

# NORTHEAST GATEWAY PLAN



FINAL DRAFT, MARCH 2012

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# EXECUTIVE SUMMARY

## OVERVIEW

The Northeast Gateway Plan is an infill and redevelopment plan that addresses current and future transportation needs and guides future development to achieve an integrated, mixed-use, pedestrian-oriented neighborhood over the course of the next 20-30 years. The Plan seeks to efficiently use land, complement surrounding development, and create a close-in working neighborhood within walking distance of downtown. This Plan presents the vision for this neighborhood as determined by the community and provides the specific direction, tools, and best management practices necessary to implement this vision.

The Northeast Gateway District is a 75-acre area that occupies a prime location northeast of downtown McMinnville. While the area has strong redevelopment potential, there is a lack of street connectivity, paved streets, bicycle facilities, and sidewalks that hinder walking and cycling activity throughout the District and discourages redevelopment. The area is bordered by NE 3rd Street to the south, NE 14th Street to the north, the Portland and Western Railroad to the west, and Logan Street and Lafayette Avenue (inclusive of properties fronting Lafayette) to the east.

The Northeast Gateway Plan is the result of an interactive community planning process and includes a vision for the area, an urban design framework, and improvements to land use, circulation, streetscape, and infrastructure. The vision for Northeast Gateway was developed iteratively through discussions with stakeholders, the Northeast Gateway Advisory Committee, and the community at large, as well as thorough analysis of the existing physical and market conditions of the District. A brief summary of each of the Plan's major components follows.



## VISION

In the future, Northeast Gateway will be viewed as a unique destination that reflects the authenticity of historic and current uses within the area – a place where things are crafted, experienced and enjoyed – a place to live, work and play.

Transformed over time by public and private investment, Northeast Gateway will possess a number of additional key characteristics, including:

- vibrancy and economic vitality;
- a mix of residential, employment, cultural/tourism uses and support services;
- attractive and affordable to a broad section of the community;
- walkability and accessibility by many modes of transportation;
- a range of neighborhood-scale support services making it possible to meet most daily needs within a convenient distance; and
- attractive streetscaping and signage, signaling a sense of arrival to someplace special.

## URBAN DESIGN FRAMEWORK

The urban design framework provides the physical structure of the area and describes how various urban elements will interact in order to achieve the vision. It was derived from the vision statement and community input. The components of the urban design framework are:

- Granary District Focus
- Alpine Avenue Improvements
- Lafayette Avenue Improvements
- Gateways and Wayfinding Improvements
- East/West Connections
- Reconnecting the Street Grid
- Railroad Multi-Use Trail



## LAND USE

The vision and urban design framework describe a District comprised of different but complementary uses that would be distributed throughout the District through the use of sub-areas in which these uses would predominate. This scheme is consistent with the vision for a vibrant, compact, mixed-use district in which people can live, work, shop and play. These sub-areas of uses include:

- Mixed-Use Residential
- Mixed-Use Employment
- Mixed-Use Commercial
- Residential/Civic

## CIRCULATION

Improvements to the transportation network as described in the urban design framework will improve access to the Northeast Gateway District and allow efficient circulation of pedestrians, cyclists, automobiles, and trucks.

- The completed grid system will provide multiple routes to destinations and help to minimize congestion on Lafayette Avenue, which is currently the primary route for all traffic in the District. Multiple routes will also provide a hierarchy of streets that offer alternative facilities for pedestrians and cyclists, local traffic, and through traffic and trucks.

Figure 4 - Urban Design Framework  
Refer to page 2.2 for more detail and a larger graphic.

- An improved Alpine Avenue will provide a low traffic, pedestrian friendly connection between downtown and destinations throughout the District, while Lafayette Avenue will continue to serve vehicles as an arterial and freight route with pedestrian safety improvements.
- The proposed multi-use path along the railroad right-of-way will provide a direct route with few intersections or interactions with vehicles for non-motorized commuters and recreational users.
- New east-west connections will improve circulation between neighborhoods on both sides of the Northeast Gateway District. The local street grid will also improve emergency vehicle access.

## STREETSCAPE

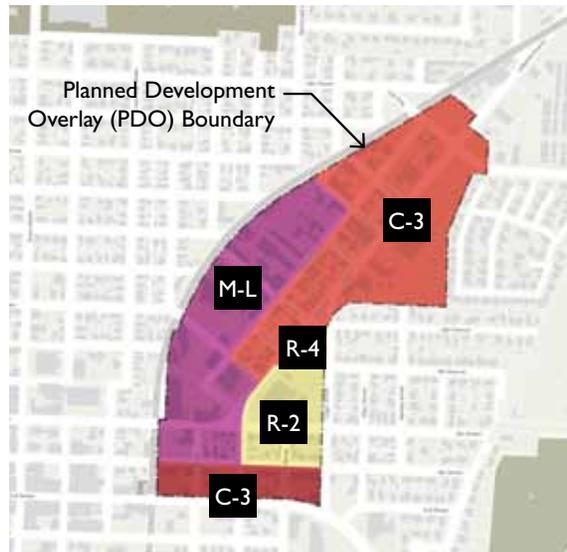
The streets in Northeast Gateway should have a consistent streetscape design that enhances the character of the area in support of the vision. While Alpine and Lafayette Avenues should have a distinctive section and design, all of the streets in the District should have a similar or complementary set of streetscape elements to unify the area. The elements should include:

- Decorative street furnishings and utilities
- Gateways and wayfinding
- Street crossing improvements

## ACTION PLAN CONCEPT

The Action Plan to carry out the Northeast Gateway Plan focuses on the following:

- Changes to the City’s comprehensive plan, development code and implementing ordinances;
- Future transportation system improvements;
- Development and community projects important for creating a climate of investment within the area;
- Actions to be taken and partnerships to be formed;
- Sources of funding for improvements within the area; and a
- Time frame for initiating key actions and projects.



## REGULATORY IMPROVEMENT STRATEGY

Regulatory improvements include changes to the McMinnville Comprehensive Plan and the Development Code as noted below.

- Adopt the Northeast Gateway Plan as a refinement plan of the McMinnville Comprehensive Plan and re-designate the entire Northeast Gateway area to a new Comprehensive Plan designation titled Northeast Gateway District.
- Amend the Comprehensive Plan text to add policies pertaining to Northeast Gateway to Chapter IX, Urbanization under “Land Use Development Tools.”
- Create and adopt a new Northeast Gateway Planned Development Overlay (PDO) zone that would apply to the entire area addressed in the Northeast Gateway Plan.
- Use existing city zones in the area. The Northeast Gateway PDO would describe permitted uses, prohibited uses, and design standards that supplement the base zoning and implement the Plan.
- Retain the R-2 and R-4 zoning and most of the C-3 zoning in the area. All M-1, M-2, and R-4 properties should be rezoned to either C-3 or M-L zones as shown in Figure 17.

Figure 17 - Northeast Gateway PDO Zoning  
Refer to page 3.3 for more detail and a larger graphic.

## INCREMENTAL IMPLEMENTATION STRATEGY

The Incremental Implementation Strategy is a renewable/rolling, short-term action plan that is annually updated, with a regularly-scheduled monitoring and updating process and a supporting budget. It is an assemblage of objectives and a game plan of short-term and medium-range projects, actions and partnerships for achieving them, prioritized with regard to relative timing (e.g., short-term: 1-3 years; near-term: 4-6 years; and long-term: seven years and beyond). The strategy includes:

- Funding, Administrative & Organizational Actions
- Granary District Development Plan
- Industrial Use Transition
- Streetscape and Gateway Plan
- Alpine Avenue Improvements
- Lafayette Avenue Improvements
- North End Catalyst Project (Mixed-Use Residential)
- Cook School Future Plans
- Railroad Trail

In conclusion, this Plan represents the community’s official framework and guide for the revitalization of the Northeast Gateway area into a thriving, mixed-use neighborhood that is close-in and complementary to downtown.



# INTRODUCTION

## PURPOSE OF PROJECT

The Northeast Gateway Plan is an infill and redevelopment plan that addresses current and future transportation needs and guides future development to achieve an integrated, mixed-use, pedestrian-oriented neighborhood over the course of the next 20-30 years. The Plan seeks to efficiently use land, complement surrounding development, and create a close-in working neighborhood within walking distance of downtown. This Plan presents the vision for this neighborhood as determined by the community and provides the specific direction, tools, and best management practices necessary to implement this vision.

## STUDY AREA

The Northeast Gateway District is a 75-acre area bordered by NE 3rd Street to the south, NE 14th Street to the north, the Portland and Western Railroad to the west, and Logan Street and Lafayette Avenue (inclusive of properties fronting Lafayette) to the east.

## DOCUMENT CONTENTS

This document is divided into three sections: Introduction, Plan, and Implementation. The Plan section describes all the elements of what should be improved in the physical environment to achieve the vision. The Implementation section describes how to achieve those improvements through a programmatic strategy of projects to be undertaken by the City and its project partners.

