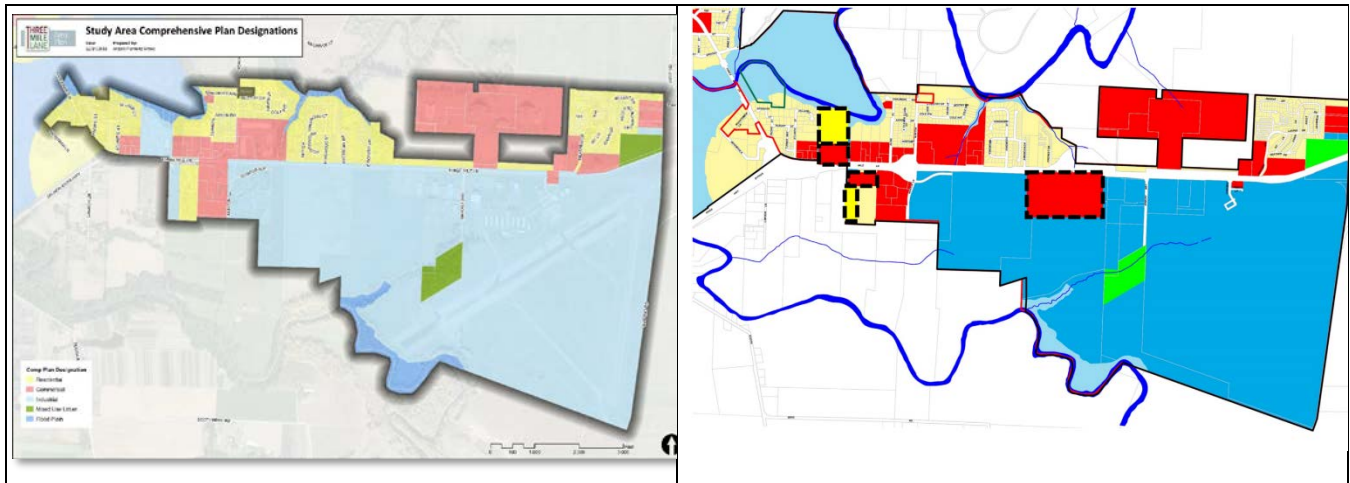


Figure 2: Three Proposed Comprehensive Plan Map Amendments

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

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

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

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

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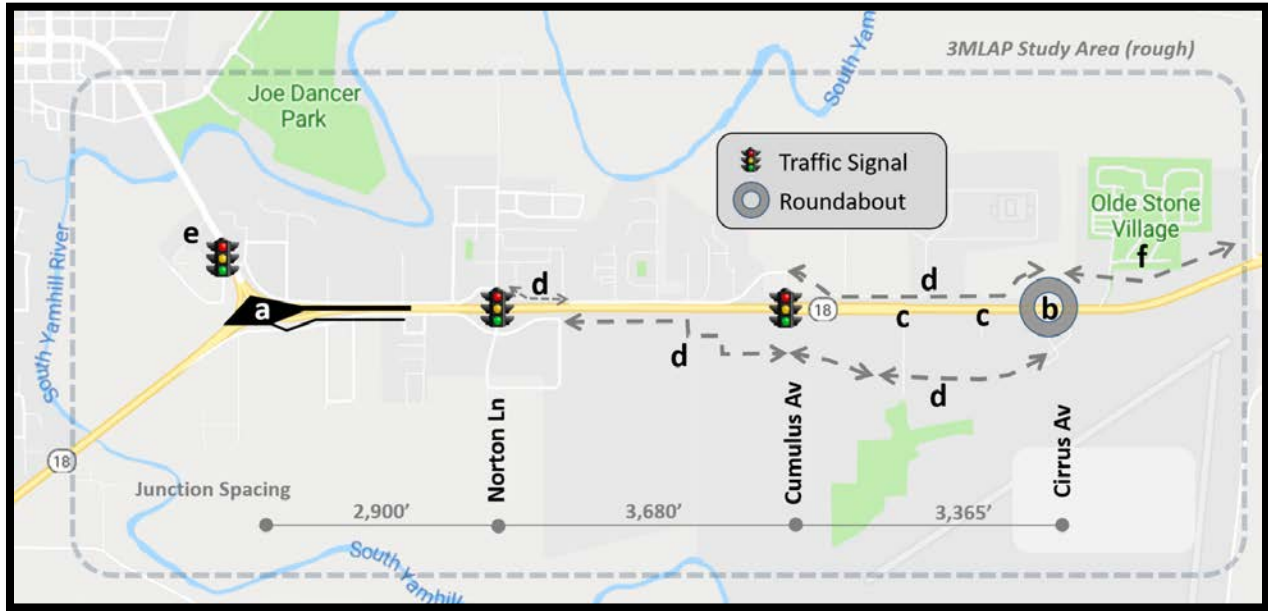


Figure 3: Preferred Transportation Plan for Three Mile Lane Area Plan

- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see Figure 13).
- b) Cirrus Avenue – new intersection improvement on OR 18 (signal or roundabout), with McMinnville gateway features. *(Staff recommended amending this language to indicate that an intersection improvement was needed, but that it could be either a signal or a roundabout at the May 10 City Council public hearing. The figure will be adjusted to reflect that amendment).*
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 8, as Cruickshank Road is external to the Three Mile Lane Study area).
- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in Figure 11.
- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

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

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

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

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

Discussion:

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

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

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

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

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

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the particular design of the transportation elements identified in the Plan and the performance of the transportation system.

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

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

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

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

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

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

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

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

Future Bicycle/Pedestrian Overpass Consideration

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

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

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

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

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

Currently, there is a Three Mile Lane Planned Development Overlay over the study area. This planned development overlay is intended to be amended and inserted into the McMinnville Municipal Code as a special overlay zone that has prescribed design and development standards for this area. The Three Mile Lane Area Plan has several sections with design and development policies in it that development will need to address. These policies have been assembled into a Recommended Design for Three Mile Lane Area information booklet. And are explained below.

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

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

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

Additionally, all development projects in the Three Mile Lane Area will need to comply with the City’s adopted Great Neighborhood Principles. How they need to comply is identified in the Plan per the illustration below, found on pages 16 and 17 of the Plan.

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1. *Natural Feature Preservation*

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



2. *Scenic Views*

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



3. *Parks and Open Spaces*

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



4. *Pedestrian Friendly*

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

5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

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



7. *Accessibility*

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

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8. *Human Scale Design*

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



9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

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



11. *Housing for Diverse Incomes and Generations*

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

12. *Housing Variety*

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



13. *Unique and Integrated Design Elements*

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



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These principles were then translated into Three Mile Lane Area Plan policies for new development as identified on pages 35 and 36 of the Plan.

Three Mile Lane Area Plan Policies

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
4. *The built environment will be designed to provide and protect views to rolling hills and volcanoes and to enhance visual and physical access to the North Yamhill River. New streets and open spaces will be oriented to capture views.*
5. *Enhancing connections to existing trails and open space, such as connections into Joe Dancer Park and McBee Park, and creating a public greenway along South Yamhill River with trails and connections to the Three Mile Lane Area is a priority.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*
10. *Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the Three Mile Lane Area Plan and in compliance with Transportation System Plan standards.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
12. *New commercial, office, mixed-use, and multi-family developments should be designed to reflect the micro-climate and enhance outdoor life through the incorporation of features such as porches, balconies, courtyards, plazas, etc.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape for new development should strive to reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees – and consider functional site planning of vineyard and farm complexes as conceptual models.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

17. *Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.*
18. *Encourage a diversity of future housing forms, types, and design that respect the current character of the area .*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, wine-making).*
21. *New commercial, mixed-use, office, and industrial campus development should consider using local materials for cladding and building structure (timber, corrugated steel cladding, red brick), and incorporating vibrant color.*

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

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

(page 27 of the Plan document.)

And finally, on pages 44, 45 and 46 is a detailed description of how these policies need to be integrated into McMinnville’s zoning ordinance and the Three Mile Lane Overlay.

These include but are not limited to:

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

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

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

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

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

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

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

Policy	Overlay Amendment	Recommended Future Action
8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.	Apply pedestrian walkway and connectivity standards to all non-residential development. Note: Pedestrian walkway standards, currently are applied to Large Format Retail; site design requires connections between buildings and from building entrances to streets (§17.56.050.C.2).	
9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.	Require transportation improvements consistent with the Area Plan through Design Review.	
10. Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the Three Mile Lane Area Plan and in compliance with Transportation System Plan standards.	Require transportation improvements consistent with the Area Plan through Design Review.	
11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.	Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses.	Additional guidelines standards related to treatments. 17.56.050 Development Standards
12. New commercial, office, mixed-use, and multi-family developments should be designed to reflect the micro-climate and enhance outdoor life through the incorporation of features such as porches, balconies, courtyards, plazas, etc.	Require as part of Design Review: - Standards for non-residential buildings to include minimum pedestrian shelter coverages along ground floor elevations/street frontages and main entrances. - Residential design features to include clear and objective building design standards/ architectural elements.	Additional guidelines standards related to treatments.
13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.	Require as part of Design Review: - New requirements for building orientation (set-to, building orientation); - Additional guidelines or standards related to facade treatments, including transparency. - Provision of on-street parking for ground-floor commercial uses (new requirements allowing on-street spaces to be counted toward parking minimums, new cross-section standards for streets with ground-floor retail).	
14. Encourage mixed-use development where feasible.		Consider additional guidelines or requirements for the Mixed Use area.

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

Requirements for maximum parking standards and not minimum parking standards.

Requirements for commercial building size and massing.

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

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

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

Develop design guidelines and architectural standards.

Buffer non-residential development from a dissimilar use.

Buffer non-residential development from EFU with landscaping treatments.

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

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

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

- Reject the redesignation of industrial land to accommodate a new “Town Center/Large Format Retail Shopping Center”.
- Prioritize the neighborhood serving commercial uses, a pedestrian overpass, and the park near the recently approved apartments, using the Neighborhood Activity Overlay provisions that are already in the code.

Attachments:

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- Include the commercially-designated island of land recently added to the UGB, north of the expressway. This land is surrounded by, and is functionally an integral part of, the Three Mile Lane Area.
- Encourage geographically and/or vertically mixed use on the Baker Rock/Cal Portland site.
- Reconsider appropriate commercial uses near the Loop Rd. gateway to the City.

