



City of McMinnville
Planning Department
231 NE Fifth Street
McMinnville, OR 97128
(503) 434-7311

www.mcminnvilleoregon.gov

STAFF REPORT

DATE: January 22, 2019
TO: Mayor and City Councilors
FROM: Chuck Darnell, Senior Planner
SUBJECT: **Ordinance No. 5061 - CPA 2-18 (Comprehensive Plan Map Amendment), ZC 4-18 (Zone Change), and PDA 1-18 (Planned Development Amendment) at 600 SE Baker Street**

Council Goal:

Promote Sustainable Growth and Development

Report in Brief:

This action is the consideration of Ordinance No. 5061, an ordinance approving a Comprehensive Plan Map Amendment, Zone Change, and Planned Development requests on an existing property.

The property in question is currently designated as Residential on the Comprehensive Plan Map and zoned R-4 PD (Multiple Family Residential Planned Development). A portion of the property in question is designated as Flood Plain on the Comprehensive Plan Map and also zoned F-P (Flood Plain). The requests are to amend the Comprehensive Plan Map designation to Commercial, to rezone the property to O-R (Office/Residential) to allow for development of both office and residential uses, and to amend the existing Planned Development Overlay District to remove the subject site from the existing Planned Development. Those amendments would apply only to the areas of the subject site that are outside of the floodplain, and the current Flood Plain Comprehensive Plan Map designation and F-P (Flood Plain) zone would remain on the subject site as they exist today. The remainder of the subject site, outside of the Flood Plain designation and zone, would be changed to a Commercial designation and the O-R (Office/Residential) zone.

The subject site is located at 600 SE Baker Street, and is more specifically described as Tax Lots 101 and 200, Section 20DD, T. 4 S., R. 4 W., W.M.

This land use request was considered in a public hearing by the McMinnville Planning Commission on December 20, 2018. The public hearing was closed at the same meeting, following which the Planning Commission deliberated and then voted to recommend that the Council consider and approve the Comprehensive Plan map amendment, zone change, and Planned Development amendment requests subject to conditions of approval outlined in Ordinance No. 5061.

Attachments:

Ordinance No. 5061 including:

Exhibit A – CPA 2-18 Decision Document

Exhibit B – ZC 4-18 Decision Document

Exhibit C – PDA 1-18 Decision Document

Application Materials

Planning Commission Minutes, 12-20-18

Background:

The subject site is currently vacant, other than some older pavement and gravel areas from the site's previous use. The site was the former location of the Columbus Elementary School, which existed upon the site until 1994. The Columbus Elementary School was demolished in 1994 following structural damage that occurred to the building during an earthquake in the spring of 1993. Linfield College has since acquired the property from the McMinnville School District, and has retained ownership of the property since that time. The applicant, MV Advancements, is under contract to purchase the property from Linfield College.

The site is bounded on the north by Cows Street, on the west by Baker Street (Highway 99W), and on the south and east mainly by the Cozine Creek. The property to the north and across Cows Street is zoned O-R (Office/Residential) and the existing uses are salon and office businesses. The property to the west and across Baker Street is zoned C-3 (General Commercial) and the existing use is retail (Walgreens). The property to the east is zoned R-4 (Multiple Family Residential) and is the existing use is a small, four-unit multiple family building. Property further to the northeast along Cows Street is also zoned R-4 (Multiple Family Residential), and consists of various residential uses (multiple family, duplex, and single family dwellings). The property to the south and across Cozine Creek is zoned R-4 PD (Multiple Family Planned Development), and is the north end of the Linfield College campus. The subject site is identified below (boundary shown below is approximate):

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Exhibit A – CPA 2-18 Decision Document

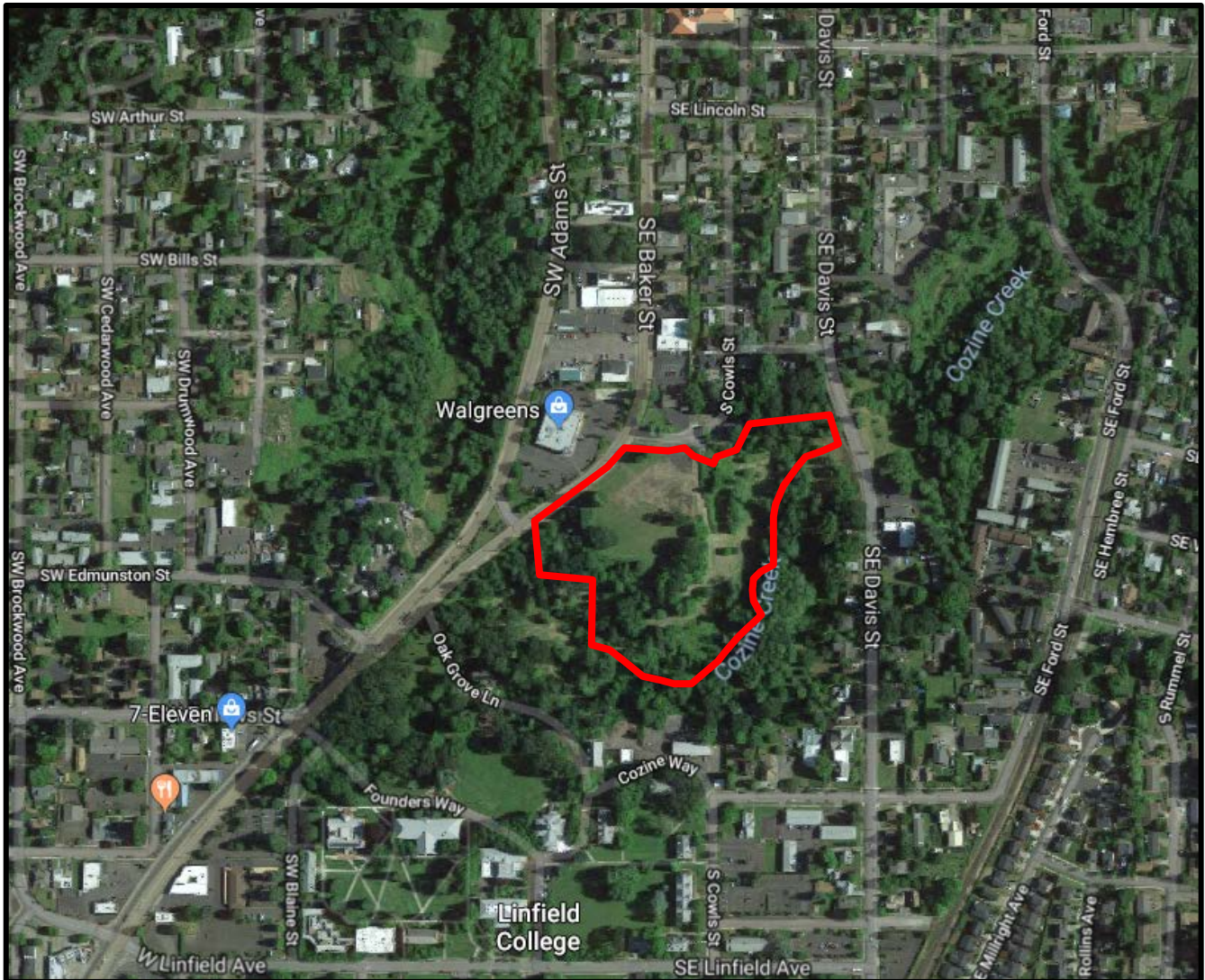
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Site Reference Map



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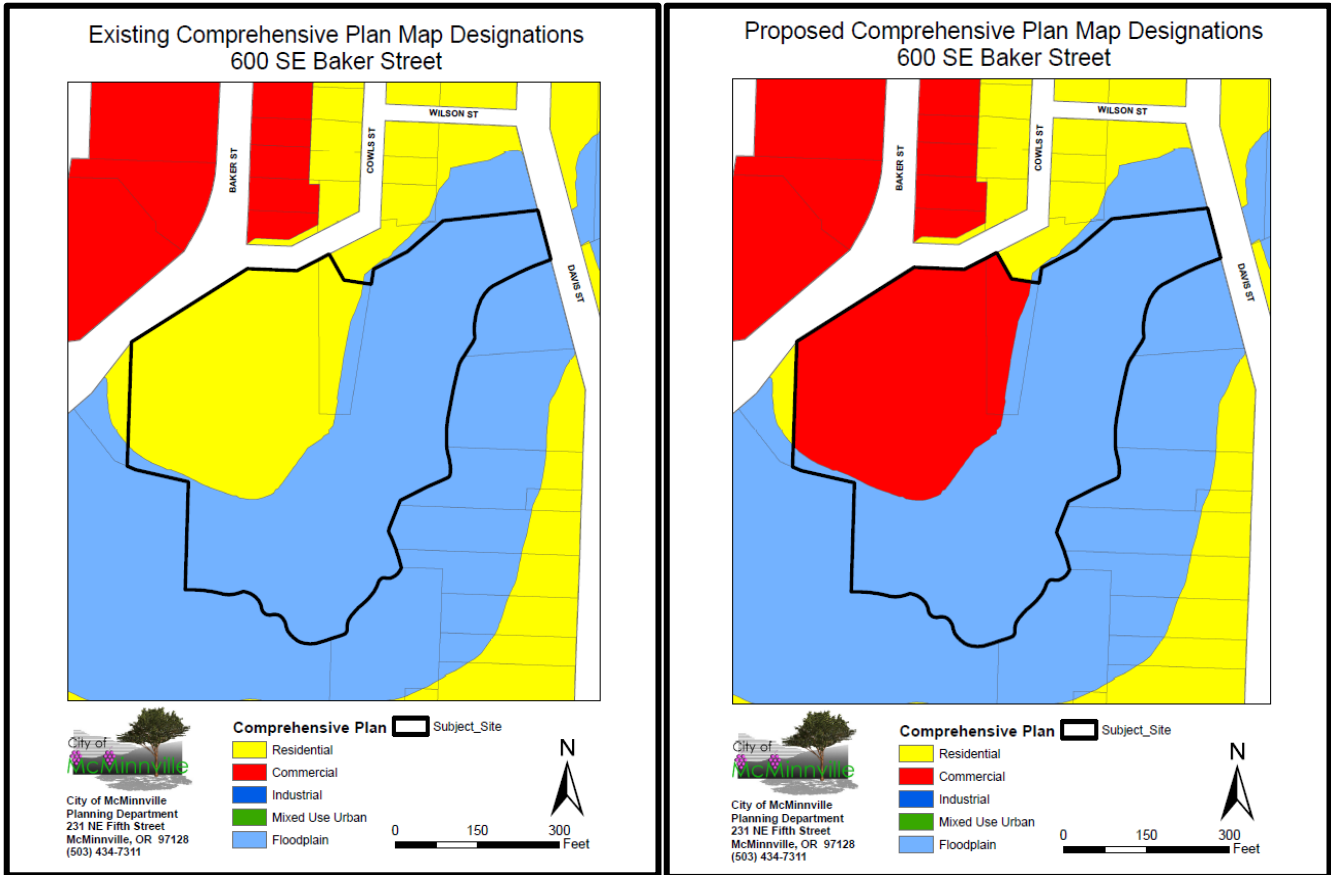
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Reference maps showing the existing and proposed Comprehensive Plan Map and zoning designations of the subject site and the surrounding properties are provided below:



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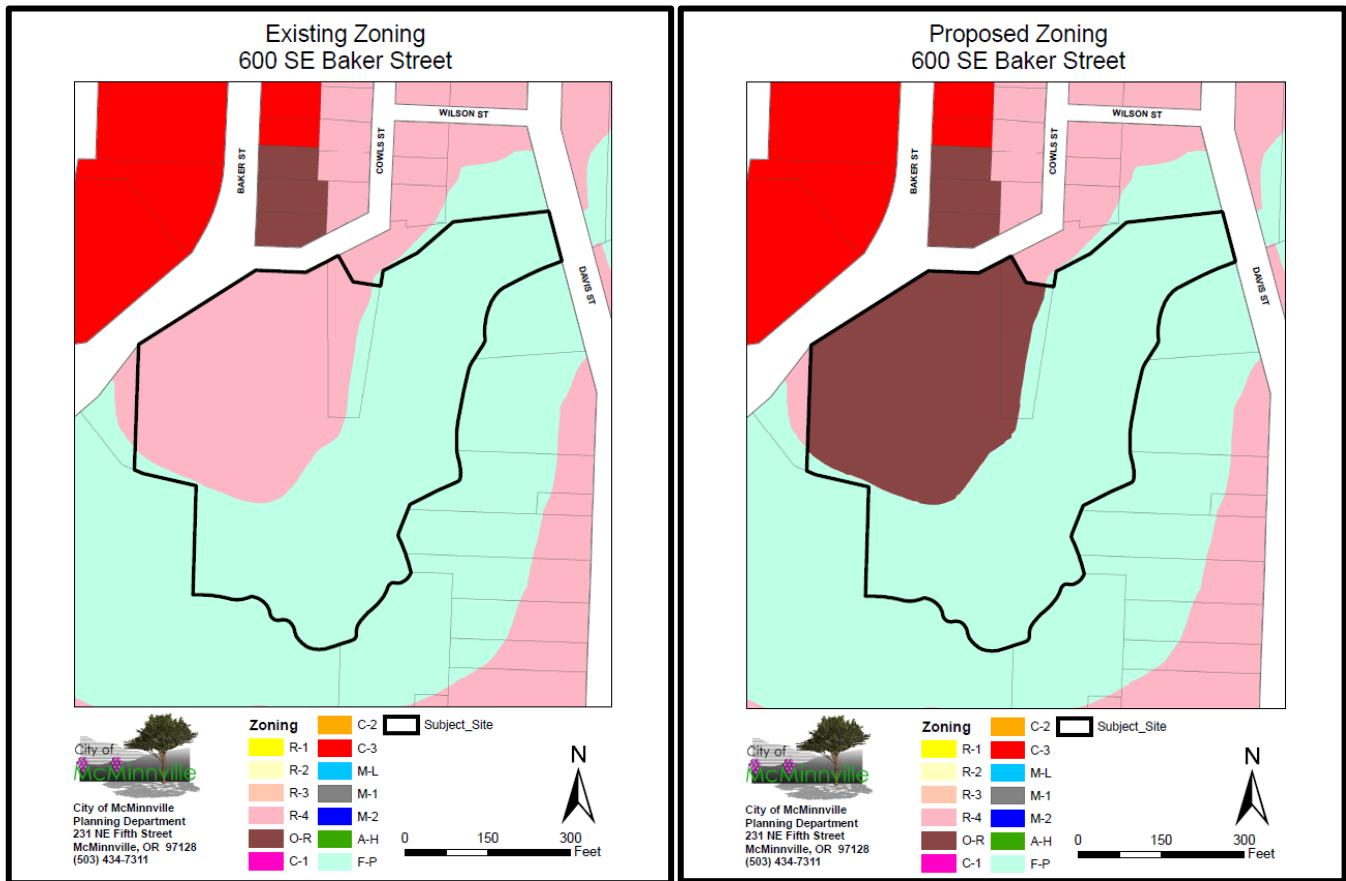
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The applicant has submitted a conceptual development plan for the site, which they have specifically requested to not be binding on the site in any way, to depict the potential office and multiple-family residential uses they anticipate to construct on the site. The concept plan shows the development of an approximately 10,000 square foot office building, and identifies areas to the south of the office building as “future development” areas where up to 24 multiple family dwelling units could be constructed.

The concept plan, ***which again is not proposed to be binding on the site and is not subject to site or design review as part of the proposed Comprehensive Plan Map amendment and zone change***, is identified below:

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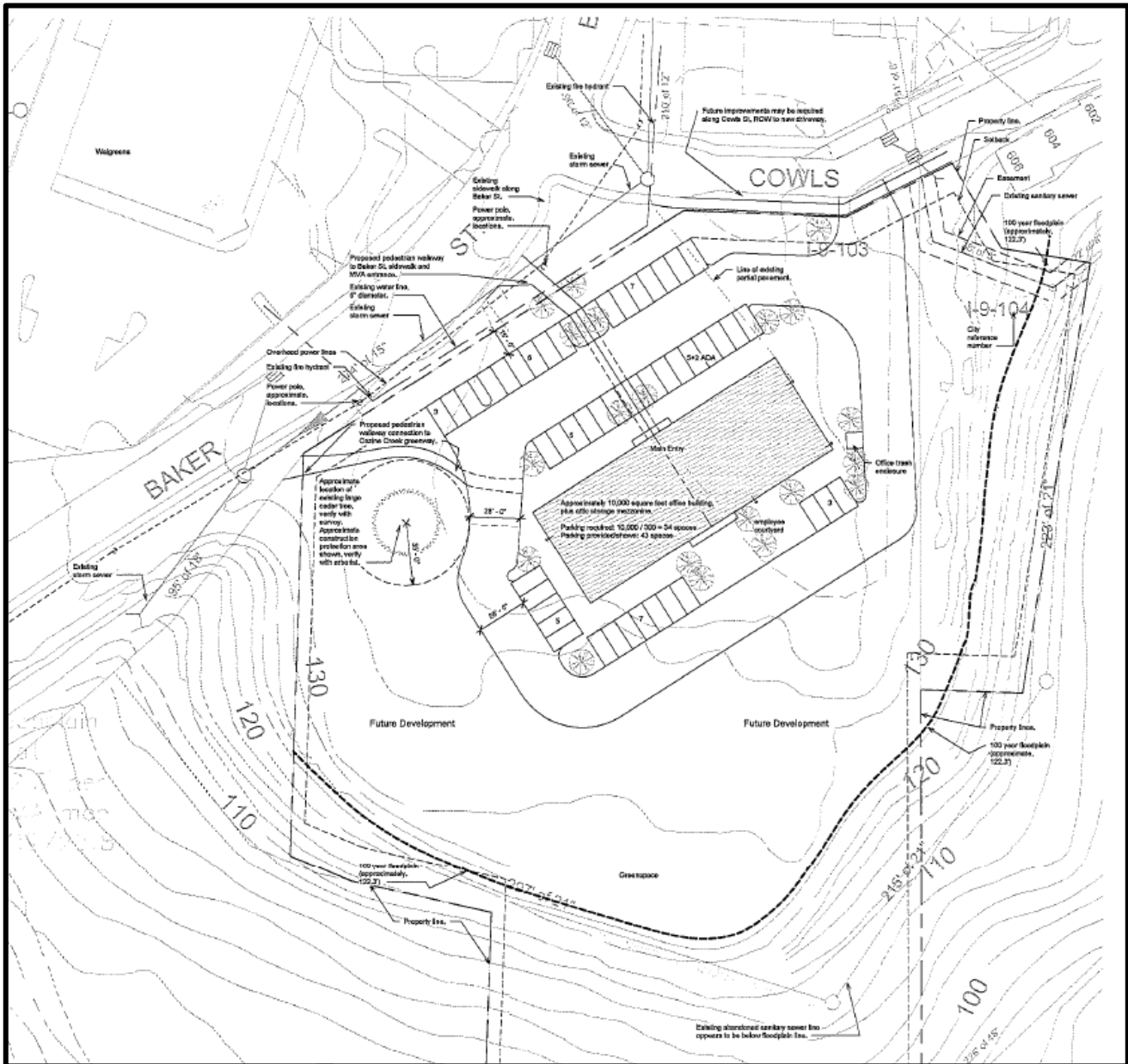
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There are three concurrent requests being made by the applicant. The first is a Comprehensive Plan Map amendment to amend the designation of a portion of the subject site from Residential to Commercial. The second is to change the zoning of the property from R-4 PD (Multiple-Family Residential Planned Development) to O-R (Office/Residential). The third, should the first two requests be approved, is a Planned Development Amendment to adjust the boundary of the Linfield College Master Plan area and Planned Development Overlay District to remove the subject site from that master plan and planned development area.

