

# **City of McMinnville**



**Three Mile Lane Area Plan  
November 8, 2022 - FINAL**

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McMinnville Three Mile Lane Area Plan

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

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

## INTRODUCTION

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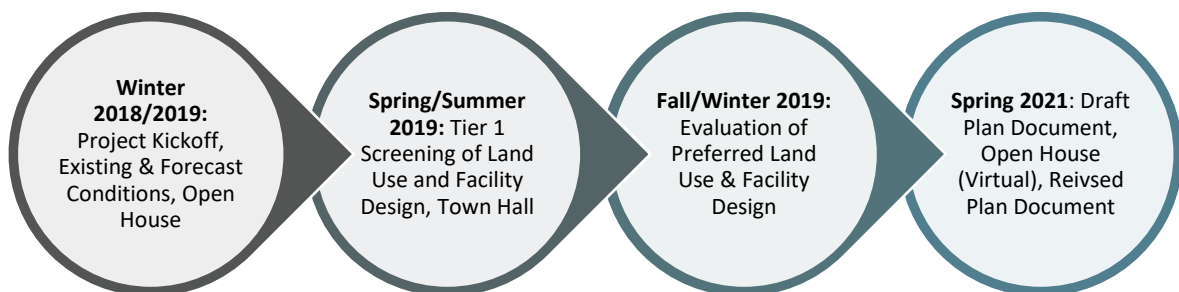
The Three Mile Lane area is a unique district in the southeast portion of the City of McMinnville. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. The Three Mile Lane Area Plan is intended to create an implementable vision for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

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

## Planning Process

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

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



## AREA DESCRIPTION

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

Figure 1. Study Area Context

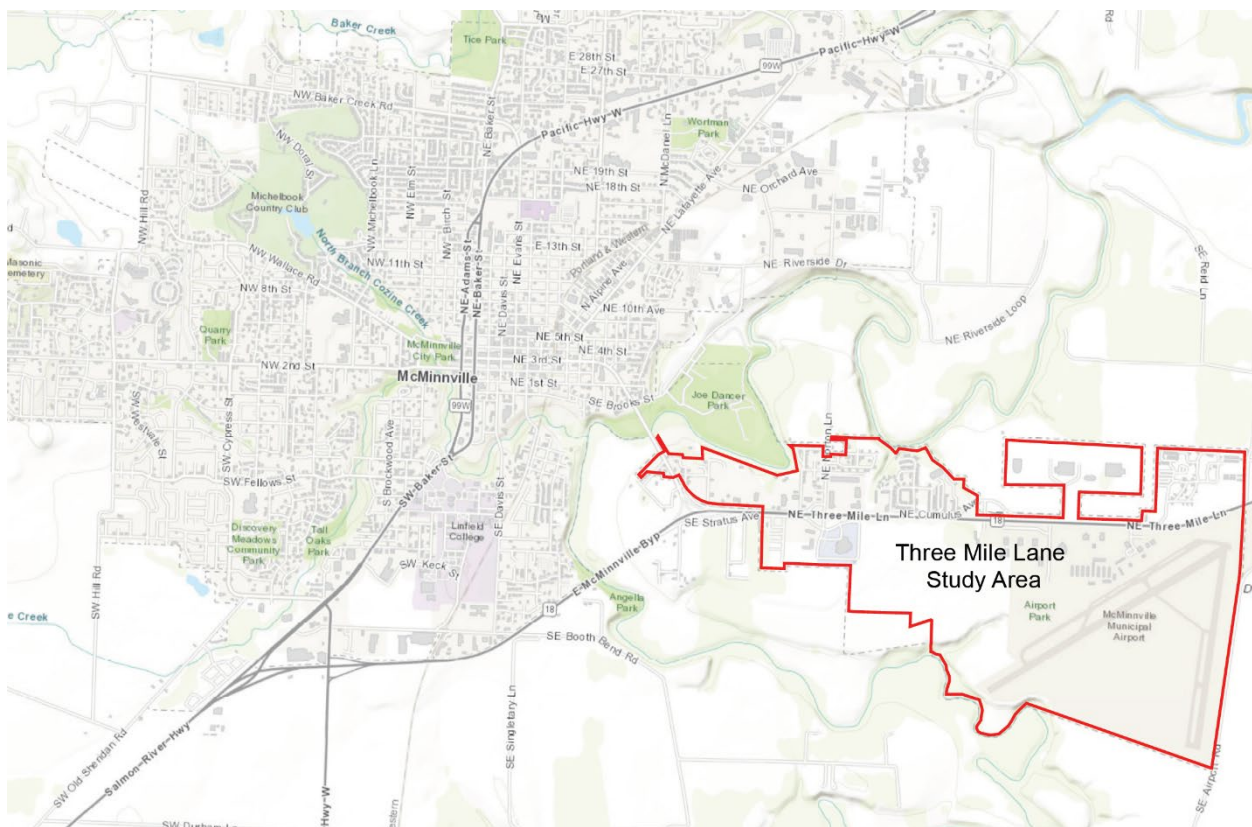
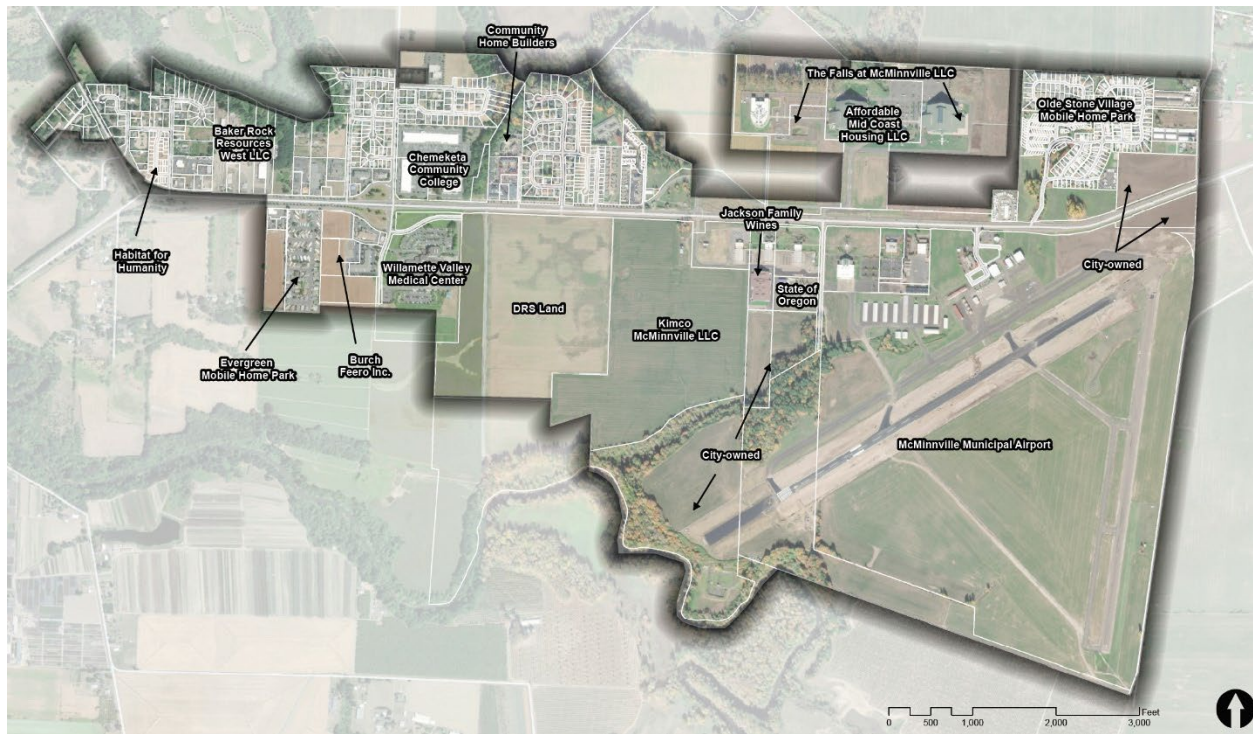


