

Northeast Gateway



Memorandum #1 Existing Conditions Analysis May 23, 2011

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Introduction

The Northeast Gateway Plan is an infill and redevelopment plan that will address transportation needs and guide future development to achieve an integrated, mixed-use pedestrian-oriented neighborhood that efficiently uses land and complements surrounding development. The project will determine the appropriate vision for this neighborhood and provide specific direction, tools, and best management practices necessary to implement that vision.

As one of the first steps in the planning process, the existing conditions of the study area were analyzed. This memorandum summarizes that analysis and details the current urban context, uses, and development patterns; redevelopment metrics; public facilities and infrastructure; and the transportation system. As a foundation for the plan, the existing conditions analysis also identifies strengths, weaknesses, opportunities, and threats (SWOT) of the area.

Figure I Northeast Gateway Study Area



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

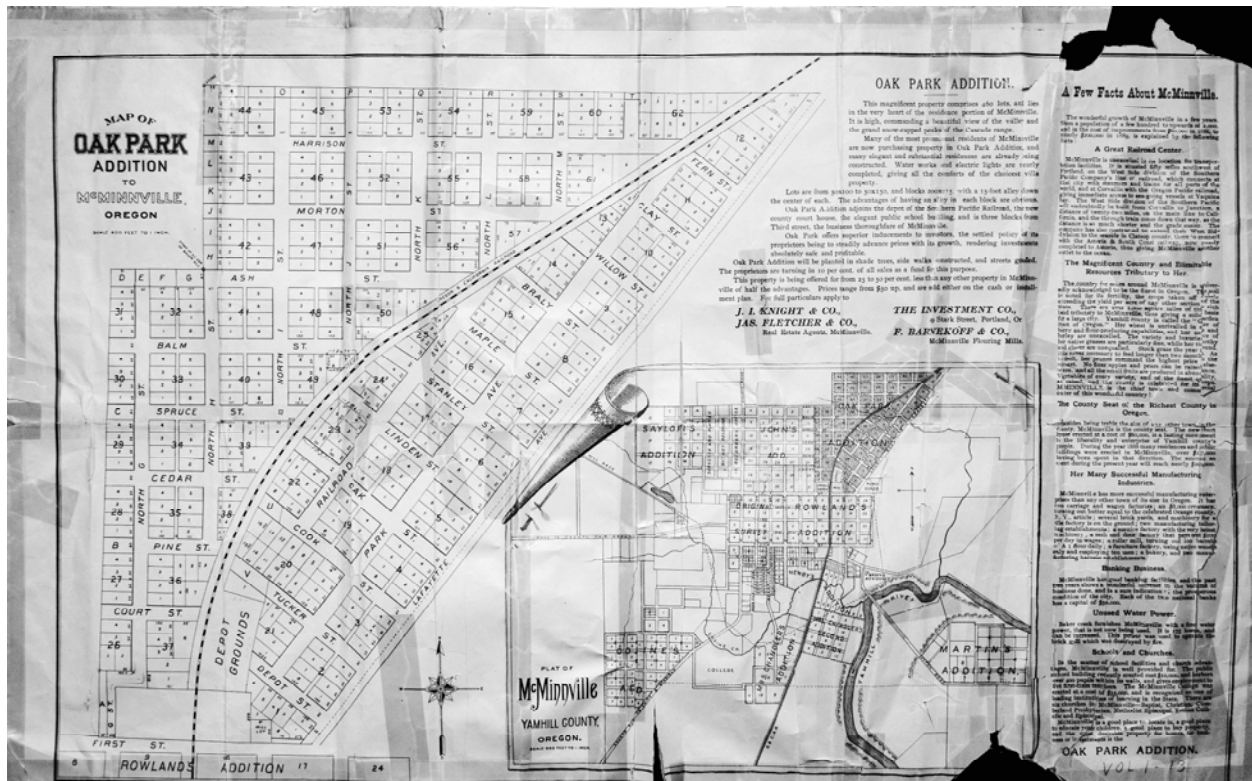
Context, Uses, and Development Patterns

History and Urban Context

Most of the Northeast Gateway study area was originally platted as the Oak Park Addition for new residential lots in 1890. Developers of the addition sought to capitalize on the economic growth of McMinnville at the time. The residential parcels were typically 50'x100' or 50'x150' in size, organized on 200'x215' city blocks with mid-block alleys (8 lots per block). The resulting urban pattern was a highly connected, fine-grained street grid.