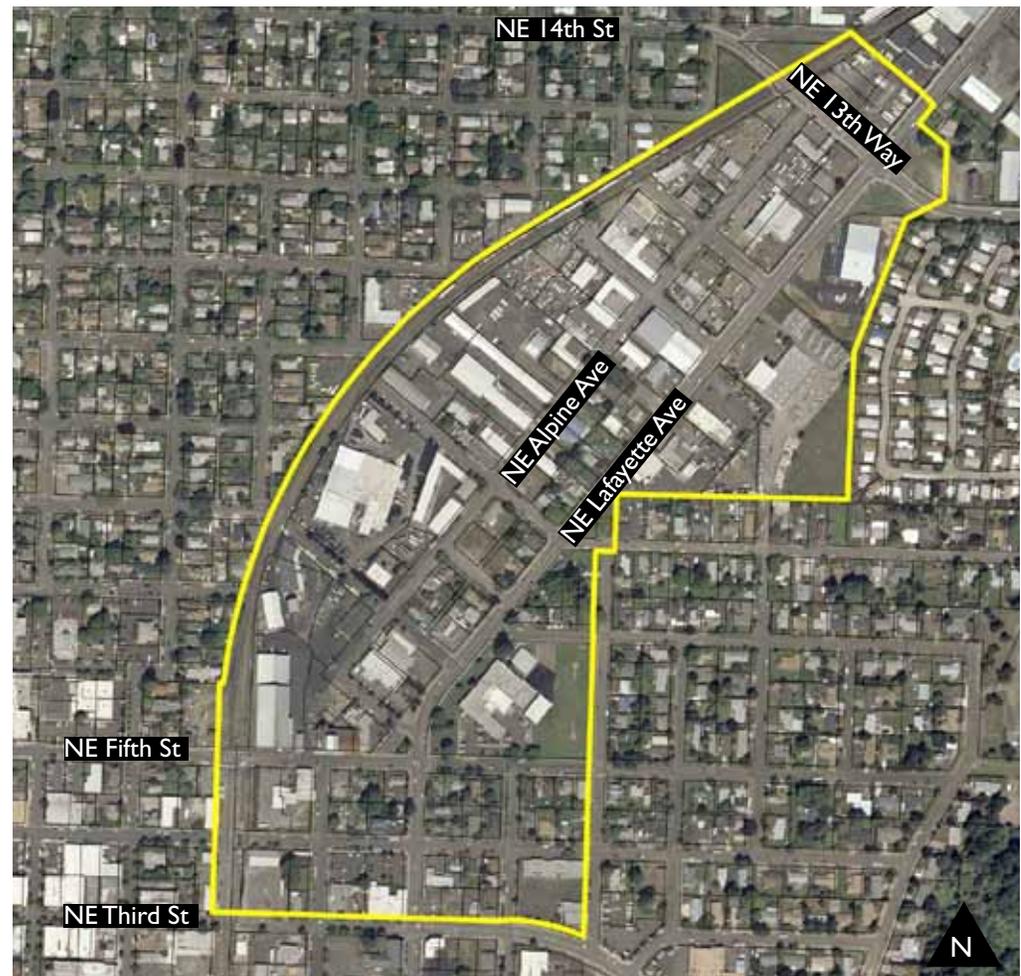


Figure 1 - Northeast Gateway Study Area

# PLANNING PROCESS

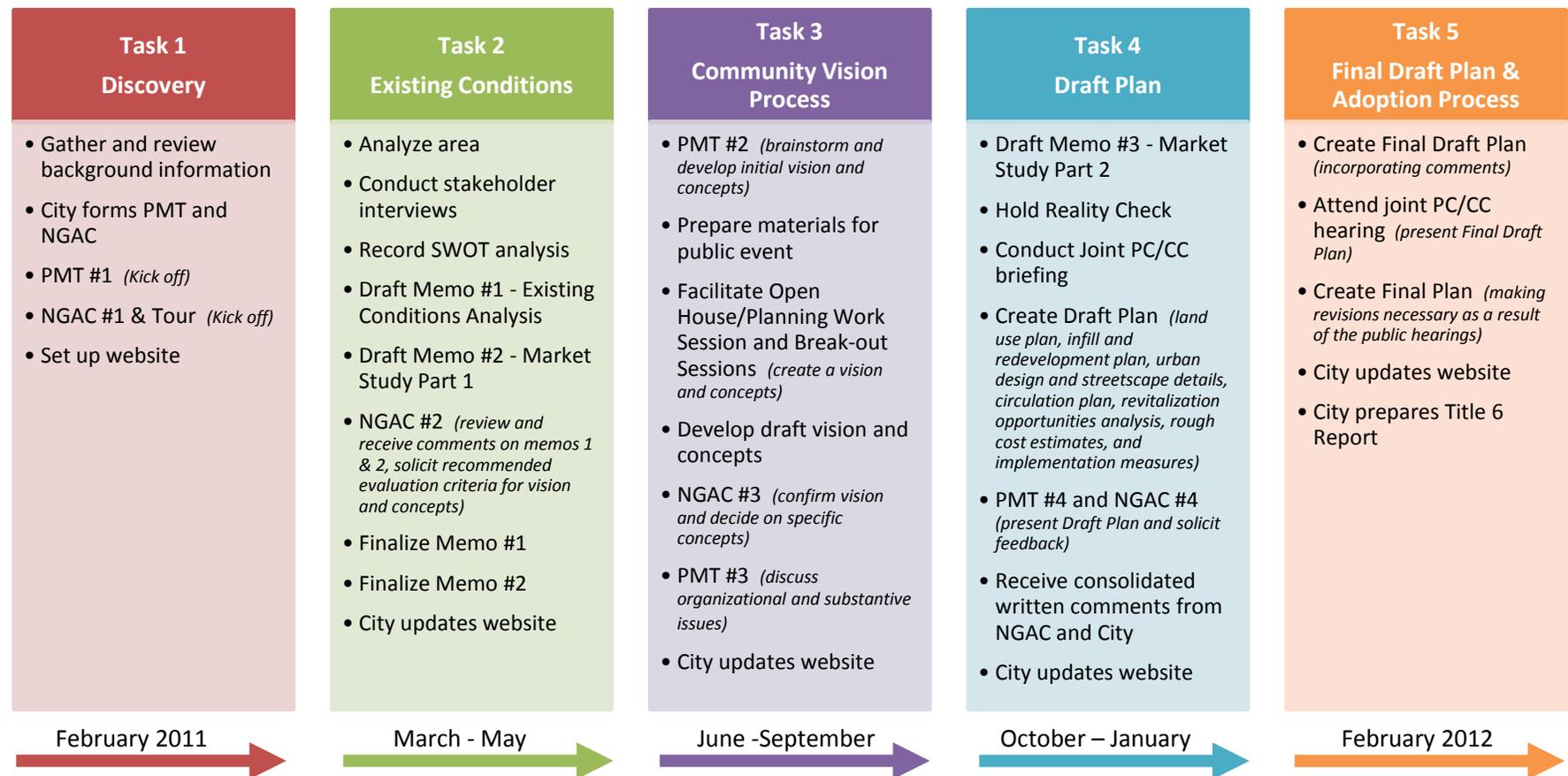
The planning process was divided into five major tasks: Discovery, Existing Conditions Analysis, Community Visioning, Draft Plan, and Final Plan and Adoption. The elements of each task are shown in the chart below.

As one of the first steps in the process, a Project Management Team (PMT) and a Northeast Gateway Advisory Committee (NGAC) were formed. The PMT consisted of the project leaders and project managers from

the City of McMinnville and the consultant team as well as the project's Transportation and Growth Management (TGM) Program Grant Manager. The PMT met at strategic points in the process to make critical decisions in project direction.

The NGAC was comprised of community leaders and stakeholders from the District and the City. The membership represented business, residential, and general community interests.

The role of the NGAC was to represent the public viewpoint in discussions, review and comment on project reports and presentation materials, provide technical and regulatory advice according to their expertise, and disseminate information regarding the project to others in the community to solicit input on issues and recommended solutions. The NGAC met during each of the major tasks.



# CONTEXT

The Northeast Gateway District is a 75-acre area that occupies a prime location northeast of downtown McMinnville. While the area has strong redevelopment potential, there is a lack of street connectivity, paved streets, bicycle facilities, and sidewalks that hinders walking and cycling activity throughout the District and discourages redevelopment.

The Northeast Gateway District was originally platted as the Oak Park Addition for new residential lots in 1890 with a highly connected, fine-grained urban pattern of streets. The plat oriented the street grid between the railroad tracks and Lafayette Avenue to Lafayette's diagonal alignment, which created a unique characteristic for the area that is not seen anywhere else in the city.

Quickly, the area transitioned to industrial uses and became the original industrial core for the City of McMinnville. Over time, industry has largely moved to more suitable areas and the Northeast Gateway District has become underutilized. Today, it contains residual heavy industrial businesses, including a roofing business, rubber manufacturer, sheet metal shop, cabinet business, and a wrecking yard.



Figure 2 - City of McMinnville showing Northeast Gateway District

In addition, there are commercially zoned properties along Lafayette Avenue and several isolated residential properties scattered throughout the District.

Presently, the study area serves as an entry into the city core; however, it is made up of quite a few distinct and disconnected areas roughly characterized and described below as the southern, middle and northern portions of the District.

As an extension of the downtown street grid, the southern section of the study area is located on the east side of McMinnville's bustling downtown main street. It is part of the entrance sequence into the downtown for people arriving from the east on SE Three Mile Lane.

The middle and north sections of the study area are bordered by the railroad tracks, Lafayette Avenue, and residential neighborhoods to the north, west, and east. Due to the barrier-like character of the railroad and Lafayette Avenue, this part of the study area belongs to neither of the adjacent neighborhoods, but rather forms its own fragment in the structure of the city. This is both a constraint and an opportunity for future redevelopment of the north end of the project site. In addition, the northern portion of the study area plays a role in the arrival sequence for people arriving from the north along Lafayette Avenue.

It should be noted that the historic nature of portions of Northeast Gateway provides a unique opportunity to inform future

development and help shape the District's character. Buchanan Cellars, Cook School, and the Huberd Shoe Grease building are representative of the historic and cultural facilities that add to the unique flavor of the area. Additionally, the City has a historic preservation program that affords both recognition and some protections for several resources within the study area that have been designated as historically significant or distinctive.



*Established businesses extend from downtown*



*Established businesses along Lafayette Avenue*

Recent development concentrated in and around the Granary District has led to increased interest in the Northeast Gateway project area. The Granary District, which is a mixed-use development of retail, wineries, and artisan space, along with several other long-standing and viable craft businesses, has proven the potential for the area to develop into a unique and desirable live-work neighborhood.



*Alpine Avenue near NE 13th Street*



*Railroad right-of-way and barricades near NE 12th Street*

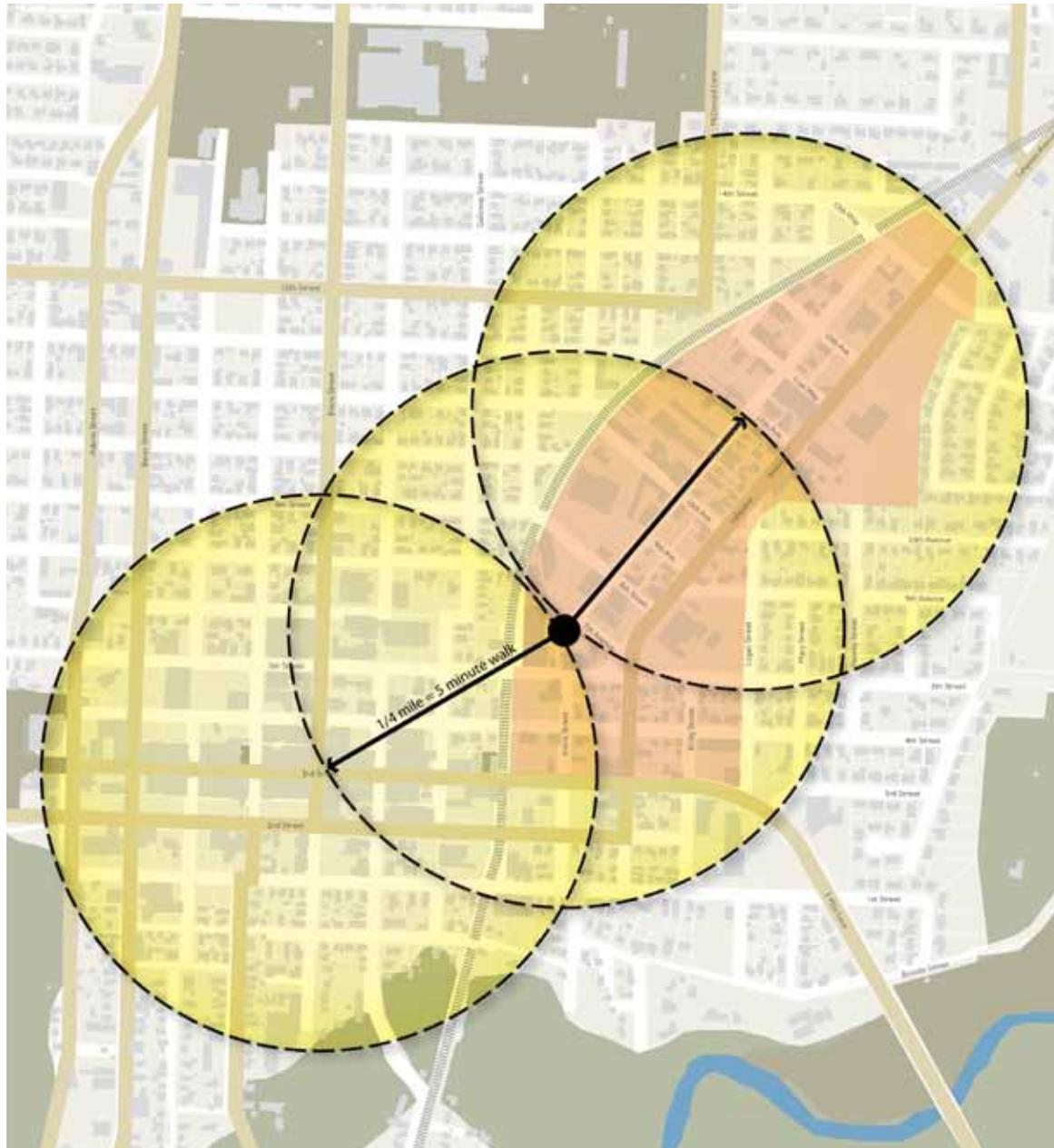


Figure 3 - Walkability of Northeast Gateway

For planning purposes, a dimension of  $\frac{1}{4}$  mile is important to consider. This 1320-foot dimension is the minimum that average people can and will cover in a 5 -10 minute walk. As shown in Figure 3, the length of Northeast Gateway is a little less than three  $\frac{1}{4}$  mile walks (15-30 minutes;  $\frac{3}{4}$  mile) and the width is just short of one  $\frac{1}{4}$  mile walk. These dimensions suggest that theoretically the site is small enough to be a pedestrian destination from surrounding areas or an origin for pedestrian trips to surrounding destinations, such as NE 3rd Street in downtown, the high school, St. James Catholic School, and surrounding neighborhoods.



## OVERVIEW

The Northeast Gateway Plan is the result of an interactive community planning process and includes a vision for the area, an urban design framework, and improvements to land use, circulation, streetscape, and infrastructure. The vision for Northeast Gateway was developed iteratively through discussions with stakeholders, the Northeast Gateway Advisory Committee, and the community at large, as well as thorough analysis of the existing physical and market conditions of the District.

The vision informed the development of an urban design framework that provides the physical structure for the area and a foundation upon which the improvements to land use, circulation, streetscape, and infrastructure are founded.

The land use plan and development program describe the types and locations for different residential, commercial, and employment uses throughout the District to support the vision. The circulation plan includes improvements for vehicular and freight traffic, pedestrian and

bicycling activity, and general safety improvements. Streetscape improvements include creating streets of character and increasing the attractiveness and safety of the area. The infrastructure plan identifies necessary improvements to the utilities and roads to support the land use, circulation, and streetscape recommendations.



Second of two public meetings - August 16, 2011

## VISION

In the future, Northeast Gateway will be viewed as a unique destination that reflects the authenticity of historic and current uses within the area – a place where things are crafted, experienced and enjoyed – a place to live, work and play.