Figure 2. Study Area



## Neighborhoods

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

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



### Existing Residential Neighborhoods



### Industrial

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





## Amenities and Attractions

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



## Zoning

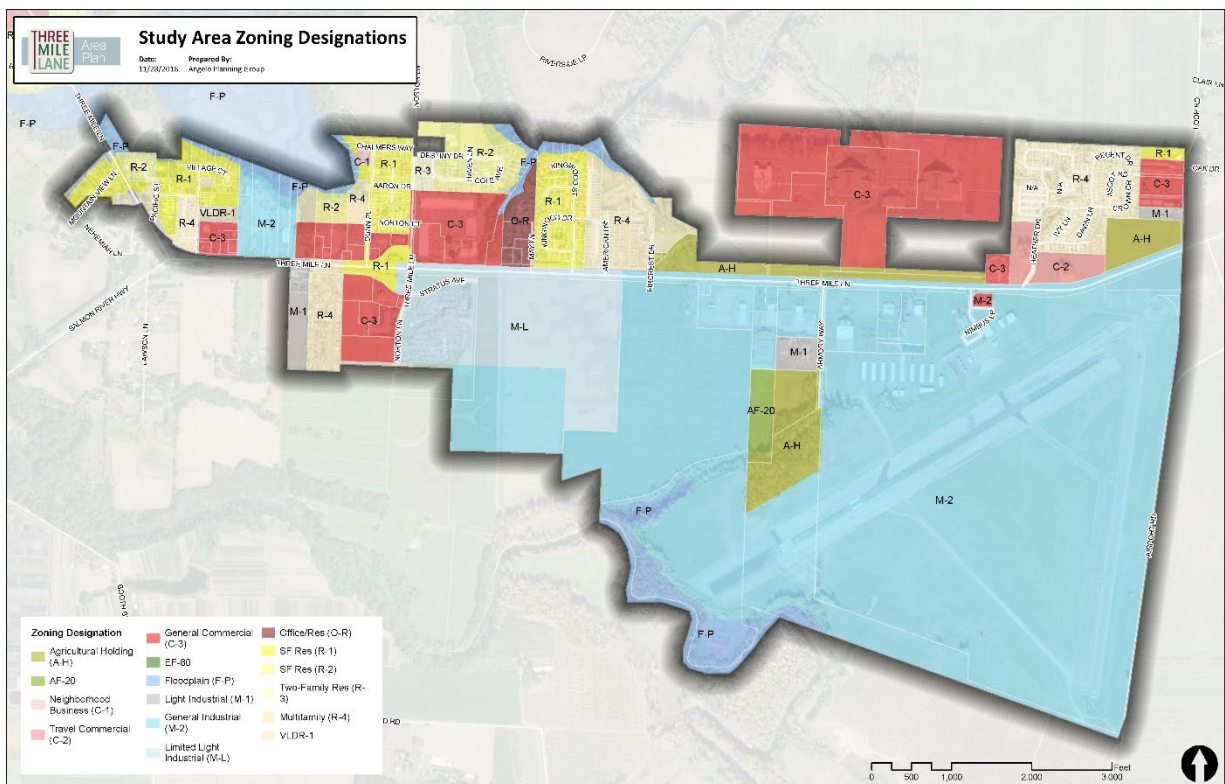
The Three Mile Lane area contains land in several zoning designations shown in Figure 3, as follows:

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

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

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

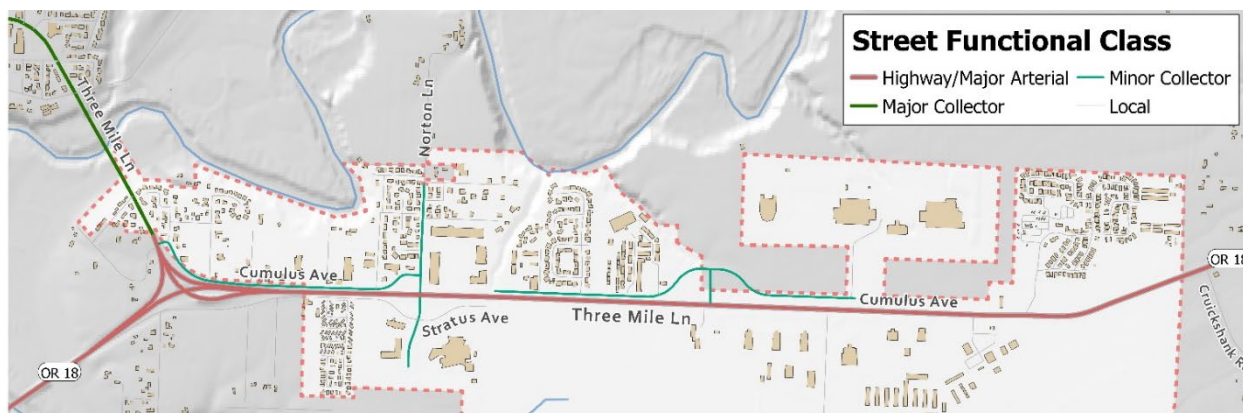
Figure 3. *Three Mile Lane Area Zoning Designations*