Oak Park Addition encompassed area east and west of the railroad tracks. The street grid west of the railroad follows the north/south orientation of the original McMinnville town plat. The street grid east of the railroad tracks, however, is oriented to Lafayette Avenue, which has a diagonal alignment between 5th Street and Highway 99W. This created a unique characteristic for the area that is not seen anywhere else in the city.

The portion of the study area south of 5th Street (originally named 1st Street) is part of the Rowland's Addition, which was an extension of the original town plat and follows the cardinal directions in a grid of 200'x240' blocks. Over time the access to the railroad enticed industrial and commercial uses to develop in the area between the railroad and Lafayette Avenue. These uses required larger parcels than residential uses and a process of lot-line adjustments and public street vacations followed, deteriorating the fine grained street grid. Most notably missing from the street grid is Railroad Avenue, a street originally platted parallel to and between NE Alpine Ave and the railroad tracks.



Historic Oak Park Addition

Current Urban Form

Presently, the study area serves as a gateway into the city core; however, it is made up of quite a few distinct and disconnected areas roughly corresponding to the areas depicted in Figure 2.



Figure 1 Areas of Distinct Character

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.



Southern section of the study area

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 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.



Study area edged by the railroad tracks

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.



Arriving into the study area from the north on Lafayette Avenue

Current Uses

Properties abutting the northwest side of Lafayette Avenue and the southeast side of Alpine Avenue consist of a number of single-family homes with pockets of commercial use, while the southeast side of Lafayette (north of 10th Avenue) changes to commercial/industrial use. To the northwest of Alpine Avenue, lot sizes are relatively larger, forming an industrial area bounded by the railroad at the northwestern study boundary. A dominant land use in this area, and in the study area as a whole, is storage facilities. There is also manufacturing occurring in the industrial area with a cabinet company, rubber manufacturer, and wine production. The southern blocks in the study area, south of 5th Street and east of Irvine Street, predominately consist of single-family homes. The Cook Elementary School is one of the largest properties in the study area, located in the northeast quadrant of the Johnson Street and 5th Street intersection.



Single-family homes scattered throughout the study area

Wineries are another prevalent use in the study area, but are concentrated near the area known as the Granary District (generally located between NE 5th and 8th Streets, with the exception of the Eyrie Vineyards located on the north side of RB Rubber. The concentration of wine and craft-brewing businesses provides a unique opportunity for further development of destination-related employment uses in the area. Figure 5 and Table 1 describe the specific uses currently in the area.

Planned Land Uses

The City of McMinnville Comprehensive Plan designates future land uses as shown in Figure 6. Planned commercial and industrial land is evenly distributed in the study area—32 acres and 33 acres respectively, or about 87 percent of the 75-acre study area. Designated residential land consists of 10 acres, focused around Cook Elementary. The remainder of the plan map, outside this residential cluster, indicates a transition of single-family homes, along Lafayette Avenue and in portions of the south, to commercial uses in the long term.

Development Patterns and Building Stock

Between Lafayette Avenue and the railroad, the study area offers a unique mix of original residential parcels and larger commercial and industrial parcels created through a process of lot consolidation. Building types follow the parcel size: larger commercial and industrial buildings on large parcels and smaller and residential buildings on small parcels. Many parcels are currently vacant.

Figure 3 shows the buildings in and adjacent to the study area. The building footprints are much larger in contrast to the surrounding residential neighborhoods. The conditions of the buildings vary greatly. The businesses and home closer to downtown and Cook School tend to be better maintained and/or recently renovated.

The small buildings are mostly mid-twentieth century homes with one to two stories tall and pitched roofs. Many are located between NE Alpine Avenue and Lafayette Avenue. The larger buildings are typically warehouse structures, mostly one story tall with pitched roofs and corrugated metal siding. The space around the warehouses is often used for storage and parking.

The northern part of the study area is characterized by large storage areas and relatively small warehouses, while the mid-section of the study area has a higher building-to-lot ratio.