Transformed over time by public and private investment, Northeast Gateway will possess a number of additional key characteristics, including:

- vibrancy and economic vitality;
- a mix of residential, employment, cultural/ tourism uses and support services;
- attractive and affordable to a broad section of the community;
- walkability and accessibility by many modes of transportation;
- a range of neighborhood-scale support services making it possible to meet most daily needs within a convenient distance; and
- attractive streetscaping and signage, signaling a sense of arrival to someplace special.

# URBAN DESIGN FRAMEWORK

## OVERVIEW

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- Granary District Focus
- Alpine Avenue Improvements
- Lafayette Avenue Improvements
- Gateways and Wayfinding
- East/West Connections
- Reconnecting the Street Grid
- Railroad Multi-Use Trail

These components address the unique character of the area; movement of pedestrians, cyclists, and cars; connectivity to, from, and throughout the District; and providing places for gathering and recreation. The components are further described individually in the pages that follow; however, they are not discrete pieces, but rather layers that build upon one another and work together to achieve the vision.



Figure 4 - Urban Design Framework

# GRANARY DISTRICT



The Granary District is a catalyst for transformation. It has set a standard for the character for the Northeast Gateway and should be complemented, but not imitated as the greater area develops. The public realm (streets, gathering space, and the exterior of buildings) of the Granary District should continue to emphasize that distinct character and strive for a high quality environment that is primarily pedestrian, but allows for vehicular access for loading and parking.

As the core of the area, a central gathering space or plaza should be located in the Granary District or very close by. Consider curb-less, shared street design techniques, especially as a connection to Alpine Avenue. Make parking less formal and emphasize pedestrian quality. Utilize the space to demonstrate innovative and sustainable storm water practices in an interactive way by capturing, retaining, and treating local storm water from rooftops and impervious surfaces.



# ALPINE AVENUE IMPROVEMENTS



Alpine will be the central spine and primary pedestrian route through the District. It should be a unique street that complements the craft workshop atmosphere of the businesses along Alpine and within the Granary District. The design of Alpine should consider curb-less, shared space road treatments, as well as sustainable storm-water facilities.

Closest to the Granary District, Alpine should be a “festival street,” which is a flexible space

for cars, bikes, and pedestrians that can easily be blocked off for festivals. It would be wired for electricity for setting up booths and entertainment. North of the festival street treatment, the design could give way to a “woonerf” (a Dutch term that means “living street”), which is similar in that it is a curb-less, shared road space, with low speed limits to improve pedestrian, bicycle, and automobile safety.



# LAFAYETTE AVENUE IMPROVEMENTS

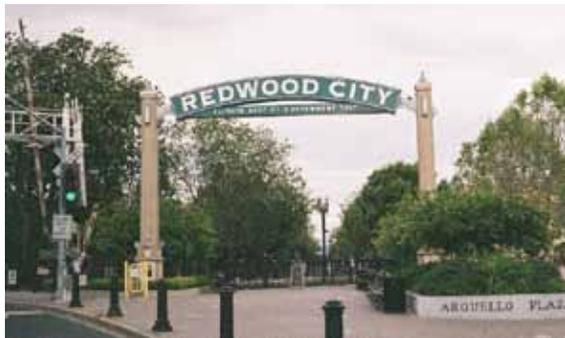


Lafayette Avenue is an important connection and through-way for local residents, and a key route for the movement of goods and services to and through the community; however, improvements should be made to make it a more attractive and safe street for motorists, cyclists, and pedestrians. Even though it serves mainly an automobile and freight movement function, there are a number of tools that can be used to improve its appearance, such as well-maintained sidewalks, landscaping,

decorative lighting, and signage. Burying the overhead power and communication lines would also have a significant positive impact on the visual quality of the street. Increasing pedestrian safety can be achieved by making the pedestrian more visible through illuminated crosswalk warning devices and medians, which can also make the corridor more attractive overall. The pedestrian zone should be buffered from the cars through landscaping and street trees.



# GATEWAYS



Gateway features help define neighborhoods and districts through the design of landscape, building, or art installations to symbolize an entrance or arrival to a special area or place. If they are unique and attractive, gateways help to establish the district's identity and send a signal, to visitors and residents alike, that the area is a special place that takes pride in itself. Gateways often feature physical structures, such as landmarks, public art, special signs, and

highly visible archways or other drive-through entries. Gateways may also feature landscaping or signs and structures that evoke pride in the district's history or unique character. With respect to location, gateways should emphasize transitions between the Northeast Gateway District and downtown at 3rd and 5th Streets, the neighborhood at 8th and 13th Streets, and along major intersections on Lafayette Avenue.

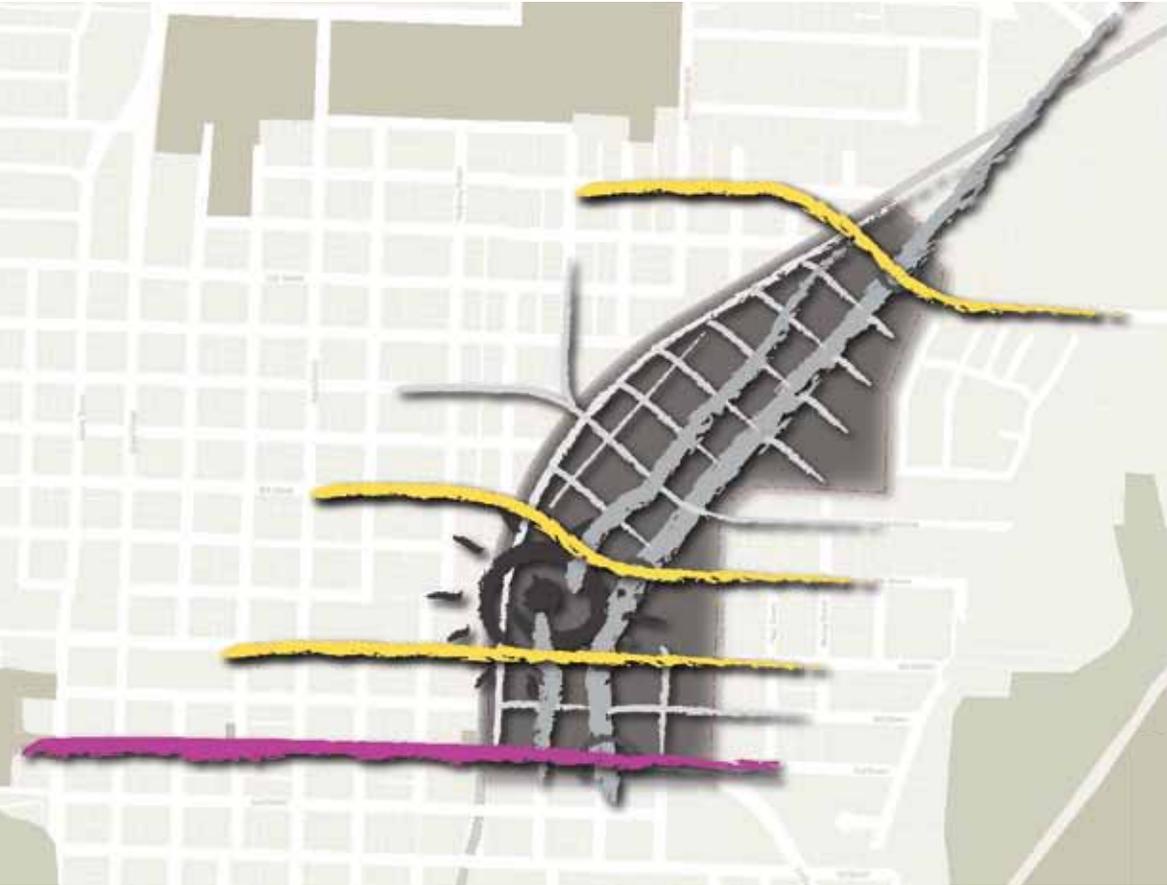
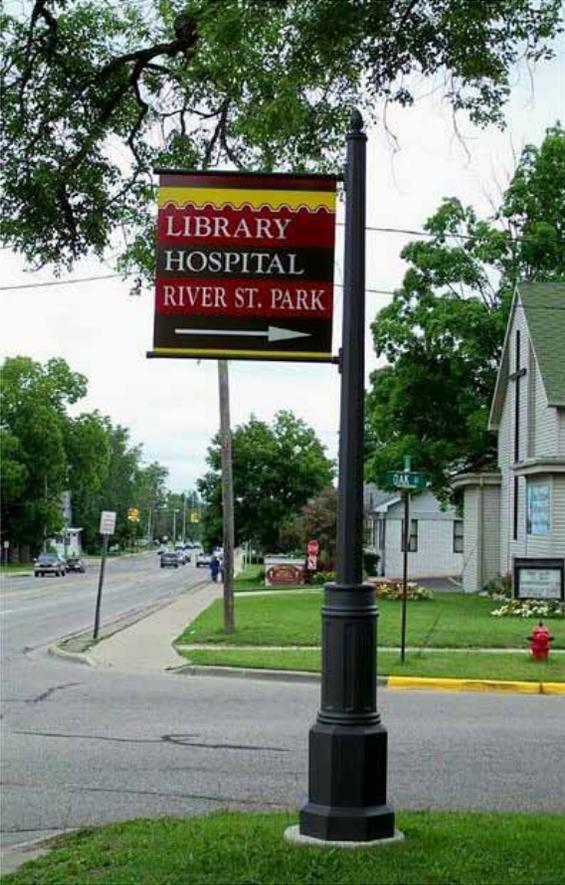


# EAST/WEST CONNECTIONS



Local east/west streets within the District should be improved to emphasize or make new connections to adjacent areas and neighborhoods. The District should be easy to understand and navigate by car, bike or on foot. This requires good street and walkway connectivity and good signage. Places need to be easy to get to and integrated physically and visually with their surroundings to help people feel comfortable and willing to explore.

Many streets currently lack sidewalks, gutters and curbs. Upgrading these unimproved streets would improve pedestrian safety and access throughout the District, making it a more walkable and connected environment. Connecting to the residential neighborhoods to the east (across Lafayette) and west (across the railroad tracks) will help activate the district and provide easier access to community services for residents.



# RECONNECT THE STREET GRID



Streets are important not only as connections between spaces and places, but also because streets are spaces themselves. They are defined by their physical dimension and character as well as the size, scale, and character of the buildings that line them. The pattern of the street network is part of what defines a city and what makes each area unique.

To the extent practical, streets that have been vacated over time should be re-established

to knit the District into the existing urban fabric of McMinnville to improve circulation, activity, and access. Specifically, Railroad Avenue should be recreated as an additional north/south route and to provide another address for development. Connecting streets and adhering to the grid would make this area an easier to navigate, more pedestrian friendly, walkable, and vibrant neighborhood.



# RAILROAD CORRIDOR TRAIL



A multi-use trail should be developed along the railroad right-of-way through the District. Currently, the railroad tracks are a negative barrier separating the District from other parts of town. Creating a trail along the railroad corridor would turn this barrier into an amenity for the District and McMinnville as a whole. Such “trails with rails” have been successfully implemented in communities around the country and in other nations.

Over time as the District develops, property should be identified to create a wider park between the tracks and a re-established Railroad Avenue. This would provide a much needed green space for the community and an additional amenity for development.



# LAND USE

The vision and urban design framework describe a District comprised of different but complementary uses. Figure 12 shows how these uses should be distributed throughout the District through the use of sub-areas in which these uses would predominate. This scheme is consistent with the vision for a vibrant, compact, mixed-use district in which people can live, work, shop and play. These uses would be enabled, encouraged and incentivized through the City's development code and the implementation strategy accompanying this Plan. A brief summary of these sub-areas and their envisioned character is provided below.

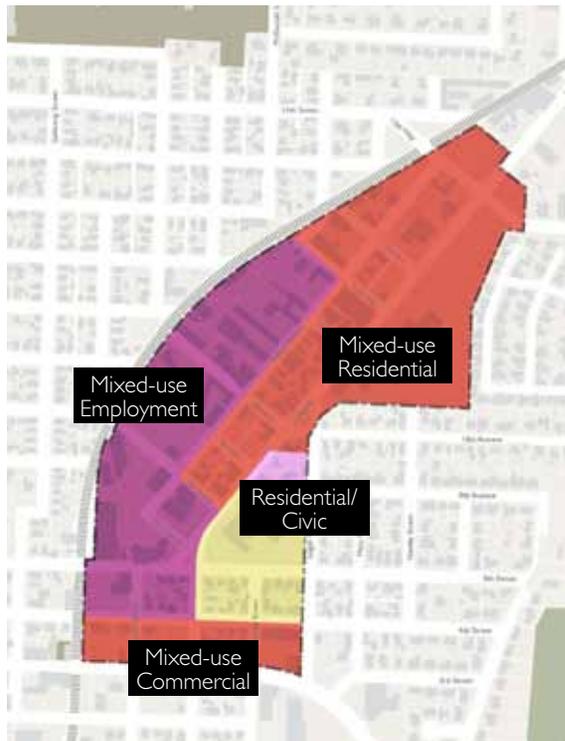


Figure 12 - Land Use

## MIXED-USE RESIDENTIAL

Having a primarily residential feel and orientation, this area allows for a variety of attached housing products including row houses, condominiums, and apartments with ground floor commercial uses. Free-standing commercial uses should be neighborhood-supportive and neighborhood-scale enabling neighborhood residents to meet many of their daily shopping needs with a short walk, or without having to drive longer distances. Drive-through uses should be discouraged or prohibited as they are not in keeping with the vision of a pedestrian-oriented neighborhood.