## Transportation

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

Figure 4. *Street Network Functional Classification*



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

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

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

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



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

## Natural Features

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



Mature Stands of Trees within the Three Mile Lane Area



Example of Nature Trail Along Sensitive Riparian Area

## Economy

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

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

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

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

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

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

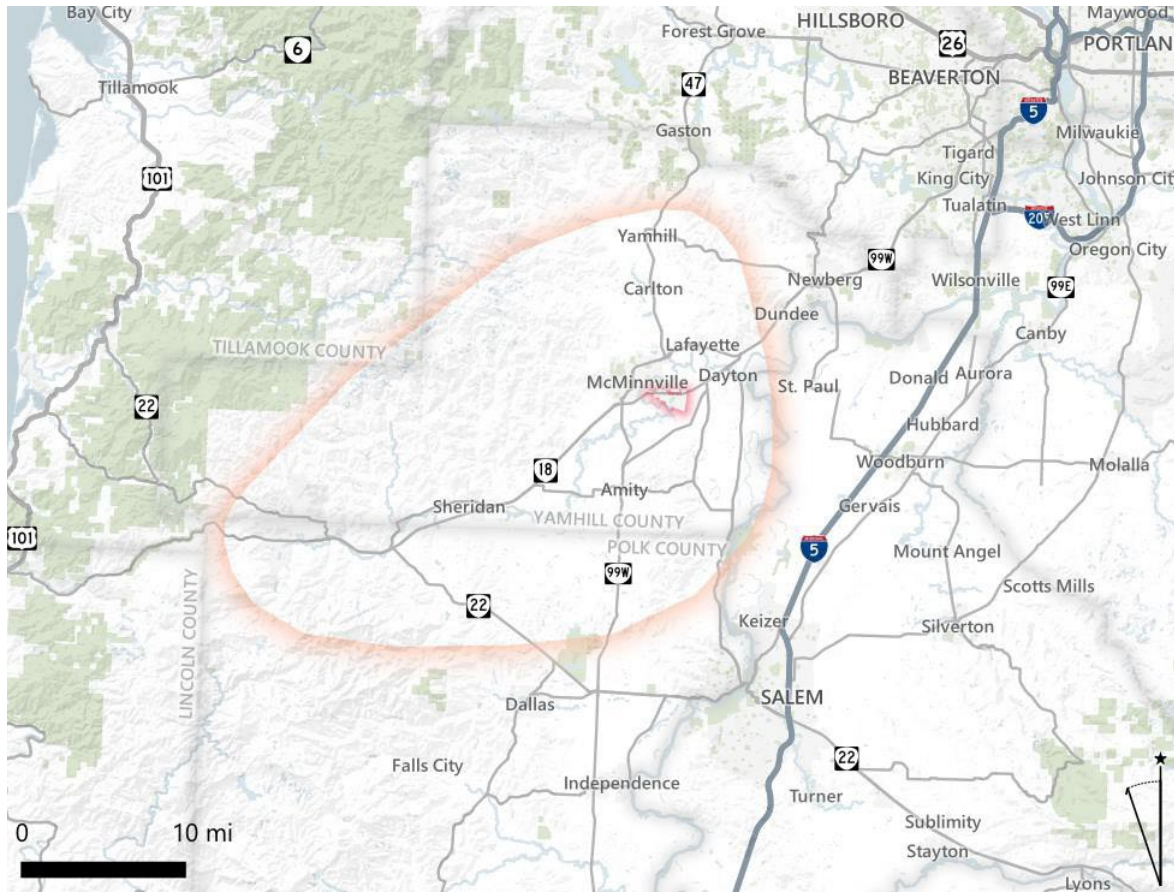
- **Ownership residential.** The market is strong for single-family, with high home values, household incomes, sales volumes, absorption, and construction activity. The single-family market is very tight, with strong absorption but very little inventory currently listed for sale. The quantity depends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

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

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



Figure 5. Three Mile Lane Market Area



Source: TIGER, Leland Consulting Group

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## COMMUNITY VISION AND GOALS

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

### Three Mile Lane Vision and Goals

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

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

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

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

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

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

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

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

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

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

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

### **Great Neighborhood Principles**

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

#### 1. *Natural Feature Preservation*

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



#### 2. *Scenic Views*

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



#### 3. *Parks and Open Spaces*

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



#### 4. *Pedestrian Friendly*

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

5. *Bike Friendly*

- Plan safe routes for residents and touring cyclists

6. *Connected Streets*

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

7. *Accessibility*

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

8. *Human Scale Design*

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

9. *Mix of Activities*

- Encourage mixed-use development where feasible

10. *Urban-Rural Interface*

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

11. *Housing for Diverse Incomes and Generations*

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





## 12. *Housing Variety*

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

## 13. *Unique and Integrated Design Elements*

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



## **THE THREE MILE LANE AREA PLAN**

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

### **Land Use Summary**

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

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

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

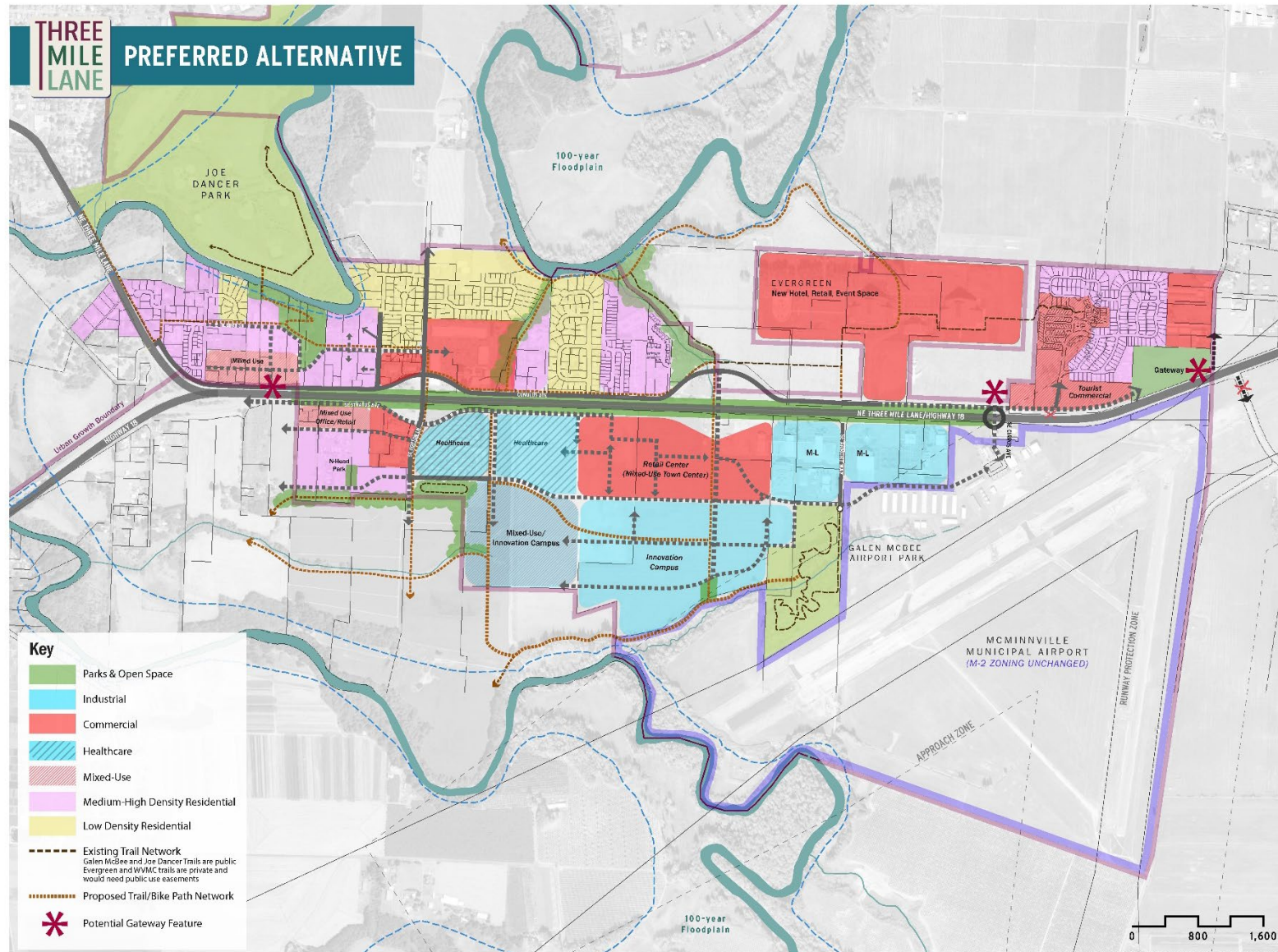
Key features of the Area Plan include:

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



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

Figure 6. Three Mile Lane Area Plan



## Urban Design Elements

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

### Mixed-use Area

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

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

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

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

#### *Key Urban Design Elements:*

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

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

### **Tourist Commercial**

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

#### *Key Urban Design Elements:*

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

### **Health Care Area**

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

#### *Key Urban Design Elements*

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



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

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

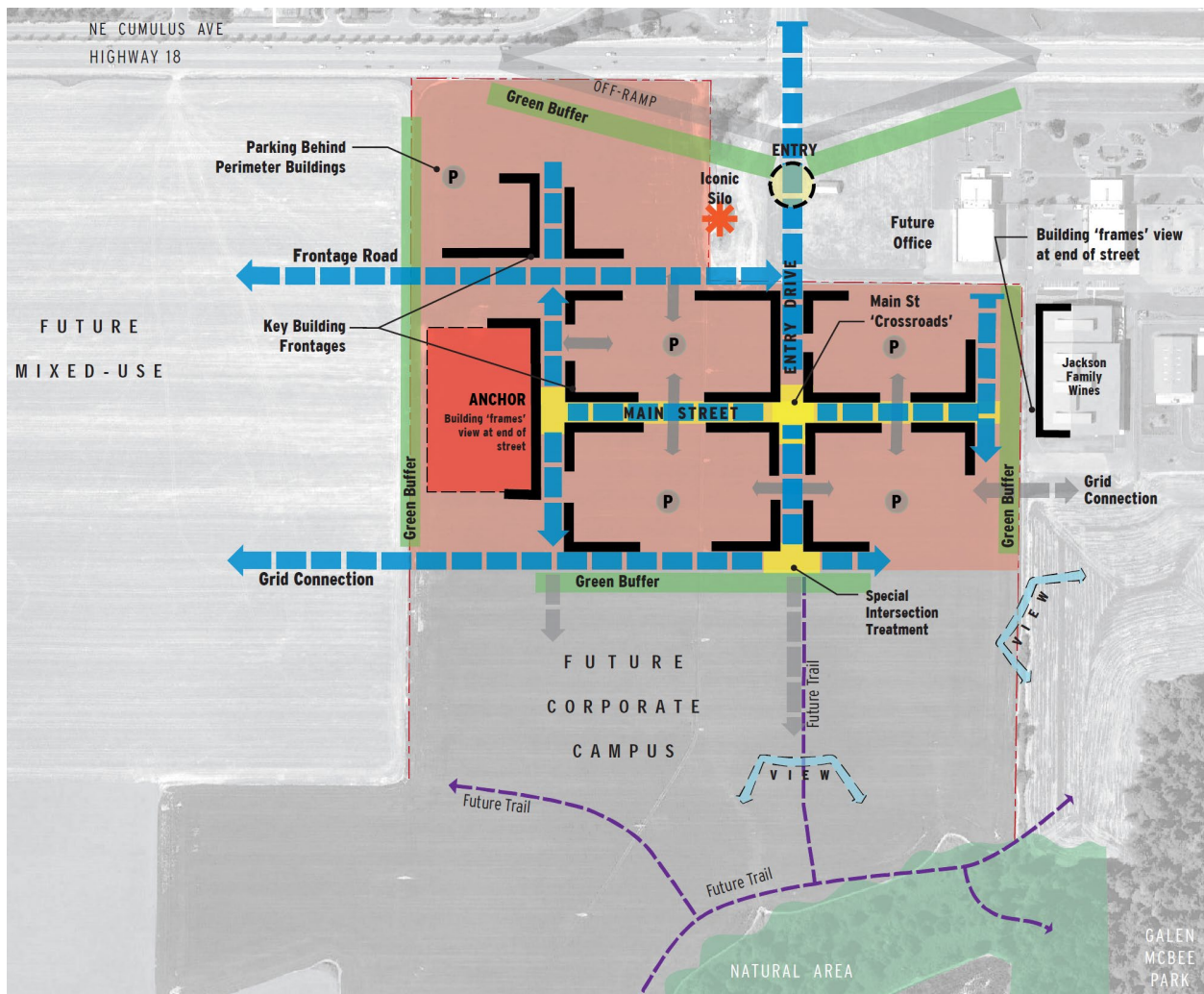
### **Retail Center/Innovation Campus**

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

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



Figure 8. Retail Center Conceptual Design



The retail market continues to evolve rapidly in response to the challenges of competing with online retail and market consolidation. One tactic that the retail industry has successfully used to attract and retain shoppers to brick and mortar establishments is the creation of mixed-use “town centers” that offer gathering spaces, walkable streets and more dining options than typical strip suburban developments or enclosed shopping centers. Mixed-use town centers offer a greater diversity of uses than typical retail developments, particularly as it pertains to entertainment and some office uses, with the latter providing critical daytime population for retailers.

