

April 20, 2023 Planning Commission Packet Hard Copy, Part 2

The application materials in this part of the hard copy packet contain the original application materials submitted by the applicants, excluding the following attachments:

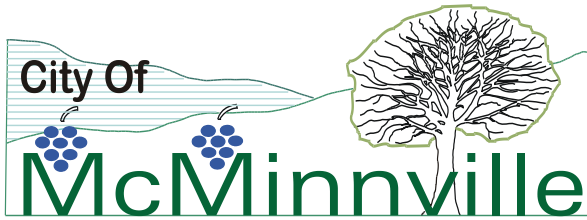
- Appendices to TIAs
- City of McMinnville documents, such as published draft or final planning documents

The application materials for each application being on the following pages:

- Page 478: CPA 2-20/ZC 3-20, Kimco.
- Page 597: CPA 1-21/ZC 2-21, 3330 TML
- Page 695: CPA 2-21/ZC 3-21, DRS Land

As a reminder, the May 4 TIA and Sensitivity Analysis in the main packet supersedes the TIAs that were submitted at the time of the original applications here.

All application materials, full appendices, and attachments are available on the April 20, 2023 Planning Commission meeting webpage, or they are available on the project pages, which are also linked from the April 20, 2023 Planning Commission meeting webpage.



Planning Department
 231 NE Fifth Street ◦ McMinnville, OR 97128
 (503) 434-7311 Office ◦ (503) 474-4955 Fax
www.mcminnvilleoregon.gov

Office Use Only:	
File No.	_____
Date Received	_____
Fee	_____
Receipt No.	_____
Received by	_____

Comprehensive Plan Map Amendment/ Zone Change Application

Applicant Information

Applicant is: Property Owner Contract Buyer Option Holder Agent Other _____

Applicant Name Kimco McMinnville LLC Phone 650.746.7501

Contact Name Michael Strahs Phone Same as above
(If different than above)

Address 15 Southgate Ave, Suite 201

City, State, Zip Daly City, CA 94015

Contact Email mstrahs@kimcorealty.com

Property Owner Information

Property Owner Name Same as above Phone _____
(If different than above)

Contact Name _____ Phone _____

Address _____

City, State, Zip _____

Contact Email _____

Site Location and Description

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

Property Address 3310 SE Three Mile Lane

Assessor Map No. R4 4 - 426 - 00700 Total Site Area 90.45-acres

Subdivision 4W Block 26 Lot 00700

Comprehensive Plan Designation Industrial Zoning Designation M-3

This request is for a:

Comprehensive Plan Amendment

Zone Change

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

See attached narrative.

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

See attached narrative and Attachment 2.

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

See attached narrative and Attachment 2.

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

No development is proposed with this application. This documentation is not required for this application.

This study will be completed once approval of this application is completed and a formal PD overlay development application can be submitted.

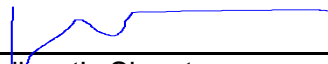
8. Describe, in detail, how the proposed use will affect traffic in the area. What is the expected trip generation?

See attached narrative Attachment 2, and Attachment 3 (completed TIA).

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

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

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


Applicant's Signature

12/17/2020
Date

Same as Applicant
Property Owner's Signature

Date

City of McMinnville, OR

Three Mile Lane Comprehensive Plan and Zoning Map Amendment

Applicant: Kimco McMinnville, LLC

Contact: Michael Strahs (mstrahs@kimcorealty.com)
Alan Roodhouse (amr@rpsdevco.com)
15 Southgate Ave, Suite 201
Daly City, CA
(650) 746-7501

Property Address: 3310 SE Three Mile Ln
McMinnville, Oregon 97128

Tax Lot ID Number: 172164

Property Size: 90.45 Acres (3,940,002 SF)

**Comprehensive Plan:
Designation** Industrial

Zoning Designation: M-2 (General Industrial)

1. Application Request:

Kimco McMinnville, LLC (“Kimco”) proposes a quasi-judicial comprehensive plan map and zoning map amendment for an approximately 33.5-acre area (the “Property”)¹ fronting Three Mile Lane (Oregon State Highway 18 or SH 18). This proposal is to amend the Property’s comprehensive plan map designation from Industrial to Commercial, and to change the zoning map designation from General Industrial (M-2) to General Commercial (C-3) with a Planned Development (PD) overlay, as depicted on **Attachment 1**. No development is proposed at this time.

Following the map amendments, when a development is proposed, the applicant will pursue the land use approvals required to develop the Property with commercial mixed-uses (the “Project”) through the process prescribed through the PD overlay ordinance. The Project is intended to accommodate the community’s growing demand for retail and to capture some of the area’s retail sales leakage, which are goods that residents travel outside the greater McMinnville area to purchase. Due to the scale of the site, the Project’s development process

¹ Kimco owns a 90.45 acre parcel, of which the 33.5 acre area that is the subject of this application is a part. The remaining 56.95 acres of Kimco’s ownership is not a part of this application and will retain its Industrial comp plan and M-2 zoning designations.

will include imposing a site-specific Planned Development (including design and development standards), a partition or land division, and site plan review.

2. Property Description:

The 33.5-acre Property is a portion of the vacant 90.45-acre parcel located in the Three Mile Lane area within the city limits of McMinnville. The Property is located on the southside of Oregon State Highway 18 in the southeastern portion of the city in proximity to the community hospital and satellite development, the McMinnville Municipal Airport adjacent to the east, and the Evergreen Aviation & Space Museum to the north. The Property's topography is flat in elevation and covered by annual crops with few trees.

As depicted on **Attachment 1**, the Property is generally comprised of two parts. The westerly "Parcel 1" is approximately 25.3 acres and the easterly "Parcel 2" is approximately 5.25 acres. The internal local street connections within the Property are expected to require approximately 2.95 acres.

3. Project Background:

The requested amendments will facilitate a future economic development opportunity that will benefit the City of McMinnville and surrounding communities by converting excess industrial land into needed commercial land. Kimco has owned the vacant Property since 2006 and over the years there has high interest from retailers, both local and national, to open shop and serve the local community. No particular retail use has been identified for the Property, but it's location, access to Highway 18, size, and topography make it attractive to General Merchandise retailers such as Target, Home Depot, and Costco because the goods and services offered by those stores are currently unavailable to McMinnville residents and require a 25-mile drive to Salem or even further to the outskirts of Portland. This existing phenomenon, when demand for certain products and services are not met within a trade area and consumers go elsewhere to shop, is "retail leakage."

The Property is suitable to include a mix of larger retailers and smaller store spaces, which could include both locally owned business and nationally known companies. The Property can accommodate adequate on-site parking and be designed to offer great pedestrian circulation on site and programmed community spaces for visitors to linger and enjoy while shopping.

Located three miles southeast of the downtown core of McMinnville, the Property lends itself to prime commercial retail development. The retail space eventually created through this Project would be suited to businesses that do not fit within the format of existing retail in McMinnville. Downtown businesses are not expected to be negatively affected by retail that will eventually be developed on the Property because the future retailers will provide goods and services that will capture the community's existing retail leakage.

4. Project Rationale:

A. Industrial Land Surplus, Commercial Land Deficit, and Existing Retail Sales Leakage

(1) Adopted Economic Opportunities Analysis

On February 5, 2014, the McMinnville City Council adopted Ordinance No. 4976, which is the Economic Opportunities Analysis completed in November 2013 (2013 EOA), which has been acknowledged. The 2013 EOA concludes that the City has a deficit of 35.8 acres of commercial land and surplus of 235.9 acres of industrial land. (2013 EOA, pg 56, Table 26) The 2013 EOA's data and policies support the need to re-designate and rezone the 33.5-acre Property to C-3. The proposed amendment is consistent with the 2013 EOA because following the proposed zone change, the City will be closer to accommodating the commercial land need, and the supply of industrial land will remain adequate because it will continue to be in excess of (but closer to) the adopted industrial land need.

McMinnville's commercial land deficit is a combination of the land needed to accommodate projected population growth and the pent-up demand for specific retail needs that are not being met within the trade area. This means consumers go elsewhere to shop resulting in retail leakage to areas outside the City. Factors that contribute to the City's retail leakage are that there are no available vacant or re-developable commercial sites that are adequately sized and have the necessary locational factors and site characteristics to support the leaking retail categories. The available commercial land or vacancies in existing buildings are not suitable in format or scale to attract tenants that fulfill these unmet retail leakage needs.

The City's deficit of commercial land generally, and specifically the lack of commercial land suitable for major comparison retail was determined in the 2013 EOA to be a disadvantageous factor that affects the community's economic development potential. The result is retail sales leakage, which is created when demand for a specific product is not being met within a trade area, so consumers go elsewhere to shop or do not shop at all. The 2013 EOA concluded that "there is considerable retail sales leakage of an estimated \$192 million annually throughout Yamhill County – as residents travel to other counties for a significant 23% of their shopping needs." (2013 EOA, pg 32) In the seven years since this report was completed, this continued leakage has potentially cost the City over \$1.3 billion in consumer spending that could have benefited the local economy.

(2) Updated Analyses as Additional Evidence

The 2013 EOA is the binding analysis of the City's adequacy of commercial land and provides an adequate factual base for the proposed rezone. Analyses of commercial land needs since the 2013 EOA provide further support for the application because those analyses show that the deficit is growing, including Leland Consulting's January 2020 EOA Land Supply Update (Leland

2020 Update) **Attachment 4**, the 2020 EOA drafted by EcoNorthwest Consulting (2020 EOA)² **Attachment 5**, and Three Mile Lane Area Plan documents **Attachments 6** and **7**.

(a) Leland 2020 Update

The Leland 2020 Update provides current data on the supply of commercial land by analyzing all zone changes since the 2013 EOA was adopted that impacted commercially zoned land. The Leland 2020 Update concluded that the deficit of commercially zoned land has grown to 39 acres and the surplus of industrial land has also increased. The impacts of zone changes since the 2013 EOA is summarized in the following table in the Leland 2020 Update:

Table 4. Comparison of Land Demand to Supply (2013/2019-2033)

Acres by Plan Designation			
	Commercial	Industrial	Total
Vacant Land Demand			
Commercial	164.6	0.0	164.6
Industrial	0.0	145.1	145.1
Institutional	2.2	8.0	10.2
Totals	166.8	153.2	319.9
Available Land Supply			
2013 EOA	130.9	389.7	520.0
2013 Surplus/(Deficit)	(35.9)	235.9	200.1
2019 Revision	127.8	389.7	
2019 Surplus/(Deficit)	(39.0)	236.5	197.5

(b) 2020 EOA

The 2020 EOA has not been adopted, but its data provides further support for the demand for commercially zoned land to accommodate retail leakage and population growth, the lack of supply of suitable commercial land, and the surplus of industrial land.

The updated 2020 EOA demand data indicates that the commercial land deficit is projected to grow to at least 286 acres by 2041 (which includes at least **12-acres** to accommodate retail leakage), at which time there will be a surplus of 159 acres of industrial land. (2020 EOA, pg 106, Exhibit 59)

(c) Three Mile Lane Area Plan (3MLAP)

As part of the City’s long range planning efforts, it has initiated the Three Mile Lane Area Plan (3MLAP) project, which is intended to result in the adoption of an area plan for the

² All citations to the 2020 EOA are to the February 2020 track changes draft.

approximately 1,340 acre area along the Three Mile Lane corridor that will integrate land uses and a multi-modal transportation system, updating the Three Mile Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The 3MLAP is still in the planning phase and is not binding on this application, but the proposed amendments are consistent with the data, policies and goals in the most recent draft of the 3MLAP. Accordingly, the 3MLAP provides additional evidence in support of approving the proposed comprehensive plan and zoning map amendments.

The 3MLAP is intended to support the 2020 EOA by analyzing the forecasts and demand for a variety of land needs, and how they may be accommodated within the Three Mile Lane area. As part of that effort, the 3MLAP Market Analysis (April 16, 2019 Final Draft) (**Attachment 6**) conducted a detailed analysis of the incredible amount of retail leakage within certain categories, which includes:

3MLAP Market Analysis Table 8 Summary

Estimated Retail Leakage			
	Current Sales	Household Demand	Current Leakage (\$)
Underserved Sectors of Retail			
Furniture and Home Furnishings	\$9,815,869	\$25,459,215	(\$15,643,346)
Electronics and Appliance	\$10,205,468	\$25,779,334	(\$15,573,866)
Clothing and Accessories	\$5,785,467	\$39,384,538	(\$33,599,071)
Sporting Goods, Hobby, Books, Music	\$12,792,050	\$27,981,058	(\$15,189,008)
General Merchandise	\$41,383,114	\$138,540,476	(\$97,157,362)
Food Service and Drinking Places	\$53,618,658	\$83,233,240	(\$29,614,582)
Other (Cinema, Banks, Small Office)	\$91,325,675	\$92,535,592	(\$1,209,917)
Total Demand and Leakage	\$224,926,301	\$432,913,453	(\$207,987,152)

3MLAP Market Analysis, *Table 8, pg. 33.*

The above table highlights the difference in current sales in retail sales within McMinnville versus the estimated household demand. The difference in red represents the outflow of spending that is likely going to communities where space for these types of merchants are readily available. Potentially \$207,987,152 of annual consumer spending is leaving McMinnville because there is no land with necessary locational or site characteristics available. This not only deprives residents of McMinnville choices in where to shop, but further burdens many families with the economic hardship of driving great distances to purchase what they need.

The 2020 EOA and 3MLAP Market Analysis conclude that accommodating retail leakage will require 12-acres in addition to the growth-related land needs, and that in the next 10 years the Three Mile Lane area could capture 150,000 square feet of the market area’s demand for

539,000 square feet of leakage retail development. (2020 EOA, pg 47 and 102; 3MLAP Market Analysis, pg 4, Table ES-3)

B. Suitability of the Property for Conversion from Industrial to Commercial

A compact urban form is maintained when the identified commercial land deficit is addressed by converting excess industrial land to commercial. Accordingly, the 2013 EOA recommends re-designating “excess industrial or other lands to commercial uses (focused on those sites with greatest suitability for commercial development.)” (2013 EOA, pg 62) Suitability for commercial development must consider the site characteristics for the proposed use (OAR 660-009-0005(12)), which here the use is retail that can capture retail leakage and can accommodate population-related growth.

The 2013 EOA and comprehensive plan describe a property’s suitability for re-designation to commercial, each of which is responded to in the findings narrative (**Attachment 2**). The 3MLAP also details the site characteristics necessary for prospective underserved leaking retailers. Some of the suitability factors and site characteristics that are relevant include transportation access, compatibility with neighboring uses, infrastructure capacity and site size. (2013 EOA, pgs 57 and 73) Examples of the Property’s suitability for conversion from industrial to retail include:

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

The 3MLAP includes extensive analysis of the that area’s suitability for retail development aptly describes this Property’s suitability for commercial conversation:

“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 aera, desired physical characteristics, such as visibility, vacant developable land, and ease of

access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.” (3MLAP Market Analysis, Pg 2).

“The Three Mile Lane project area is relatively well-positioned for retail development due to high visibility, ease of access, high traffic counts along Highway 18, and there are few alternative urban areas between McMinnville and the coast, providing opportunities to capture spending from those visiting the Oregon coast.

Additionally, as one of the few locations in the market area with large, contiguous, vacant tracts of land within city limits, Three Mile Lane should be able to capture a significant portion of market area demand over the next 10 years.” (3MLAP Market Analysis, Pg 51-52)

The Project is envisioned to be a retail “town center” that is compatible with the current draft 3MLAP Land Use concept numbers one and two (**Attachment 7**):

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

The requested map amendments are the first step to fulfill the 2013 EOA deficit of commercial land and developing a project that furthers the objectives of the 3MLAP. The future discretionary PDO land use process that will apply to the Project will further ensure consistency with the 3MLAP.

C. Traffic Impacts and Circulation

Kittelson & Associates, Inc., prepared a transportation impact analysis (TIA) report, which analyzes the transportation impacts associated with the proposed rezone. (**Attachment 3**). The TIA’s scope, methodology, findings and recommendations have been coordinated with the City

of McMinnville and the Oregon Department of Transportation (ODOT) and is intended to address City and state review criteria, including compliance with the Transportation Planning Rule (TPR). The TIA analyzed the reasonable worst-case development scenario under the proposed rezone a short-term (2022) and long-term (2037) operational analysis of the roadway network surrounding the site, finding that the proposed rezone can be approved assuming implementation of the recommended mitigation measures. Mitigation measures that will be constructed at the time of development will include construction of the collector streets and a new intersection with SH-18. As part of the design of these roadways, sidewalks and bicycle lanes will be provided. With required improvements to occur at the time of development, the proposed rezone results in no significant impacts, in compliance with the TPR.

For the development of larger scale retail like the Project is expected to include, the Property's location is superior to other potential properties because of the minimal impact on surrounding neighborhoods. For example, any proposed development at the intersection of SH-18 and SH-99W (Linfield Property) would raise serious traffic infrastructure problems if it is to be developed with intense retail uses. This would include reconstruction of the Old Sheridan Road intersection and a reconfiguration and widening of the interchange between the two state highways. In that immediate vicinity, SH 99W is an interior arterial in McMinnville, and the regional traffic generated by major retail at this location would be disruptive to the internal city traffic patterns and the McMinnville "feel."

As detailed in the TIA, rezoning the Property would allow for the scale of retail development associated with capturing retail leakage with minor upgrades to surrounding streets and a new intersection. There would be minimal impacts to the overall urban fabric of the more established and densely developed areas of McMinnville. The Property's location on OR 18 provides easy access to residents and employees of downtown McMinnville on their way to or from work, in some cases eliminating the need for out-of-direction travel. It is also anticipated that some people will stop at the site on their way to or from the coast. In addition, the retail uses that could be developed in the future may also reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today.

5. Conclusion:

The application meets the requirements for a rezone based on the following:

- Complies with the applicable approval criteria in the code, Comprehensive Plan and state law, as detailed in the findings at **(Attachment 2)**.
- The 2013 EOA shows a surplus of over 235 acres of industrial land and deficit of 35.8 acres in commercial land inventory, exhibiting an economic need for retail land use within the City that can be partially met through converting excess industrial land to

commercial. Updated data in the 2020 EOA, 2020 Leland Update and 3MLAP demonstrate that the commercial land deficit is growing.

- Studies from the 3MLAP have revealed that the City loses over \$200 million annually in consumer spending to retail destinations such as Salem and SW Portland, burdening families with the cost of driving quite a distance for essential needs.
- The Property includes site characteristics that make it suitable for conversion to C-3 zoning, which will allow retail development that captures retail leakage and growth-related retail needs. Retail development on this site would be at a scale that is not suitable for downtown McMinnville or existing centers within the City. Based on the traffic analysis completed, the proposed rezone would have minimal impact on the City's existing infrastructure and would not fundamentally alter the urban fabric of the community (**Attachment 3**).
- Inclusion of a Planned Development (PD) overlay will ensure the future development project is compliant with City's long-term policies and goals, supported by municipal services and infrastructure, and subject to community input through discretionary review by the City Council.

Attachments:

- 1. Site Plan**
- 2. Required Findings for Comprehensive Plan Map and Zoning Map Amendment**
- 3. Traffic Impact Analysis, 12/18/2020 by Kittelson & Associates**
- 4. Leland Consulting's January 2020 EOA Land Supply Update**
- 5. 2020 EOA drafted by Eco-Northwest Consulting**
- 6. Three Mile Lane Area Plan Market Analysis**
- 7. Three Mile Lane Area Plan Memo 6 (Land Use Concepts)**
- 8. Proof of 11/19 Neighborhood Meeting (Noticing and Notes from Meeting)**

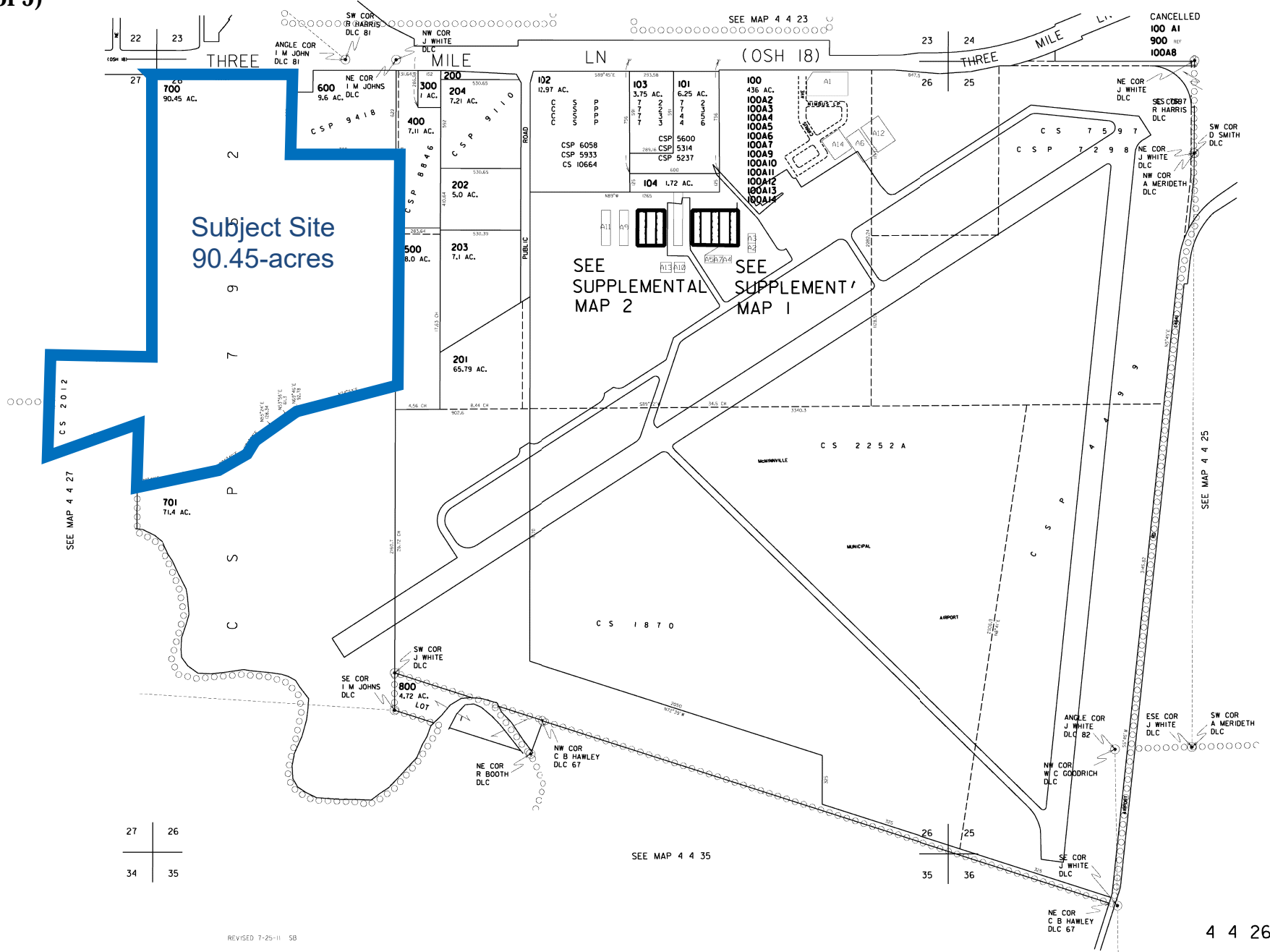
Attachment 1

Site Plan (1 of 5)

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SECTION 26 T4S R4W W.M.
YAMHILL COUNTY
1" = 400'

4 4 26



4 4 26

Attachment 1

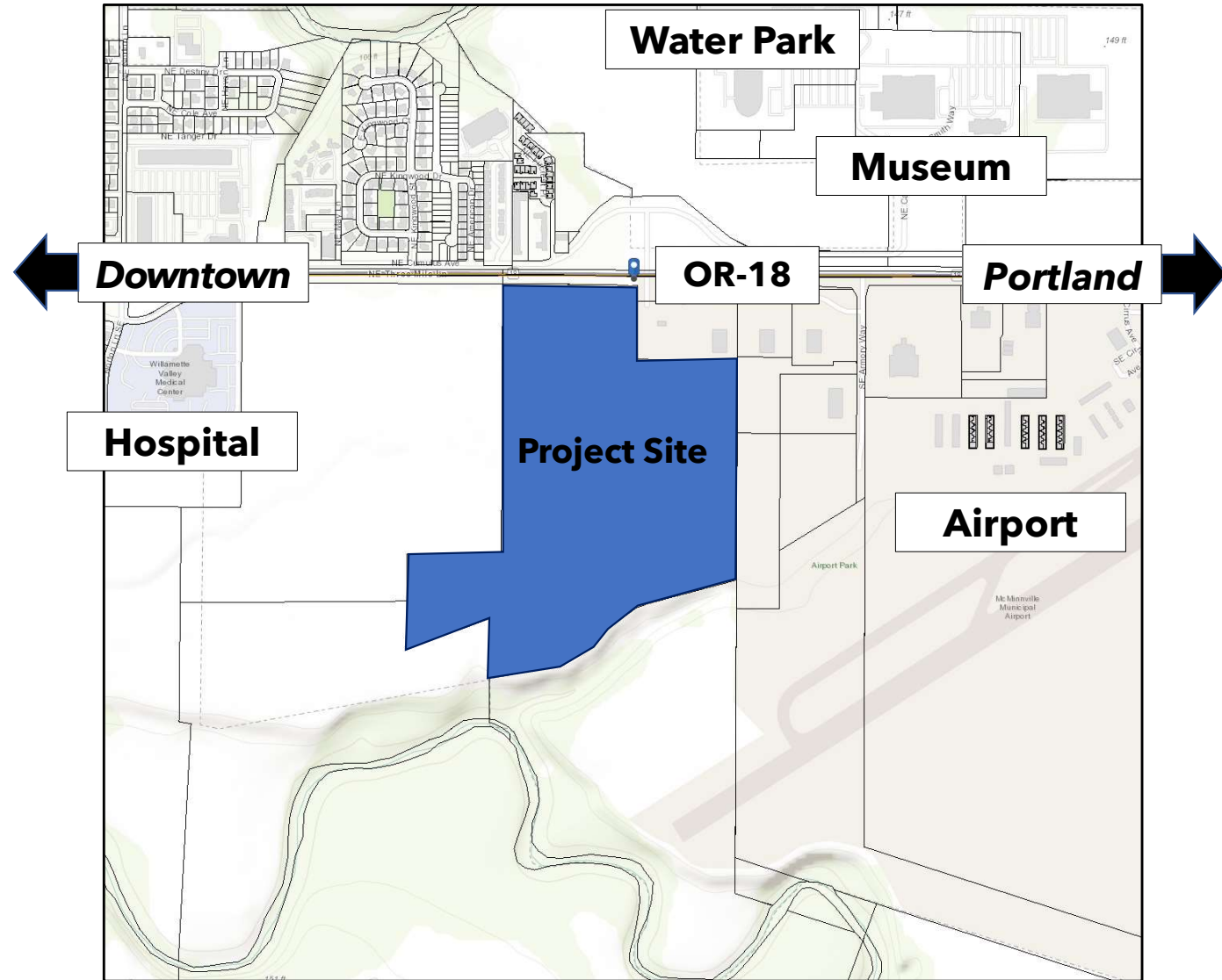
Site Plan (2 of 5)

PROJECT LOCATION

3310 SE Three Mile Lane
McMinnville, OR 97128

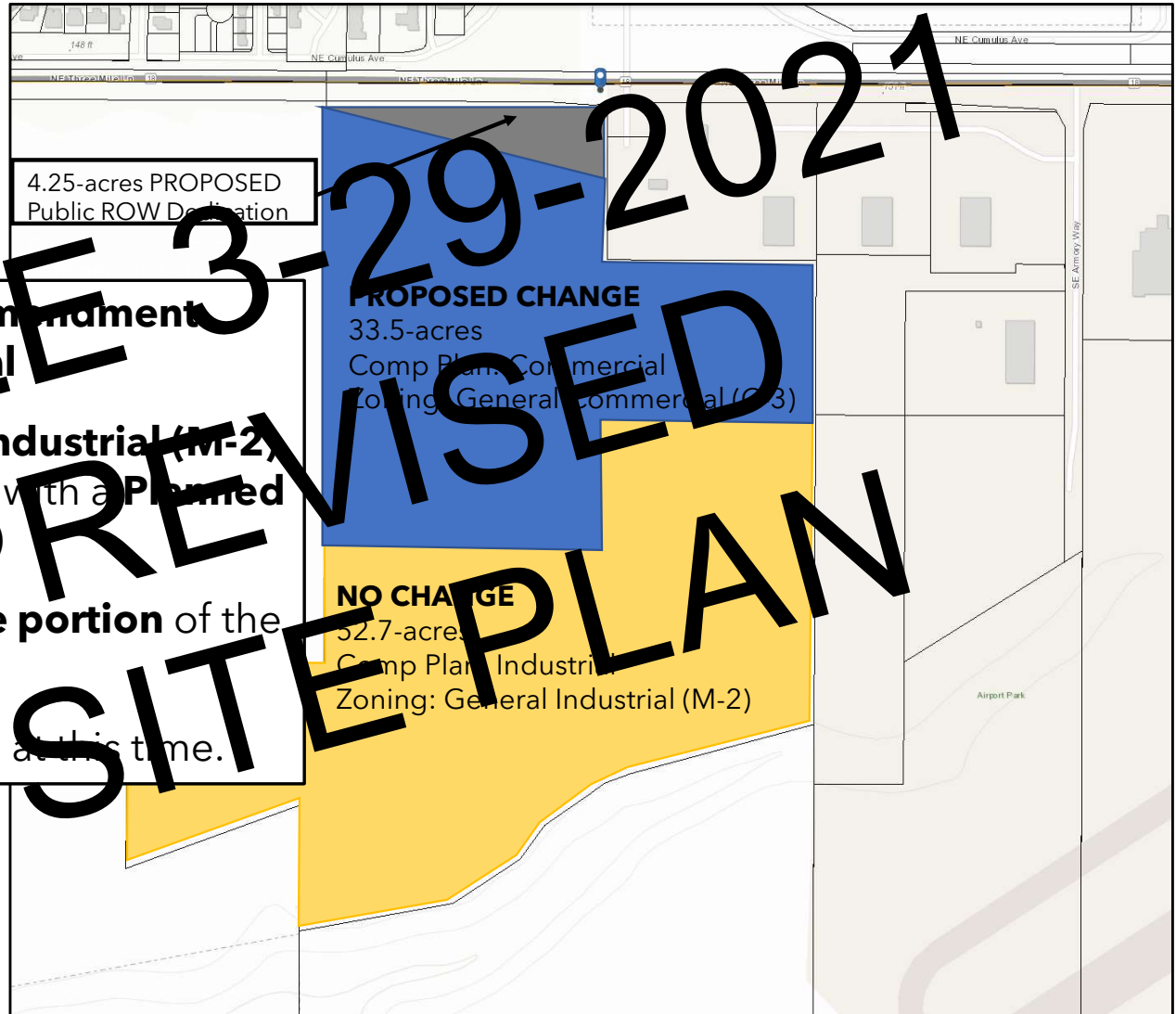
Tax Lot ID: R4426 00700

Lot size: 90.45 acres

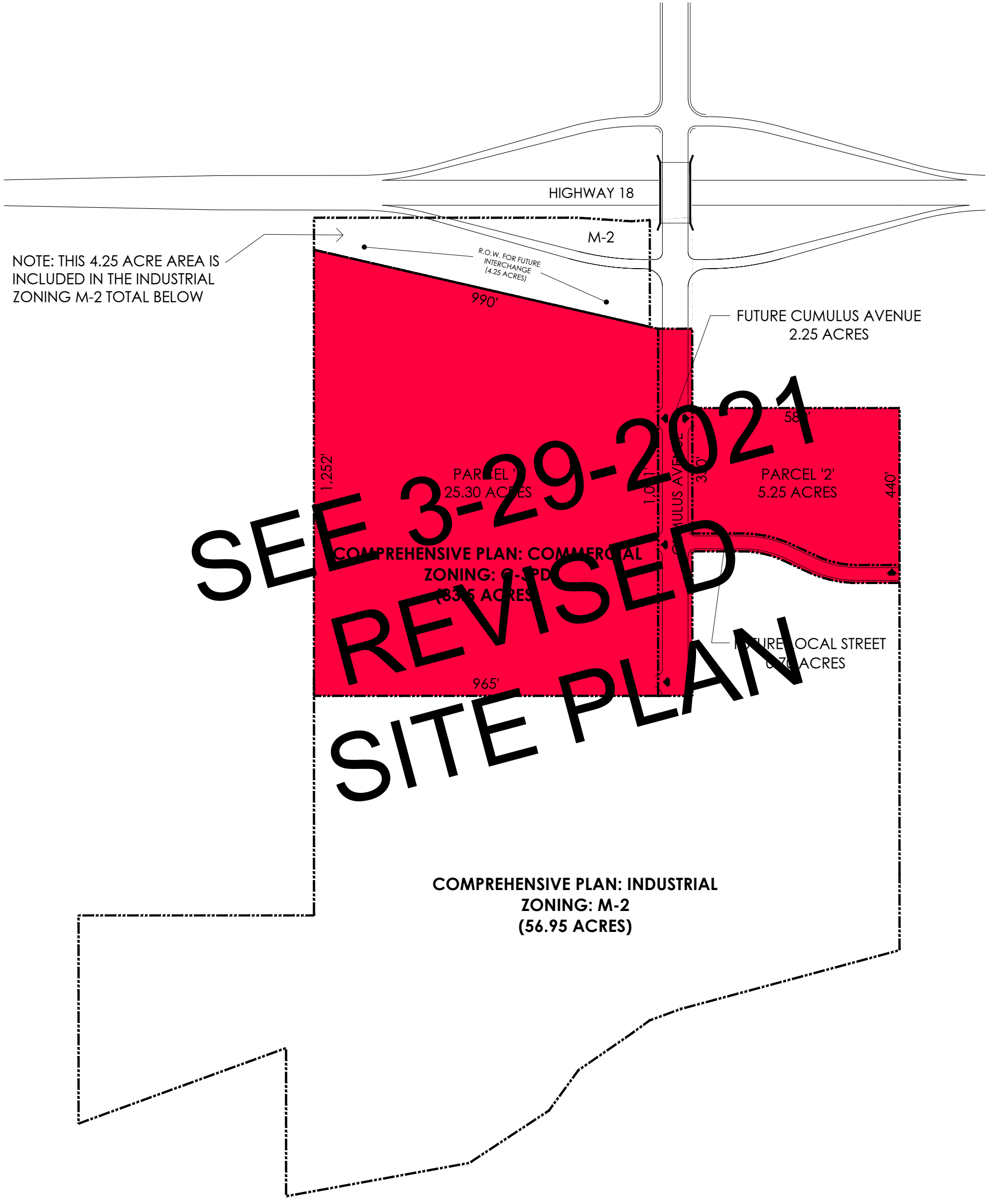


PROJECT PROPOSAL

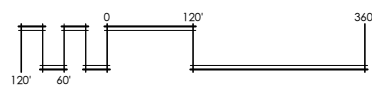
- **Comprehensive Plan Map Amendment** from **Industrial** to **Commercial**
- **Zone Change** from **General Industrial (M-2)** to **General Commercial (C-3)** with a **Planned Development Overlay (PDO)**
- Applies to **northern 33.5-acre portion** of the site along State Highway 18
- **No development** is proposed at this time.



Attachment 1
Site Plan (4 of 5)



COMPREHENSIVE PLAN MAP and ZONING MAP AMENDMENT



DIMENSION NOTE: DIMENSIONS ARE APPROXIMATE

December 10, 2020



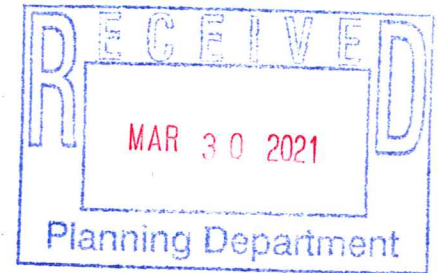
RPS Development Company, Inc.
 Developer

3310 SE THREE MILE LANE
APN R4426 00700 (90.45 ACRES)
McMinnville, Oregon

BENNER STANGE ASSOCIATES ARCHITECTS, P.C.
 80 SE MADISON STREET SUITE 430
 PORTLAND, OR 97124
 (503) 670-0234
 FAX (503) 670-0235
 bsa@bsaarch.com



**Kimco McMinnville, LLC
15 Southgate Ave, Suite 201
Daly City, CA 94015**



March 29, 2021

Tom Schauer
Senior Planner
City of McMinnville
Planning Department
231 NE Fifth Street
McMinnville, OR 97218

**Re: Response to CPA 2-20 and ZC 3-20 Application Completeness Review Letter
3310 SE Three Mile Lane, Map & Tax Lot R4426 00700**

Dear Tom:

Thank you for your January 20, 2021 completeness review of the above referenced application. This packet provides the information identified as completeness items, responds to the discussion of the Planned Development Overlay in the "Background Information" section of your letter, and requests that our application be deemed complete.

Completeness Items

1. Acreage and Right-of-Way Dedication Clarifications

We request that the 4.25-acre right-of-way dedication be included as a part of our request for a Comprehensive Plan Amendment from Industrial to Commercial and a Zone Change from M-2 to C-3 PD, as depicted on the updated Exhibit 1. We also request that a condition of approval be imposed and/or findings be included that explain that this 4.25-acre area is intended to be dedicated as a public right-of-way at the time of development.

With the additional 4.25-acre area, the total land area subject to the Comprehensive Plan Amendment and Zone Change is 37.74 acres. Because the additional 4.25 acres will be used exclusively for right-of-way purposes, it is not necessary to change to the application's assumptions about the future development of approximately 33.49 acres, such as traffic impacts or satisfying the existing commercial land deficiency with surplus industrial land.

2. Conflict Between Pages 3 and 4 of Attachment 1

We have consolidated the diagrams showing our Comprehensive Plan Amendment and Zone Change request into one exhibit to eliminate any inconsistencies in our application. This should add clarity to the precise land areas within our parcel that will be redesignated and rezoned through approval of this application. Please see **Exhibit 1** attached.

3. Dimensions

To further affirm the land areas included on the diagram as shown within **Exhibit 1**, we have attached legal descriptions that lend support to the dimensions intended for each land use designation and zone area. Please see **Exhibits 2, 3, and 4** attached containing these descriptions.

Background Item: Planned Development Overlay Options and Requirements

As noted in your completeness review letter, we have proposed a Planned Development Overlay designation using the provisions in Section 17.51.010(B) of the Zoning Ordinance, which means no development plan must be submitted at this time. Instead, a development plan will be proposed once the redevelopment of the property is more certain.

The letter of incompleteness noted that additional analysis was needed to explain the unique conditions that support deferring submittal of the development plan (Subsection (B)(1)) and items that must be addressed when final plans are submitted (Subsection (B)(2)).

(B)(1) A planned development overlay may be approved under these circumstances for a property which has unique characteristics (e.g., geological, ecological, location, or the nature of the surrounding property) and the development of which may have an impact upon the surrounding area or the city as a whole. A planned development overlay initiated by the Council or the Planning Commission shall address itself to the purposes set forth herein.

The primary rationale for allowing a deferred submittal of the development plan under the proposed PD designation is to ensure that development that is proposed on the property is consistent with and implements the future Three Mile Lane Area Plan (TMLAP).

Your letter provided an excellent summary of this unique condition: "It is reasonable to conclude there are unique conditions to allow deferred submittal of a final plan to ensure consistency and coordination of the design and development standards, circulation plan, and other considerations with a future Three Mile Lane Area Plan (TMLAP) given the sale of that plan as well as the scale of the potential development on the subject property."

(B)(2) The Council and Planning Commission shall set forth the reasons for approval and the areas of concern that must be addressed when final plans are submitted.

We understand that the review process will identify areas of potential concerns and proposed conditions and standards to address those concerns that will need to be included in the development plan that is submitted.

We agree with the categories of items to be included outlined in your January 20, 2021 completeness letter (with the clarifications described below), and that the TMLAP will provide important guidance on the design and development standards that will be expected of future development on the property. However, because no development is under consideration at this time, we request that the conditions and standards identified during this process be flexible so that further refinement can occur once more is known about feasible development.

Clarification: Great Neighborhood Principles in the Comprehensive Plan. We agree that some of these principles should be incorporated into the development plan and project. We request that this process provide clarity about which principles are applicable. For example, the following are not applicable: Principles 11 and 12 are directed at housing, so are irrelevant to commercial development and Principle 10 is not applicable because the property is not located on the on the edge of the UGB.

Clarification: Land Division. We understand and agree that the portions of the property subject to the PD overlay cannot be divided or have portions sold prior to when the master plan is approved. However, the property subject to the to the proposed amendments is only a portion of a larger, undivided approximately 90.43-acre property. We anticipate that prior to when a master plan is approved, the 90.43-acre parcel may be partitioned so that the 37.74-acre commercial portion and remaining industrial areas are divided into separate lots that may be held in separate ownership. It is possible that this partition may require an access drive or street that connects the industrial parcel to SH 18. We request that the findings clarify that the land division limitation does not preclude dividing the parent parcel into a commercial lot and industrial lot(s) or related required access improvements, and that it is intended to limit divisions of the 37.74-acre area into smaller lots prior to when the master plan is approved.

Next Steps

This packet addresses each of the completeness items from the January 20, 2021 letter. We request that you deem our application complete.

We look forward to working with the City and public as our application proceeds through the public process.

Sincerely,



Michael Strahs
Authorized Agent
Kimco McMinnville, LLC

Attachments:

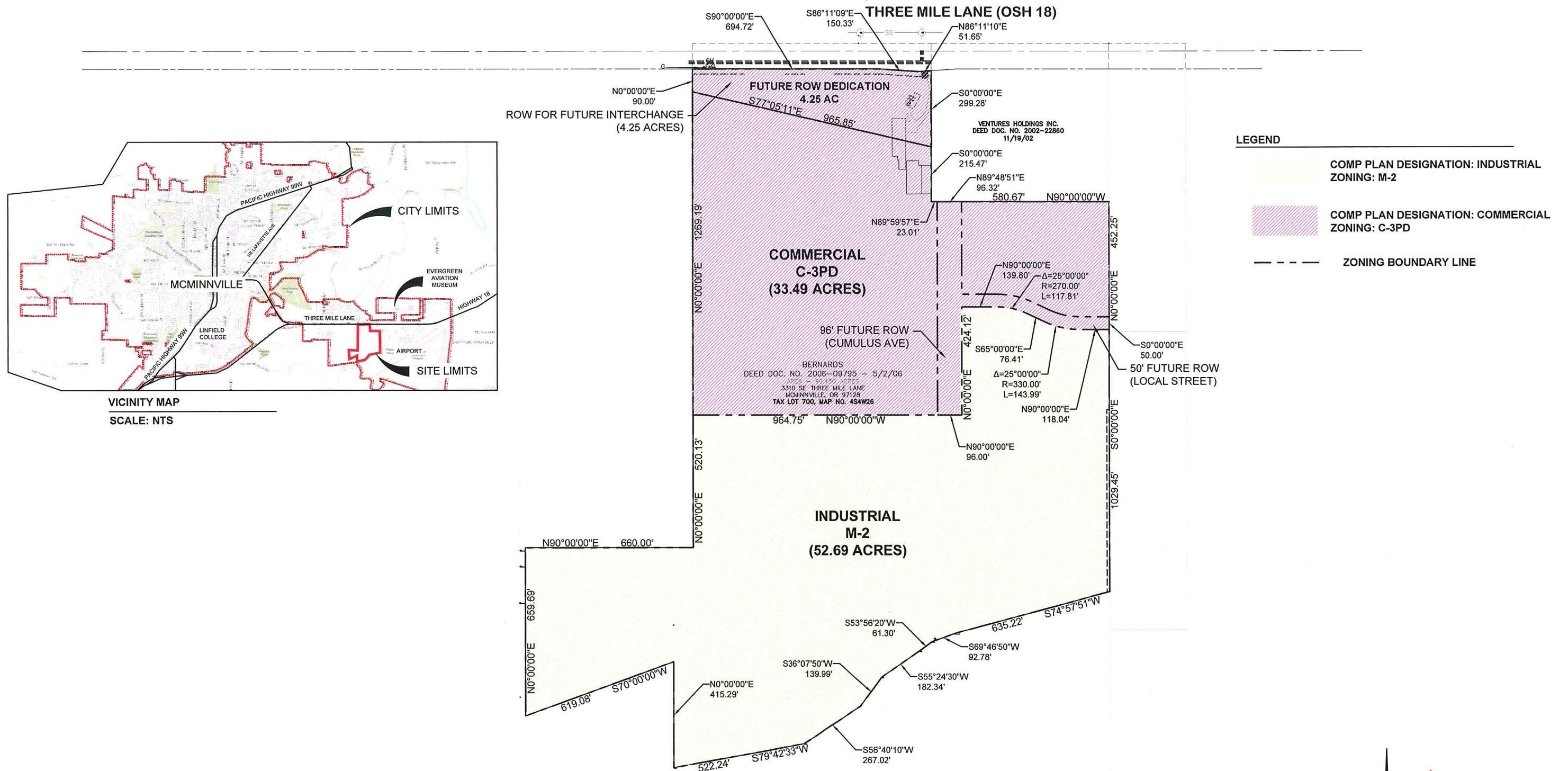
Exhibit 1: Proposed Comprehensive Plan Amendment and Zone Change

Exhibit 2: Legal Description for Commercial/C-3PD Land Area

Exhibit 3: Legal Description for Industrial/M-2 Land Area

Exhibit 4: Legal Description for future Public ROW Land Area

Exhibit 1



PROPOSED COMPREHENSIVE PLAN AMENDMENT AND ZONE CHANGE - THREE MILE LANE

Address: 3310 SE Three Mile Lane (Map & Tax Lot R4426 00700)
Applicant: Kimco McMinnville, LLC

03/25/2021
SCALE IN FEET

DOWL

720 SW Washington Street, #750
Portland, Oregon 97205
971-280-8645

Project #: 2322.14783.01
Contact: Mike Towle, PE
503-679-1769

Exhibit 2

S&F Land Services

4858 SW Scholls Ferry Rd, Ste A Portland, OR 97225
(503) 345-0328 - www.sflands.com

2021-014-63
3/22/21
TLB


LEGAL DESCRIPTION COMMERCIAL ZONE

A TRACT OF LAND SITUATED IN THE NORTHWEST QUARTER OF SECTION 26 AND THE NORTHEAST QUARTER OF SECTION 27, TOWNSHIP 4 SOUTH, RANGE 4 WEST OF THE WILLAMETTE MERIDIAN, CITY OF MCMINNVILLE, OREGON, BEING A PORTION OF THAT PROPERTY CONVEYED TO KIMCO MCMINNVILLE LLC., PER WARRANTY DEED DOCUMENT NUMBER 2006-67470, YAMHILL COUNTY DEED RECORDS, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT A 3" BRASS DISK MARKING THE NORTHWEST CORNER OF SAID SECTION 26; THENCE NORTH 90°00'00" WEST 45.16 FEET; THENCE SOUTH 00°00'00" EAST 100.99 FEET TO THE SOUTHERLY RIGHT-OF-WAY LINE OF E SALMON RIVER HWY (OSH 18) (BEING 70.00 FEET FROM THE CENTERLINE THEREOF, WHEN MEASURED PERPENDICULAR THERETO); THENCE ALONG THE WESTERLY LINE OF SAID DOCUMENT NUMBER 2006-67470, SOUTH 00°00'00" EAST 90.00 FEET TO THE **POINT OF BEGINNING**; THENCE CONTINUING SOUTH 00°00'00" EAST 1269.19 FEET; THENCE LEAVING SAID WESTERLY LINE, NORTH 90°00'00" EAST 1060.75 FEET; THENCE NORTH 00°00'00" EAST 424.12 FEET; THENCE NORTH 90°00'00" EAST 139.80 FEET TO THE BEGINNING OF A 270.00 FOOT RADIUS CURVE TO THE RIGHT; THENCE ALONG SAID CURVE 117.81 FEET, THROUGH A CENTRAL ANGLE OF 25°00'00" (THE LONG CHORD BEARING SOUTH 77°30'00" EAST, 116.88 FEET); THENCE SOUTH 65°00'00" EAST 76.41 FEET TO THE BEGINNING OF A 330.00 FOOT RADIUS CURVE TO THE LEFT; THENCE ALONG SAID CURVE 143.99 FEET, THROUGH A CENTRAL ANGLE OF 25°00'00" (THE LONG CHORD BEARING SOUTH 77°30'00" EAST, 142.85 FEET); THENCE NORTH 90°00'00" EAST 118.04 FEET TO THE EASTERLY LINE OF SAID DOCUMENT NUMBER 2006-67470; THENCE ALONG SAID EASTERLY LINE, NORTH 90°00'00" EAST 502.57 FEET; THENCE NORTH 90°00'00" WEST 700.00 FEET; THENCE NORTH 00°00'00" EAST 215.16 FEET; THENCE LEAVING SAID EASTERLY LINE, NORTH 77°05'11" WEST 965.85 FEET TO THE **POINT OF BEGINNING**.

