

EXHIBIT 4 - STAFF REPORT

DATE: January 20, 2022
TO: Planning Commission Members
FROM: Heather Richards, Planning Director
SUBJECT: Public Hearing – G 7 – 21, Adopting the *Three Mile Lane Area Plan* as a Supplemental Document to the City of McMinnville Comprehensive Plan, and amending the Comprehensive Plan, Volume II, Chapter VI, Transportation System, to add a proposal 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, responsibly & 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 public hearing to consider a comprehensive plan amendment adopting the ***Three Mile Lane Area Plan and Appendices*** 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 ***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.

Attachments:

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

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The project website is: <https://threemilelane.com/project-documents>

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.

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.

Background:

The Three Mile Lane Area Planning effort started in 2017. It is 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-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.**

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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 identify 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. (Please see list of Project Advisory Committee members on the next page.)

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: Project Advisory Committee (PAC):

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

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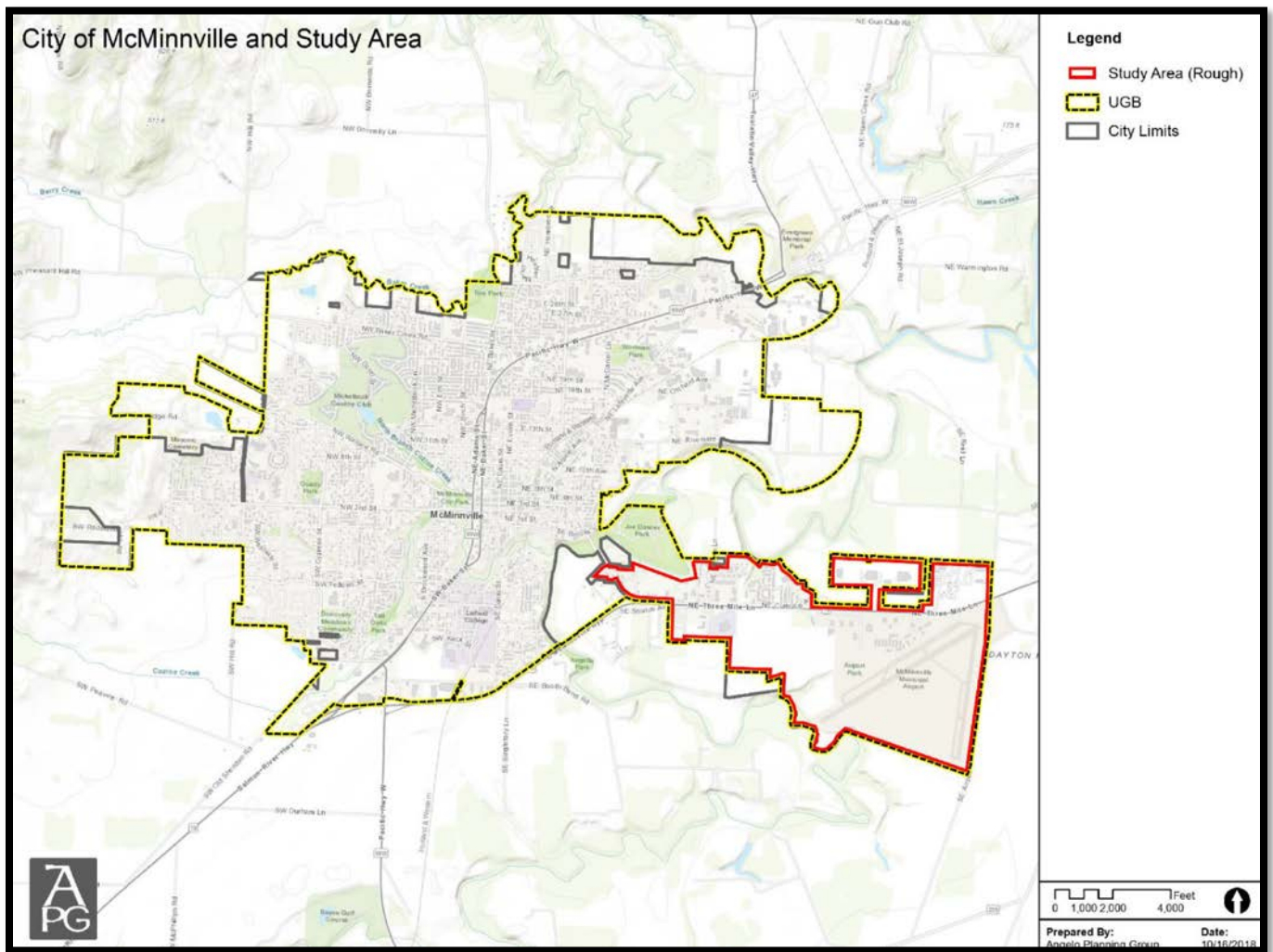
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Map of Study Area