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Comprehensive Plan Map Amendment Request (CPA 2-18)

As discussed above, the applicant is requesting an amendment of the Comprehensive Plan Map designation of the property from Residential to Commercial.

Section 17.74.020

A. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan.

There are numerous Comprehensive Plan Goals and Policies that are applicable to this request. The narrative provided by the applicant identifies those goals and policies in detail, and they have also been identified in the attached decision document.

The Comprehensive Plan goals and policies most applicable to the Comprehensive Plan amendment request are found in Chapter IV (Economy of McMinnville) and Chapter V (Housing and Residential Development). Goals from Chapter III and Chapter IV of the Comprehensive Plan promote the provision of social services and facilities commensurate with the needs of our expanding population, and also to encourage the continued growth and diversification of McMinnville’s economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens. Goals from Chapter V of the Comprehensive Plan promote the development of affordable, quality housing for all city residents, and also promote a land-intensive development pattern. More specifically, there are policies that provide guidance in the provision of opportunities for suitable, serviceable commercial sites within the UGB (Policy 21.01), opportunities for the development of a variety of housing types and densities (Policy 58.00), and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00). The applicant has used these policies to argue for the amendment of the Comprehensive Plan Map designation from Residential to Commercial.

The most recently acknowledged Economic Opportunities Analysis for the City of McMinnville, which was acknowledged in 2013, identified a deficit of commercial land within the McMinnville Urban Growth Boundary. The deficit was identified at an amount of 35.8 acres, as shown in Figure 26 from the Economic Opportunities Analysis below:

Figure 26. Comparison of Land Demand to Supply (2013-33)

Acres by Plan Designation				
	Commercial	Industrial	Total	Comments
Vacant Land Demand				Based on 2013-33 jobs forecast
Commercial	164.6	-	164.6	Commercial retail & service need
Industrial	-	145.1	145.1	Manufacturing & related sectors
Institutional	2.2	8.0	10.2	62% of need w/per job method
Totals	166.8	153.2	319.9	Employment land demand
Available Land Supply				Fully & partially vacant sites
2013 BLI Update	130.9	389.1	520.0	Revised per BLI update 7/13
Surplus/(Deficit)	(35.8)	235.9	200.1	As of 2033 forecast year

Notes: All acreage figures are rounded to nearest 1/10th of an acre.
 Source: E. D. Hovee & Company, LLC.

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The proposed Comprehensive Plan map amendment would address the commercial land deficit identified in the Economic Opportunities Analysis, as approximately 2.86 acres of additional commercial land would be provided for commercial use. However, it should be noted that the proposal would result in the loss of 2.86 acres of land currently designated as Residential on the Comprehensive Plan Map. In the most recently acknowledged Residential Buildable Lands Inventory, which was prepared in 2001, a need for additional land for housing and residential uses was identified. That inventory, which was titled the McMinnville Buildable Land Needs Analysis and Growth Management Plan, identified a deficit of over 1,000 acres of land for housing in Table B-11 of Appendix B. Therefore, both commercial and residential lands were identified as needed land types in the Economic Opportunities Analysis and Residential Buildable Lands Inventory.

The need for residential land was much higher than the need for additional commercial land (over 1,000 acres of residential land compared to 35.8 acres of commercial land). However, the applicant is arguing that their proposed zone change will still address the residential land need, as they are proposing to change the zoning to the O-R (Office/Residential) zone that allows for both commercial and residential uses. They have also expressed an intent to construct up to 24 residential uses on the subject site in the future. Therefore, the Comprehensive Plan goals and policies related to the provision of opportunities for the development of a variety of housing types and densities (Policy 58.00) and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00) are still being satisfied by the proposed Comprehensive Plan Map amendment, as well as the policy related to the provision of opportunities for suitable, serviceable commercial sites (Policy 21.01).

Section 17.74.020

- B. The proposed amendment is orderly and timely, considering the pattern of development in the area, surrounding land uses, and any changes which may have occurred in the neighborhood or community to warrant the proposed amendment.

The development pattern in the area surrounding the subject site includes both residential and commercial land uses. The properties to the west and north along Baker Street are currently designated as Commercial on the Comprehensive Plan Map. The subject site, similar to those other commercially designated properties, is located immediately adjacent to Baker Street/Highway 99W, a higher volume roadway that is generally more compatible with commercial uses than residential uses. While land adjacent to the subject site to the east and further northeast along Cowls Street is designated as Residential on the Comprehensive Plan, the change of the subject site to Commercial is not inconsistent with the treatment of other areas along the Highway 99W corridor, both to the south and north of the subject site. In both directions along the Highway 99W corridor, the properties fronting and immediately adjacent to Highway 99W are designated as Commercial, with the lands on the other side of those properties being designated as Residential, showing a transition from Commercial to Residential as properties are located further from the major roadway. That pattern of land use designation can be seen below (the subject site is identified and outlined in black, with the boundary being approximate):

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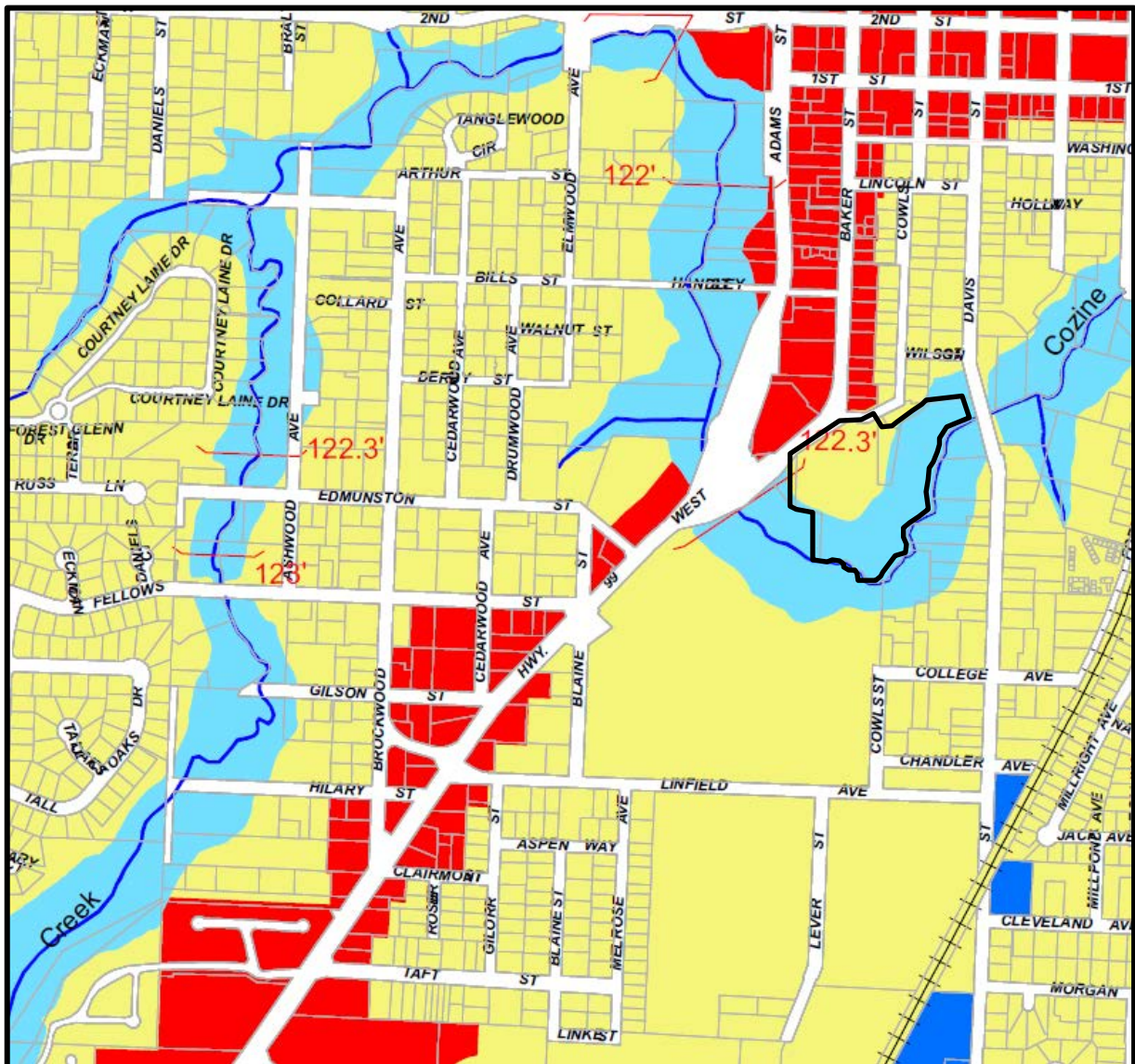
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Given the surrounding land uses and development pattern, the proposed amendment of the Comprehensive Plan Map designation from Residential to Commercial is orderly and timely. The commercial land use will complement the other commercial lands surrounding the subject site, and the proposed zone change (should the Comprehensive Plan Map amendment be approved) will ensure a transition from commercial to residential use. This is more applicable and will be described in more detail in the findings for the proposed zone change to the O-R (Office/Residential) zone below.

Section 17.74.020

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

Utility and Service Provision: This area is well served by existing sanitary and storm sewer systems as well as other public utilities. The Engineering Department has reviewed this proposal and has offered no concerns with providing adequate services to this site to support development at the subject site. At

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the time of development of the site, all necessary utilities and improvements will be required to be completed along with the building permit activities.

Street System: The applicant has provided a traffic impact analysis that concluded that the surrounding street network has the capacity to accommodate the number of trips that would result from the applicant's request to amend the Comprehensive Plan Map designation and complete a zone change to allow the development of office and residential uses on the subject site.