CONTAINING 1,458,887 SQUARE FEET OR 33.491 ACRES, MORE OR LESS.

REGISTERED
PROFESSIONAL
LAND SURVEYOR


Digitally signed by
Jered McGrath
Date: 2021.03.24
19:04:50 -07'00'

OREGON
JUNE 13, 2008
JERED MCGRATH
79419

RENEWS: 12/31/2021

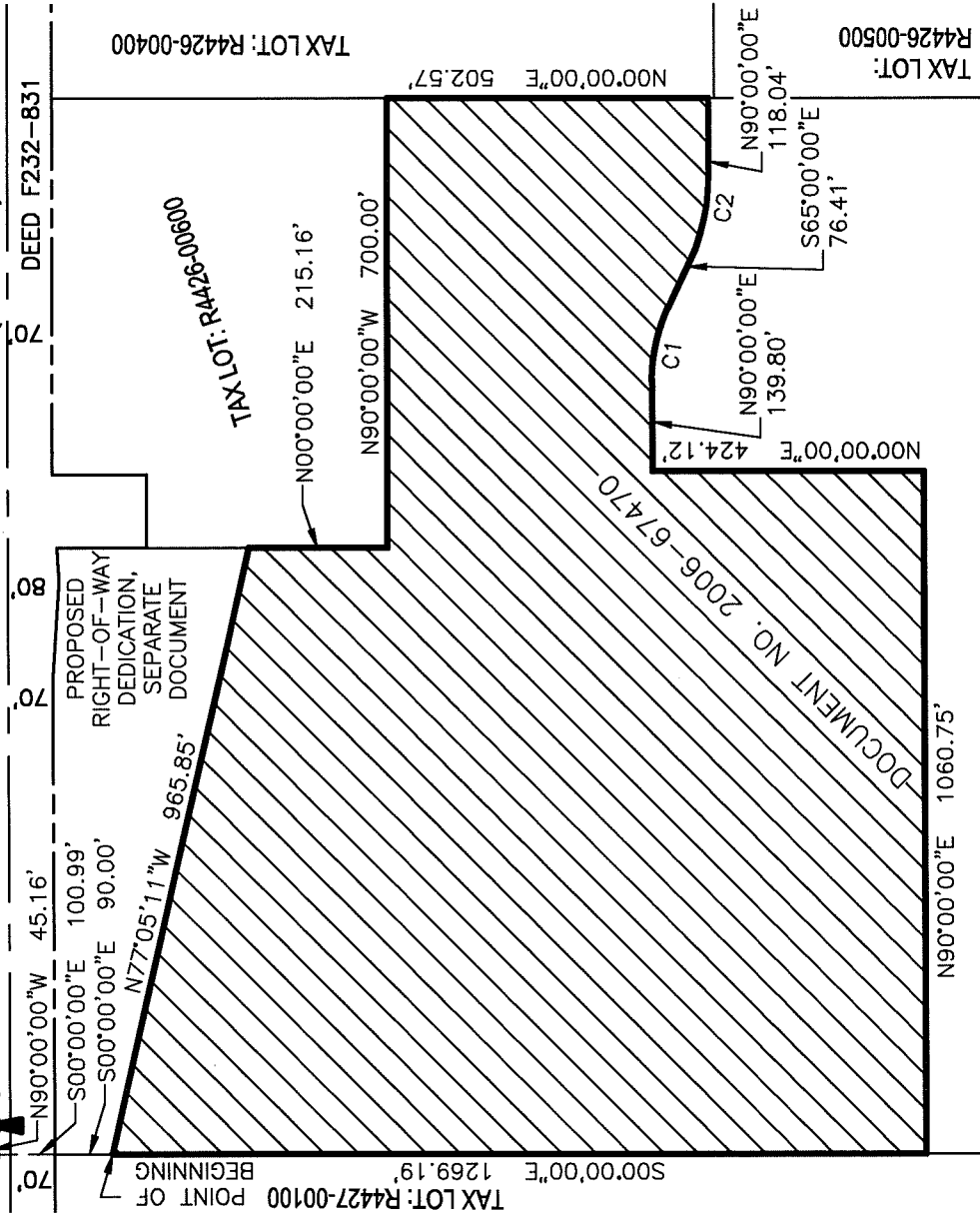
POINT OF COMMENCEMENT A FD. 3" BRASS DISK
IN MON. BOX INSCRIBED "YAMHILL CO. SURVEYOR
1986 22/23/27/26 T4S R4W" MARKING THE NW
CORNER OF SECTION 26, T4S, R4W - HELD

E SALMON RIVER HWY (OSH 18)

EXHIBIT B

COMMERCIAL ZONE

NW 1/4 SECTION 26 & NE 1/4 SECTION
27, T4S, R4W, W.M., CITY OF
MCMINNVILLE, YAMHILL COUNTY,
OREGON



CURVE TABLE					
CURVE #	DELTA	RADIUS	LENGTH	CHORD	CHORD LEN
C1	25°00'00"	270.00'	117.81'	S77°30'00"E	116.88'
C2	25°00'00"	330.00'	143.99'	S77°30'00"E	142.85'

S&F Land Services

Date: 3/22/21
Proj No: 2021-014-63
4858 SW SCHOLLS FERRY ROAD, SUITE A
PORTLAND, OR 97225
www.sflands.com
info@sflands.com
503-345-0328

Exhibit 3

S&F Land Services

4858 SW Scholls Ferry Rd, Ste A Portland, OR 97225
(503) 345-0328 - www.sflands.com

2021-014-63

3/22/21

TLB

LEGAL DESCRIPTION INDUSTRIAL ZONE

A TRACT OF LAND SITUATED IN THE WEST HALF OF SECTION 26 AND THE EAST HALF OF SECTION 27, TOWNSHIP 4 SOUTH, RANGE 4 WEST OF THE WILLAMETTE MERIDIAN, CITY OF MCMINNVILLE, OREGON, BEING A PORTION OF THAT PROPERTY CONVEYED TO KIMCO MCMINNVILLE LLC., PER WARRANTY DEED DOCUMENT NUMBER 2006-67470, YAMHILL COUNTY DEED RECORDS, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

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CONTAINING 2,295,098 SQUARE FEET
OR 52.688 ACRES, MORE OR LESS.

REGISTERED
PROFESSIONAL
LAND SURVEYOR




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Jered McGrath
Date: 2021.03.24
18:59:00 -07'00'

OREGON
JUNE 13, 2008
JERED MCGRATH
79419

RENEWS: 12/31/2021

POINT OF COMMENCEMENT
 A FD. 3" BRASS DISK IN
 MON. BOX INSCRIBED
 "YAMHILL CO. SURVEYOR
 1986 22/23/27/26 T4S
 R4W" MARKING THE NW
 CORNER OF SECTION 26,
 T4S, R4W - HELD

E SALMON RIVER HWY (OSH 18)

N90°00'00"W 45.16'  R
 S00°00'00"E 100.99' PROPOSED
 S00°00'00"E 1359.19' RIGHT-OF-WAY
 DEDICATION

N90°00'00"E 1060.75'

POINT OF BEGINNING
 N00°00'00"E 519.82'

TAX LOT: R4427-00200

N90°00'00"E 660.00'

DOCUMENT NO. 2006-67470

TAX LOT: R4426-00500



1 INCH = 300 FEET

LEGEND:



AREA OF INDUSTRIAL ZONE
 2,295,098 SQUARE FEET OR
 52.688 ACRES MORE OR LESS

EXHIBIT B
 INDUSTRIAL ZONE

W 1/2 SECTION 26 & E 1/2 SECTION 27,
 T4S, R4W, W.M., CITY OF MC MINNVILLE,
 YAMHILL COUNTY, OREGON

TAX LOT: R4426-00701

N00°00'00"E 424.12'

N90°00'00"E 139.80'

S65°00'00"E 76.41'

N90°00'00"E 118.04'

S00°00'00"E 1029.45'

S74°57'51"W 635.22'

S69°46'50"W 92.78'

S53°56'20"W 61.30'

S55°24'30"W 182.34'

S36°07'50"W 139.99'

S56°40'10"W 267.02'

S56°40'10"W 384.74'

S79°40'40"W 137.50'

S79°47'50"W

N00°00'00"E 415.29'

S70°00'00"W 919.08'

TAX LOT: R4427-00200

CURVE TABLE

CURVE #	DELTA	RADIUS	LENGTH	CHORD	CHORD LEN
C1	25°00'00"	270.00'	117.81'	S77°30'00"E	116.88'
C2	25°00'00"	330.00'	143.99'	S77°30'00"E	142.85'

Date: 3/22/21
 Proj No: 2021-014-63
 4858 SW SCHOLLS FERRY ROAD, SUITE A
 PORTLAND, OR 97225
 www.sflands.com
 info@sflands.com
 503-345-0328

Exhibit 4

EASEMENT FOR RIGHT-OF-WAY PURPOSES

A TRACT OF LAND SITUATED IN THE NORTHWEST QUARTER OF SECTION 26 AND THE NORTHEAST QUARTER OF SECTION 27, TOWNSHIP 4 SOUTH, RANGE 4 WEST OF THE WILLAMETTE MERIDIAN, CITY OF MCMINNVILLE, OREGON, BEING A PORTION OF THAT PROPERTY CONVEYED TO KIMCO MCMINNVILLE LLC., PER WARRANTY DEED DOCUMENT NUMBER 2006-67470, YAMHILL COUNTY DEED RECORDS, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

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CONTAINING 185,147 SQUARE FEET OR 4.250 ACRES, MORE OR LESS.

REGISTERED
PROFESSIONAL
LAND SURVEYOR



Digitally signed by
Jered McGrath
Date: 2021.03.24
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OREGON
JUNE 13, 2008
JERED MCGRATH
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RENEWS: 12/31/2022

S&F Land Services

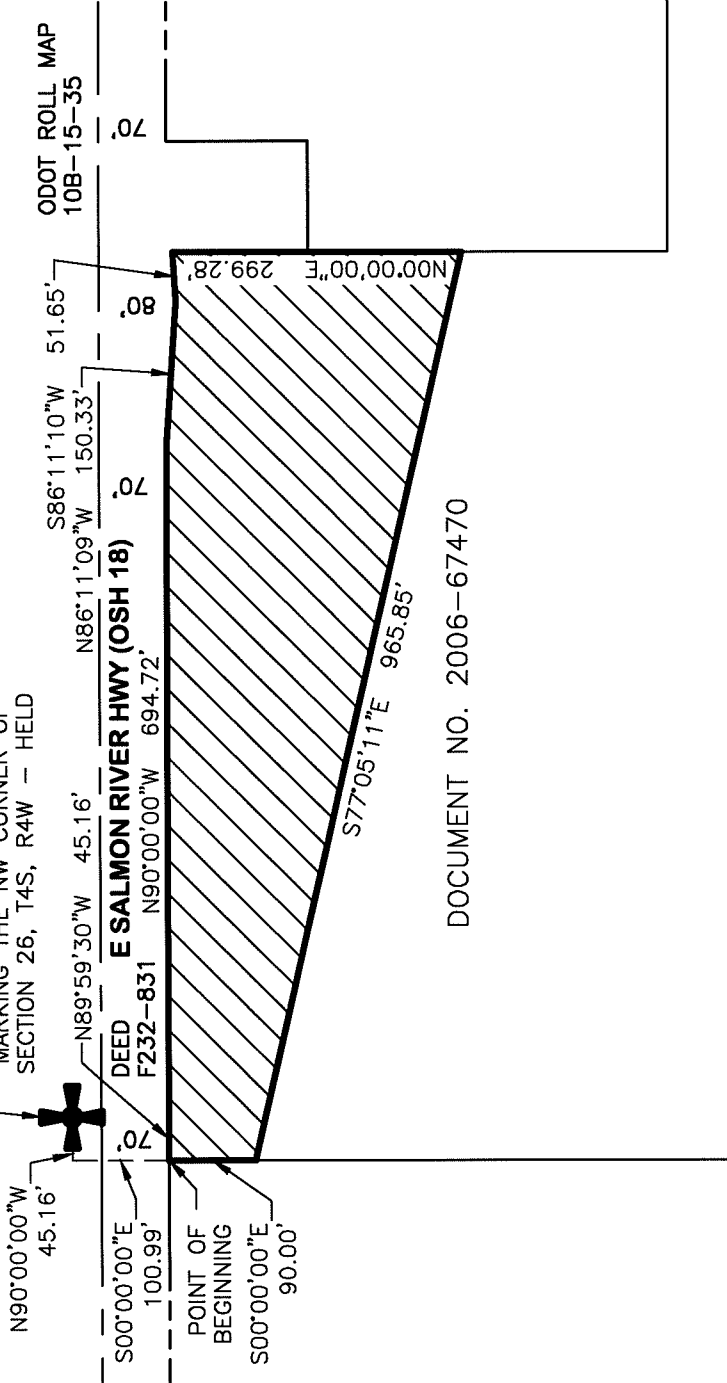
4858 SW Scholls Ferry Rd, Ste A Portland, OR 97225
(503) 345-0328 - www.sflands.com

2021-014-63
3/22/21
TLB

EXHIBIT B

**EASEMENT FOR RIGHT-OF-WAY PURPOSES
NW 1/4 SECTION 26 & NE 1/4 SECTION 27, T4S, R4W,
W.M., CITY OF MC MINNVILLE, YAMHILL COUNTY, OREGON**

POINT OF COMMENCEMENT A FD.
3" BRASS DISK IN MON. BOX
INSCRIBED "YAMHILL CO. SURVEYOR
1986 22/23/27/26 T4S R4W"
MARKING THE NW CORNER OF
SECTION 26, T4S, R4W - HELD



ODOT ROLL MAP
10B-15-35



1 INCH = 200
FEET

DOCUMENT NO. 2006-67470

LEGEND:

- PARCEL - 1
- AREA OF RIGHT-OF-WAY
185,147 SQUARE FEET OR
4.250 ACRES MORE OR LESS.



Date: 3/24/21
Proj No: 2021-014-63
4858 SW SCHOLLS FERRY ROAD, SUITE A
PORTLAND, OR 97225
www.sflands.com
info@sflands.com
503-345-0328

Attachment 3

Applicable Required Findings

This narrative includes Kimco's findings of compliance with the applicable Statewide Planning Goals, McMinnville Comprehensive Plan. The applicable criteria are in **bold** with the relevant applicant response following in *italics*.

These findings incorporate and are intended to supplement the summary provided in the application narrative. Terms capitalized in these findings but not specifically defined, such as Property and Project, are defined in the application summary.

Sections:

- 1. Summary of Applicable Criteria**
- 2. Statewide Planning Goals**
- 3. McMinnville Comprehensive Plan**
- 4. McMinnville Zoning Ordinance**

1. Summary of Applicable Criteria

The City of McMinnville is currently engaging in several long-range planning efforts that are at various stages of adoption, and rely upon different planning documents and assumptions. From the outset of Kimco's quasi-judicial application, it is important to clarify what are the applicable criteria, what may be relevant as supporting evidence, and what is not applicable to this application.

The applicable approval criteria include relevant provisions of the zoning ordinance and comprehensive plan that are in effect and acknowledged, and Statewide Planning Goals (including implementing statutes and administrative rules). These findings list and address only the relevant provisions of these criteria.

The comprehensive plan includes incorporated plans, such as an economic opportunities analysis. As detailed below, Goal 2 and implementing case law, as well as some of the administrative rules, provide that in order to be applicable to a quasi-judicial planning process, an incorporated study must be acknowledged. However, the data and analyses in furtherance of planning processes that are not applicable can be relied upon as evidence, which as explained in these findings, provides further support for this application. As applied here:

- Economic Opportunities Analysis:
 - The adopted and acknowledged **2013 EOA** (Ordinance No. 4976) is binding on and applicable to this application.
 - Superseded EOA's, such as the 2001 EOA (Ord. 4795) and the reversed and remanded 2003 McMinnville Growth Management and Urbanization are not applicable.
 - Draft but unadopted and unacknowledged updated EOA, such as the **draft 2020 EOA** update, is not applicable.
- 2020 UGB Expansion:
 - Amendment to McMinnville Urban Growth Boundary (the "**2020 UGB Expansion**"): Ordinance 5098, adopted December 8, 2020: amends the McMinnville Comprehensive Plan Map, McMinnville Comprehensive Plan and McMinnville Municipal Code (Chapter 17), approving the McMinnville Growth Management and Urbanization Plan (**MGMUP**) and its appendices, and expanding McMinnville's' UGB. This decision is in response to Oregon Court of Appeal's remand of the 2003 UGB

Expansion, which was based in part on the then-applicable 2001 EOA. Ordinance 5098 has not yet been acknowledged and is not applicable.

- Three Mile Lane Area Plan
 - The Three Mile Lane Area Plan (the “**3MLAP**”) is a draft that has not been adopted or acknowledged. It is not binding upon this application.

A. Summary of Goal 2 and Case Law

Oregon Statewide Planning Goal 2, Part I, requires that a local land use authority’s quasi-judicial decision must be based on “an adequate factual base.” A study or assessment constitutes an adequate factual base for purposes of Goal 2 when it is “incorporated” into the jurisdiction’s comprehensive plan or acknowledged planning documents. *1000 Friends v Dundee*, 203 Or App 207, 216 (2005). For an assessment to be “incorporated” into these authorities, it must be both adopted and effective. *1000 Friends v Dundee*, LUBA Nos. 2004-144 and 2004-145, 2006 WL 559077 (Feb. 23, 2006) (on remand, interpreting that “incorporate[ion]” requires “adopt[ion]”); *Craig Realty Group v. City of Woodburn*, 39 Or LUBA 384, 396 (Feb. 2, 2001) (affirming City’s use of then- effective housing inventory, despite that new inventory was being developed, because only the current inventory “describe[d] the . . . provisions of the comprehensive plan”).

Though these Goal 2 requirements apply to all “land use actions,” they are particularly important when an action involves “estimat[ing] the amount of needed land.” See *D. S. Parklane Development, Inc. v. Metro*, 165 Or App 1, 22-23 (2000) (holding Metro could not rely on urban growth report not yet adopted as part of the comprehensive plan because, “[u]nder Goal 2, the computation of need must be based upon the functional plan and/or Metro’s other applicable planning documents”). Nor may a jurisdiction avoid these requirements by attempting to merely “update” an assessment that was previously adopted and incorporated by reference into planning standards. See *Lengkeek v. City of Tangent*, 54 Or LUBA 160, 166 (Apr. 25, 2007) (city could not “rely on [an] updated [buildable lands inventory (“BLI”)] without first amending the [comprehensive plan] to replace the expired BLI with the updated BLI”).

The Court of Appeals has explained the purpose behind these requirements:

The comprehensive plan is the fundamental document that governs land use planning. Citizens must be able to rely on the fact that the acknowledged comprehensive plan and information integrated in that plan will serve as the basis for land use decisions, rather than running the risk of being “sandbagged” by government’s reliance on new data that is inconsistent with the information on which the comprehensive plan was based.

1000 Friends v Dundee, 203 Or App at 216.

Unadopted planning efforts, such as the draft 2020 EOA or 3MLAP, which are not adopted, effective and acknowledged do not constitute an “adequate factual base” on which the City may base its land use findings during this quasi-judicial planning process. Simply put, the draft 2020 EOA is not a valid land use criterion and cannot be the sole basis for consideration of Kimco’s application. To employ it as such would pose the very risk the *1000 Friends v. Dundee* court warned against — that stakeholders in the land use process would be “sandbagged” by having to interpret and apply information inconsistent with the information that informed the operative comprehensive plan. However, these unadopted analyses and the supporting data may be relied upon to confirm of further support approval of Kimco’s application, so long as the primary basis for the approval is the adopted and acknowledged information, such as the 2013 EOA. *McDougal Bros. Investments v. City of Veneta*, 59 Or LUBA 207 (2009); *Shamrock Homes LLC v. City of Springfield*, 68 Or LUBA 1, 12 (2013); *see also Gunderson, LLC v. City of Portland*, 62 Or LUBA 403, rev’d in part on other grounds and remanded, 243 Or App 612, 259 P3d 1007 (2011), other grounds aff’d 352 Or 648, 290 P3d 803 (2012).

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

2. Statewide Planning Goals

A post-acknowledgement comprehensive plan amendment, such as this application, must comply with all applicable Statewide Planning Goals. The Goals that will be most relevant to this application are (A) Goals 9 and (B) 12.

A. Goal 9: Economy of the State

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

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

- **Applicant Response:** *Goal 9 requires the City to “[t]o provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and*

prosperity of Oregon’s citizens.” See www.oregon.gov/LCD/docs/goals/goal9.pdf) and ORS 197.712(1). As relevant to this application, Goal 9 requires the City to provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for industrial and commercial uses consistent the City’s comprehensive plan and the acknowledged 2013 EOA. *Shamrock Homes LLC v. City of Springfield*, 68 Or LUBA 1 (2013) (a proposed amendment must be consistent with the City’s “most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan” which address Goal 9).

The 2013 EOA determined that the City has a deficit of 35.8 acres of commercial land and a surplus of 235.9 acres of industrial land¹ and concludes that excess industrial land should be converted to commercial land to address the unfulfilled need. 2013 EOA, pg 56, Table 26. Goal 9’s requirement for an adequate land supply requires that the land need in the 2013 EOA be met, meaning that the identified deficit of commercial land must be remedied. Goal 9 does not prohibit providing land in excess of the adopted land need. For example, hypothetically, converting 50 acres of industrial land to commercial land is consistent with Goal 9 because post-amendment, there is an adequate supply (meaning no deficit) of industrial and commercial land. Simply stated, conversion from one category of land to another can result in a surplus in one or both categories, so long as a deficit is not created in any category.

Goal 9 does not consider only the total acreage needed in a particular category. The suitability of the land to meet an identified need is also relevant. “Suitable” land is defined as “serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.” OAR 660-009-0005(12). “Site characteristics” relate to features that a site needs to accommodate a particular use, and is defined to mean “the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.” OAR 660-009-0005(11).

As applied here, the 2013 EOA recommends to re-designate “at least” 36 acres from industrial to commercial use, which will allow retail development that captures retail leakage and growth related retail needs. The 2013 EOA (see pg. 57, 62, and 73) describes the suitability factors to consider when determining which sites to redesignate,

¹ Although not applicable, as reference, the 2001 EOA concluded that the City has a deficit of 106 acres of commercial land and the draft 2020 EOA estimates that the commercial land deficit ranges from 286 to 295 acres, with a surplus of 159 acres of industrial land.

which these findings refer to as the **“2013 EOA Conversion Suitability Factors,”** as including:

- “sites with the greatest suitability for commercial development” (2013 EOA, pg. 62)
 - The 2013 EOA lays the groundwork for subsequent and more detailed analysis of **“retail leakage”** when it notes:
 - *“Retail sales leakage occurring due to lack of major comparison retail. As described by the 2007 MEDP Strategic Plan, there is considerable retail sales leakage of an estimated \$192 million annually throughout Yamhill County – as residents travel to other counties for a significant 23% of their shopping needs. Full recapture of this sales leakage together with anticipated population growth that was anticipated through 2011 was estimated to support as much as 800,000 square feet of added commercial retail space in Yamhill County. Recapture is dependent on the ability to identify sites and attract retailers that could serve much of the county’s population from locations readily accessible to major travel corridors.”* (2013 EOA, Pg 32)
 - *“...the ability to provide a full range of commercial services in McMinnville may reduce the need for out-shopping from this trade area – with area customers at present often traveling further to more distant destinations as in the Portland Tri-County or Salem area.”* 2013 EOA, pg. 71.
 - Retail leakage, and related suitability considerations are described in detail in the 3MLAP and 2020 EOA. These studies provide evidence in support of the Property’s suitability for commercial development, particularly retail leakage:
 - *“Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.”* 3MLAP, pg. 2.

“The Three Mile Lane project area is relatively well-positioned for retail development due to high visibility, ease of access, high traffic counts along Highway 18, and there are few alternative urban areas between McMinnville and the coast, providing opportunities to capture spending from those visiting the Oregon coast.

“Additionally, as one of the few locations in the market area with large, contiguous, vacant tracts of land within city limits, Three Mile Lane should be able to capture a significant portion of market area demand over the next 10 years.” 3MLAP, pg. 51-52.

- “compatibility with neighboring uses” (2013 EOA, pg. 57)
 - *The only existing neighboring uses south of Highway 18 are the Jackson Family Winery and the US Army National Guard Armory and Recruiting Office, which are located on M-2 and M-1 land east of the Property, farming activity on the M-L zoned land to the west, and farming activity on the land zoned M-2 to the south. Given the width of Highway 18, land north of the highway is not “neighboring” the Property. Nevertheless, the uses north and north east of the Property include a senior housing development and single family development (R1 and R-4 zoning) and to the northwest is the Evergreen Aviation & Space Museum (C-3PD zoning).*
 - *The 2013 EOA supports the conclusion that industrial and commercial zoning are compatible with one another, and suggest that a new hybrid industrial-commercial zoning designation could be appropriate for areas transitioning from industrial to commercial. 2013 EOA, pg. 57.*
 - *For the development of larger scale retail like the Project is expected to include, the Property’s location is superior to other potential properties because of the minimal impact on surrounding neighborhoods. The only potential offsite impact is traffic. As detailed in the TIA, rezoning the Property would allow for the scale of retail development associated with capturing retail leakage with minor upgrades to surrounding streets and a new intersection. There would minimal impacts to the overall urban fabric of the more established and densely developed areas of McMinnville. In comparison, any proposed development at the intersection of SH-18 and SH-99W (Linfield Property) would raise serious traffic infrastructure problems if it is to be developed with intense retail uses. This would include reconstruction of the Old Sheridan Road intersection and a reconfiguration and widening of the interchange between the two state highways. In that immediate vicinity, SH 99W is an interior arterial in McMinnville, and the regional traffic generated by major retail at this location would be disruptive to the internal city traffic patterns and the McMinnville “feel.”*

- *The 2020 EOA notes that the deficit of needed site sizes for commercial land is for sites between 0.5 and 5 acres, as well as between 10 and 20 acres. 2020 EOA, pg. 102 and Exhibit 57. The Property's two parcels are approximately 25.3 acres and 5.25 acres.*

Because Kimco's application will convert over two acres of industrial land to a non-industrial use, the application must comply with one of the alternatives in OAR 660-009-0010(4), which provides:

Section 4 - OAR 660-009-0010(4): For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or

(b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or

(c) Adopt a combination of the above, consistent with the requirements of this division

- **Applicant Response:** *The 2013 EOA determined that the City has a deficit of 35.8 acres of commercial land and a surplus of 235.9 acres of industrial land and concludes that excess industrial land should be converted to commercial land to address the unfulfilled need. 2013 EOA, pg 56, Table 26. These findings detail how the proposal to convert 33.5 acres of industrial land to commercial land is consistent with the 2013 EOA and comprehensive plan. When the application is approved, the City will be closer to accommodating the commercial land need, and the supply of industrial land will remain adequate because it will continue to be in excess of (but closer to) the adopted industrial land need. Additionally, Figure 27 of the 2013 EOA indicates that there are 5 industrial parcels that are 20+ acres in size, so the City will continue to have an adequate supply of larger industrial parcels.*

B. Goal 12: Transportation

Goal 12 is intended to "provide and encourage a safe, convenient and economic transportation system." See www.oregon.gov/LCD/docs/goals/goal12.pdf). Goal 12 is implemented by the administrative rules in OAR chapter 660, division 12, which is known as the "Transportation Planning Rule" or "TPR."

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

- **Applicant Response:** *Kittelson & Associates Transportation Impact Analysis (TIA) includes detailed findings in response to the TPR, which are incorporated herein.*

3. McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

Chapter IV: Economy of McMinnville

Goal IV 1: To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.

Goal IV 2: To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the city and county residents.

Policy 21.00: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.

- **Applicant Response:** *The 2013 EOA's conclusion about retail leakage, which is supported by the 2020 EOA and 3MLAP, is quoted above. The application summary findings in the "Property Description" and Project Background" sections and these findings describe the Property's suitability for capturing retail leakage and accommodate population-growth related retail demand. The proposed rezone will allow (upon subsequent land use reviews) which are not presently available or are underserved, to locate on the Property.*

Policy 21.01: The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, re-designation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use.

- **Applicant Response:** *In support of the requested land use change designation, the adopted 2013 EOA stated:*

"As with the prior 2001/03 EOA projections, an anticipated surplus is indicated for industrial lands versus a shortfall associated with commercial lands:

- *Commercial land demand is expected to exceed supply – resulting in a forecast shortfall of an estimated 36 acres through 2033.*

- *Industrial land demand is anticipated to come in well under the BLI supply – resulting in a surplus forecast at close to 236 acres over the 20-year planning horizon.*

In summary, this (2013) EOA update indicates that industrial land needs can be more than amply met over the next 20 years while commercial land supply will fall short of meeting anticipated demand.” (2013 EOA, Pg 56)

The proposal to rezone 33.5 excess industrial acres to commercial is consistent with Policy 21.01 and the 2013 EOA. The Property is suitable for commercial zoning, as described in the “Suitability of the Property for Conversion from Industrial to Commercial” section of the application findings and detailed throughout these findings, the Property includes site characteristics which are conducive to capturing retail leakage and accommodating population growth-related retail, such as visibility from and access to Highway 18 and proximity to retail leakage markets.

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

- **Applicant Response:** *The 2013 EOA indicates that there will be an annual leakage of \$192 million in consumer spending in Yamhill County to areas outside its boundaries (Pg 32) along with a shortfall of 36 commercially designated acres through 2033 (Pg 56). Furthermore, the 2013 EOA states local businesses suffer from “Limited duration of tourism visitation & low expenditure capture. While the McMinnville area and Yamhill County can now boast some of the state’s top tourism attractions, visitor spending does not appear to match visitation. This is because visitors tend not to stay overnight (but are often day visitors) and do not appear to be making substantial expenditures while in the area. A key challenge for the future is to provide more and better value-added opportunities for visitors to spend more time and money while visiting the McMinnville area.” (2013 EOA Pg 32-33)*

The Property is suitable for capturing retail leakage documented in the 2013 EOA and further supported by the 2020 EOA and 3MLAP, as quoted above. Because the leakage sales are not being met in the market, existing businesses do not rely upon those sales, which means that satisfying the leakage will not impact existing business. Instead, existing businesses could be supported by retail development of the Property because consumers will stay within and be drawn to the market area.

Policy 21.05: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan

- **Applicant Response:** *See response to Policy 21.00.*

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

- **Applicant Response:** *The 2013 EOA concluded that utilizing existing commercially designated lands are not sufficient to accommodate the demonstrated commercial land need, and that re-designating excess industrial land is the solution.*

No specific development is proposed with this application. Once a formal project application is submitted to the City, the requested Planned Development overlay designation means that the development will be subject to the Planned Development Ordinance. The project application will be open to public comment, be reviewed by the Planning Commission, and approved at the discretion of the City Council. The project layout and design elements shall be assessed at that time.

General Policies:

Policy 22.00: The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.

- **Applicant Response:** *The types of retail that is leaking from the City requires parcels that range from 5 to 20+ acres. The City's inventory of vacant and partially vacant commercially designated properties in that size range are very limited: the 2013 EOA, Figure 27 indicates there is one vacant commercially designated parcels that is 11 acres, and 2 over 20 acres, one of which is the Evergreen Aviation & Space Museum, which is encumbered with a tourism-related PUD; 2020 EOA, Exhibit 39 shows that there are zero vacant or partially vacant C-3 lot. This lack of inventory led the s, and a single 12.1 acre partially vacant C-3 lot the 2013 EOA concluded that utilizing existing commercially designated lands was not sufficient to accommodate the demonstrated commercial land need, and that re-designating excess industrial land is the solution. Therefore, the ability of existing commercial lands to be revitalized and reused will not be impacted by this amendment, because the needed retail uses that will be facilitated by this amendment cannot be accommodated on existing commercially zoned parcels.*

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

- **Applicant Response:** *No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance which will discourage auto-oriented strip development. The project application will be open to public*

comment, be reviewed by the Planning Commission, and approved at the discretion of the City Council. The project layout and design elements shall be assessed at that time.

Locational Policies:

Policy 24.50: The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis.

Applicant Response: *The 2013 EOA identified a deficit of at least 36 acres of commercial land, which should be accommodated by redesignating excess industrial land. The 2013 EOA Conversion Suitability Factors (detailed above), as well as the 3MLAP and 2020 EOA, support the conclusion that the Property is suitable to accommodate retail leakage and growth-related retail uses. Among the Property's key site characteristics are site size, proximity to retail leakage markets, and visibility and access to Highway 18.*

Policy 25.00 Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.

Applicant Response: *The only existing adjacent uses south of Highway 18 are the Jackson Family Winery and the US Army National Guard Armory and Recruiting Office, which are located on M-2 and M-1 land east of the Property, farming activity on the M-L zoned land to the west, and farming activity on the land zoned M-2 to the south. Given the width of Highway 18, land north of the highway is not "adjacent" to the Property. Nevertheless, the uses north and north east of the Property include a senior housing development and single family development (R1 and R-4 zoning) and to the northwest is the Evergreen Aviation & Space Museum (C-3PD zoning).*

The Property is within the City's Three Mile Lane Plan area updating 1981 Three Mile Lane Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. Though the timeline for the adoption of this plan is unknown, the current draft "includes a significant retail center south of Three Mile Lane at Cumulus Avenue. This could take the form of a large-format retail anchor that would take advantage of traffic on OR SH 18 with additional smaller retail uses. While serving as a regional retail attractor, it would also function as an important local amenity, providing convenient access to shopping and services for adjacent office and residential development." (3MLAP Memorandum 6, pg 10-13)

For the development of larger scale retail like the Project is expected to include, the Property's location is superior to other potential properties because of the minimal impact on surrounding neighborhoods. The only potential offsite impact is traffic. As detailed in the TIA, rezoning the Property would allow for the scale of retail development associated with

capturing retail leakage with minor upgrades to surrounding streets and a new intersection. There would minimal impacts to the overall urban fabric of the more established and densely developed areas of McMinnville. In comparison, any proposed development at the intersection of SH-18 and SH-99W (Linfield Property) would raise serious traffic infrastructure problems if it is to be developed with intense retail uses. This would include reconstruction of the Old Sheridan Road intersection and a reconfiguration and widening of the interchange between the two state highways. In that immediate vicinity, SH 99W is an interior arterial in McMinnville, and the regional traffic generated by major retail at this location would be disruptive to the internal city traffic patterns and the McMinnville “feel.”

Specifically for the Property, Kittelson & Associates, Inc. prepared a transportation impact analysis (TIA) and Transportation Planning Rule (TPR) analysis for the proposed project. (Attachment XX) The OR 18 corridor has the capacity to accommodate trips to the proposed site without widening to six (6) lanes. The traffic impact analysis (TIA) supports this finding and recommends some access modifications to existing roadways intersecting OR 18 to improve the safety and flow of traffic in the vicinity of the site with the proposed rezoning and subsequent commercial development. These modifications are consistent with the future improvements identified in the adopted 1996 McMinnville (OR-18) Corridor Refinement Plan.

No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. The project application will be reviewed in a public process, which will address and minimize potential conflicts, if any, through revisions or conditions of approval, and any deficiencies in city services can be addressed through conditions of approval.

Policy 26.00: **The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.**

- **Applicant Response:** *As detailed in response to Policy 25.00 the Property is an appropriate location for commercial development. No specific development is proposed with this application. However, the type of retail that could be developed on the property that is intended to capture retail leakage would likely be considered large-scale or a regional shopping facility by Policy 26.00. The Property is a suitable location for these commercial uses based upon Policy 25.00's and 26.00's considerations. The Property is located on OR 18, which McMinnville's TSP classifies as a Major Arterial and a State Highway. The 33.5 acre Property is adequately sized to accommodate internal traffic circulation and parking. For example, the site plan at Exhibit XX includes an internal road system.*

Design Policies

Policy 29.00: New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.

Policy 30.00: Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.

Policy 31.00: Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)

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

Policy 33.00: Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling. (Ord.4796, October 14, 2003)

- **Applicant Response:** *No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. The project application will be reviewed in a public process, which will address*

the Project's access, bicycle/pedestrian connections, landscaping/screening, parking, layout and design elements shall be assessed at that time.

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

Downtown Development Policies

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

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

- **Applicant Response:** *This application for designating additional land as "Commercial" in Comprehensive Plan under a C-3 zoning district would potentially permit additional retail development within the City that cannot be accommodated in the format of downtown merchant spaces. One fundamental goal of this land use change application is to maintain consumer spending within the City limits and will contribute to the overall vibrancy and well being of residents. Rather than cannibalizing retail dollars from the downtown district, alleviating the shortage of commercial acreage that is attributable to retail leakage could draw shoppers to McMinnville for a spectrum of needs that currently cannot be found within the City limits.*

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

- **Applicant Response:** *The area included in the Downtown Improvement Plan adopted in 2000 focused on a targeted collection of parcels on the eastside of McMinnville's commercial business district. Despite this land being designated "Commercial" land use and within the C-3 zoning district, the 2013 EOA indicates there remains a shortage of available commercial acreage within the City limits. The proposed amendment is targeted at satisfying the existing land need, which includes retail leakage. The amendment has no impact on the development potential of the area east of the railroad tracks and north and south of Third Street.*

Policy 46.00: The City shall work to implement the recommendations of the adopted “McMinnville Downtown Improvement Plan.”

- **Applicant Response:** *The area included in the Downtown Improvement Plan adopted in 2000 focused on a targeted collection of parcels on the eastside of McMinnville’s commercial business district. Despite this land being designated “Commercial” land use and within the C-3 zoning district, the 2013 EOA indicates there remains a shortage of available commercial acreage within the City limits. The proposed amendment is targeted at satisfying the existing land need, which includes retail leakage. The amendment has no impact on the development potential of the McMinnville Downtown Improvement area.*

Proposals

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

- **Applicant Response:** *The application requests a Planned Development overlay, consistent with Policy 6.00. No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. The project application will be reviewed in a public process, which will address the Project’s site design, on-site and off-site circulation, parking, and landscaping, shall be assessed at that time.*

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

- **Applicant Response:** *This area is already zoned C-3, which allows large scale commercial development, and is currently undeveloped. The 2013 EOA included this area as a part of the City’s inventory of available commercial land and concluded that there is nevertheless a 35.8 acre deficit. The proposed amendment is targeted at satisfying the existing land need, which includes retail leakage. The amendment has no impact on the development potential of the southwestern portion of the city.*

Industrial Development

Goal IV 5: To continue the growth and diversification of McMinnville’s industrial base through the provision of an adequate amount of properly designated lands.

- **Applicant Response:** *In support of the requested land use change designation, the adopted 2013 EOA stated:*

“As with the prior 2001/03 EOA projections, an anticipated surplus is indicated for industrial lands versus a shortfall associated with commercial lands:

- *Commercial land demand is expected to exceed supply – resulting in a forecast shortfall of an estimated 36 acres through 2033.*
- *Industrial land demand is anticipated to come in well under the BLI supply – resulting in a surplus forecast at close to 236 acres over the 20-year planning horizon.*

In summary, this (2013) EOA update indicates that industrial land needs can be more than amply met over the next 20 years while commercial land supply will fall short of meeting anticipated demand.” (2013 EOA, Pg 56). Figure 27 of the 2013 EOA indicates that there are 5 industrial parcels that are 20+ acres in size, so the City will continue to have an adequate supply of larger industrial parcels if the Property is converted from Industrial to Commercial.

Goal IV 6: To ensure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.

Locational Policies

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

- **Applicant Response:** *The 2013 EOA concluded that there is an excess amount of industrial land. Converting some of that surplus land to commercial will have no impact on the uses permitted in the remaining industrial land. Further, 3MLP that is currently moving through the community and legislative review process recommends a mix of commercial and industrial uses within this area, specifically focusing commercial districts along the OR-18 frontage.*

Policy 49.01: The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods.

Policy 49.02: The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis.

Policy 50.00: The City of McMinnville shall encourage industrial uses to locate adjacent to the airport and south of Three Mile Lane, adjacent to the existing Riverside Drive industrial area, and in existing industrial areas through proper designation of lands on the comprehensive plan and zoning maps. Comprehensive plan and/or zoning map changes to industrial designations in other areas may be granted if all the applicable goals and policies of the plan can be met.

- **Applicant Response:** *Policies 49.01, 49.02 and 50.00 are directed at the suitability of sites for industrial development. The 2013 EOA has “recommended to better match the commercial inventory to current and anticipated needs include re-designating a portion of the excess industrial inventory to commercial use including focus on needs for commercial sites across a range of size classes, increasing emphasis on redevelopment and density of development, and greater flexibility of use for mixed commercial/industrial areas. Also needed may be parcelization of some larger 20+ acre industrial sites for which there is no readily apparent demand to meet demonstrated needs for smaller industrial sites, especially in the 1-9- acre size ranges.” (2013 EOA, Pg 67).*

The 2013 EOA Conversion Suitability Factors (detailed above) confirm that the Property has site characteristics that are more appropriate for commercial development than industrial development. Redesignating the Property from Industrial to Commercial will not impact the adequacy of the supply of suitable industrial sites; the City will continue to have a surplus of over 200 acres of industrial land, including four parcels that are 20+ acres. 2013 EOA, Figure 27.

The Property is within the City’s Three Mile Lane Plan area updating 1981 Three Mile Lane Overlay District (amended in 1994) and the 1996 Highway 18 Corridor Refinement Plan. The area contains approximately 1,340 acres of land with a variety of existing land uses and several large vacant parcels. Though the timeline for the adoption of this plan is unknown, the current draft “includes a significant retail center south of Three Mile Lane at Cumulus Avenue. This could take the form of a large-format retail anchor that would take advantage of traffic on OR SH 18 with additional smaller retail uses. While serving as a regional retail attractor, it would also function as an important local amenity, providing convenient access to shopping and services for adjacent office and residential development.” (3MLAP Memorandum 6, pg 10-13)

Policy 51.00: The City of McMinnville shall encourage the location of airport-related industrial uses only on the industrial land which is adjacent to the

airport. Those lands so reserved shall be designated in the planned development overlay covering this area.

- **Applicant Response:** *The Property is near the airport, but does not abut it, and is separated from the airport by a public park (Galen McBee Airport Park), the South Yamhill River, a military base and the Jackson Family Winery. The portion of the Property closest to the airport is the southerly 52.5 acres that will retain an Industrial land use designation.*

Policy 52.00: **The City of McMinnville shall create a new "limited light industrial" zone which shall be placed on the industrial areas on the south side of Three Mile Lane in those areas where residential development is expected on the north side of the road. The new zone will allow only those types of industrial uses that will not conflict with the residential uses.**

- **Applicant Response:** *Policy 52.00 is directed at the City pursuing a legislatively created new zoning designation. Policy 52.00 reflects the City's desire to minimize conflicts with residential uses north of Three Mile Lane. As detailed elsewhere in these findings, the uses allowed by the proposed C-3PD designation are more compatible with residential uses than those uses permitted allowed by the current M-3 zoning, which is consistent with Policy 52.00. Further, the City is in the process of re-evaluating the Three Mile Lane Area through the 3MLAP. That city-led long range planning process is the forum for addressing Policy 52.00.*

Chapter VI: Transportation System

Air

Policies:

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

- **Applicant Response:** *The Property is within .5 miles of the McMinnville Municipal Airport. While the Airport Layout Plan completed in 2004 discourages the expansion of residential use near the airport and encourages agricultural and manufacturing areas, it does not explicitly address commercial use (McMinnville Municipal Airport Layout Plan Study – December 2004, 1-9). The request to add a commercial element through the land use designation and zoning change would not run incongruent to the future sustainability and potential expansion of the airport.*

Streets

Policies:

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

- **Applicant Response:** *The OR 18 corridor has the capacity to accommodate trips to the proposed site without widening to six (6) lanes. The traffic impact analysis (TIA) supports this finding and recommends some access modifications to existing roadways intersecting OR 18 to improve the safety and flow of traffic in the vicinity of the site with the proposed rezoning and subsequent commercial development. These modifications are consistent with the future improvements identified in the adopted 1996 McMinnville (OR-18) Corridor Refinement Plan.*

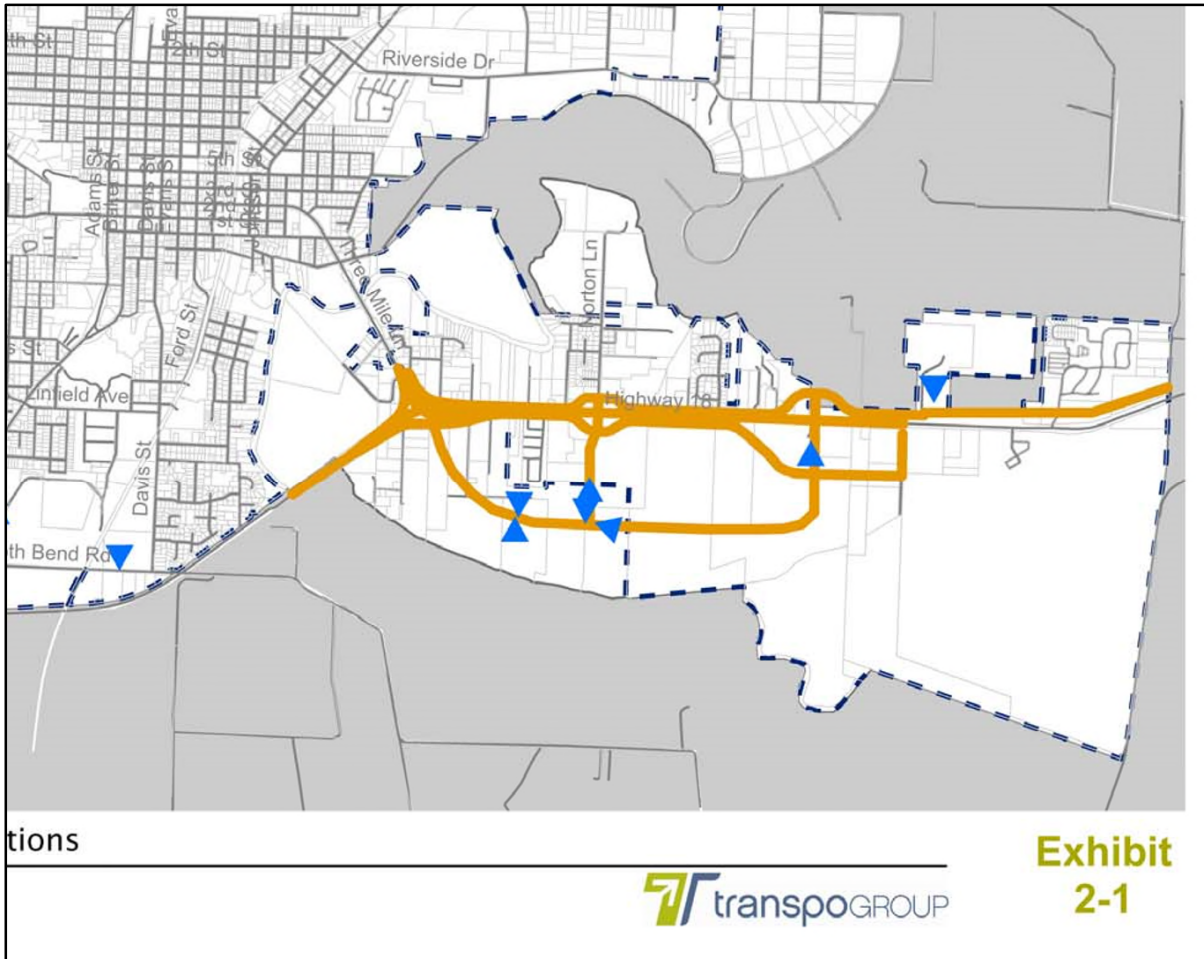
Policy 123.00: The City of McMinnville shall cooperate with other governmental agencies and private interest to insure the proper development and maintenance of the road network within the urban growth boundary.