Residential area



Northern section of the study area



Middle section of the study area

The area around the old Granary is characterized by some taller and more historic structures in an attractive agricultural architectural vernacular.



The southern portion of the study area is an extension of the downtown grid and it features an eclectic mix of buildings and uses, which vary from single family homes to three story commercial buildings. Most of the buildings are placed directly on the lot line, defining a traditional downtown street character. The newest development, Village Quarter, exhibits these characteristics and extends the feel of downtown toward the study area and helps to connect to the Granary District.



The development character changes somewhat in this southern section of the study area east of Johnson Street. The buildings feature parking lots and driveways with buildings set back from the street edge in contrast to the traditional pattern. Planting strips inhibit pedestrian connectivity to some areas forcing access at only the vehicular driveway.



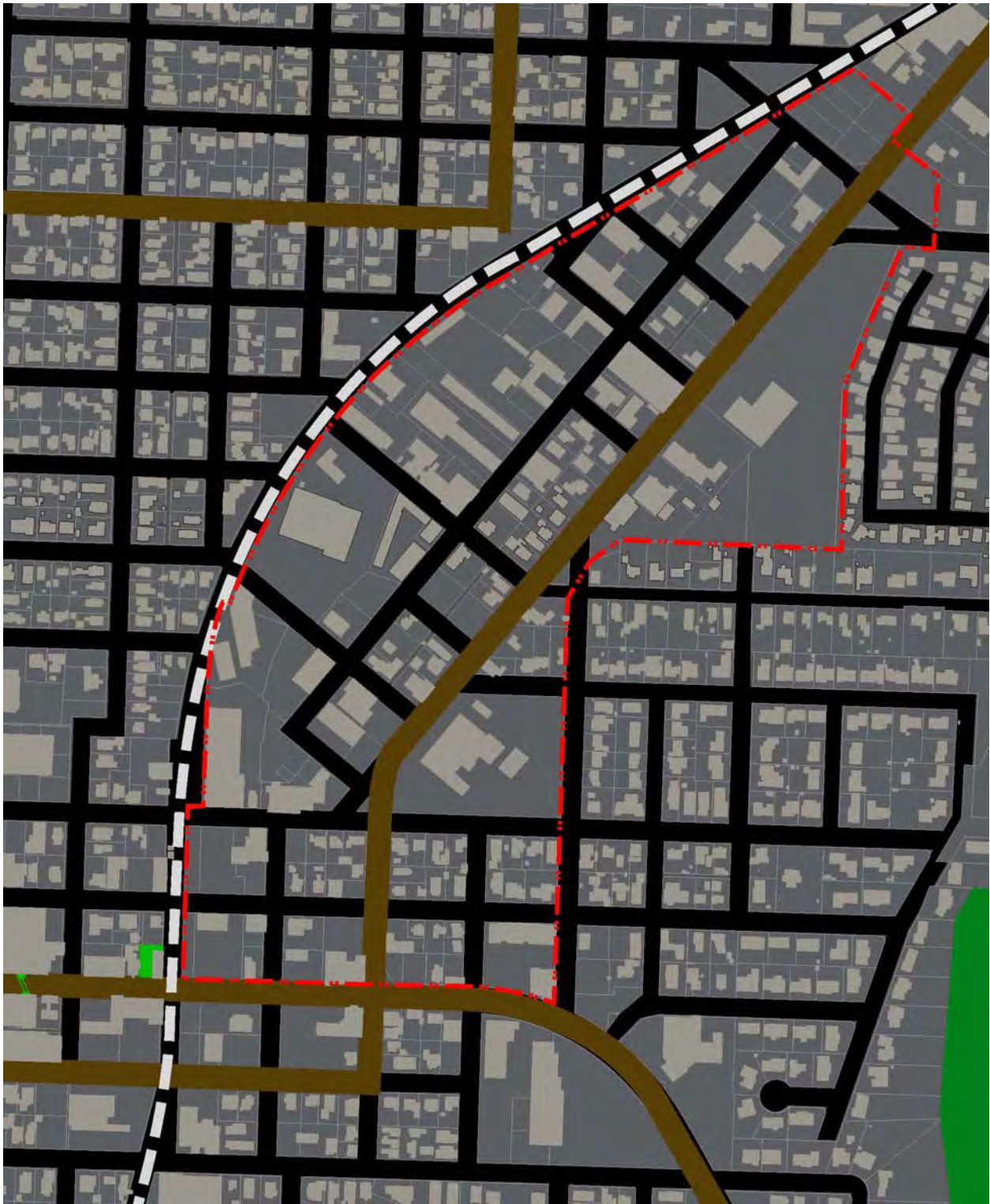


Figure 3 Existing Building Stock

Property Ownership Pattern

Multiple lots in the north section of the study area are under single ownership and comprise an industrial equipment and storage business. The industrial uses, in general, tend to have multiple tax lots under single ownership, as a facility may span across tax lots to accommodate manufacturing, storage, and office functions. Multiple property ownerships are shown in Figure 7.

Walkability and Connectivity

For planning purposes, a dimension of ¼ mile is important to consider. This 1320' dimension is the minimum that average people can and will cover in a 5 -10 minute walk. The dimensions of the study area represent a little less than three ¼ mile walks (15-30 minutes; ¾ mile) and the width is just short of one ¼ 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. As a result of these fundamental conditions – small-scale and proximity – there is an opportunity to create a walkable and pedestrian friendly redevelopment district.

The railroad has created some negative effects on circulation and connectivity as the number of official railroad crossings over time has been limited for safety reasons. Along the western boundary of the study area, a distance of nearly 4,000', only four crossings remain: NE 3rd Street, NE 5th Street, NE 8th Street and NE 13th Way. As a result, the railroad corridor has become a barrier for east/west movements. This does not deter some pedestrians, as they continue to break through fencing in order to cross the railroad illegally and also use the corridor as a north/south pedestrian connection. It seems at least a portion of these pedestrians travel to and from the high school to neighborhoods to the southeast. While this presents a safety concern, it also highlights a pressing need for pedestrian connections across and along the railroad tracks.





Figure 4. 1/4 Mile Walking Distance

Railroad

The railroad hasn't carried passengers for a long time, but there is a hope that sometime in the future conditions will be conducive to restoring passenger service on the railroad between McMinnville and the Portland and Salem metropolitan areas. Some studies into this idea have been carried out, but at this point restoring passenger service is deemed to be too expensive. However, if passenger service does return at some point, the historic depot could be an ideal multimodal center directly adjacent to the study area.



Figure 5. Current Uses (Refer to Table I)