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



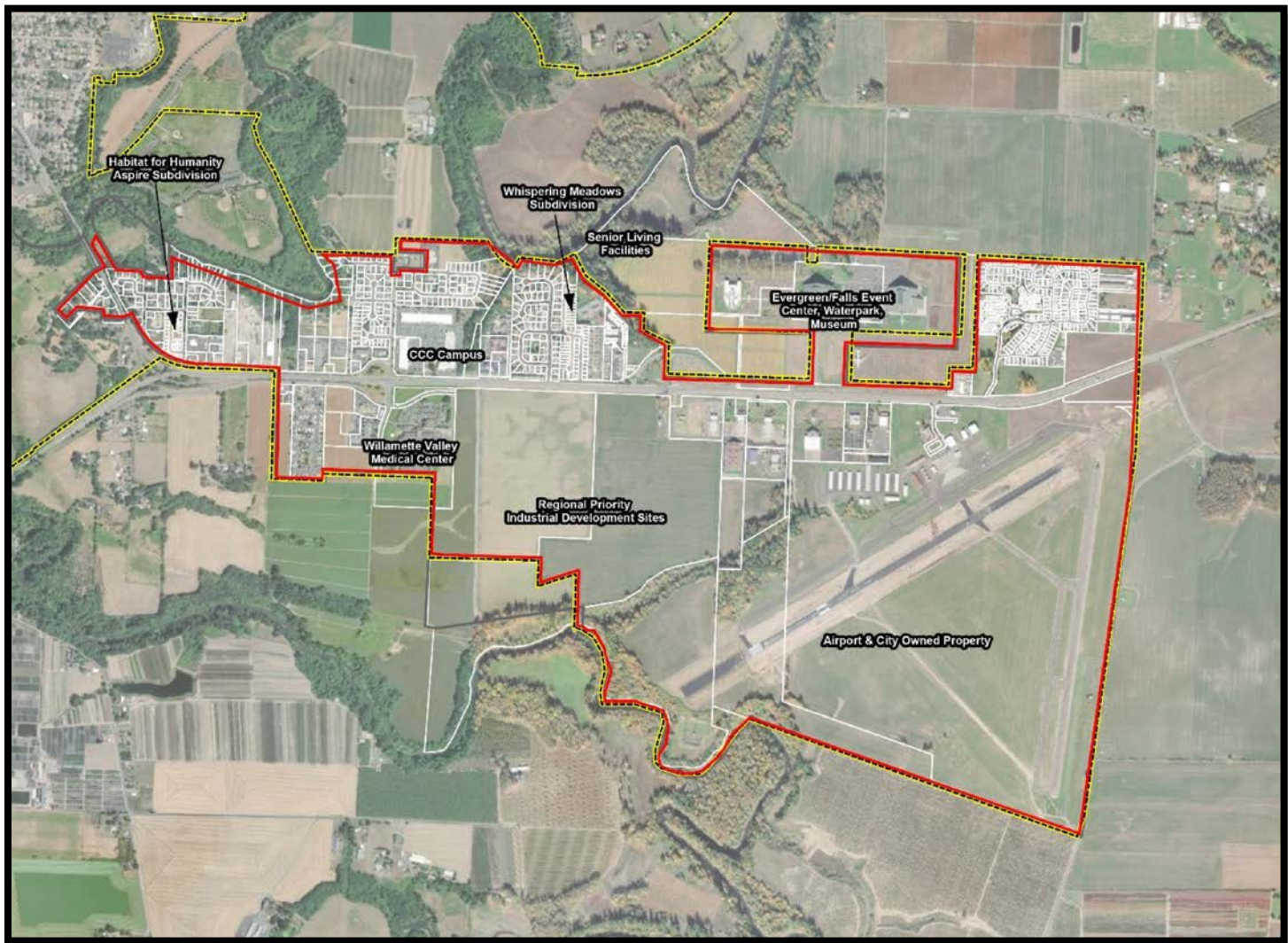
*Map 1: Three Mile Lane Study Area in relationship to the city limits.
The subject area is on the Southeastern side of the city.*