- **Applicant Response:** *Kittelson & Associates, Inc. prepared a transportation impact analysis (TIA) and Transportation Planning Rule (TPR) analysis for the proposed project. The scope, methodology, findings and recommendations have been coordinated with the City of McMinnville and the Oregon Department of Transportation (ODOT). In addition, at the time development is proposed on the Property in the future, the City of McMinnville will notice the ODOT, surrounding project owners, and the city at-large, issue a staff report and conduct planning commission and city council hearings to assess that proper development and maintenance of the road network is ensured.*

Connectivity and Circulation

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

- **Applicant Response:** *The Local Street Connectivity (Exhibit 2-1 of the TSP) map identifies future east/west frontage road and back road connections south of OR 18, as shown in the figure below. The subsequent development of the Property under the proposed zoning will require the development of collector streets consistent with the transportation system plan and McMinnville (OR-18) Corridor Refinement Plan which require sidewalks and bicycle lane. The proposed development plan will need to show these connections as well as how pedestrians and bicyclists access the buildings on-site.*



Supportive of General Land Use Plan Designations and Development Patterns

Policy 132.27.00: The provision of transportation facilities and services shall reflect and support the land use designations and development patterns identified in the McMinnville Comprehensive Plan. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand—both short-term and long-term planned uses.

- Applicant Response:** *The TIA provided a short-term (2022) and long-term (2037) operational analysis of the roadway network surrounding the site, finding that the proposed rezone can be approved assuming implementation of the recommended mitigation measures. With the proposed improvements, the proposed rezone results in no significant impacts under Oregon Administrative Rule (OAR) 660-012-0060. Additionally, the proposed transportation facility modifications are consistent with the future improvements identified in the adopted 1996 McMinnville (OR-18) Corridor Refinement Plan. Development will include construction of the collector streets identified in the TSP Exhibit 2-1 (frontage and back roads). As part of the design of these roadways, sidewalks and bicycle lanes will be provided.*

Growth Management

Policy 132.40.00: Mobility standards will be used to evaluate the transportation impacts of long-term growth. The City should adopt the intersection mobility standards as noted in Chapter 2 of the Transportation System Plan.

- **Applicant Response:** *The TIA study intersections within the City's jurisdiction and ODOT's jurisdiction and applied each jurisdiction's applicable mobility standard as a basis for recommending mitigation measures. See, for example, TIA Table 2 and 18.*

McMinnville TSP Implementation

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

- **Applicant Response:** *The proposed rezone and subsequent development of the subject property is consistent with the goals, objectives, policies, implementation strategies, principles, maps, and recommended projects within the McMinnville TSP as shown below:*

Goal: To encourage development of a transportation system that provides for the coordinated movement of people and freight in a safe and efficient manner.

The proposed rezone and subsequent commercial development work in the direction of achieving this goal by providing intersection improvements to increase the safety and traffic flow of the surrounding roadway network for all users. The proposed modifications are consistent with the implementation strategies (McMinnville (OR-18) Corridor Refinement Plan) as shown in Exhibit 4-6 (Projects and Programs) in the TSP, as well as the Street System, Pedestrian, Bicycle, Public Transportation, Freight, Rail, Air and Pipeline Plan maps set forth in the TSP.

Policies:

1. Transportation System Plan

The proposed site plan will be developed consistent with the Street System, Pedestrian, Bicycle, Public Transportation, Freight, Rail, Air and Pipeline Plans set forth in the TSP. The proposed rezoning and subsequent commercial development will fund transportation improvements which will work toward implementing the TSP.

2. Complete Streets

The traffic signals and intersection improvements identified in the TIA will be designed and constructed in compliance with the Americans with Disabilities (ADA) guidelines. Site development will aim to create a pedestrian and bicycle friendly environment.

3. Multi-Modal Transportation System

The site plan review process will ensure that the proposed site is consistent with the Local Street Connectivity map and provides connections for pedestrians and bicycles.

4. Connectivity and Circulation

The Local Street Connectivity map identifies a future east/west connection south of OR 18. The site plan will be developed consistent with this plan and providing this connection. Pedestrian and bicycle facilities will be provided as appropriate for each roadway classification. Site development will preserve right-of-way for design of a future interchange at OR 18 and Cumulus Avenue.

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

The TIA provided a short-term (2022) and long-term (2037) operational analysis of the roadway network surrounding the site, finding that the proposed rezone can be approved assuming implementation of the recommended mitigation measures. With the proposed improvements, the proposed rezone results in no significant impacts under Oregon Administrative Rule (OAR) 660-012-0060. Additionally, the proposed modifications are consistent with the future improvements identified in the adopted 1996 McMinnville (OR-18) Corridor Refinement Plan.

6. Regional Mobility

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

7. Growth Management

The proposed rezone meets the needs of the surrounding community. A recent market study indicated an over-abundance of industrial land and high demand for commercial uses in the area. Additionally, the improvements recommended in the TIA bring local intersections (some of which do not meet level of service standards under existing conditions) up to standard. The proposed uses may also reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today.

8. Transportation System and Energy Efficiency

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

9. Transportation Safety

The traffic impact analysis (TIA) recommends modifications to improve the safety of the OR 18 corridor and other intersections within the study area.

10. Public Safety

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

11. Accessibility for Persons with Disabilities

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

12. Economic Development

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

13. Livability

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

14. Health and Welfare

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

15. Transportation Sustainability

The location of the proposed site along OR 18 provides easy access to residents and employees of downtown McMinnville on their way to or from work, in some cases eliminating the need for out-of-direction travel. It is also anticipated that some people will stop at the site on their way to or from the coast. In addition, the proposed uses may also

reduce regional transportation demand by capturing existing trips that travel to the greater Portland and Salem area for these uses today. The traffic impact analysis (TIA) recommends some modifications to existing roadways intersecting OR 18 to improve the safety and flow of traffic in the vicinity of the site.

16. Aesthetics and Streetscaping

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

17. Intergovernmental Coordination and Consistency

Kittelson & Associates, Inc., prepared a transportation impact analysis (TIA) and Transportation Planning Rule (TPR) analysis for the proposed project. The methodology, findings and recommendations have been coordinated with the City of McMinnville and ODOT Region 2.

Chapter VII: Community Facilities and Services

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

- **Applicant Response:** *This Goal is targeted primarily at rural land that is included in the UGB and is transitioning to urbanizable and urban land, and directs the City to plan utilities for that transition. The Property is in the UGB, so this Goal is not applicable. Nevertheless, when development is proposed and evaluated through a public process in the future, the adequacy of public and private facilities for the development will be determined.*

Sanitary Sewer System

Policies:

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

- **Applicant Response:** *This Goal is targeted primarily at the City's facility planning. There are no known sanitary sewer deficiencies in the vicinity of the Property. No development is proposed as a part of this application. When development is proposed and evaluated through a public process in the future, the adequacy of sewer system facilities will be confirmed, and if necessary, conditions of approval will be imposed to address any deficiencies.*

Storm Drainage

Policies:

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

- **Applicant Response:** *No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. The project application will be reviewed in a public process, which will address the Project's storm drainage shall be assessed at that time.*

Water and Sewer—Land Development Criteria

Policies

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

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

- **Applicant Response:** *There are no known water or sewage deficiencies in the vicinity of the Property. No development is proposed as a part of this application. When development is proposed and evaluated through a public process in the future, the adequacy of water and sewer system facilities will be confirmed, and if necessary, conditions of approval will be imposed to address any deficiencies.*

Police and Fire Protection

Policies

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

- **Applicant Response:** *There are no known police or fire facility or service deficiencies in the vicinity of the Property. No development is proposed as a part of this application. When development is proposed and evaluated through a public process in the future, the adequacy of these facilities and services will be confirmed, and if necessary, conditions of approval will be imposed to address any deficiencies.*

Chapter VIII Energy

Energy Conservation

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

- **Applicant Response:** *One of the fundamental policies backing the rationale for this land use change request is the consumer spending leakage highlighted in the 2013 EOA. By allowing more potential retail development within the City, residents will no longer be required to drive longer distances to destinations such as Salem or southwest Portland for their needs, which conserves energy.*

Policies

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

- **Applicant Response:** *Statewide Planning Goal 14 and its implementing statutes and rules require a jurisdiction to first determine whether an identified land need can be accommodated within the UGB prior to expanding the UGB to accommodate the need. The 2013 EOA demonstrates a need for retail and an excess of industrial land, and the proposed comp plan designation and zoning map amendments satisfy a portion of this need. Accommodating the identified land need within the UGB is consistent with Goal 14 and encourages a compact urban development pattern.*

Chapter IX: Urbanization

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

- **Applicant Response:** *The 2013 EOA quantifies the industrial and commercial land needs for the projected population and concludes that there is a need for retail and an excess of industrial land. The proposed Comprehensive Plan land use designation and zoning map amendments accommodate a portion of the commercial land need. Converting excess industrial land to needed commercial land is consistent with Statewide Planning Goal 14 and its implementing statutes and rules, which require a jurisdiction to first determine whether an identified land need can be accommodated within the UGB prior to expanding the UGB to accommodate the need.*

Land Use Development Tools

Policies

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

1. Three Mile Lane (north and south).

- **Applicant Response:** *The application requests a Planned Development overlay, consistent with Policy 186.00.1. No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. Those ordinances require specific conditions for development of the Property, and will be reviewed in a public process.*

Chapter X: Citizen Involvement and Plan Amendment

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

- **Applicant Response:** *This Goal obligates the City to periodically review its Comprehensive Plan, so is not applicable to this application. Nevertheless, the application is consistent with this Goal because the proposal to revise the comprehensive land use plan designation for the site is responsive to the oversupply of industrial and demand for retail as addressed in the 2013 EOA. While consistent with the Three Mile Line Area Plan currently moving through the*

legislative process, the timing on adoption of this larger policy document is unknown. The current application seeks to address the current deficit in available commercial land in a more directed and expedient manner.

4. McMinnville Zoning Ordinance

17.74.020 Comprehensive Plan Map Amendment and Zone Change - Review Criteria.

An amendment to the official zoning map may be authorized, provided that the proposal satisfies all relevant requirements of this ordinance, and also provided that the applicant demonstrates the following:

- A. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan.**
 - **Applicant Response:** *The analysis provided in Section 3 of this attachment demonstrates the application's compliance with the City's Comprehensive Plan and other adopted policies.*

- 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;**
 - **Applicant Response:** *Criterion B is supported by the 2013 EOA, which found that the City could benefit from a regional retail center, that recapture of retail sales leakage could be achieved by concentrating retail along major highways, and that excess industrial land should be re-designated to commercial use when opportunities arise. While consistent with the Three Mile Line Area Plan currently moving through the legislative process, the timing on adoption of this larger policy document is unknown. The current application seeks to address the current deficit in available commercial land in a more directed and expedient manner.*

- C. Utilities and services can be efficiently provided to serve the proposed uses or other potential uses in the proposed zoning district.**
 - **Applicant Response:** *There are no known utility or service deficiencies. No specific development is proposed with this application. Once a formal project application is submitted to the City, pursuant to the requested Planned Development overlay, it will be subject to the Planned Development Ordinance and Zoning Ordinance. The project application will be reviewed in a public process, which will demonstrate the improvements required for City utilities and services to efficiently serve the site.*

17.51 Planned Development Overlay:

17.51.010 Purpose

* * *

B. The Council, the Commission, or the property owner of a particular parcel may apply for a planned development designation to overlay an existing zone without submitting any development plans; however, no development of any kind may occur until a final plan has been submitted and approved. (The Planning Director shall note such properties and direct that no building permit be issued in respect thereto.)

1. A planned development overlay may be approved under these circumstances for a property which has unique characteristics (e.g., geological, ecological, location, or the nature of the surrounding property) and the development of which may have an impact upon the surrounding area or the city as a whole. A planned development overlay initiated by the Council or the Planning Commission shall address itself to the purposes set forth herein.

- **Applicant Response:** *Comprehensive Plan Policy 6.00 recommends placing a Planned Development overlay on large cluster commercial development areas, and other policies encourage heightened review of proposed development to ensure compatibility with nearby uses. These policies provide a basis for imposing a planned development overlay on the Property, which has the unique characteristics of accommodating needed retail uses to accommodate retail leakage and growth related demand.*

C. The Council and Planning Commission, with the assistance of the Planning Director, shall ensure that no planned development overlay granted under Section A or B above which is merely a guise to circumvent the intent of the zoning ordinance shall be approved. A denial of such a zone request based upon this principle shall be enunciated in the findings of fact adopted by the Planning Commission;

- **Applicant Response:** *No specific development is proposed at this time, so the requested Planned Development overlay is not an effort to circumvent the intent of the zoning ordinance. Instead, as noted above, the imposition of the Planned Development overlay is consistent with applicable Comprehensive Plan Policies.*

D. A planned development overlay shall be heard and approved under the public hearing procedures set forth in Chapter 17.72 (Applications and Review Process) of this ordinance. (A planned development overlay and change of the underlying zone may be processed simultaneously.)

- **Applicant Response:** *The Planned Development overlay request is being considered concurrent with the Comprehensive Plan designation and Zoning Map designating*

amendment requests, in compliance with the application and review processes in Chapter 17.72.

E. A planned development overlay proposed by the Council, the Planning Commission, or the property owner under subsection B above shall be subject to all of the hearing requirements again at such time as the final plans under Section 17.51.030 are submitted, unless those requirements have been specifically changed in the planned development approval;

- **Applicant Response:** *The property owner will comply with these requirements at the time final plans for development of the Property are submitted.*



EXPIRES: 12/31/2021

MEMORANDUM

Date: December 18, 2020

Project #: 24369

To: Jamie Fleckenstein, PLA, & Heather Richards, PCED, City of McMinnville
Dorothy Upton, PE, Keith Blair, PE, Dan Fricke, & Michael Duncan, ODOT Region 2

Cc: Michael Strahs, Kimco Realty & Alan Roodhouse, RPS Development Company

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

Project: Three Mile Lane Rezone

Subject: Transportation Impact Analysis

Kimco McMinnville, LLC (Kimco) is proposing a rezone of approximately 33.5 acres of vacant land in McMinnville, Oregon. The proposed site is located on the southwest corner of OR-18 (Salmon River Highway) and NE Cumulus Avenue. The site is currently zoned M-2 (General Industrial). Kimco is proposing to rezone to C-3 (General Commercial). The site location and overall site vicinity are shown in Exhibit 1. This transportation impact analysis (TIA) report documents the transportation impacts associated with the rezone and a near-term reasonable worst-case development scenario under the proposed rezone. The TIA is intended to address City of McMinnville and Oregon Department of Transportation (ODOT) review criteria and evaluate compliance with the Transportation Planning Rule (TPR). The results of this study indicate that the proposed rezone can be approved assuming implementation of the identified mitigation measures that result in no significant impacts under Oregon Administrative Rule (OAR) 660-012-0060.

Exhibit 1. Site Vicinity and Proposed Study Intersections



SUMMARY OF FINDINGS

Year 2020 Existing Conditions

- Two of the nine study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - OR-18/SE Cruickshank Road
- The recent five-year crash history of one study intersection exceeds statewide 90th percentile crash rates:
 - OR-18/SE Cruickshank Road: This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%) over the five-year review period, and approximately 70% of the reported crashes involved a vehicle making a northbound left-turn movement. This suggests a need to potentially restrict left-turns from SE Cruickshank Road onto OR-18 due to the insufficient number gaps in eastbound traffic.

Year 2022 Background Conditions

- The two study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth.

Proposed Development Plan

- The 33.5-acre site is currently zoned M-2 (General Industrial). Kimco is proposing to rezone to C-3 (General Commercial).
- Table 1 provides the trip generation estimates under the existing and proposed zoning:

Table 1. Trip Generation Potential Comparison – 33.5-acre Zone Change

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
Net New Trips			6,050	535	138	397
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (33.5 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	364,815 SF	14,496 <i>(4,929)</i>	1,416 <i>(480)</i>	680 <i>(240)</i>	736 <i>(240)</i>
Net New Trips			9,567	936	440	496
Difference = Proposed – Existing			3,517	401	302	99

Year 2022 Total Conditions

- The two study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.
- Three additional intersections do not satisfy applicable mobility targets with the addition of site-generated trips:
 - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue

Year 2037 Background Conditions (Without Proposed Zone Change)

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

Year 2037 Total Conditions (With Proposed Zone Change)

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

RECOMMENDATIONS

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal and restripe the west leg of the intersection to provide an exclusive right-turn lane with overlap phasing.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 275-foot exclusive eastbound right-turn lane and 500-foot northbound left-turn lane (left-turns from NE Cumulus Avenue should have permitted/protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements. Note that the addition of a second (dual) northbound left-turn lane at the OR-18/NE Cumulus Avenue would accommodate long-term traffic volumes at the intersection. However, it is not recommended at this time as the future improvements identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) will likely eliminate the need for the lane via the construction of a future interchange.
- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via the OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.

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

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

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

Additional details of the study methodology, findings and recommendations are provided in the remaining sections of this report.

STUDY SCOPE & ANALYSIS METHODOLOGY

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

Study Scope

This study identifies the transportation-related impacts associated with the proposed rezone and was prepared in accordance with the City of McMinnville and Oregon Department of Transportation (ODOT) requirements. Details of the TIA assumptions and methodology are documented herein and reflect the outcome of the preliminary scoping meeting held with agency staff on March 19, 2020, and agency feedback on the preliminary scoping letter dated April 23, 2020.

Study Intersections

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

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

Traffic Analysis Time Periods and Scenarios

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

This report evaluates the following transportation scenarios:

- 2020 Existing traffic conditions;
- Forecast year 2022 background traffic conditions, without development of the subject site;
- Forecast year 2022 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning;
- Horizon year 2037 background traffic conditions with development of the subject site under the existing industrial zoning; and,

- Horizon year 2037 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning.

Year 2037 was selected as the planning horizon per guidance in the OHP (Reference 1), which states that the planning horizon shall be “the greater of 15 years or the planning horizon of the applicable local and regional transportation system plans for amendments to transportation plans, comprehensive plans or land use regulations.” The planning horizon of McMinnville’s currently adopted Transportation System Plan (TSP, Reference 3) is 2023.

Analysis Methodology

All intersection capacity analyses described in this report were performed in accordance with the procedures stated in the *Highway Capacity Manual, 6th Edition* (HCM, Reference 4) using PTV Vistro 2020 software in accordance with analysis guidance provided in the ODOT Analysis Procedures Manual (APM, Reference 5). Intersection V/C is the operational performance measures reported in this study. In Vistro, the shared lane volume-to-capacity (V/C) ratio is the sum of the reported V/C for each movement in the shared lane at unsignalized intersections. Overall intersection V/C is reported for signalized intersections.

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

Queueing analyses presented in this report reflect 95th percentile queues and were obtained from PTV Vistro 2020 software.

Performance Measures & Operating Standards

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

City of McMinnville Operating Standards

Four study intersections are within City of McMinnville jurisdiction (Intersections #1 through #4). According to the City’s TSP (Reference 3), a v/c ratio of 0.90 is the acceptable operating standard for these intersections.

ODOT Mobility Targets

The 1999 Oregon Highway Plan (OHP, Reference 1) defines ODOT v/c ratio mobility targets based on facility type. Mobility targets vary for intersections along OR-18 (Intersections #5 through #9).

Summary of Applicable Agency Operating Standards

Table 2 summarizes the operation standards and jurisdiction administering each study intersection.

Table 2. Study Intersection Mobility Targets

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

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

EXISTING CONDITIONS

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

Site Conditions and Adjacent Land Uses

The proposed site is currently vacant and zoned for industrial use. The land uses in the vicinity of the site include Evergreen Aviation and McMinnville Municipal Airport to the east, vacant industrial land immediately west, and a mix of industrial, commercial and residential land uses to the north, including the Evergreen Aviation and Space Museum.

Transportation Facilities

Table 3 summarizes roadways in the site vicinity that will be assessed as part of the TIA.

Table 3. Existing Transportation Facilities

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

NP = Not Posted

¹Per Oregon Highway Plan (OHP, Reference 1) and *City of McMinnville Transportation System Plan*, Exhibit 2-3 (Reference 3).

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

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

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

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

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

Transit Facilities

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

Intersection Crash History

Reported crash history for each study intersection was reviewed in an effort to identify potential safety issues. ODOT provided crash records for the five-year period from January 1, 2013 through December 31, 2017. Table 4 summarizes the crash data. Appendix A contains the ODOT crash data. No crashes were reported at OR-18/SE Armory Way (Intersection #7).

Table 4. Intersection Crash History (January 1, 2013 through December 31, 2017)

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

¹PDO = Property Damage Only

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

Crash rates were calculated for each of the study intersections following the analysis methodology presented in Exhibit 4-1 of the ODOT Analysis Procedures Manual, Version 2 (APM, Reference 5). The APM provides 90th percentile intersection crash rates at a variety of intersection configurations in Oregon based on the number of approaches and traffic control types. Table 5 below shows the comparison of

the five-year crash history with the 90th percentile intersection crash rates from the APM. Crash rates are reported per million entering vehicles.

Table 5. Intersection Crash Rate Assessment

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

As shown in Table 5 and the ODOT SPIS list, the intersection of OR-18/Cruickshank Road exceeds statewide 90th percentile crash rates and is in the top fifteen percent of intersections on the SPIS list. This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%). Upon further review, it was found that a high proportion of the crashes reported at this intersection (approximately 70%) involved a vehicle making a northbound left-turn movement. This suggests a need to restrict the northbound left-turns from SE Cruickshank Road onto OR-18 as identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2).

Existing Traffic Volumes

Given the impacted traffic patterns due to the current COVID-19 pandemic and State of Oregon stay at home order, new traffic counts were not collected for this analysis. Rather, historical and detector data was used. Weekday PM peak hour intersection turning movement counts were collected in 2012 for Intersection #3, and ODOT provided 2018 turning movement counts for intersections #2 and #4 through #9 as well as February 2020 signal detector counts at intersection #1. These traffic counts are included in Appendix B.

A 1.3% linear annual growth rate was applied to the 2018 traffic counts and a 1.5% linear annual growth rate was applied to the 2012 traffic counts to estimate year 2020 existing traffic volumes. This rate was calculated based on the average historical traffic volumes recorded at ODOTs Automatic Traffic Recorder (ATR) 36-006 located southwest of the City of McMinnville on Highway 18 and ATR 36-004 located northeast of the City of McMinnville in Newberg on Highway 99W.

A seasonal adjustment factor was calculated and applied to the 2020 traffic volumes to reflect 30th highest hour conditions, per the APM (Reference 5) using the same ATRs as noted above. This seasonal adjustment factor calculation is included in Appendix C.

Existing Traffic Operations

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

Table 6 summarizes the existing 2020 traffic operations for the weekday PM peak hour. Appendix C includes the existing conditions intersection operations analysis worksheets.

Table 6. Estimated 2020 Existing Traffic Operations for Weekday PM Peak Hour

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

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

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

CM= Critical Movement

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

As shown in Table 6, all but two study intersections were found to operate acceptably under 2020 existing conditions. The following intersections exceed the applicable performance requirement:

- NE Three Mile Lane/NE 1st Street
 - This intersection (#2) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90. Over-capacity conditions on the eastbound approach are related to the high southbound through volume on Three Mile Lane.
- OR-18/SE Cruickshank Road
 - This intersection (#9) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.75 on the SE Cruickshank Road approach. As stated previously, the crash history at this intersection shows a high proportion of angle crashes associated with the northbound left-turn movement, which likely reflects an inefficient number of available gaps in eastbound OR-18 traffic.

TRANSPORTATION IMPACT ANALYSIS

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

Year 2022 Background Traffic Volumes and Conditions

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

The City's Transportation System Plan (TSP) calls for two future new interchanges at OR-18/NE Three Mile Lane and OR-18/NE Cumulus Avenue as part of the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2). These two new interchanges are intended to replace the overpass at OR-18/NE Three Mile Lane and signal at OR-18/NE Cumulus Avenue in anticipation of traffic growth. The TSP also identifies a future traffic signal at the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection. These improvements are not funded at this time and conversations with City and ODOT staff have indicated that the identified improvements cannot be relied upon to receive funding within the timeframe of this TIA.

Year 2022 Background Traffic Operations

Table 7 summarizes the 2022 background traffic conditions for the weekday PM peak hour. Appendix D includes the 2022 background conditions intersection operations analysis worksheets.

As shown in Table 7, the two study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth.

Table 7. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.73
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.08
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.84
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.22
5	OR-18/SE Norton Lane	0.80	-	0.70
6	OR-18/NE Cumulus Avenue	0.80	-	0.56
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.13
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.32
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.20

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

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

CM= Critical Movement

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

Year 2022 Background Traffic Mitigations

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal. Preliminary ODOT traffic signal warrants are met assuming up to a 77% reduction in right-turn volumes in the shared eastbound left-through-right lane. At this location on the urban Three Mile Lane corridor, an 85% reduction (which is typically used by ODOT) is unreasonable given the unique nature of the high southbound through volumes with limited gaps for vehicles turning from the minor approaches.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange. Exhibit 2 illustrates these alternatives.

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

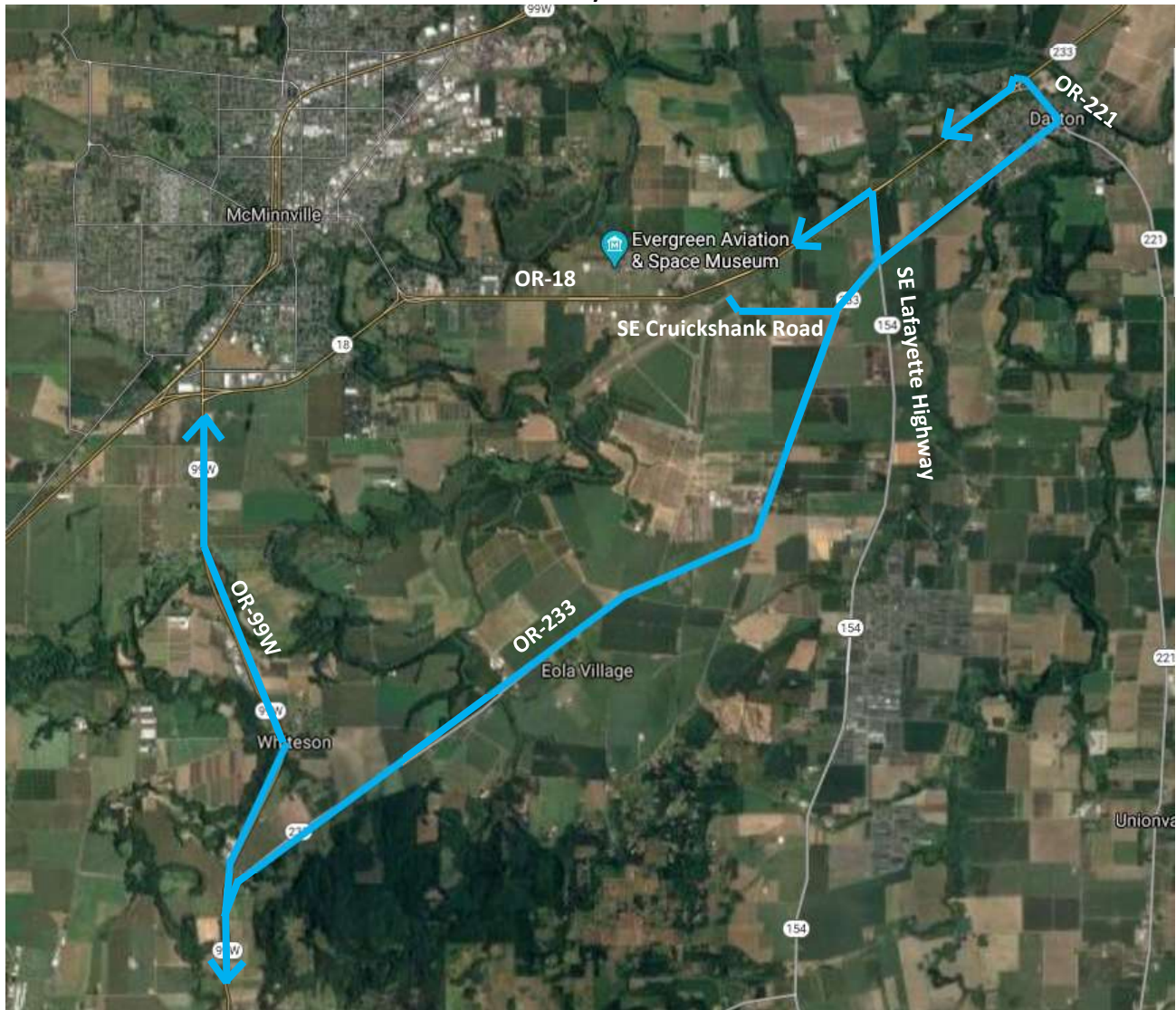


Table 8 summarizes the 2022 background traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix E includes the 2022 background conditions intersection operations analysis worksheets with mitigation.

As shown in Table 8, all study intersections were found to operate acceptably under 2022 background conditions with the identified mitigation.

Table 8. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour with Mitigation

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.73
2	NE Three Mile Lane/NE 1st Street	0.90	-	0.85
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.84
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.22
5	OR-18/SE Norton Lane	0.80	-	0.70
6	OR-18/NE Cumulus Avenue	0.80	-	0.56
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.13
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.32
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.04

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

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

CM= Critical Movement

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

Trip Generation and Assignment

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

- Based on the site’s close proximity to the Willamette Valley Medical Center, 10 out of the 33.5 acres is assumed to be medical office with a floor area ratio (FAR) of approximately 0.25, for a total floor area of approximately 108,900 square feet.
- The remaining 23.5 acres is assumed to be industrial park with a FAR of approximately 0.40, for a total floor area of approximately 409,464 square feet.

The reasonable worst-case scenario under the proposed C-3 (General Commercial) zoning was calculated assuming a retail development with a FAR of approximately 0.25 over the entire site area of 33.5 acres, for a total floor area of approximately 364,815 square feet.

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

Table 9. Trip Generation Potential Comparison – 33.5-acre Zone Change – Weekday PM Peak Hour

Land Use	ITE Code	Size	Daily Trips	Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst Case Development Scenario						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
Net New Trips			6,050	535	138	397
Proposed C-3 General Commercial Zone Reasonable Worst Case Development Scenario						
Shopping Center (33.5 acres at 25%)	820	364,815 SF	14,496	1,416	680	736
<i>Less Pass-by Trips (34%)</i>			<i>(4,929)</i>	<i>(480)</i>	<i>(240)</i>	<i>(240)</i>
Net New Trips			9,567	936	440	496
Difference = Proposed - Existing			3,517	401	302	99

As shown in Table 9, the proposed zone change would increase the trip generation potential of the site compared to the existing industrial zoning by 401 trips during the weekday PM peak hour. These new trips were assigned to the study area roadway system based on existing traffic patterns and forecast market data for the proposed development, also maintaining consistency with the scope of study for the site approved by both agencies in 2012. The site will serve local areas such as McMinnville, Dayton, and as far reaching as Newberg and in addition will also provide services to reach currently underserved locations in the Willamette Valley, and along the central northern Oregon coast. The traffic generated by the proposed development is expected to follow this trip distribution pattern:

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

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

With that in mind, the origins and destinations of commercial trips within McMinnville were assessed to estimate the expected re-routing of some trips at study intersections within the City of McMinnville (Intersections #1 through #3). The details of this analysis assessing the cumulative impacts of new and

re-routed trips within McMinnville are provided in Appendix F. The weekday PM peak hour site-generated trip assignment under the proposed zoning is also included in Appendix F.

Year 2022 Total Traffic Operations

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

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

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.16
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.98
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.82
6	OR-18/NE Cumulus Avenue	0.80	-	1.21
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.18
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.45
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.53

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

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

As shown in Table 10, the two study intersections that do not satisfy applicable mobility targets under existing or 2022 background traffic conditions experience additional delay with site development. In addition, three other intersections do not satisfy applicable mobility targets with the addition of site-generated trips:

- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - The minor street approaches at this intersection (#3) do not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90. Over-capacity conditions on the minor approaches are related to the high through volumes on OR-18.
- OR-18/SE Norton Lane

- This intersection (#5) does not satisfy ODOT's mobility target of a V/C ratio ≤ 0.80 . The overall intersection capacity is reduced below the mobility target due to increased eastbound and westbound traffic through the intersection associated with site development.
- OR-18/NE Cumulus Avenue
 - This intersection (#6) does not satisfy ODOT's mobility target of a V/C ratio ≤ 0.80 . Additional turn lanes are needed to accommodate site-related traffic at this intersection.

Year 2022 Total Traffic Mitigations

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

- NE Three Mile Lane/NE 1st Street
 - Consistent with 2022 background conditions, install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an enhanced connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct an exclusive eastbound right-turn lane and northbound left-turn lane (left-turns from NE Cumulus Avenue should have permitted/protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Consistent with 2022 background conditions and historical crash trends at the intersection, restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange (see Exhibit 2).

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

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	-	0.87
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.58
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.80
6	OR-18/NE Cumulus Avenue	0.80	-	0.79
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.18
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.45
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	0.05

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

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

Year 2022 Total Traffic 95th Percentile Queues

Year 2022 total traffic weekday PM peak hour 95th percentile queues at the OR-18/NE Cumulus Avenue intersection with implementation of recommended mitigation measures are summarized in Table 12.

Table 12. Summary of 95th Percentile Queues, 2022 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 th Percentile Queue (feet)	Queue Storage Adequate?
			Weekday PM Peak Hour	
6 OR-18/NE Cumulus Avenue	NBL	New	525	Yes
	NBTR	Continuous	350	Yes
	SBL	125 (Striped) Additional Storage in excess of 300	100	Yes
	SBT	Continuous	0	Yes
	SBR	125 (Exclusive) Additional Storage in excess of 300 ¹	200	Yes
	EBL	125	75	Yes
	EBT	Continuous	425	Yes
	EBR	New	200	Yes
	WBL	125 (Striped) Additional Storage in excess of 300	225	Yes
	WBT	Continuous	525	Yes
	WBR	175	50	Yes

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

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

¹During occasions of peak queueing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 12, all 95th percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage. Based on the anticipated 95th percentile queues, it is recommended that the new northbound left-turn lane be constructed with 525 feet of storage, and the new eastbound right-turn lane be constructed with at least 250 feet of storage (the storage length required for anticipated 2037 95th percentile queues, to be described in more detail later in this report).

Year 2037 Background Traffic Volumes and Conditions

Consistent with the 2022 background traffic volumes, future volumes were derived by applying a 2.2% annual background growth rate to the 2022 existing traffic volumes. However, this growth factor already accounts for development of the site under the existing industrial zoning. Therefore, the growth rate to obtain 2037 background traffic volumes was reduced to approximately 1.7% so as not to double-count site trips through the study intersections.

The 2037 background traffic conditions analysis forecasts the operation of the study area's transportation system with the inclusion of traffic generated by site under the existing industrial zoning. Background traffic conditions were determined by adding the estimated site-generated trips (under existing zoning) and additional 15 years of background growth (at 1.7%) to the year 2022 background traffic volumes for the weekday PM peak hour.

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

Year 2037 Background Operations

Table 13 summarizes the 2037 horizon year background traffic operations for the weekday PM peak hour. Appendix H includes the 2037 background conditions intersection operations analysis worksheets.

As shown in Table 13, the following intersections are expected to exceed the applicable performance requirement in 2037 with the addition of background growth:

- The NE 3rd Street/NE Johnson Street intersection (#1) does not satisfy the City of McMinnville's standard of a V/C ratio ≤ 0.90 .
- The NE Three Mile Lane/NE 1st Street intersection (#2) does not satisfy the City of McMinnville's standard of a V/C ratio ≤ 0.90 .
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street (#3) does not satisfy the City of McMinnville's standard of a V/C ratio ≤ 0.90 .
- OR-18/SE Norton Lane (#5) does not satisfy ODOT's mobility target of a V/C ratio ≤ 0.80 .
- OR-18/NE Cumulus Avenue (# 6) does not satisfy ODOT's mobility target of a V/C ratio ≤ 0.80 .
- The OR-18/SE Loop Road intersection (#8) does not satisfy ODOT's mobility target of a V/C ratio ≤ 0.90 on the SE Loop Road approach.

Table 13. Estimated 2037 Background Traffic Operations for Weekday PM Peak Hour

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.97
2	NE Three Mile Lane/NE 1st Street	0.90	-	1.04
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.98
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.32
5	OR-18/SE Norton Lane	0.80	-	0.93
6	OR-18/NE Cumulus Avenue	0.80	-	0.83
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.37
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.95
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.08

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

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

CM= Critical Movement

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

Year 2037 Background Traffic Mitigations

The following mitigation measures are recommended to address the impacts of anticipated long-term growth:

- NE Three Mile Lane/NE 1st Street
 - Restripe the west leg of the intersection to provide an exclusive right-turn lane with overlap phasing.
- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway. Exhibit 3 illustrates these alternatives.

Note that the addition of a second (dual) northbound left-turn lane at the OR-18/NE Cumulus Avenue would accommodate long-term traffic volumes at the intersection. However, it is not recommended at this time as the future improvements identified in 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) will likely eliminate the need for the lane via the construction of a future interchange.

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

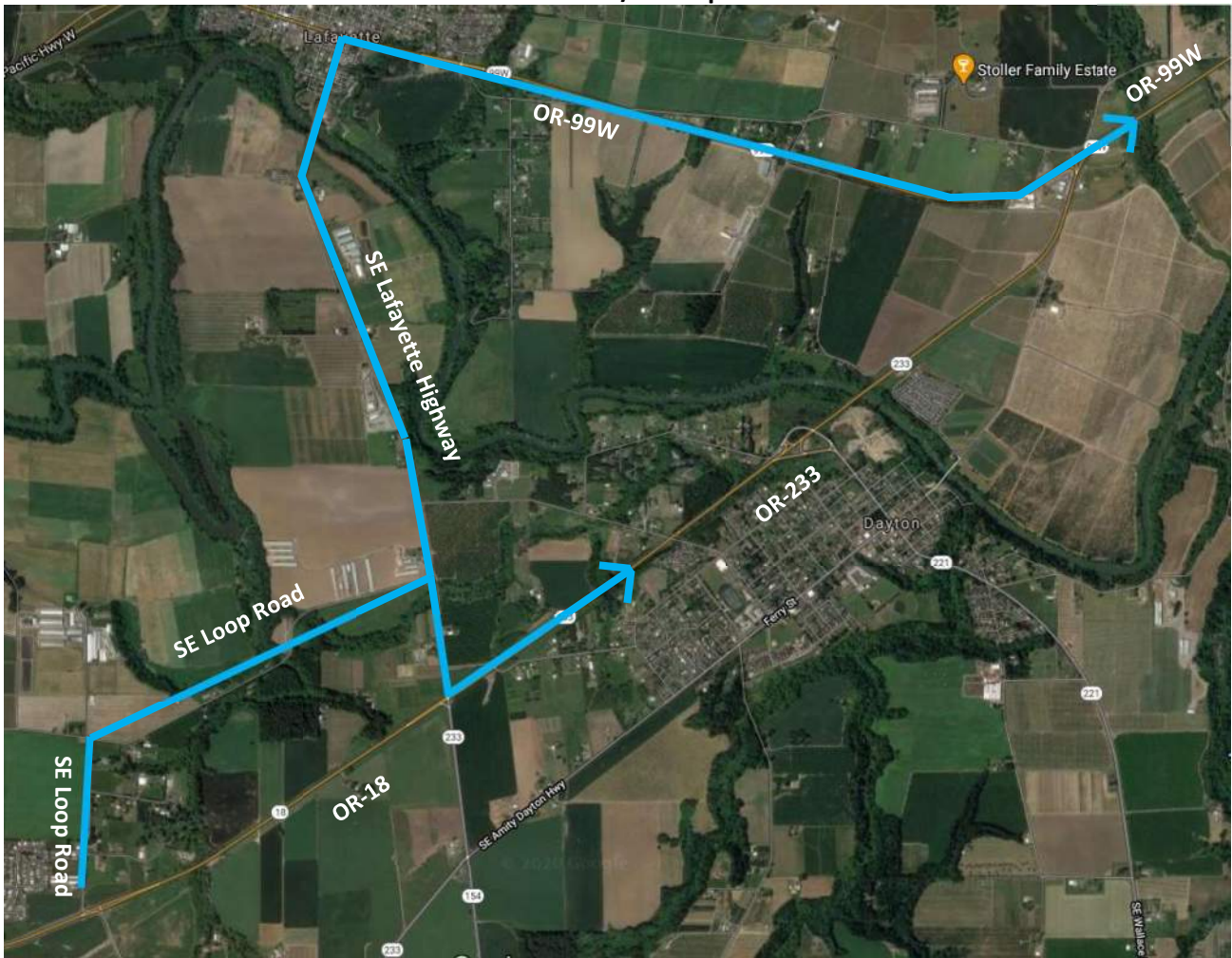


Table 14 summarizes the 2037 background traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix I includes the 2037 background conditions intersection operations analysis worksheets with mitigation.

Table 14. Estimated 2037 Background Traffic Operations for Weekday PM Peak Hour with Mitigation

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.97
2	NE Three Mile Lane/NE 1st Street	0.90	-	0.98
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.98
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.32
5	OR-18/SE Norton Lane	0.80	-	0.93
6	OR-18/NE Cumulus Avenue	0.80	-	0.77
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.37
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.09
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.08

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

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

CM= Critical Movement

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

As shown in Table 14, with implementation of the recommended mitigation at NE Three Mile Lane/NE 1st Street, intersection operations are still anticipated to exceed the applicable performance requirement in 2037 with the addition of background growth. However, the V/C under 2037 total traffic conditions is improved from 2037 background traffic conditions (as will be demonstrated later in this report). The following three intersections are also expected to exceed the applicable performance requirement in 2037:

- NE 3rd Street/NE Johnson Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane

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

Year 2037 Total Traffic Volumes

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

Year 2037 Total Traffic Operations

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

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	1.00
2	NE Three Mile Lane/NE 1st Street	0.90	-	1.09
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.93
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.33
5	OR-18/SE Norton Lane	0.80	-	0.96
6	OR-18/NE Cumulus Avenue	0.80	-	0.85
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.42
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	1.14
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.09

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

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

CM= Critical Movement

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

As shown in Table 15, the six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with the proposed rezone, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

Year 2037 Total Traffic Mitigations

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

- NE Three Mile Lane/NE 1st Street
 - Consistent with 2037 background conditions, restripe the west leg of the intersection to provide an exclusive right-turn lane with overlap phasing.
- OR-18/SE Loop Road
 - Consistent with 2037 background conditions, restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway (see Exhibit 3).

Note that the addition of a second (dual) northbound left-turn lane at the OR-18/NE Cumulus Avenue would accommodate long-term traffic volumes at the intersection. However, it is not recommended at this time as the future improvements identified in 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) will likely eliminate the need for the lane via the construction of a future interchange.

Table 16 summarizes the 2037 total traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix L includes the 2037 total conditions intersection operations analysis worksheets with mitigation.

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	1.00
2	NE Three Mile Lane/NE 1st Street	0.90	-	1.02
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.93
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.33
5	OR-18/SE Norton Lane	0.80	-	0.96
6	OR-18/NE Cumulus Avenue	0.80	-	0.79
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.42
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.09
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.09

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

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

CM= Critical Movement

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

As shown in Table 16, with implementation of the recommended mitigation at NE Three Mile Lane/NE 1st Street, intersection operations are still anticipated to exceed the applicable performance requirement in 2037. However, the V/C under 2037 total traffic conditions is improved from 2037 background traffic conditions. The following three intersections are also expected to exceed the applicable performance requirement in 2037:

- NE 3rd Street/NE Johnson Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane

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

Year 2037 Total Traffic 95th Percentile Queues

Year 2037 total traffic weekday PM peak hour 95th percentile queues at the OR-18/NE Cumulus Avenue intersection with implementation of recommended mitigation measures are summarized in Table 17.

Table 17. Summary of 95th Percentile Queues, 2037 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 th Percentile Queue (feet)	Queue Storage Adequate?
			Weekday PM Peak Hour	
6 OR-18/NE Cumulus Avenue	NBL (Dual)	New	400	Yes
	NBTR	Continuous	600	Yes
	SBL	125 (Striped) Additional Storage in excess of 300	175	Yes
	SBT	Continuous	0	Yes
	SBR	125 (Exclusive) Additional Storage in excess of 300 ¹	300	Yes
	EBL	125	125	Yes
	EBT	Continuous	650	Yes
	EBR	New	250	Yes
	WBL	125 (Striped) Additional Storage in excess of 300	250	Yes
	WBT	Continuous	900	Yes
	WBR	175	50	Yes

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

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

¹During occasions of peak queueing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 17, all 95th percentile queues during year 2037 total mitigated traffic conditions would be accommodated by the available storage. Based on the anticipated 95th percentile queues, it is recommended that the second northbound left-turn lane (if appropriate given other area improvements) be constructed with 350 feet of storage, and the new eastbound right-turn lane be constructed with at least 250 feet of storage.

Traffic Operations Summary

Table 18 compares the traffic operations for all scenarios analyzed in this study.