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

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

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

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

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

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

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

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

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

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

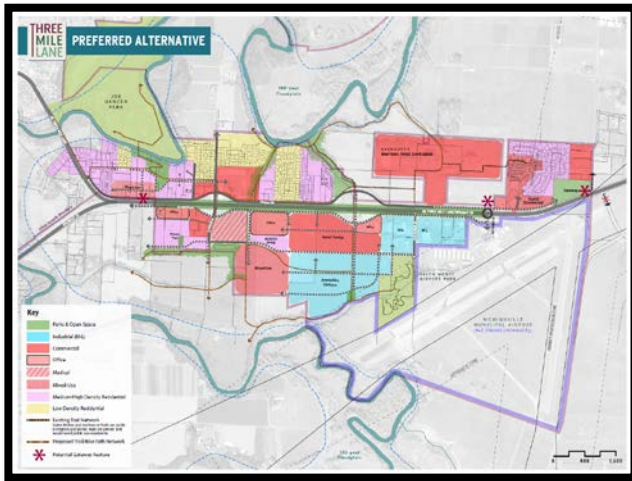
May 10, 2022 City Council Public Hearing: The City Council heard a staff report and public testimony on May 10, 2022. Staff recommended two amendments as part of the staff report relative to two different figures in the Three Mile Lane Area Plan:

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

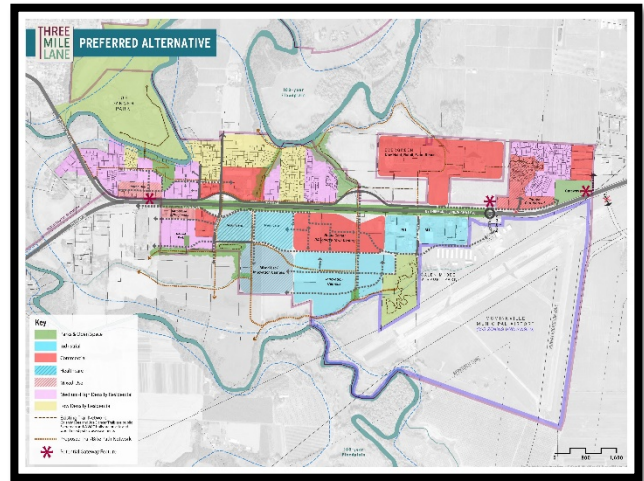
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Proposed community land-use vision map amended to more clearly reflect the narrative in the plan document, with descriptions per the following: Mixed-Use Area, Tourist Commercial, Health Care Area, Retail Center (Mixed-Use Town Center) / Innovation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

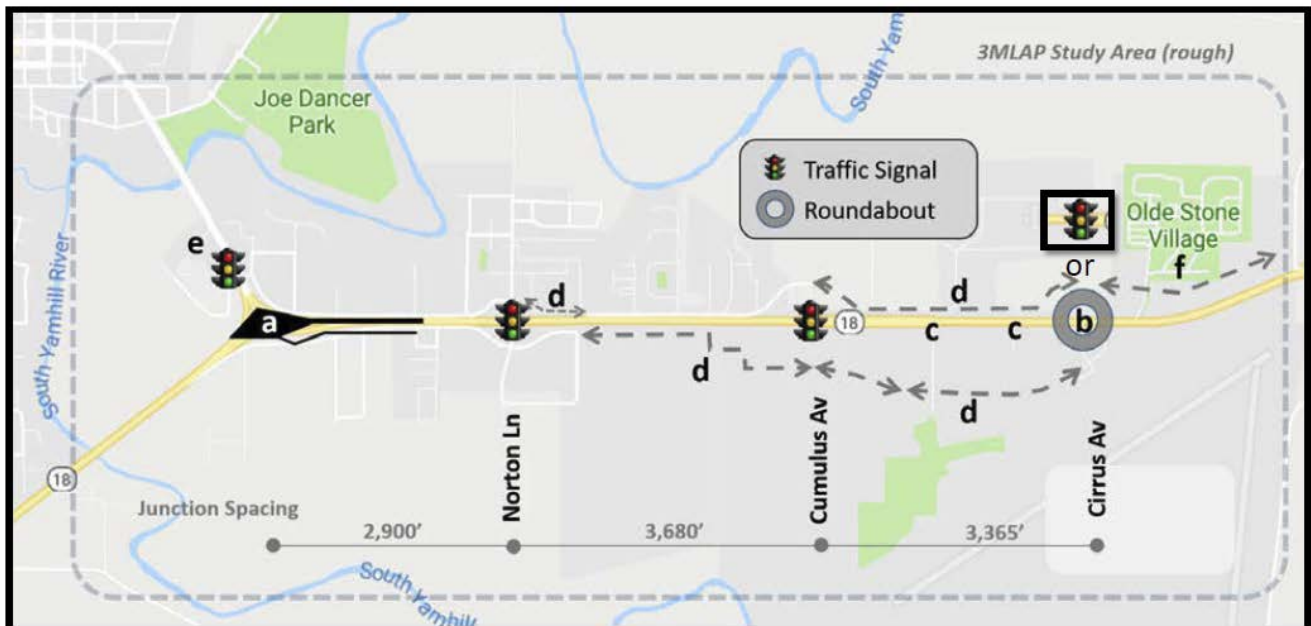


Original Preferred Alternative Land-Use Vision Map



Amended Preferred Alternative Land-Use Vision Map

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



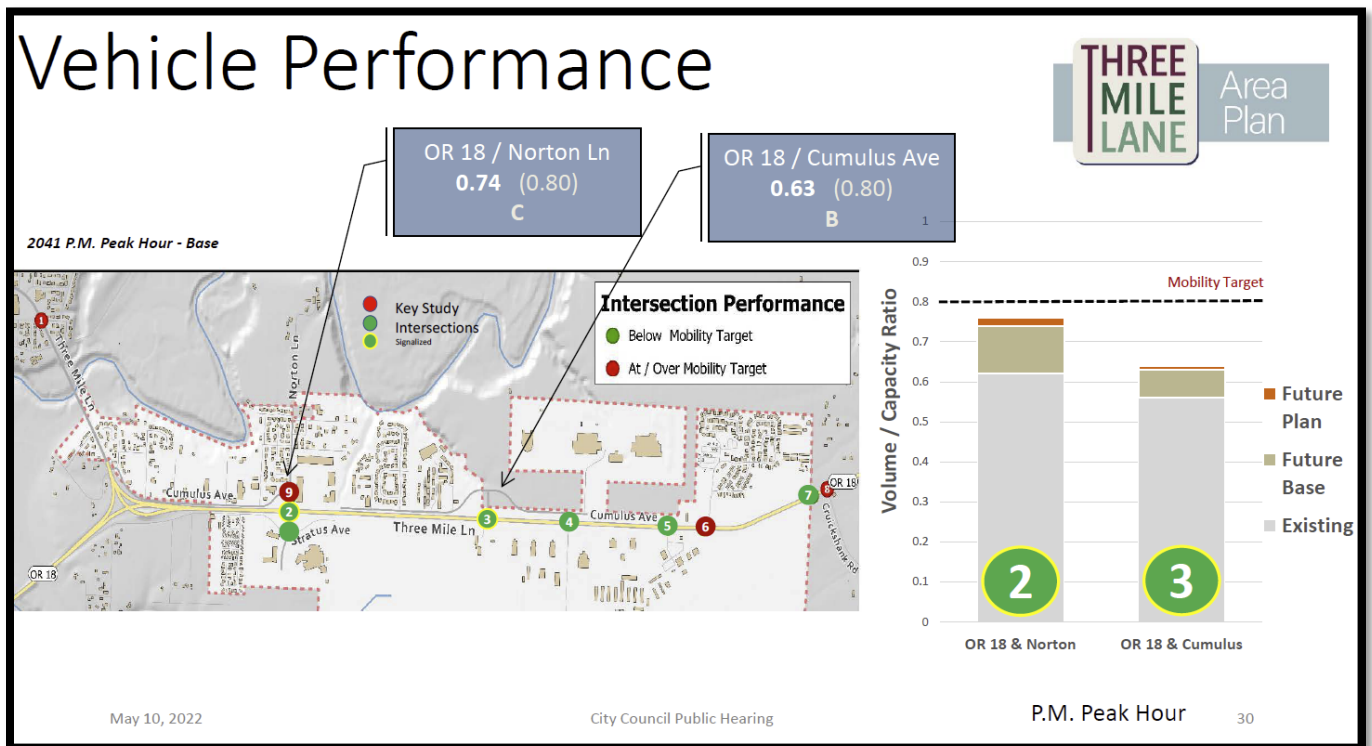
Attachments:

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

The adopted Oregon Highway Plan (OHP) classifies Highway 18 as a state expressway and freight route. To protect the functionality of its highway system, ODOT’s Oregon Highway Plan has standards that manage the functionality of the highway as congestion grows on the system. The standard for a state expressway and freight route is to not allow intersections to exceed 80% of its vehicular capacity at peak travel times. (v/c ratio = 0.80).

To study the impact of the preferred community land-use vision on the highway facility, the consultant team and ODOT modeled the transportation performance of the highway at 2041 with the full build-out of the existing land within the city limits developed per the existing comprehensive plan map designations. This is the measurement of what is forecasted to happen without adopting the proposed comprehensive plan map amendments in the Three Mile Lane Area Plan. That analysis showed that, at the peak hour of the day, the two highway intersections performed at 74% and 63% of capacity (or 0.74 and 0.63) respectively per the illustration below. This means that with full build-out of the current land within the city limits at the current comprehensive plan map designations, the highway operates within the state adopted standards for state expressways and freight routes.

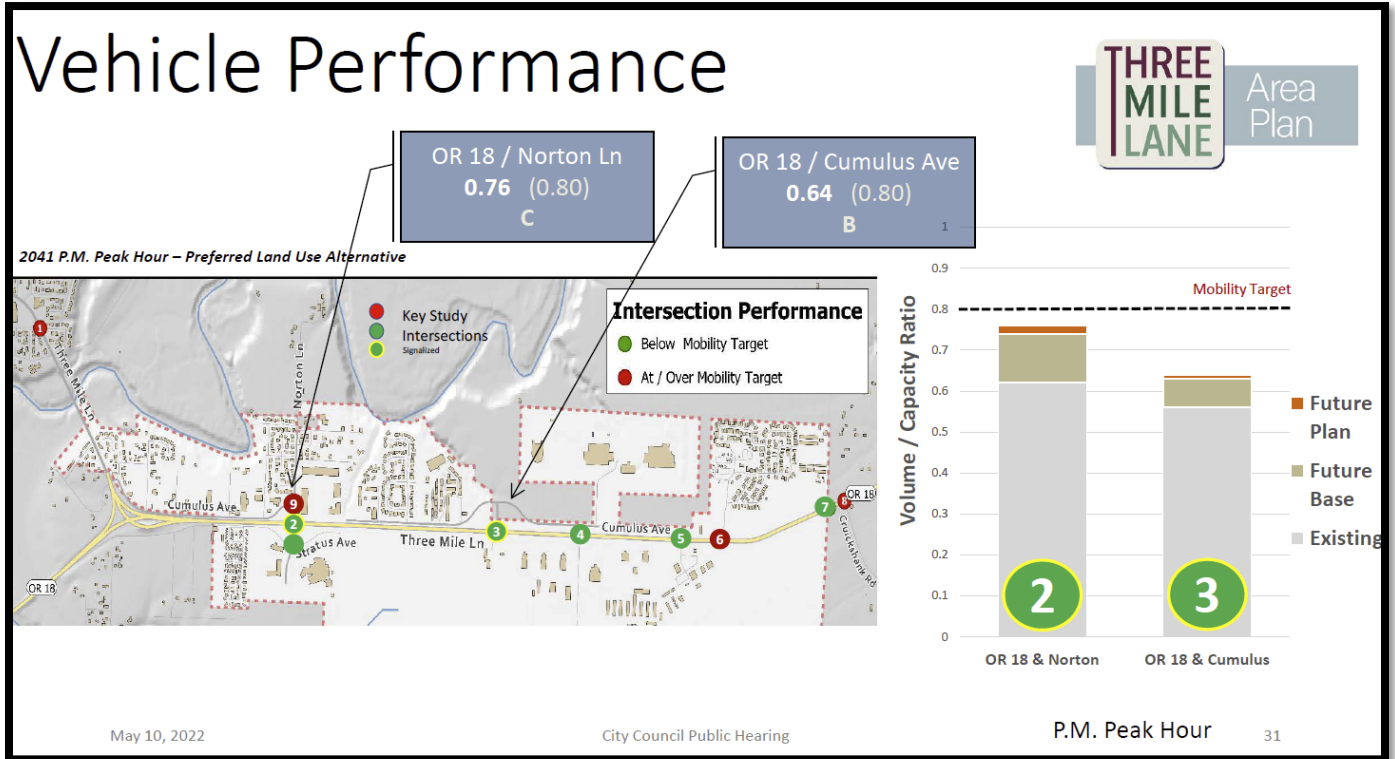


Then the consultant team and ODOT modelers analyzed what would happen to the two Highway 18 intersections if the land in the study area developed per the comprehensive plan map amendments needed to support the community vision for the Three Mile Lane Study Area at full build-out in 2041. With those amendments,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

Attachments:

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capacity respectively. And the system still operates within the adopted state standards for state expressways and freight routes. See figure below.