The traffic impact analysis included an analysis of the impacts of development of the site on three intersections near the subject site, at Baker Street and SE Handley Street, Baker Street and Cows Street, and Baker Street and the Adams Street U-turn. The analysis also considered the worst case trip generation within the existing Comprehensive Plan Map designation and zone, compared to the reasonable worst case trip generation within the proposed Comprehensive Plan Map designation and zone. The existing zoning of R-4 PD (Multiple Family Residential Planned Development) includes a Planned Development that actually does not specify any particular use on the subject site, only showing it as vacant and noting that future use of the property needed to be determined by Linfield College. Therefore, the applicants assumed the worst case trip generation in the existing zone to be a maximum build out of the number of apartment units that would be allowed in the underlying R-4 zone (83 units based on the lot size). The worst case trip generation was assumed based on the type of development that would be allowed in the zoning district being proposed, should the Comprehensive Plan Map amendment be approved.

The Engineering Department and the Oregon Department of Transportation reviewed the traffic impact analysis, and neither had any concerns with the analysis or the findings. There were some changes in the number of trips and the operation of the intersections included in the traffic impact analysis, which will be discussed in more detail in the findings for the zone change below.

Zone Change Request (ZC 4-18)

Should the Comprehensive Plan Map amendment from Residential to Commercial be approved, the applicant is also requesting that the property be rezoned from R-4 PD (Multiple-Family Residential Planned Development) to O-R (Office/Residential) to allow for the development of both office and residential uses on the subject site.

Section 17.74.020

A. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan.

There are numerous Comprehensive Plan Goals and Policies that are applicable to this request. The narrative provided by the applicant identifies those goals and policies in detail, and they have also been identified in the attached decision document.

General Comprehensive Plan Goals & Policies

The Comprehensive Plan goals and policies most applicable to the zone change request are found in Chapter II (Natural Resources), Chapter III (Cultural, Historical, & Educational Resources), Chapter IV (Economy of McMinnville) and Chapter V (Housing and Residential Development).

Relative to Natural Resources, Goal II 1 is "To preserve the quality of the air, water, and land resources within the planning area". A policy to support that goal is Policy 9.00, which states that "The City of

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McMinnville shall continue to designate appropriate lands within its corporate limits as “floodplain” to prevent flood induces property damages and to retain and protect natural drainage ways from encroachment by inappropriate uses”. As shown in the maps of the site above, a portion of the subject site is currently designated as Flood Plain on the Comprehensive Plan Map and zoned F-P (Flood Plain). These designation and zone areas are the same as the 100-year (or 1% annual chance) floodplain areas as identified on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) panels. The applicant is not proposing to change the plan designation or zone within the floodplain area, and has stated in the application that this area of the site will be protected. There are numerous regulations in the McMinnville City Code that limit development in the floodplain areas. However, the applicant has also stated that they will continue to partner with Linfield College and the Greater Yamhill Watershed Council in their efforts to restore the Cozine Creek property between the subject site and the Linfield College campus by re-establishing native plant species.

A goal from Chapter III of the Comprehensive Plan is to promote the provision of “social services and facilities commensurate with the needs of our expanding population, properly located to service the community and to provide positive impacts on surrounding areas”. The applicant, MV Advancements, is an organization that provides social services to individuals who experience disabilities. They have selected the subject site due to its location, being in close proximity to other community services that their clients would need to access. The proximity to downtown McMinnville and the other social service providers in that area allows for the MV Advancements site to still easily provide its services to the community. The site is located on a public transit route, an important locational factor for this social service use as many of their clients rely on public transit for transportation services. Both local routes (Route 2 and Route 3) serve the subject site, with northbound Route 2 passing immediately adjacent to the site, and southbound Route 3 passing close to the site on Adams Street just west of the subject site before Adams Street connects back with SE Baker Street heading southwest. Both of those routes run at regular 10-minute intervals throughout the day on all weekdays, providing connections throughout the city and also to the transit center where connections can be made with other routes.

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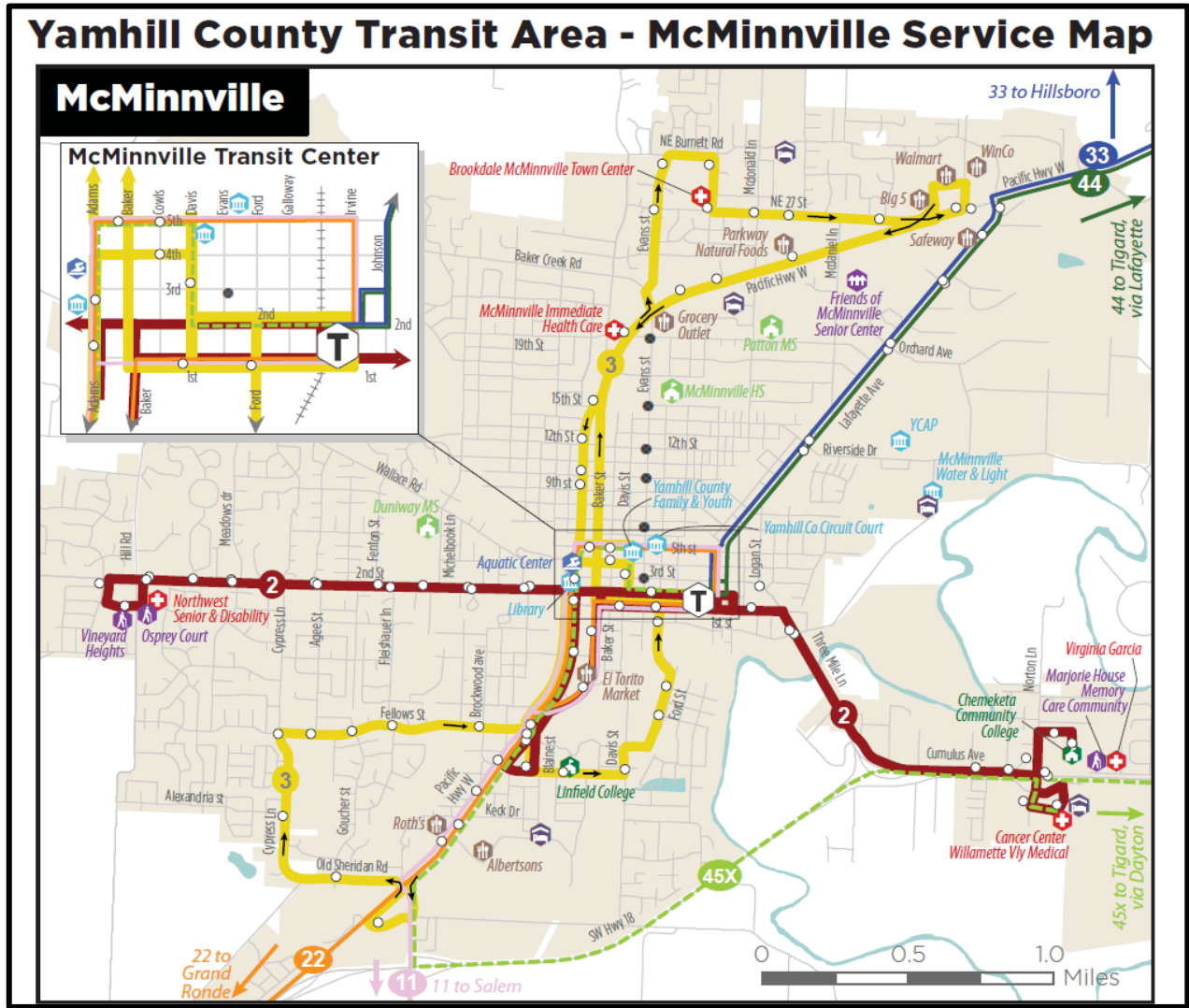
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The Comprehensive Plan also includes goals and polices related to the economy and commercial services in McMinnville. A goal from Chapter IV of the Comprehensive Plan is to “encourage the continued growth and diversification of McMinnville’s economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.” Policy 21.01 further states that the City shall “provide an adequate number of suitable, serviceable [commercial] sites in appropriate locations within its UGB”. The most recently acknowledged Economic Opportunities Analysis for the City of McMinnville, which was acknowledged in 2013, identified a deficit of commercial land within the McMinnville Urban Growth Boundary. The deficit was identified at an amount of 35.8 acres, as shown in Figure 26 from the Economic Opportunities Analysis below:

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	Acres by Plan Designation			Comments
	Commercial	Industrial	Total	
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Institutional	2.2	8.0	10.2	62% of need w/per job method
Totals	166.8	153.2	319.9	Employment land demand
Available Land Supply				Fully & partially vacant sites
2013 BLI Update	130.9	389.1	520.0	Revised per BLI update 7/13
Surplus/(Deficit)	(35.8)	235.9	200.1	As of 2033 forecast year

Notes: All acreage figures are rounded to nearest 1/10th of an acre.

Source: E. D. Hovee & Company, LLC.

The proposed Comprehensive Plan map amendment would address the commercial land deficit identified in the Economic Opportunities Analysis, as approximately 2.86 acres of additional commercial land would be provided for commercial use. However, it should be noted that the proposal would result in the loss of 2.86 acres of land currently designated as Residential on the Comprehensive Plan Map. In the most recently acknowledged Residential Buildable Lands Inventory, which was prepared in 2001, a need for additional land for housing and residential uses was identified. That inventory, which was titled the McMinnville Buildable Land Needs Analysis and Growth Management Plan, identified a deficit of over 1,000 acres of land for housing in Table B-11 of Appendix B.

Therefore, both commercial and residential lands were identified as needed land types in the Economic Opportunities Analysis and Residential Buildable Lands Inventory. The need for residential land was much higher than the need for additional commercial land (over 1,000 acres of residential land compared to 35.8 acres of commercial land). However, the applicant is arguing that their proposed zone change will still address the residential land need, as they are proposing to change the zoning to the O-R (Office/Residential) zone that allows for both commercial and residential uses. They have expressed an intent to construct up to 24 residential uses on the subject site in the future.