Table 18. Traffic Operations for all Study Scenarios for Weekday PM Peak Hour

Study Intersection	Mobility Target (V/C) ¹	2020 Existing		2022 Background		2022 Background (Mitigated)		2022 Total		2022 Total (Mitigated)		Year 2022 Mitigations	2037 Background		2037 Background (Mitigated)		2037 Total		2037 Total (Mitigated)		Year 2037 Mitigations	
		CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C		CM	V/C	CM	V/C	CM	V/C	CM	V/C		
1 NE 3rd Street/NE Johnson Street	0.90	-	0.70	-	0.73	-	0.73	-	0.74	-	0.74	-	0.97 ²	-	0.97	-	1.00 ²	-	1.00	-	1.00	
2 NE Three Mile Lane/NE 1st Street	0.90	EBR	0.98	EBR	1.08	-	0.85	EBR	1.16	-	0.87	Install traffic signal	-	1.04	-	0.98	-	1.09	-	1.02 ³	Add EBR	
3 NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.74	WBR	0.84	-	0.84	WBR	0.98	WBR	0.58	Restrict EBL and WBL, provide neighborhood connection	WBR	0.98 ²	-	0.98	WBR	0.93 ^{2,4}	-	0.93		
4 SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.21	EBL	0.22	-	0.22	EBL	0.23	-	0.23	-	0.32	-	0.32	-	0.33	-	0.33	-	0.33	
5 OR-18/SE Norton Lane	0.80	-	0.68	-	0.70	-	0.70	-	0.82	-	0.80	Signal timing optimization	-	0.93 ²	-	0.93	-	0.96 ²	-	0.96	-	0.96
6 OR-18/NE Cumulus Avenue	0.80	-	0.54	-	0.56	-	0.56	-	1.21	-	0.79	Add NBL, signal timing optimization	-	0.83	-	0.77	-	0.85	-	0.79	Add second NBL	
7 OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12	NBL	0.13	-	0.13	NBL	0.18	-	0.18	-	0.37	-	0.37	-	0.42	-	0.42	-	0.42	
8 OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27	SBL	0.32	-	0.32	SBL	0.45	-	0.45	-	0.95	SBR	0.09	SBL	1.14	SBR	0.09	Restrict SBL		
9 OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.09	NBL	1.20	NBR	0.04	NBL	1.53	NBR	0.05	Restrict NBL	NBR	0.08	-	0.08	NBR	0.09	-	0.09		

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

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

CM= Critical Movement

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

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

³Intersection operations with implementation of the recommended mitigation at Intersection #2 still exceed the mobility target. However, the V/C is improved from 2037 background traffic conditions.

⁴The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #3 by creating more gaps for the critical WBR movement.

TRANSPORTATION PLANNING RULE ANALYSIS

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

Summary of Applicable Oregon Administrative Rule Criteria

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 19 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

Table 19. Summary of Criteria in OAR 660-012-0060

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

As shown in Table 19, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, only Criteria #1 through #4 are applicable to the proposed land use action. These criteria are provided below in italics with our response shown in standard font.

OAR 660-12-0060(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10)

of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Response: As demonstrated in the transportation impact analysis detailed in this report, the impact of the 401 additional site-generated trips associated with reasonable worst-case development for the proposed commercial rezoning during the weekday PM peak hour (See Table 8) is expected to have a “significant effect” under year 2037 conditions.

OR 660-12-0060(2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.

(a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(d) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.

(e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if:

(A) The provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards;

(B) The providers of facilities being improved at other locations provide written statements of approval; and

(C) The local jurisdictions where facilities are being improved provide written statements of approval

Response: As demonstrated in the transportation impact analysis detailed in this report, there are two intersections anticipated to exceed mobility targets at which the proposed rezone has a “significant effect” on intersection operations under year 2037 conditions:

1. NE Three Mile Lane/NE 1st Street
2. OR-18/SE Loop Road

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

OAR 660-12-0060 (3) Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:

(a) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;

(b) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;

(c) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and

(d) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c) of this section.

Response: As demonstrated in the prior sections of this report, there are three intersections anticipated to exceed mobility targets at which the proposed rezone does not have a “significant effect” on intersection operations under year 2037 conditions:

1. NE 3rd Street/NE Johnson Street
2. NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
3. OR-18/SE Norton Lane

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

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

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

SUMMARY OF FINDINGS

Year 2020 Existing Conditions

- Two of the nine study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - OR-18/SE Cruickshank Road
- The recent five-year crash history of one study intersection exceeds statewide 90th percentile crash rates:
 - OR-18/SE Cruickshank Road: This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%) over the five-year review period, and approximately 70% of the reported crashes involved a vehicle making a northbound left-turn movement. This suggests a need to potentially restrict left-turns from SE Cruickshank Road onto OR-18 due to the insufficient number gaps in eastbound traffic.

Year 2022 Background Conditions

- The two study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth.

Proposed Development Plan

- The 33.5-acre site is currently zoned M-2 (General Industrial). Kimco is proposing to rezone to C-3 (General Commercial).
- Table 20 provides the trip generation estimates under the existing and proposed zoning:

Table 20. Trip Generation Potential Comparison – 33.5-acre Zone Change

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
Net New Trips			6,050	535	138	397
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (33.5 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	364,815 SF	14,496 <i>(4,929)</i>	1,416 <i>(480)</i>	680 <i>(240)</i>	736 <i>(240)</i>
Net New Trips			9,567	936	440	496
Difference = Proposed – Existing			3,517	401	302	99

Year 2022 Total Conditions

- The two study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.
- Three additional intersections do not satisfy applicable mobility targets with the addition of site-generated trips:
 - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue

Year 2037 Background Conditions (Without Proposed Zone Change)

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

Year 2037 Total Conditions (With Proposed Zone Change)

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

RECOMMENDATIONS

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal and restripe the west leg of the intersection to provide an exclusive right-turn lane with overlap phasing.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 275-foot exclusive eastbound right-turn lane and 500-foot northbound left-turn lane (left-turns from NE Cumulus Avenue should have permitted/protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements. Note that the addition of a second (dual) northbound left-turn lane at the OR-18/NE Cumulus Avenue would accommodate long-term traffic volumes at the intersection. However, it is not recommended at this time as the future improvements identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) will likely eliminate the need for the lane via the construction of a future interchange.
- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via the OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.

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

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

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

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

REFERENCES

- 1.) Oregon Department of Transportation. *1999 Oregon Highway Plan*. May 2015 Update
- 2.) City of McMinnville. *McMinnville Corridor Refinement Plan*. February 1996
- 3.) City of McMinnville. *City of McMinnville Transportation System Plan*. 2010
- 4.) Transportation Research Board. *Highway Capacity Manual 6th Edition*. 2016
- 5.) Oregon Department of Transportation. *Analysis Procedures Manual Version 2*. March 2020 Update
- 6.) Institute of Transportation Engineers. *Trip Generation Manual, 10th Edition*. 2017

APPENDICES

Appendix A – Crash Data

Appendix B – Traffic Count Data

Appendix C – 2020 Existing Traffic Volumes and Analysis

Appendix D – 2022 Background Traffic Volumes and Analysis

Appendix E – 2022 Mitigated Background Traffic Analysis

Appendix F – 2022 Total Traffic Volumes and Analysis

Appendix G – 2022 Mitigated Total Traffic Analysis

Appendix H – 2037 Background Traffic Volumes and Analysis

Appendix I – 2037 Mitigated Background Traffic Analysis

Appendix J – Oregon Highway Plan Policy Intent Statements

Appendix K – 2037 Total Traffic Volumes and Analysis

Appendix L – 2037 Mitigated Total Traffic Analysis



Memorandum

Date January 10, 2020
To Alan Roodhouse, RPS Development
Michael Strahs, Kimco Realty
From Sam Brookham, Leland Consulting Group
Chris Zahas, AICP, Leland Consulting Group
Subject EOA Land Supply Update
Project McMinnville Three Mile Lane

Kimco and RPS Development are in the process of preparing a zone change application for its property on Three Mile Lane in McMinnville. As part of this application, the applicant is required to refer to the industrial and commercial land supply in McMinnville, as noted in the City's Economic Opportunities Analysis (EOA). Since the EOA was adopted in 2013, several zone changes elsewhere in the city have rendered the numbers in the EOA incorrect. In order for the applicant to provide the City with accurate information, Leland Consulting Group was engaged to prepare a supplementary memorandum that updates the land supply numbers in the 2013 EOA to reflect these zone changes. This technical memorandum, therefore, documents all zone changes since the 2013 EOA and reconciles the corresponding commercial land supply numbers.

ZONE CHANGES SINCE 2013

The following table shows all of the commercial rezones in McMinnville since 2012 and provides information about the development status for each associated parcel. This information is a critical and foundational component of updating the commercial land demand and supply numbers.

Table 1. Zone Changes to/from Commercial Lands (2012-2019)

Year	Old Zone	New Zone	Site Address	Tax Lot Number	Lot Acres	Ord. No.	Development Status	Notes
2012	R-4 PD	O-R PD	500 NW Hill Road	R4419AC04700	3.39	4957	Partially Developed	Approximately 1/3 developed
2013	R-4	C-3 PD	304 NE Logan St	R4421AC03100	0.44	4968	Developed	Subaru car dealership, built 2013
			337 NE Macy St	R4421AC03200				
2017	R-1, EF-40	C-3	2121 NE 27th St	R4416AA05002	0.72	5020	Developed	Built pre-2013
2018	R-4 PD	O-R	600 SE Baker Street	R4420DD00100	2.86	5061	Undeveloped	Linfield College, vacant
				R4420DD00200				
2019	County	C-3 PD	1755 NW Baker Creek	R4418 00100	6.62		Undeveloped	Vacant

C-3	(4.56)
O-R	3.13
Total Comm.	(1.44)

Source: LCG, City of McMinnville

The following information provides a brief explanation of the preceding table and the resulting numbers.

- There were three instances of a zone change from a residential zone to an office/residential zone (O/R), totaling 6.25 acres. The O-R Zone (Office/Residential) is both commercial and residential and, thus, the total new acreage is split 50/50 between residential and commercial needs for the purpose of the buildable lands inventory. This equates to a gross increase of 3.125 acres of commercially designated land.
- The 2019 rezone resulted in a reduction of the site’s 12.34 acres of commercially designated land by 5.72 acres for a new total of 6.62 acres.
- The addition of the 2013 and 2017 C-3 rezones (totaling an increase of 1.16 acres) less the 2019 reduction equals an overall 4.56-acre reduction of General Commercial C-3 land.
- The gross reduction of 4.56 acres of C-3 zoned land and an increase of 3.13 of O-R zoned land results in a net loss of 1.44 acres of commercial land inventory.

EOA UPDATE

The following table was reproduced from the 2013 OEA. It is reproduced here to provide contextual information about the need for commercial, industrial, and institutional land based on the 20-year employment forecast (as of 2013). In 2013, the EOA forecasted a 20-year need for 165 acres of commercial land, 145 acres of industrial land, and 10 acres for institutional uses, totaling 320 acres.

Table 2. Forecast Demand for Vacant Employment Land (2013-2033)

Land Use Type	Forecast Job Growth	Added Jobs on C/I Land	Employees per Acre	Acreage Need	% of Total
Commercial	4,898	4,065	26.0	164.6	51.5%
Industrial	1,826	1,516	11.0	145.1	45.4%
Institutional	660	340	35.0	10.2	3.2%
Total All Uses	7,385	5,921	19.5	319.9	100%

Source: ECONorthwest, 2001 EOA and E. D. Hovee & Company, LLC.

The table below shows the original 2012 buildable land inventory summary and the adjustments based on the aforementioned zone changes between 2012 and 2019. Key takeaways are as follows.

- The commercial buildable land inventory decreased by 1.44 acres, largely because of the aforementioned reduction of 5.72 acres of vacant commercial land.
- Most of the “added” commercial land is considered *unavailable* because of the presence of buildings.
- The buildable industrial land inventory was not affected by commercial zone changes between 2012 and 2019.

Table 3. McMinnville Commercial & Industrial BLI (2012 + 2013-2019 Zone Changes)

BLI Category	# of Parcels	Land Area (in acres)		Total
		Unavailable	Available	
Commercial Inventory				
Developed	793	464.4	0.0	464.4
Recent Zone Change	3	1.2	0.0	1.2
Partially Developed	18	84.1	22.5	106.6
Recent Zone Change	1	0.6	1.1	1.7
Vacant	43	14.3	108.5	122.7
Recent Zone Change	3	0.0	(4.3)	-4.3
2013 Subtotal	861	562.8	130.9	693.7
Recent Zone Change	7	1.7	(3.2)	(1.4)
Rev. 2019 Subtotal	868	564.5	127.8	692.3
Industrial Inventory				
Developed	174	1,154.6	0.0	1,154.6
Partially Developed	6	4.5	12.4	16.9
Vacant	49	20.5	376.7	397.2
Subtotal Industrial	229	1,179.7	389.7	1,569.4
Commercial + Industrial	1,097.0	1,744.2	517.5	2,261.6

Source: E. D. Hovee & Company, LLC., City of McMinnville Planning Department

Table 4, below, is a reproduction of the table in the 2013 EOA—with the original comments—but includes an update for 2019 using the information presented thus far in this memorandum. Given the reduction in *available* commercial land, from 130.9 acres in the 2013 EOA to 127.8 acres after computing the impacts of recent zone changes, the commercial land deficit has also increased by 3.1 acres, from 35.9 to 39.0.

Any rezoning efforts of industrial-zoned to commercial-zoned land will, therefore, reduce the forecasted deficit in commercial land supply (as of the 2033 forecast year).

Table 4. Comparison of Land Demand to Supply (2013/2019-2033)

Acres by Plan Designation				Comments
	Commercial	Industrial	Total	
Vacant Land Demand				Based on 2013-33 jobs forecast
Commercial	164.6	0.0	164.6	Commercial retail & service need
Industrial	0.0	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	389.7	520.0	Revised per BLI update 7/13
2013 Surplus/(Deficit)	(35.9)	235.9	200.1	As of 2033 forecast year
2019 Revision	127.8	389.7		With 2013-2019 zone changes
2019 Surplus/(Deficit)	(39.0)	236.5	197.5	As of 2033 forecast year

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

Virtual Community Meeting

3310 SE Three Mile Lane
McMinnville, OR

November 17, 2020 – 6:00PM

Presented by: KIMCO McMinnville L.P. (an affiliate of Kimco Realty Corporation)



MEETING FORMAT

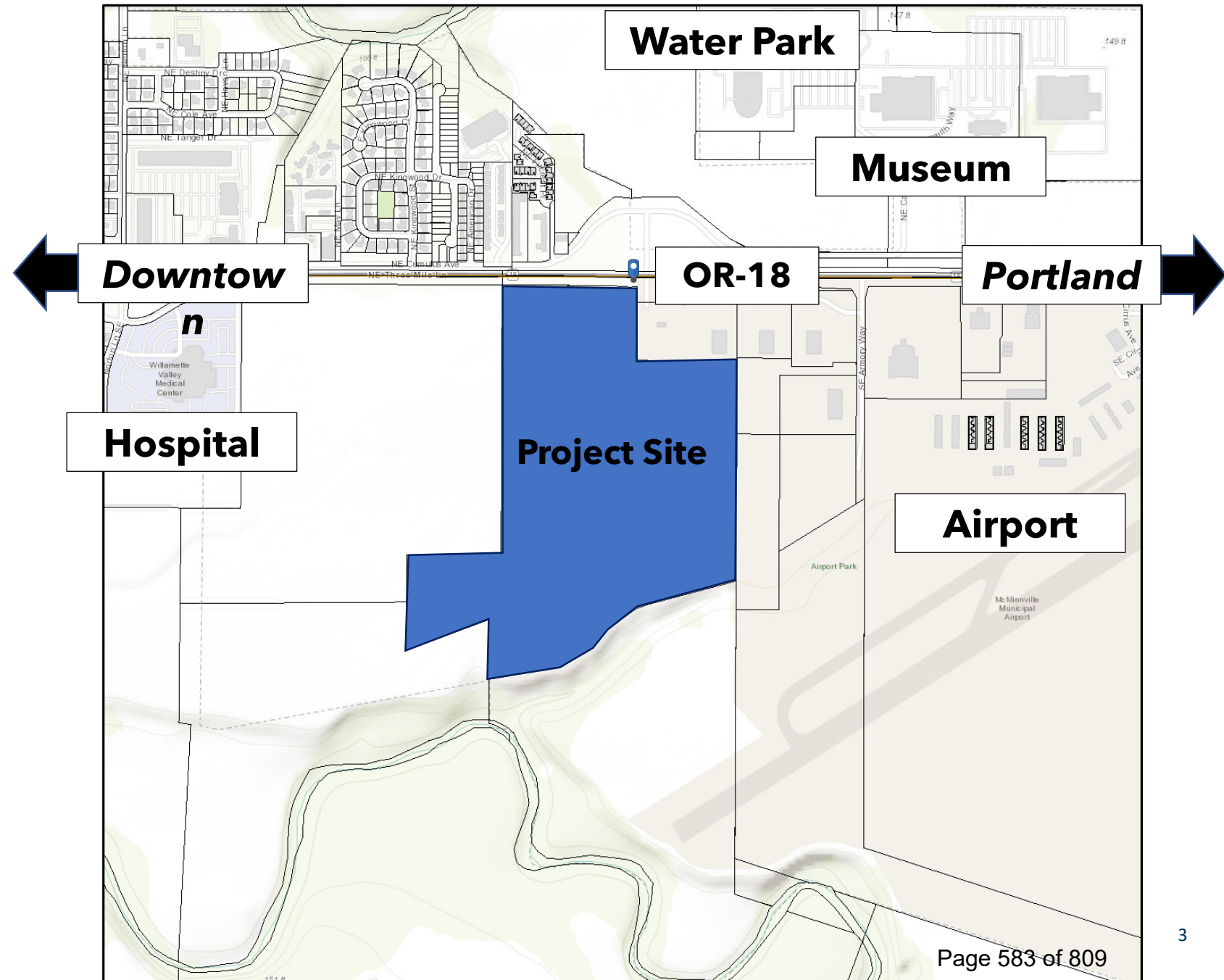
- 6:00 PM – 6:05 PM Introductions
- 6:05 PM – 6:20 PM Description of the Project by the Partnership
- 6:20 PM – END Questions

PROJECT LOCATION

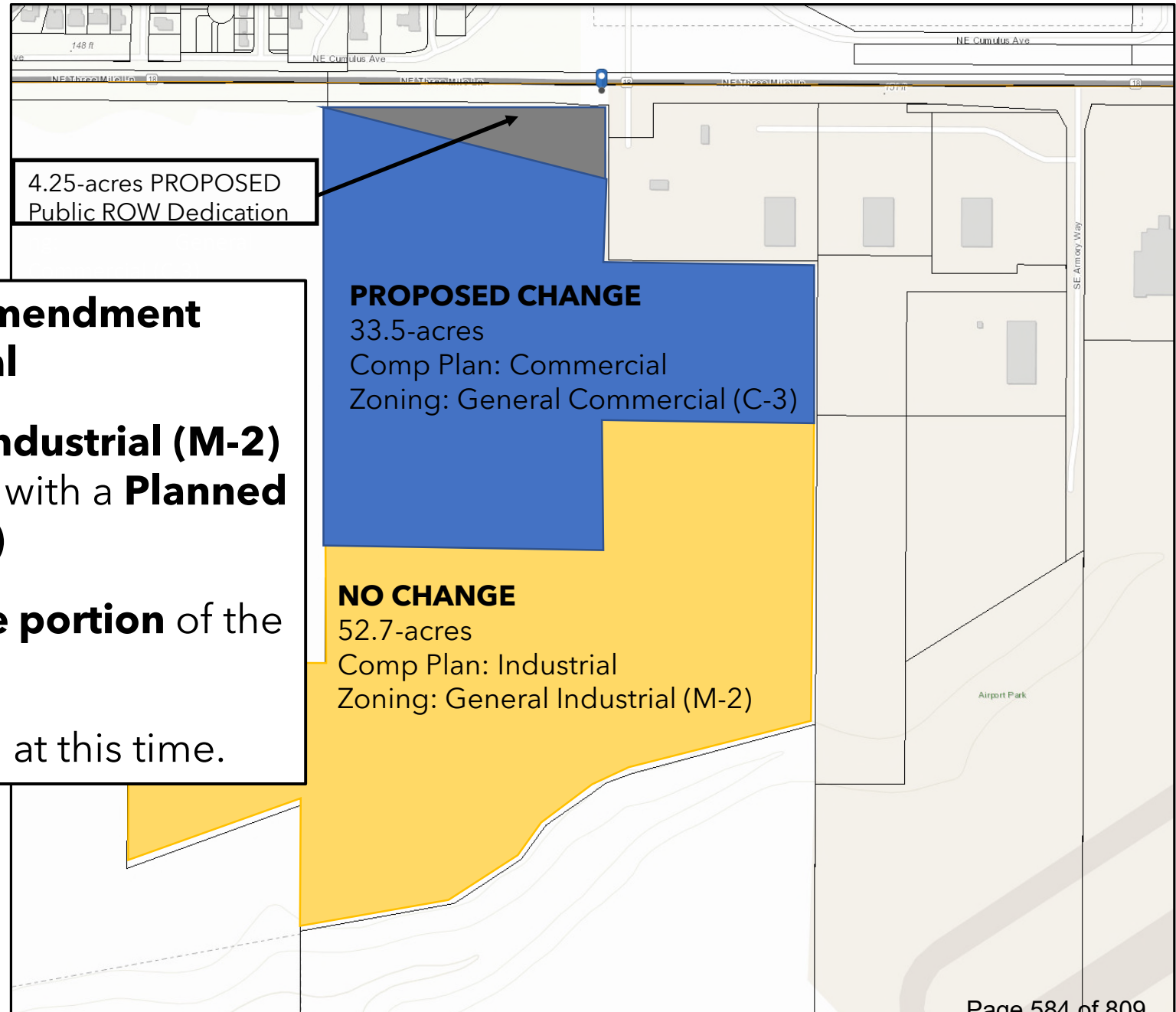
3310 SE Three Mile Lane
McMinnville, OR 97128

Tax Lot ID: R4426 00700

Lot size: 90.45 acres



PROJECT PROPOSAL



- **Comprehensive Plan Map Amendment** from **Industrial** to **Commercial**
- **Zone Change** from **General Industrial (M-2)** to **General Commercial (C-3)** with a **Planned Development Overlay (PDO)**
- Applies to **northern 33.5-acre portion** of the site along State Highway 18
- **No development** is proposed at this time.

PROJECT DETAILS

- Process and approvals required
- Community benefits
- Traffic impacts and improvements
- Future approvals required before development

CONCLUSION

- Q&A
- Contact **Sam Knutson** with any questions offline by e-mail at sknutson@kimcorealty.com or by phone at **(650) 757-2022**

Attachment 8

NOTICE OF NEIGHBORHOOD MEETING

ADDRESS: 3310 NE Three Mile Lane, McMinnville, OR 97128 (Tax Lot ID: 172164)

PROPOSAL:

- Comprehensive Plan Map Amendment from Industrial to Commercial;
- Zone Change from General Industrial (M-2) to General Commercial (C-3);
- Applies to northern 33.5-acre portion of the site along State Highway 18; and
- No development is proposed at this time.

APPLICANT CONTACT:

- Name: Kimco McMinnville, LLC (Sam Knutson)
- Email: sknutson@kimcorealty.com
- Phone: (650) 757-2022

VIRTUAL MEETING INFORMATION

DATE AND TIME: November 19, 2020 at 6:00PM

BY PHONE: (669) 900-6833 (Meeting ID# 923 4575 3326 and Password# 284715)

BY VIDEO CONFERENCE:

<https://kimcorealty.zoom.us/j/92345753326?pwd=cmhMTEFHM2NRWXNkUVlwV1JEMzJ2Zz09>

**Please contact Sam Knutson by e-mail or phone beforehand to receive the above weblink by e-mail.*

Attachment 8

NOTICE OF NEIGHBORHOOD MEETING

DATE AND TIME: November 19, 2020 at 6:00 PM

LOCATION: Due to the ongoing COVID-19 pandemic, this Neighborhood Meeting will be held virtually with options to join online and by phone. **Please contact Sam Knutson (info below) to receive a direct link by e-mail.**

- Join Zoom Meeting by Video Conference at:
<https://kimcorealty.zoom.us/j/92345753326?pwd=cmhMTEFHM2NRWXNkUVlwV1JEMzJ2Zz09>
- Telephone option: **(669) 900-6833** Meeting ID: **923 4575 3326** Passcode: **284715**

PROPOSAL: Comprehensive Plan Map Amendment (from Industrial to Commercial) and Zone Change (from General Industrial (M-2) to General Commercial (C-3)) for the northern 33.5-acre portion of the site. No development is proposed at this time.

- Property Address: 3310 NE Three Mile Lane, McMinnville, Oregon 97128
- Tax Lot ID Number: 172164
- Applicant: Kimco McMinnville, LLC
- Land Use Process: The proposal requires approval of a Comprehensive Plan Map Amendment and Zone Change under McMinnville Code Section 17.74.020

MEETING PURPOSE: We invite neighbors to attend this Neighborhood Meeting to begin a conversation about the proposal described above.

At a minimum the Neighborhood Meeting will provide the following:

- Opportunity for attendees to view the proposed map amendments
- Description of major elements of proposal
- Opportunity for attendees to speak and ask questions at the meeting. This is a time for attendees to identify any issues that they believe should be addressed.

TENTATIVE MEETING SCHEDULE:

Our tentative meeting schedule is as follows:

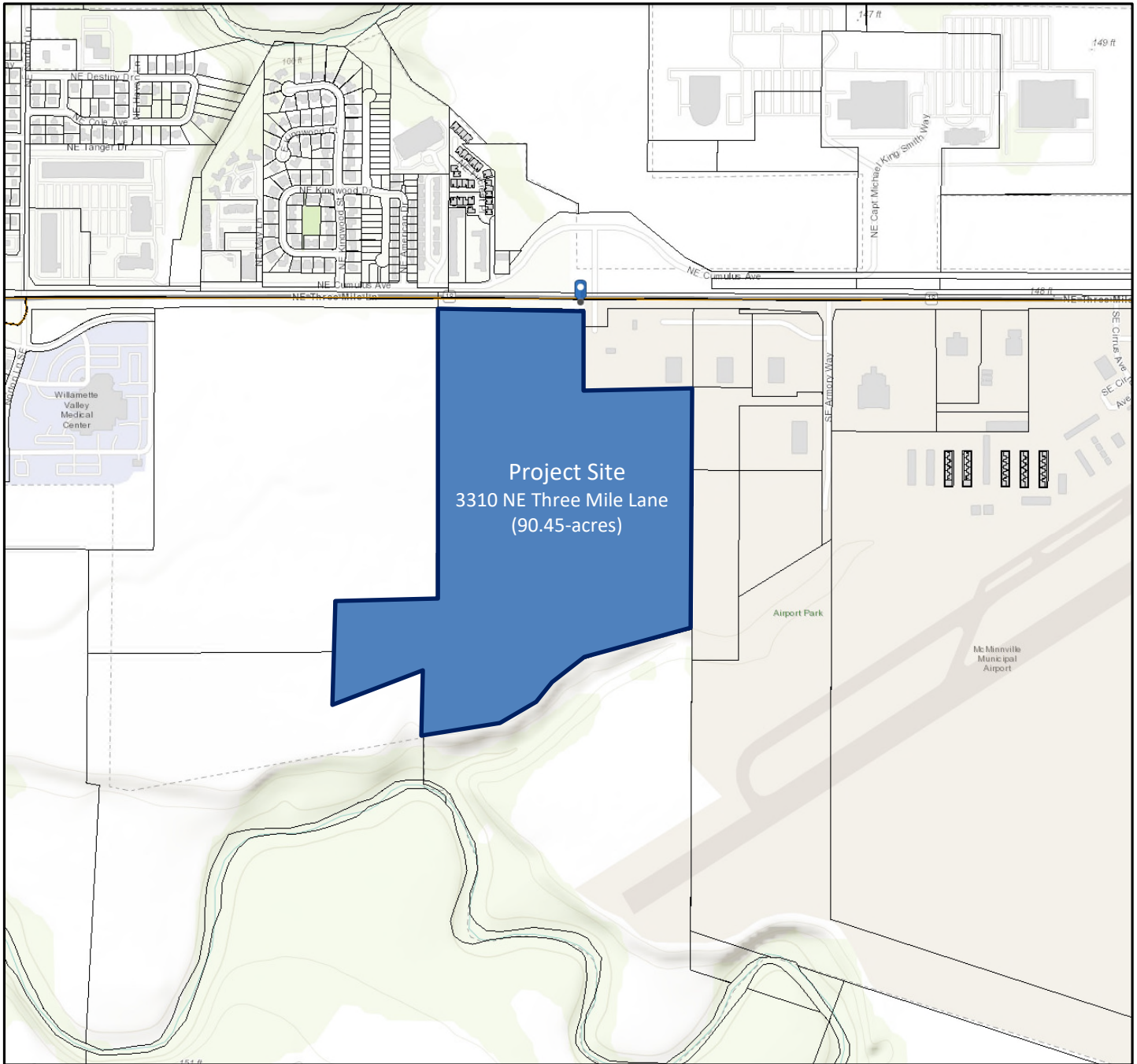
- 6:00 PM – 6:05 PM Introductions
- 6:05 PM – 6:20 PM Description of the Project by the Applicant
- 6:20 PM – END Opportunity for attendees to ask questions and offer feedback on the Proposal

MEETING CONTACT INFORMATION:

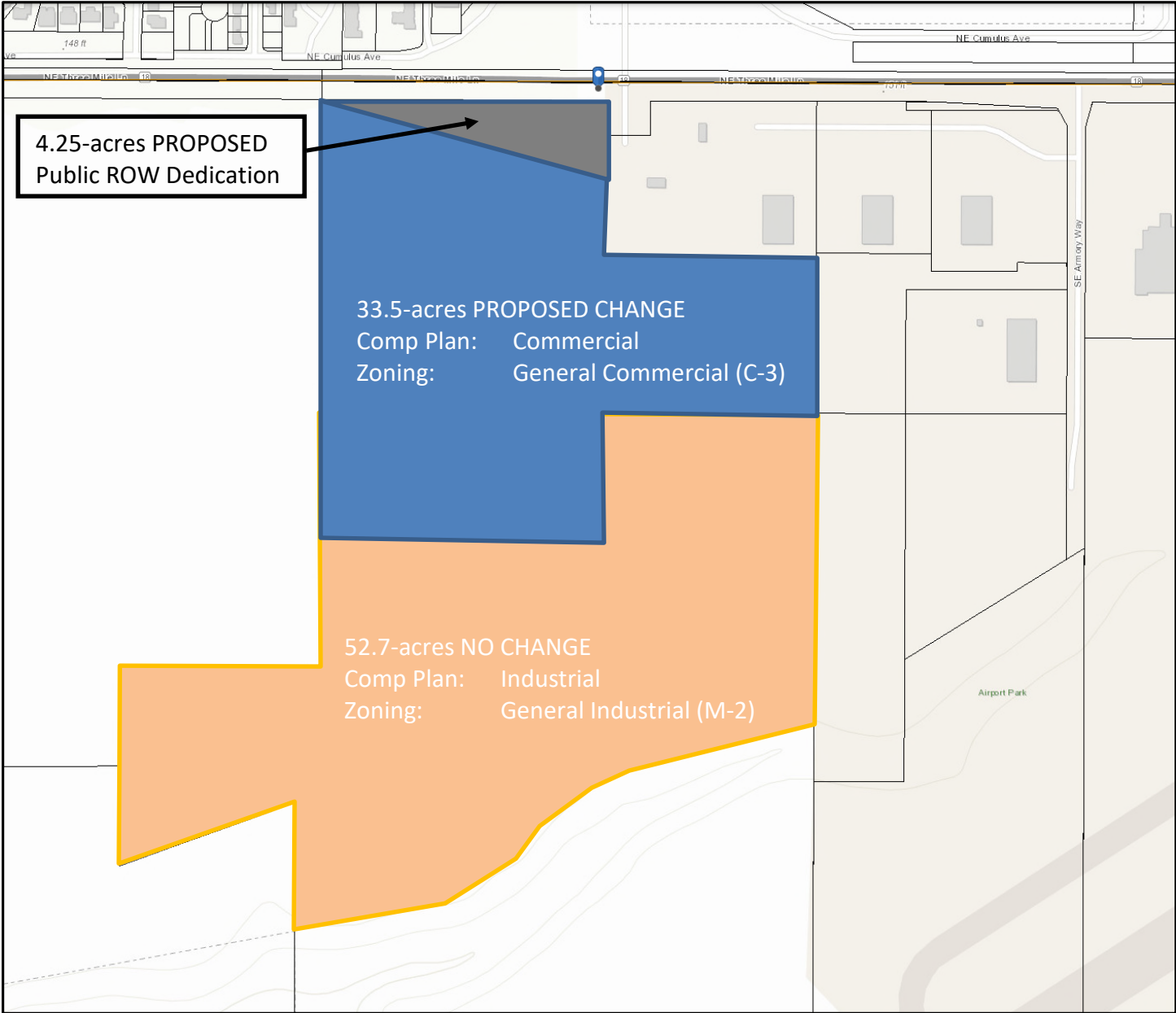
If you have questions about the meeting, please contact us at:

- Name: Sam Knutson
- Email: sknutson@kimcorealty.com
- Phone: (650) 757-2022

Property Location



Proposed Map Amendments



*Please note all boundary lines are approximate.

Attachment 8

Neighborhood Meeting - Mailing List

Map No.	Site Address	Tax Lot	Owner
0	3133 NE THREE MILE LN	R4422DD00101	KRE TIGER PARKLAND LLC
1	112 NE AMERICAN DR	R4422DD00215	SMITH RANDAL L
2	100 NE AMERICAN DR	R4422DD00216	LEWIS MATTHEW
3		R4422DD00217	CRAFTSMAN LANDING HOMEOWNERS
4		R4422DD00218	CRAFTSMAN LANDING HOMEOWNERS
5	107 NE AMERICAN DR	R4422DD00219	MANNING RON
6	3255 NE CUMULUS AVE	R4423 01000	WORLD FUEL SERVICES INC
7	3215 NE CUMULUS AVE	R4423 01100	WITTROCK BONNIE LEE TRUST
8	213 NE FIRCREST DR	R4423 01201	NHI-REIT OF OREGON LLC
9	219 NE FIRCREST DR	R4423 01203	NHI-REIT OF OREGON LLC
10	0 SE AIRPORT RD	R4426 00201	MCMINNVILLE CITY OF
11	3470 SE THREE MILE LN	R4426 00300	JACKSON FAMILY WINES INC
12	173 SE ARMORY WAY	R4426 00400	JACKSON FAMILY WINES INC
13		R4426 00500	MCMINNVILLE CITY OF
14	3330 SE THREE MILE LN	R4426 00600	3330 TML LLC
15	3310 SE THREE MILE LN	R4426 00700	KIMCO MCMINNVILLE LLC
16		R4426 00701	MCMINNVILLE CITY OF
17		R4426 00701	MCMINNVILLE CITY OF
18		R4427 00100	DRS LAND LLC
19	3030 SE THREE MILE LN	R4427 00200	DRS LAND LLC
20	7725 SE BOOTH BEND RD	R4427 02000	CRUICKSHANK BRIAN J CITY OF MCMINNVILLE

Attn:	Mailing Address	City	State	Zip
	19119 N CREEK PKWY	BOTHELL	WA	98011
	29661 NE PUTNAM RD	NEWBERG	OR	97132
LEWIS MELISSA	17800 SW PEAVINE RD	MCMINNVILLE	OR	97128
	133 NE AMERICAN DR	MCMINNVILLE	OR	97128
	133 NE AMERICAN DR	MCMINNVILLE	OR	97128
	PO BOX 605	NEWBERG	OR	97132
	9800 NW 41ST ST	MIAMI	FL	33178
WITTROCK BONNIE L TRUSTEE	13655 NW BERRY CREEK RD	MCMINNVILLE	OR	97128
	222 ROBERT ROSE DR	MURFREESBORO	TN	37129
	222 ROBERT ROSE DR	MURFREESBORO	TN	37129
	230 NE 2ND ST	MCMINNVILLE	OR	97128
	425 AVIATION BLVD	SANTA ROSA	CA	95403
	421 AVIATION BLVD	SANTA ROSA	CA	95403
	230 2ND ST	MCMINNVILLE	OR	97128
TRISTAN RYCHLICK LLC	401 NE EVANS ST	MCMINNVILLE	OR	97128
	3333 NW HYDE PARK RD NO 100	NEW HYDE PARK	NY	11042
	230 2ND ST	MCMINNVILLE	OR	97128
	230 2ND ST	MCMINNVILLE	OR	97128
	5801 SE BANSEN LN	DAYTON	OR	97114
	5801 SE BANSEN LN	DAYTON	OR	97114
CRUICKSHANK JEFFREY W	11400 SE STOCKHOFF RD	DAYTON	OR	97114
PLANNING DEPARTMENT	231 NE 5TH ST	MCMINNVILLE	OR	97128

Attachment 8

Neighborhood Meeting Notes

Summary of November 19, 2020 Virtual (Zoom) Neighborhood Meeting

Sam Knutson from KIMCO MCMINNVILLE, LLC called the meeting to order at 6:00 pm.

Developer Attendees were:

- *Sam Knutson, Alan Roodhouse and Michael Strahs with KIMCO MCMINNVILLE, LLC*
- *Dana Krawczuk, Esq. from Stoel Rives LLP, legal counsel to KIMCO MCMINNVILLE, LLC*
- *Kristine Connolly, PE from Kittelson & Associates, Inc., transportation engineer for KIMCO MCMINNVILLE, LLC*

Community Attendees were:

- *Stewart Kircher, from DRS LAND LLC (Owner of 180 acres to the west of the 90 acres owned by KIMCO MCMINNVILLE, LLC). Property is used to grow feed for dairy farm operation located offsite*

Applicant Presentation:

- *Sam Knutson made introductions, identified project location, and began PowerPoint Presentation*
- *Dana Krawczuk discussed:*
 - *Described aerial map and that proposal applied to only 33.5 acres of KIMCO MCMINNVILLE LLC's property*
 - *Proposal: Comprehensive Plan Map change from Industrial to Commercial and Zoning Map change from General Industrial (M-2) to General Commercial (C-3) for a portion of the site*
 - *No development or site plan proposed at this time – development will come later;*
 - *Steps:*
 - *File application*
 - *City reviews & Staff recommendation, public hearings before Planning Commission & City Council, lots more process to go – this is just the 1st step*
 - *Rationale: good site for retail, consistent with City's goals, good local access for community member convenience*
 - *Planning Efforts – too much industrial, surplus 200+ acres, deficit of commercial land of over 30 acres*
 - *More retail to capture growth*
 - *Address leakage, sales leaving area, to as far as Salem, missed opportunity for City*
 - *Three Mile Lane Planning process shows KIMCO property with commercial designation, consistent with City goals in Three Mile Lane plan*
 - *Zone Change – Traffic Study analyzes reasonable worst-case scenario, no actual site plan prepared or proposed, roadway network safe and can accommodate rezone, multimodal area with bikes and pedestrians also accommodated*

Community Comments

- *Stewart Kircher familiar with Three Mile Lane Zoning process and has participated*
- *Mr. Kircher has no questions or concerns about the proposal. Notes that access into KIMCO's property, and to adjacent properties is key.*
 - *Project team explains that when the KIMCO's property develops, we expect that access to the south will be by a signalized intersection, with roads that connect to adjacent properties.*
- *Mr. Kircher asks if KIMCO MCMINNVILLE rezone limits options for adjacent properties*
 - *Dana Krawczuk answers that no – rezone is consistent with Three Mile Lane plan, and the City's 2013 EOA and updated planning documents show that there is additional demand for retail development and that the Three Mile Lane corridor is an appropriate place for retail (and other) development. Ms. Krawczuk also explained that while this application will be considered in advance of the adoption of the Three Mile Lane Area Plan, which has been delayed, KIMCO's application is supportive of and consistent with the City's efforts*
 - *Group discussion about delays in the Three Mile Lane Area Plan and reconsideration of prior Urban Growth Boundary appeal as causing a delay with the Three Mile efforts.*
 - *Ms. Krawczuk clarifies that the UGB appeal process does not impact KIMCO's application. KIMCO's application will be processed under the 2013 EOA and is consistent with the goal of maintaining a compact urban form.*
- *Mr. Kircher expresses support for the project and asks whether there is any opposition.*
 - *Project team responds that it has not been contacted directly yet by any project opponents, but understands that there has previously been, and are currently ongoing, appeals to the City's long-range planning efforts.*

Meeting concluded at 6:30 pm.

Revisions to Application Based Upon Comments

- *None needed. Only supportive comments were received.*

Attachments:

*Mailed notice
Mailing list
Photograph of posted notice
PowerPoint presented at neighborhood meeting*

AVAILABLE FOR **IMCO**
OFFICE • WAREHOUSE
OFFICE
FOR INFORMATION 847-294-6446

IMCO
REALTY

Michael MacLean

Michael Shook

NOTICE OF NEIGHBORHOOD MEETING

ADDRESS: 3310 NE Three Mile Lane, McMinnville, OR 97128 (Tax Lot ID: 172164)

PROPOSAL:

- Comprehensive Plan Map Amendment from Industrial to Commercial;
- Zone Change from General Industrial (M-2) to General Commercial (C-3);
- Applies to northern 33.5-acre portion of the site along State Highway 18; and
- No development is proposed at this time.

APPLICANT CONTACT:

- Name: Kimco McMinnville, LLC (Sam Knutson)
- Email: sknutson@kimcorealty.com
- Phone: (650) 757-2022

VIRTUAL MEETING INFORMATION

DATE AND TIME: November 19, 2020 at 6:00PM

BY PHONE: (669) 900-6833 (Meeting ID# 923 4575 3326 and Password# 284715)

BY VIDEO CONFERENCE:

<https://kimcorealty.zoom.us/j/92345753326?pwd=cmhMTEFHM2NRWXNkUVlwV1JEMzJZz09>

**Please contact Sam Knutson by e-mail or phone beforehand to receive the above weblink by e-mail.*



Planning Department
231 NE Fifth Street o McMinnville, OR 97128
(503) 434-7311 Office o (503) 474-4955 Fax
www.mcminnvilleoregon.gov

Office Use Only:	
File No.	CPA 1-21/ZC 201
Date Received	11/18/21
Fee	
Receipt No.	
Received by	SP

Comprehensive Plan Map Amendment/ Zone Change Application

Applicant Information

Applicant is: Property Owner Contract Buyer Option Holder Agent Other Consultant

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

Contact Name _____ Phone _____
(If different than above)

Address 15115 SW Sequoia Parkway, Suite 150

City, State, Zip Tigard, OR, 97224

Contact Email ksandblast@westlakeconsultants.com

Property Owner Information

Property Owner Name 3330 TML, LLC Phone _____
(If different than above)

Contact Name Bryan Hays Phone _____

Address 3330 SE Three Mile Lane

City, State, Zip McMinnville, OR 97128

Contact Email bhays@thespringsliving.com

Site Location and Description

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

Property Address 3330 SE Three Mile Lane

Assessor Map No. R4 4 - 4- 26- 600 Total Site Area 8 acres

Subdivision _____ Block _____ Lot _____

Comprehensive Plan Designation Industrial Zoning Designation M-2

This request is for a:

Comprehensive Plan Amendment

Zone Change

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

See attached narrative responses.

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

See attached narrative for responses to applicable criteria.

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

See attached narrative for responses to applicable criteria.

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

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

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

See attached narrative and transportation impact analysis (Exhibit __).

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

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

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

Applicant's Signature

Date



Property Owner's Signature

11/16/21
Date

APPLICANT AND SUBJECT PROPERTY SUMMARY

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

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LIST OF EXHIBITS

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

LAND USE PERMIT REQUEST

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

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

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

OVERVIEW OF SUBJECT PROPERTIES AND SURROUNDING AREA

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

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

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

McMINNVILLE ECONOMIC AND MARKET INFORMATION

2013 Economic Opportunities Analysis

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

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

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

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

City of McMinnville Economic Opportunities Analysis, 2020 DRAFT

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

Leland Consulting Group Market Analysis

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

Three Mile Lane Area Plan

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

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

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

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

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

SUITABILITY OF THE SUBJECT SITES FOR COMMERCIAL DESIGNATION

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

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

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

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

“Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are a few retailers currently in the area, desire physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.” (3MLAP Market Analysis, Pg 2).

“The Three Mile Lane project area is relatively well-positioned for retail development due to high visibility, ease of access, high traffic counts along Highway 18, and there are few alternative urban areas between McMinnville and the coast, providing opportunities to capture spending from those visiting the Oregon coast.

Additionally, as one of the few locations in the market area with large, contiguous, vacant tracts of land within city limits, Three Mile Lane should be able to capture a significant portion of market area demand over the next 10 years.” (3MLAP Market Analysis, Pg 51-52).

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

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

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

SUMMARY OF BASES FOR APPROVAL:

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

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

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

APPLICABLE REVIEW CRITERIA

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

Statewide Planning Goals

Goal 2: Land Use Planning

Goal 9: Economy of the State

Goal 12: Transportation

McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

Chapter IV: Economy of McMinnville

Chapter VII: Community Facilities and Services

Chapter VIII: Energy

Chapter IX: Urbanization

Chapter X: Citizen Involvement

McMinnville Zoning Ordinance

17.51 Planned Development Overlay

17.74 Review Criteria – Comprehensive Plan Map and Zone Change (17.74.020)

APPLICANTS' RESPONSES TO APPLICABLE CRITERIA

STATEWIDE PLANNING GOALS

Goal 2: Land Use Planning

The state's Goal 2 resource page can be accessed at:

<https://www.oregon.gov/lcd/OP/Pages/Goal-2.aspx>

The requirements of Goal 2 are detailed in the administrative rules in OAR Chapter 660, Division

4: <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3054>

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

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

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

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

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

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

Goal 9: Economy of the State

The state's Goal 9 resource page can be accessed at:

<https://www.oregon.gov/lcd/OP/Pages/Goal-9.aspx>

The requirements of Goal 9 are detailed in the administrative rules in OAR Chapter 660, Division

9: <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3059>

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- "Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville's central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects." 3MLAP, pg. 2.
- 3MLAP, Table ES-3 summarizes that the market area demand is for 539,200 sf of retail and estimates that the Three Mile Lane area will provide 150,000 sf of that demand, noting "the study area is well-positioned for new retail development, particularly large-format retail. Neighborhood-serving retail may be a mid-to long-term aspiration when additional residential construction occurs." However, the plan emphasizes that "it is important to note that these numbers are not specific recommendations; rather they simply provide an indication of the potential program mix based on market strength. Changes to the mix and specific numbers are anticipated with changes to the zoning, land supply, and public interventions, among other market disrupters." 3MLPA, 4.
- The 2020 EOA refers back to the 3MLAP and retail leakage to conclude "an additional 539,000 square feet of retail development in the McMinnville market area over the coming decade, with 150,000 square feet (or about 28%) being captured in the Three Mile Lane area." 2020 EOA, pg. 47.

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

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

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

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

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

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

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

Section 4 - OAR 660-009-0010(4): For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or

(b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or

(c) Adopt a combination of the above, consistent with the requirements of this division

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

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

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

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

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

Goal 12: Transportation

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

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

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

McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

Chapter IV: Economy of McMinnville

Goal IV 1: To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.

Goal IV 2: To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the city and county residents.

Policy 21.00: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.

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

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

Policy 21.01: The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, re-designation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use.

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

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

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

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

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

Policy 21.05: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan.

APPLICANTS' RESPONSE: Please see response to Policy 21.00.

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

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

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

General Policies:

Policy 22.00 The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.

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

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

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

Policy 24.50 *The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis.*

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

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

Policy 25.00 *Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.*

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

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

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

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

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

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

Policy 26.00 The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.

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

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

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

Design Policies

Policy 29.00: New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.

Policy 30.00: Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.

Policy 31.00: Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)

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

Policy 33.00: Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling. (Ord.4796, October 14, 2003)

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

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

Downtown Development Policies

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

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

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

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

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

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

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

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

Proposals

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

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

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

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

Industrial Development

Goal IV 5 *To continue the growth and diversification of McMinnville's industrial base through the provision of an adequate amount of properly designated lands.*

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

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

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

Goal IV 6 To ensure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.

Locational Policies

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

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

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

Policy 49.01 The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods.

Policy 49.02 The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis.

Policy 50.00 The City of McMinnville shall encourage industrial uses to locate adjacent to the airport and south of Three Mile Lane, adjacent to the existing Riverside Drive industrial area, and in existing industrial areas through proper designation of lands on the comprehensive plan and zoning maps. Comprehensive plan and/or zoning map changes to industrial designations in other areas may be granted if all the applicable goals and policies of the plan can be met.