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

Discussion:

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 also 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

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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). ODOT updated the Transportation Model for the City of McMinnville for this project and then the preferred land use alternative and preferred public facilities plan were analyzed for transportation compliance with the Oregon Highway Plan and Division 51 standards.

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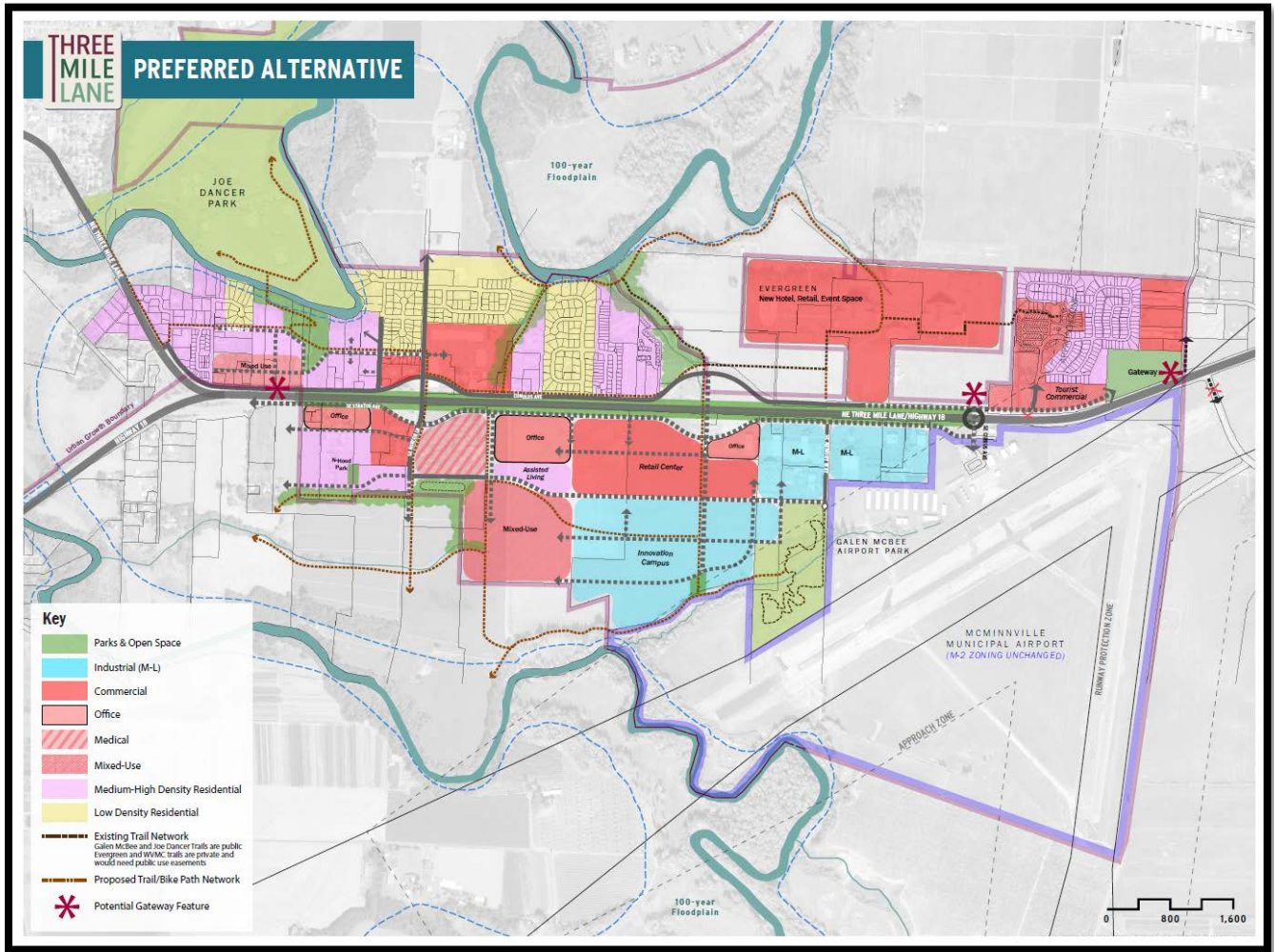