In regards to the existing status of the subject site, the applicant is arguing that the residentially zoned land was not actually available for development of residential uses. The applicant has stated that this land, because it was owned by Linfield College, was not considered as buildable in the last Residential Buildable Lands Inventory. In the Linfield College Master Plan (as approved and adopted under a Planned Development Overlay District by Ordinance 4739), the subject site was shown as vacant land with no specific future land use identified. There were statements in the Master Plan that Linfield College still needed to determine what the future use of the subject site would be. The applicant has provided a letter of support from Linfield College, who currently owns the subject site, providing evidence of their support for the applicant's intended use of the site and the ability to construct up to 24 residential units in conjunction with MV Advancements services or for senior housing. The letter of support states that the sale of the property will include a restrictive covenant to limit the number of residential dwelling units to 24 units, and also states that Linfield College had never considered the sale of the property to allow for the development of the maximum number of dwelling units that the underlying zoning might allow. This supports the applicants arguments that the current site was actually not

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available for the development of residential uses, and that it will now be available for up to 24 dwelling units, along with the commercial office space.

Goals from Chapter V of the Comprehensive Plan promote the “development of affordable, quality housing for all city residents” (Goal V 1), and also to “promote a residential development pattern that is land intensive and energy-efficient, that provides for an urban level of public and private services, and that allows unique and innovative development techniques to be employed in residential designs” (Goal V 2). More specifically, there are policies that provide guidance in the provision of opportunities for the development of a variety of housing types and densities (Policy 58.00), and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00). The applicant has used these policies to argue for the zone change from R-4 PD (Multiple Family Residential Planned Development) to O-R (Office/Residential).

The proposed zone change to O-R results in the establishment of a commercial zone on the property. However, it is a zone that allows for mixed use and both commercial and residential uses. The ability to have a mix of uses on the subject site will allow for unique and innovative development techniques in the establishment of both office and residential units on the subject site. The applicant has also provided evidence (in the form of a letter of support) that restrictive covenants will be placed on the site to limit the residential uses of the site to those types that would be in conjunction with MV Advancements services (which are provided to individuals with disabilities) or for senior housing. The provision of this type of housing will provide a variety of housing types and potentially lower-cost housing. Therefore, the Comprehensive Plan goals and policies related to the provision of opportunities for the development of a variety of housing types and densities (Policy 58.00) and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00) are still being satisfied by the proposed zone change, even though the zone change results in a commercial zoning designation.

Locational Comprehensive Plan Policies

As stated above, the zone change request satisfies multiple Comprehensive Plan goals and policies by providing for additional commercially zoned land, which is identified as a needed land type, while still providing opportunities for multiple family residential housing. While the proposed zone change results in a commercial zoning designation (in the Office/Residential zone), there are more specific policies that could apply to the zone change request to determine whether the specific subject site is appropriate for higher density residential development, as that type of use is permitted in the O-R (Office/Residential) zone. Those policies provide specific factors to be considered in the designation of areas for high-density residential development (Policy 71.13) and also specific multiple-family development policies that must be achieved with the development of multiple-family uses on the subject site (Policy 86.00 through 92.02).

Comprehensive Plan Policy 71.13 provides factors that should serve as criteria in determining areas appropriate for high-density residential development, which is what the applicant is proposing with the request to rezone the property to O-R (Office/Residential) to provide for both office and multiple family residential uses. Those factors in Policy 71.13 are as follows:

1. Areas which are not committed to low or medium density development;
2. Areas which can be buffered by topography, landscaping, collector or arterial streets, or intervening land uses from low density residential areas in order to maximize the privacy of established low density residential areas;
3. Areas which have direct access from a major collector or arterial street;

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4. Areas which are not subject to development limitations;
5. Areas where the existing facilities have the capacity for additional development;
6. Areas within a one-half mile wide corridor centered on existing or planned public transit routes;
7. Areas within one-quarter mile from neighborhood and general commercial shopping centers; and
8. Areas adjacent to either private or public permanent open space.

The subject site is not committed to low or medium density development, as the current underlying zoning is technically R-4 (Multiple Family Residential), but is overlaid by a Planned Development Overlay District that does not specify any future land use type. The subject site is bounded on the west by an arterial street (SE Baker Street/Highway 99W), and to the south and southeast by topography and the Cozine Creek, providing buffering and privacy between the subject site and adjacent properties. The only property immediately adjacent to the subject site, located immediately east along Cowls Street, is zoned R-4 (Multiple Family Residential) so therefore is not low density residential. While the Comprehensive Plan policies do not require locational factors and buffering from other adjacent high density residential areas, the proposed O-R (Office/Residential) zone includes some yard requirements that will provide setbacks and spacing between buildings and property lines, as well as a limitation on building height to no more than 35 feet, which is the maximum building height in lower density residential zones. These standards will provide some buffering from adjacent residential areas, even though they are also high density zones.

The site does have frontage on an arterial street. As shown in the Transportation System Plan street functional classification system map below, SE Baker Street/Highway 99W is classified as a major arterial street. However, the applicant is proposing to only provide access to the site from Cowls Street, given the traffic and safety concerns with having a new access directly onto SE Baker Street in this location near the connection of Adams and Baker Streets, and also in such close proximity to the existing intersection at Baker Street and Cowls Street. The applicant submitted a traffic impact analysis, which will be discussed in more detail below, showing that the site's access onto Cowls Street can be accommodated without any significant impacts on the surrounding street network. Comprehensive Plan Policy 91.00 provides some additional flexibility in the type of street that a multiple-family residential development should be accessed from. Specifically, Policy 91.00 states that "Multiple-family housing developments shall be required to access off of arterials or collectors or streets determined by the City to have sufficient carrying capacities to accommodate the proposed development." Given the findings of the traffic impact analysis, it can be found that the site has appropriate access for higher density development that would be allowed in the O-R (Office/Residential) zone.

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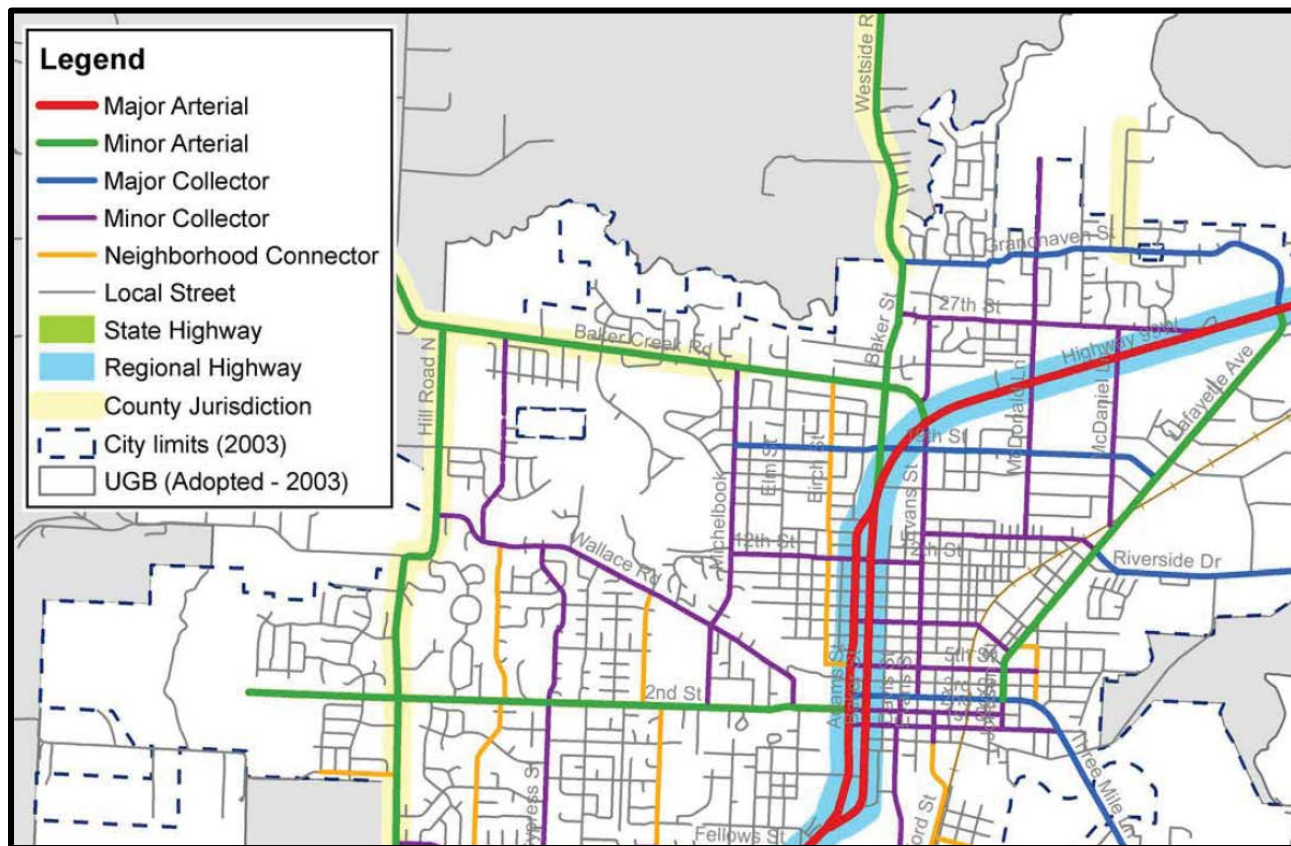
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There are not any major development limitations with the subject site, and the Engineering Department has not identified any issues with providing services and infrastructure to the subject site to support higher density residential development.

As discussed in more detail above, existing transit service is located in close proximity to the site. Routes 2 and 3 along Adams and Baker Streets are well within one-half mile of the subject site. The subject site is also located well within one-quarter mile of commercially zoned property, with commercially zoned property immediately across Baker Street from the subject site and other O-R zoned property located north of the subject site across Cows Street. These commercially zoned properties currently provide retail uses and other commercial services (professional office, medical, salon, etc.) in close proximity to the subject site.