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

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

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

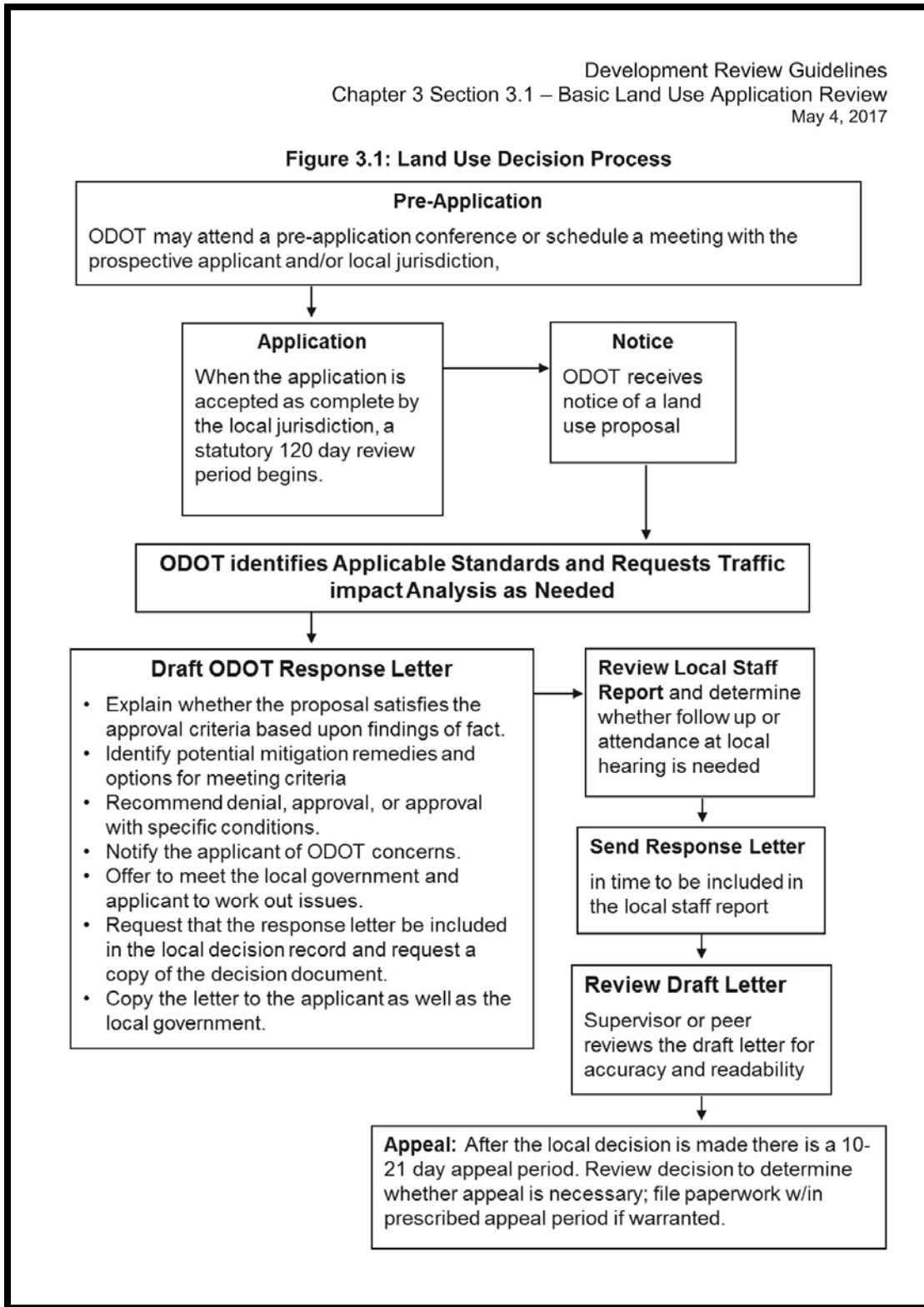
For development review (site plans, conditional use permit, etc.) ODOT’s review is limited to the Agency’s statutory authority to regulate access to state highways and to require mitigation for project-related impacts. ODOT has limited ability to require off-site mitigation and it must be directly related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

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

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



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Staff Recommendation: Staff recommends continuing the public hearing to July 26, 2022. There are many different dialogues now occurring on social media and in community groups, with people reaching out for more information to learn more about the Plan, the process undertaken to develop the Plan, the implications of adopting the Plan, and future community needs that can be resolved with this planning effort. Some entities have stepped forward and volunteered to help with encouraging more community engagement and dialogue and distributing information about the Plan.

Planning staff will work with the City's Communications Manager on developing more FAQs like the attached (but much more succinct and easier to read), social media messaging and public information sessions with a goal of engaging a broader spectrum of the community and encouraging more people to participate in the dialogue.

Additionally, several recommended amendments have been provided as part of recent testimony. Staff would like to review those and bring them back to the July 26 public hearing for the City Council's consideration.

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ

Fiscal Impact:

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

Recommendation:

Staff recommends the McMinnville City Council host a public hearing for Docket G 7 – 21 on June 14, 2022, and continue the public hearing until July 26, 2022.

Attachments:

- Testimony Received, 05.11.22 – 06.06.22
- Three Mile Lane Area Plan FAQ



MEMORANDUM

DATE: June 6, 2022
TO: Mayor and City Councilors
FROM: Heather Richards, Planning Director
SUBJECT: New Public Testimony for G 7-21, Three Mile Lane Area Plan

Mayor and Councilors,

Following is the public testimony that has been received 05.11.22 – 06.06.22 for the Three Mile Lane Area Plan public hearing. We are including testimony that we received from Britt Block on May 10, that was entered into the public record at the public hearing that evening but has not yet been included in your meeting materials.

You will note from the testimony that there is still some confusion conflating the three quasi-judicial rezone applications that are currently being considered by the Planning Commission in the Three Mile Lane area, and the Three Mile Lane Area Plan that is being considered by the City Council. Staff and legal counsel continue to advise you to focus on the testimony that is germane to the Three Mile Lane Area Plan.

Public Testimony:

- Email from Britt Block, 5.10.22
- Email from Eleanor Fuhrer, 5.29.22
- Letter from Patty O’Leary, 6.5.22
- Letter from Steve Iversen, 6.6.22.

ENTERED INTO THE RECORD
DATE RECEIVED: 05/10/2022
SUBMITTED BY: Britt Block
SUBJECT: Three Mile Lane Area Plan -
Public Hearing

From: [Britt Block](#)
To: [Claudia Cisneros](#)
Subject: Re: Please vote to Modify!
Date: Tuesday, May 10, 2022 11:12:40 AM
Attachments: [image001.png](#)

This message originated outside of the City of McMinnville.

Hi Claudia:

Britt Block
845 SE Morgan Lane
McMinnville OR

I hope the outcome favors a livable city.
Thanks for you work,
Britt

Get [Outlook for iOS](#)

From: Claudia Cisneros <Claudia.Cisneros@mcminnvilleoregon.gov>
Sent: Tuesday, May 10, 2022 10:53:10 AM
To: brittblock@hotmail.com <brittblock@hotmail.com>
Subject: RE: Please vote to Modify!

Good Morning Britt,

Thank you for submitting your public comment, because this is a land-use decision we will need your address for the record to have standing so that we can mail you a copy of the decision when it is completed.

Thank you,
Claudia



**City of
McMinnville**
Claudia Cisneros
City Recorder
503-435-5702 (desk)
230 NE Second Street
McMinnville, OR 97128

Website: <http://www.mcminnvilleoregon.gov> | [Recorder Page](#) |

PUBLIC RECORDS LAW DISCLOSURE: Messages to and from this e-mail address are public records of the City of McMinnville and may be subject to public disclosure. This e-mail is subject to the State Retention Schedule.

From: Scott Hill <Scott.Hill@mcminnvilleoregon.gov>
Sent: Tuesday, May 10, 2022 9:00 AM
To: Claudia Cisneros <Claudia.Cisneros@mcminnvilleoregon.gov>
Subject: Fwd: Please vote to Modify!

Received this morning. Mayor

Begin forwarded message:

From: Britt Block <brittblock@hotmail.com>
Subject: Please vote to Modify!
Date: May 10, 2022 at 8:53:19 AM PDT
To: "Scott.Hill@mcminnvilleoregon.gov" <Scott.Hill@mcminnvilleoregon.gov>, "Remy.Drabkin@McMinnville.gov" <Remy.Drabkin@McMinnville.gov>, "Adam.Garvin@McMinnville.gov" <Adam.Garvin@McMinnville.gov>

This message originated outside of the City of McMinnville.

Honorable Mayor and Ward 3 Council Members:

I am a Ward 3 resident, close to both Hwy 18 and Linfield. I don't mind the housing aspects of the 3 Mile plan. I am however entirely opposed to the big box retail center aspect of the plan!

I don't want Mac to become a magnet for anything other than 3rd street! Nearby towns have all the big box retailers a person could want. What they don't have is character, and this plan does not increase livability, which is Mac's main draw.

Hwy 99 is mostly an eyesore, however convenient it's retail might be. We do not need more of th1s!

Please vote no to the ill-conceived big box retail aspect of the 3 Mile plan.

Sincerely,
Britt Block

From: emfuhrer@onlinenw.com
To: [Heather Richards](#)
Subject: Three Mile Lane plan
Date: Sunday, May 29, 2022 5:32:33 PM

This message originated outside of the City of McMinnville.

City Council

I think this Council must be too young to recall the development -- or lack of it, previously along the "Bypass".

There was, once, an outlet mall. It closed for lack of business.

The "bypass" was developed to "bypass" the commercial traffic and signals on Hwy 99W and move traffic, more or less non-stop north and south. It has worked well in that regard.

I just recently returned from a vacation (senior style tour) of Oklahoma and SE Kansas. I took particular notice in three locations, two in Oklahoma and one in Kansas of prior large mall the theater properties. All were huge areas of ugly broken concrete (buildings removed) and grown over parking lots. They were failures in part due to bankrupt stores because of lack of shoppers and also thefts that happen more and more and have little law enforcement. Shop owners, big and small gave up.

Your spokesperson said there wouldn't be a significant increase in traffic on our 'bypass'. Hogwash! Without traffic, meaning shoppers, you're reinforcing failure.