Figure 1: Three Mile Lane Area Plan Preferred Land Use Plan

The preferred land use alternative relies on three comprehensive plan map amendments. (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 via another land-use process.

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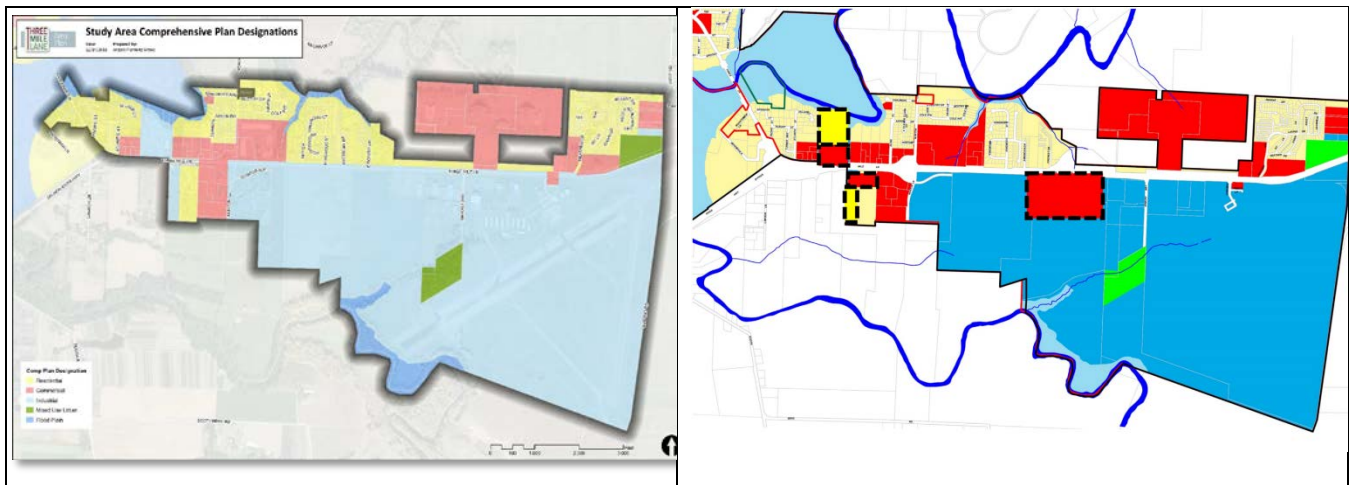