## MIXED-USE EMPLOYMENT

This area would preserve the employment character found in the heart of the Granary District, and allow residential uses to create an authentic live-work environment. It would build upon current employment and artisan uses to create a mix of smaller employers and visitor-oriented industries. All buildings should be oriented to the street and activities should be within enclosed structures. Expansions of existing uses must be contained within a building. Attached or upper story housing should be allowed. Free-standing commercial uses (that are not considered craft or employment uses) should be neighborhood-supportive and neighborhood-scale.

## MIXED-USE COMMERCIAL

Building on the energy and character of downtown and allowing it to grow to the east over time, this area would transition into an extension of the downtown and encourage storefront commercial uses with a feel consistent with that associated with downtown McMinnville. Residential or office uses above active ground floor commercial or retail uses should be allowed.

## RESIDENTIAL/CIVIC

This area envisions continued use of the current single-family residences in the area as well as the School District's property (Cook School). Future transition of the Cook School property may be possible if the property is determined by the School District to be no longer needed for their purposes. Public uses, such as a cultural/arts/conference facility, should be considered and allowed within this area at such time as circumstances may allow.

## LAND USE TYPOLOGIES

The following pages show an illustrative description of land uses or "typologies" that could make up the individual projects that could populate the land use sub-areas and, over time, help implement the vision. These typologies are based on the existing conditions and market analysis completed for the District.

## HOUSING

New housing development in the District will most likely be in the form of townhouses or apartment buildings. Townhouses and wood frame apartments would be most likely to develop in the residential areas in the northern portion of the District. The mid-rise apartments would be more likely to be supported in the southern end, closer to downtown, and will be more likely to develop in tandem with increased amenities in the area.



### Townhouse/ Rowhouse

- 12 – 20 du/acre
- 2 to 3 stories
- Surface parking or parking within each unit



### Wood Frame Condos or Apartments

- 20 – 35 du/acre
- 2 to 3 stories
- Surface, garage, or tuck under parking



### Mixed-Use Mid-Rise or Mid-Rise Apartments

- 30 – 50 du/acre
- 3 to 4 stories
- Tuck under or structured parking

## NEIGHBORHOOD COMMERCIAL

Neighborhood commercial space typically serves local residents and can range from retailers like bakeries, small grocers, or boutique clothing to service-oriented businesses such as hair and nail salons or insurance agents. Many businesses require smaller format spaces, less than 5,000 square feet, and can be as small as 1,000 square feet. A small grocer could be larger, up to 15,000 square feet. Neighborhood commercial uses can be housed in one-story buildings or on the ground floor of mixed-use buildings with housing above. Increased residents help to make these businesses viable, which in turn attracts more residents as people want to live close to convenient services and amenities.



### Ground Floor or One-Story Building



### Small Grocer

- 5,000 to 15,000 SF



### Bakery/Deli

- 2,000 to 4,000 SF



### Services

- 1,000 to 3,000 SF

## CRAFT INDUSTRIAL

The Granary District has several successful businesses, like wineries, which fall under this land use category. Buildings are typically one story and may house workshop and/or retail space. Businesses may employ people in the metal or woodworking industry, entrepreneurs in craft foods and drinks, or other artistic endeavors. These uses are typically light industrial that is compatible with other commercial or nearby residential space. Some live-work units might be appropriate in supporting local artists. These businesses help support the tourism industry in the area and supply visitors with unique products unlikely to be found in chain stores.



Flexible Open Space  
• 3,000 to 15,000 SF



Woodworking/ Metals



Specialty Craft Foods



Winery/Brewery

## CIVIC

Civic uses include performing arts, cultural and community centers and may have elements of each. It would offer a range of events and performance capacity. Events such as classes, art shows and concerts help to draw local residents and tourists, and can showcase the diverse talents within the local craft industry. Old schools or other public buildings have been successfully transitioned into community centers in other communities.



Gallery



Chehalem Cultural Center, Newberg



Classes

# DEVELOPMENT PROGRAM

The future development program was developed by matching potential redevelopment sites with market information about trends and future demographic and economic conditions, which will shape the types of land uses that will be in demand in McMinnville in the future.

Potential redevelopment sites are identified using the ratio of a property's improvement value to land value (I:L). The improvement to land ratio categories range from less than 1.0 for properties where the value of improvements is less than the value of land (thus, significant redevelopment potential) to greater than 7.0 for properties where the value of improvements is significantly higher than the value of land (redevelopment is less likely).

Figure 13 shows the improvement to land ratios of the properties in the Northeast Gateway District. The values used for this analysis are real market values as identified by the Yamhill County assessor. There is significant redevelopment potential in the area based on low improvement to land ratios and low overall property values. Improved properties with low (1.0 to 3.0) or very low (< 1.0) improvement to land ratios comprise 59 percent of the District (30.9 acres) and are considered to have the greatest short- to mid-term redevelopment potential. Many of these properties have older buildings, some of which are in substandard condition or in need of significant improvements.

The development program describes how these potential redevelopment properties may develop over time. The overall objective is to capture target markets, maintain economically viable conditions, continually strengthen prospects for financial success while addressing residents' needs and desires for a "live, work, stay, play, learn" environment and create a positive, long-term identity for the District as described in the Vision for Northeast Gateway.

Following is a description of the anticipated development over the short term (through 2015) and the long term (through 2025).

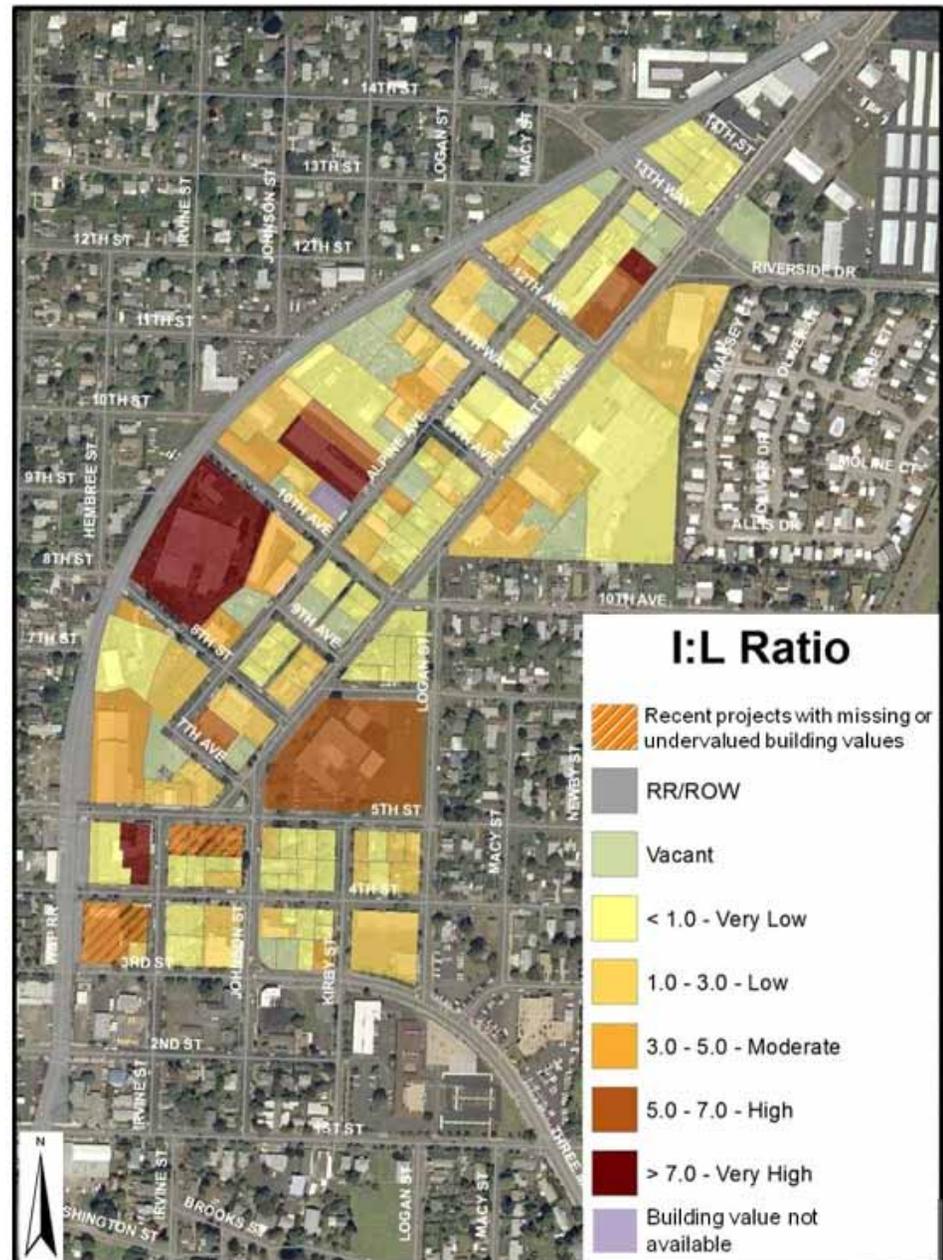


Figure 13- Improvement to Land Ratios

## DEVELOPMENT ASSUMPTIONS

The development program for Northeast Gateway assumes the following parameters will guide both the form and timing of development.

**Surface Parking:** The area will most likely be reliant upon surface parking. Development in the short term will be unlikely to support structured parking, which is much more expensive to build. This will dictate the form of development and will likely keep new development at a two to four story maximum. In the long term, it is possible that development nearest to downtown will command prices that make structured parking feasible. Likewise, a public shared parking facility could be built at any time.

**Infrastructure:** Before the area can reach its full redevelopment potential, major investments in infrastructure will be necessary, especially paving Alpine. The timeframe suggested in the development program, especially the housing elements in the northern portion of the District, reflects the anticipated phasing of such investments. More detail on the implementation actions is presented in the Implementation Strategy.

**Mixed-use Zoning:** As described in the previous Land Use discussion, achieving the community's vision implies that land uses will change over time, which will require new zoning and development regulations as presented in the Implementation Strategy.

## SHORT TERM DEVELOPMENT THROUGH 2015

Development in the short term will be hampered by current economic uncertainties, such as the backlog of single-family homes that are still working through foreclosure, high unemployment rates, and a tight credit market. As such, very little development of any type is expected to occur through 2015.

**Granary District:** Build-out of the Granary District will continue, as new businesses build upon the success of existing businesses and existing businesses expand. This area could be expected to add around 9,000 square feet of retail and up to 23,000 square feet of non-retail, employment space. Additionally, an apartment project or two including up to 30 units could be expected in the short term.

**South End:** The southern portion of the District will likely experience the majority of the growth through 2015 because of its proximity to downtown, existing infrastructure and success of the nearby Granary District. This area could be expected to add nearly 7,500 square feet of retail and 15,000 square feet of non-retail space. One or two pioneering housing projects could be expected to emerge in the South End near downtown. Up to 20 units of housing could be expected during the short term delivered in one or two multifamily housing developments.

**North End:** There will be little to no growth in the northern portion of the District until infrastructure needs are met, namely paving Alpine. It has the most area available for redevelopment but is farther from downtown and lacks infrastructure. Growth here will likely be in the long term. There is a possibility of a project happening in northern end of the District, due to the low land values and availability of vacant and underutilized parcels. However, this is highly dependent on the timeframe for paving Alpine. No housing units or other development are projected for the short term in this area.



Granary District site study showing potential infill, plaza, walkway, and gateway opportunities.

## LONG TERM DEVELOPMENT 2015 – 2025

Development prospects look better for the long term as overall economic conditions stabilize, and infrastructure improvements are made within the area. The District is still not expected to be completely built out within this timeframe, however, and market conditions should be reassessed in the future to further guide development in this area. That said, the following program estimates the development that could be expected over this 10-year period.