While at least one commissioner, (her words, not mine), and perhaps city fathers want to make McMinnville a "mid-sized city", I think most folks living hereabouts would prefer to remain a smaller homier town with our own friends and neighbors providing the shops and services we need and want.

Eleanor Fuhrer
15654 SW Shilo Way
McMinnville, OR 97128

June 5, 2022

McMinnville City Council

Testimony concerning the Three Mile Lane Plan and Zoning changes

At the Three Mile Lane Public Hearing held on May 10, the planning director expressed frustration at the level of citizen “confusion” regarding the TML area plan. Citizens aren’t expressing confusion. They are expressing lack of trust in the planning department and, by association, the city leadership.

The planning director stated that the TML plan and the zoning change from industrial to commercial didn’t necessarily mean that big box retail development would happen. While technically that may be true, it is also equally true that the zone change from industrial to commercial establishes big box retail as a real possibility. It would be naïve to open that door, and then be shocked when Kimco, a developer known for mall development, walks through it, especially when Costco, Home Depot and Target are examples used in the developer’s application. WinCo, BiMart, Lowes and Walmart might take exception to Kimco’s application statement regarding hypothetically unavailable goods and services in McMinnville. It is disingenuous of planning to tell the city council and citizens to ignore the existing developer application while considering the TML area plan.

Retail leakage has been cited as the reason for increasing commercial land. Those numbers need to be looked at more thoroughly. How much of that leakage is from residents who work outside of McMinnville? If I worked in Salem, I guarantee that I would not drive back to McMinnville for lunch no matter how much commercial land is available. Stating that retail leakage will be significantly limited by changing zoning strikes me as questionable logic based on the information we’ve been provided. We’ve been given an overview of WHAT is happening, but there’s been no details as to WHY it is happening other than speculating needing more commercial land. “Build it and they will come” didn’t work out so well for the mall on the other side of Highway 18.

The planning director also assured attendees that development and zone changes along Highway 18 would have no significant impact on traffic or the highway’s designation as a “bypass.” Yet the Norton intersection was called out as degrading to a .76 level of performance, just .04 away from requiring improvement. In case it slipped everyone’s mind, the Norton intersection is the hospital intersection. Is allowing a performance level of .76 at such a critical intersection or moving emergency traffic from a highway to a frontage road in the best interests of citizens?

One thing I haven’t been able to figure out based on the available “traffic science:” how does increasing the traffic on Highway 18 result in lower greenhouse gases? Is it new science?

Over the past five years, I've learned to be skeptical of traffic assurances from a department that accepted a developer-funded July traffic count on Baker Creek Road, the main feeder from the west directly to the high school. The summer timing was justified because there weren't any schools nearby. A citizen-funded study done during the school year showed significantly higher traffic levels but it was tossed by planning. So much for traffic "science." During that memorable Stafford hearing, a city representative told the citizens to "live with it." That experience may be why I seem to be hearing that same sentiment now, regarding the TML area plan. Will the response be the same during the Kimco hearing as well?

Our planning department states they want citizen input, but at the TML plan hearing, the planning director seemed discouraged with the citizen comments that had been received. Is it because the citizens aren't falling in line with the department's wishes?

Citizens have had five years to observe how projects have been presented versus how those projects have been built, and whether those projects fit McMinnville. Bait and switch is something we've become all too familiar with: we're told the largest, highest density development is required to provide affordable housing, and so planning pushes it through. Instead, we get acres of cookie cutter houses that are far from affordable, the traffic headaches that come with that level of development, and all located in an area of town that previous city leaders recommended have limited development because of east-west connector restrictions. Is anyone really surprised that citizens don't trust planning's assertion that a zoning change doesn't mean a town-killing mall?

Despite requesting citizen input, planning rarely seems to consider the input. In 2017, the city planning commission denied the initial Stafford development at the southeast corner of Baker Creek and Hill Roads because of errors in the planning staff report – discovered by citizen testimony – and the confusion of having to pass multiple ordinance changes at one time. Instead of correcting the staff report, the planning department recommended that the city council ignore the planning commission's decision on the largest and highest density development in McMinnville, a development that would fundamentally change the way McMinnville looked and lived. It's worth noting that for Stafford, all six ordinances "had" to change at the same time, but for the TML plan, we're told to ignore an existing follow-up application, submitted by an acknowledged mall developer, that hinges on the zoning change.

An aside related to the Stafford development: the planning department made a unilateral decision to allow the removal of a grove of century oak trees. The planning department underestimated how much those trees meant to the citizens, but then again, planning never asked. Does anyone really believe an oak tree logo and a park bench are adequate replacements for century-old trees?

Lest one thinks that only citizen input is ignored, Mac Parks did not want the approximately 15 acres of unbuildable land that Stafford wanted to "donate" as a park. The planning department overrode the Parks' input and accepted the unbuildable land, taking it off the tax rolls and adding to the Parks' overhead and maintenance responsibility.

Issues with planning inconsistencies aren't limited to the northwest corner of McMinnville. The planning department has frequently stated that downtown housing is needed. Yet the department has allowed almost all of the housing units on Third Street to be converted to vacation rentals. The Taylor Hardware building renovation is the most recent example of lost affordable housing.

An affordable mobile home park on First Street was allowed to be removed for market rate apartments at a significantly lower density than zoned.

And an affordable multi-unit motor court and a large house between Adams and Baker were demolished to provide for a five-story building that was to include both office (two floors) and residential units (three floors). Is it surprising that the end result is a two-story office building with no housing? I don't know that the revised plans ever went back to the city council for approval.

Personally, I have had the opportunity to sit on three citizen advisory committees. Each committee started with about 20 enthusiastic people. By the third meeting of each committee, half to two-thirds of the people had dropped out. I asked a couple of people why they quit attending the meetings and was told that they felt there was no option for real input and that they were being led to a foregone conclusion. Out of three committees, to the best of my recall, only three original citizen members attended through the entire process: Mark Davis, Sid Friedman, and myself. Yet anyone who attended one of the three original meetings was listed on the final reports, implying that they had provided input and were in agreement with the results, a less than forthright representation of what really occurred.

A few weeks ago, I went to the citizen input meeting for Third Street. I left when I discovered that decisions had already been made about the functionality of Third Street and citizen input was limited to tree and garbage can choice. I shouldn't have been surprised since that's the usual point when citizen input is sought.

During my citizen advisory committee service, the planning director kept admonishing us that our input would lead to decisions that would influence the next 100 years, the next five generations. I don't think anyone expects trash cans to have a useful life of 100 years, yet that appears to be the only type of topic for which citizen input is taken seriously. We live in McMinnville. We shop here. We deal with traffic. We pull together when our city faces challenges from the economy or pandemics. And we have to foot the bill, both financially and in our quality of life, for the decisions made by city leaders.

McMinnville has spent decades protecting and promoting Third Street. That effort has resulted in national recognition as a great small town and Third Street is one of the primary tourist draws. McMinnville isn't Sherwood or Tualatin, nor does it want to be. Yet the planning department continues to be tone-deaf to McMinnville's core identity. The proof is right there on the Three Mile Lane area plan. It's labeled "Town Center."

Patty O'Leary

June 6, 2022

To: McMinnville City Council
Heather Richards, Planning Director

From: Steve Iversen
1033 SW Courtney Laine Dr
McMinnville

Subj: Comments on Three Mile Lane Area Plan for public hearing June 14, 2022

As the Three Mile Lane Area Plan has come to the Council for consideration, we are seeing some excellent public testimony, and now this initiative is finally getting the vigorous discussion such an ambitious plan deserves. I've read a good deal of the voluminous documentation and have followed the process fairly closely, and wish to submit the following comments and suggestions for Council consideration.

Upon a cursory reading, the plan has immediate appeal as a positive vision for the Three Mile Lane area and the city at large. It's only after digging more deeply that one begins to realize that while the vision is grand, many features of the plan will probably be implemented far in the future. Primary obstacles will be the cost of improvements, and the availability of land for locating them. For example:

- The frontage road extensions and associated closures of access points along Hwy 18, as critical as they are to improving connectivity within the area, could prove difficult and expensive to implement;
- Bikeways along the frontage roads and elsewhere in the area may be contingent on extension of frontage roads, thus will be delayed, and will certainly incur a non-trivial cost;
- Likewise, the installation of a roundabout/signal at Cirrus and Hwy 18, although treated in the Plan as if it's a sure thing, now seems to suffer the same fate as other transportation improvements – it will not be implemented “until traffic conditions warrant it”;
- Likewise, the rebuild of the 3ML/Hwy 18 interchange, also treated as a foundation of the transportation plan, will clearly not be done for a long, long time, and a root cause is scarcity of state funding in the face of other high-priority needs;
- Likewise, implementation of interchanges at Norton and/or Cumulus will not happen for at least 20 years, even though such interchanges would yield a huge improvement in Hwy 18 mobility, as well as ease of access for pedestrians and bicycles from north to south;
- What should be a top priority to serve people in the 3ML area, pedestrian bridges across Hwy 18, has been demoted to an afterthought on page 50 of the Plan, so that this too seems unlikely to happen within a 20-year window.

Recommendation: I do not yet see concern from the City on these issues, nor do I have much hope for funding to be made available for any of them. Therefore, what I ask of the City is that it at least recognize that this is a problem, and in the Plan, instead of giving the impression that all this will start happening before our very eyes, some cautionary language is inserted that calls attention to the roadblocks we face and the timelines people should expect.

Now I'll turn to addressing specific parts of the Plan that I feel need improvement, in a format that starts with a recommendation, followed by a description of the related context.

Recommendation: Give strong consideration to a Neighborhood Activity Center on Stratus Avenue west of the hospital, and amend the Plan to include it if agreed upon.

Background: This is one of the best ideas that has arisen from the public discussion. The Planning Director told the Council at the May 10 meeting that she will address this at the June 14 meeting, and I'm eager to see where it goes from there.

Recommendation: Amend the Plan to recommend rezoning the industrial land to the south of Hwy 18 to M-L. Drop any specific depiction of a "retail center" or "retail town center" in this area (as in the map on page 20), as this is not an appropriate designation at this stage of the Plan.

Background: The M-L zoning excludes undesirable heavy industrial activities in this area but still allows for a variety of uses, and would shift the retail emphasis toward the neighborhood-serving scale found in a Neighborhood Activity Center. As Planning Director Richards pointed out in the May 10 staff report, M-L allows activities such as medical uses, medical professional services, R&D offices, business and trade schools, etc.

Recommendation: Amend the section "Economy", pages 12-13 of the Plan, to de-emphasize the general retail potential, and to give strong emphasis to neighborhood-serving retail.

Background: The way it's written now seems to brazenly favor the known goals of a current property owner in the area. This is not good optics for the City. Friends of Yamhill County has submitted suggestions for rewriting this section, and I certainly have ideas of my own.

Recommendation: Amend the Plan to strengthen the language in the Great Neighborhood Principles (pages 16-17); in fact, go back to the foundational documents

for the GNP to amend them. While you're at it, do the same for the Policies listed in the 3MLAP on pages 35-36.

Background: I thank Councilor Peralta for bringing this up on May 10. And I appreciate what Planning Director Richards had to say about the language in response – that it's due to a lack of regulatory guidelines that will be implemented gradually going forward. But what's the point of cranking up our Plan with weak, non-directive language from the get-go? For a plan like this with such lofty aspirations, let's not mince words. Let's say what we want clearly and strongly from the start, and not plan on backing into it later.