Figure 2: Three Proposed Comprehensive Plan Map Amendments

And 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). These transportation projects will be added to the McMinnville Transportation System Plan when the plan is updated in 2022 and 2023. Since the Highway 18 Corridor Refinement Plan is only a guidance plan with a phased methodology of improvements on Highway 18 dependent upon the Oregon Highway Plan and Division 51 standards, that will not be updated. The proposed 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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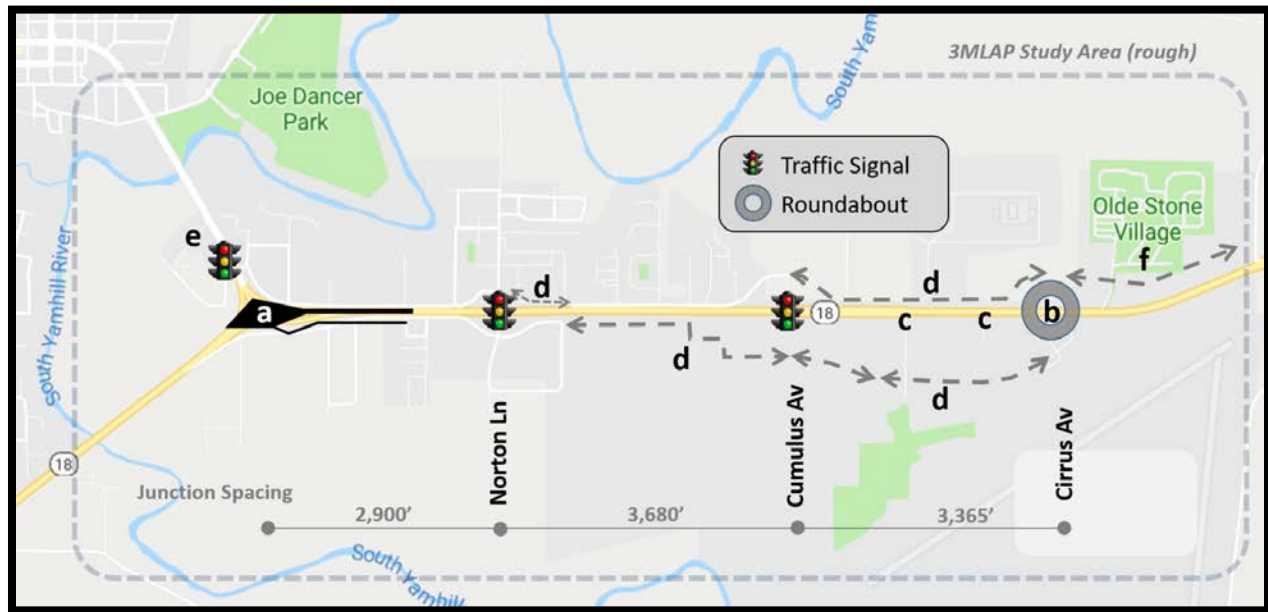


Figure 3: Preferred Transportation Plan for Three Mile Lane Area Plan

- 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 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.

Compliance with State Land Use Goals: The Three Mile Lane Area Plan 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 Division 51 of the Oregon Administrative Rules.

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 that reduces the needed improvements on Highway 18 significantly while preserving mobility and safety. 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.

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Fiscal Impact:

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

Recommendation:

Staff recommends the Planning Commission recommend the proposed Comprehensive Plan amendments to the McMinnville City Council for adoption.

“I MOVE THAT THE PLANNING COMMISSION RECOMMEND THAT THE CITY COUNCIL AMEND THE MCMINNVILLE COMPREHENSIVE PLAN BY ADOPTING THE THREE MILE LANE AREA PLAN AS A SUPPLEMENTAL DOCUMENT TO THE MCMINNVILLE COMPREHENSIVE PLAN, AND TO AMEND THE MCMINNVILLE COMPREHENSIVE PLAN, VOLUME II, CHAPTER VI, TRANSPORTATION SYSTEM, AS PRESENTED IN DOCKET G 7-21.”

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