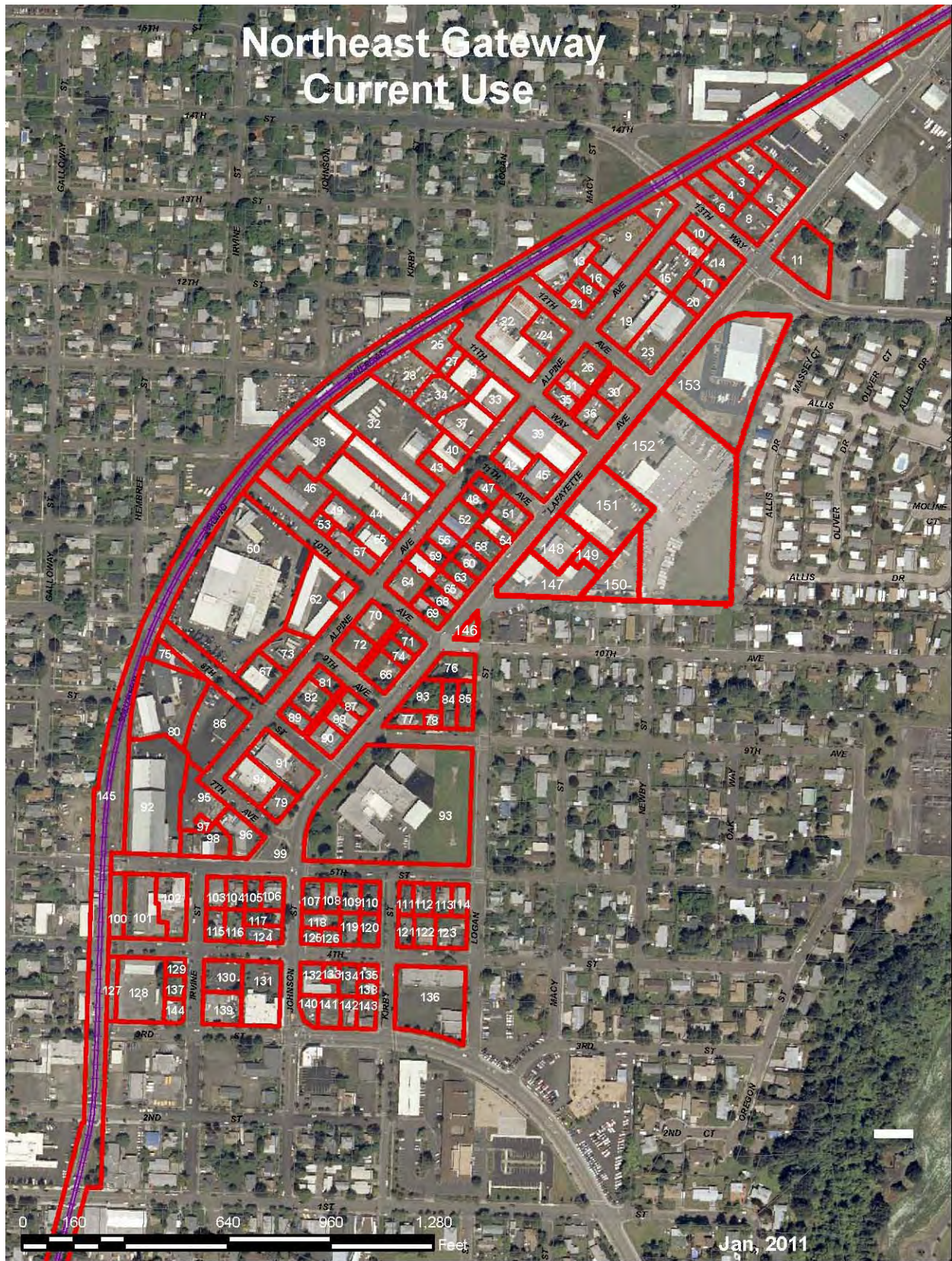


Table I. Current Uses (Refer to Figure 5)

Map #	ADDRESS	USE TYPE	CURRENT USE
1		Industrial	storage
2		Industrial	Industrial equipment rental & storage
3		Industrial	Industrial equipment rental & storage
4	1356 NE ALPINE AVE	Industrial	Industrial equipment rental & storage
5	1387 NE LAFAYETTE AVE	Industrial	Industrial equipment rental & storage
6			City property
7			Vacant
8	1353 NE LAFAYETTE AVE	Industrial	Industrial equipment rental & storage
9	1255 NE ALPINE AVE	Industrial	Industrial equipment rental & storage
10		Industrial	Industrial equipment rental & storage
11			Vacant
12		Industrial	Industrial equipment rental & storage
13	1205 NE 12TH AVE	Industrial	Warehouse and Junkyard
14	1329 NE LAFAYETTE AVE		Vacant
15		Industrial	Industrial equipment rental & storage
16		Industrial	Storage
17		Office industrial	Office serving surrounding Industrial
18	1213 NE ALPINE AVE	Residential	Single-Family
19	1305 NE LAFAYETTE AVE	Industrial	Industrial equipment rental & storage
20	1305 NE LAFAYETTE AVE	Industrial	Industrial equipment rental & storage
21	1205 NE ALPINE AVE	Residential	Single-Family
22	1235 NE 11TH WAY	Industrial	Storage