**Granary District:** Just as in the short term, build out of the Granary District will continue, as new businesses build upon the success of existing businesses and existing businesses expand. Another 7,000 square feet of retail space could be expected, along with approximately 23,000 square feet of employment space. Additionally this area could see increased residential activity adding around 10 townhomes and up to 30 apartments.

**South End:** As with the short-term prospects, the southern portion of the District will continue to experience growth and redevelopment because of its proximity to downtown, existing infrastructure and continued success of the Granary District. This area could be expected to add 13,500 square feet of retail space, such as restaurants or a small-format grocer. Another 13,500 of

non-retail commercial/employment space could be developed in this area to house local businesses. Apartment construction could bring approximately 50 additional units on line.

**North End:** As infrastructure needs are met, the northern portion of the District will be able to absorb significant growth, as it has the most area available for redevelopment. However it is farther from downtown and will be dependent upon the southern area developing services and other amenities that will attract residents to this portion of the District. This northern area could be expected to add approximately 210 total housing units over this timeframe, 70 as townhouses and 140 in multifamily apartment buildings. Some non-retail commercial/employment space (roughly 30,500 square feet) could also be expected to develop as additional residences will need neighborhood services, such as hair salons and insurance agents. Approximately 15,000 square feet of retail could be expected in this area, such as convenience stores or local bakeries and coffee shops.

**Civic:** Assuming that leadership and civic engagement are strong enough to support this endeavor, the school building could be expected to redevelop over the long term. Although anticipated to be a rehabilitation of the existing building, up to 30,000 square feet could be added as part of the redevelopment.

## CONCLUSION

Northeast Gateway could capture a significant amount of growth through 2025 if needed infrastructure is developed and the actions presented in the Implementation Strategy are completed. The housing development program of 350 total units represents a shift from the traditionally industrial nature of the area, but responds well to fundamental demographic shifts currently underway. With targeted infrastructure investments and residential amenities, such growth is achievable through 2025. The total growth projected for the area represents somewhere between six and ten percent of McMinnville's total projected population growth through 2025, assuming an average household size of 2 to 3 people per unit.



Site study of the northern portion of project area showing potential residential, and retail redevelopment and gateway opportunities.

# CIRCULATION

Improvements to the street network as described in the Urban Design Framework will improve access to the Northeast Gateway District and allow efficient circulation of pedestrians, cyclists, automobiles, and trucks. The completed grid system will provide multiple routes to destinations and help to minimize congestion on Lafayette Avenue, which is currently the primary route for all traffic in the District.

Multiple routes will also provide a hierarchy of streets that offer alternative facilities for pedestrians and cyclists, local traffic, and through traffic and trucks. An improved Alpine Avenue will provide a low-traffic, bicycle and pedestrian friendly connection between downtown and destinations throughout the District, while Lafayette Avenue will continue to serve vehicles as an arterial and freight route with pedestrian safety improvements. The proposed multi-use path along the railroad

right-of-way will provide a direct route with few intersections or interactions with vehicles for non-motorized commuters and recreational users.

New east-west connections will improve circulation between neighborhoods on both sides of the Northeast Gateway District. The local street grid will also improve emergency vehicle access.

Following is a discussion of how the parking and circulation will work for cars and trucks as well as cyclists and pedestrians.

## PARKING

Parking is essential to a healthy and accessible mixed-use neighborhood such as that envisioned for Northeast Gateway. Each of the planned land uses will have some parking demand, whether generated by employees, residents, patrons of commercial uses, or

people attending special events within the Granary District. Parking to accommodate future uses will be provided through a combination of means, including:

- On-street parking;
- Off-street, onsite parking with development and redevelopment;
- Formal and informal shared parking arrangements; and
- Potential off-street public parking facilities.

As Northeast Gateway develops, new and existing streets will be improved, creating that finer, historical street grid. These local streets will accommodate on-street parking. Lafayette Avenue will not have on-street parking.

New development and redevelopment will provide onsite parking as a part of project design, and per the requirements of the City's Development Code. To augment onsite and on-street parking, formal and informal shared parking arrangements, whereby parking spaces are shared by more than one user, allowing parking facilities to be used more efficiently will help address anticipated parking demand.

Finally, a public-private partnership should work together to develop a common vision for the Granary District and a development program for future improvements and activities, which could include a Granary District parking plan that investigates shared parking and potential off-street parking facilities to accommodate routine and event parking.



*Alpine Avenue will enhance pedestrian and bicycle circulation within and through the Gateway.*



*The local street grid will provide separate route options for pedestrians and local truck deliveries.*

## AUTO AND FREIGHT

Due to the historic mix of industrial, commercial, and residential uses in the Northeast Gateway District, the type and condition of streets in the area varies greatly. Large blocks, the railroad, and unimproved streets also limit the ability of trucks and automobiles to circulate within and through the District.

As shown in Figure 14, proposed street improvements within Northeast Gateway will maintain and enhance a network of arterial and collector streets that connect the District to downtown and Highway 99W. A new, fine-grained grid of local streets will improve circulation for local traffic and truck deliveries within the District.

Lafayette Avenue will continue to serve as a City Freight Route serving non-local trucks and “through” vehicle traffic, as designated in the McMinnville Transportation System Plan. However, improvements such as streetscaping and gateway treatments will help to calm traffic on the corridor and make it safer and more attractive for pedestrians.



Entering the District's north end on NE Lafayette Avenue

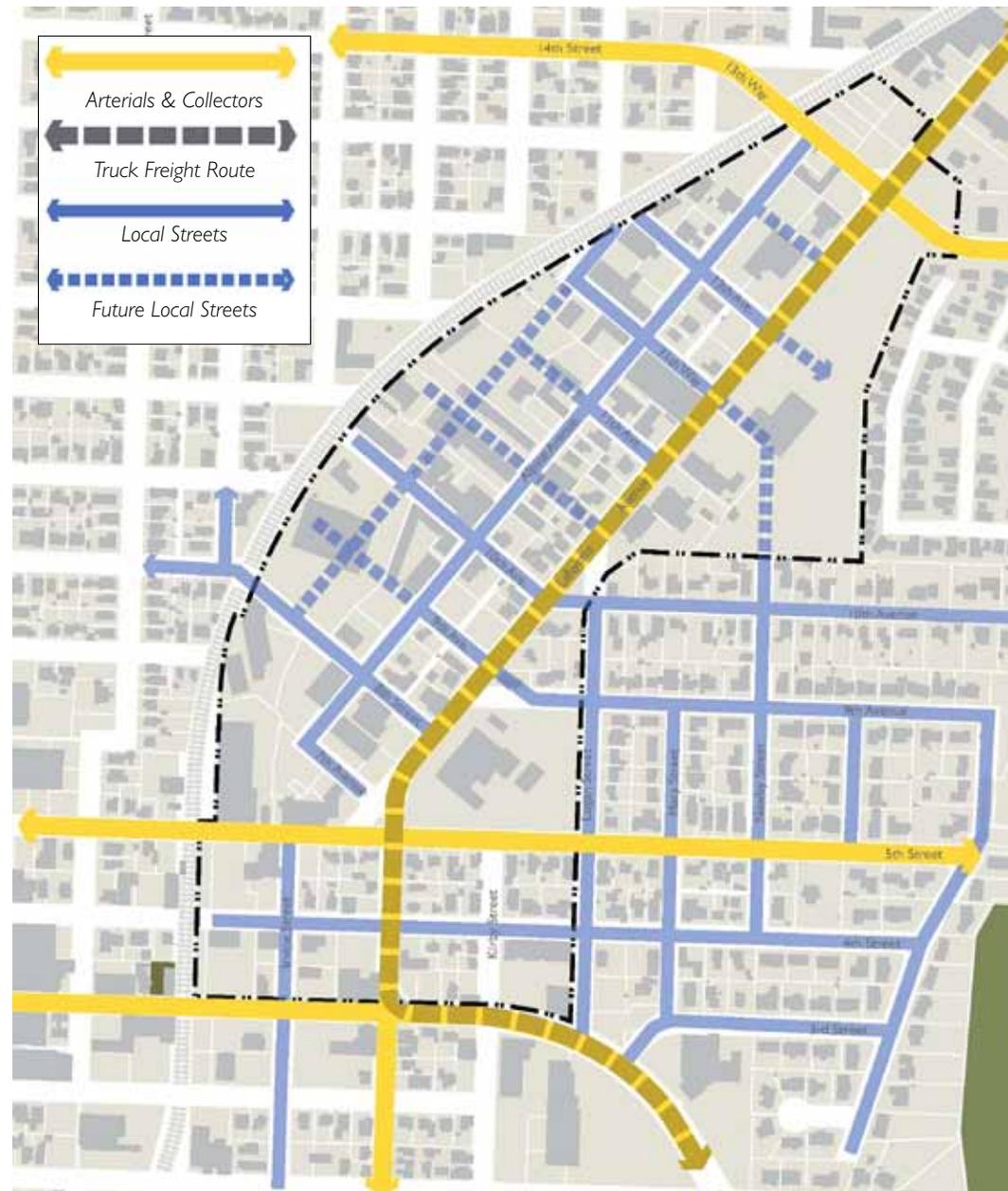


Figure 14 - Auto and Freight Circulation

## PEDESTRIAN AND BICYCLE CIRCULATION

The average person walks approximately  $\frac{1}{4}$  mile in 5-10 minutes, meaning that the average pedestrian could walk from the northern edge of the Northeast Gateway District to downtown in 15-30 minutes. As a result, there are many opportunities to increase the comfort and safety of walking and bicycling in the District and promote these modes as viable alternatives to driving for many trips.

As shown in Figure 15, proposed improvements will convert Alpine Avenue into a primary pedestrian and bicycle friendly connection from downtown to the Granary District and through Northeast Gateway. Streetscaping and pedestrian crossing improvements on Lafayette Avenue will improve pedestrian safety and circulation along and across this corridor. The grid of other low-traffic local streets, developed with curbs and sidewalks, will provide multiple pedestrian-friendly route options to other destinations.

Northeast Gateway will be well-connected to the bicycle network outlined in the Transportation System Plan. Bike lanes or shared lane markings on 3rd Street, 5th Street, and 14th Street/Riverside Drive will provide east-west connections through the area and connect to existing bike lanes on Lafayette. On local streets in the District, traffic volumes and speeds are expected to remain low enough for cyclists to comfortably share the road with vehicles. The multi-use path along the railroad right-of-way will be integrated with the bicycle network and provide a direct route through Northeast Gateway for bicyclists and pedestrians. This facility will serve recreational and transportation trips and may encourage a broader range of people to walk/bike in the District due to its separation from auto traffic.



Figure 15 - Pedestrian and Bicycle Circulation

## TRANSIT ACCESS

Yamhill County Transit Area (YCTA) operates local, inter-city, and demand responsive bus service in McMinnville. The City Loop and East-West bus routes travel through the plan area on Lafayette Avenue and 3rd Street, respectively. There are currently no bus stops in the District, however, a new YCTA transit center is planned at the existing Yamhill County Action Partnership site near 2nd Street/Irvine Street. A shared use path could be extended to provide a convenient connection between the District and the new transit center. Additional bus stops could also be developed through coordination with YCTA as new development occurs. A bus stop should be considered at Lafayette/5th in the short term to serve the Granary District. In the long-term, stops may be appropriate at Lafayette/10th and Lafayette/13th.

## RAILROAD CROSSINGS

The Portland & Western Westside Branch rail line makes up the western boundary of the Gateway. The rail line provides a valuable alternative to truck freight transportation and may provide passenger rail service between the Gateway and surrounding cities in the long-term. The railroad also creates connectivity and safety challenges. Existing railroad crossings are located at NE 13th Way/14th Street, 8th Street, 5th Street, and 3rd Street. Pedestrians regularly break through fences at 10th Street to cross the railroad. In

the long-term, a new railroad crossing at 10th Street would formalize this high demand route, incorporate safety improvements, and increase east-west connectivity. This additional crossing would require approval from the ODOT Rail Division and Portland & Western Railroad and would likely be conditioned upon the closing of an existing at-grade crossing. However unlikely the crossing may be in the near term from an approval standpoint, the idea, due to its potential for increasing accessibility and safety particularly between the District and McMinnville High School, should not be precluded by development to keep the option available in the future.

## SAFE ROUTES TO SCHOOL

The Northeast Gateway District is located within 1.5 miles of a middle and high school, the “Walk Zone” within which the McMinnville School District does not bus students to school. The proposed street improvements will help to create safe routes to school by increasing the number of streets with sidewalks and bicycle facilities. The proposed grid of local streets will provide more direct routes between residential areas and schools, as well as pedestrian and bicycle friendly route options that are separated from high-traffic routes.