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

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

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

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

Policy 51.00 *The City of McMinnville shall encourage the location of airport-related industrial uses only on the industrial land which is adjacent to the airport. Those lands so reserved shall be designated in the planned development overlay covering this area.*

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

Policy 52.00 *The City of McMinnville shall create a new "limited light industrial" zone which shall be placed on the industrial areas on the south side of Three Mile Lane in those areas where residential development is expected on the north side of the road. The new zone will allow only those types of industrial uses that will not conflict with the residential uses.*

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

Chapter VI: Transportation System

Air

Policies:

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

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

Streets

Policies:

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

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

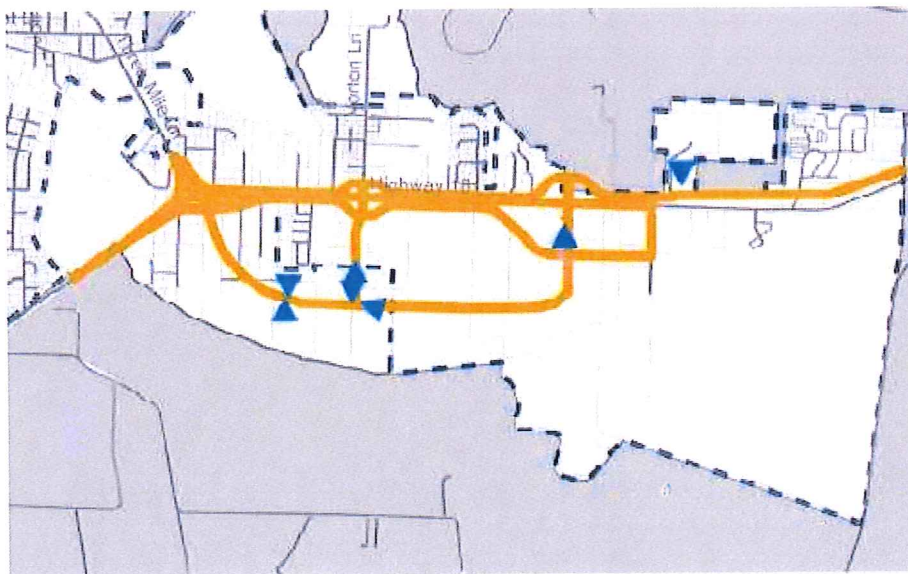
Policy 123.00 *The City of McMinnville shall cooperate with other governmental agencies and private interest to insure the proper development and maintenance of the road network within the urban growth boundary.*

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

Connectivity and Circulation







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

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



**Exhibit
2-1**

Legend

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

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

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

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

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

Growth Management

Policy 132.40.00 Mobility standards will be used to evaluate the transportation impacts of long-term growth. The City should adopt the intersection mobility standards as noted in Chapter 2 of the Transportation System Plan.

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

McMinnville TSP Implementation

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

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

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

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

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

Supplemental Policies:

1. Transportation System Plan

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

2. Complete Streets

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

3. Multi-Modal Transportation System

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

4. Connectivity and Circulation

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

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

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

6. Regional Mobility

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

7. Growth Management

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

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

8. Transportation System and Energy Efficiency

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

9. Transportation Safety

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

10. Public Safety

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

11. Accessibility for Persons with Disabilities

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

12. Economic Development

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

13. Livability

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

14. Health and Welfare

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

15. Transportation Sustainability

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

16. Aesthetics and Streetscaping

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

17. Intergovernmental Coordination and Consistency

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

Chapter VII: Community Facilities and Services

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

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

Sanitary Sewer System Policies:

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

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

Storm Drainage Policies:

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

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

Water and Sewer—Land Development Criteria Policies

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

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

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

Police and Fire Protection Policies

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

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

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

Chapter VIII Energy

Energy Conservation

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

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

Policies

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

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

Chapter IX: Urbanization

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

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

Land Use Development Tools Policies

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

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

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

Chapter X: Citizen Involvement and Plan Amendment

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

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

4. McMinnville Zoning Ordinance

17.51 Planned Development Overlay:

17.51.010 Purpose

**** * ****

B. The Council, the Commission, or the property owner of a particular parcel may apply for a planned development designation to overlay an existing zone without submitting any development plans; however, no development of any kind may occur until a final plan has been submitted and approved. (The Planning Director shall note such properties and direct that no building permit be issued in respect thereto.)

- 1. A planned development overlay may be approved under these circumstances for a property which has unique characteristics (e.g., geological, ecological, location, or the nature of the surrounding property) and the development of which may have an impact upon the surrounding area or the city as a whole. A planned development overlay initiated***

by the Council or the Planning Commission shall address itself to the purposes set forth herein.

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

C. The Council and Planning Commission, with the assistance of the Planning Director, shall ensure that no planned development overlay granted under Section A or B above which is merely a guise to circumvent the intent of the zoning ordinance shall be approved. A denial of such a zone request based upon this principle shall be enunciated in the findings of fact adopted by the Planning Commission;

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

D. A planned development overlay shall be heard and approved under the public hearing procedures set forth in Chapter 17.72 (Applications and Review Process) of this ordinance. (A planned development overlay and change of the underlying zone may be processed simultaneously.)

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

E. A planned development overlay proposed by the Council, the Planning Commission, or the property owner under subsection B above shall be subject to all of the hearing requirements again at such time as the final plans under Section 17.51.030 are submitted, unless those requirements have been specifically changed in the planned development approval;

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

17.74.020 Comprehensive Plan Map Amendment and Zone Change - Review Criteria.

An amendment to the official zoning map may be authorized, provided that the proposal satisfies all relevant requirements of this ordinance, and also provided that the applicant demonstrates the following:

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

APPLICANTS' RESPONSE: The applicable findings included in the narrative above demonstrate that the proposed comprehensive plan map amendment and zone change are consistent with the goals and policies of the Comprehensive Plan.

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

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

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

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

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

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

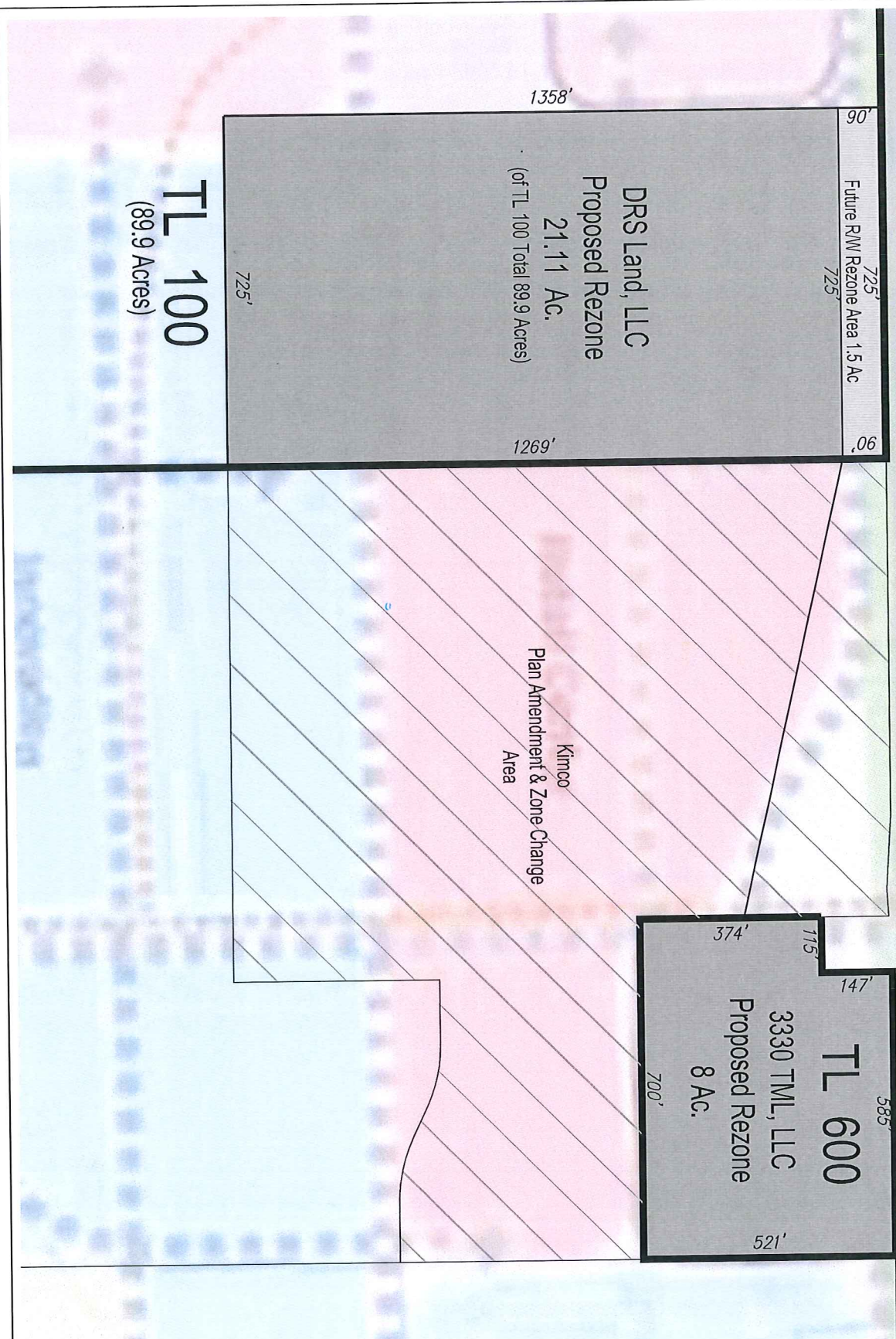
CONCLUSION

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



1" = 300'

Three Mile Lane (Hwy 18)



TL 100
(89.9 Acres)

DRS Land, LLC
Proposed Rezone
21.11 Ac.
(of TL 100 Total 89.9 Acres)

Kimco
Plan Amendment & Zone Change
Area

TL 600
3330 TML, LLC
Proposed Rezone
8 Ac.

EXHIBIT B SITE PLAN
PROPOSED COMPREHENSIVE PLAN AMENDMENT
& ZONE CHANGE

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

4-4-26 TL 600
3330 TML, LLC

WESTLAKE
CONSULTANTS INC.

ENGINEERING ♦ SURVEYING ♦ PLANNING

PACIFIC CORPORATE CENTER
15115 S.W. BRISTOL PARKWAY, SUITE 150 TIGARD, OREGON 97224

TEL (503) 684-0652
FAX (503) 684-0167

EXHIBIT D. NEIGHBORHOOD MEETING DOCUMENTATION



Planning | Engineering | Surveying

August 27, 2021

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

Dear Neighbors,

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

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

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

The VIRTUAL Online meeting is scheduled for:

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

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

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

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

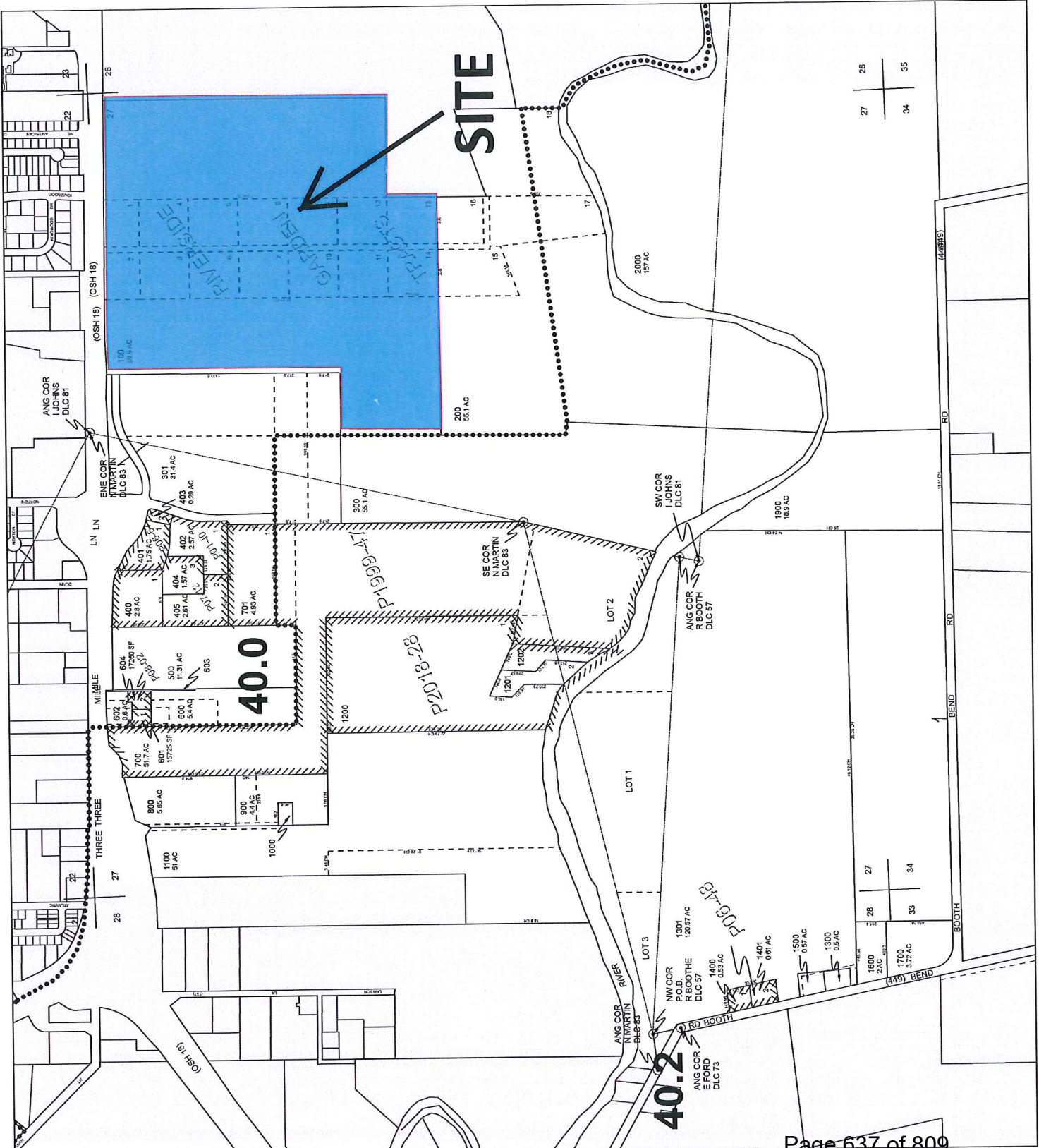
Sincerely,

Kenneth Sandblast, AICP Director Planning Division



ASSESSMENT & TAX
CARTOGRAPHY

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



CANCELLED TAXLOTS:
1800
1801
1802
201

DATE PRINTED: 4/12/2019

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



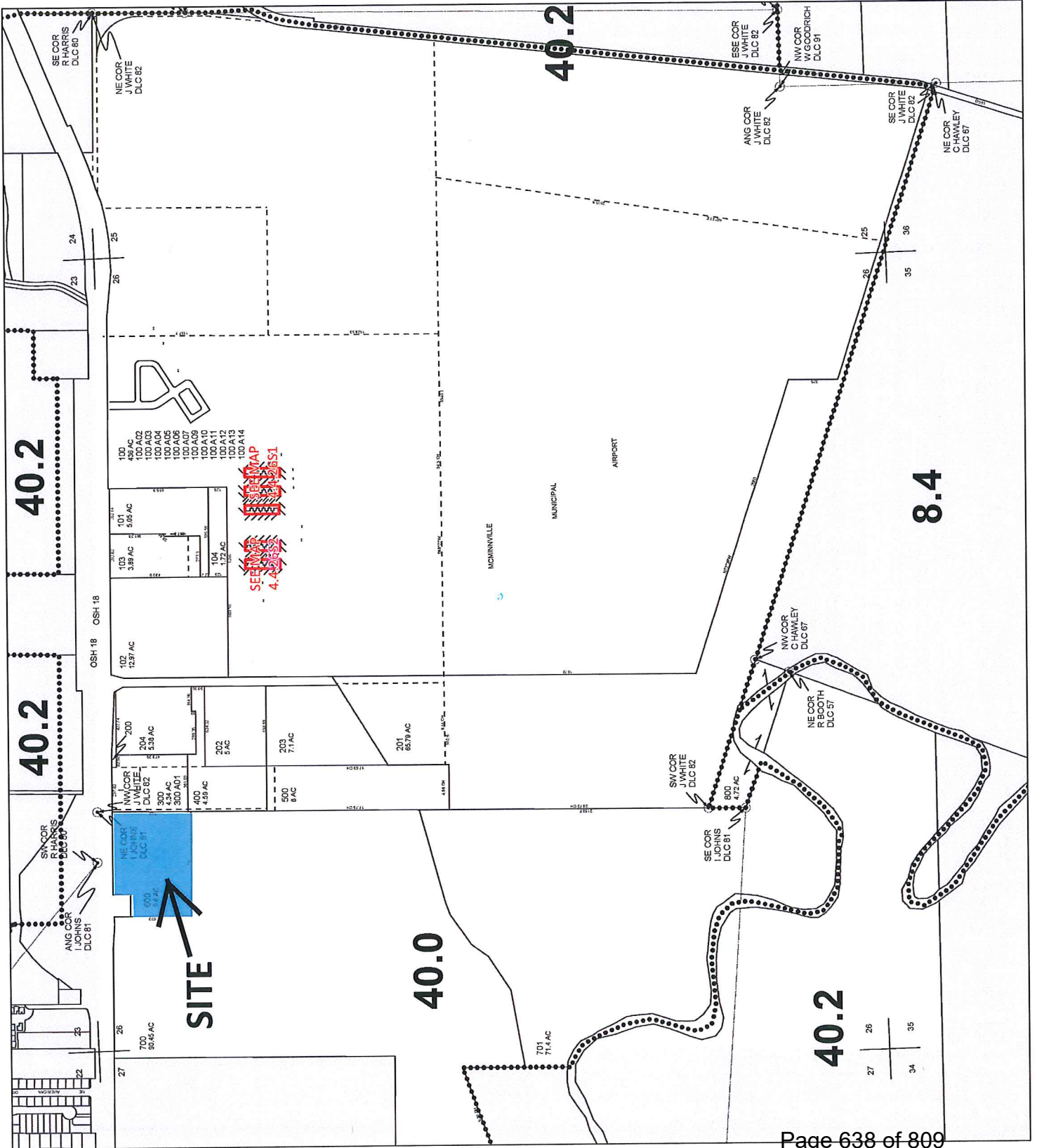
ASSESSMENT & TAX
CARTOGRAPHY

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

CANCELLED TAXLOTS:
100.A08
100.A01
900

DATE PRINTED: 2/11/2020

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



Attachment A

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

BEFORE Meeting Date

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

Submit input via email to: ksandblast@westlakeconsultants.com

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

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

Register for Online/Mobile: Visit www.westlakeconsultants.com/meeting

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

ON Meeting Date

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

If Not Pre-Registered: Visit www.westlakeconsultants.com/meeting

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

To register: Call Westlake Office 503-684-0652

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

537046
RON MANNING
PO BOX 605
NEWBERG, OR 97132

537049
RON MANNING
PO BOX 605
NEWBERG, OR 97132

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



COMMUNITY MEETING
CONSENSUS PLAN AND
ZONING CHANGES
SEPTEMBER 11, 2021
6:00 PM
PUBLIC MEETING - TO REGISTER
PLEASE CONTACT CITY OF





WISCONSIN
STATE
COMPLIANCE PLAN MAP
FOR THE STATE OF WISCONSIN
DATE: SEPTEMBER 14, 2011
6:00 PM
ONLINE MEETING - TO REGISTER
WWW.MILWAUKEEPAVTS.COM

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

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



Planning | Engineering | Surveying

Agenda

Virtual Neighborhood Meeting

Three Mile Lane Comprehensive Plan Map Amendment and Zone Change

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

Meeting called by:

DRS Land LLC and The Springs Living

Facilitator:

Ken Sandblast – Westlake Consultants, Inc.

Agenda topics

5 Minutes

Introductions

10 Minutes

Vicinity and Existing Conditions

10 Minutes

Public Facilities

10 Minutes

Transportation

10 Minutes

Existing and Proposed Zoning

15 Minutes

Question and Answer

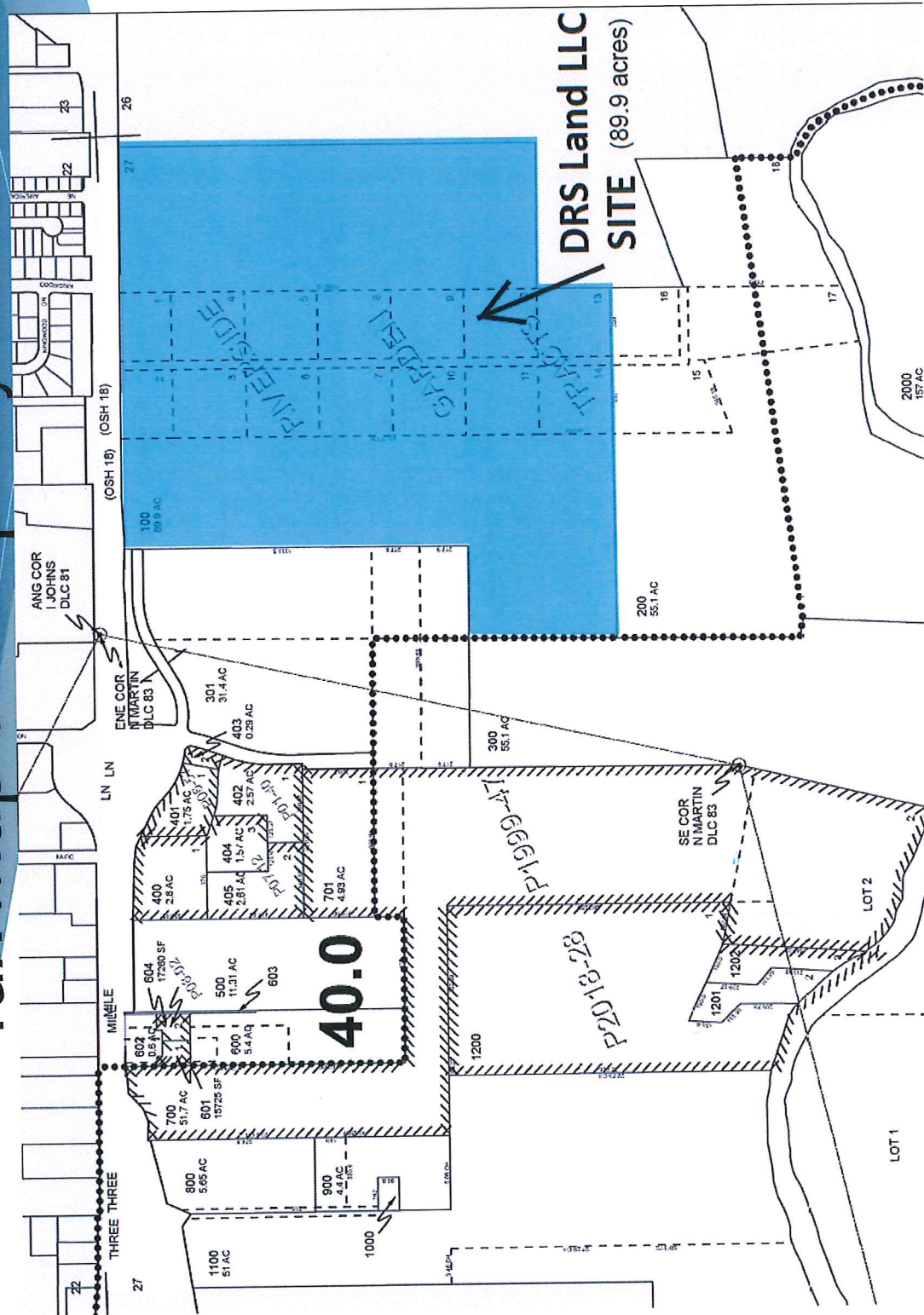
Project Contacts:

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

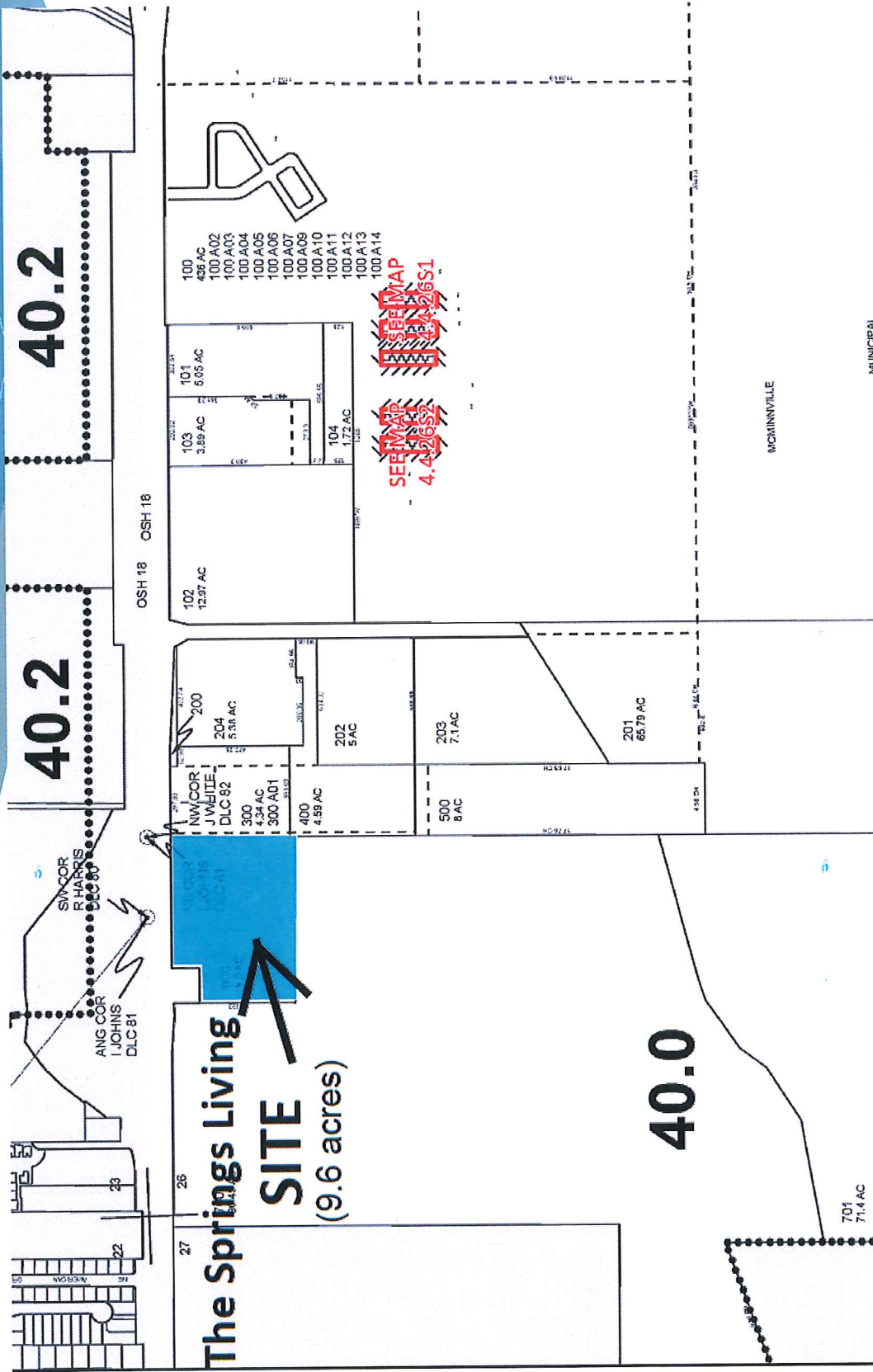
Aerial Vicinity Map



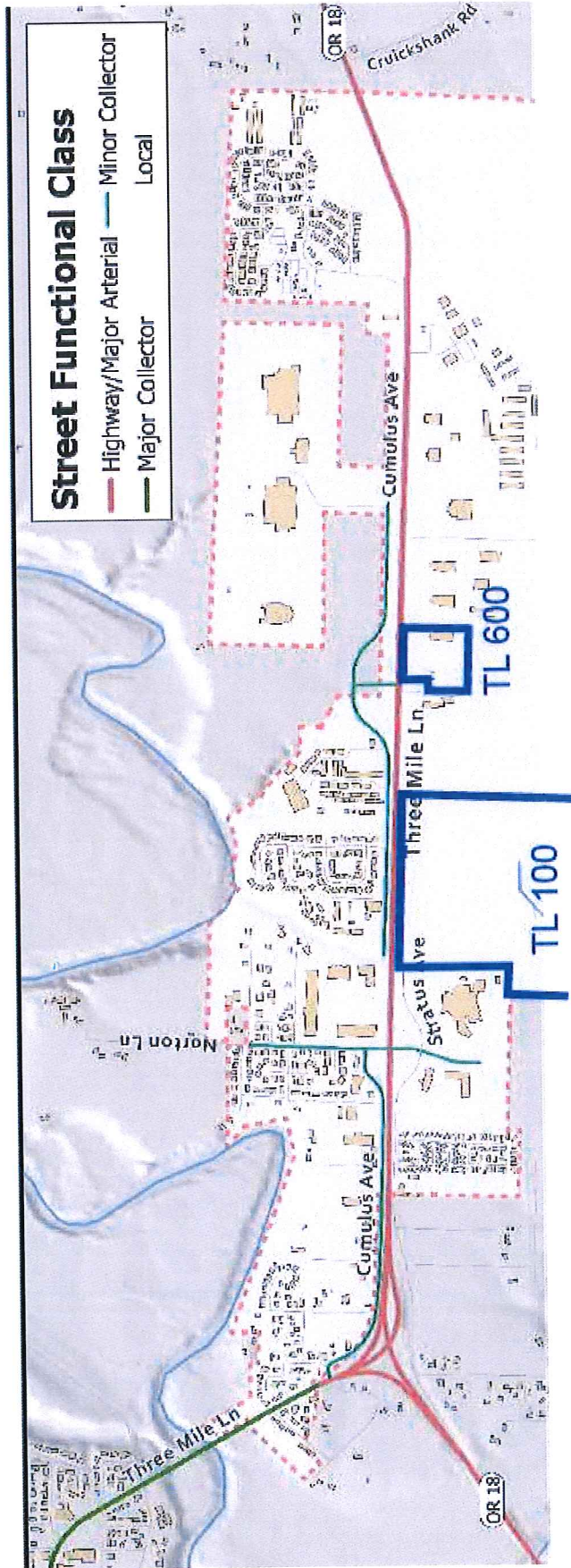
Tax Map of Property



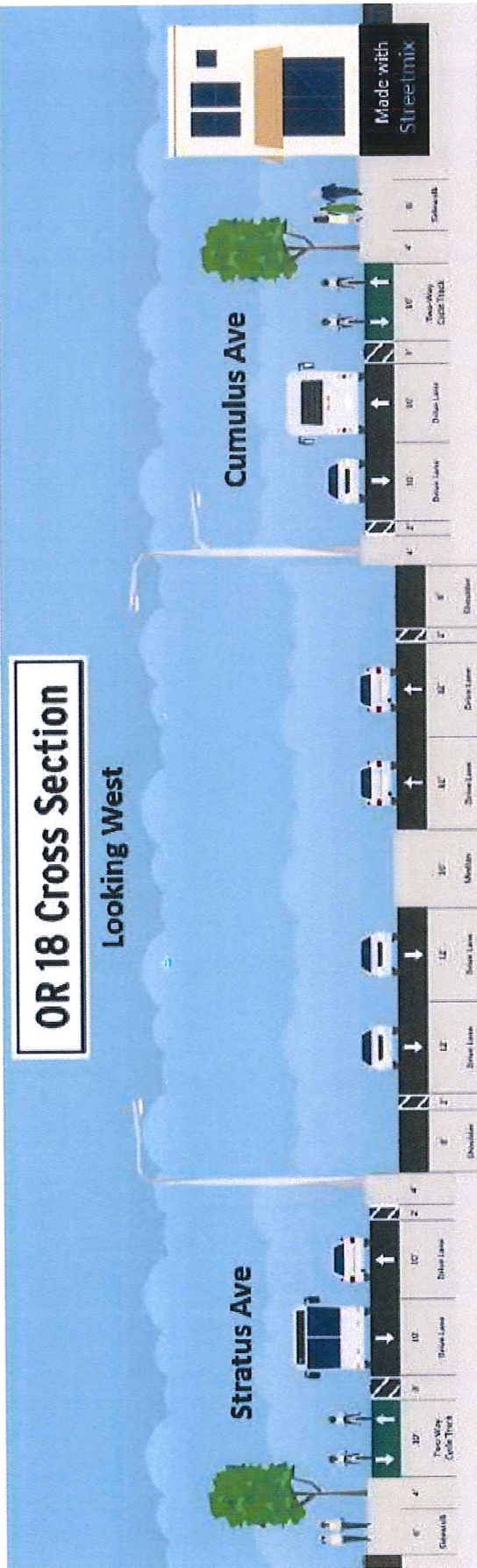
Tax Map of Property



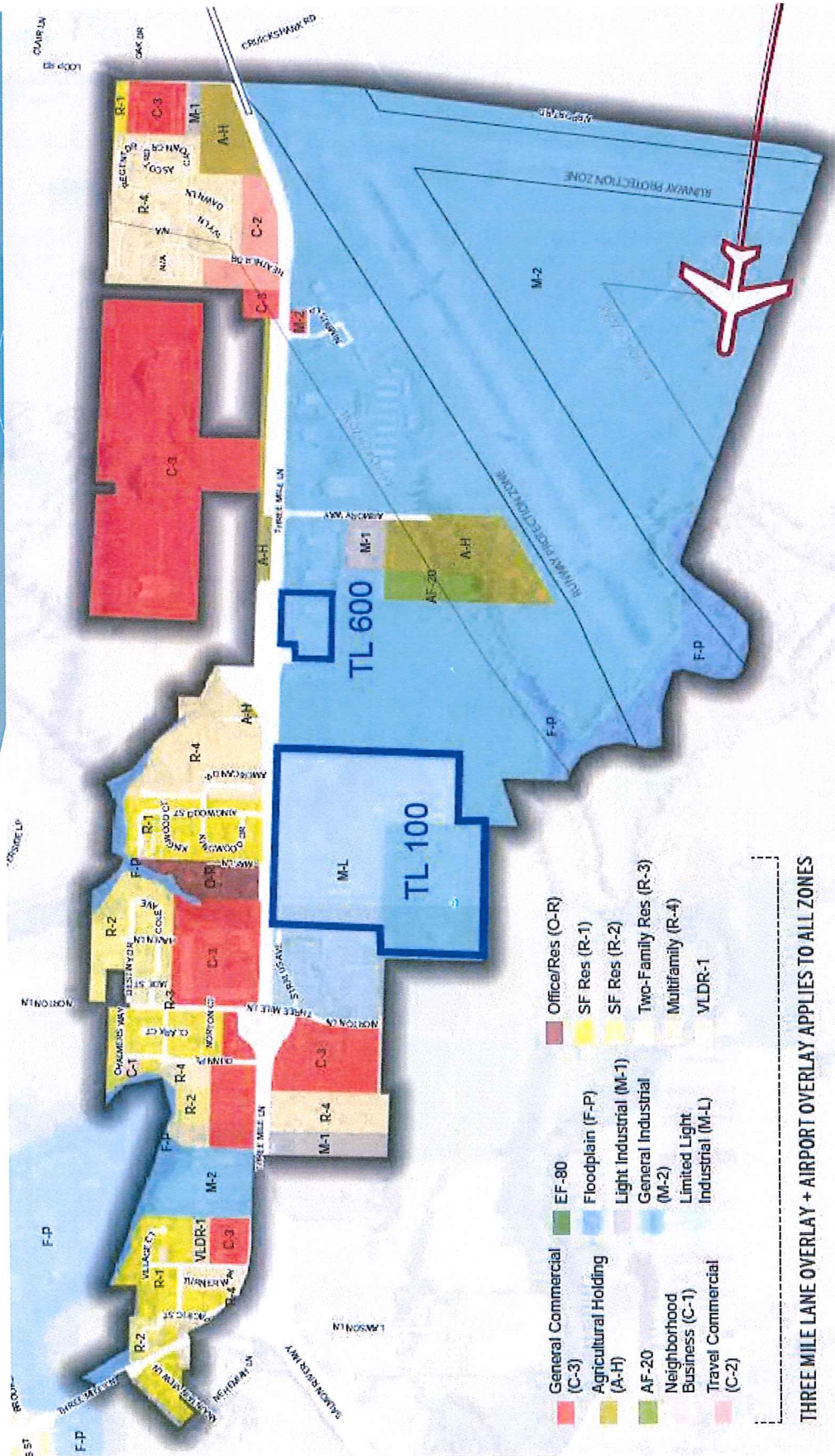
Existing Transportation



Future Transportation



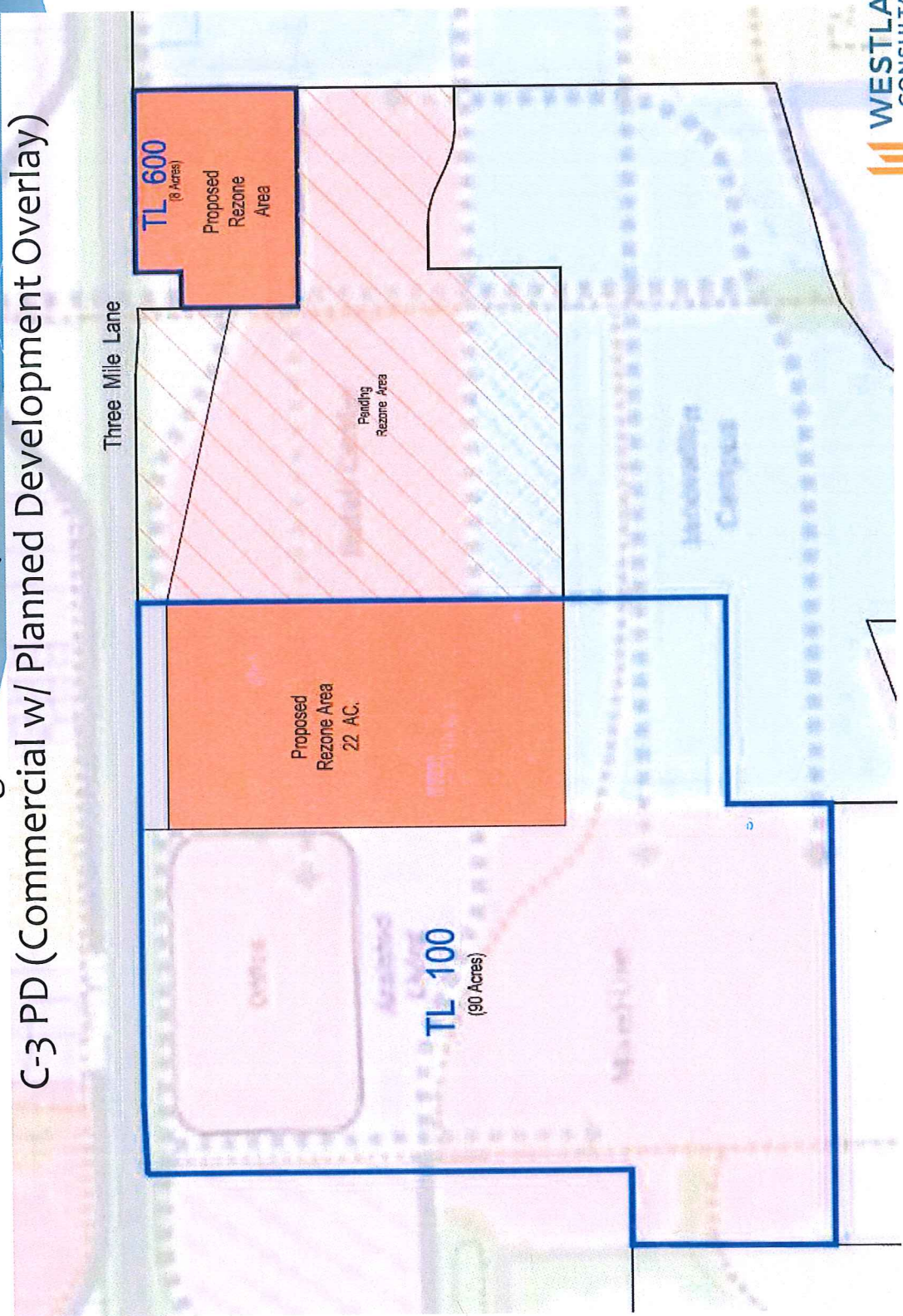
Existing Zoning



THREE MILE LANE OVERLAY + AIRPORT OVERLAY APPLIES TO ALL ZONES

Proposed Zoning

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



Q & A

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

Ken Sandblast
Westlake Consultants
503-684-0652

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

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

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

Presenters: Ken Sandblast, Westlake Consultants, Inc.

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

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

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

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

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

The presentation exhibits are attached.

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

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

The meeting adjourned at 6:30 p.m.

Webinar Topic Three Mile Lane
 Report type Registration Report
 Report Generated Sep 21, 2021 10:49 AM PDT
 Webinar ID 1097619900 Scheduled Time Sep 16, 2021 06:00 PM PDT Registered Count 12

Registrant Details

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Chris	cshelby@thespringsliving.com	Accepted	Sep 16, 2021 01:38 Shelby				

EXHIBIT E.



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MEMORANDUM

Date: November 11, 2021

Project #: 26747

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

Cc: Dan Fricke & Arielle Ferber, PE, ODOT Region 2
Bryan Hays & Fee Stubblefield, The Springs Living
Mike Connors, Hathaway Larson LLP
Ken Sandblast, Westlake Consultants, Inc.

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

Project: Three Mile Lane - East Rezone

Subject: Transportation Impact Analysis

The Springs Living is proposing a rezone of approximately 8.0 acres of vacant land in McMinnville, Oregon. The proposed site is located on the southeast corner of OR-18 (Salmon River Highway) and NE Cumulus Avenue. The site is currently zoned M-2 (General Industrial), and The Springs Living is proposing to rezone to C-3 (General Commercial). The site location and overall site vicinity are shown in Exhibit 1. This Transportation Impact Analysis (TIA) report documents the transportation impacts associated with the rezone and a near-term reasonable worst-case development scenario under the proposed rezone. The TIA is intended to address City of McMinnville and Oregon Department of Transportation (ODOT) review criteria and evaluate compliance with the Transportation Planning Rule (TPR). The results of this study indicate that the proposed rezone can be approved assuming implementation of the identified near-term mitigation measures. The proposed rezone falls within the threshold for a small increase in traffic and therefore can be approved without significant impacts under Oregon Administrative Rule (OAR) 660-012-0060.

Exhibit 1. Site Vicinity and Proposed Study Intersections



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TIA_20211111.DOCX

SUMMARY OF FINDINGS

Year 2020 Existing Conditions

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

Year 2022 Background Conditions

- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway

Proposed Development Plan

- The 8.0-acre site is currently zoned M-2 (General Industrial), and the applicant is proposing to rezone to C-3 (General Commercial).
- Per Oregon Highway Plan (OHP) Policy Action 1F.5, “any proposed amendment that does not increase the average daily trips by more than 400” falls within “the threshold for a small increase in traffic between the existing plan and the proposed amendment.” Given that the reasonable worst case trip generation increase (353 average daily trips) is below this threshold, this zone change will not cause “further degradation” of the facility.

Year 2022 Total Conditions

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

RECOMMENDATIONS

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 150-foot exclusive eastbound right-turn lane and 375-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 1) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
 - The Yamhill County Transportation System Plan (TSP, Reference 2) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 2.64% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

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

STUDY SCOPE & ANALYSIS METHODOLOGY

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

Study Scope

This study identifies the transportation-related impacts associated with the proposed rezone and was prepared in accordance with the City of McMinnville and Oregon Department of Transportation (ODOT) requirements. Details of the TIA assumptions and methodology are documented herein and reflect the outcome of the preliminary scoping meeting held for the adjacent property's rezone (the Kimco Three Mile Lane Rezone, Reference 3) with agency staff on March 19, 2020, and agency feedback on the preliminary scoping letter dated April 23, 2020. Additionally, the scope has been expanded based on agency comments on the TIA for the Kimco Three Mile Lane Rezone.

Study Intersections

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

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

Traffic Analysis Time Periods and Scenarios

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

This report evaluates the following transportation scenarios:

- 2020 Existing traffic conditions;
- Forecast year 2022 background traffic conditions, without development of the subject site; and,
- Forecast year 2022 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning.

Horizon year 2037 conditions were not analyzed as part of this zone change application as the proposed rezone falls within the threshold for a small increase in traffic and therefore can be approved without significant impacts under Oregon Administrative Rule (OAR) 660-012-0060.

Analysis Methodology

All intersection capacity analyses described in this report were performed in accordance with the procedures stated in the *Highway Capacity Manual, 6th Edition* (HCM, Reference 4) using PTV Vistro 2021 software or HCS 7 in accordance with analysis guidance provided in the ODOT Analysis Procedures Manual (APM, Reference 5). Intersection V/C is the operational performance measures reported in this study. In Vistro, the shared lane volume-to-capacity (V/C) ratio is the sum of the reported V/C for each movement in the shared lane at unsignalized intersections. Overall intersection V/C is reported for signalized intersections.

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

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

Performance Measures & Operating Standards

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

City of McMinnville Operating Standards

Four study intersections are within City of McMinnville jurisdiction (Intersections #1 through #4). According to the City's TSP (Reference 6), a v/c ratio of 0.90 is the acceptable operating standard for these intersections.

ODOT Mobility Targets

The 1999 Oregon Highway Plan (OHP, Reference 7) defines ODOT v/c ratio mobility targets based on facility type. Mobility targets vary for intersections along OR-18 (Intersections #5 through #11).

Summary of Applicable Agency Operating Standards

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

Table 1. Study Intersection Mobility Targets

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

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

EXISTING CONDITIONS

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

Site Conditions and Adjacent Land Uses

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

Transportation Facilities

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

Table 2. Existing Transportation Facilities

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

NP = Not Posted

¹Per Oregon Highway Plan (OHP, Reference 7); *City of McMinnville Transportation System Plan*, Exhibit 2-3 (Reference 6), and *Yamhill County Transportation System Plan*, Figure 2 (Reference 2).

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

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

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

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

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

Transit Facilities

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

Intersection Crash History

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

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

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

¹PDO = Property Damage Only

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

Crash rates were calculated for each of the study intersections following the analysis methodology presented in Exhibit 4-1 of the ODOT Analysis Procedures Manual, Version 2 (APM, Reference 5). The APM provides 90th percentile intersection crash rates at a variety of intersection configurations in Oregon based on the number of approaches and traffic control types. Table 4 below shows the comparison of the five-year crash history with the 90th percentile intersection crash rates from the APM. Crash rates are reported per million entering vehicles.

Table 4. Intersection Crash Rate Assessment

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

As shown in Table 4 and the 2019 ODOT SPIS list, the intersection of OR-18/Cruickshank Road exceeds statewide 90th percentile crash rates and is in 95th percentile of intersections on the SPIS list. This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%). Upon further review, it was found that a high proportion of the crashes reported at this intersection (approximately 70%) involved a vehicle making a northbound left-turn movement. This suggests a need to restrict the northbound left-turns from SE Cruickshank Road onto OR-18 as identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 1).

The intersections of OR-18/Lafayette Highway and OR-19/Ash Road also exceed statewide 90th percentile crash rates and are in the 95th and 90th percentiles of intersections on the 2019 SPIS list, respectively. The Yamhill County TSP (Reference 2) identifies the need for a multilane roundabout at the OR-18/Lafayette Highway intersection which would improve safety. The Yamhill County TSP also identifies the closure of Ash Road in conjunction with construction of the OR-18/Lafayette Highway roundabout.