23	1305 NE LAFAYETTE AVE	Industrial	Industrial equipment rental & storage
24	1185 NE ALPINE AVE	Industrial	Vehicle junkyard/towing
25		Industrial	Junkyard
26	1186 NE ALPINE AVE	Residential	Single-Family
27		Office industrial	Office serving surrounding Industrial
28		Industrial	Junkyard
29	1206 NE 11TH WAY	Industrial	Storage
30		Industrial	Outdoor storage
31	1158 NE ALPINE AVE	Industrial	Storage
32	1065 NE ALPINE AVE	Industrial	Storage (office/residence on site)
33	1240 NE 11TH WAY	Industrial	Storage
34	1200 NE 11TH WAY	Industrial	Junkyard
35	1156 NE ALPINE AVE	Commercial	Office (maybe residence also)
36	1157 NE LAFAYETTE AVE	Commercial	Yutzy Building Co.
37	1101 NE ALPINE AVE	Industrial	Storage
38	903 NE ALPINE AVE	Industrial	Storage
39	1145 NE LAFAYETTE AVE	Industrial	Storage
40	1077 NE ALPINE AVE	Industrial	Storage
41	1055 NE ALPINE AVE	Industrial	Storage
42	1106 NE ALPINE AVE	Industrial	Storage
43	1075 NE ALPINE AVE	Vacant	Vacant
44	1035 NE ALPINE AVE	Industrial	Aircraft Custom Cabinets manufacturing
45	1109 NE LAFAYETTE AVE	Commercial	Appliance sales and repair
46	905 NE 10TH AVE	Industrial	brewery, wine production (tasting), wood work
47	1224 NE 11TH AVE	Residential	Single-Family