East-west connectivity improvements will address Lafayette Avenue and the railroad as the primary barriers to pedestrian movement and safety in the Gateway. A new 10th Street

rail crossing would provide a direct connection to McMinnville High School, formalizing an existing demand route and discouraging students from illegally crossing the railroad track (see previous discussion in the Railroad Crossings section). Streetscaping and other pedestrian improvements on Lafayette Avenue will help to calm traffic and increase safety for students crossing the street, particularly at 8th Street.



Existing railroad crossing at NE 13th Way



Proposed street improvements will help create safe routes for kids walking to and from school

# STREETSCAPE

The streets in Northeast Gateway should have a consistent streetscape design that enhances the character of the area in support of the vision. While Alpine and Lafayette Avenues should have a distinctive section and design as discussed earlier in the plan, all of the streets in the District should have a similar or complementary set of streetscape elements to unify the area.

Following are guidelines and examples of potential street design improvements to increase the attractiveness and sense of place as well as pedestrian and bicycle safety and comfort in the Northeast Gateway area. The majority of these tools are applicable to multiple locations in the District; specific improvement locations and design treatments should be informed by engineering studies as development occurs and/or additional funding becomes available. More information regarding the development of a Streetscape and Gateway Plan to help flesh out and apply these (and other) tools is in the Implementation Strategy.



## SIDEWALK CORRIDOR

The sidewalk corridor is the zone between the curb and the edge of the right-of-way/ property line of adjacent development. It consists of three functional zones: Frontage Zone, Pedestrian Zone, and Furnishings Zone (see Figure 16).

## STREET CROSSINGS

Crossing improvements that may be used at intersection and mid-block locations include:

- upgrading or installing crosswalks,
- reducing pedestrian crossing distances by installing curb extensions or narrowing travel lanes,
- adding new crossing locations,
- designing corner curb radii to slow turning vehicles,
- installing median pedestrian islands, or
- using signing or beacons to increase awareness and visibility of pedestrians.

## GATEWAYS AND WAYFINDING

Street signs should be supplemented with attractive wayfinding signs and landmarks, such as public art, to help people find destinations and encourage extended visitation in the District. People will generally walk farther if there is a destination or sign in sight and a clear path to direct them.



Figure 16 shows the elements of the Sidewalk Corridor. While, not all features would be accommodated on every street, the figure shows elements to consider for an active pedestrian streetscape.

*Furnishing Zone*

Streetscape elements of the Furnishing Zone include utility poles, street lights, planters, trees, benches, bike racks, and bus shelters, all of which should be designed and consistently

used throughout the District to contribute to the unified character. Green Street design with flow-through stormwater planters should also be located in this zone.

*Pedestrian Zone*

New sidewalks should be at least five feet in width and wider if the right-of-way allows. Ideally, two people walking together should be able to pass a third person comfortably.

*Frontage Zone*

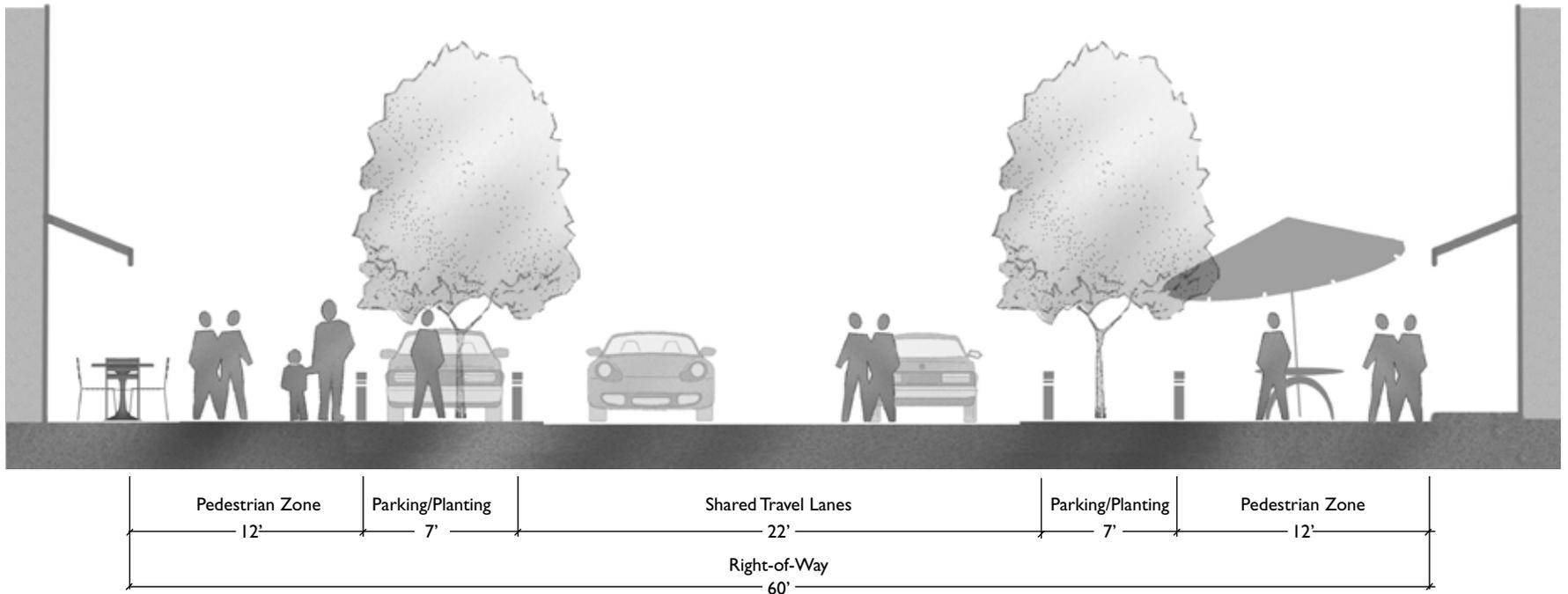
Buildings should have active frontages including outdoor uses, such as display or restaurant seating, or be designed to have views into buildings from ground floor windows and doors. Residential uses should include stoops, main entries, and/or public spaces. No blank walls should be permitted.



Figure 16 - Sidewalk Corridor

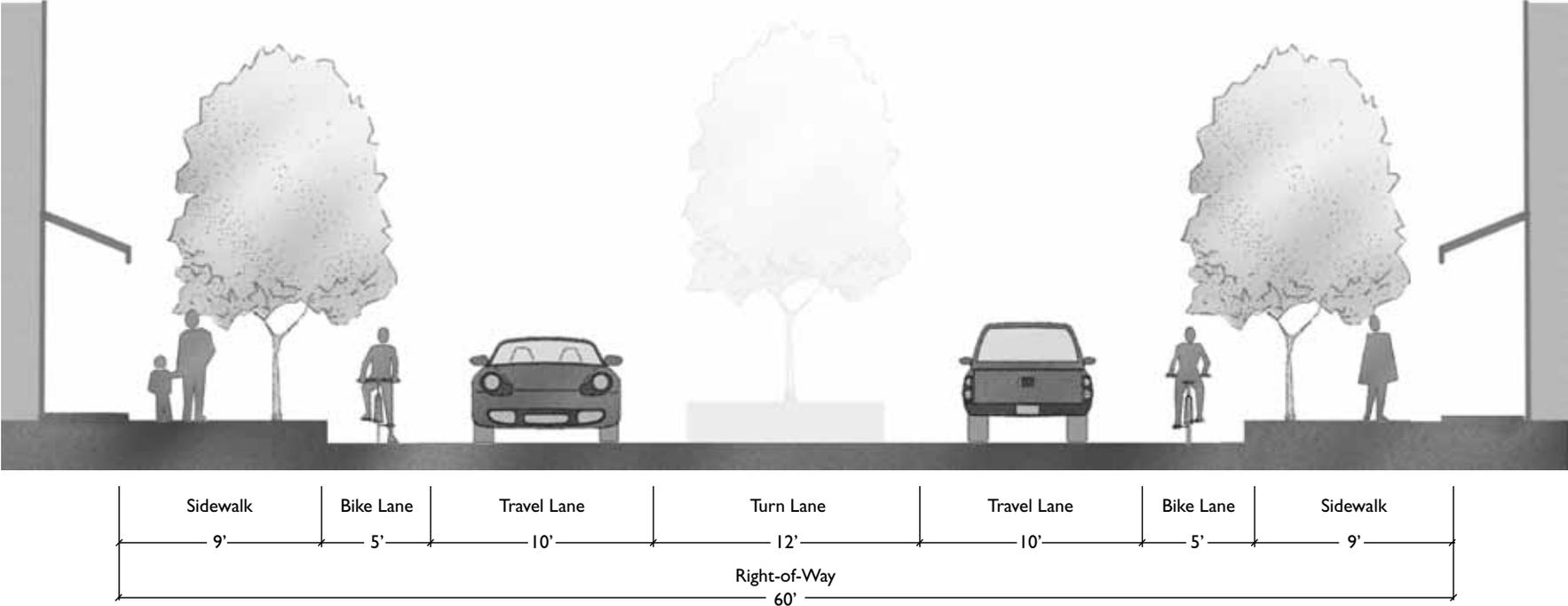
# ALPINE AVENUE

An improved Alpine Avenue will provide a low traffic, pedestrian-friendly connection between downtown and destinations throughout the Northeast Gateway District. The design of Alpine should consider curb-less, shared space road treatments, as well as sustainable stormwater facilities. Closest to the Granary District, Alpine should be a “festival street,” which is a flexible space for cars, bikes, and pedestrians that can easily be blocked off for festivals or other special, in-street activities.



# LAFAYETTE AVENUE

Lafayette Avenue will continue to serve vehicles as an arterial vehicular and freight route; however, improvements should be made to make it a more attractive and safe street for motorists, cyclists, and pedestrians. Even though it serves mainly an automobile function, there are a number of tools that can be used to improve its appearance and safety. These include new and well-maintained sidewalks, landscaping, decorative lighting, and signage.





Alpine Avenue



Alpine Avenue



Lafayette Avenue

# INFRASTRUCTURE

## RECOMMENDED IMPROVEMENTS

Improvements for Alpine Avenue include development of the street section previously mentioned that would take advantage of the full 60-foot right-of-way. A portion of this street, approximately two blocks near the Granary District, would be developed as a “festival street”, while the remainder would be developed as a “woonerf” street as described in the urban design framework and streetscape plan. The “festival street” section would have pavers in lieu of traditional asphalt pavement. The “woonerf” street would have flush sidewalk to create a shared street effect with pavers incorporated into street crossings and intersections. The total extent of improvements for Alpine Avenue would extend for approximately 2,600 feet between 5th Street and 14th Street.

Utility improvements for Alpine Avenue should include the recommended capital improvements from the utility master plans. The City’s Storm Drainage Master Plan identifies deficiencies in the storm sewers along Alpine Avenue. These should be upsized according to the Master Plan recommendations for the entire length of storm sewer. Additionally, street surface storm water should be treated through forms of low impact development practices. The most common examples of street treatment are flow-through planters and swales. Planters should be used on this street since there will be intermittent curb

extensions and street grades are fairly flat. The sewer conveyance system in this street is not identified as a deficiency and was upgraded in 1998; therefore, no new sewer upgrades are anticipated in Alpine Avenue. Water lines in Alpine Avenue have been deemed sufficient by McMinnville Water and Light with no new upgrades recommended; however, McMinnville Water and Light is in the process of updating its water master plan and should be consulted during the final design phase to ensure no improvements are recommended for the area. Overhead power routed along Alpine Avenue should be placed underground to enhance the area.

Lafayette Avenue improvements are minimal to enhance pedestrian safety. Medians should be placed intermittently to create safe pedestrian crossings, and sidewalks should be widened on both sides to help create more of a buffer between automotive and pedestrian traffic.

There are no recommended utility improvements along Lafayette Avenue from the utility master plans. As recommended for Alpine Avenue improvements, McMinnville Water and Light should be consulted during the final

design phase to ensure no water improvements are recommended in Lafayette Avenue. Overhead power lines routed along Lafayette Avenue should be placed underground.

## COST ESTIMATES

High-level cost estimates have been developed for Alpine Avenue and Lafayette Avenue. The estimate for Alpine Avenue includes full reconstruction of the existing pavement and gravel sections for its entirety. The cost estimate for the Alpine Avenue storm sewer improvements have been extracted from the Storm Drainage Master Plan and included in the overall cost for Alpine Avenue street improvements.

Soft costs and contingencies include 30% for design and engineering, 30% for construction contingencies, and 10% for construction engineering.