Existing Traffic Volumes

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

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

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

A seasonal adjustment factor was calculated and applied to the April traffic volumes (Intersections #4-#9) to reflect 30th highest hour conditions, per the APM (Reference 5) using the same ATRs as noted above. A second seasonal adjustment factor was calculated and used for July traffic volume (Intersections #10 and #11). Both seasonal adjustment factor calculations are included in Appendix C.

Existing Traffic Operations

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

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

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

	Study Intersection	Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.70
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	0.98
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.74
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.21
5	OR-18/SE Norton Lane	0.80	-	0.68
6	OR-18/NE Cumulus Avenue	0.80	-	0.49
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	1.67
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.25

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

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

CM= Critical Movement

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

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

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

TRIP GENERATION AND ASSIGNMENT

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

- Based on the site's close proximity to the Willamette Valley Medical Center, all 8 acres are assumed to be medical office with a floor area ratio (FAR) of approximately 0.25, for a total floor area of approximately 87,120 square feet.

The reasonable worst-case scenario under the proposed C-3 (General Commercial) zoning was calculated assuming a retail development with a FAR of approximately 0.25 over the entire site area of 8 acres, for a total floor area of approximately 87,120 square feet.

Trip generation estimates for both scenarios were developed using data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 10th Edition* (Reference 8). The trip generation estimates were adjusted to reflect pass-by trips, or vehicle trips to the site already traveling along OR-18. Pass-by trips don't change the traffic conditions on the overall system but do change the turning movements at the OR-18/NE Cumulus Avenue intersection. Table 6 compares the trip generation estimates under the existing and proposed zoning for the weekday PM peak hour.

Table 6. Trip Generation Potential Comparison – 8.0-acre Zone Change

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (8.0 acres at 25%)	720	87,120 SF	3,260	297	83	214
Net New Trips			3,260	297	83	214
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (8.0 acres at 25%)	820	87,120 SF	5,474	491	236	255
<i>Less Pass-by Trips (34%)</i>			(1,861)	(166)	(83)	(83)
Net New Trips			3,613	325	153	172
Difference = Proposed – Existing			353	28	70	-42

As shown in Table 6, the proposed zone change would increase the trip generation potential of the site compared to the existing industrial zoning by 28 trips during the weekday PM peak hour and 353 daily trips.

Transportation Planning Rule Analysis

The Transportation Planning Rule (TPR, Oregon Administrative Rule (OAR) 660-012-0060) analysis identifies how the study area’s transportation system would operate under the planned industrial zoning and the proposed commercial zoning. OAR 660-012-0060(1) assesses an amendment’s potential transportation impact by comparing the trip generation potential of the site assuming a “reasonable worst-case” development scenario under the existing and proposed zoning.

Summary of Applicable Oregon Administrative Rule Criteria

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 7 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

Table 7. Summary of Criteria in OAR 660-012-0060

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

As shown in Table 7, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, only Criteria #1 is applicable to the proposed land use action. These criteria are provided below in italics with our response shown in standard font.

OAR 660-12-0060(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Response: Per Oregon Highway Plan (OHP) Policy Action 1F.5, “any proposed amendment that does not increase the average daily trips by more than 400” falls within “the threshold for a small increase in traffic between the existing plan and the proposed amendment.” Given that the reasonable worst case trip generation increase (353) is below this threshold, this zone change will not cause “further degradation” of the facility. Therefore, the proposed commercial rezoning is not expected to result in a significant effect.

Modified Trip Generation Due to Adjacent Development

Due to the proximity of the parcel to the Kimco Three Mile Lane Rezone (Reference 3), the trip generation for operational analysis was modified to account for internal capture between the two shopping centers. Rather than acting as two separate shopping centers, the shopping centers are anticipated to operate as a single large shopping center.

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

Table 8. Trip Generation Potential Comparison – 33.5-acre Zone Change (Combined)

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
Net New Trips			6,050	535	138	397
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (33.5 acres at 25%)	820	364,815 SF	13,536	1,339	643	696
Less Pass-by Trips (34%)			(4,602)	(456)	(228)	(228)
Net New Trips			8,934	883	415	468
Difference = Proposed – Existing			2,884	348	277	71

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

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

Table 9. Trip Generation Potential Comparison – 8.0-acre Zone Change (Combined)

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (8.0 acres at 25%)	720	87,120 SF	3,260	297	83	214
Net New Trips			3,260	297	83	214
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (8.0 acres at 25%)	820	87,120 SF	3,232	320	154	166
<i>Less Pass-by Trips (34%)</i>			(1,099)	(108)	(54)	(54)
Net New Trips			2,133	212	100	112
Difference = Proposed – Existing			-1,127	-85	17	-102

Trip Distribution and Assignment

The change in trips associated with the proposed rezone were assigned to the study area roadway system consistent with the Kimco Three Mile Lane Rezone (Reference 3):

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

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

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

TRANSPORTATION IMPACT ANALYSIS

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

Year 2022 Background Traffic Volumes and Conditions

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

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

The City's Transportation System Plan (TSP) calls for two future new interchanges at OR-18/NE Three Mile Lane and OR-18/NE Cumulus Avenue as part of the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 1). These two new interchanges are intended to replace the overpass at OR-18/NE Three Mile Lane and signal at OR-18/NE Cumulus Avenue in anticipation of traffic growth. The TSP also identifies a future traffic signal at the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection. These improvements are not funded at this time and conversations with City and ODOT staff have indicated that the identified improvements cannot be relied upon to receive funding within the timeframe of this TIA.

Year 2022 Background Traffic Operations

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

As shown in Table 10, the three study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth.

In addition, three additional intersections exceed the applicable performance requirement under 2022 background conditions, including:

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

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.15
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.97
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.81
6	OR-18/NE Cumulus Avenue	0.80	-	1.16
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.17
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.44
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.51
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	2.96
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.46

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

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

CM= Critical Movement

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

Year 2022 Background Traffic Mitigations

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal. The 2009 Manual on Uniform Traffic Control Devices (MUTCD, Reference 9) eight-hour and four-hour traffic signal warrants were evaluated at the intersection. Weekday daily 24-hour volumes were estimated based on the peak hour and typical volume profiles along similar roadway facilities. The intersection meets preliminary signal warrants under 2022 Background traffic conditions with up to a 64% right-turn on red reduction in the shared eastbound left-through-right lane. At this location on the urban Three Mile Lane corridor, an 85% reduction (which is typically used by ODOT) is unreasonable given the unique nature of the high southbound through volumes with limited gaps for vehicles turning from the minor approaches.
- NE Three Mile Lane/SE Nehemiah Lane
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE

Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.

- OR-18/SE Norton Lane
 - Optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct an exclusive eastbound right-turn lane and northbound left-turn lane (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 1) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange. Exhibit 2 illustrates these alternatives.
- OR-18/Lafayette Highway
 - Install a multilane roundabout as identified by the Yamhill County TSP (Reference 2). The roundabout project in the Yamhill County TSP also calls for the closure of Ash Road, therefore turning movements at OR-18/Ash Road were redistributed to the roundabout at OR-18/Lafayette Highway for analysis. In order to conservatively estimate the necessary lanes at the roundabout, the analysis also assumed that 100% of the northbound left-turn movements at OR-18/SE Cruickshank Road were redistributed to the roundabout, though a percentage of trips will likely choose an alternative route as shown in Exhibit 2. See Appendix F for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

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

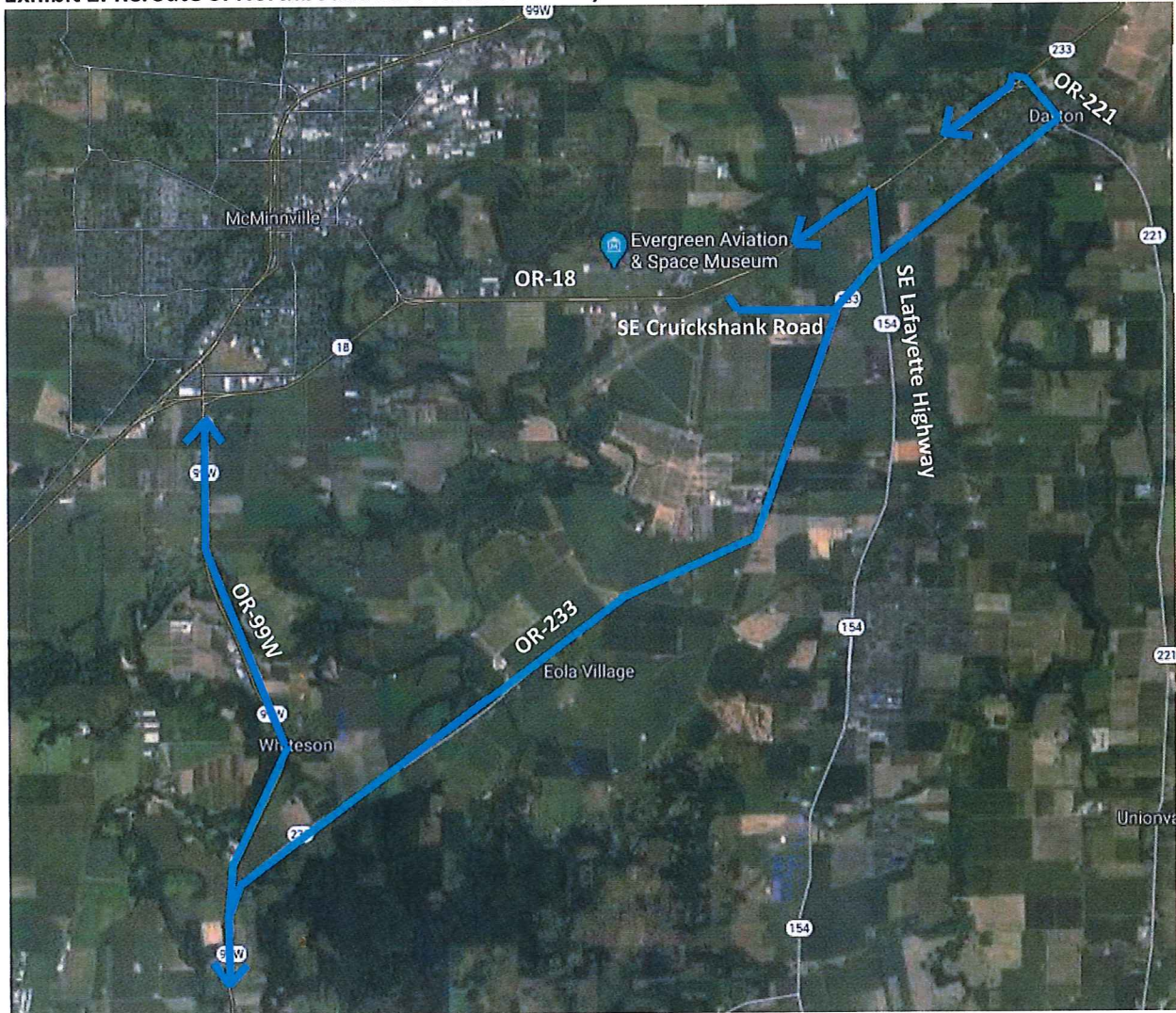


Table 11 summarizes the 2022 background traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix F includes the 2022 background conditions intersection operations analysis worksheets with mitigation.

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

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

	Study Intersection	Mobility Target (V/C) ¹	Mitigation	CM	V/C
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.86
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.58
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.18
5	OR-18/SE Norton Lane	0.80	Signal timing and phasing optimization	-	0.75
6	OR-18/NE Cumulus Avenue	0.80	Add NBL Turn Lane, EBR Turn Lane, and signal timing optimization	-	0.76
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.05
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.60
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

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

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

CM= Critical Movement

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

Year 2022 Total Traffic Volumes

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

Year 2022 Total Traffic Operations

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

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

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.27
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	1.00
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.84
6	OR-18/NE Cumulus Avenue	0.80	-	1.35
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.19
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.47
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.60
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	3.28
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.51

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

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

CM= Critical Movement

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

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

Year 2022 Total Traffic Mitigations

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

- NE Three Mile Lane/NE 1st Street
 - Consistent with 2022 background conditions, install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
 - Consistent with 2022 background conditions, restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Consistent with 2022 background conditions, optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.

- OR-18/NE Cumulus Avenue
 - Consistent with 2022 background conditions, modify the existing traffic signal and construct an exclusive eastbound right-turn lane. Under 2022 total conditions, dual northbound left-turn lanes are needed (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Consistent with 2022 background conditions, restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained).
- OR-18/Lafayette Highway
 - Consistent with 2022 background conditions, install a multilane roundabout as identified by the Yamhill County TSP (Reference 2). See Appendix H for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

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

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

	Study Intersection	Mobility Target (V/C) ¹	Mitigation	CM	V/C
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.87
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.59
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.18
5	OR-18/SE Norton Lane	0.80	Signal timing and phasing optimization	-	0.78
6	OR-18/NE Cumulus Avenue	0.80	Add Dual NBL Turn Lanes, EBR Turn Lane, and signal timing optimization	-	0.74
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.06
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.62
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

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

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

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

Year 2022 Total Traffic 95th Percentile Queues

Year 2022 total traffic weekday PM peak hour 95th percentile queues at the OR-18/NE Cumulus Avenue intersection with implementation of recommended mitigation measures are summarized in Table 14.

Table 14. Summary of 95th Percentile Queues, 2022 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 th Percentile Queue (feet)		Queue Storage Adequate?
			Weekday PM Peak Hour		
6 OR-18/NE Cumulus Avenue	Dual NBL	New	375'		Yes
	NBTR	Continuous	450'		Yes
	SBL	125' (Striped) Additional Storage in excess of 300'	150'		Yes
	SBT	Continuous	0'		Yes
	SBR	125' (Exclusive) Additional Storage in excess of 300' ¹	100'		Yes
	EBL	125'	100'		Yes
	EBT	Continuous	450'		Yes
	EBR	New	150'		Yes
	WBL	125' (Striped) Additional Storage in excess of 300'	275'		Yes
	WBT	Continuous	500'		Yes
	WBR	175'	25'		Yes

Where: EB = eastbound, WB = westbound, NB = northbound, SB = southbound, L = left-turn, T = through, R = right-turn
Queues rounded up to the nearest vehicle length, assumed to be 25-feet

¹During occasions of peak queueing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 14, all 95th percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage. Based on the anticipated 95th percentile queues, it is recommended that the new dual northbound left-turn lanes be constructed with 375 feet of storage, and the new eastbound right-turn lane be constructed with at least 150 feet of storage.

SUMMARY OF FINDINGS

Year 2020 Existing Conditions

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

Year 2022 Background Conditions

- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway

Proposed Development Plan

- The 8.0-acre site is currently zoned M-2 (General Industrial) and the applicant is proposing to rezone to C-3 (General Commercial).
- Per Oregon Highway Plan (OHP) Policy Action 1F.5, “any proposed amendment that does not increase the average daily trips by more than 400” falls within “the threshold for a small increase in traffic between the existing plan and the proposed amendment.” Given that the reasonable worst case trip generation increase (353 average daily trips) is below this threshold, this zone change will not cause “further degradation” of the facility.

Year 2022 Total Conditions

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

RECOMMENDATIONS

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

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 150-foot exclusive eastbound right-turn lane and 375-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 1) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
 - The Yamhill County Transportation System Plan (TSP, Reference 2) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 2.64% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

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

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

REFERENCES

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

APPENDICES

- Appendix A – Crash Data
- Appendix B – Traffic Count Data
- Appendix C – 2020 Existing Traffic Volumes and Analysis
- Appendix D – 2022 Background Traffic Volumes and Analysis
- Appendix E – 2022 Total Traffic Volumes and Analysis
- Appendix F – 2022 Mitigated Background Traffic Analysis
- Appendix G – 2022 Mitigated Total Traffic Analysis

Appendix A Crash Data

Appendix B Intersection Turning
Movement Count Data

Appendix C 2020 Existing Traffic Volumes
and Analysis

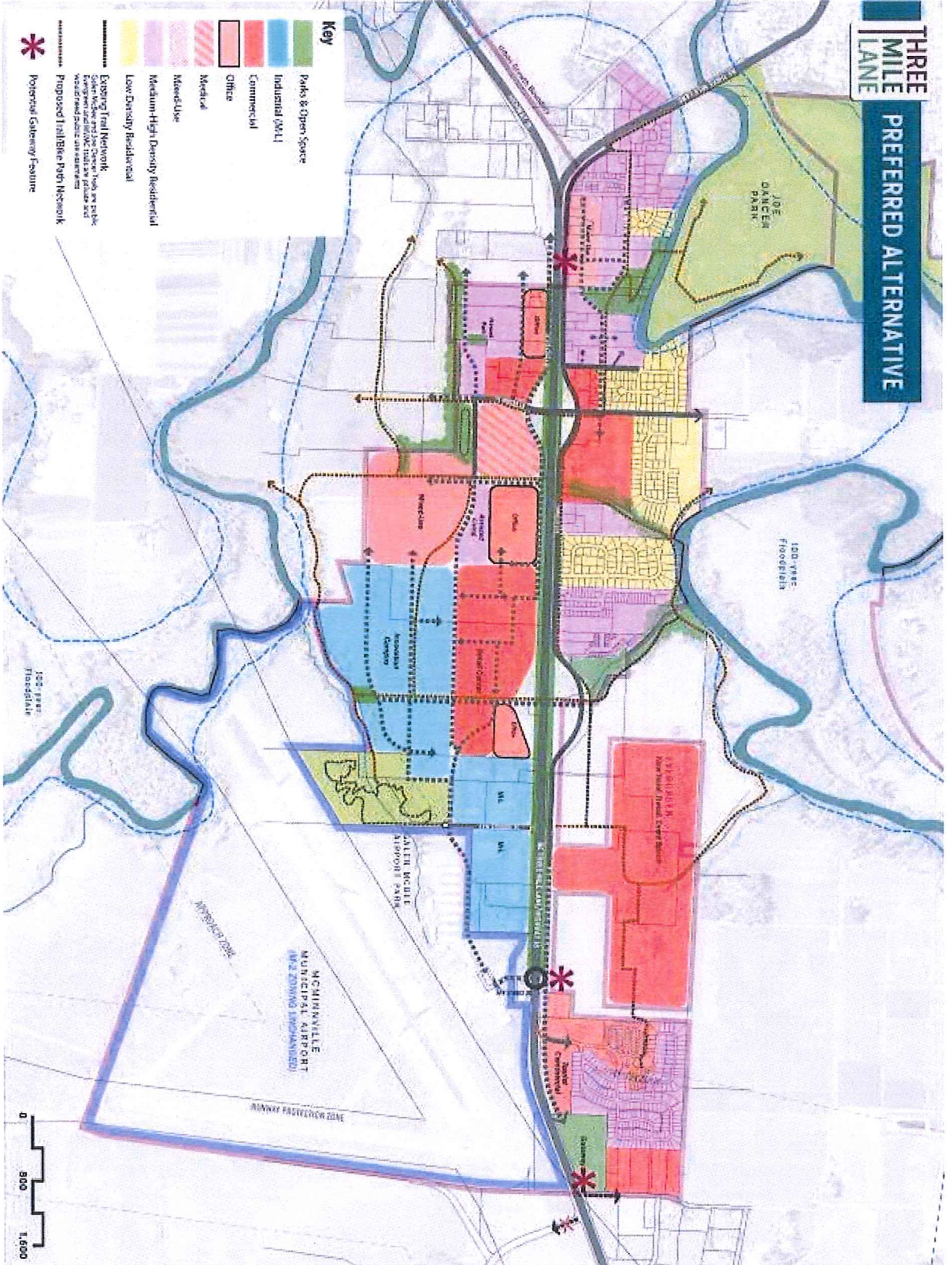
Appendix D 2022 Background Traffic
Volumes and Analysis

Appendix E 2022 Total Traffic Volumes and
Analysis

Appendix F 2022 Mitigated Background
Traffic Analysis

Appendix G 2022 Mitigated Total Traffic
Analysis

THREE MILE LANE PREFERRED ALTERNATIVE



- Key**
- Parks & Open Space
 - Industrial/GML
 - Commercial
 - Office
 - Medical
 - Kneeclose
 - Medium-High Density Residential
 - Low Density Residential
 - Existing Trail Network
 - Proposed Public Transit Network
 - Proposed Half-Bike Path Network
 - ✳ Historical Gateway Feature

McMinville Three Mile Lane Area Plan

May 28, 2021



Planning Department
231 NE Fifth Street • McMinnville, OR 97128
(503) 434-7311 Office • (503) 474-4955 Fax
www.mcminnvilleoregon.gov

Office Use Only:	
File No.	CPA 2-21/ZC 3-21
Date Received	11/18/21
Fee	
Receipt No.	
Received by	<i>[Signature]</i>

Comprehensive Plan Map Amendment/ Zone Change Application

Applicant Information

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

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

Contact Name _____ Phone _____
(If different than above)

Address 15115 SW Sequoia Parkway, Suite 150

City, State, Zip Tigard, OR, 97224

Contact Email ksandblast@westlakeconsultants.com

Property Owner Information

Property Owner Name DRS Land, LLC Phone _____
(If different than above)

Contact Name Dan Bansen Phone _____

Address 5801 SE Bansen Lane

City, State, Zip Dayton, OR 97114

Contact Email dan.bansen@gmail.com

Site Location and Description

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

Property Address Three Mile Lane at Cumulus Ave.

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

Subdivision _____ Block _____ Lot _____

Comprehensive Plan Designation Industrial Zoning Designation M-L

This request is for a:

Comprehensive Plan Amendment

Zone Change

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

See attached narrative responses.

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

See attached narrative for responses to applicable criteria.

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

See attached narrative for responses to applicable criteria.

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

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

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

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

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

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

See attached narrative and transportation impact analysis (Exhibit __).

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

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

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

Don K. Bowen
Applicant's Signature

11 - 16 - 21
Date

Don K. Bowen
Property Owner's Signature

11 - 16 - 21
Date

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LIST OF EXHIBITS

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

LAND USE PERMIT REQUEST

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

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

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

OVERVIEW OF SUBJECT PROPERTIES AND SURROUNDING AREA

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

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

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

McMINNVILLE ECONOMIC AND MARKET INFORMATION

2013 Economic Opportunities Analysis

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

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

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

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

City of McMinnville Economic Opportunities Analysis, 2020 DRAFT

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

Leland Consulting Group Market Analysis

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

Three Mile Lane Area Plan

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

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

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

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

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

SUITABILITY OF THE SUBJECT SITES FOR COMMERCIAL DESIGNATION

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

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

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

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

“Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are a few retailers currently in the area, desire physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville’s central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects.” (3MLAP Market Analysis, Pg 2).

“The Three Mile Lane project area is relatively well-positioned for retail development due to high visibility, ease of access, high traffic counts along Highway 18, and there are few alternative urban areas between McMinnville and the coast, providing opportunities to capture spending from those visiting the Oregon coast.

Additionally, as one of the few locations in the market area with large, contiguous, vacant tracts of land within city limits, Three Mile Lane should be able to capture a significant portion of market area demand over the next 10 years.” (3MLAP Market Analysis, Pg 51-52).

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

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

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

SUMMARY OF BASES FOR APPROVAL:

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

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

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

APPLICABLE REVIEW CRITERIA

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

Statewide Planning Goals

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

McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

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

McMinnville Zoning Ordinance

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

APPLICANTS' RESPONSES TO APPLICABLE CRITERIA

STATEWIDE PLANNING GOALS

Goal 2: Land Use Planning

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

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

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

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

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

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

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

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

Goal 9: Economy of the State

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- "Retail prospects are relatively strong for certain retail sectors, despite relatively weak market conditions (including rent, vacancy, absorption, etc.). The Three Mile Lane study area likely checks off many site selection criteria and market characteristics typically desired by prospective retailers. While there are few retailers currently in the area, desired physical characteristics, such as visibility, vacant developable land, and ease of access are all present. Further, McMinnville's central location between the Oregon Coast, the Portland Metro, and Salem provides access to a wide variety of markets. Significant household growth and the burgeoning tourism industry will continue to improve retail prospects." 3MLAP, pg. 2.
- 3MLAP, Table ES-3 summarizes that the market area demand is for 539,200 sf of retail and estimates that the Three Mile Lane area will provide 150,000 sf of that demand, noting "the study area is well-positioned for new retail development, particularly large-format retail. Neighborhood-serving retail may be a mid-to long-term aspiration when additional residential construction occurs." However, the plan emphasizes that "it is important to note that these numbers are not specific recommendations; rather they simply provide an indication of the potential program mix based on market strength. Changes to the mix and specific numbers are anticipated with changes to the zoning, land supply, and public interventions, among other market disrupters." 3MLPA, 4.
- The 2020 EOA refers back to the 3MLAP and retail leakage to conclude "an additional 539,000 square feet of retail development in the McMinnville market area over the coming decade, with 150,000 square feet (or about 28%) being captured in the Three Mile Lane area." 2020 EOA, pg. 47.

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

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

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

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

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

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

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

Section 4 - OAR 660-009-0010(4): For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or

(b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or

(c) Adopt a combination of the above, consistent with the requirements of this division

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

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

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

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

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

Goal 12: Transportation

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

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

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

McMinnville Comprehensive Plan (Volume 2: Goals and Policies)

Chapter IV: Economy of McMinnville

Goal IV 1: To encourage the continued growth and diversification of McMinnville's economy in order to enhance the general well-being of the community and provide employment opportunities for its citizens.

Goal IV 2: To encourage the continued growth of McMinnville as the commercial center of Yamhill County in order to provide employment opportunities, goods, and services for the city and county residents.

Policy 21.00: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the City. Such uses shall locate according to the goals and policies in the comprehensive plan.

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

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

Policy 21.01: The City shall periodically update its economic opportunities analysis to ensure that it has within its urban growth boundary (UGB) a 20-year supply of lands designated for commercial and industrial uses. The City shall provide an adequate number of suitable, serviceable sites in appropriate locations within its UGB. If it should find that it does not have an adequate supply of lands designated for commercial or industrial use it shall take corrective actions which may include, but are not limited to, re-designation of lands for such purposes, or amending the UGB to include lands appropriate for industrial or commercial use.

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

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

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

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

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

Policy 21.05: Commercial uses and services which are not presently available to McMinnville residents will be encouraged to locate in the city. Such uses shall locate according to the goals and policies in the comprehensive plan.

APPLICANTS' RESPONSE: Please see response to Policy 21.00.

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

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

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

General Policies:

Policy 22.00 The maximum and most efficient use of existing commercially designated lands will be encouraged as will the revitalization and reuse of existing commercial properties.

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

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

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

Policy 24.50 *The location, type, and amount of commercial activity within the urban growth boundary shall be based on community needs as identified in the Economic Opportunities Analysis.*

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

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

Policy 25.00 *Commercial uses will be located in areas where conflicts with adjacent land uses can be minimized and where city services commensurate with the scale of development are or can be made available prior to development.*

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

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

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

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

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

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

Policy 26.00 The size of, scale of, and market for commercial uses shall guide their locations. Large-scale, regional shopping facilities, and heavy traffic-generating uses shall be located on arterials or in the central business district, and shall be located where sufficient land for internal traffic circulation systems is available (if warranted) and where adequate parking and service areas can be constructed.

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

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

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

Design Policies

Policy 29.00: New direct access to arterials by large-scale commercial developments shall be granted only after consideration is given to the land uses and traffic patterns in the area of development as well as at the specific site. Internal circulation roads, acceleration/deceleration lanes, common access collection points, signalization, and other traffic improvements shall be required wherever necessary, through the use of planned development overlays.

Policy 30.00: Access locations for commercial developments shall be placed so that excessive traffic will not be routed through residential neighborhoods and the traffic-carrying capacity of all adjacent streets will not be exceeded.

Policy 31.00: Commercial developments shall be designed in a manner which minimizes bicycle/pedestrian conflicts and provides pedestrian connections to adjacent residential development through pathways, grid street systems, or other appropriate mechanisms. (Ord.4796, October 14, 2003)

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

Policy 33.00: Encourage efficient use of land for parking; small parking lots and/or parking lots that are broken up with landscaping and pervious surfaces for water quality filtration areas. Large parking lots shall be minimized where possible. All parking lots shall be interspersed with landscaping islands to provide a visual break and to provide energy savings by lowering the air temperature outside commercial structures on hot days, thereby lessening the need for inside cooling. (Ord.4796, October 14, 2003)

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

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

Downtown Development Policies

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

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

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

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

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

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

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

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

Proposals

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

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

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

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

Industrial Development

Goal IV 5 *To continue the growth and diversification of McMinnville's industrial base through the provision of an adequate amount of properly designated lands.*

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

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

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

Goal IV 6 *To ensure industrial development that maximizes efficiency of land uses, that is appropriately located in relation to surrounding land uses, and that meets necessary environmental standards.*

Locational Policies

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

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

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

Policy 49.01 *The City shall designate an adequate supply of suitable sites to meet identified needs for a variety of different parcel sizes at locations which have direct access to an arterial or collector street without having to pass through residential neighborhoods.*

Policy 49.02 *The location, type, and amount of industrial activity within the Urban Growth Boundary shall be based on community needs as identified in the Economic Opportunities Analysis.*

Policy 50.00 *The City of McMinnville shall encourage industrial uses to locate adjacent to the airport and south of Three Mile Lane, adjacent to the existing Riverside Drive industrial area, and in existing industrial areas through proper designation of lands on the comprehensive plan and zoning maps. Comprehensive plan and/or zoning map changes to industrial designations in other areas may be granted if all the applicable goals and policies of the plan can be met.*

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

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

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

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

Policy 51.00 *The City of McMinnville shall encourage the location of airport-related industrial uses only on the industrial land which is adjacent to the airport. Those lands so reserved shall be designated in the planned development overlay covering this area.*

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

Policy 52.00 *The City of McMinnville shall create a new "limited light industrial" zone which shall be placed on the industrial areas on the south side of Three Mile Lane in those areas where residential development is expected on the north side of the road. The new zone will allow only those types of industrial uses that will not conflict with the residential uses.*

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

Chapter VI: Transportation System

Air

Policies:

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

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

Streets

Policies:

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

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

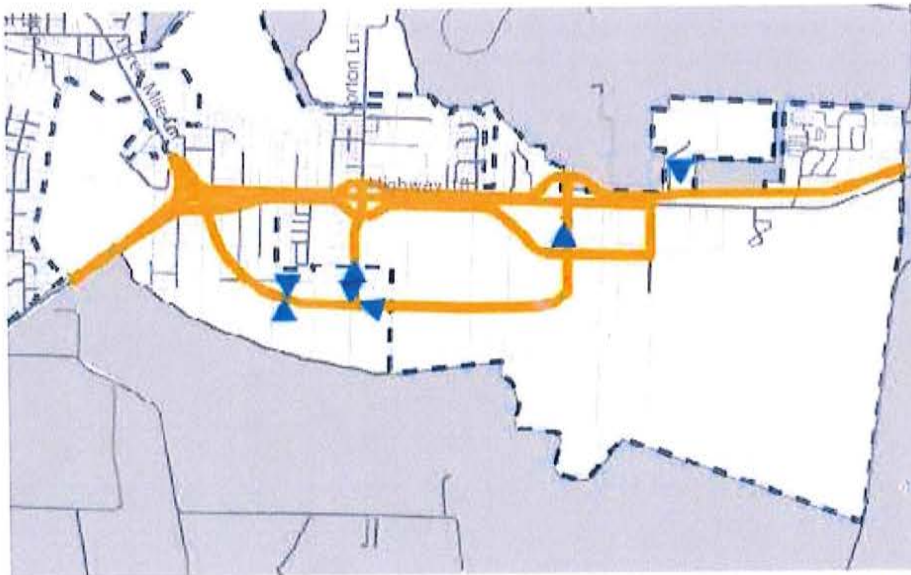
Policy 123.00 *The City of McMinnville shall cooperate with other governmental agencies and private interest to insure the proper development and maintenance of the road network within the urban growth boundary.*

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

Connectivity and Circulation

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







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



**Exhibit
2-1**



Legend

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

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

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

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

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

Growth Management

Policy 132.40.00 ***Mobility standards will be used to evaluate the transportation impacts of long-term growth. The City should adopt the intersection mobility standards as noted in Chapter 2 of the Transportation System Plan.***

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

McMinnville TSP Implementation

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

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

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

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

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

Supplemental Policies:

1. Transportation System Plan

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

2. Complete Streets

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

3. Multi-Modal Transportation System

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

4. Connectivity and Circulation

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

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

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

6. Regional Mobility

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

7. Growth Management

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

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

8. Transportation System and Energy Efficiency

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

9. Transportation Safety

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

10. Public Safety

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

11. Accessibility for Persons with Disabilities

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

12. Economic Development

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

13. Livability

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

14. Health and Welfare

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

15. Transportation Sustainability

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

16. Aesthetics and Streetscaping

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

17. Intergovernmental Coordination and Consistency

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

Chapter VII: Community Facilities and Services

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

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

Sanitary Sewer System Policies:

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

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

Storm Drainage Policies:

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

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

Water and Sewer—Land Development Criteria Policies

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

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

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

Police and Fire Protection Policies

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

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

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

Chapter VIII Energy

Energy Conservation

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

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

Policies

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

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

Chapter IX: Urbanization

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

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

Land Use Development Tools Policies

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

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

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

Chapter X: Citizen Involvement and Plan Amendment

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

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

4. McMinnville Zoning Ordinance

17.51 Planned Development Overlay:

17.51.010 Purpose

* * *

B. The Council, the Commission, or the property owner of a particular parcel may apply for a planned development designation to overlay an existing zone without submitting any development plans; however, no development of any kind may occur until a final plan has been submitted and approved. (The Planning Director shall note such properties and direct that no building permit be issued in respect thereto.)

1. A planned development overlay may be approved under these circumstances for a property which has unique characteristics (e.g., geological, ecological, location, or the nature of the surrounding property) and the development of which may have an impact upon the surrounding area or the city as a whole. A planned development overlay initiated

by the Council or the Planning Commission shall address itself to the purposes set forth herein.

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

C. The Council and Planning Commission, with the assistance of the Planning Director, shall ensure that no planned development overlay granted under Section A or B above which is merely a guise to circumvent the intent of the zoning ordinance shall be approved. A denial of such a zone request based upon this principle shall be enunciated in the findings of fact adopted by the Planning Commission;

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

D. A planned development overlay shall be heard and approved under the public hearing procedures set forth in Chapter 17.72 (Applications and Review Process) of this ordinance. (A planned development overlay and change of the underlying zone may be processed simultaneously.)

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

E. A planned development overlay proposed by the Council, the Planning Commission, or the property owner under subsection B above shall be subject to all of the hearing requirements again at such time as the final plans under Section 17.51.030 are submitted, unless those requirements have been specifically changed in the planned development approval;

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

17.74.020 Comprehensive Plan Map Amendment and Zone Change - Review Criteria.

An amendment to the official zoning map may be authorized, provided that the proposal satisfies all relevant requirements of this ordinance, and also provided that the applicant demonstrates the following:

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

APPLICANTS' RESPONSE: The applicable findings included in the narrative above demonstrate that the proposed comprehensive plan map amendment and zone change are consistent with the goals and policies of the Comprehensive Plan.

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

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

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

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

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

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

CONCLUSION

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



1" = 300'

Three Mile Lane (Hwy 18)

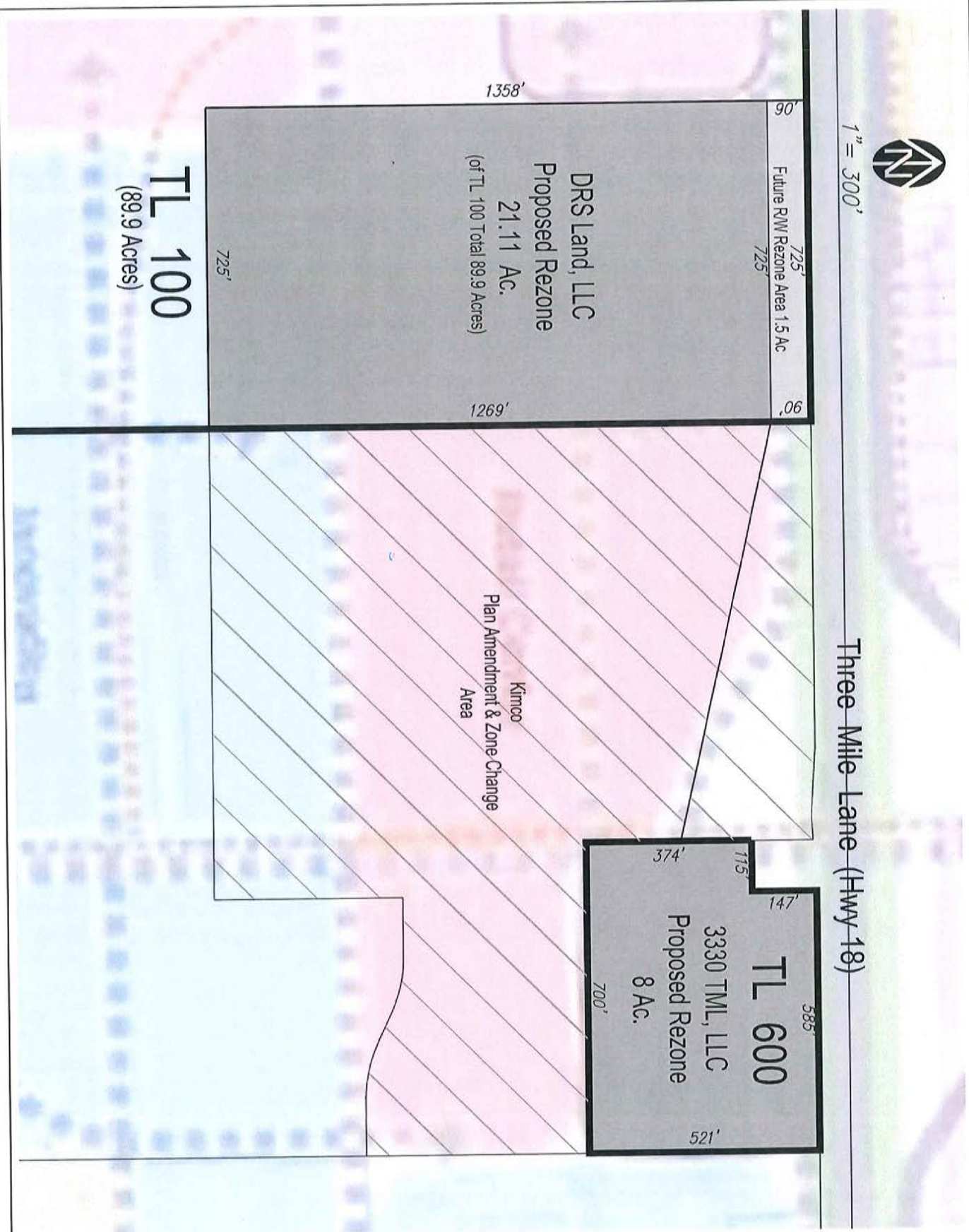


EXHIBIT B SITE PLAN
PROPOSED COMPREHENSIVE PLAN AMENDMENT
& ZONE CHANGE

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

4-4-26 TL 600
3330 TML, LLC

WESTLAKE
CONSULTANTS inc.

ENGINEERING * SURVEYING * PLANNING

PACIFIC CORPORATE CENTER
15115 S.W. BRIGIDA PARKWAY, SUITE 160
TIGARD, OREGON 97254

TEL (503) 684-0652 FAX (503) 684-0167

EXHIBIT D. NEIGHBORHOOD MEETING DOCUMENTATION



Planning | Engineering | Surveying

August 27, 2021

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

Dear Neighbors,

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

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

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

The VIRTUAL Online meeting is scheduled for:

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

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

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

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

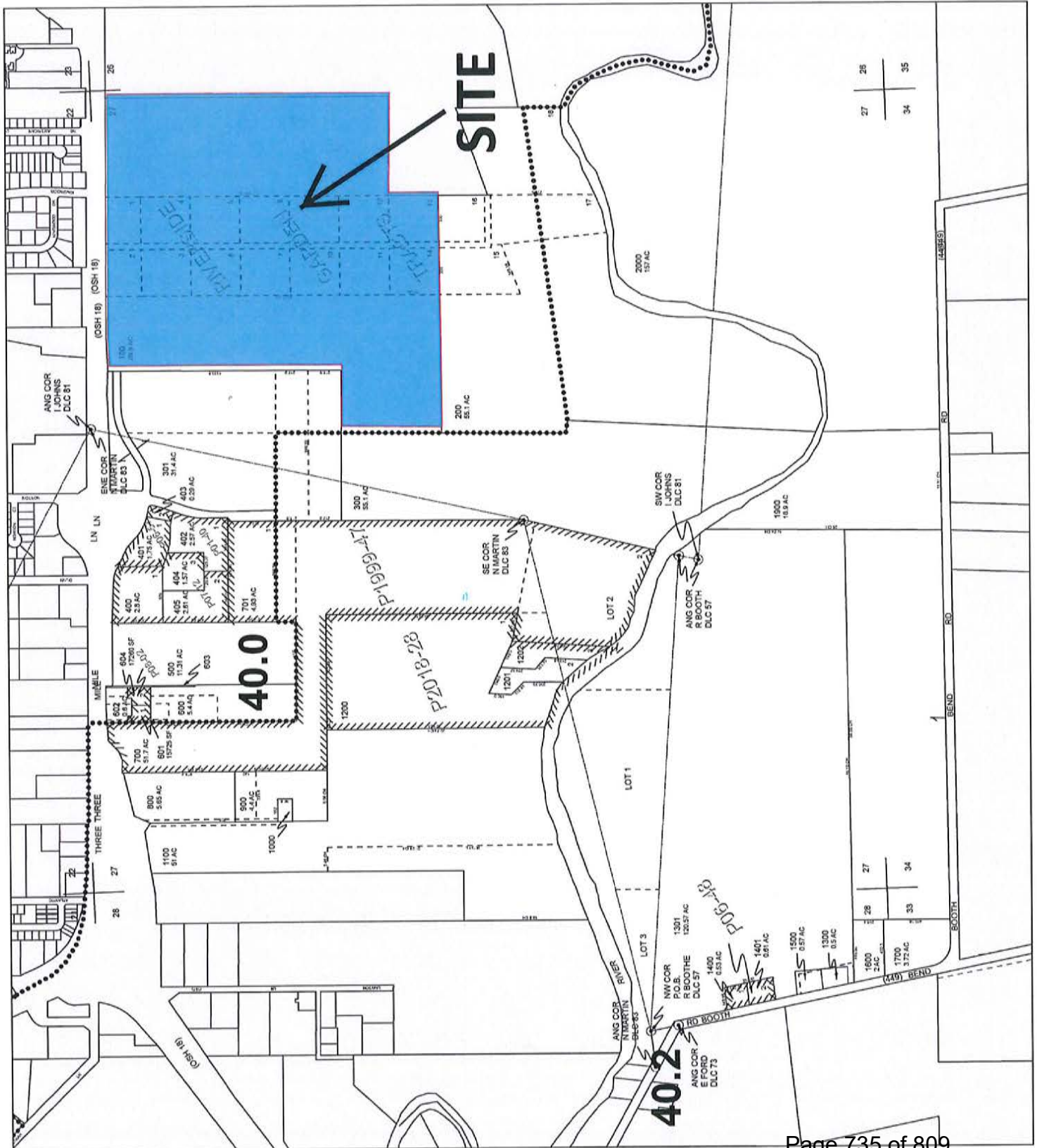
Sincerely,

Kenneth Sandblast, AICP Director Planning Division



ASSESSMENT & TAX
CARTOGRAPHY

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



CANCELLED TAXLOTS:
1800
801
502
201

DATE PRINTED: 4/12/2019

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



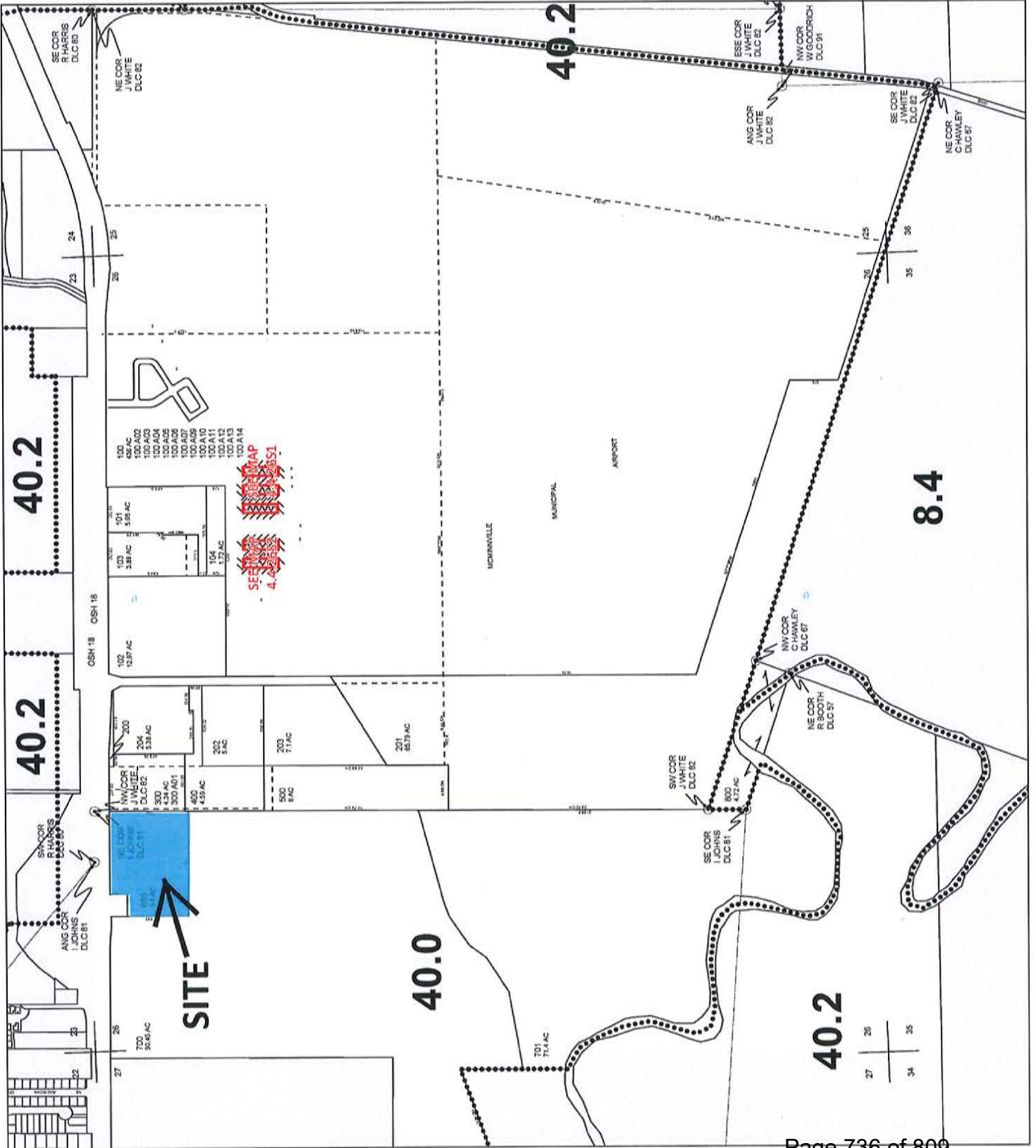
ASSESSMENT & TAX
CARTOGRAPHY

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

CANCELLED TAXLOTS:
100 A08
100 A01
800

DATE PRINTED: 2/11/2020

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



Attachment A

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

BEFORE Meeting Date

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

Submit input via email to: ksandblast@westlakeconsultants.com

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

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

Register for Online/Mobile: Visit www.westlakeconsultants.com/meeting

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

ON Meeting Date

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

If Not Pre-Registered: Visit www.westlakeconsultants.com/meeting

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

To register: Call Westlake Office 503-684-0652

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

168026
RAY & KAREN MOTT
110 NE KINGWOOD ST
MCMINNVILLE, OR 97128-9026

537058
RICHARD & AMY DREDGE
133 NE AMERICAN DR
MCMINNVILLE, OR 97128-8879

537046
RON MANNING
PO BOX 605
NEWBERG, OR 97132

537049
RON MANNING
PO BOX 605
NEWBERG, OR 97132

526747
SUNFLOWER PARK APTS LP
4915 SW GRIFFITH DR #301
BEAVERTON, OR 97005-2933

711142
THERESA WORRIX
5320 SE SCHILLER ST #1
PORTLAND, OR 97206-4874

523060
VIRGINIA GARCIA MEM. HEALTH CENTER
PO BOX 568
CORNELIUS, OR 97113

168829
YAMHILL COMMUNITY DEV. CORP
1107 NE BAKER ST
MCMINNVILLE, OR 97128-4933

711132
YAMHILL COMMUNITY DEV. CORP
PO BOX 1193
MCMINNVILLE, OR 97128-1193

537040
MATTHEW & MELISSA LEWIS
17800 SW PEAVINE RD
MCMINNVILLE, OR 97128-8569

168552
MCMINNVILLE CITY OF
535 NE 5TH ST
MCMINNVILLE, OR 97128-4531

167991
MCMINNVILLE CITY OF
230 NE 2ND ST
MCMINNVILLE, OR 97128-4831

Willamette Valley Medical Center
2700 SE Stratus Ave.
McMinnville, OR 97128

169276
MCMINNVILLE PROPERTIES LLC
3550 LIBERTY RD S #290
SALEM, OR 97302-5700

169427
MCMINNVILLE PROPERTIES LLC
3550 LIBERTY RD S #290
SALEM, OR 97302-5700

171995
MCMINNVILLE CITY OF
230 NE 2ND ST
MCMINNVILLE, OR 97128-4831

172011
OREGON STATE OF
330 SE ARMORY WAY
MCMINNVILLE, OR 97128-9407

172057
JACKSON FAMILY WINES INC
425 AVIATION BLVD
SANTA ROSA, CA 95403-1069

172084
JACKSON FAMILY WINES INC
425 AVIATION BLVD
SANTA ROSA, CA 95403-1069

172164
KIMCO MCMINNVILLE LLC
3333 NW HYDE PARK RD #100
NEW HYDE PARK, NY 11

289495
JACKSON FAMILY WINES INC
421 AVIATION BLVD
SANTA ROSA, CA 95403-1069

561499
MCMINNVILLE PROPERTIES LLC
3550 LIBERTY RD S #290
SALEM, OR 97302-5700

562447
JACKSON FAMILY WINES
421 AVIATION BLVD
SANTA ROSA, CA 95403-1069

644692
MCMINNVILLE PROPERTIES LLC
3550 LIBERTY RD S #290
SALEM, OR 97302-5700



WESTLANE CONSULTANTS
COMPREHENSIVE PLAN MAP
and ZONE CHANGE
From Industrial to Commercial
SEPTEMBER 16, 2021
6:00 PM
ONLINE MEETING - TO REGISTER:
WESTLANECONSULTANTS.COM

COMMUNITY MEETING
CONTRIBUTORS TO THE
PLANNING AND ZONING CHANGE
FOR THE COMMUNITY
SEPTEMBER 18, 2021
6:00 PM
PUBLIC MEETING - TO REGISTER
PLEASE CONTACT THE CITY



WEST KAGAWA
2021
COMPREHENSIVE PLAN MAP
AND ZONE CHANGE
FROM INDUSTRIAL TO COMMERCIAL
SEPTEMBER 30, 2021
8:00 PM
ONLINE MEETING - TO REGISTER
VISIT WWW.WKAGAWA.TX.GOV



MEETING INFORMATION
CITY OF PORTLAND
DEPARTMENT OF SALES AND LEASING
1000 NE Oregon Street, Portland, OR 97232
SEPTEMBER 18, 2024
8:00 PM
PLEASE ARRIVE 15 MINUTES EARLIER
FOR AN UNASSISTED ENTRY

Three Mile Lane
Comprehensive Plan Map Amendment
and Zone Change
(w/ Planned Development Overlay)

Virtual Neighborhood Meeting
Thursday, September 16, 2021
6:00pm Start



Planning | Engineering | Surveying

Agenda

Virtual Neighborhood Meeting Three Mile Lane Comprehensive Plan Map Amendment and Zone Change

Thursday, September 16, 2021
Online & Audio Call-In Meeting

Meeting called by:

DRS Land LLC and The Springs Living

Facilitator:

Ken Sandblast – Westlake Consultants, Inc.