Table I. Current Uses (continued)

Map #	ADDRESS	USE TYPE	CURRENT USE
48	1078 NE ALPINE AVE	Residential	Single-Family
49	1017 NE ALPINE AVE	Industrial	Storage
50	904 NE 10TH ST	Industrial	RB rubber manufacturing
51	1085 NE LAFAYETTE AVE	Com/Res	Office (Tows are Us) likely residence also
52	1050 NE ALPINE AVE	Industrial	Storage
53	1001 NE 10TH AVE	Industrial	Unsure-high fence potential junkyard
54	1053 NE LAFAYETTE AVE	Com/Ind	Radiator sales and service
55	1015 NE ALPINE AVE	Com/Ind	Office for Amcraft Cabinets
56	1040 NE ALPINE AVE	Industrial	Storage
57	1011 NE ALPINE AVE	Ind/Com	Eyrie Vineyard. Wine making and tasting
58	1047 NE LAFAYETTE AVE	Residential	Single-Family
59	1032 NE ALPINE AVE	Residential	Single-Family
60	1039 NE LAFAYETTE AVE	Commercial	Paws on Third (dog grooming)
61	1026 NE ALPINE AVE	Industrial	Storage
62	935 NE ALPINE AVE	Industrial	Storage
63	1031 NE LAFAYETTE AVE	Residential	Single-Family
64	1010 NE 10TH AVE	Commercial	Office (structure is single family in appearance)
65	1021 NE LAFAYETTE AVE	Residential	Single-Family
66	915 NE LAFAYETTE AVE	Vacant	Vacant
67	835 NE 8TH ST	Commercial	Care for Kids daycare
68	1015 NE LAFAYETTE AVE	Residential	Single-Family
69	1005 NE LAFAYETTE AVE	Residential	Single-Family
70	950 NE ALPINE AVE	Residential	Duplex
71	935 NE LAFAYETTE AVE	Residential	Single-Family
72		Vacant	Vacant
73	825 NE ALPINE AVE	Industrial	Industrial manufacturing
74	925 NE LAFAYETTE AVE	Residential	Single-Family
75	800 NE 8TH ST	Commercial	Spa Bliss, Cross Fit Gym Wine production GD
76	932 NE LAFAYETTE AVE	Residential	Single-Family
77	840 NE LAFAYETTE AVE	Residential	Single-Family
78	1131 NE 9TH AVE	Residential	Single-Family
79		Vacant	Vacant (parking lot)
80		Com/Ind	Wine production/tasting/office use GD
81	834 NE ALPINE AVE	Residential	Single-Family
82	810 NE ALPINE AVE	Residential	Single-Family
83	914 NE LAFAYETTE AVE	Residential	Single-Family
84	1141 NE 9TH AVE	Residential	Single-Family
85	1147 NE 9TH AVE	Residential	Single-Family
86	836 NE 8TH ST	Industrial	Farmers Market GD
87	833 NE LAFAYETTE AVE	Commercial	Wild Haven Rental Property Management
88	823 NE LAFAYETTE AVE	Residential	Single-Family
89	802 NE ALPINE AVE	Residential	Single-Family
90	813 NE LAFAYETTE AVE	Commercial	Mini-Mart
91	750 NE ALPINE AVE	Ind/Com	office use GD
92	845 NE 5TH ST	Ind/Com	Wine production. Office use. Storage GD
93	800 NE LAFAYETTE AVE	Public Facility	Cook School (historical)
94	925 NE 7TH AVE	Ind/Com	Dog Obedience School GD
95		Com/Ind	Parking & loading for Granary District GD