*Summary of Cost Estimates*

Street	Linear Feet of Street Improvements	Hard Costs	Soft Costs and Contingencies	Total Cost
Alpine Avenue	2,600	\$3,117,000	\$2,182,000	\$5,299,000
Lafayette Avenue	3,200	\$876,000	\$613,000	\$1,489,000



## HOW WILL THE PLAN BE CARRIED OUT?

The Northeast Gateway Plan is action-oriented, focusing upon the projects to be undertaken and the partnerships to be formed to carry out a clearly defined vision, a set of guiding principles, and the conceptual plan for urban form, land use and transportation. The Plan will be implemented in pieces. Some actions will be initiated immediately; others will be initiated in the years to follow.

There are projects, actions and partnerships that are expected to serve as catalysts for investment, development and redevelopment. In some cases, these catalyst activities require a refinement study to pin down a concept, a location, a footprint or criteria for subsequent development proposals. Accordingly, the Plan identifies preliminary “set-up” tasks or staffing resources/actions needed to enable projects to move forward (e.g., land assembly, property owner coordination, etc.). The Plan also contains amendments to the City’s Comprehensive Plan and Development Code to carry out Plan intent and to achieve the uses, character and densities envisioned.

It is anticipated that the City will begin discussions with potential development interests regarding carrying out the Plan. Certain major improvements will be made by the City of McMinnville through a variety of funding sources, including urban renewal, should this financing tool, currently under study by the City, be approved. Other improvements will be the responsibility of proposers of specific development activities. One or more of the catalyst projects may come about as a result of a “public-private partnership”, a contractual arrangement tailor-made for each situation by which the public sector authority assigns certain functions or responsibilities to a private developer.

The important point is that the Northeast Gateway Plan is both a community partnership and a long-term plan for the revitalization and growth of the area over the course of the next 20-30 years, in alignment with a vision for the future of the area established by the community.

## ACTION PLAN CONCEPT

For a plan to be the “chart for change” it is intended to be, it must be accompanied by an implementation program – a strategy indicating the appropriate tools, actions and timelines for carrying out the plan. The Implementation Action Plan to carry out the Northeast Gateway Plan focuses on the following:

- Changes to the City’s comprehensive plan, development code and implementing ordinances;
- Future transportation system improvements;
- Development and community projects important for creating a climate of investment within the area;
- Actions to be taken and partnerships to be formed;
- Sources of funding for improvements within the area; and a
- Time frame for initiating key actions and projects.

# REGULATORY IMPROVEMENTS

## OVERVIEW

Needed regulatory amendments include changes to the McMinnville Comprehensive Plan and the Development Code. No changes to the City's adopted Transportation System Plan are required.

## COMPREHENSIVE PLAN AMENDMENTS

The Northeast Gateway Plan should be adopted as a refinement plan of the McMinnville Comprehensive Plan and the entire Northeast Gateway area re-designated to a new Comprehensive Plan designation titled Northeast Gateway District. This approach has the advantage of distinguishing the Northeast Gateway area as a special sub-area addressed in the Comprehensive Plan. It also provides a clear statement about the mixed-use vision for the area.

The Comprehensive Plan text should be amended to add policies pertaining to Northeast Gateway to Chapter IX, Urbanization. Under "Land Use Development Tools" the following new policy should be added:

*The City of McMinnville shall support the redevelopment of Northeast Gateway into a unique destination that reflects the authenticity of historic and current uses within the area – a place where things are crafted, experienced and enjoyed – a place to live, work and play. To set forth the specific*

*conditions for development of properties within the District, the City shall place a planned development overlay on the Northeast Gateway District. All development proposals shall contribute to the following characteristics for Northeast Gateway:*

- 1. vibrancy and economic vitality;*
- 2. a mix of residential, employment, cultural/ tourism uses and support services;*
- 3. attractive and affordable to a broad section of the community;*
- 4. walkability and accessibility by many modes of transportation;*
- 5. a range of neighborhood-scale support services making it possible to meet most daily needs within a convenient distance; and*
- 6. attractive streetscaping and signage, signaling a sense of arrival to someplace special.*

## ZONING MAP AND DEVELOPMENT CODE CHANGES

The following amendments to the Zoning and Development Code are needed to implement the new Comprehensive Plan designation and the Vision for Northeast Gateway:

- Create and adopt a new Northeast Gateway Planned Development Overlay (PDO) that would apply to the entire area addressed in the Northeast Gateway Plan.

- Use existing City zones as these base zones are currently working well for the City in this area. The Northeast Gateway PDO would describe permitted uses, prohibited uses, and design standards that supplement the base zoning and implement the Plan.

The zoning in the area would be retained or rezoned as follows:

- Retain the R-2 zoning east of NE Lafayette Avenue in the three blocks between NE 4th Street and NE 9th Avenue and the R-4 zoning just north of NE 9th Avenue.
- Retain the C-3 zoning in the four blocks along NE 3rd Street between the railroad tracks and NE Logan Street, as well as the blocks on both sides of NE Lafayette Avenue north of NE 8th Street. Rezone the few industrially-designated properties along Lafayette to C-3.
- Rezone the industrial properties north of NE 11th Way to C-3.
- The industrially and commercially-zoned properties between NE Alpine Avenue and the railroad tracks, the block between NE Alpine and NE Lafayette Avenues/7th and 8th Streets, and the two blocks between the railroad tracks and NE Johnson/4th and 5th Streets should be rezoned M-L.

Figure 17 shows the recommended zoning in the area as well as which properties would need to be rezoned.

# PLAN DEVELOPMENT OVERLAY (PDO)

The new Northeast Gateway PDO would include the following elements:

- Purpose, Vision Statement, and Short Title
- Permitted Uses - A description of “permitted” and “not permitted” uses by exception, that is, by listing what is different from the base zone within the Northeast Gateway PDO. Uses that are “encouraged” would also be listed.
- Design Objectives – through a reference to the Northeast Gateway Plan
- Development Standards and Design Guidelines including:
  - Maximum setbacks
  - Active frontages
  - Prohibited vehicle access
  - Building orientation to streets
  - Pedestrian oriented development
  - Human scale design
  - Parking location and design
  - Lighting
  - Signage
  - Weather protection
  - Downtown standards applied to the blocks between 3rd and 4th Streets

The Northeast Gateway PDO does not repeat all of the urban design framework elements of the Plan (e.g. gateways, the design intent for Alpine Avenue). Rather, it provides zoning standards and guidelines that implement the plan.

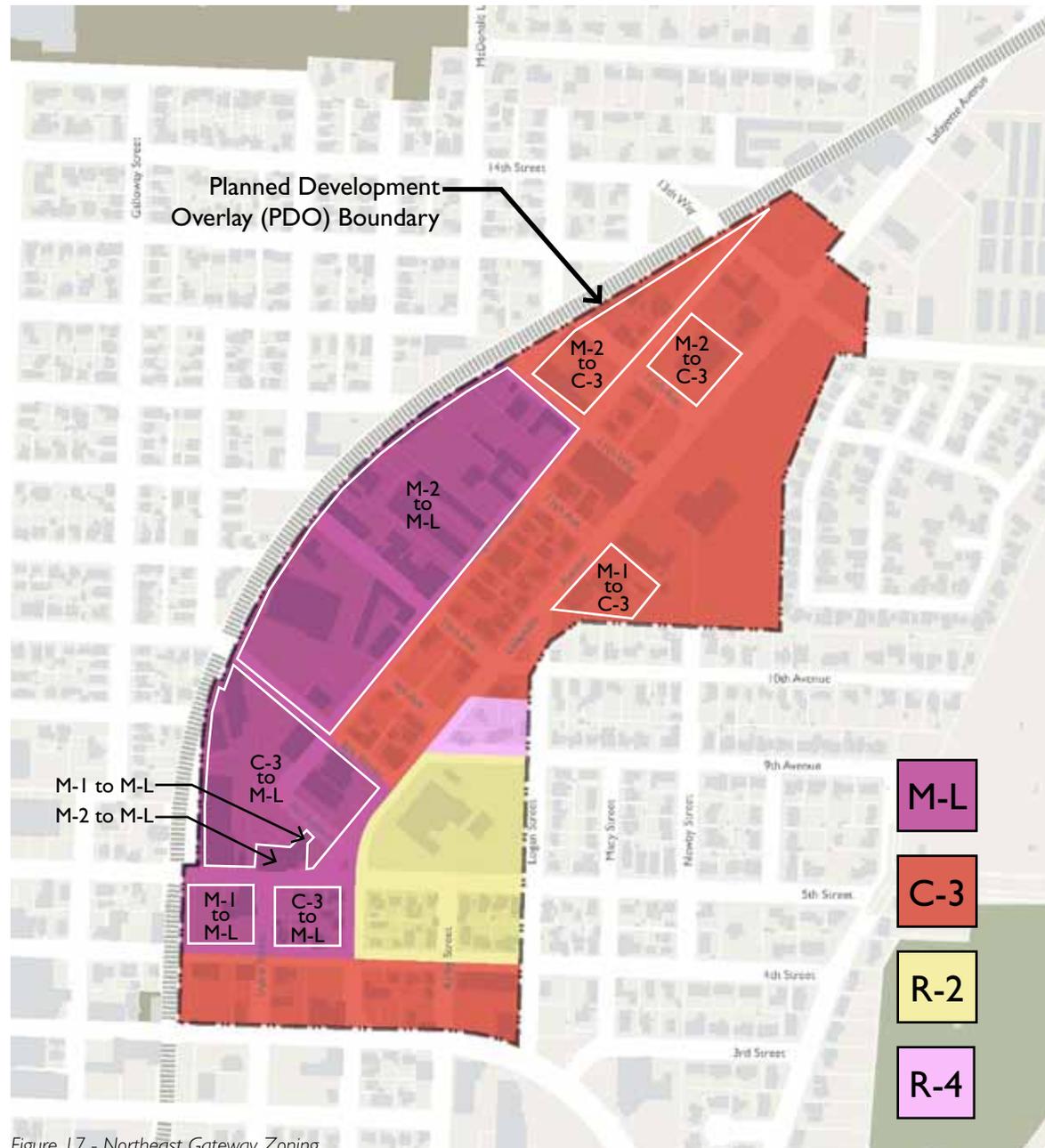


Figure 17 - Northeast Gateway Zoning

# ACTION STRATEGY

## INCREMENTAL IMPLEMENTATION STRATEGY

The Incremental Implementation Strategy is a renewable/rolling, short-term action plan that is annually updated, with a regularly-scheduled monitoring and updating process and a supporting budget. It is an assemblage of objectives and a game plan of short-term and medium-range projects, actions and partnerships for achieving them, prioritized with regard to relative timing (e.g., short-term: 1-3 years; near-term: 4-6 years; and long-term: 7 years and beyond).

This allows the City to review the Northeast Gateway Plan on a regularly-scheduled basis, and make amendments as opportunity or changing community and economic circumstances necessitate. Should there be a desire to change the vision and guiding principles or shift the emphasis of a particular project, this action plan and update process provides the mechanism for doing so within the context of reviewing the plan as a whole.

A substantial number of actions, programs and projects are needed to carry out the Plan.

Not all of these can be done at once, and consideration needs to be given at the outset to the grouping, phasing, and timing of particular actions. The community should program available resources where they can

do the most good, where they can leverage other resources or supporting activities, or where they can be concentrated to focus on a designated geographic target area. However, as opportunities and priorities change, or as additional funding becomes available, there may very well be the desire to change the geographic focus or implementation priorities for carrying out components of the Plan. The Incremental Implementation Strategy and its periodic review are intended to allow for and accommodate just this sort of flexibility.

In addition, the strategy identifies those short-term actions needing to occur in each of the next three years to set the stage for the activities to be programmed for the next year. The Implementation Strategy calls for the City to develop and maintain a short-term strategic action plan for phasing and carrying out the Plan's improvements and actions.

## HOW IT WORKS

The Plan's vision and guiding principles would be examined on a regularly scheduled basis to ascertain the current status of progress in achieving them and actions for moving ahead in each of the next three years. The activities for Year 1 would be tied to the City's annual operating budget. The activities identified for Year 2 and Year 3 would serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. Once Year 1 is nearly complete, the status of activities would be reviewed, and the activities

for Year 2 would be adjusted as necessary, as it will become the new Year 1. Year 3 would be adjusted as appropriate in readiness for its becoming the new Year 2, and activities for a new Year 3 would be identified.

The City should identify the coordinating body responsible for the monitoring, development and update of the Incremental Implementation Strategy, and for the coordination of the various City departmental activities to fund and/or carry out the strategy. City staff or the identified coordinating body would provide the City Council with a regularly scheduled status report on implementation activities. This regular monitoring, reporting and updating helps to keep the Northeast Gateway Plan flexible and current, keeps all City departments focused on the carrying out of this important public policy objective, and keeps the implementation of the Plan on the "front burner."