Agenda topics

5 Minutes

Introductions

10 Minutes

Vicinity and Existing Conditions

10 Minutes

Public Facilities

10 Minutes

Transportation

10 Minutes

Existing and Proposed Zoning

15 Minutes

Question and Answer

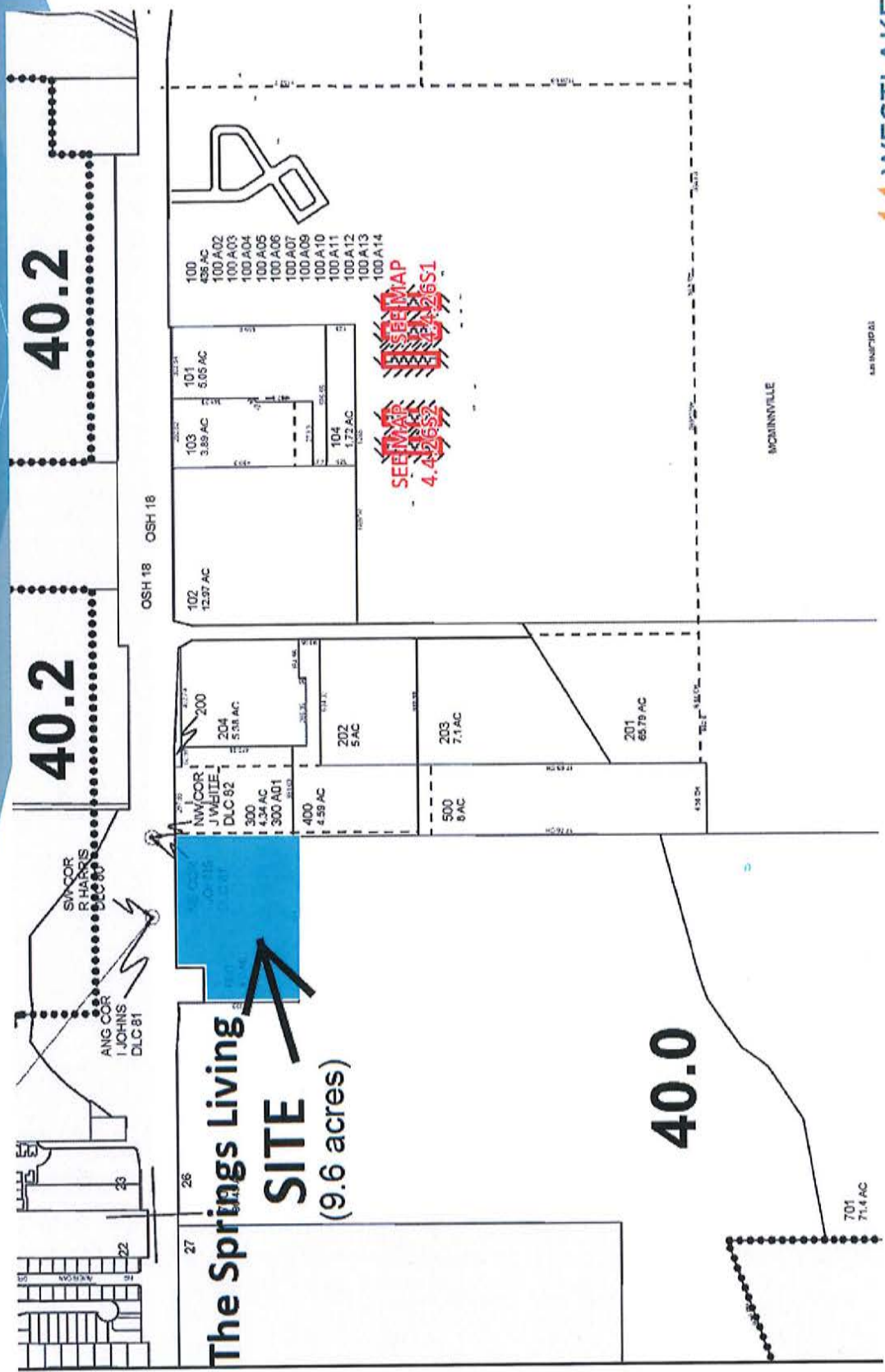
Project Contacts:

Land Use Planning:
Westlake Consultants
Ken Sandblast
15115 SW Sequoia Pkwy
Tigard, OR 97224
503-684-0652

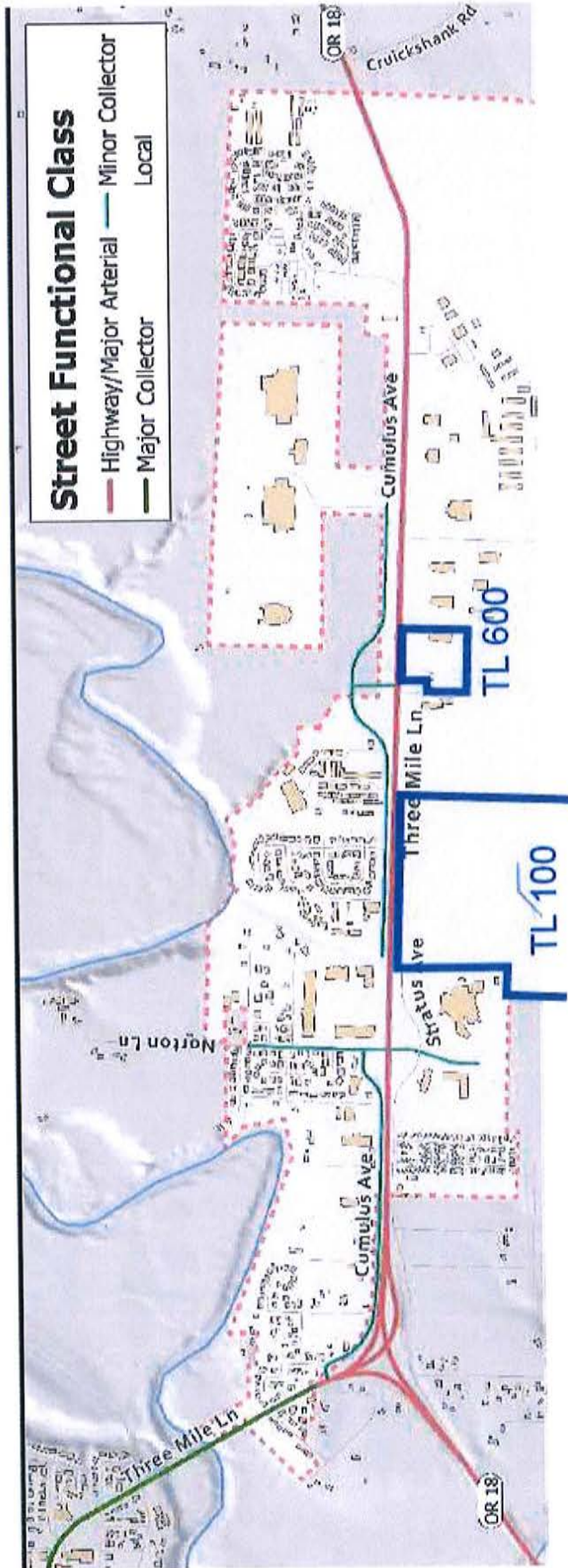
Aerial Vicinity Map



Tax Map of Property



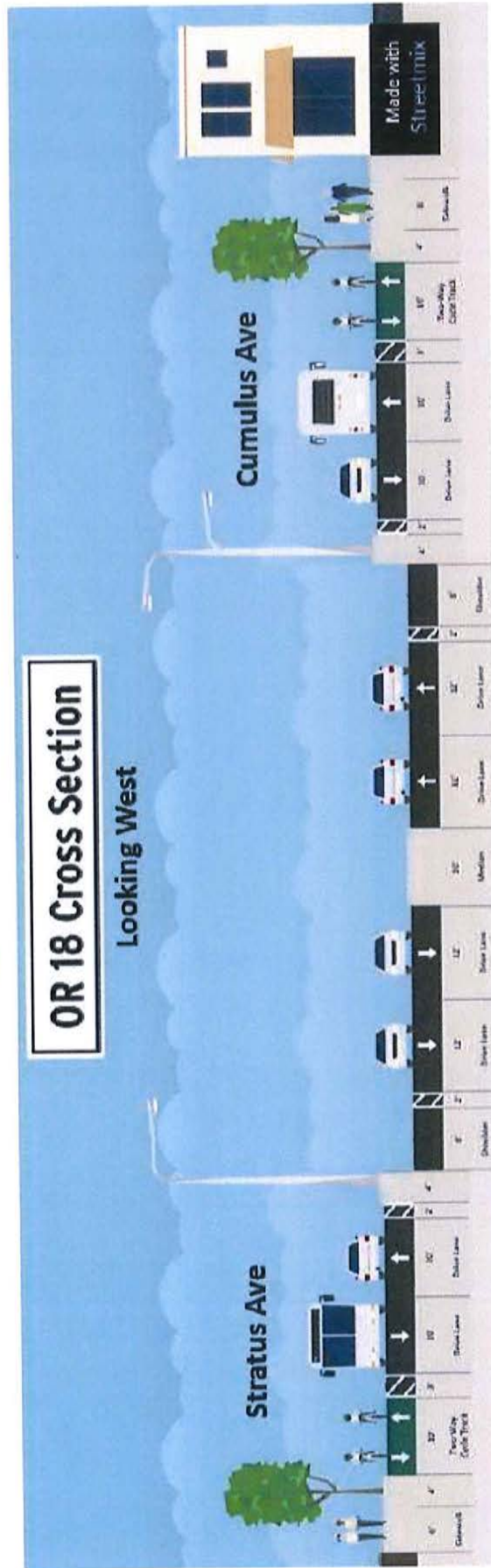
Existing Transportation



Future Transportation

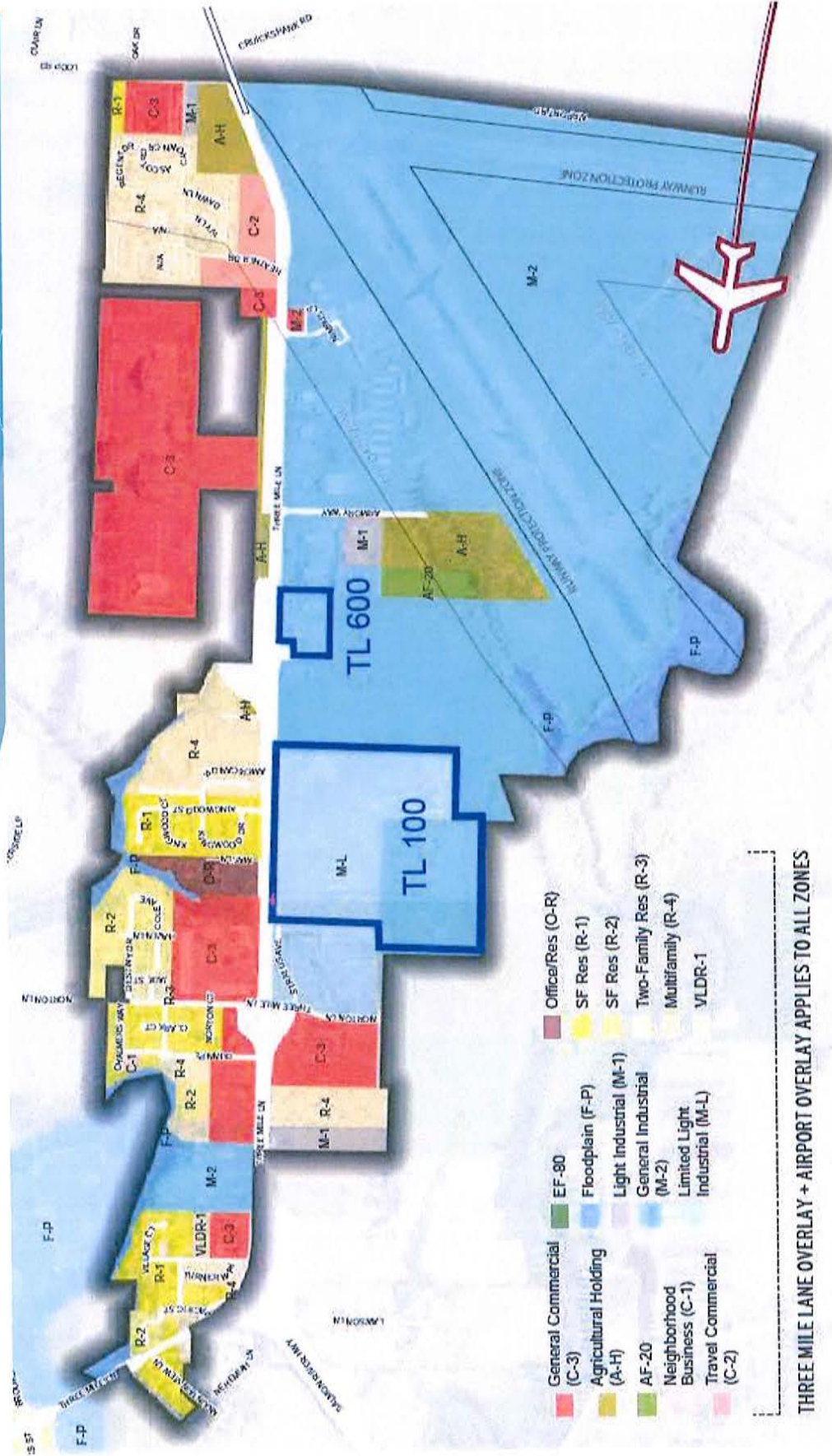
OR 18 Cross Section

Looking West



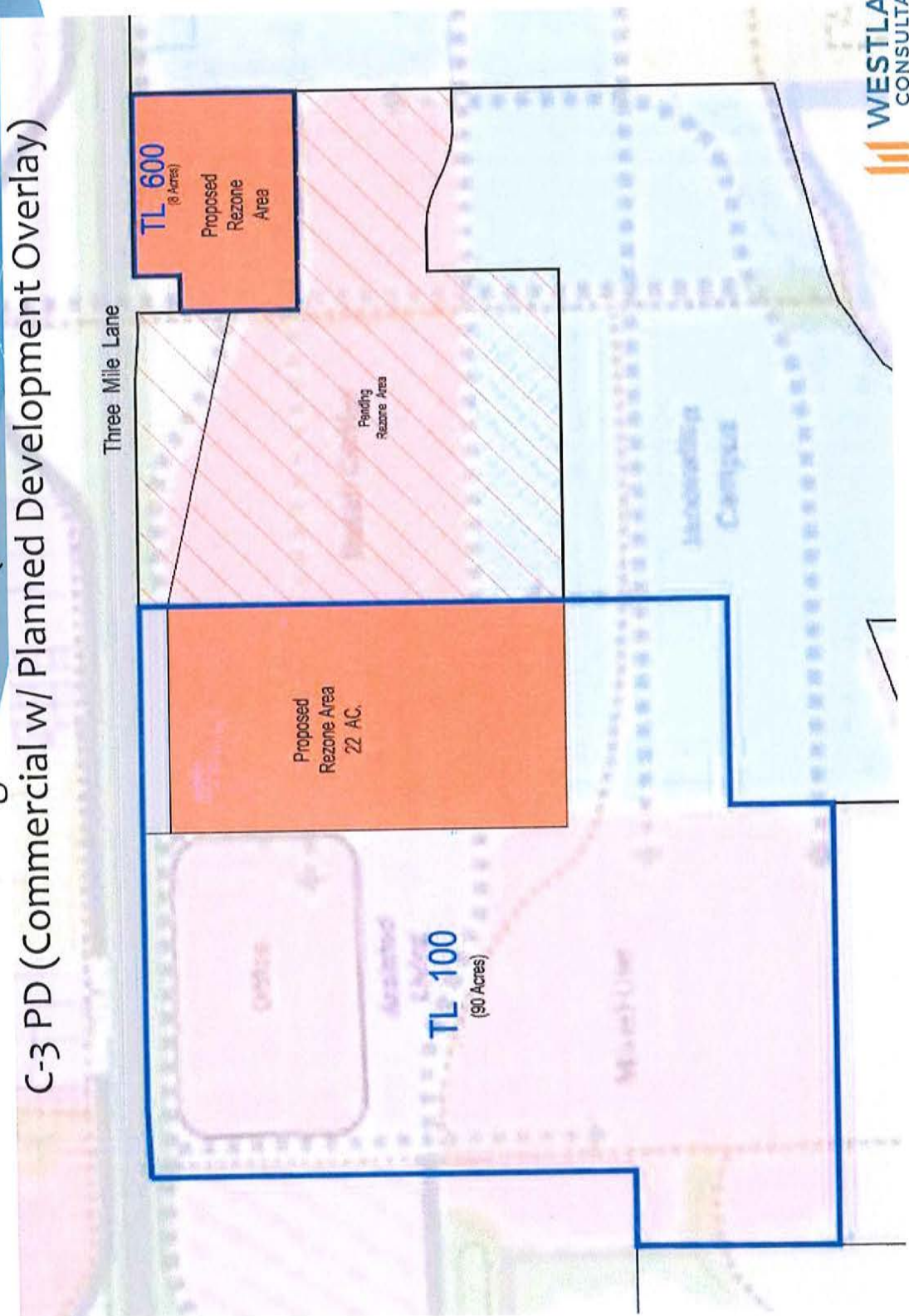
Existing Zoning

Comprehensive Plan Map Amendment and Zone Change
Three Mile Lane



Proposed Zoning

Change from M-2 (Industrial) to C-3 PD (Commercial w/ Planned Development Overlay)



Q & A

For any questions or input you may have that was not addressed
at tonight's meeting, call:

Ken Sandblast
Westlake Consultants
503-684-0652

Three Mile Lane – Comprehensive Plan Map Amendment and Zone Change Neighborhood Meeting Summary

Meeting Time/Date: 6:00 p.m., September 16, 2021

Location: Virtual Online Meeting, hosted by Westlake Consultants, Inc.

Presenters: Ken Sandblast, Westlake Consultants, Inc.

A virtual online meeting was scheduled to provide information to surrounding neighbors regarding a proposed Comprehensive Plan Map Amendment and Zone change for two properties on Three Mile Lane, McMinnville, OR, and to satisfy the City of McMinnville land use application submittal requirements. The subject properties include:

- Tax Lot 100 of the Yamhill County Tax Map 4-4-27; currently zoned M-L and M-2.
- Tax Lot 600 of the Yamhill County Tax Map 4-4-26; currently zoned M-2.

Ken Sandblast, Director of Planning at Westlake Consultants, initiated the online meeting and provided an overview of the City of McMinnville neighborhood meeting requirements and the meeting agenda and process.

The presentation included an overview of the proposed Comprehensive Plan Map Amendment and Zone Change request and information about the subject properties and vicinity, and included the following exhibits:

1. Aerial Vicinity Map
2. Tax Maps of the Subject Properties
3. Existing Transportation Map—Street Functional Class
4. Future Transportation
5. Existing Zoning
6. Three Mile Lane Area Plan—Preferred Alternative Concept
7. Proposed Zoning

The presentation exhibits are attached.

A list of attendees is attached to this summary. No questions were asked during or following the presentation.

Contact information was provided to attendees for future follow-up questions and information.

The meeting adjourned at 6:30 p.m.

Webinar Topic Three Mile Lane
 Report type Registration Report
 Report Generated Sep 21, 2021 10:49 AM PDT

Webinar ID 1097619900 Scheduled Time Registered Count
 1097619900 Sep 16, 2021 06:00 PM PDT 12

Registrant Details

User Name	Email	Registration Approved	Registered Time	Last Name	Address	City	Zip/Postal
steve	steve.scott@evergreenmuseum.org	Accepted	Aug 31, 2021 11:08 scott		500 ne captain michael king smith way	mcminnville	
WCI 01	wci01@westlakeconsultants.com	Accepted	Sep 13, 2021 11:19 01				
WCI 02	wci02@westlakeconsultants.com	Accepted	Sep 13, 2021 11:22	2			
WCI 03	wci03@westlakeconsultants.com	Accepted	Sep 13, 2021 11:23	3			
WCI 04	wci04@westlakeconsultants.com	Accepted	Sep 13, 2021 11:24	4			
WCI 05	wci05@westlakeconsultants.com	Accepted	Sep 13, 2021 11:24	5			
WCI 06	wci06@westlakeconsultants.com	Accepted	Sep 13, 2021 11:25	6			
Lori	lori.bergen@myvwmc.com	Accepted	Sep 13, 2021 11:32 Bergen				
Tom	tom.howard@chemeketa.edu	Accepted	Sep 14, 2021 12:50 Howard		3135 NE 29th Ave	Portland	97212
Mike	mike@hathawaylarson.com	Accepted	Sep 15, 2021 02:45 Connors		15 Southgate Avenue, Suite 201	Daly City	94015
Michael	mstrahs@kimcorealty.com	Accepted	Sep 15, 2021 10:23 Strahs		3330 SE Three Mile Lane	McMinnvi	97126
Chris	cshelby@thespringliving.com	Accepted	Sep 16, 2021 01:38 Shelby				

EXHIBIT F.



851 SW 6th AVENUE, SUITE 600
PORTLAND, OR 97204
P 503.228.5230 F 503.273.8169

MEMORANDUM

Date: November 12, 2021

Project #: 26748

To: Tom Schauer, AICP, & Heather Richards, PCED, City of McMinnville

Cc: Dan Fricke & Arielle Ferber, PE, ODOT Region 2
Stewart Kircher, DRS Land LLC
Mike Connors, Hathaway Larson LLP
Ken Sandblast, Westlake Consultants, Inc.

From: Kristine Connolly, PE, Marc Butorac, PE, PTOE, PMP & Alec Kauffman

Project: Three Mile Lane - West Rezone

Subject: Transportation Impact Analysis

DRS Land LLC, is proposing a rezone of approximately 21.11 acres of vacant land in McMinnville, Oregon. The proposed site is located south of OR-18 (Salmon River Highway) between NE Norton Lane and NE Cumulus Avenue. The site is currently zoned M-L (Limited Light Industrial) and DRS Land LLC is proposing to rezone to C-3 (General Commercial). The site location and overall site vicinity are shown in Exhibit 1. This transportation impact analysis (TIA) report documents the transportation impacts associated with the rezone and a near-term reasonable worst-case development scenario under the proposed rezone. The TIA is intended to address City of McMinnville and Oregon Department of Transportation (ODOT) review criteria and evaluate compliance with the Transportation Planning Rule (TPR). The results of this study indicate that the proposed rezone can be approved assuming implementation of the identified mitigation measures that result in no significant impacts under Oregon Administrative Rule (OAR) 660-012-0060.

Exhibit 1. Site Vicinity and Proposed Study Intersections



SUMMARY OF FINDINGS

Year 2020 Existing Conditions

- Three of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway
- The recent five-year crash history of the following three study intersection exceeds statewide 90th percentile crash rates:
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway
 - OR-18/Ash Road

Year 2022 Background Conditions

- The City of McMinnville provided information regarding three recently completed land use actions in the vicinity of the study area (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore determined to be included in the 2.2% growth rate associated with the land use assumptions in the TSP.
- The following pending zone change applications were included as in-process developments:
 - Kimco Three Mile Lane Rezone
 - The Springs Living (East) Three Mile Lane Rezone
- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway

Proposed Development Plan

- The 21.11-acre site is currently zoned M-L (Limited Light Industrial), and the applicant is proposing to rezone to C-3 (General Commercial).

Year 2022 Total Conditions

- The six study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.

Year 2037 Background Conditions (Without Proposed Zone Change)

- Assuming the recommendations to mitigate 2022 site impacts are in place, six of the nine study intersections were found to exceed the applicable review agency mobility targets in the planning horizon year 2037, which was selected to represent fifteen years after opening per guidance in the Oregon Highway Plan (OHP, Reference 1):
 - NE 3rd Street/NE Johnson Street
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - OR-18/SE Norton Lane
 - OR-18/SE Loop Road
 - OR-18/Lafayette Highway

Year 2037 Total Conditions (With Proposed Zone Change)

- The six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with site development, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

RECOMMENDATIONS

The following mitigation measures are recommended for implementation in conjunction with the proposed development and to address impacts of the proposed zone change:

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an enhanced connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Modify existing signal and redevelop southbound shared through/right-turn lane into a 75-foot exclusive southbound right-turn lane. Redevelop the second northbound exit lane into a 150-foot exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn lanes from 150 feet (existing) to 225 feet. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.

- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 100-foot exclusive eastbound right-turn lane, 275-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing) and a 200-foot exclusive northbound right-turn lane. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
 - The Yamhill County Transportation System Plan (TSP, Reference 3) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 5.91% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

The proposed rezone can be approved without creating significant impacts per OAR 660-012-0060 assuming these mitigation measures are implemented.

Regardless of the proposed subsequent development, the following intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations (the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C):

- NE 3rd Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

STUDY SCOPE & ANALYSIS METHODOLOGY

This section provides an overview of the TIA study scope, study intersections, traffic analysis time periods and scenarios, analysis methodology and applicable review agency mobility targets.

Study Scope

This study identifies the transportation-related impacts associated with the proposed rezone and was prepared in accordance with the City of McMinnville and Oregon Department of Transportation (ODOT) requirements. Details of the TIA assumptions and methodology are documented herein and reflect the outcome of the preliminary scoping meeting held for the adjacent property's rezone (the Kimco Three Mile Lane Rezone, Reference 4) with agency staff on March 19, 2020, and agency feedback on the preliminary scoping letter dated April 23, 2020. Additionally, the scope has been expanded based on agency comments on the TIA for the Kimco Three Mile Lane Rezone.

Study Intersections

The study intersections are listed below and are identified by a numerical identification corresponding with the analysis figures in this report. Exhibit 1 illustrates the study intersection locations.

1. NE Three Mile Lane/NE 1st Street
2. NE 3rd Street/NE Johnson Street
3. NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
4. SE Norton Lane/NE Cumulus Avenue
5. OR-18/SE Norton Lane
6. OR-18/NE Cumulus Avenue
7. OR-18/SE Armory Way
8. OR-18/SE Loop Road
9. OR-18/SE Cruickshank Road
10. OR-18/Lafayette Highway
11. OR-18/Ash Road

Traffic Analysis Time Periods and Scenarios

Based on historical traffic data, the weekday PM peak time period represents both the peak travel times along OR-18 and proposed zone change at the subject site. Therefore, intersection operations were evaluated during the weekday afternoon peak hour occurring between 3:00 – 6:00 PM.

This report evaluates the following transportation scenarios:

- 2020 Existing traffic conditions;
- Forecast year 2022 background traffic conditions, without development of the subject site;

- Forecast year 2022 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning;
- Horizon year 2037 background traffic conditions with development of the subject site under the existing industrial zoning; and,
- Horizon year 2037 total traffic conditions with reasonable worst-case development of the subject site under the proposed commercial zoning.

Year 2037 was selected as the planning horizon per guidance in the OHP (Reference 1), which states that the planning horizon shall be “the greater of 15 years or the planning horizon of the applicable local and regional transportation system plans for amendments to transportation plans, comprehensive plans or land use regulations.” The planning horizon of McMinnville’s currently adopted Transportation System Plan (TSP, Reference 5) is 2023.

Analysis Methodology

All intersection capacity analyses described in this report were performed in accordance with the procedures stated in the *Highway Capacity Manual, 6th Edition* (HCM, Reference 6) using PTV Vistro 2021 software or HCS 7 in accordance with analysis guidance provided in the ODOT Analysis Procedures Manual (APM, Reference 7). Intersection V/C is the operational performance measures reported in this study. In Vistro, the shared lane volume-to-capacity (V/C) ratio is the sum of the reported V/C for each movement in the shared lane at unsignalized intersections. Overall intersection V/C is reported for signalized intersections.

To ensure that the analyses were based on a reasonable worst-case scenario, peak 15-minute flow rates were used in the evaluation of all intersection levels of service. For this reason, the analyses reflect conditions that are only likely to occur for 15 minutes out of each average peak hour.

Queueing analyses presented in this report reflect 95th percentile queues and were obtained from PTV Vistro 2021 software.

Performance Measures & Operating Standards

Study intersection operating standards adopted by the respective transportation review authorities for the facilities they operate and maintain are summarized below.

City of McMinnville Operating Standards

Four study intersections are within City of McMinnville jurisdiction (Intersections #1 through #4). According to the City’s TSP (Reference 5), a v/c ratio of 0.90 is the acceptable operating standard for these intersections.

ODOT Mobility Targets

The 1999 Oregon Highway Plan (OHP, Reference 1) defines ODOT v/c ratio mobility targets based on facility type. Mobility targets vary for intersections along OR-18 (Intersections #5 through #11).

Summary of Applicable Agency Operating Standards

Table 1 summarizes the operation standards and jurisdiction administering each study intersection.

Table 1. Study Intersection Mobility Targets

Study Intersection	Traffic Control	Jurisdiction	Mobility Target (V/C) ¹
1 NE 3rd Street/NE Johnson Street	Signalized	City of McMinnville	0.90
2 NE Three Mile Lane/NE 1st Street	Two Way Stop Control	City of McMinnville	0.90
3 NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	Two Way Stop Control	City of McMinnville	0.90
4 SE Norton Lane/NE Cumulus Avenue	Two Way Stop Control	City of McMinnville	0.90
5 OR-18/SE Norton Lane	Signalized	ODOT	0.80
6 OR-18/NE Cumulus Avenue	Signalized	ODOT	0.80
7 OR-18/SE Armory Way	Two Way Stop Control	ODOT	major approaches = 0.80 minor approaches = 0.95
8 OR-18/SE Loop Road	Two Way Stop Control	ODOT	major approaches = 0.80 minor approaches = 0.90
9 OR-18/SE Cruickshank Road	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.75
10 OR-18/Lafayette Highway	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.75
11 OR-18/Ash Road	Two Way Stop Control	ODOT	major approaches = 0.70 minor approaches = 0.80

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

EXISTING CONDITIONS

The existing conditions analysis identifies field conditions and the current operational, traffic control, and geometric characteristics of the roadways and other transportation facilities within the study area.

Site Conditions and Adjacent Land Uses

The proposed site is currently vacant and zoned for industrial use. The land uses in the vicinity of the site include Evergreen Aviation and McMinnville Municipal Airport to the east, vacant industrial land immediately west, and a mix of industrial, commercial and residential land uses to the north, including the Evergreen Aviation and Space Museum. However, the site immediately east of the proposed rezone is the Kimco Three Mile Lane Rezone property (Reference 4) which is also in the process of rezoning from M-2 to C-3. The East Three Mile Lane Rezone property (Reference 8) located just east of the Cumulus Avenue is also in the process of rezoning from M-2 to C-3.

Transportation Facilities

Table 2 summarizes roadways in the site vicinity that will be assessed as part of the TIA.

Table 2. Existing Transportation Facilities

Street	Functional Classification ¹	Jurisdictional Authority	Motor Vehicle Travel Lanes	Posted Speed (mph)	Sidewalks	Striped Bicycle Lanes	On-Street Parking
OR-18	Urban Statewide Expressway (Freight Route) (ODOT) Major Arterial and State Highway (McMinnville)	ODOT	4-5	45-55	No	No	No
NE Three Mile Lane/NE 3 rd Street	Major Collector	City of McMinnville	2-3	20-40	Yes	Partial ²	No
NE Johnson Street	Minor Arterial	City of McMinnville	2-3	25	Yes	Yes	No
NE 1st Street	Minor Collector	City of McMinnville	2	25	Partial ³	No	No
SE Nehemiah Lane	Local Street	City of McMinnville	2	35	Partial ⁴	No	No
NE Cumulus Avenue	Minor Collector (North) Major Collector (South)	City of McMinnville	2	35	Partial ⁵	No	No
SE Norton Lane	Minor Collector	City of McMinnville	2-3	NP	Partial ⁶	No	No
SE Armory Way	Minor Collector	City of McMinnville	2	25	No	No	No
SE Loop Road	Local & Resource	City of McMinnville/ Yamhill County	2	35	No	No	No
SE Cruickshank Road	Minor Arterial	City of McMinnville/ Yamhill County	2	NP	No	No	No
Lafayette Highway	Minor Arterial	Yamhill County	2	55	No	No	No
Ash Road	Local	Yamhill County	2	25	No	No	No

NP = Not Posted

¹Per Oregon Highway Plan (OHP, Reference 1), *City of McMinnville Transportation System Plan*, Exhibit 2-3 (Reference 5), and *Yamhill County Transportation System Plan*, Figure 2 (Reference 3).

²There is a striped bicycle lane on both side from Johnson Street to 1st Street.

³There are sidewalks on the north side of 1st Street west Three Mile Lane.

⁴There are sidewalks on the north side of Nehemiah west of the intersection of Nehemiah Lane and Three Mile Lane.

⁵There are sidewalks on the north side of Cumulus (north) west of Norton Lane and on the west side of Cumulus north of OR-18.

⁶There are sidewalks on the east side of Norton north of OR-18, and on both sides of Norton south of OR-18.

Transit Facilities

Weekday bus service is currently provided by the Yamhill County Transit Area (YCTA) "East-West" Loops along Three Mile Lane between Norton Lane and west side of McMinnville at approximately 60-minute headways between 7:00 AM to 6:00 PM. Weekday headways are approximately 60 minutes.

Intersection Crash History

Reported crash history for each study intersection was reviewed in an effort to identify potential safety issues. ODOT provided crash records for the five-year period from January 1, 2013 through December 31, 2017. Table 3 summarizes the crash data. Appendix A contains the ODOT crash data. No crashes were reported at OR-18/SE Armory Way (Intersection #7).

Table 3. Intersection Crash History (January 1, 2013 through December 31, 2017)

	Intersection	Collision Type					Severity			Total Crashes
		Rear End	Turning	Angle	Bike /Ped	Other	PDO ¹	Injury	Fatal	
1	NE 3rd Street/NE Johnson Street	8	4	3	0	1	9	7	0	16
2	NE Three Mile Lane/NE 1st Street	1	1	1	0	0	0	0	0	3
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	4	0	3	0	1	5	3	0	8
4	SE Norton Lane/NE Cumulus Avenue	1	0	0	0	1	1	1	0	2
5	OR-18/SE Norton Lane	12	2	3	1	1	7	12	0	19
6	OR-18/NE Cumulus Avenue	0	2	0	0	0	0	2	0	2
7	OR-18/SE Armory Way	0	0	0	0	0	0	0	0	0
8	OR-18/SE Loop Road	0	0	1	0	0	0	1	0	1
9	OR-18/SE Cruickshank Road	3	2	33	0	4	14	28	0	42
10	OR-18/Lafayette Highway	12	7	31	0	1	15	36	0	51
11	OR-18/Ash Road	1	5	2	0	3	2	9	0	11

¹PDO = Property Damage Only.

ODOT provides an annual list of safety priority index system (SPIS) locations which are based on reported crash data. The intent of the SPIS list is to identify roadway segments exhibiting an unusually high occurrence of crashes and is used to select locations for investigation. Review of the SPIS list determined that the section of OR-18 near Loop Road and Cruickshank Road is within the top fifteen percent of intersections.

Crash rates were calculated for each of the study intersections following the analysis methodology presented in Exhibit 4-1 of the ODOT Analysis Procedures Manual, Version 2 (APM, Reference 7). The APM provides 90th percentile intersection crash rates at a variety of intersection configurations in Oregon based on the number of approaches and traffic control types. Table 4 below shows the comparison of the five-year crash history with the 90th percentile intersection crash rates from the APM. Crash rates are reported per million entering vehicles.

Table 4. Intersection Crash Rate Assessment

	Location	Total Crashes	90 th Percentile Intersection Crash Rate	Observed Crash Rate at Intersection	Observed > 90 th Percentile Crash Rate?
1	NE 3rd Street/NE Johnson Street	16	0.860	0.51	No
2	NE Three Mile Lane/NE 1st Street	3	0.408	0.08	No
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	8	0.408	0.23	No
4	SE Norton Lane/NE Cumulus Avenue	2	0.408	0.18	No
5	OR-18/SE Norton Lane	19	0.860	0.35	No
6	OR-18/NE Cumulus Avenue	2	0.860	0.04	No
7	OR-18/SE Armory Way	0	0.293	0.00	No
8	OR-18/SE Loop Road	1	0.293	0.02	No
9	OR-18/SE Cruickshank Road	42	0.293	1.03	Yes
10	OR-18/Lafayette Highway	51	0.408	1.64	Yes
11	OR-18/Ash Road	11	0.408	0.46	Yes

As shown in Table 4 and the 2019 ODOT SPIS list, the intersection of OR-18/Cruickshank Road exceeds statewide 90th percentile crash rates and is in 95th percentile of intersections on the SPIS list. This unsignalized intersection experienced a large proportion of angle crashes (approximately 80%). Upon further review, it was found that a high proportion of the crashes reported at this intersection (approximately 70%) involved a vehicle making a northbound left-turn movement. This suggests a need to restrict the northbound left-turns from SE Cruickshank Road onto OR-18 as identified in the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2).

The intersections of OR-18/Lafayette Highway and OR-19/Ash Road also exceed statewide 90th percentile crash rates and are in the 95th and 90th percentiles of intersections on the 2019 SPIS list, respectively. The Yamhill County TSP (Reference 3) identifies the need for a multilane roundabout at the OR-18/Lafayette Highway intersection which would improve safety. The Yamhill County TSP also identifies the closure of Ash Road in conjunction with construction of the OR-18/Lafayette Highway roundabout.

Existing Traffic Volumes

Given the impacted traffic patterns due to the current COVID-19 pandemic and for consistency with the Kimco Three Mile Lane Rezone (Reference 4), new traffic counts were not collected for this analysis. Rather, historical and detector data were used consistent with the methodology for the Kimco Three Mile Lane Rezone. Weekday PM peak hour intersection turning movement counts were collected in 2012 for Intersection #3, and ODOT provided 2018 turning movement counts for intersections #2 and #4 through #9 as well as February 2020 signal detector counts at intersection #1 and 2017 turning movement counts for intersections #10 and #11. These traffic counts are included in Appendix B.

A 1.3% linear annual growth rate was applied to the 2017 and 2018 traffic counts and a 1.5% linear annual growth rate was applied to the 2012 traffic counts to estimate year 2020 existing traffic volumes. This rate was calculated based on the average historical traffic volumes recorded at ODOTs Automatic

Traffic Recorder (ATR) 36-006 located southwest of the City of McMinnville on Highway 18 and ATR 36-004 located northeast of the City of McMinnville in Newberg on Highway 99W.

A seasonal adjustment factor was calculated and applied to the April traffic volumes (Intersections #4-#9) to reflect 30th highest hour conditions, per the APM (Reference 7) using the same ATRs as noted above. A second seasonal adjustment factor was calculated and used for July traffic volume (Intersections #10 and #11). Both seasonal adjustment factor calculations are included in Appendix C.

Existing Traffic Operations

Existing intersection capacity was assessed using the previously described analysis methodology and compared to the respective agency operating standards. Existing lane configurations and traffic control devices at the study intersections are included in Appendix C.

Table 5 summarizes the existing 2020 traffic operations for the weekday PM peak hour. Appendix C includes the existing conditions intersection operations analysis worksheets.

Table 5. Estimated 2020 Existing Traffic Operations for Weekday PM Peak Hour

	Study Intersection	Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.70
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	0.98
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.74
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.21
5	OR-18/SE Norton Lane	0.80	-	0.68
6	OR-18/NE Cumulus Avenue	0.80	-	0.54
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.25

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 5, all but three study intersections were found to operate acceptably under 2020 existing conditions. The following intersections exceed the applicable performance requirement:

- NE Three Mile Lane/NE 1st Street
 - This intersection (#2) does not satisfy the City of McMinnville's standard of a V/C ratio \leq 0.90. Over-capacity conditions on the eastbound approach are related to the high southbound through volume on Three Mile Lane.
- OR-18/SE Cruickshank Road
 - This intersection (#9) does not satisfy ODOT's mobility target of a V/C ratio \leq 0.75 on the SE Cruickshank Road approach. As stated previously, the crash history at this intersection shows a high proportion of angle crashes associated with the northbound left-turn movement, which likely reflects an insufficient number of available gaps in eastbound OR-18 traffic.
- OR-18/Lafayette Highway
 - This intersection (#10) does not satisfy ODOT's mobility target of a V/C ratio \leq 0.75 on the Lafayette Highway approach. As stated previously, the crash history at this intersection shows it exceed its 90th percentile intersection crash rate which may be due to an insufficient number of available gaps. The roundabout identified in the Yamhill County TSP (Reference 3) could likely resolve operations and safety at this intersection.

TRIP GENERATION AND ASSIGNMENT

To provide a conservative analysis, this report assumes a reasonable worst case scenario for the existing and proposed zoning in accordance with the City of McMinnville zoning code. Based on the allowable land uses in the code, it was determined that the reasonable worst-case scenario under the existing M-2 (General Industrial) zoning would consist of the following land uses:

- Based on the site's close proximity to the Willamette Valley Medical Center, approximately 30% (6 out of the 21.11 acres) is assumed to be medical office with a floor area ratio (FAR) of approximately 0.25, for a total floor area of approximately 65,340 square feet.
- The remaining 15.11 acres is assumed to be industrial park with a FAR of approximately 0.40, for a total floor area of approximately 263,277 square feet.

The reasonable worst-case scenario under the proposed C-3 (General Commercial) zoning was calculated assuming a retail development with a FAR of approximately 0.25 over the entire site area of 21.11 acres, for a total floor area of approximately 229,888 square feet.

Trip generation estimates for both scenarios were developed using data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 10th Edition* (Reference 9). The trip generation estimates were adjusted to reflect pass-by trips, or vehicle trips to the site already traveling along OR-18. Pass-by trips don't change the traffic conditions on the overall system but do change the turning movements at the OR-18/NE Cumulus Avenue intersection. Table 6 compares the trip generation estimates under the existing and proposed zoning for the weekday PM peak hour.

Table 6. Trip Generation Potential Comparison – 21.11-acre Zone Change

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (6 acres at 25%)	720	65,340 SF	2,423	224	63	161
Industrial Park (15.11 acres at 40%)	130	263,277 SF	887	105	22	83
Net New Trips			3,310	329	85	244
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (21.11 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	229,888 SF	10,589 (3,600)	1,006 (342)	483 (171)	523 (171)
Net New Trips			6,989	664	312	352
Difference = Proposed – Existing			3,679	335	227	108

As shown in Table 6, the proposed zone change would increase the trip generation potential of the site compared to the existing industrial zoning by 335 trips during the weekday PM peak hour and 3,679 daily trips.

Modified Trip Generation Due to Adjacent Development

Due to the proximity of the parcel to the Kimco Three Mile Lane Rezone (Reference 4) and the East Three Mile Lane Rezone (Reference 8), the trip generation for operational analysis was modified to account for internal capture between the three shopping centers. Rather than acting as three separate shopping centers, the shopping centers are anticipated to operate as a single large shopping center.