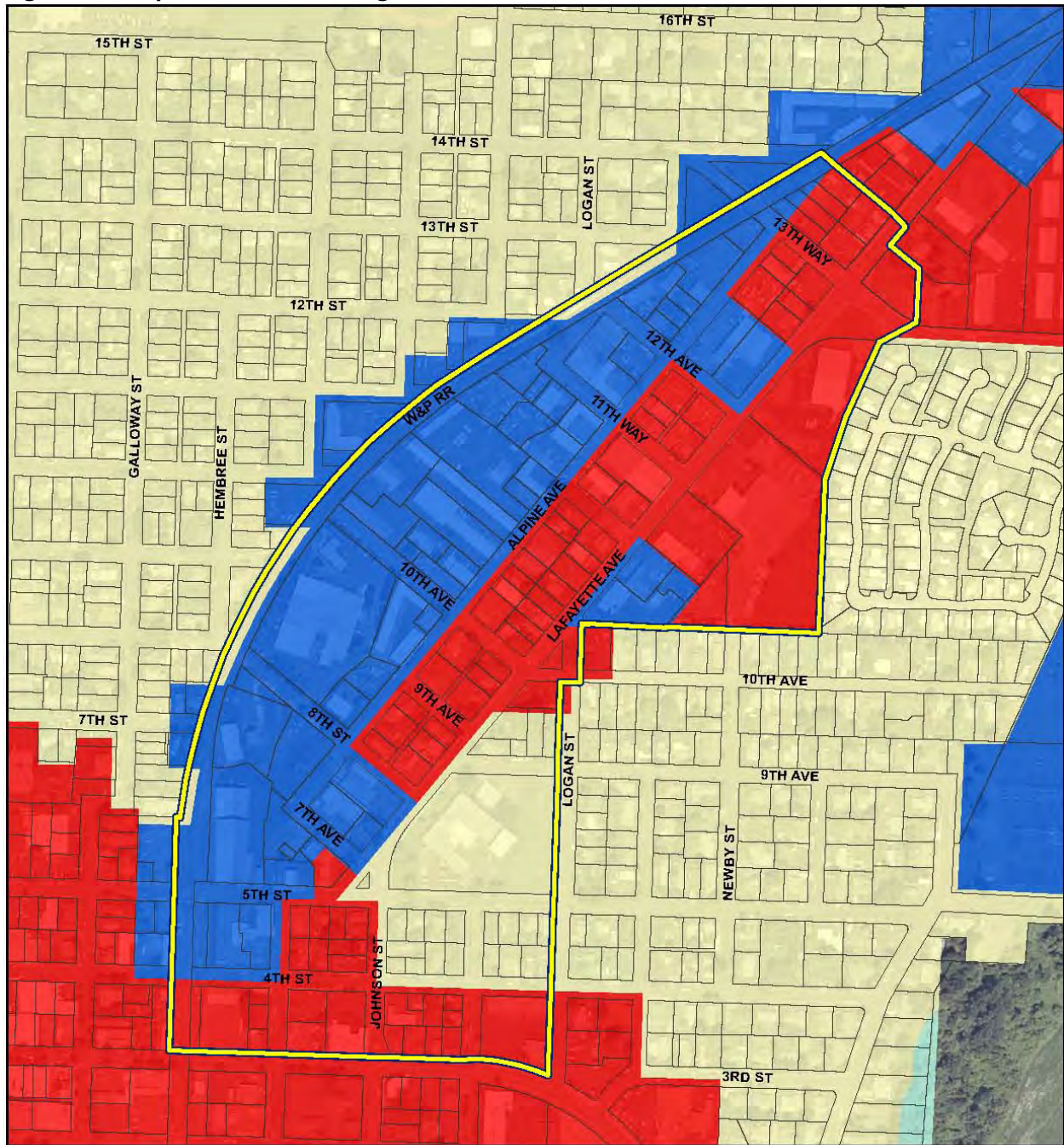
Table I. Current Uses (continued)