A brief overview of the projects and actions needed to carry out the Plan for Northeast Gateway is provided below, accompanied by a summary matrix indicating the suggested timing/programming for initiating them over the short-term (1-3 years), near-term (4-6 years), and long-term (7 years and beyond).

## ADMINISTRATIVE, ORGANIZATIONAL, & FUNDING ACTIONS

The existing Comprehensive Plan and Development Code and their associated ordinances and policies should be amended as discussed earlier in this Plan to enable and provide guidance to envisioned development and redevelopment within Northeast Gateway. These amendments are proposed for review and approval within the first year of the Implementation Strategy both to enable envisioned development and to preclude land use and development actions that might compromise the vision of this Plan.

**NE Gateway District Management:** Successful implementation will require the combined resources of many public and private partners. The City's Planning Department is uniquely suited to manage and coordinate the efforts of the community to carry out the NE Gateway Plan. Tasks may include business and property owner outreach, marketing and communications, grant writing, coordinating policy changes, and business and developer recruitment.

**Urban Renewal Feasibility Study:** Evaluate the feasibility of including the Northeast Gateway in a new urban renewal district. Urban renewal can bring significant financial resources and other tools to support revitalization and encourage private investment. A feasibility study will test the financial viability, test for statutory

eligibility, and evaluate the timing of potential investments and projects. An urban renewal feasibility study is already underway as of early 2012.

**Urban Renewal Plan:** If an urban renewal district is deemed viable and appropriate, a plan must be created that identifies the goals of the district and the projects to be funded.

**Urban Renewal District and Board:** To initiate tax increment revenues, the Urban Renewal Plan must be adopted and an agency and board created that will oversee the district.

**Establish Economic Improvement District (EID):** An EID (sometimes also known as a business improvement district, or BID) is a special district where businesses and/or property owners are assessed a fee in order to generate revenue to support marketing, maintenance, security, beautification, and many other initiatives in the designated EID boundary. EIDs are created by a petition of those who will be assessed, so it forms a strong linkage between the services to be provided and the needs of those who will pay. An EID that assesses property owners is already in place in downtown McMinnville. This EID could be expanded to include the Northeast Gateway as a special zone, or a brand new EID could be created instead. Assessment formulas for EIDs can be tailored in many ways, including having different rates for different zones in the area. EIDs are typically established for a period of five years (but this can vary) and are renewed by a similar petition of support.

**Establish NE Gateway Advisory Committee:** With so many projects, actions, and initiatives included in the implementation program, an ongoing Northeast Gateway Advisory Committee would provide a venue for the continued input and participation by stakeholders. The advisory committee could provide guidance to the city council or the urban renewal board as projects move forward, ensuring that decisions benefit from the input of informed and involved stakeholders.

**Establish Alpine Local Improvement District (LID):** Similar to a BID, an LID is an assessment district formed by a petition of affected property owners. Whereas a BID typically creates an ongoing funding stream for operating costs, an LID typically creates funding for a one-time capital expenditure such as the paving of a street. In an LID, property owners usually have the option of paying a lump sum all at once or spreading their payments over time, usually 10 years.



## GRANARY DISTRICT DEVELOPMENT PLAN

The Granary District represents a unique opportunity for a public-private partnership between property owners, businesses, the City and other interests to determine a common vision for the District, a development program of specific projects and actions and the subsequent design and construction of one or more demonstration projects. It is anticipated that this effort would be initiated through meetings of a targeted group with a resultant memorandum of understanding regarding objectives, roles and responsibilities for moving forward over the long-term. Potential program features could include such components as: an identity, brand and marketing strategy; public plaza improvements; an occasional-use “festival street” for special events; public restrooms; and off-street public parking facilities and shared parking agreements.



### **Memorandum of Understanding (MOU):**

An MOU is a nonbinding agreement between two parties (in this case the City and property owners) that establishes a framework for working together. While not legally binding, MOUs are often politically binding; making a public statement of the shared vision, goals, objectives, and operating principles. This gives both parties the assurance they need to continue working together, where more significant expenses may be incurred in planning, studies, and other predevelopment activities.

**Program Development:** With an MOU in place, the City and the property owners can conduct more detailed planning to identify specific projects and investments that will further the Granary District concept.

**Demonstration Project Design/ Construction:** In collaboration with property owners, design and build a catalytic demonstration project to initiate development momentum in the area. The specific location, use, and character of the project would be defined in the Program Development phase.



## INDUSTRIAL USE TRANSITION

The vision for Northeast Gateway is one of a compact, mixed-use, and economically vital district that complements McMinnville’s downtown and surrounding neighborhoods, providing a mix of residential, employment, cultural/tourism and support services. This intentional future envisions a long-term transition of remaining heavier industrial uses to more appropriate and well-served locations within the community, and shorter-term interim physical, aesthetic and operational improvements and strategies for improved and cooperative operation with existing and new development and redevelopment in the interim. This gradual transition is best initiated through discussions between the City and the property/business owner to identify future plans, needs and opportunities for a win-win solution to current operations and phased transition, and the development of an action program for achieving mutual objectives.

**Future Use Discussions:** Utilizing the services of the Northeast Gateway District management function within the Planning Department as well as that of other economic development partners such as McMinnville Industrial Promotions and the McMinnville Economic Development Partnership, initiate discussions with all potentially affected businesses in the district. These discussions should initially serve to better understand the existing plans of these businesses and the types of conditions that they would need to succeed, either in the Northeast Gateway or elsewhere.

### **Economic Development/Transition**

**Strategy:** Economic development involves not just the creation of new jobs, but the preservation of existing jobs. Based on the needs of each business identified in the previous step, develop a strategy that provides options for each business to transition their existing use or relocate on a timeline that works for their business.

### **Interim Operating & Improvement**

**Strategy:** These transitions may take many years to materialize. In working with each business owner, develop strategies that will allow for them to maintain operations while simultaneously laying the foundation for other investments nearby that further the Northeast Gateway vision. These strategies could include employee parking strategies, “good neighbor” agreements that address noise and pollution impacts, and fencing and landscaping improvements that provide good “edges” that encourage pedestrian activity.



## STREETSCAPE AND GATEWAY PLAN

Streetscape improvements such as lighting, benches, landscaping, bike racks and other amenities enhance the environment accessed and viewed by the public, help attract both business and development, and foster a desire to come to and stay within the district. In addition, “gateways” are physical features that help define an identity, an entrance, a means of access, or a sense of arrival to a destination. To determine the desired look, feel and purpose of such public realm improvements, an overall streetscape and gateway plan is proposed, along with the identification of pilot projects to provide initial identity, definition and momentum.

- RFP and Consultant Solicitation
- Streetscape Plan Preparation
- Pilot Project Design and Construction



## ALPINE AVENUE IMPROVEMENTS

This project provides for the design and reconstruction of Alpine Avenue from the Granary District to 14th Street as a local street with a human-scale and pedestrian/bicycle-friendly character. This improvement is seen as a vital and necessary precursor to the largely mixed-use residential development envisioned along Alpine. The design would address the recommendations of the Northeast Gateway Streetscape and Gateway Plan.

## LAFAYETTE AVENUE IMPROVEMENTS

Lafayette Avenue will continue to serve vehicles as an arterial and freight route with new pedestrian safety improvements. Streetscaping and gateway treatments (as per the recommendations of the Northeast Gateway Streetscape and Gateway Plan) will help to calm traffic on the corridor and make it safer and more attractive for pedestrians through the use of better signage and wayfinding treatments, high-visibility crosswalks, and landscaping and other pedestrian, bicycle and transit-oriented amenities. This project provides for the design and construction of Lafayette beautification and safety improvements.

## NORTH END CATALYST PROJECT (MIXED-USE RESIDENTIAL)

The Plan anticipates creating a range of housing within Northeast Gateway, particularly in the Plan area's north end, primarily focused upon medium-density residential products (townhouses, owner and rental multi-family housing). Upon completion of the improvements to Alpine Avenue, an initial, catalyst project is proposed to help jumpstart mixed-use residential development in this area. Accordingly, a Housing Investment Strategy to identify market-responsive mixed-use housing prototypes and locations along with a program for property assembly, financing, and site development should be prepared.

**Housing Investment Strategy:** This strategy will be a focused research effort to identify the optimal sites for a catalyst housing project, including market research to identify the mix, pricing, and scale of housing that will be marketable in McMinnville. Included in the strategy will be detail on the amenities, financing tools, phasing, public-private partnerships, and other strategies that will be needed.

**Property Assembly:** Once the Housing Investment Strategy is complete, assemble properties to prepare potential development sites. Property assembly could be through the use of acquisition (using urban renewal

or other funds), assignable options (where property can be secured by one party, but purchased by another), and other strategies.

**Design and Construction:** Depending on the type of project identified in the Housing Investment Strategy, recruit a housing developer to design and build the first catalyst project.

## COOK SCHOOL FUTURE PLANS

The Cook School building and property represents a long-term opportunity for the Northeast Gateway. In the process of preparing this Plan, a number of suggestions for future, alternative uses arose, including: educational space; school district administrative and employment uses; a hotel; a conference center; a performing arts center; and others. For the foreseeable future, Cook School will continue to play a role as an educational institution, with the potential to provide classroom space, administrative offices and other school district functions. Should the school district's plans for the property change in the future, it will represent an opportunity for the District and the City to hold discussions regarding potential long-term uses and new, mutually-supportive roles in contributing to Northeast Gateway's success. At the appropriate time, discussions should be initiated between the City and the District to explore how the future vision for Northeast Gateway and the District's future plans for Cook School

can complement and support each other's forward progress and long-term success.

- Initiate Discussions

## RAILROAD TRAIL

Establishment of a pedestrian/bicycle trail running north-south through the Northeast Gateway area along and/or in conjunction with the existing railroad right-of-way will require discussions with the railroad, property owners, utilities and other stakeholders. If successful, these discussions would be followed by the preparation of a trail plan and design, and subsequent acquisition of easements, real property, or use agreements to enable improvement, operation and maintenance of the trail. Construction would follow as funding and approvals permit.

- Initiate Discussions with Railroad and Property Owners
- Prepare Trail Plan and Design
- Initiate Property and Easement Acquisition
- Phase I Trail Construction



## SUMMARY MATRIX OF IMPROVEMENTS & ACTIONS

Improvements & Actions	Short-Term Years			Medium-Term Years 4-6	Long-Term Years 7+
	1	2	3		
<b>1. Funding, Administrative &amp; Organizational Actions</b>					
a. Urban Renewal Feasibility Study	X				
b. Urban Renewal Plan		X			
c. Urban Renewal District and Board		X			
d. Establish Economic Improvement District (EID)		X			
e. Establish NE Gateway Advisory Committee	X				
f. Regulatory Amendments	X				
g. Establish Alpine Local Improvement District (LID)			X		
<b>2. Granary District Development Plan</b>					
a. Memorandum of Understanding	X				
b. Program Development		X			
c. Demonstration Project Design/Construction				X	
<b>3. Industrial Use Transition</b>					
a. Future Use Discussions	X				
b. Economic Development/Transition Strategy		X			
c. Interim Operating & Improvement Strategy		X			
<b>4. Streetscape and Gateway Plan</b>					
a. RFP and Consultant Solicitation		X			
b. Streetscape Plan Preparation			X		
c. Pilot Project Design and Construction				X	

Improvements & Actions	Short-Term Years			Medium-Term Years 4-6	Long-Term Years 7+
	1	2	3		
<b>5. Alpine Avenue Improvements</b>					
a. Design			X		
b. Construction				X	
<b>6. Lafayette Avenue Improvements</b>					
a. Design			X		
b. Construction					X
<b>7. North End Catalyst Project</b>					
a. Housing Investment Strategy			X		
b. Property Assembly				X	
c. Design and Construction				X	X
<b>8. Cook School Future Plans</b>					
a. Initiate Discussions			X		
<b>9. Railroad Trail</b>					
a. Initiate Discussions with RR and Property Owners		X			
b. Prepare Trail Plan and Design				X	
c. Initiate Easement and Property Acquisition				X	
d. Phase I Trail Construction					X
<i>Assumption: Year 1 is July, 2012 through July, 2013</i>					

# CONCLUSION



In conclusion, this Plan represents the community's official framework and guide for the revitalization of the Northeast Gateway area into a thriving, mixed-use neighborhood that is close-in and complimentary to downtown McMinnville. In the future, Northeast Gateway is envisioned as a place where people can live, work, shop and play – a place where things are crafted, experienced and enjoyed. As this Plan expresses the community's vision and an expression of their desired outcomes for this area, the Plan must be a dynamic and responsive policy framework and action plan – one that changes as needed to keep pace with changing community values and external factors, and as opportunities arise. The Northeast Gateway Plan is intended to evolve accordingly, serving as the framework for further refinement according to changing circumstances and the wishes of the community.