Recommendation: Amend the Plan to strongly support pedestrian bridge(s) across Hwy 18, by acknowledging the value of this for local residents and expressing strong City support for making it happen, including a commitment to finding the funding.

Background: I cannot say this often enough or strongly enough. This should be non-negotiable for the City, particularly since any other pedestrian-friendly pathways (e.g., interchanges or grade-level crossings) are non-starters. The language inserted on page 50 of the Plan is an embarrassment to the City.

Thank you for considering my suggestions.

Signed,
Steve Iversen
McMinnville



Three Mile Lane Area Plan

FAQ SHEET

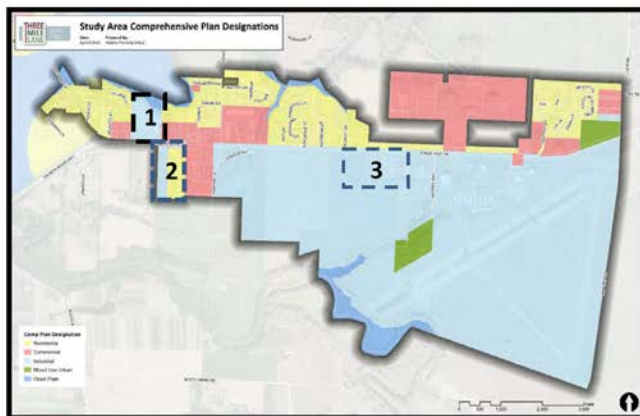
What is an Area Plan?

An area plan is a community vision for a specific area in the community developed by community members.

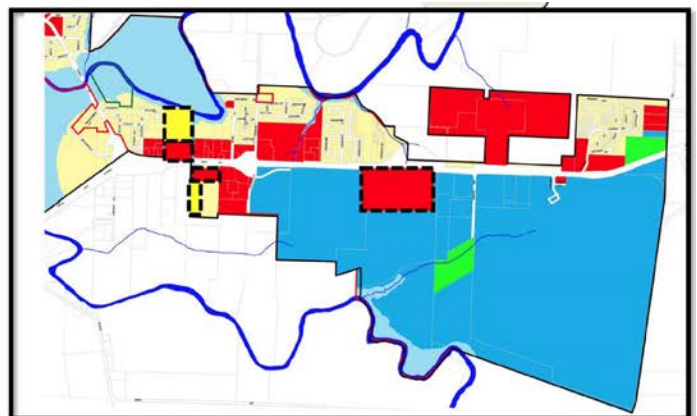
An area plan is a high-level guidance document illustrating how a community would like to see a specific area develop in the future. It is meant to help future planning efforts in terms of planning infrastructure and amenities to support the vision of the Area Plan. It is very conceptual. Exact locations, engineering, and design of public improvements occur at a future date. Land development is based on the underlying comprehensive plan map designation and zoning. The Three Mile Lane Area Plan recommends three different areas of comprehensive plan map changes but does not actually change the comprehensive plan map. See below. (Red = Commercial, Blue = Industrial, and Yellow = Residential)

Specific land uses highlighted on the preferred land use alternative plan are the city’s desired land uses for that area. The property owner has the right to develop their land per the allowed land uses in the underlying zoning on the property.

Existing Comprehensive Plan Map

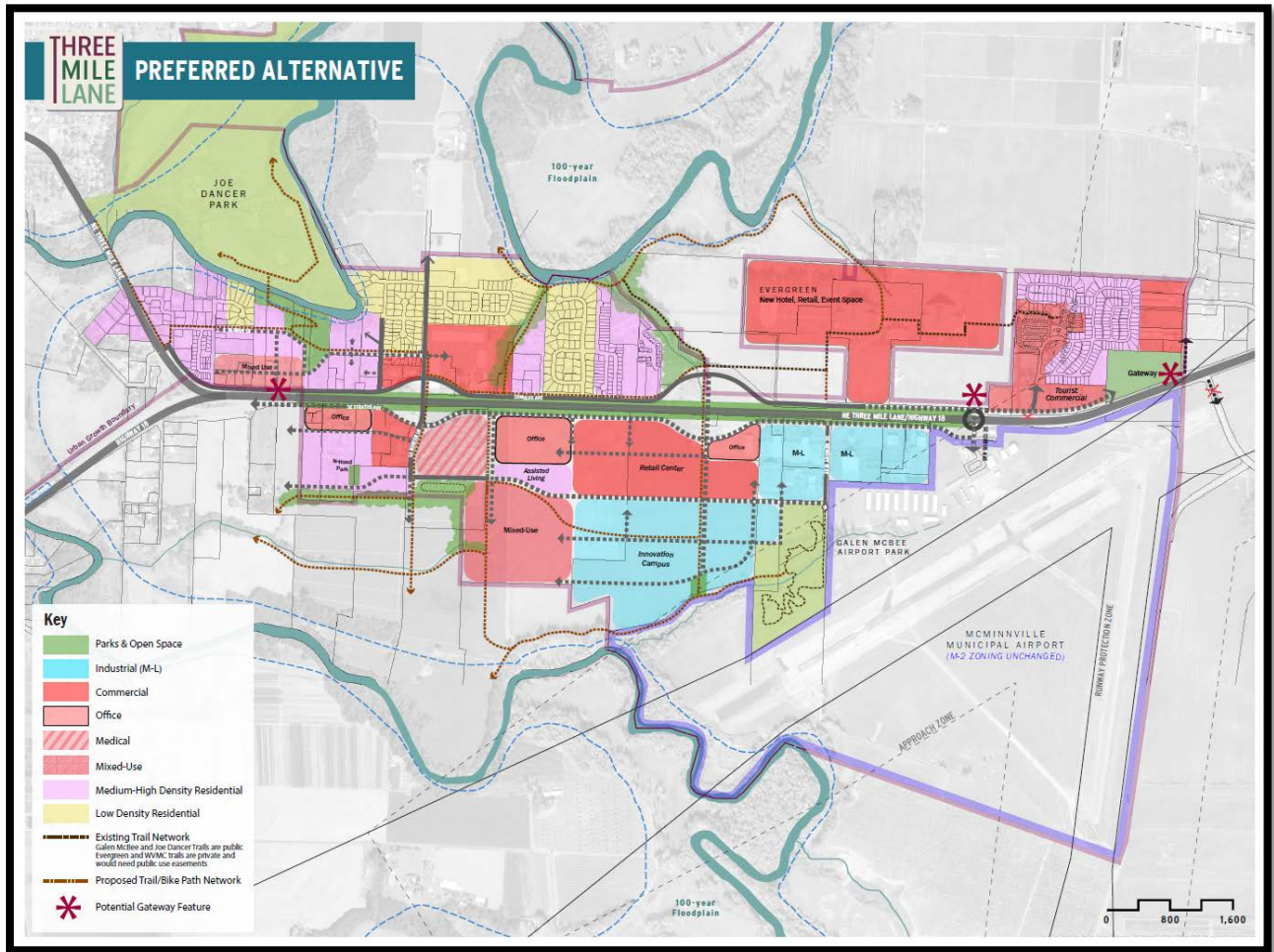


Proposed Comprehensive Plan Map



Site 1 = (13.5 Net Acres)	Site 2 = (7.6 Net Acres)	Site 3 = (33 Net Acres)
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Net acres = buildable acres minus acreage for streets



Three Mile Lane Area Plan Preferred Land Use Plan

What is the value of an Area Plan?

An area plan can put all of the pieces of the puzzle together to ensure that there is a coherent and cohesive plan for development in an area in terms of the larger land-use classifications, zoning, and necessary public amenities and improvements. It also serves to communicate the city’s desired future development for the area on a conceptual level.

I heard that the Area Plan will make Highway 18 a congested road similar to Highway 99 and that it will jeopardize the long worked for Bypass efforts?

The Area Plan does not change the classification of Highway 18 as a bypass (which technically is classified as an expressway in the state highway system). The Oregon Department of Transportation (ODOT) has adopted standards for mobility and congestion on all of their highways based on the classification of that highway. An expressway and freight route (which

is the classification for Highway 18 – is the second highest classification for mobility just after an interstate (ie I-5 and I-84). The Three Mile Lane Area Plan was funded by ODOT, managed by ODOT and the transportation analysis was conducted by ODOT and consultants hired by ODOT to ensure that the standards for Highway 18 as an expressway and freight route are not compromised by the Three Mile Lane Area Plan.

Highway 99 is a regional highway – it has a much lower mobility standard, this is evidenced by how close the signalized intersections and driveways are to each other on 99 W.

Next time you drive down 99W in McMinnville, take a look around at how many driveways access the highway, how close those driveways are to each other and how closely spaced the signalized intersections are to each other. Then drive down Highway 18 and look for driveways (there are very few), how many signalized intersections there are (two) and how far apart they are. This is what ensures that Highway 18 functions as an expressway and differentiates it from Highway 99W.

OREGON HIGHWAY PLAN (1999)

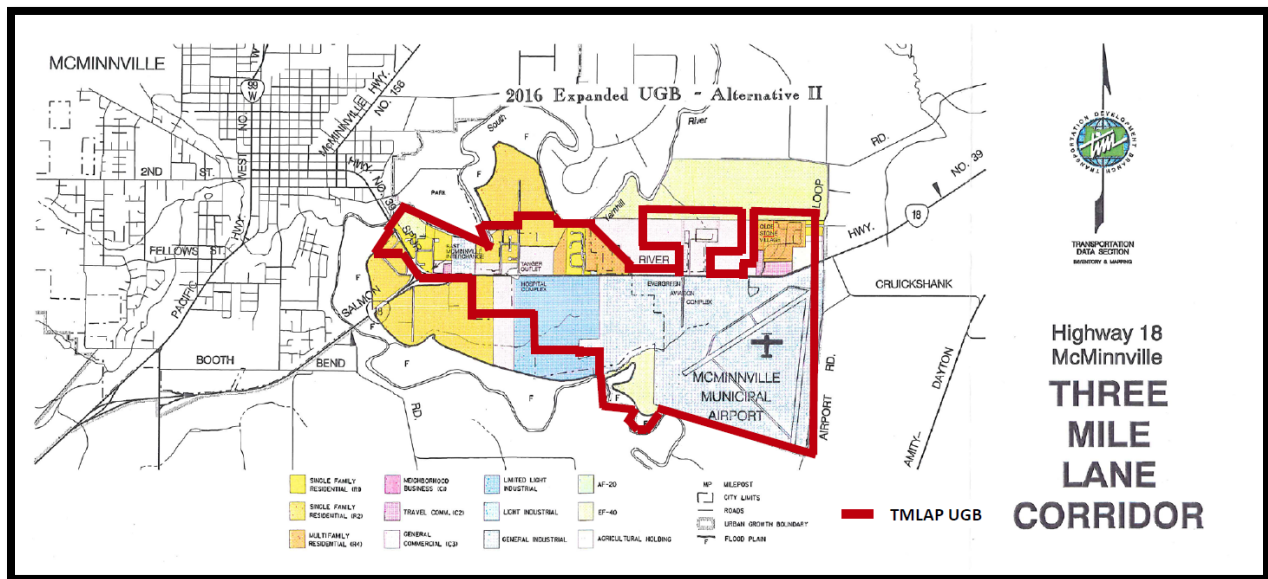
VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO ^{17A, B, C, D}							
Highway Category	Inside Urban Growth Boundary					Outside Urban Growth Boundary	
	STA ^E	MPO	Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA	Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph	Non-MPO where non-freeway speed limit >= 45 mph	Unincorporated Communities ^F	Rural Lands
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Regional or District Highway	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

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

Volume to capacity ratio indicates the amount of accepted congestion at intersections and represents the percentage of overall capacity – ie 0.80 = 80% of overall capacity.