In regards to private or public open space, there is some private open space on the subject site in the areas that are designated as floodplain. These areas are protected in the McMinnville City Code, as development in the floodplain areas is very limited. In addition, the applicant is proposing to maintain this area as natural open space, with statements in the application that they will be partnering with Linfield College and the Greater Yamhill Watershed Council in their efforts to restore the Cozine Creek property between the subject site and the Linfield College campus by re-establishing native plant species. However, the Planning Commission found that the floodplain area would not meet the required private open space. Because there are no other public open spaces adjacent to the site, the Planning Commission recommended that a condition of approval be included to require that, if the site is

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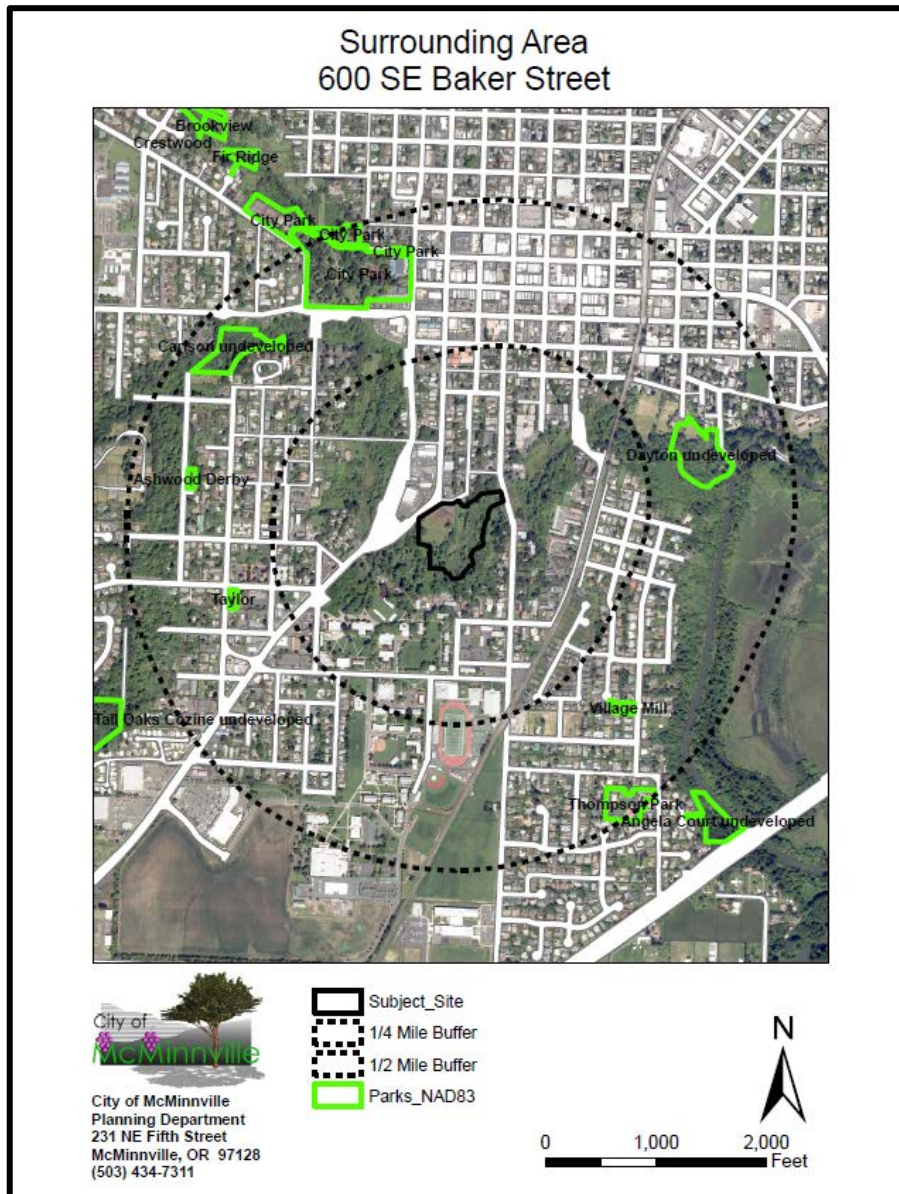
Exhibit C – PDA 1-18 Decision Document

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eventually developed with multiple family residential uses, an area equivalent to 7 percent of the gross area of the site be reserved for usable open space for residents of the multiple family development site.

For reference, a map showing the locations of amenities surrounding the subject site is provided below:



Residential Design and Multiple-Family Development Comprehensive Plan Policies

The Comprehensive Plan includes specific policies related to Residential Design, which the applicant provided findings for in their application materials. While these policies are important, the proposal and request before the Planning Commission does not include a review of the applicant’s development plan or concept plan. However, it should be noted that the concept plan provided does meet the residential design policies, specifically in that it preserves distinctive natural features in the floodplain and creek

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areas (Policy 80.00) and provides pedestrian paths to connect with other activity centers with connections to the surrounding sidewalk network and the Linfield College path to the southwest (Policy 81.00).

The Comprehensive Plan also includes policies that must be achieved with the development of multiple-family uses on any particular site. Again, the proposed zone change would result in a commercial zoning designation, but because the proposed zone would allow for multiple-family residential uses and the applicant has stated an intention of developing up to 24 dwelling units, the policies should be considered. Some of these are similar to the locational factors in Policy 71.13, including the street access to the site, and the site's proximity to transit routes and general commercial shopping centers. Policy 90.00 states that "greater residential densities shall be encouraged to locate along major and minor arterials, within one-quarter mile from neighborhood and general commercial shopping centers, and within a one-half mile wide corridor centered on existing or planned public transit routes". Another policy in particular (Policy 92.02) requires higher density housing to be located within a "reasonable walking distance" to shopping, schools, parks and public transportation. This distance is not specifically defined, but a typical distance used for a reasonable walking distance is one-quarter mile. As discussed in more detail above, the site is well within one-quarter mile of commercial uses and public transportation. There are no parks within one-quarter mile, but private open space is provided on the subject site in the floodplain area and natural open space along the Cozine Creek, and a condition of approval is included to require that, if the site is eventually developed with multiple family residential uses, an area equivalent to 7 percent of the gross area of the site be reserved for usable open space for residents of the multiple family development site.

Section 17.74.020

- B. The proposed amendment is orderly and timely, considering the pattern of development in the area, surrounding land uses, and any changes which may have occurred in the neighborhood or community to warrant the proposed amendment.

The development pattern in the area surrounding the subject site includes both residential and commercial land uses and zones. The properties to the west and north between Adams Street and Baker Street are currently zoned C-3 (General Commercial). Properties immediately to the north of the subject site, but also fronting Baker Street are currently zoned O-R (Office/Residential), the same zone the applicant is proposing for the subject site. The subject site, similar to those other commercially zoned properties, is located immediately adjacent to Baker Street/Highway 99W, a higher volume roadway that is generally more compatible with commercial uses than residential uses. While land adjacent to the subject site to the east and further northeast along Cows Street is zoned R-4 (Multiple Family Residential), the change of the subject site to the O-R (Office/Residential) zone is not inconsistent with the treatment of other areas along this portion of the Highway 99W corridor.

Also, the proposed O-R (Office/Residential) zone at this location meets multiple other goals or intended uses for the O-R zone. Specifically, the purpose statement for the O-R (Office/Residential) zone in Section 17.24.010 of the McMinnville City Code states:

The purpose and intent of this zone is at least two-fold. One, it may be used to provide a transition and buffer area between commercially zoned and residentially zoned areas; and two, it is intended to provide an incentive for the preservation of old and historical structures. It may also serve as a buffer zone along major arterials between the roadway and the interior residential areas. Therefore, the requirements set forth herein should be interpreted in relationship to the protection of abutting residential areas. Implementation and interpretation should take into

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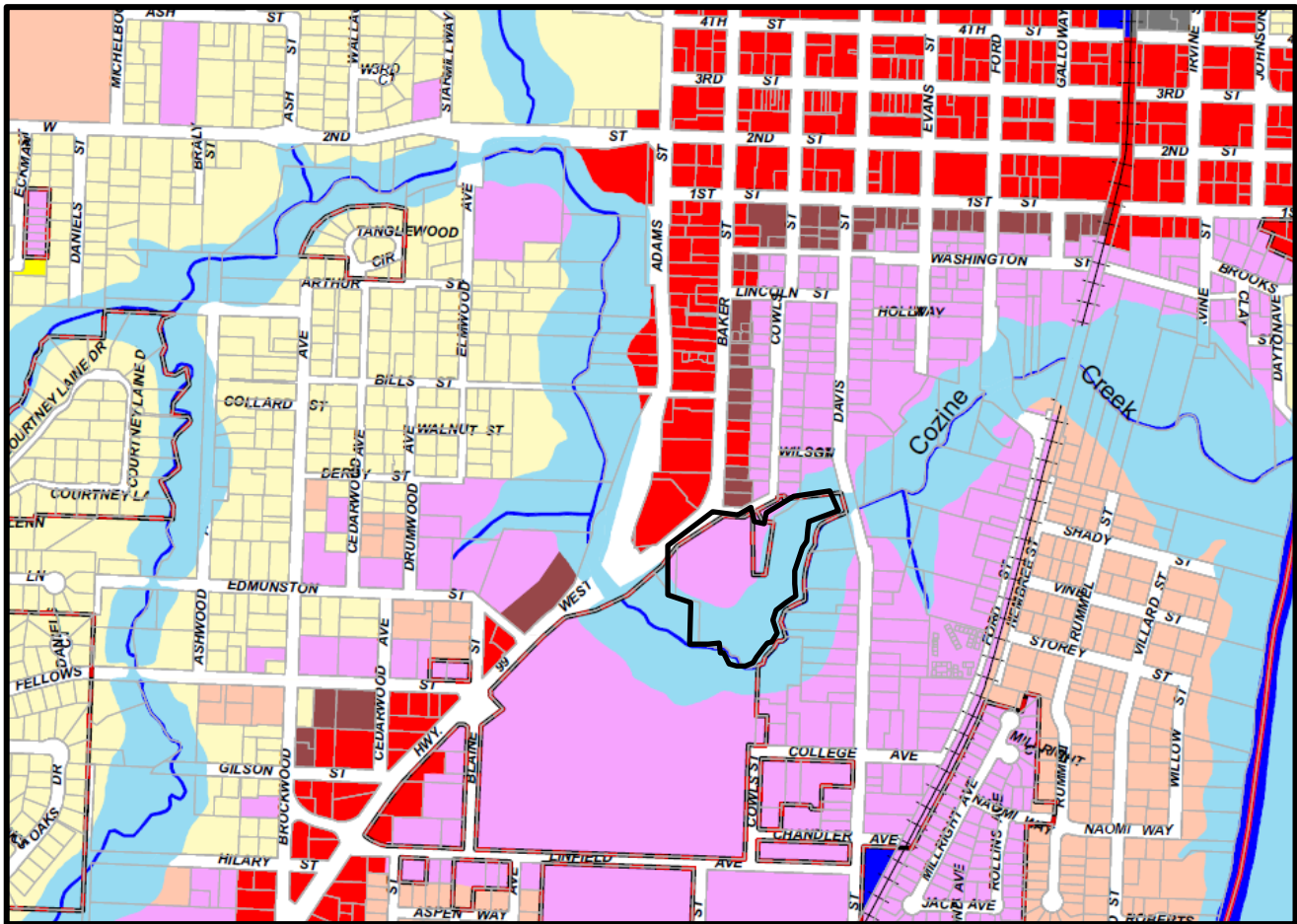
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consideration those factors conducive to a healthy place to live, and improvements should be in scale and relationship to surrounding property uses.