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



Regionally-inspired architecture



Walkable Streetscape with Active Ground Floors

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

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

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

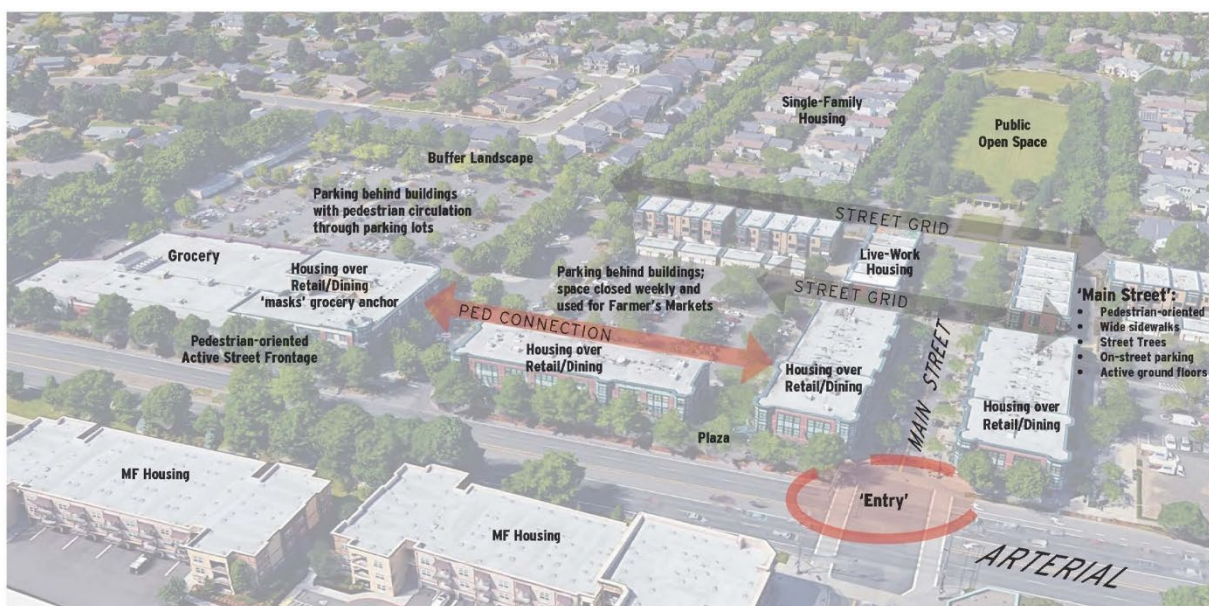


The overall goal is for new developments in the Three Mile Lane Area is to echo the features of traditional, older retail districts like downtown McMinnville. Figures 9, 10, and 11 show examples from other Oregon communities, with similar common features that include:

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



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



### Key Urban Design Elements

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

### Transportation

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

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

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

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

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

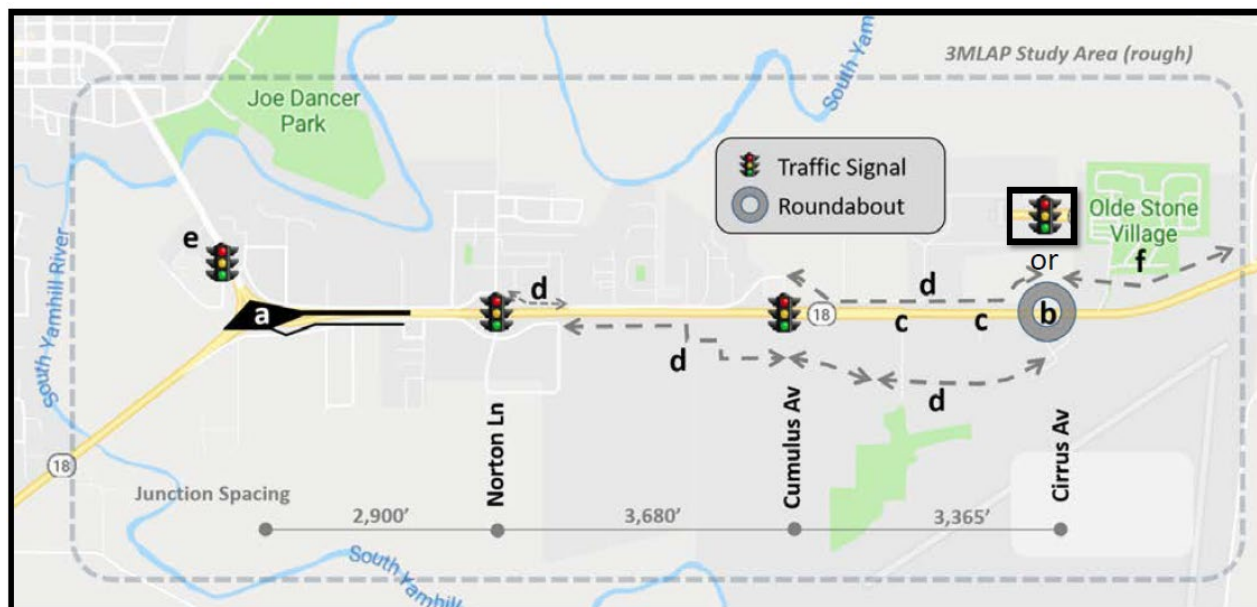
- **Three Mile Lane & First Street –** Three Mile Lane experiences high traffic volumes throughout the day, especially during the PM peak hour. There are limited gaps in the Three Mile Lane traffic flow for motorists turning from First Street. The intersection also doesn’t meet mobility targets based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