I heard that the City worked with ODOT on a Highway 18 plan in 1996 to ensure that Highway 18 functioned as a bypass and that this Plan will prevent that plan from moving forward.

The 1996 Oregon Highway 18 Corridor Refinement Plan is still in play. It is predicated on three phases of transportation improvements on Highway 18 based on how much growth and development occurs and how many vehicular trips are using the system. When it was first developed, it contemplated both a larger urban growth boundary (UGB) and more commercial land in the Three Mile Lane area than what is contemplated in the Three Mile Lane Area Plan.



Oregon Highway 18 Corridor Refinement Plan – Growth Scenario with Three Mile Lane Area Plan UGB juxtaposed on it.

This growth scenario contemplates significantly more housing to the north and the southwest, as well as extended industrial to the south, and more commercial south of the Hospital and west of the Evergreen Campus.

Data analysis from the Three Mile Lane Area planning effort estimates that we are currently in Phase I of the Oregon Highway 18 Corridor Refinement Plan moving into Phase II and that the Three Mile Lane Area Plan at buildout is within the Phase II scenario of the Oregon Highway 18 Corridor Refinement Plan.

I heard that the Three Mile Lane Area Plan will add signals and intersections to Highway 18 that we do not need and will also remove a much-needed interchange from the Plan?

The Three Mile Lane Area Plan does not remove any interchanges from existing or future plans for Highway 18. The transportation analysis conducted for the Plan, which contemplated full build-out of the land within the city limits as illustrated in the Three Mile Lane Area Plan demonstrates that the interchange is not yet needed in the next twenty years even with the anticipated population growth in McMinnville in that time period. Determination of need is calculated by how many vehicular trips are anticipated to use the highway at its peak times and the v/c ratio at the intersections. Per state law the planning horizon for a comprehensive planning process is 20 years. For the Three Mile Lane Area Plan, the planning horizon is 2021-2041, and the transportation analysis was based on the full build-out of the Three Mile Lane Area Plan as proposed.

The interchange will probably be needed in the future beyond 20 years and ODOT and the City are working with property owners to preserve the land for it, however, if the data does not demonstrate the need for it, it will not be funded and constructed until such time the data indicates it is warranted. This is the way that ODOT ensures that public money is not building public improvements that are not yet needed. If the City wants to build it prior to the data supporting the need for it, the City would need to finance it. An interchange is currently estimated to be \$50 - \$80 million dollars.

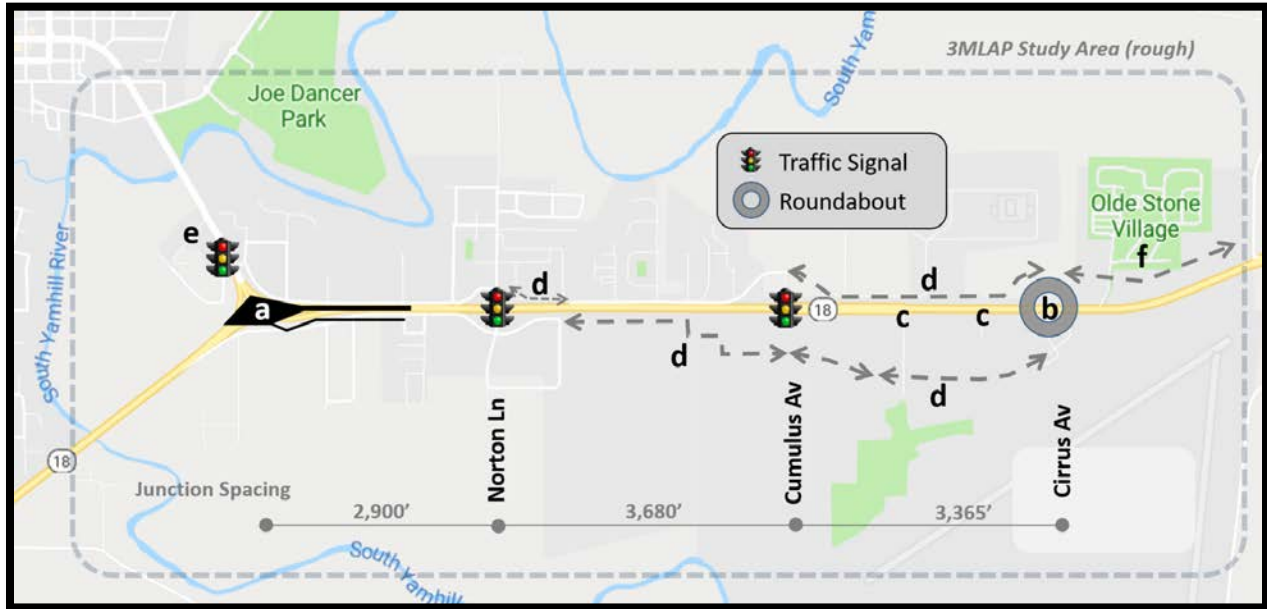
If development exceeds the transportation projections of the Plan than ODOT and the City can require the construction of the needed improvement. Traffic impact analysis is required for comprehensive plan map amendments, rezones and development review. For each stage of land use that becomes more detailed – ie a development review is more detailed than a rezone which is more detailed than a comprehensive plan map amendment – the traffic impact analysis becomes more detailed and refined. The Oregon Highway Plan requires traffic impact analysis for each stage of land use when the proposed land use application is impacting a state highway or facility.

The Plan does highlight a planned controlled intersection at Cirrus and Highway 18 – either a signal or a round-about – that does not exist today. This intersection improvement is identified in the Oregon Highway 18 Corridor Refinement Plan and is based on the premise that a controlled intersection will be needed at Cirrus when the local access points to Highway 18 between Cumulus and Cruickshank Road are closed to increase safety and mobility on the highway which are also identified in the Oregon Highway 18 Corridor Refinement Plan.

The consultants proposed a round-about, city leadership did not want to commit to a roundabout as the best solution and wanted more time to study whether the needed

improvement should be a roundabout or a signalized intersection with the City's Transportation System Plan update.

The two signalized intersections on the Three Mile Lane Area Plan exist today.

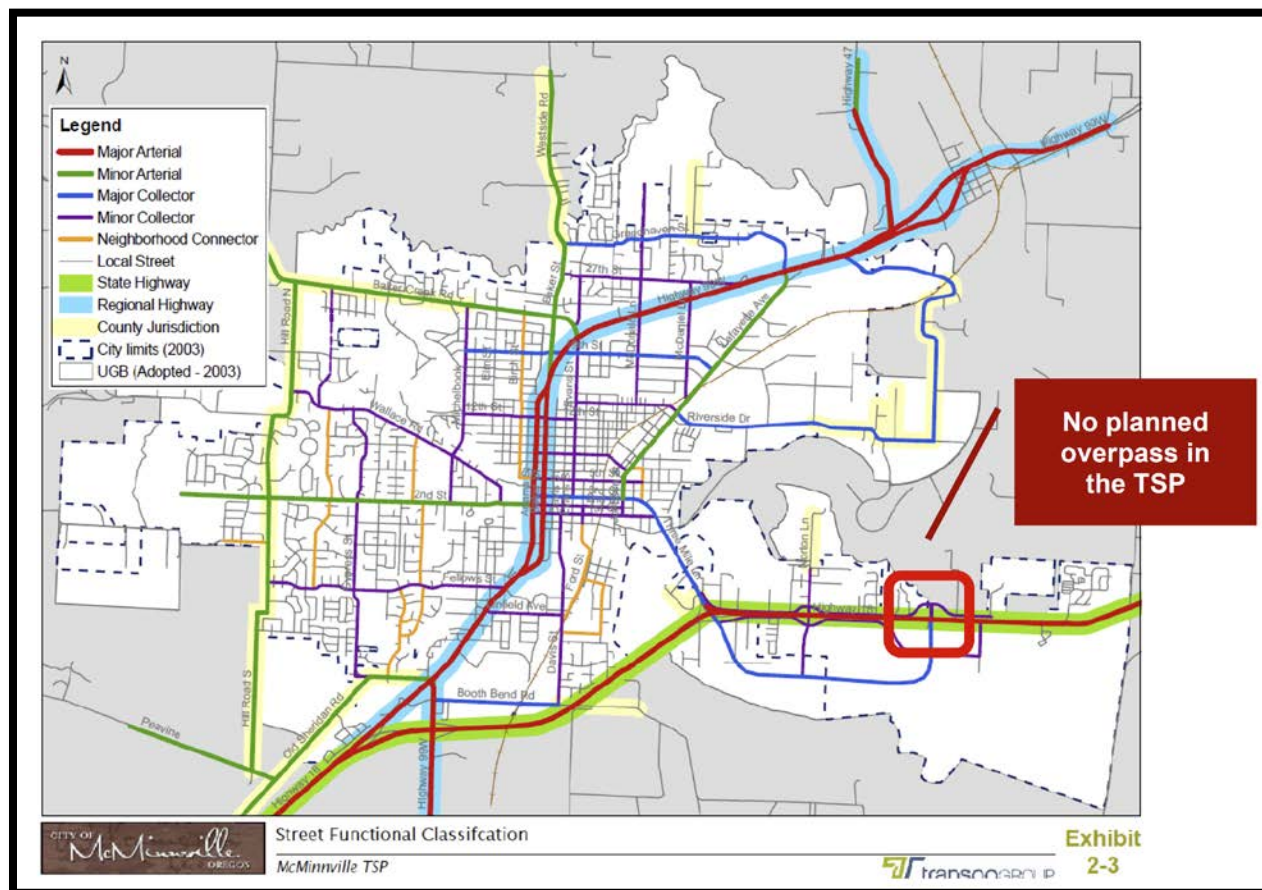


Preferred Transportation Plan for Three Mile Lane Area Plan

- a) Three Mile Lane interchange - reconstructed for full directional access and crossing, with new connector to Stratus Avenue - see Figure 13).
- b) Cirrus Avenue - new roundabout on OR 18, with McMinnville gateway features.
- c) Removal of at-grade street and driveway accesses to OR 18 in the section between Cumulus Avenue and the eastern edge of the study area, including Loop Road and Cruickshank Road (Cruickshank Road is not shown in Figure 8, as Cruickshank Road is external to the Three Mile Lane Study area).
- d) New east-west frontage streets north and south of OR 18, linking Cirrus Avenue, Cumulus Avenue and Norton Lane. These and other local street connectors are depicted in Figure 11.
- e) New traffic signal (or roundabout) at Three-Mile Lane and Cumulus Avenue.
- f) Loop Road - disconnect from OR 18 and realign to new Cirrus Avenue connector and roundabout.

I heard that the Three Mile Lane Area Plan removes a planned interchange at Cumulus Avenue and Highway 18 from McMinnville's Transportation System Plan.

The McMinnville Transportation System Plan does not contemplate an interchange at Cumulus Avenue and Highway 18, because it was not considered needed during the planning horizon of the Transportation System Plan, 2003-2023.