The proposed zone change would be consistent with the purpose of the O-R (Office/Residential) zone, as the subject site is located between commercially zoned property across Baker Street to the west and residentially zoned property along Cows Street to the east. The change to the O-R zone would provide a transition between commercial and residential zones, and also would serve as a buffer zone along the major arterial roadway, that being Baker Street/Highway 99W, and the interior residential areas further east and northeast along Cows Street. The O-R (Office/Residential) zone also includes some yard requirements that will provide setbacks and spacing between buildings and property lines, as well as a limitation on building height to no more than 35 feet, which is the maximum building height in lower density residential zones. These standards would not apply if the request was to change to another commercial zone such as C-3 (General Commercial), and will provide some buffering from the adjacent residential areas.

The zoning map in the area surrounding the subject site can be seen below, showing other properties in the vicinity that are currently zoned O-R (Office/Residential) that provide for a transition between commercial and residential zones. The subject site is identified and outlined in black (boundary is approximate):



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Given the surrounding land uses and development pattern, the proposed zone change is orderly and timely. The change to the O-R (Office/Residential) zone will complement the other commercially zoned lands surrounding the subject site, and will ensure a transition from commercial to residential use.

Section 17.74.020

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

Utility and Service Provision: This area is well served by existing sanitary and storm sewer systems as well as other public utilities. The Engineering Department has reviewed this proposal and has offered no concerns with providing adequate services to this site to support development at the subject site. At the time of development of the site, all necessary utilities and improvements will be required to be completed along with the building permit activities.

Street System: The applicant has provided a traffic impact analysis that concluded that the surrounding street network has the capacity to accommodate the number of trips that would result from the applicant's request to amend the Comprehensive Plan Map designation and complete a zone change to O-R (Office/Residential) to allow the development of office and residential uses on the subject site.

The traffic impact analysis included an analysis of the impacts of development of the site on three intersections near the subject site, at Baker Street and SE Handley Street, Baker Street and Cows Street, and Baker Street and the Adams Street U-turn. In determining site generated traffic and trip distribution, it was determined that a majority of the traffic to and from the site would come to and from Highway 99W, with 45% of the trips to and from Adams Street and 50% of the trips to and from Baker Street. Only 5% of the trips were determined to travel to and from Cows Street, so no intersections on Cows Street were included in the traffic impact analysis.

The analysis also considered the Oregon Transportation Planning Rule (TPR) to ensure that the proposed development would not have any significant effect on any existing or planned transportation facility. To analyze the potential effects of the proposed development, the worst case trip generation within the existing Comprehensive Plan Map designation and zone was compared to the reasonable worst case trip generation within the proposed Comprehensive Plan Map designation and zone. The existing zoning of R-4 PD (Multiple Family Residential Planned Development) includes a Planned Development Overlay District that actually does not specify any particular use on the subject site, only showing it as vacant and noting that future use of the property needed to be determined by Linfield College. Therefore, the applicants assumed the worst case trip generation in the existing zone to be a maximum build out of the number of apartment units that would be allowed in the underlying R-4 zone (83 units based on the lot size). The worst case trip generation for the proposed O-R (Office/Residential) zone was assumed based on the type of development that would be allowed in that zone. Specifically, it was assumed that worst case trip generation in the proposed zone would result from the buildout of only office uses on the site. An assumption was made that 40% of the buildable portion of the subject site (that area being outside of the floodplain) would be developed with a building, allowing for the rest of the area to be used for landscaping, parking, setbacks, and other associated improvements. This resulted in an assumed 49,835 square foot office building.

The traffic impact analysis determined that the proposed zone change could result in a net increase in trips from what could be developed in the existing, underlying R-4 zone. Again, this is based on the

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buildout of a 49,835 square foot office building. The net change in trips under the existing and proposed zoning is provided below:

Table 1. Trip Generation of Existing Zoning vs. Proposed Zoning

Existing Zoning Description & ITE Code	Units	Daily	Weekday AM Peak Hour			Weekday PM Peak Hour		
			Total	In	Out	Total	In	Out
Multifamily Housing (Mid-Rise) (ITE #221)	83	451	29	7	22	37	23	14
Proposed Zoning Description & ITE Code	KSF	Daily	Weekday AM Peak Hour			Weekday PM Peak Hour		
			Total	In	Out	Total	In	Out
General Office (ITE #710)	49.835	540	73	63	10	59	9	50
Net Increase in Trips		+89	+44	+56	-12	+22	-14	+36

Source: ITE Trip Generation Manual, 10th Edition
 Fitted curve equations used
 KSF = 1000 square feet

After identifying trip generation, those trips were then entered into a traffic model to determine impacts and functionality of the surrounding street network. The traffic analysis showed that all of the intersections included in the analysis would continue to function under the mobility standard for Oregon Department of Transportation highways, which is an intersection V/C ratio of 0.90. The intersection V/C ratios were all well under that 0.90 level, and therefore found acceptable by Oregon Department of Transportation and the City of McMinnville. The overall intersection V/C, which is a calculation of volume to capacity, increase only slightly between the 2023 background traffic and 2023 traffic including the development of the subject site. Those slight increases occurred at Baker/Handley and Baker/Cowls in the PM peak hour, and at Baker/Adams U-Turn during the AM peak hour. However, it should be noted that intersection V/C actually improved in a few situations, including at Baker/Cowls in the AM peak hour and at Baker/Adams U-Turn in the PM peak hour.

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Table 2. SE Baker Street (Highway 99W)/SE Handley Street

Traffic Scenario	2010 HCM Methodology	
	Weekday AM Peak Hour	Weekday PM Peak Hour
	Intersection V/C	Intersection V/C
2018 Existing Traffic	0.03	0.05
2023 Background Traffic	0.03	0.09
2023 Total Traffic	0.03	0.11

Note: 2010 Highway Capacity Manual methodology used in analysis.

Table 3. SE Baker Street (Highway 99W)/SE Cows Street

Traffic Scenario	2010 HCM Methodology	
	Weekday AM Peak Hour	Weekday PM Peak Hour
	Intersection V/C	Intersection V/C
2018 Existing Traffic	0.06	0.16
2023 Background Traffic	0.16	0.38
2023 Total Traffic	0.10	0.40

Note: 2010 Highway Capacity Manual methodology used in analysis.

Table 4. SE Baker Street (Highway 99W)/Adams U-turn

Traffic Scenario	2010 HCM Methodology	
	Weekday AM Peak Hour	Weekday PM Peak Hour
	Intersection V/C	Intersection V/C
2018 Existing Traffic	0.06	0.06
2023 Background Traffic	0.08	0.14
2023 Total Traffic	0.13	0.09

Note: 2010 Highway Capacity Manual methodology used in analysis.

More detailed analysis of the operations of each movement at each intersection were provided in Appendix G of the Traffic Impact Analysis (Synchro Intersection Capacity Analysis Report Outputs). A summary of the worst movements at each intersection are provided below. Again, only minor changes occurred in the delay times and level of service (LOS) of specific lanes or movements between the 2023 background traffic and 2023 traffic including the development of the subject site.