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

## Preferred Facility Design

Figure 12. Preferred Facility Design Concept



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

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



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

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



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

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



Figure 16. Major Collector Street Cross Section

### Major Collector

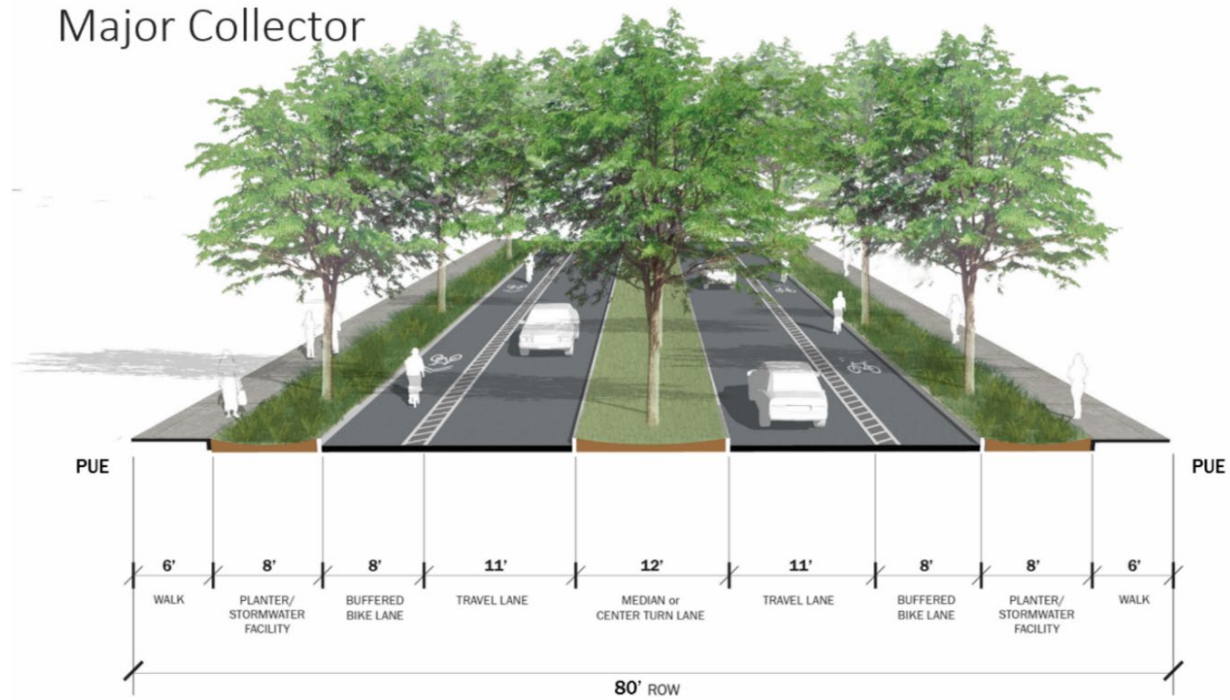
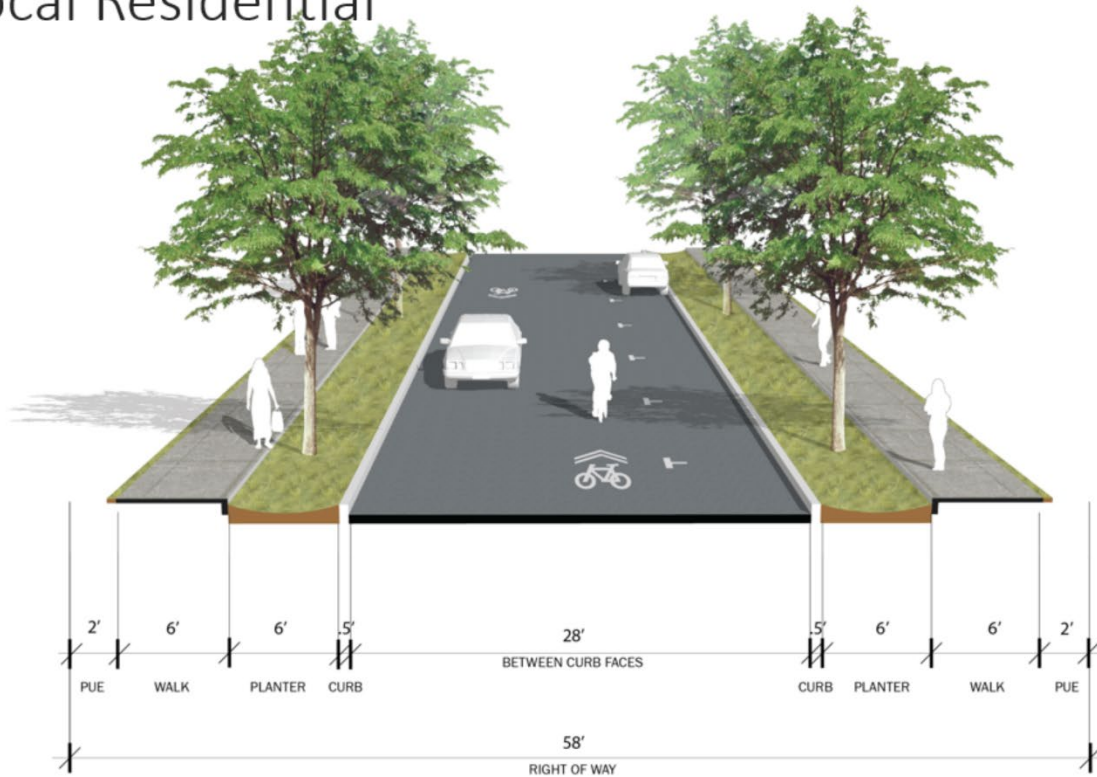


Figure 17. Local Residential Street Cross Section

### Local Residential





*Pedestrian Facilities*

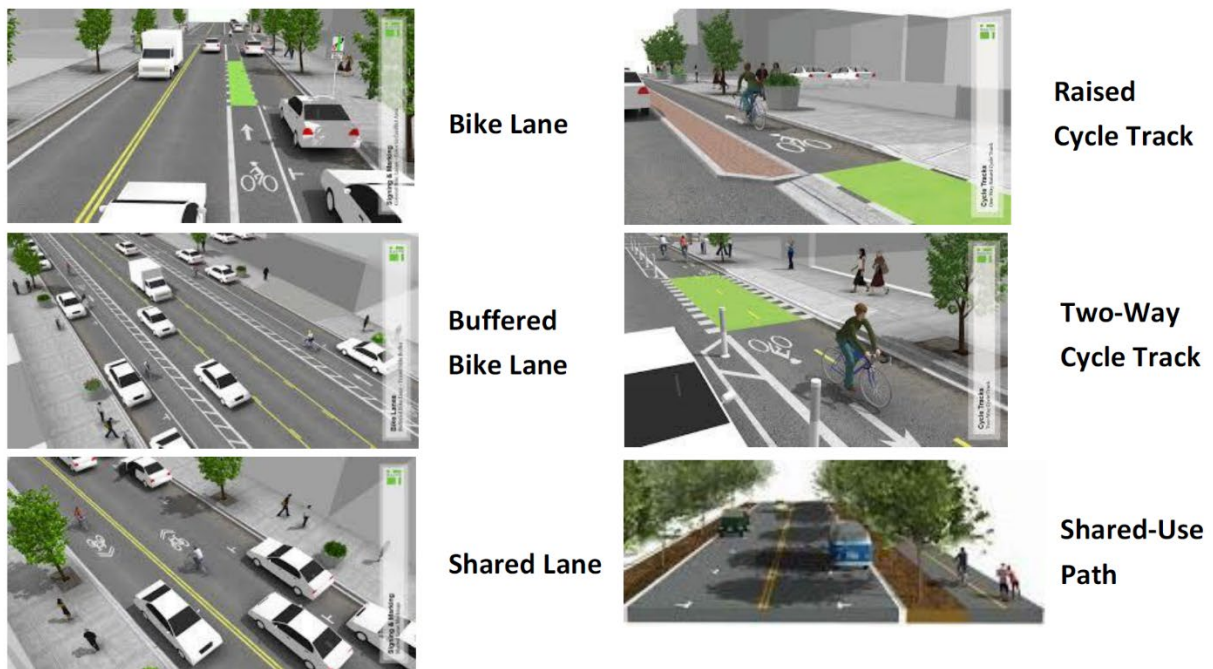
The combination of pedestrian facility improvements along existing and planned collector streets, and planned pathway improvements in the study area will significantly improve overall pedestrian access, mobility, and comfort for all users. A detailed evaluation of pedestrian facilities in the plan is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

*Bicycle Facilities*

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

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

Figure 18. *Types of Bicycle Facilities*



Source: NACTO

*Transit Connections*

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

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



## Policies

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

1. *Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.*
2. *Public improvements and private development shall strive to protect tree groves and mature individual trees.*
3. *Riparian corridors and adjacent native landscape shall be protected.*
4. *The built environment will be designed to provide and protect views to rolling hills and volcanoes and to enhance visual and physical access to the North Yamhill River. New streets and open spaces will be oriented to capture views.*
5. *Enhancing connections to existing trails and open space, such as connections into Joe Dancer Park and McBee Park, and creating a public greenway along South Yamhill River with trails and connections to the Three Mile Lane Area is a priority.*
6. *New gathering spaces will be designed to incorporate natural areas and views.*
7. *Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy.*
8. *A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.*
9. *The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.*