Transportation System Plan map.

Note that the urban growth boundary modeled in the Three Mile Lane area is larger than the current urban growth boundary (UGB) in this area. In 2003 the City submitted an urban growth boundary amendment to the state to meet identified future residential, industrial and commercial land need. That UGB submittal was challenged and appealed resulting in a remand in 2013 that did not allow the additional land in the Three Mile Lane area to come into the UGB. The McMinnville Transportation System Plan conducted in 2010 was based on the 2003 UGB submittal.

I don't want to see the farmland on the south side of Highway 18 developed.

The reality is that much of the farmland on the south side frontage of Highway 18 is located within the city limits and is zoned for development whether the Three Mile Lane Area Plan is adopted or not. The question is what will be developed on that land. Currently, it is zoned mostly M2, which is the city's general and heavy industrial zone. This zoning allows for everything from an asphalt batch plant to heavy and light industrial manufacturing, and industrial research and development office space, as well as education facilities, etc. The Three Mile Lane Area Plan tries to proactively state that McMinnville would rather see some of it developed as commercial to meet McMinnville's future commercial land need and the majority of it developed as a mixed-use Industrial Innovation Center with light industrial uses, industrial incubator space, office space, and supportive educational facilities. The Three Mile Lane Area Plan also calls for distinctive design and development standards to ensure that the development reflects McMinnville's unique sense of place as this is McMinnville's gateway and the first impression for travelers on Highway 18.

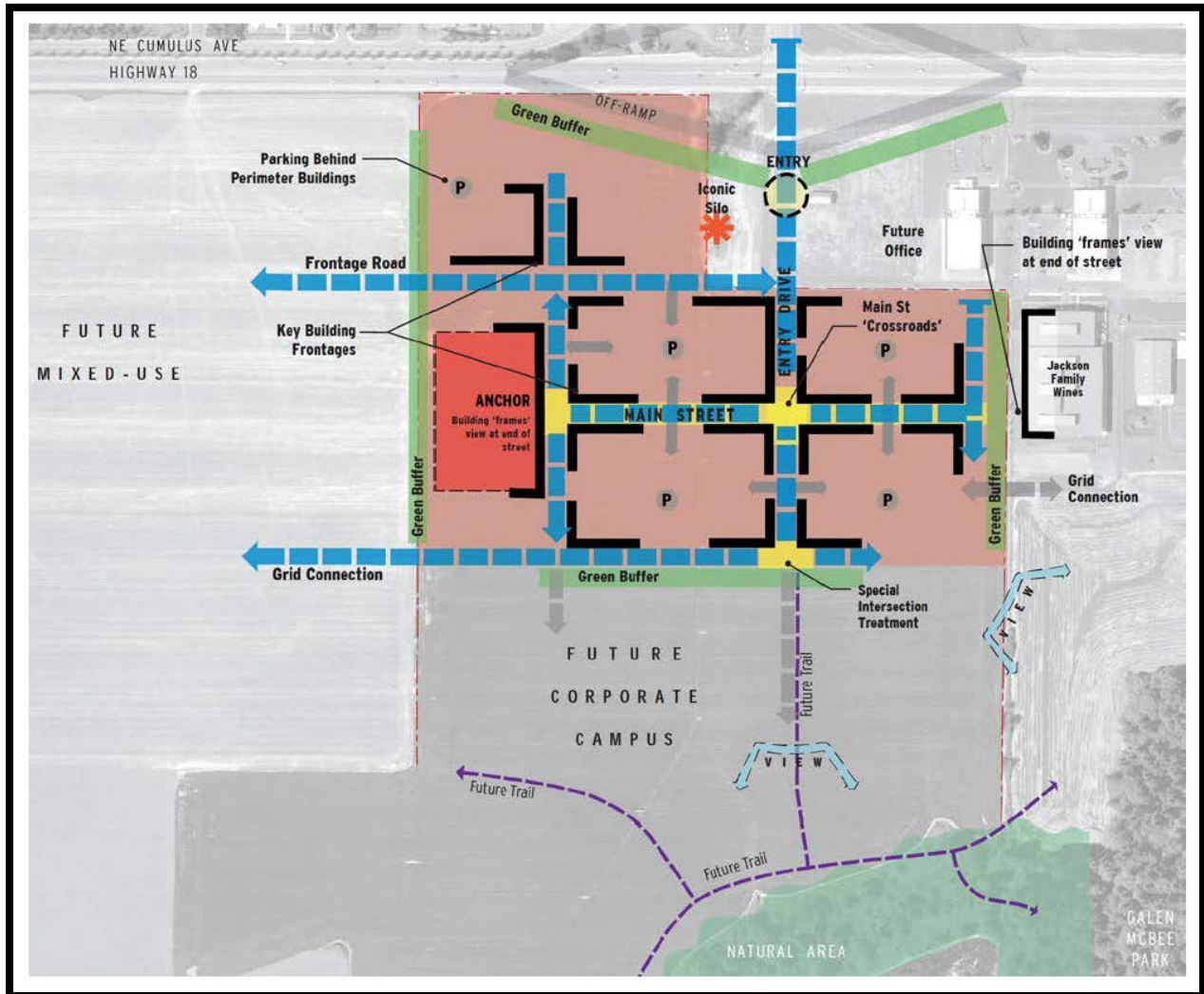
I heard that the commercial plan for the south side of Highway 18 will be the largest shopping center in Yamhill County and the region – we don't want a Washington Square Mall or Keizer Station in McMinnville.

The commercial site on the south side of Highway 18 that is contemplated is called out as 40 – 60 acres in the Plan, however, only 33 net buildable acres were modeled in the transportation plan. Land that is not already developed needs to set aside acreage for public roads to access the land. In this particular area of the Three Mile Lane Area Plan major street infrastructure has not been constructed yet, including the necessary frontage road network and the improvements at the intersection of Cumulus Avenue and Highway 18. The City is also hopeful that it can work with the property owners to set aside land for the future interchange at Cumulus so that it is available when the interchange is needed.

For some size perspective, consider that:

- 33 net acres is comparable to the Walmart, Winco and Wilco sites combined in McMinnville on Highway 99 W (those are 34 net acres).
- The Safeway complex and the Lowe's complex are each approximately 20 net acres.
- Keizer station is 237 acres and Washington Square Mall is 135 acres.

Conceptual rendering from Three Mile Lane Area Plan of Retail Center on south side of Highway 18



I heard that the Plan is based on what KIMCO, an outside developer wanted to see happen in the Three Mile Lane study area.

The Three Mile Lane Area Plan is the result of three years of community planning led by a project advisory committee comprised of McMinnville residents and business owners. KIMCO is a partial owner in a 90-acre site on Highway 18 that is currently vacant. They own the property with Alan Roodhouse who was a long-term McMinnville resident and member of McMinnville Industrial Promotions. The final map for the Three Mile Lane Area Plan is derived from public design charrettes, public open houses and town halls. The project advisory committee reviewed what the public said they wanted, the studies provided by the consultants and their own work to collaborate on the final recommended Plan document.



Design Charette for Three Mile Lane Area, Summer 2017

COMMUNITY VISION

THREE
MILE
LANE

Area
Plan

Literally
Drawn by
Community
Members in
Charrettes

Drawing from design charrette in 2019

If the commercial site on the south side of Highway 18 is actually only intended to be 33 net buildable acres of commercial development, why is it considered a regional shopping center in the Plan document?

McMinnville's commercial amenities serve many of the smaller communities around it. The commercial market area expands beyond the McMinnville city limits thus it is defined as a regional shopping center.

Do we need more commercial land in McMinnville?

That probably depends on who you talk to. Many different land-use studies have identified the need for more commercial land in McMinnville. The 40-acre site contemplated in the Three Mile Lane Area Plan is representative of the 40 acres that the city adopted as a land-use efficiency in its recent Urban Growth Boundary amendment. A land-use study conducted in 2001 identified the need for additional commercial land. The city had to show the state how it was going to meet that land need. The city could either expand its urban growth boundary to meet the need or it could rezone land to commercial to meet the need. At the same time, studies have shown that McMinnville has a surplus of industrial land. After lengthy community dialogues, the city opted to rezone 40 acres of industrial land on the south side of Highway 18 to meet the commercial land need within the city limits rather than expand its UGB for that land need. This was adopted by the City in December 2020 and memorialized in its Comprehensive Plan goals and policies document.

Additionally, the City has conducted many different studies over the past 10 – 15 years that demonstrate a significant retail leakage in McMinnville of general merchandise dollars. What this means is that McMinnville residents are driving to other communities to shop for general merchandise. The most recent study indicated an annual retail leakage of approximately \$97 million dollars. One of the roles of city planning is to ensure that residents have access to needed amenities in their own communities to prevent the need to drive somewhere else to access them. This is done for equity and climate change purposes. Driving 70 miles round trip to another community to shop for ongoing necessities puts a cost burden on low-income families and encourages gas emissions that we should be trying to reduce.

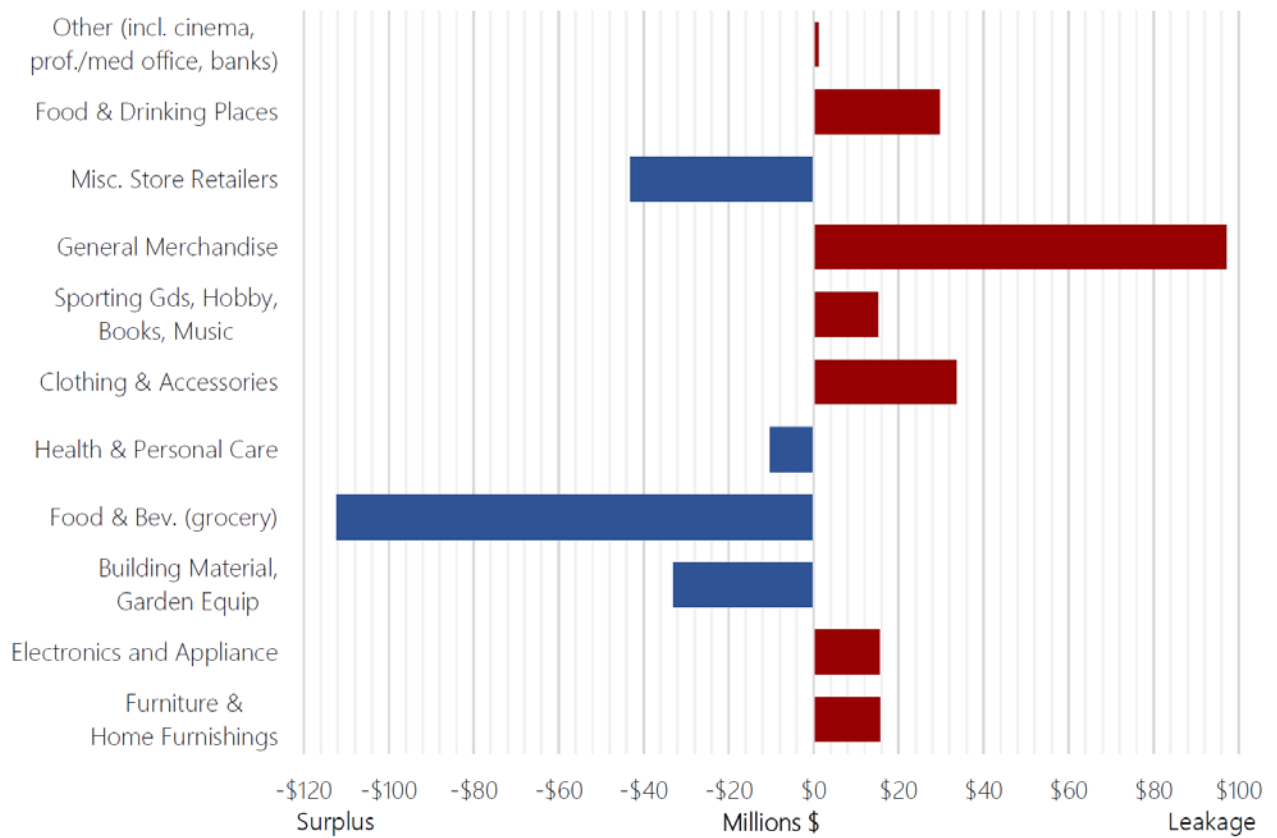
The following table is from a Market Analysis conducted by Leland Consulting Group in 2019 for the Three Mile Lane Area Plan project advisory committee to identify market needs in McMinnville. Those items illustrated in red indicate annual dollars that McMinnville residents spend on goods outside of town, which is often labeled as retail leakage.