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2018 AM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.055	13.4	B
Baker & Handley	EB Lane 1	.025	13.2	B
Baker & Cows	WB Lane 1	.058	17.4	C

2018 PM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.064	14.8	B
Baker & Handley	EB Lane 1	.046	15.8	C
Baker & Cows	EB Lane 1	.164	20.9	C

2023 No Build AM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.075	12.7	B
Baker & Handley	EB Lane 1	.027	13	B
Baker & Cows	WB Lane 1	.155	16.2	C

2023 No Build PM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.144	17.7	C
Baker & Handley	EB Lane 1	.093	21	C
Baker & Cows	EB Lane 1	.188	42.3	E

2023 Build AM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.134	13.4	B
Baker & Handley	EB Lane 1	.026	12.7	B
Baker & Cows	WB Lane 1	.103	17.9	C

2023 Build PM Peak				
	Worst Mvmt	V/C	Delay (s/veh)	LOS
Baker & Adams U-Turn	EB Lane 1	.09	16.9	C
Baker & Handley	EB Lane 1	.108	23.9	C
Baker & Cows	EB Lane 1	.396	44.7	E

Based on those figures, the traffic impact analysis concluded that the surrounding street network has the capacity to accommodate the number of trips that would result from the applicant's request to amend the Comprehensive Plan Map designation and complete a zone change to O-R (Office/Residential), even

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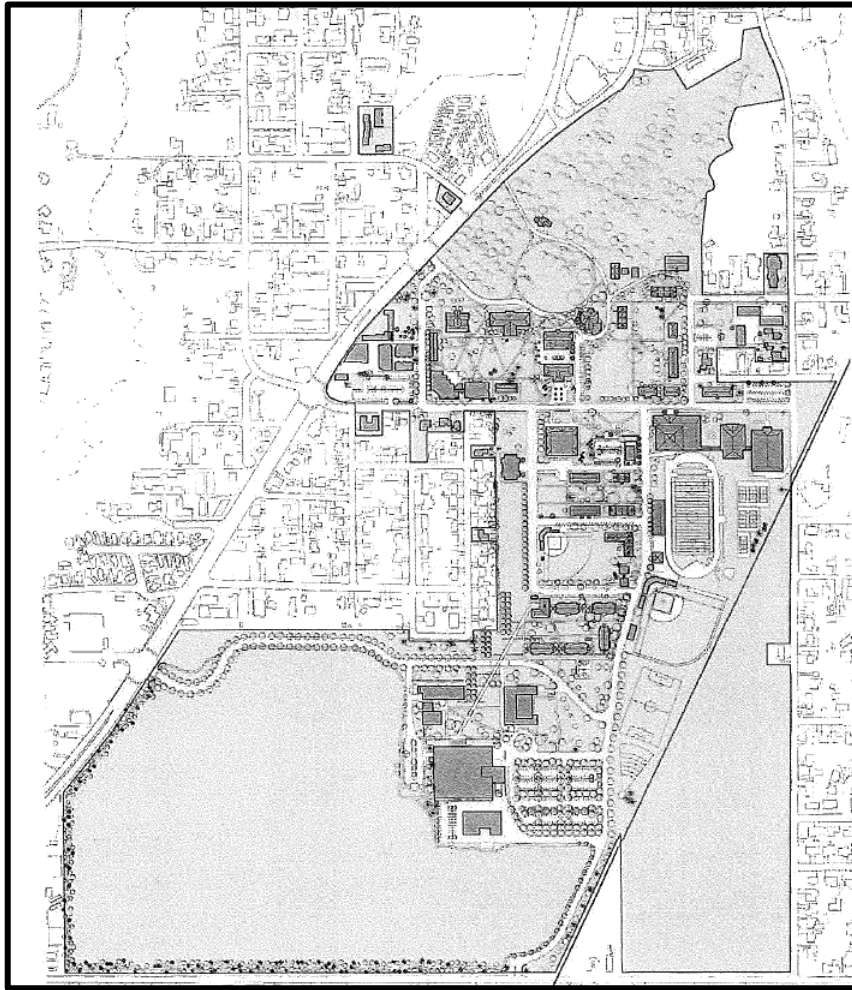
with the assumed maximum buildout of the subject site. The proposed development was also found to meet the Transportation Planning Rule (TPR), as the proposal did not change any functional classification of street, and did not result in any levels of traffic delay or other degradation of street functionality below the acceptable standards of the agency with jurisdiction, which in this case is the Oregon Department of Transportation. The Engineering Department and the Oregon Department of Transportation reviewed the traffic impact analysis, and neither had any concerns with the analysis or the findings.

Planned Development Amendment Request (PDA 1-18)

Should the Comprehensive Plan Map amendment and zone change be recommended for approval, the applicant is also requesting a Planned Development Amendment. The Planned Development Amendment is necessary due to the type of zone change being requested. The existing properties are included in the Linfield College Master Plan and Planned Development Overlay District, which were approved and adopted in 2000 by Ordinance 4739. The proposed zone change would result in the properties being rezoned to O-R (Office/Residential), and no Planned Development is being requested. The properties would also no longer be owned by Linfield College, and would have no direct relationship to the operations of the campus, other than being located immediately to the north of the campus grounds. Therefore, the specific request is for a Planned Development Amendment to remove the subject site from the Linfield College Master Plan area and Planned Development Overlay District, effectively adjusting the boundary of the Planned Development Overlay District.

The Linfield College Master Plan included all properties owned by the college, and identified current and future uses for most areas of the campus. The overall master plan map adopted with the Linfield College Master Plan by Ordinance 4739 is provided below:

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The Planned Development Amendment must be reviewed against the review criteria in Section 17.74.070 of the McMinnville Municipal Code. Those criteria are as follows:

- A. There are special physical conditions or objectives of a development which the proposal will satisfy to warrant a departure from the standard regulation requirements;
- B. Resulting development will not be inconsistent with the Comprehensive Plan objectives of the area;
- C. The development shall be designed so as to provide for adequate access to and efficient provision of services to adjoining parcels;
- D. The plan can be completed within a reasonable period of time;
- E. The streets are adequate to support the anticipated traffic, and the development will not overload the streets outside the planned area;
- F. Proposed utility and drainage facilities are adequate for the population densities and type of development proposed;
- G. The noise, air, and water pollutants caused by the development do not have an adverse effect upon surrounding areas, public utilities, or the city as a whole.

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The request is to remove the subject site and properties from the Planned Development Overlay District, so no other changes would be made to the existing Planned Development or changes to any of the regulations or conditions of approval contained within the Planned Development. The subject site is currently included within the Planned Development Overlay District, but as described briefly above, there is no specific future land use identified in the Linfield College Master Plan. More specifically, on Page 19 of the Master Plan, the Cozine Creek and surrounding areas (including the subject site north of the creek and southeast of Baker Street) are identified as a "Cozine Creek programmatic zone". However, on Page 18, the Master Plan identifies the northern boundary of the campus as the Cozine Creek. The Master Plan Goals, on Page 21, continue with a statement that "The College should decide whether to keep outlying parcels including the Columbus School Site...". Campus open spaces are discussed in more detail on Page 36, but the "Open Spaces" map shows a "Cozine Creek Park" that is more focused on the creek corridor and does not include the property in question to the north. Given that the Master Plan Goals consider the possibility of the property in question being released by the college, it appears that Linfield College has considered whether to keep control of the parcel, and decided not to and allow it to be sold and developed. This is further evidenced by the letter of support provided by the applicant from Linfield College, showing that the college is in support of the applicant's intended use of the properties.

Based on these descriptions of the subject site in the Linfield Master Plan, there are special objectives of the proposed development, that being the Comprehensive Plan Map amendment and zone change because a final site and development plan has not been submitted, that warrant the amendment of the Planned Development Overlay District to remove the subject site and properties. The resulting development, again being the Comprehensive Plan Map amendment and zone change, would not be inconsistent with the Comprehensive Plan goals, policies, and objectives, as described in the review criteria for those land use requests above. The applicant has provided a traffic impact analysis, which was also discussed in more detail above, to show that future construction will not significantly impact the street network in the surrounding area. Also, the future build out of the site will be required to provide all required infrastructure, utilities, and drainage to support the buildings that are proposed at that time.

Therefore, the Planning Commission found that the Planned Development Amendment review criteria were satisfied. The Planning Commission recommended approval of the Planned Development Amendment. Therefore, staff is suggesting that the amendment be processed in the same Ordinance as the Comprehensive Plan Map Amendment and Zone Change, which is attached here for your review, and that the Ordinance specify that the boundary of the Planned Development Overlay District adopted by Ordinance 4739 be amended to remove the subject site and properties.

Discussion:

The Planning Commission held a public hearing at their regular meeting on December 20, 2018. No written testimony was provided prior to the public hearing. One resident provided oral testimony during the December 20, 2018 public hearing. The testimony provided was oppositional, and focused on the fact that the proposed comprehensive plan map amendment and zone change would result in a loss of R-4 (Multiple Family) zoned land within the city, when that type of land has been identified in previous and current draft studies as a needed land type.

The public hearing was closed on December 20, 2018, following which the Planning Commission deliberated. The Planning Commission discussed the oppositional testimony provided during the public hearing, and referenced the fact that the proposed zone change would still allow for residential uses, which is further supported by the applicant's stated intent to develop up to 24 units of multiple family

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residential uses on the property for clients that utilize MV Advancements services or senior citizens. This intended use is stated to be further strengthened through the current owner's intent to include a restrictive covenant on the property to limit the residential uses to those described by the applicant. The Planning Commission also decided to add the condition of approval related to the provision of usable open space on the subject site, should it be developed with multiple family residential uses, per Comprehensive Plan Policy 71.13. The Planning Commission also decided to include an additional condition of approval to require that two large, mature, and distinctive trees on the property be preserved during the development of the site, per Comprehensive Plan Policy 80.00. The Planning Commission then voted, on a 7-1 vote, to recommend that the Council consider and approve the Comprehensive Plan map amendment, zone change, and Planned Development amendment requests, subject to conditions of approval described above and also outlined in detail in Ordinance No. 5061.

Fiscal Impact:

None

Alternative Courses of Action:

1. **ADOPT** Ordinance No. 5061, approving CPA 2-18, ZC 4-18, and PDA 1-18 and adopting the Decision, Conditions of Approval, Findings of Fact and Conclusionary Findings.
2. **ELECT TO HOLD A PUBLIC HEARING** date specific to a future City Council meeting.
3. **DO NOT ADOPT** Ordinance No. 5061, providing findings of fact based upon specific code criteria to deny the application in the motion to not approve Ordinance No. 5061.

Recommendation/Suggested Motion:

Staff recommends that the Council adopt Ordinance No. 5061 which would approve CPA 2-18, ZC 4-18, and PDA 1-18, subject to conditions of approval as recommended by the Planning Commission.

“THAT BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY THE APPLICANT, I MOVE TO ADOPT ORDINANCE NO. 5061.”

CD:sjs

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