10. *Proposed new streets will connect to the existing local street grid, consistent with the conceptual designs in the Three Mile Lane Area Plan and in compliance with Transportation System Plan standards.*
11. *New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.*
12. *New commercial, office, mixed-use, and multi-family developments should be designed to reflect the micro-climate and enhance outdoor life through the incorporation of features such as porches, balconies, courtyards, plazas, etc.*
13. *New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.*
14. *Encourage mixed-use development where feasible.*
15. *Proposed site landscape for new development should strive to reflect patterns of wine industry—eg, rows of vines, southern orientation, shelter belts of trees – and consider functional site planning of vineyard and farm complexes as conceptual models.*
16. *New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.*
17. *Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.*
18. *Encourage a diversity of future housing forms, types, and design that respect the current character of the area.*
19. *Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.*
20. *Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).*
21. *New commercial, mixed-use, office, and industrial campus development should consider using local materials for cladding and building structure (timber, corrugated steel cladding, red brick), and incorporating vibrant color.*
22. *Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.*
23. *Ensure that no incompatible heavy industrial uses are allowed along Highway 18 in the Three Mile Lane Area or as part of the Innovation Campus.*
24. *Significant natural features shall be inventoried and protected as much as possible within new development plans.*

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## **IMPLEMENTATION PLAN**

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### **Overview**

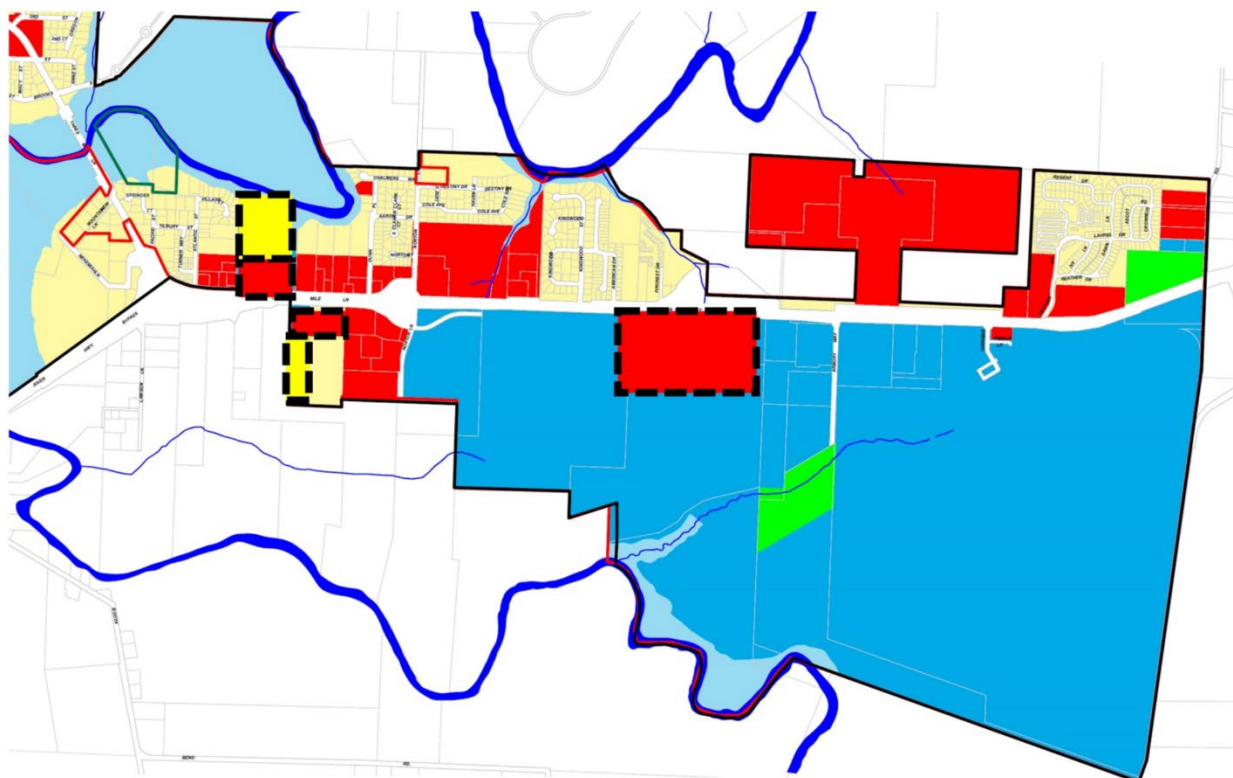
Through the development and implementation of the Three Mile Lane Area Plan, McMinnville has the opportunity to establish land use and transportation policy for the area and set standards and guidelines that will help the community realize the vision for this area. The Area Plan will be adopted as an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

### **Comprehensive Plan Amendments**

#### **Comprehensive Plan Map**

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

Figure 20. Comprehensive Plan Map Amendments



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

### Policies

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

### Transportation System Plan

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

Table 1: Complete Street Standards

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

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

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

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

**Notes:**

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

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



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

*Table 3: OR 18 Improvements – Design Phase Issues*

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

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

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

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

## Zoning Ordinance Amendments

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

## Regulatory Framework

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

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

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

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<sup>3</sup> For more information about the process and ORS 366.215 requirements see [https://www.oregon.gov/ODOT/Planning/Documents/ORS\\_366.215\\_Implementation\\_Guidance.pdf](https://www.oregon.gov/ODOT/Planning/Documents/ORS_366.215_Implementation_Guidance.pdf) .

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

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

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

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

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

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

Table 4: Implementation Recommendations

Policy	Overlay Amendment	Recommended Future Action
<p><b>1. Require future development to be consistent with the design elements of the Three Mile Lane Area Plan.</b></p>	<p>Include specific development standards (see amendments in this table) in the Three Mile Lane Planned Development Overlay to implement the <i>Three Mile Lane Area Plan</i>. Note that the review and approval process for land use applications is through Three Mile Lane Design Review, Director's Review with Notification.</p> <p>Require Industrial development proposals over [10] acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval.</p> <p>Require Mixed-Use and Commercial, proposals over [5] acres to be subject to Planned Development Overlay (Chapter 17.51) and Planning Commission approval.</p> <p>In the Innovation Campus allow office uses that support products and services that are manufactured or developed on-site or that serve as corporate offices for products that are manufactured elsewhere.</p> <p>Housing development shall be consistent with the clear and objective design standards of Chapter 17.11 of the McMinnville Municipal Code.</p>	
<p><b>2. Public improvements and private development shall strive to protect tree groves and mature individual trees.</b></p>		<p>Identify tree groves and tree types to be protected and designate as significant or historic trees.</p>
<p><b>3. Riparian corridors and adjacent native landscapes shall be protected.</b></p>	<p>Require mapping and protection of stream corridors and re-vegetation with native plantings.</p>	

Table 4: Implementation Recommendations (cont.)

Policy	Overlay Amendment	Recommended Future Action
<b>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.</b>	Require viewshed analysis as part of Design Review.	
<b>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.</b>	Require connection to the proposed trail, trail right-of-way dedication, and trail construction as part of Design Review/development approval.	
<b>6. New gathering spaces will be designed to incorporate natural areas and views.</b>	When proposed as part of a Planned Development master plan, require gathering spaces to be designed to incorporate natural areas and views as a condition of approval.	
<b>7. Require native landscape plantings with seasonal variation and tree plantings that include shade streets with mature tree canopy</b>	Require native landscaping and plantings of all development through Design Review.	Develop and define approved planting list and approved tree list.
<b>8. A network of sidewalks and trails will connect people to key locations within the Three Mile Lane Area.</b>	Apply pedestrian walkway and connectivity standards to all non-residential development.  Note: Pedestrian walkway standards, currently are applied to Large Format Retail; site design requires connections between buildings and from building entrances to streets (§17.56.05 O.C.2).	
<b>9. The Three Mile Lane Area will have safe bicycle routes for residents and touring cyclists.</b>	Require transportation improvements consistent with the Area Plan through Design Review.	