Table 8. Retail Leakage Analysis, McMinnville Market Area

	Est. HH Demand	Current Est. Sales	Current Leakage (\$)
Furniture and Home Furnishings	\$25,459,215	\$9,815,869	15,643,346
Electronics and Appliance	\$25,779,334	\$10,205,468	15,573,866
Building Material, Garden Equip	\$56,286,379	\$89,349,237	-33,062,858
Food and Beverage (grocery)	\$132,402,012	\$244,668,336	-112,266,324
Health and Personal Care	\$49,511,435	\$59,825,939	-10,314,504
Clothing and Accessories	\$39,384,538	\$5,785,467	33,599,071
Sporting Gds, Hobby, Book, Music	\$27,981,058	\$12,792,050	15,189,008
General Merchandise	\$138,540,476	\$41,383,114	97,157,362
Misc. Store Retailers	\$38,326,257	\$81,493,693	-43,167,436
Foodservice and Drinking Places	\$83,233,240	\$53,518,658	29,714,582
Other (including cinema, prof./med. office, consumer banks, etc.)	\$92,535,592	\$91,325,675	1,209,917

Source: ESRI

Figure 25. Market Area Retail Demand: Surplus/Leakage



McMinnville Three Mile Lane Area Plan, Market Analysis, April 16, 2019

I don't want or think that McMinnville needs more large retailers.

As part of this planning effort the City conducted surveys, town halls and public open houses, where the majority of participants indicated that they did feel that McMinnville needed more large retailers and wanted to see those commercial amenities in McMinnville.

Develop new commercial spaces along Three Mile Lane (ie gas station, grocery, retail).

THREE MILE LANE Area Plan

Community Priorities

The University of Oregon "Green Cities" research team conducted a design charrette to better understand the opportunities and constraints associated with the McMinnville Three Mile Lane corridor study area. The participants (listed in Acknowledgments) identified and ranked the issues of highest priority, and these scores are shown below. The overall highest scoring topics focus on employment land use, stability and diversity; multi-modal mobility and connectivity; and Three Mile Lane sense of place. These focus topics form the foundation for this report.

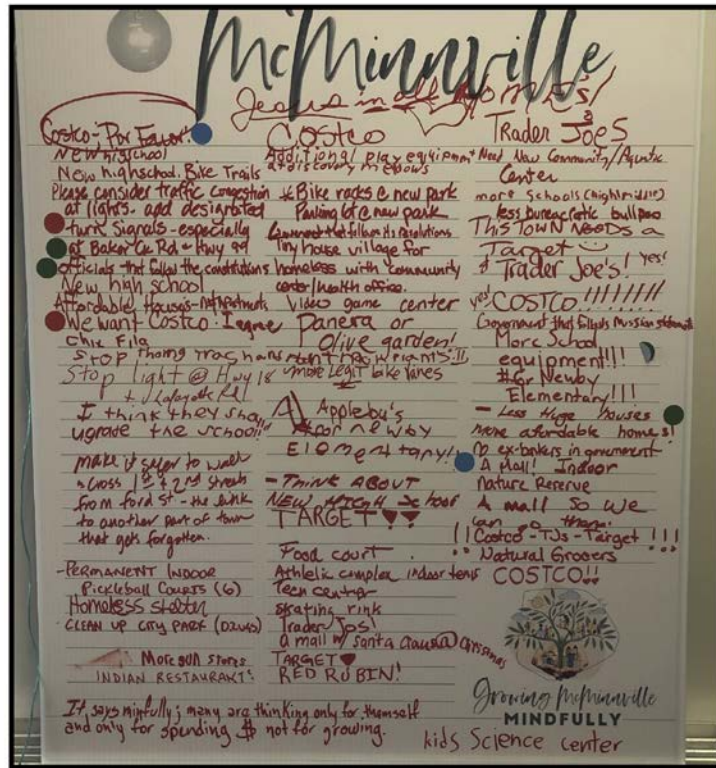
Land Use Flexibility and Diversity

- (30) Develop new commercial spaces along Three Mile Lane (ie gas station, grocery / retail).
- (17) Promote services / amenities on east side of bridge. Create office space to bring in higher wage jobs. Create traded sector jobs. Focus future and initial development of Three Mile Lane around the Evergreen Aviation and Space Museum complex, the airport and the hospital.
- (16) Allow industrial / commercial

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- (5) Amplify the McMinnville Airport as an asset for tourism and commerce
- (4) Expand wine industry near McMinnville Airport. Play up all local economic "not just wine!" blueberries, hazelnuts.
- (3) Address the transportation needs for more retail and restaurant sites
- (2) Create urban renewal / enterprise zone
- (13) Design bike and pedestrian trail into downtown
- (11) Provide access to Joe Dancer Park
- (11) Improve accessibility and increase emphasis to natural areas
- (10) Construct new three Mile Lane multi-modal bridge to downtown
- (7) Add/expand sidewalks and setbacks. Finish Cumulus sidewalk.
- (6) Build bike/ped bridge access from Joe
- (3) Construct second bridge to north - Norton Lane. Keep new bridge more rural. The existing bridge should remain the main entry point to town.
- (4) Improve vehicular, bike and pedestrian connectivity. Create attractive, multi-modal arterial roadways. Add pedestrian overpasses/ways to connect the whole area (north/south). Develop eastbound access from Highway 48 to downtown. Install traffic light and turn lane at west end of Cumulus. Build bypass roads for trucks and locals to reduce traffic on 3rd Street through City Center.
- (2) Add more bike lanes that are easily accessible, safe routes - residential. Construct bike lanes on Cumulus
- (1) Provide access to river
- (4) Construct Joe Dancer Park amphitheater. Create amphitheater for 1000+ people
- (1) Improve signage/gateway
- (3) Update streetscapes (trees, lights, theme signs) with safety in mind
- (2) Enhance natural amenities. Maintain and update Airport Park that provides family friendly use. Update Airport Park
- (4) Move and create better fairgrounds with multi-use amphitheater
- (1) Build more affordable housing. Readdress parking/safety plans for Habitat for Humanity site
- (2) Create setbacks between road and new commercial / industrial development
- (2) Maintain architectural themes in new development
- (2) Add park at west end of study area

Green Cities Survey, Summer 2017, #1 priority identified is the development of new commercial spaces along Three Mile Lane (ie gas station, grocery, retail)



2018 – “What would you like to see in McMinnville in the future” interactive boards placed at community events.

I don't need to go elsewhere to shop for what I need, I can find everything in McMinnville, why can't everyone else find that as well?

McMinnville is comprised of many different types of households – ranging from young families with many mouths to feed and kids to cloth on a limited income to retired couples maintaining a household of two people. What is one household's experience and need is not always representative of another household's experience and need. The city needs to consider all households. The data is clear that many McMinnville households are buying general merchandise elsewhere than in McMinnville.

I heard that the Plan will be trading good-paying industrial jobs for low-paying retail jobs.

The consultants actually conducted an economic study of what would be the best combination of land uses to achieve the city's goals of good-paying jobs. Industrial jobs have a fairly large scale of payroll, from minimum wage to higher wage management jobs. The Plan focuses on how to incentivize the industrial acreage so that it is attracting the higher paying industrial jobs through the development of a 140-acre innovation center with office space for research and development, incubators for industrial entrepreneurs and industrial manufacturers, and 33 net acres of commercial development.

There is a lot of discussion of Great Neighborhood Principles in this Plan. Is the whole study area meant to be a Great Neighborhood?

No, the whole study area is not meant to be one great neighborhood. There are actually intended to be many different neighborhoods in the plan area on both the north side of Highway 18 and the south side of Highway 18. The great neighborhood principles are in place to ensure that each neighborhood is designed with intent and with the appropriate amenities to make it a great neighborhood.

Why are we trying to put housing on the south side of Highway 18 when it appears to be disconnected from everything else?

McMinnville has a need for future housing. McMinnville also has a need for land for housing. Due to many years of planning challenges, land supply and housing supply is very constrained. There is vacant land on the south side of Highway 18 that could serve this future housing need. It is adjacent to a fixed-route transit system and has close proximity to medical services. The viewsheds from this land are beautiful with views of the eastern mountain ranges and the south Yamhill River. The Area Plan then identifies a bike/ped trail system to connect it to Airport Park, and the commercial site on the south side of Highway 18 has been identified as a site for a future grocery store and other amenities.

NOTES:

These FAQs are meant to answer the most common questions in the community today about the Three Mile Lane Area Plan. Everyone is encouraged to review the Plan documents themselves. The actual plan document is only fifty (50) pages long. It has five appendices that provide some of the background information.

The plan website is at www.threemilelane.com

The public record for the adoption process is found on the city website at www.mcminnvilleoregon.gov on the Planning Department webpages under “Planning Projects Underway – City Initiated Projects”.

The McMinnville City Council will be hosting a public hearing on the Three Mile Lane Area Plan on May 10, 2022. You can participate in the meeting both in-person or online. The meeting will be held at the Civic Hall, 200 NE Second Street, and on zoom: <https://mcminnvilleoregon.zoom.us/j/84406790324?pwd=anNEVUI2WW9jQTVNaVc3MkZubzhvdz09>: Zoom Meeting ID: 844 0679 0324 Zoom Password: 520711.

* Masks will be strongly encouraged while in the building. If you are sick please stay home and join the meeting online or submit written testimony.

You can participate in the hearing process in the following ways:

Written Testimony: Email Heather.Richards@mcminnvilleoregon.gov before 12:00 pm on Monday, May 9th to provide written testimony or mail to Planning Director, 231 NE 5th St. McMinnville, OR 97128. Written testimony must be received by 12:00 pm on Monday, May 9th.

Teleconference Testimony: Pre-register to speak during the public hearing by providing your name and phone number, or Zoom name, to the Planning Director's Office before 4:00 pm on Monday, May 9th. During the public hearing, the Mayor will read the list of those who pre-registered. When the Mayor calls out your name, you will have three minutes to speak. You can preregister by emailing Heather.Richards@mcminnvilleoregon.gov or calling 503-474-5107.

If you need more information please contact the planning department at 503-434-7311 or planning@mcminnvilleoregon.gov.