Table 7 shows the modified trip generation for the Kimco Three Mile Lane Rezone assumed under background conditions, as a proportion of the total combined square footage of shopping center.

Table 7. Trip Generation Potential Comparison – 33.5-acre Zone Change (Kimco Combined)

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (10 acres at 25%)	720	108,900 SF	4,096	371	104	267
Industrial Park (23.5 acres at 40%)	130	409,464 SF	1,954	164	34	130
Net New Trips			6,050	535	138	397
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (33.5 acres at 25%) <i>Less Pass-by Trips (34%)</i>	820	364,815 SF	11,867 (4,035)	1,203 (408)	578 (204)	625 (204)
Net New Trips			7,832	795	374	421
Difference = Proposed – Existing			1,782	260	236	24

Table 8 shows the modified trip generation for the East Three Mile Lane Rezone assumed under background conditions, as a proportion of the total combined square footage of shopping center.

Table 8. Trip Generation Potential Comparison – 8.0-acre Zone Change (East Combined)

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-2 General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (8.0 acres at 25%)	720	87,120 SF	3,260	297	83	214
Net New Trips			3,260	297	83	214
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (8.0 acres at 25%)	820	87,120 SF	2,834	287	138	149
<i>Less Pass-by Trips (34%)</i>			(964)	(98)	(49)	(49)
Net New Trips			1,870	189	89	100
Difference = Proposed – Existing			-1,390	-108	6	-114

The modified weekday PM peak hour trip assignment for the Kimco Three Mile Lane Rezone and East Three Mile Lane Rezone is included in Appendix D which shows in-process trips.

Table 9 shows the modified trip generation for the proposed rezone as a proportion of the total combined square footage of shopping center.

Table 9. Trip Generation Potential Comparison – 21.11-acre Zone Change (West Combined)

Land Use	ITE Code	Size	Daily Trips	PM Peak Hour		
				Total	In	Out
Existing M-L General Industrial Zone Reasonable Worst-Case Development Scenario						
Medical-Dental Office Building (6 acres at 25%)	720	65,340 SF	2,423	224	63	161
Industrial Park (15.11 acres at 40%)	130	263,277 SF	887	105	22	83
Net New Trips			3,310	329	85	244
Proposed C-3 General Commercial Zone Reasonable Worst-Case Development Scenario						
Shopping Center (21.11 acres at 25%)	820	229,888 SF	7,478	758	364	394
<i>Less Pass-by Trips (34%)</i>			(2,543)	(258)	(129)	(129)
Net New Trips			4,935	500	235	265
Difference = Proposed – Existing			1,625	171	150	21

Trip Distribution and Assignment

The change in trips associated with the proposed rezone were assigned to the study area roadway system consistent with the Kimco Three Mile Lane Rezone (Reference 4):

- 35 percent to the west on OR-18 (serving southern McMinnville, the parts of the central Willamette Valley and the northern Oregon coast);
- 35 percent to the north on Three-Mile Lane (serving downtown and the majority of McMinnville); and
- 30 percent to the east via OR-18 (serving Dayton, outlying areas, and portions of Newberg).

Within the City of McMinnville, it is expected that the commercial uses under the rezoning will result in a re-allocation of trips to/from and within the downtown area. For example, many trips originating from the residential areas along OR-18 and regionally that currently travel to the downtown area today will alter their trips to visit the new commercial businesses and thus reduce trips entering the downtown areas. Conversely, a proportion of the trips already occurring in the downtown areas (e.g., trips from the residential areas to the west of OR-99W that travel to downtown and the southwest commercial areas by the college) may travel to the new commercial area creating new trips on OR-18. The proposed development and type of land uses will also result in capturing more regional trips (e.g., residents in McMinnville that currently travel to Salem or the greater Portland area to shop) that originate in McMinnville and keeping them local. These trips will be shorter in nature and will still travel within the downtown area, but won't represent new trips within that area.

With that in mind, the origins and destinations of commercial trips within McMinnville were assessed to estimate the expected re-routing of some trips at study intersections within the City of McMinnville (Intersections #1 through #3). The details of this analysis assessing the cumulative impacts of new and re-routed trips within McMinnville are provided in Appendix E. The weekday PM peak hour site-generated trip assignment under the proposed zoning is also included in Appendix E.

TRANSPORTATION IMPACT ANALYSIS

The transportation impact analysis identifies how the study area's transportation system will operate in the future with and without development of the site under the proposed zone change.

Year 2022 Background Traffic Volumes and Conditions

Future traffic volumes were derived by applying a 2.2% annual background growth rate to the 2020 existing traffic volumes. This annual growth factor was derived from previous studies of the area surrounding the site and the City's EMME 2 model used for the City's TSP, and should thus reflect growth associated with the land use assumptions in the TSP. In addition, the City of McMinnville provided information regarding three recently completed land use actions (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore should be included in the 2.2% growth rate associated with the land use assumptions in the TSP.

The Kimco Three Mile Lane Rezone trips shown in Table 7 and East Three Mile Lane Rezone trips shown in Table 8 (and Appendix D) were also included in the Year 2022 background traffic volumes.

The City's Transportation System Plan (TSP) calls for two future new interchanges at OR-18/NE Three Mile Lane and OR-18/NE Cumulus Avenue as part of the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2). These two new interchanges are intended to replace the overpass at OR-18/NE Three Mile Lane and signal at OR-18/NE Cumulus Avenue in anticipation of traffic growth. The TSP also identifies a future traffic signal at the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE

Pacific Street intersection. These improvements are not funded at this time and conversations with City and ODOT staff have indicated that the identified improvements cannot be relied upon to receive funding within the timeframe of this TIA.

Year 2022 Background Traffic Operations

Table 10 summarizes the 2022 background traffic conditions for the weekday PM peak hour. Appendix D includes the 2022 background conditions intersection operations analysis worksheets.

Table 10. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour

	Study Intersection	Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.74
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	>1.10
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.98
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.83
6	OR-18/NE Cumulus Avenue	0.80	-	>1.10
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.18
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.45
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	>1.10
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.48

WB= Westbound, SB= Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 10, the three study intersections that do not satisfy applicable mobility targets under existing conditions experience additional delay with background growth. In addition, three additional intersections exceed the applicable performance requirement under 2022 background conditions, including:

- NE Three Mile Lane/SE Nehemiah Lane
- OR-18/SE Norton Lane
- OR-18/NE Cumulus Avenue

Year 2022 Background Traffic Mitigations

The following mitigation measures are recommended to address the impacts of anticipated background growth:

- NE Three Mile Lane/NE 1st Street
 - The 2009 Manual on Uniform Traffic Control Devices (MUTCD, Reference 10) eight-hour and four-hour traffic signal warrants were evaluated at the intersection. Weekday daily 24-hour volumes were estimated based on the peak hour and typical volume profiles along similar roadway facilities. The intersection meets preliminary signal warrants under 2022 Background traffic conditions with up to a 64% right-turn on red reduction in the shared eastbound left-through-right lane. At this location on the urban Three Mile Lane corridor, an 85% reduction (which is typically used by ODOT) is unreasonable given the unique nature of the high southbound through volumes with limited gaps for vehicles turning from the minor approaches.
- NE Three Mile Lane/SE Nehemiah Lane
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Optimize signal timing and phasing to provide additional time to eastbound and westbound through movements.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct an exclusive eastbound right-turn lane and dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange. Exhibit 2 illustrates these alternatives.
- OR-18/Lafayette Highway
 - Install a multilane roundabout as identified by the Yamhill County TSP (Reference 3). The roundabout project in the Yamhill County TSP also calls for the closure of Ash Road, therefore turning movements at OR-18/Ash Road were redistributed to the roundabout at OR-18/Lafayette Highway for analysis. In order to conservatively estimate the necessary lanes at the roundabout, the analysis also assumed that 100% of the northbound left-turn movements at OR-18/SE Cruickshank Road were redistributed to

the roundabout, though a percentage of trips will likely choose an alternative route as shown in Exhibit 2. See Appendix F for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

Exhibit 2. Reroute of Northbound Left-Turns at OR-18/SE Cruickshank Road

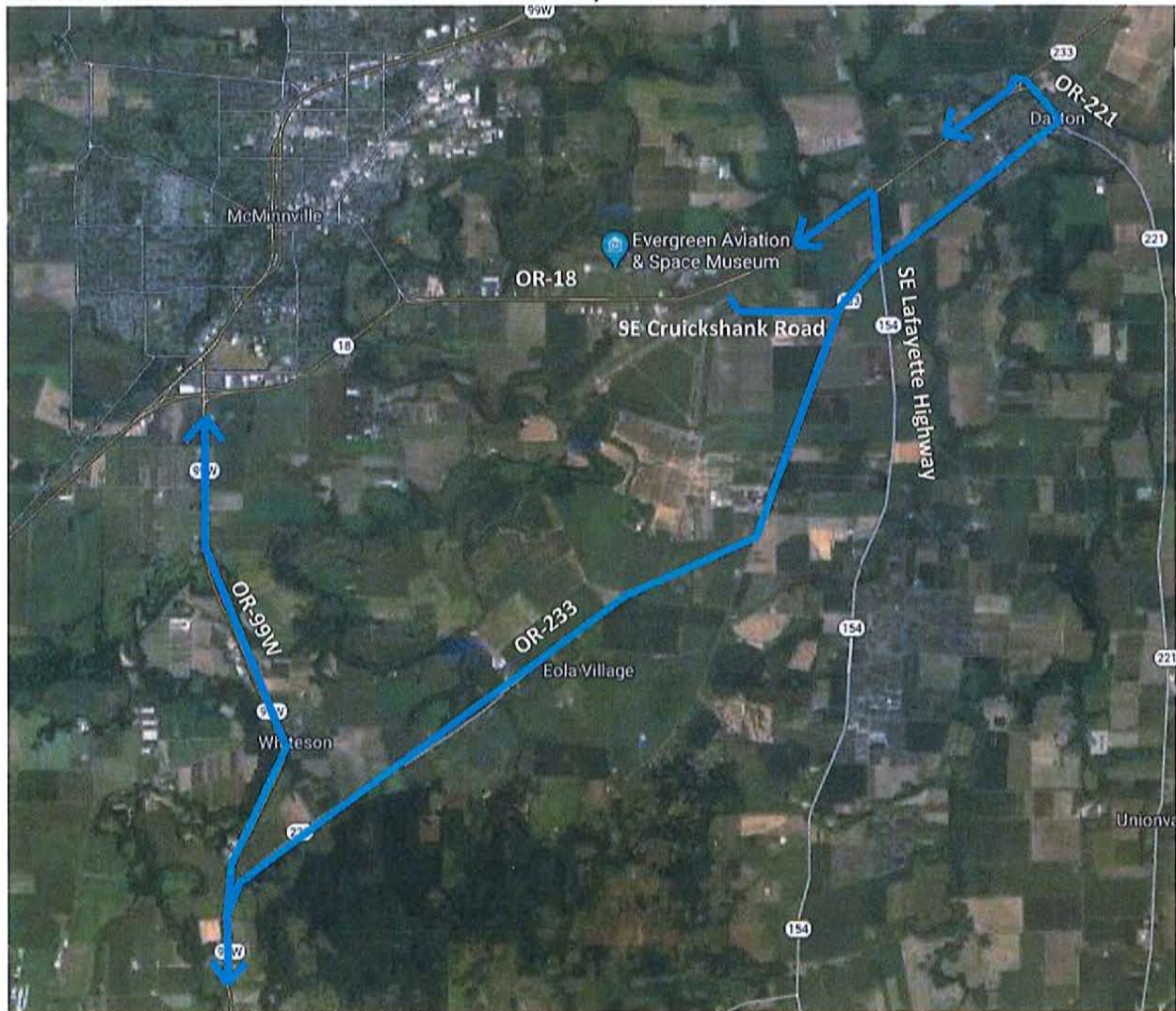


Table 11 summarizes the 2022 background traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix F includes the 2022 background conditions intersection operations analysis worksheets with mitigation.

Table 11. Estimated 2022 Background Traffic Operations for Weekday PM Peak Hour with Mitigation

	Study Intersection	Mobility Target (V/C) ¹	Mitigation	CM	V/C ²
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.86
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.58
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.18
5	OR-18/SE Norton Lane	0.80	Signal timing and phasing optimization	-	0.76
6	OR-18/NE Cumulus Avenue	0.80	Add Dual NBL Turn Lanes, EBR Turn Lane, and signal timing optimization	-	0.70
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.05
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.61
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

²Estimated 2022 Background Traffic V/C is lower than the estimated V/C for 2022 Total Traffic in the East Three Mile Lane Rezone TIA (Reference 8) due to trip generation modifications associated with combined shopping center square footages.

As shown in Table 11, all study intersections were found to operate acceptably under 2022 background conditions with the identified mitigation.

Year 2022 Total Traffic Operations

The total traffic conditions analysis forecasts the operation of the study area’s transportation system with the inclusion of traffic generated by site under the proposed commercial zoning. Total traffic conditions were determined by adding the estimated site-generated trips shown in Table 9 and Appendix E to the year 2022 background traffic volumes for the weekday PM peak hour.

Table 12 summarizes the 2022 total traffic operations for the weekday PM peak hour. Appendix E includes the 2022 total conditions intersection operations analysis worksheets.

As shown in Table 12, the six study intersections that do not satisfy applicable mobility targets under 2022 background traffic conditions experience additional delay with site development.

Table 12. Estimated 2022 Total Traffic Operations for Weekday PM Peak Hour

Study Intersection		Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.75
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	>1.10
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	1.06
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.23
5	OR-18/SE Norton Lane	0.80	-	0.90
6	OR-18/NE Cumulus Avenue	0.80	-	>1.10
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.22
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.56
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	>1.10
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.65

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

Year 2022 Total Traffic Mitigations

The following mitigation measures are recommended for implementation in conjunction with the proposed development:

- NE Three Mile Lane/NE 1st Street
 - Consistent with 2022 background conditions, install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
 - Consistent with 2022 background conditions, restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an improved connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.
- OR-18/SE Norton Lane
 - Modify existing signal and redevelop southbound shared through/right-turn lane into an exclusive southbound right-turn lane. Redevelop the second northbound exit lane into an exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn

lanes. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.

- OR-18/NE Cumulus Avenue
 - Consistent with 2022 background conditions, modify the existing traffic signal and construct an exclusive eastbound right-turn lane and dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing). Under 2022 total traffic conditions, a northbound right turn lane is also needed. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Cruickshank Road
 - Consistent with 2022 background conditions, restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained).
- OR-18/Lafayette Highway
 - Consistent with 2022 background conditions, install a multilane roundabout as identified by the Yamhill County TSP (Reference 3). See Appendix G for the traffic volumes as well as the lane configuration needed to meet standards with the anticipated volumes.

Table 13 summarizes the 2022 total traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix G includes the 2022 total conditions intersection operations analysis worksheets with mitigation.

Table 13. Estimated 2022 Total Traffic Operations for Weekday PM Peak Hour with Mitigation

	Study Intersection	Mobility Target (V/C) ¹	Mitigation	CM	V/C
2	NE Three Mile Lane/NE 1st Street	0.90	Signalized	-	0.87
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	RIROLI	WBR	0.61
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	Redistributed Trips	EBL	0.19
5	OR-18/SE Norton Lane	0.80	Add SBR Turn Lane, Shift SBL Turn Lane east, overlap all Right Turn Lanes, and signal timing optimization	-	0.79
6	OR-18/NE Cumulus Avenue	0.80	Add Dual NBL Turn Lanes, NBR Turn Lane, EBR Turn Lane, and signal timing optimization	-	0.69
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	RIROLI	NBR	0.06
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	WB	0.66
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed		

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 13, all study intersections were found to operate acceptably under 2022 total conditions with the identified mitigation.

Year 2022 Total Traffic 95th Percentile Queues

Year 2022 total traffic weekday PM peak hour 95th percentile queues at the OR-18/SE Norton Lane and OR-18/NE Cumulus Avenue intersections with implementation of recommended mitigation measures are summarized in Table 14.

Table 14. Summary of 95th Percentile Queues, 2022 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 th Percentile Queue (feet)		Queue Storage Adequate?
				Weekday PM Peak Hour	
5 OR-18/SE Norton Lane	NBL	150' (dual)		200'	No
	NBTR	Continuous		175'	Yes
	SBL	New		150'	Yes
	SBT	Continuous		25'	Yes
	SBR	New		75'	Yes
	EBL	150'		50'	Yes
	EBT	Continuous		475'	Yes
	EBR	100'		50'	Yes
	WBL	150'		50'	Yes
	WBT	Continuous		1100'	Yes
	WBR	175'		25'	Yes
6 OR-18/NE Cumulus Avenue	NBL	New		275'	Yes
	NBT	Continuous		0'	Yes
	NBR	New		175'	Yes
	SBL	125' (Striped) Additional Storage in excess of 300'		125'	Yes
	SBT	Continuous		0'	Yes
	SBR	125' (Exclusive) Additional Storage in excess of 300' ¹		75'	Yes
	EBL	125'		75'	Yes
	EBT	Continuous		350'	Yes
	EBR	New		100'	Yes
	WBL	125' (Striped) Additional Storage in excess of 300'		250'	Yes
	WBT	Continuous		375'	Yes
WBR	175'		25'	Yes	

Where: EB = eastbound, WB = westbound, NB = northbound, SB = southbound, L = left-turn, T= through, R = right-turn

Queues rounded up to the nearest vehicle length, assumed to be 25 feet

¹During occasions of peak queuing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 14, most 95th percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage.

- Based on the anticipated 95th percentile queues at OR-18/SE Norton Lane, it is recommended that the existing dual northbound left-turn lanes be extended to provide 225 feet of storage, the new southbound left-turn lane be constructed with 150 feet of storage, and the new southbound

right-turn lane be constructed with least 75 feet of storage (the storage length required for anticipated 2037 95th percentile queues, to be described in more detail later in this report).

- Based on the anticipated 95th percentile queues at OR-18/NE Cumulus Avenue, it is recommended that the new northbound left-turn lanes be constructed with 275 feet of storage, the new northbound right-turn lane be constructed with 200 feet of storage, and the new eastbound right-turn lane be constructed with at least 100 feet of storage (the storage length required for anticipated 2037 95th percentile queues, to be described in more detail later in this report).

Year 2037 Background Traffic Volumes and Conditions

Consistent with the 2022 background traffic volumes, future volumes were derived by applying a 2.2% annual background growth rate to the 2022 existing traffic volumes. However, this growth factor already accounts for development of the site under the existing industrial zoning. Therefore, the growth rate to obtain 2037 background traffic volumes was reduced to approximately 1.5% so as not to double-count site trips through the study intersections.

The 2037 background traffic conditions analysis forecasts the operation of the study area's transportation system with the inclusion of traffic generated by site under the existing industrial zoning. Background traffic conditions were determined by adding the estimated site-generated trips in Table 9 (under existing zoning) and additional 15 years of background growth (at 1.5%) to the year 2022 background traffic volumes for the weekday PM peak hour.

The Kimco Three Mile Lane Rezone trips shown in Table 7 and Appendix H were also included in the Year 2037 background traffic volumes. For a conservative analysis, the East Three Mile Lane Rezone trips shown in Table 8 were not included in 2037 background traffic volumes as the resulting net new trips associated with the zone change are expected to be negative and the proposed rezone was found not to result in a significant effect (Reference 8).

This analysis assumes the implementation of all improvements recommended to mitigate year 2022 total traffic conditions.

Year 2037 Background Operations

Table 15 summarizes the 2037 horizon year background traffic operations for the weekday PM peak hour. Appendix H includes the 2037 background conditions intersection operations analysis worksheets.

Table 15. Estimated 2037 Background Traffic Operations for Weekday PM Peak Hour

	Study Intersection	Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.93
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.02
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	EBL	0.93
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.45
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.31
5	OR-18/SE Norton Lane	0.80	-	0.88
6	OR-18/NE Cumulus Avenue	0.80	-	0.71
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.41
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.97
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.08
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	0.85
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed	

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 15, the following intersections are expected to exceed the applicable performance requirement in 2037 with the addition of background growth:

- The NE 3rd Street/NE Johnson Street intersection (#1) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- The NE Three Mile Lane/NE 1st Street intersection (#2) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street (#3) does not satisfy the City of McMinnville’s standard of a V/C ratio ≤ 0.90.
- OR-18/SE Norton Lane (#5) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.80.
- The OR-18/SE Loop Road intersection (#8) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.90 on the SE Loop Road approach.
- The OR-18/Lafayette Highway intersection (#10) does not satisfy ODOT’s mobility target of a V/C ratio ≤ 0.75 on the Lafayette Highway approach.

Year 2037 Total Traffic Volumes

The 2037 total traffic conditions analysis forecasts the operation of the study area’s transportation system with the inclusion of additional site trips associated with the proposed rezone. Total traffic conditions were determined by adding the difference in site-generated trips between the existing and proposed zoning shown in Table 9 to the year 2037 background traffic volumes for the weekday PM peak hour.

Year 2037 Total Traffic Operations

Table 16 summarizes the 2037 horizon year total traffic operations for the weekday PM peak hour. Appendix I includes the 2037 total conditions intersection operations analysis worksheets.

Table 16. Estimated 2037 Total Traffic Operations for Weekday PM Peak Hour

	Study Intersection	Mobility Target (V/C) ¹	CM	V/C
1	NE 3rd Street/NE Johnson Street	0.90	-	0.95
2	NE Three Mile Lane/NE 1st Street	0.90	-	1.05
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	WBR	0.89
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.46
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.32
5	OR-18/SE Norton Lane	0.80	-	0.88
6	OR-18/NE Cumulus Avenue	0.80	-	0.70
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.43
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	1.05
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	0.86
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed	

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 16, the six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with the proposed rezone, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

Year 2037 Total Traffic Mitigations

Table 17 provides a comparison of 2037 horizon year background and total traffic operations for the weekday PM peak hour.

Table 17. Comparison of 2037 Background and Total Traffic Operations for Weekday PM Peak Hour

	Study Intersection	Mobility Target (V/C) ¹	2037 Background		2037 Total		V/C Change ≤ 0.03? ²	
			CM	V/C	CM	V/C		
1	NE 3rd Street/NE Johnson Street	0.90	-	0.93	-	0.95	Yes	
2	NE Three Mile Lane/NE 1st Street	0.90	EBR	1.02	-	1.05	Yes	
3	NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street	0.90	EBL	0.93	WBR	0.89 ²	Yes	
3A	NE Three Mile Lane/SE Mountain View Lane	0.90	EBL	0.45	EBL	0.46	Yes	
4	SE Norton Lane/NE Cumulus Avenue	0.90	EBL	0.31	EBL	0.32	Yes	
5	OR-18/SE Norton Lane	0.80	-	0.88	-	0.88	Yes	
6	OR-18/NE Cumulus Avenue	0.80	-	0.71	-	0.70 ³	Yes	
7	OR-18/SE Armory Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.41	NBL	0.43	Yes	
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.97	SBL	1.05	No	
9	OR-18/SE Cruickshank Road	major approaches = 0.70 minor approaches = 0.75	NBR	0.08	NBR	0.09	Yes	
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	NB	0.85	NB	0.86	Yes	
11	OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	Closed					

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

²The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #3 by creating more gaps for the critical WBR movement.

³The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #6 by reducing eastbound and westbound through movements for pass-by trips.

As demonstrated in Table 17, the change in capacity at the following five intersections between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J):

- NE 3rd Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

Regardless of the proposed rezone and subsequent development, these five intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations. Therefore, no additional mitigation is recommended as part of this report at these five intersections which continue to exceed applicable agency mobility targets under 2037 mitigated conditions.

The following additional mitigation measures are recommended for implementation in conjunction with the proposed development to account for the long-term impact of the proposed rezone:

- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway. Exhibit 3 illustrates these alternatives. The analysis conservatively assumed that 100% of the southbound left-turn movements at OR-18/SE Loop Road were redistributed to the roundabout at OR-18/Lafayette Highway, though a percentage of trips may choose an alternative route as shown in Exhibit 3.

Exhibit 3. Reroute of Southbound Left-Turns at OR-18/SE Loop Road

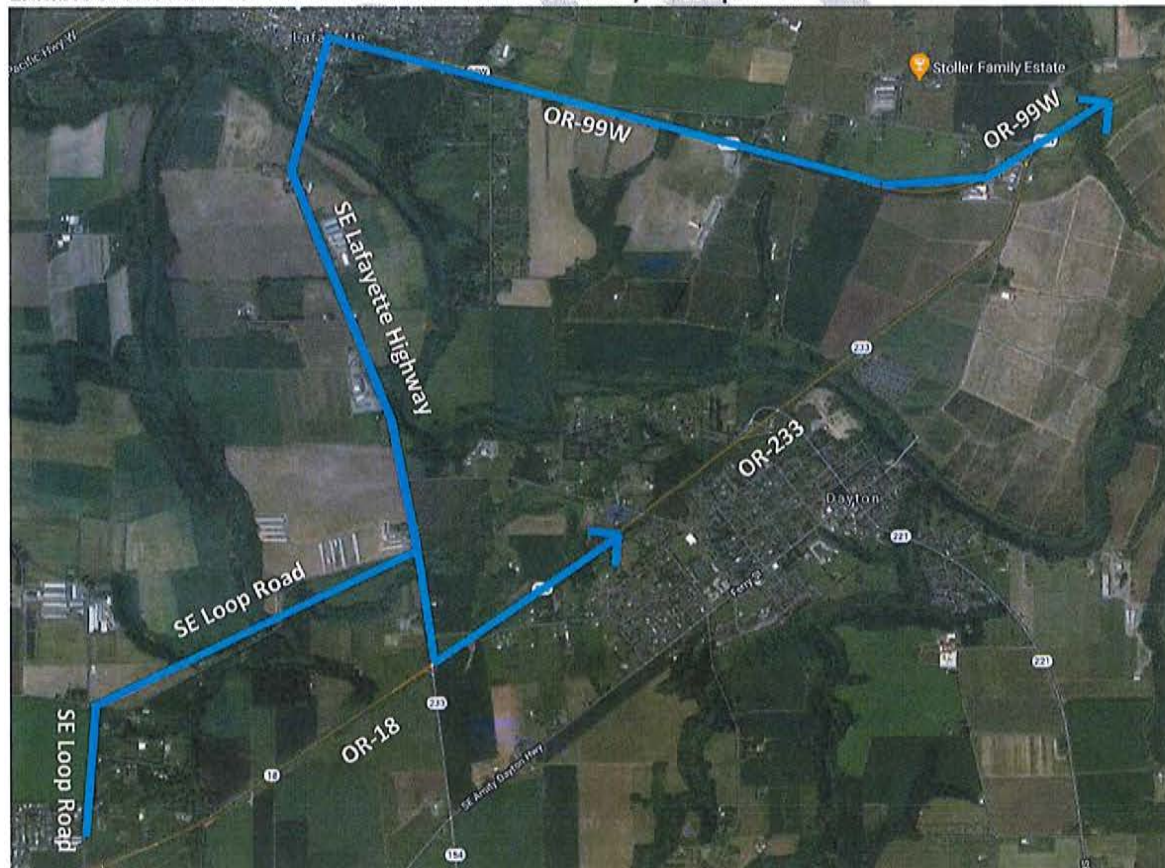


Table 18 summarizes the 2037 total traffic operations for the weekday PM peak hour with the above recommended mitigation. Appendix K includes the 2037 total conditions intersection operations analysis worksheets with mitigation.

Table 18. Estimated 2037 Total Traffic Operations for Weekday PM Peak Hour with Mitigation

	Study Intersection	Mobility Target (V/C) ¹	Mitigation	CM	V/C
8	OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	RIROLI	SBR	0.09
10	OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	Multilane Roundabout with Redistributed Trips	NB	0.87

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right

V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)

CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

As shown in Table 18, with implementation of the recommended mitigation at OR-18/SE Loop Road, the intersection is anticipated to operate acceptably and meet the applicable performance requirement under 2037 total conditions.

The intersection of OR-18/Lafayette Highway is expected to exceed the applicable performance requirement under 2037 total conditions with additional delay associated with the redistribution of southbound left-turns from SE Loop Road to Lafayette Highway. However, the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J).

Year 2037 Total Traffic 95th Percentile Queues

Year 2037 total traffic weekday PM peak hour 95th percentile queues at the OR-18/SE Norton Lane and OR-18/NE Cumulus Avenue intersections with implementation of recommended mitigation measures are summarized in Table 19.

Table 19. Summary of 95th Percentile Queues, 2037 Total Traffic Conditions

Intersection	Movement	Available Queue Storage (feet)	95 th Percentile Queue (feet)		Queue Storage Adequate?
			Weekday PM Peak Hour		
5 OR-18/SE Norton Lane	NBL	150' (dual)	225'		No
	NBTR	Continuous	200'		Yes
	SBL	New	150'		Yes
	SBT	Continuous	25'		Yes
	SBR	New	75'		Yes
	EBL	150'	75'		Yes
	EBT	Continuous	725'		Yes
	EBR	100'	50'		Yes
	WBL	150'	50'		Yes
	WBT	Continuous	1700'		Yes
	WBR	175'	50'		Yes
6 OR-18/NE Cumulus Avenue	NBL (Dual)	New	275'		Yes
	NBTR	Continuous	0'		Yes
	NBR	New	200'		Yes
	SBL	125' (Striped) Additional Storage in excess of 300' ¹	175'		Yes
	SBT	Continuous	0'		Yes
	SBR	125' (Exclusive) Additional Storage in excess of 300' ¹	125'		Yes
	EBL	125'	75'		Yes
	EBT	Continuous	475'		Yes
	EBR	New	100'		Yes
	WBL	125' (Striped) Additional Storage in excess of 300' ¹	225'		Yes
	WBT	Continuous	525'		Yes
	WBR	175'	25'		Yes

Where: EB = eastbound, WB = westbound, NB = northbound, SB = southbound, L = left-turn, T = through, R = right-turn

Queues rounded up to the nearest vehicle length, assumed to be 25 feet

¹During occasions of peak queuing, the southbound through lane may be used for overflow storage from the southbound right-turn lane.

As shown in Table 19, most 95th percentile queues during year 2022 total mitigated traffic conditions would be accommodated by the available storage.

- Based on the anticipated 95th percentile queues at OR-18/SE Norton Lane, it is recommended that the existing dual northbound left-turn lanes be extended to provide 225 feet of storage, the new southbound left-turn lane be constructed with 150 feet of storage, and the new southbound right-turn lane be constructed with least 75 feet of storage.
- Based on the anticipated 95th percentile queues at OR-18/NE Cumulus Avenue, it is recommended that the new northbound left-turn lanes be constructed with 275 feet of storage, the new northbound right-turn lane be constructed with 200 feet of storage, and the new eastbound right-turn lane be constructed with at least 100 feet of storage.

Traffic Operations Summary

Table 20 compares the traffic operations for all scenarios analyzed in this study.

Table 20. Traffic Operations for all Study Scenarios for Weekday PM Peak Hour

Study Intersection	2020 Existing		2022 Background		2022 Background (Mitigated)		Year 2022 Background Mitigations		2022 Total (Mitigated)		Year 2022 Total Mitigations		2037 Background		2037 Total		2037 Total (Mitigated)		Year 2037 Mitigations			
	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C	CM	V/C		
1 NE 3rd Street/NE Johnson Street	-	0.70	-	0.74	-	0.75	-	0.75	-	0.93	-	0.93 ²	-	0.93	-	0.93 ²	-	0.93	-	0.93 ²	-	
2 NE Three Mile Lane/NE 1st Street	EBR	0.98	EBR	>1.10	EBR	>1.10	Signalized	Signalized	EBR	1.02	EBR	1.02 ²	EBR	1.02	EBR	1.02 ²	EBR	1.02	EBR	1.02 ²	EBR	
3 NE Three Mile Lane/SE Nehemiah Lane - NE Cumulus Avenue - NE Pacific Street	WB R	0.74	WB R	0.98	WB R	1.06	RIROLI	RIROLI	WB R	0.61	WB R	0.61	WB R	0.93	WB R	0.89 ³	WB R	0.93	WB R	0.89 ³	WB R	
3A NE Three Mile Lane/SE Mountain View Lane	-	0.90	-	0.18	-	0.18	Redistributed Trips	Redistributed Trips	EBL	0.19	EBL	0.19	EBL	0.45	EBL	0.46	EBL	0.45	EBL	0.46	EBL	
4 SE Norton Lane/NE Cumulus Avenue	EBL	0.21	EBL	0.23	EBL	0.23	-	-	EBL	0.23	EBL	0.23	EBL	0.31	EBL	0.32	EBL	0.31	EBL	0.32	EBL	
5 OR-18/SE Nerton Lane	-	0.80	-	0.83	-	0.76	Signal timing and phasing optimization	Signal timing and phasing optimization	-	0.79	-	0.79	-	0.88	-	0.88 ²	-	0.88	-	0.88 ²	-	
6 OR-18/NE Cumulus Avenue	-	0.80	-	>1.10	-	0.70	Add dual NBL Turn Lanes, EBR Turn Lane, and Signal timing optimization	Add dual NBL Turn Lanes, EBR Turn Lane, and Signal timing optimization	-	0.69	-	0.69	-	0.71	-	0.70 ⁴	-	0.71	-	0.70 ⁴	-	
7 OR-18/SE Army Way	major approaches = 0.80 minor approaches = 0.95	NBL	0.12	NBL	0.18	NBL	0.22	-	NBL	0.22	NBL	0.22	NBL	0.41	NBL	0.43	NBL	0.41	NBL	0.43	NBL	
8 OR-18/SE Loop Road	major approaches = 0.80 minor approaches = 0.90	SBL	0.27	SBL	0.45	SBL	0.56	-	SBL	0.56	SBL	0.56	SBL	0.97	SBL	1.05	SBL	0.97	SBL	1.05	SBL	
9 OR-18/SE Cruldshank Road	major approaches = 0.70 minor approaches = 0.75	NBL	1.09	NBL	>1.10	NBL	0.05	RIROLI	NBL	>1.10	NBL	0.06	RIROLI	NBR	0.08	NBR	0.09	NBR	0.08	NBR	0.09	NBR
10 OR-18/Lafayette Highway	major approaches = 0.70 minor approaches = 0.75	SBT	>1.10	SBT	>1.10	WB	0.61	Multilane Roundabout with Redistributed Trips	SBT	>1.10	WB	0.66	Multilane Roundabout with Redistributed Trips	NB	0.85	NB	0.86	NB	0.85	NB	0.86	NB
11 OR-18/Ash Road	major approaches = 0.70 minor approaches = 0.80	NBL	0.25	NBL	0.48	NBL	0.65	Closed	NBL	0.65	NBL	0.65	Closed	-	-	-	-	-	-	-	-	-

WB= Westbound, SB = Southbound, EB = Eastbound, NB = Northbound, L = Left, T = Through, R = Right
V/C= Intersection volume-to-capacity ratio (signalized) / Critical lane group volume-to-capacity ratio (unsignalized)
CM= Critical Movement

¹Mobility targets at Intersections #7 through #9 provided by ODOT based on Table 6 in the OHP (Reference 1) and the functional classification and location of each section of roadway.

²The change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan - Policy Intent Statements memorandum from ODOT (see Appendix 4).

³The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #3 by creating more gaps for the critical WB movement.

⁴The shift in travel patterns on Three Mile Lane associated with the proposed zone change improve the operating capacity of Intersection #6 by reducing eastbound and westbound through movements for pass-by trips.

TRANSPORTATION PLANNING RULE ANALYSIS

The Transportation Planning Rule (TPR, Oregon Administrative Rule (OAR) 660-012-0060) analysis identifies how the study area’s transportation system would operate in the year 2037 under the existing industrial zoning of M-L and the proposed commercial zoning of C-3 during the weekday PM peak hour. OAR 660-012-0060(1) and (2) establish a two-step process for evaluating an amendment’s impacts on roads. The first step in assessing an amendment’s potential transportation impact is to compare the trip generation potential of the site assuming a “reasonable worst-case” development scenario under the existing and proposed zoning. If the trip generation potential increases under the proposed zoning, additional operational analysis is required to assess whether the rezone will “significantly affect” the transportation system.

Summary of Applicable Oregon Administrative Rule Criteria

OAR Section 660-12-0060 of the TPR sets forth the relative criteria for evaluating plan and land use regulation amendments. Table 20 summarizes the criteria in Section 660-012-0060 and the applicability to the proposed zoning designation change application.

Table 21. Summary of Criteria in OAR 660-012-0060

Section	Criteria	Applicable?
1	Describes how to determine if a proposed land use action results in a significant effect.	Yes
2	Describes measures for complying with Criteria #1 where a significant effect is determined.	Yes
3	Describes measures for complying with Criteria #1 and #2 without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility.	Yes
4	Determinations under Criteria #1, #2, and #3 are coordinated with other local agencies.	Yes
5	Indicates that the presence of a transportation facility shall not be the basis for an exception to allow development on rural lands.	No
6	Indicates that local agencies should credit developments that provide a reduction in trips.	No
7	Outlines requirements for a local street plan, access management plan, or future street plan.	No
8	Defines a mixed-use, pedestrian-friendly neighborhood.	No
9	A significant effect may not occur if the rezone is identified on the City’s Comprehensive Plan and assumed in the adopted Transportation System Plan.	No
10	Agencies may consider measures other than vehicular capacity if within an identified multimodal mixed-use area (MMA).	No
11	Allows agencies to override the finding of a significant effect if the application meets the balancing test.	No

As shown in Table 20, there are eleven criteria that apply to Plan and Land Use Regulation Amendments. Of these, only Criteria #1 through #4 are applicable to the proposed land use action. These criteria are provided below in italics with our response shown in standard font.

OAR 660-12-0060(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10)

of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Response: As demonstrated in the transportation impact analysis detailed in this report, the impact of the 335 additional site-generated trips associated with reasonable worst-case development for the proposed commercial rezoning during the weekday PM peak hour (See Table 6) is expected to have a “significant effect” under year 2037 conditions.

OAR 660-12-0060(2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.

(a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.

(b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.

(c) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.

(d) Providing other measures as a condition of development or through a development agreement or similar funding method, including, but not limited to, transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to this subsection will be provided.

(e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations, if:

(A) The provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all performance standards;

(B) The providers of facilities being improved at other locations provide written statements of approval; and

(C) The local jurisdictions where facilities are being improved provide written statements of approval

Response: As demonstrated in the transportation impact analysis detailed in this report (see Table 17), there is one intersection anticipated to exceed mobility targets at which the proposed rezone has a “significant effect” on intersection operations under year 2037 conditions:

1. OR-18/SE Loop Road

The impact of site-generated trips associated with the proposed rezone can be mitigated by implementing the mitigation measures recommended in the prior sections of this report.

OAR 660-12-0060 (3) Notwithstanding sections (1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity and performance standards of the facility where:

(a) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve

consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the adopted TSP;

(b) Development resulting from the amendment will, at a minimum, mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;

(c) The amendment does not involve property located in an interchange area as defined in paragraph (4)(d)(C); and

(d) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local government may proceed with applying subsections (a) through (c) of this section.

Response: As demonstrated in the transportation impact analysis detailed in this report (see Table 17), there are five intersections anticipated to exceed mobility targets at which the proposed rezone does not have a “significant effect” on intersection operations under year 2037 conditions:

1. NE 3rd Street/NE Johnson Street
2. NE Three Mile Lane/NE 1st Street
3. NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
4. OR-18/SE Norton Lane
5. OR-18/Lafayette Highway

While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-term impact on intersection operations. The change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C, and therefore considered to be an insignificant impact per the guidance provided in the May 25, 2011, Oregon Highway Plan – Policy Intent Statements memorandum from ODOT (see Appendix J). Therefore, no additional mitigation is recommended as part of this report at these three intersections which continue to exceed applicable agency mobility targets under 2037 mitigated conditions.

OAR 660-12-0060 (4) Determinations under sections (1)–(3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.

Response: The transportation impact study and TPR analysis for this project have been coordinated with the City of McMinnville and ODOT Region 2.

SUMMARY OF FINDINGS

Year 2020 Existing Conditions

- Three of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway
- The recent five-year crash history of the following three study intersection exceeds statewide 90th percentile crash rates:
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway
 - OR-18/Ash Road

Year 2022 Background Conditions

- The City of McMinnville provided information regarding three recently completed land use actions in the vicinity of the study area (Ordinance 5072, Planned Development Amendment PDA 3-19, and Conditional Use Permit CU 3-19) in the vicinity of the study area. These are generally consistent with existing zoning, and therefore determined to be included in the 2.2% growth rate associated with the land use assumptions in the TSP.
- The following pending zone change applications were included as in-process developments:
 - Kimco Three Mile Lane Rezone
 - The Springs Living (East) Three Mile Lane Rezone
- Six of the eleven study intersections were found to exceed the applicable review agency mobility targets:
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane
 - OR-18/SE Norton Lane
 - OR-18/NE Cumulus Avenue
 - OR-18/SE Cruickshank Road
 - OR-18/Lafayette Highway

Proposed Development Plan

- The 21.11-acre site is currently zoned M-L (Limited Light Industrial), and the applicant is proposing to rezone to C-3 (General Commercial).

Year 2022 Total Conditions

- The six study intersections that do not satisfy applicable review agency mobility targets under 2022 background conditions experience additional delay with site development.

Year 2037 Background Conditions (Without Proposed Zone Change)

- Assuming the recommendations to mitigate 2022 site impacts are in place, six of the nine study intersections were found to exceed the applicable review agency mobility targets in the planning horizon year 2037, which was selected to represent fifteen years after opening per guidance in the Oregon Highway Plan (OHP, Reference 1):
 - NE 3rd Street/NE Johnson Street
 - NE Three Mile Lane/NE 1st Street
 - NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
 - OR-18/SE Norton Lane
 - OR-18/SE Loop Road
 - OR-18/Lafayette Highway

Year 2037 Total Conditions (With Proposed Zone Change)

- The six intersections that do not satisfy applicable review agency mobility targets under 2037 background conditions experience additional delay with site development, with the exception of the NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street intersection at which the shift in travel patterns associated with the zone change improve the operating capacity of the intersection.

RECOMMENDATIONS

The following mitigation measures are recommended for implementation in conjunction with the proposed development and to address impacts of the proposed zone change:

- NE Three Mile Lane/NE 1st Street
 - Install a traffic signal.
- NE Three Mile Lane/SE Nehemiah Lane
 - Restrict left-turns from the minor approaches onto Three Mile Lane (left-turns from Three Mile Lane can be maintained). Alternative access can be provided to the approximately ten homes south of Three Mile Lane via an enhanced connection to SE Mountain View Lane. North of Three Mile Lane, there is alternative access to OR-18 via SE Norton Lane.

- OR-18/SE Norton Lane
 - Modify existing signal and redevelop southbound shared through/right-turn lane into a 75-foot exclusive southbound right-turn lane. Redevelop the second northbound exit lane into a 150-foot exclusive southbound left-turn lane (allowing the northbound and southbound left-turns to run concurrently with protected phasing). Extend dual northbound left-turn lanes from 150 feet (existing) to 225 feet. Add right-turn overlaps to all exclusive right-turn lanes (southbound, eastbound, and westbound). Optimize signal timing to reduce queues on the minor approaches.
- OR-18/NE Cumulus Avenue
 - Modify the existing traffic signal and construct a 100-foot exclusive eastbound right-turn lane, 275-foot dual northbound left-turn lanes (left-turns from NE Cumulus Avenue should have protected phasing) and a 200-foot exclusive northbound right-turn lane. Optimize signal timing to provide additional time to eastbound and westbound through movements.
- OR-18/SE Loop Road
 - Restrict southbound left-turns from SE Loop Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via SE Lafayette Highway.
- OR-18/SE Cruickshank Road
 - Restrict northbound left-turns from SE Cruickshank Road onto OR-18 (left-turns from OR-18 can be maintained). This improvement is consistent with the 1996 McMinnville (OR-18) Corridor Refinement Plan (Reference 2) and alternative access to OR-18 is provided via OR-99W/OR-18 interchange, SE Lafayette Highway, and/or the OR-221/OR-18 interchange.
- OR-18/Lafayette Highway
 - The Yamhill County Transportation System Plan (TSP, Reference 3) includes a future project at OR-18/Lafayette Highway to construct a multi-lane roundabout. The total cost of the project is estimated at \$8 million. The project would also include the closure of Ash Street connections to OR-18. A proportionate share program could be considered to develop a fee per trip through the OR-18/Lafayette Highway intersection. The proposed rezone would contribute 5.91% of the Total Entering Vehicles (TEV) anticipated at the roundabout in year 2022.

The proposed rezone can be approved without creating significant impacts per OAR 660-012-0060 assuming these mitigation measures are implemented.

Regardless of the proposed subsequent development, the following intersections should continue to be monitored by the responsible agency and may require additional mitigation in future years based on Year 2037 conditions. While these locations are projected to require additional mitigation in the future as a function of continued local and regional growth, the proposed zone change has a negligible long-

term impact on intersection operations (the change in capacity between 2037 background and 2037 total traffic conditions is less than or equal to +0.03 V/C):

- NE 3rd Street/NE Johnson Street
- NE Three Mile Lane/NE 1st Street
- NE Three Mile Lane/SE Nehemiah Lane – NE Cumulus Avenue – NE Pacific Street
- OR-18/SE Norton Lane
- OR-18/Lafayette Highway

Please contact us if you need any additional information regarding our analyses.

DRAFT

REFERENCES

- 1.) Oregon Department of Transportation. *1999 Oregon Highway Plan*. May 2015 Update
- 2.) City of McMinnville. *McMinnville Corridor Refinement Plan*. February 1996
- 3.) Yamhill County. *Yamhill County Transportation System Plan*. 2015
- 4.) Kittelson & Associates. *Kimco Three Mile Lane Rezone Transportation Impact Analysis*. December 2020
- 5.) City of McMinnville. *City of McMinnville Transportation System Plan*. 2010
- 6.) Transportation Research Board. *Highway Capacity Manual 6th Edition*. 2016
- 7.) Oregon Department of Transportation. *Analysis Procedures Manual Version 2*. March 2020 Update
- 8.) Kittelson & Associates. *East Three Mile Lane Rezone Transportation Impact Analysis*. November 2021
- 9.) Institute of Transportation Engineers. *Trip Generation Manual, 10th Edition*. 2017
- 10.) U.S. Department of Transportation Federal Highway Administration. *Manual on Uniform Traffic Control Devices*. 2009 Edition. 2009

APPENDICES

- Appendix A – Crash Data
- Appendix B – Traffic Count Data
- Appendix C – 2020 Existing Traffic Volumes and Analysis
- Appendix D – 2022 Background Traffic Volumes and Analysis
- Appendix E – 2022 Total Traffic Volumes and Analysis
- Appendix F – 2022 Mitigated Background Traffic Analysis
- Appendix G – 2022 Mitigated Total Traffic Analysis
- Appendix H – 2037 Background Traffic Volumes and Analysis
- Appendix I – 2037 Total Traffic Volumes and Analysis
- Appendix J – Oregon Highway Plan Policy Intent Statements
- Appendix K – 2037 Mitigated Total Traffic Analysis

Appendix A Crash Data

Appendix B Intersection Turning
Movement Count Data

Appendix C 2020 Existing Traffic Volumes
and Analysis

Appendix D 2022 Background Traffic
Volumes and Analysis

Appendix E 2022 Total Traffic Volumes and
Analysis

Appendix F 2022 Mitigated Background
Traffic Analysis

Appendix G 2022 Mitigated Total Traffic
Analysis

Appendix H 2037 Background Traffic
Volumes and Analysis

Appendix I 2037 Total Traffic Volumes and
Analysis

Appendix J 2037 Mitigated Total Traffic
Analysis

Appendix K Oregon Highway Plan Policy
Intent Statements

THREE MILE LANE PREFERRED ALTERNATIVE