Table 4: Implementation Recommendations (cont.)

Policy	Overlay Amendment	Recommended Future Action
<p><b>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.</b></p>	<p>Require transportation improvements consistent with the Area Plan through h Design Review.</p>	
<p><b>11. New commercial developments should be designed to be at a walkable, human scale and for ease of use by all ages and abilities.</b></p>	<p>Requirements for commercial building size and massing. Standards for parking maximums for all uses. Parking lot location requirements for commercial uses</p>	<p>Additional guidelines or standards are related to façade treatments. 17.56.050 Development Standards</p>
<p><b>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.</b></p>	<p>Require as part of Design Review:</p> <ul style="list-style-type: none"> <li>• Standards for non- residential buildings to include minimum pedestrian shelter coverages. along ground floor elevations/ street frontages and main entrances.</li> <li>• Residential design features to include clear and objective building design standards/architectural elements.</li> </ul>	<p>Additional guidelines or standards related to facade treatments</p>
<p><b>13. New commercial, office, mixed-use, and industrial campus developments should promote inclusion and interaction within the right-of-way.</b></p>	<p>Require as part of Design Review:</p> <ul style="list-style-type: none"> <li>• New requirements for building orientation (set-to, building orientation).</li> <li>• Additional guidelines or standards related to facade treatments, including transparency.</li> <li>• 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).</li> </ul>	

Table 4: Implementation Recommendations (cont.)

Policy	Overlay Amendment	Recommended Future Action
<b>14. Encourage mixed-use development where feasible.</b>		Consider additional guidelines or requirements for the Mixed-Use area.
<b>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.</b>	Require landscaping proposed as part of a Planned Development master plan to demonstrate how it reflects existing patterns.	
<b>16. New development should consider adjacency to agricultural fields and respect this heritage through careful transitions.</b>	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.
<b>17. Architectural building design that includes simple roof forms (industrial and agricultural) is encouraged in the Three Mile Lane Area.</b>		Develop design guidelines or architectural standards.
<b>18. Encourage a diversity of future housing forms, types, and design that respect the current character of the area.</b>	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
<b>19. Ensure that new commercial and industrial campus development creates a welcoming and visible interface with Three Mile Lane.</b>	Requirements for landscape buffering fronting Three Mile Lane.  Requirements for non - residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation	Develop design guidelines to cohesive visual character along the corridor.

Table 4: Implementation Recommendations (cont.)

Policy	Overlay Amendment	Recommended Future Action
<b>20. Encourage site design and architecture that visibly convey the historic or current industry on the site (e.g., aviation, winemaking).</b>		Develop design guidelines or architectural standards.
<b>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.</b>	Requirements for non-residential development related to building facades, including addressing blank walls and requiring articulation and materials or color variation.	Develop additional design guidelines or standards related to façade treatments; define acceptable color palate.
<b>22. Public safety services shall be considered as part of master planning, including access, response times and opportunity for substations if needed.</b>		Meet with public safety partners to assess needs in the Three Mile Lane Area and ensure that future master planning addresses needs.
<b>23. Ensure that no incompatible heavy industrial uses are allowed along Highway 18 or as part of the Innovation Campus.</b>		Rezone M2 land to M1 land.
<b>24. Significant natural features shall be inventoried and protected as much as possible in development plans.</b>	Require all planned developments to provide an inventory of natural features that must be approved prior to any removal or demolition.	Define natural features that need to be inventoried.

## NEXT STEPS

### Incorporate Three Mile Lane Area Plan Findings

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

## Joint City/ODOT Project Development

### **1. OR 18 / Cirrus Avenue Junction**

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

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

## City of McMinnville

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

## ODOT

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

## **Planning Guidance - Post 20-Year Planning Horizon**

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

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

### OR-18/Cumulus Avenue – Potential Interim Capacity Improvements

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

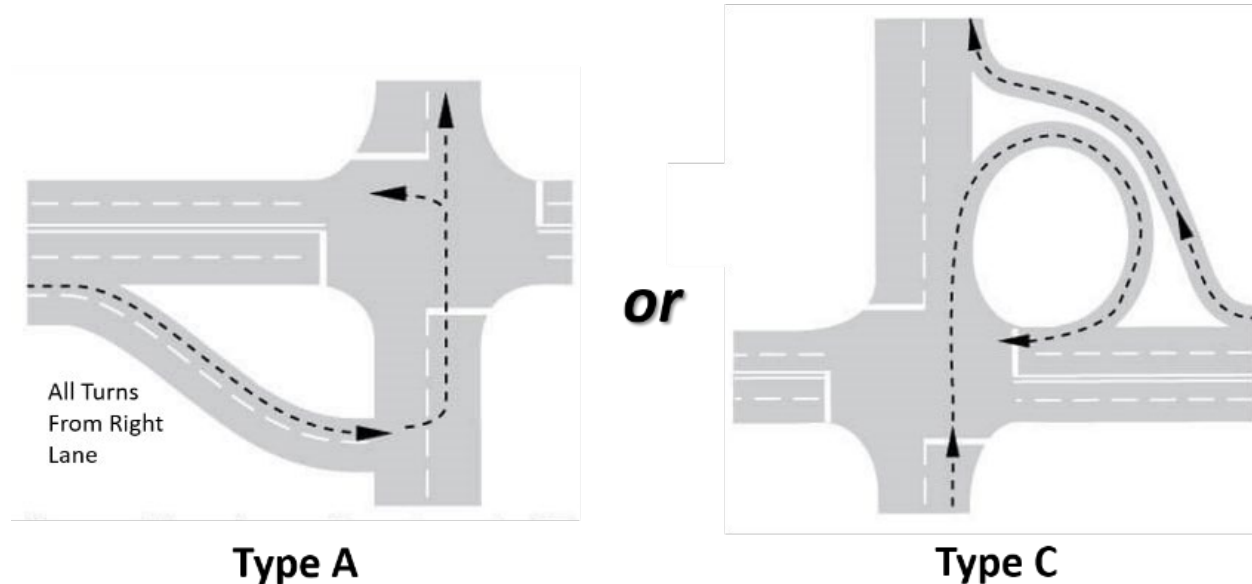
At such a time when the traffic signal can no longer accommodate future traffic and operate within the mobility targets of the OHP, ODOT and the City will require further assessment of potential intersection capacity improvements.

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

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



Figure 21. Jug Handle Concepts



Source: New Jersey Department of Transportation

## Future Bicycle/Pedestrian Overpass Consideration

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

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

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