Map #	ADDRESS	USE TYPE	CURRENT USE
96	615 NE LAFAYETTE AVE	Commercial	Thrift Store. Appliance Store
97		Com/Ind	Parking & loading for Granary District GD
98	855 NE 5TH ST	Commercial	Buchanan Cellers Feed Store GD
99		Public/Utility	City property (ROW)
100	716 NE 5TH STREET	Industrial	Vacant - Southern Pacific Rail
101		Ind/Com	Panther Creek Winery (manufacturing & sales)
102	455 NE IRVINE ST	Ind/Com	Panther Creek Winery (manufacturing & sales)
103	910 NE 5TH ST	Commercial	Storage for Buchanan Cellers Feed Store
104	914 NE 5TH ST	Commercial	Storage for Buchanan Cellers Feed Store
105	922 NE 5TH ST	Residential	Single-Family
106	435 NE JOHNSON ST	Residential	Single-Family
107	1004 NE 5TH ST	Residential	Single-Family
108	1020 NE 5TH ST	Residential	Single-Family
109	1030 NE 5TH ST	Residential	Single-Family
110	1046 NE 5TH ST	Residential	Single-Family
111	1104 NE 5TH ST	Residential	Single-Family
112	1122 NE 5TH ST	Residential	Single-Family
113	1136 NE 5TH ST	Residential	Single-Family
114	449 NE LOGAN ST	Residential	Single-Family
115	404 NE IRVINE ST	Residential	Single-Family
116	919 NE 4TH ST	Residential	Single-Family
117	419 NE JOHNSON ST	Residential	Single-Family
118	414 NE JOHNSON ST	Residential	Single-Family
119	1029 NE 4TH ST	Residential	Single-Family
120	1043 NE 4TH ST	Residential	Single-Family
121	400 NE KIRBY ST	Residential	Single-Family
122	1113 NE 4TH ST	Residential	Single-Family
123	1135 NE 4TH ST	Residential	Single-Family
124	405 NE JOHNSON ST	Commercial	Office
125	406 NE JOHNSON ST	Residential	Single-Family
126	1017 NE 4TH ST	Residential	Single-Family
127	740 NE 3RD ST	Industrial	Vacant - Southern Pacific Rail
128	333 NE IRVINE ST	Multi-Family Res/Com	Commercial (lower) affordable sr hsg(above)
129	333 NE IRVINE ST	Multi-Family Residential	Affordable senior housing
130	904 NE 4TH ST	Commercial	Parking for Golden Valley Brew Pub
131	980 NE 4TH STREET	Commercial	Golden Valley Brew Pub
132	1018 NE 4TH ST	Commercial	Computer sales and service
133	1018 NE 4TH ST	Commercial	Computer sales and service
134	1030 NE 4TH ST	Residential	Single-Family
135	331 NE KIRBY ST	Residential	Single-Family
136	330 NE KIRBY ST	Commercial	Office/Church
137	321 NE IRVINE ST	Multi-Family Residential	Part of affordable senior housing project
138	323 NE KIRBY ST	Residential	Single-Family
139	903 NE 3RD ST	Commercial	Mini-Mart
140		Vacant	Vacant
141	1017 NE 3RD ST	Vacant	Vacant
142	1027 NE 3RD ST	Residential	Single-Family

Table I. Current Uses (continued)

Map #	ADDRESS	USE TYPE	CURRENT USE
143	315 NE KIRBY ST	Commercial	Professional Office
144	303 NE IRVINE ST	Commercial	Veterinarian
145		Transportation	Railroad
146	TBD		
147	TBD		
148	TBD		
149	TBD		
150	TBD		
151	TBD		
152	TBD		
153	TBD		

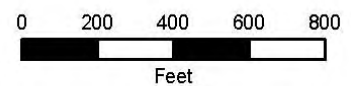
Figure 6. Comprehensive Plan Designations



McMinnville Northeast Gateway Plan

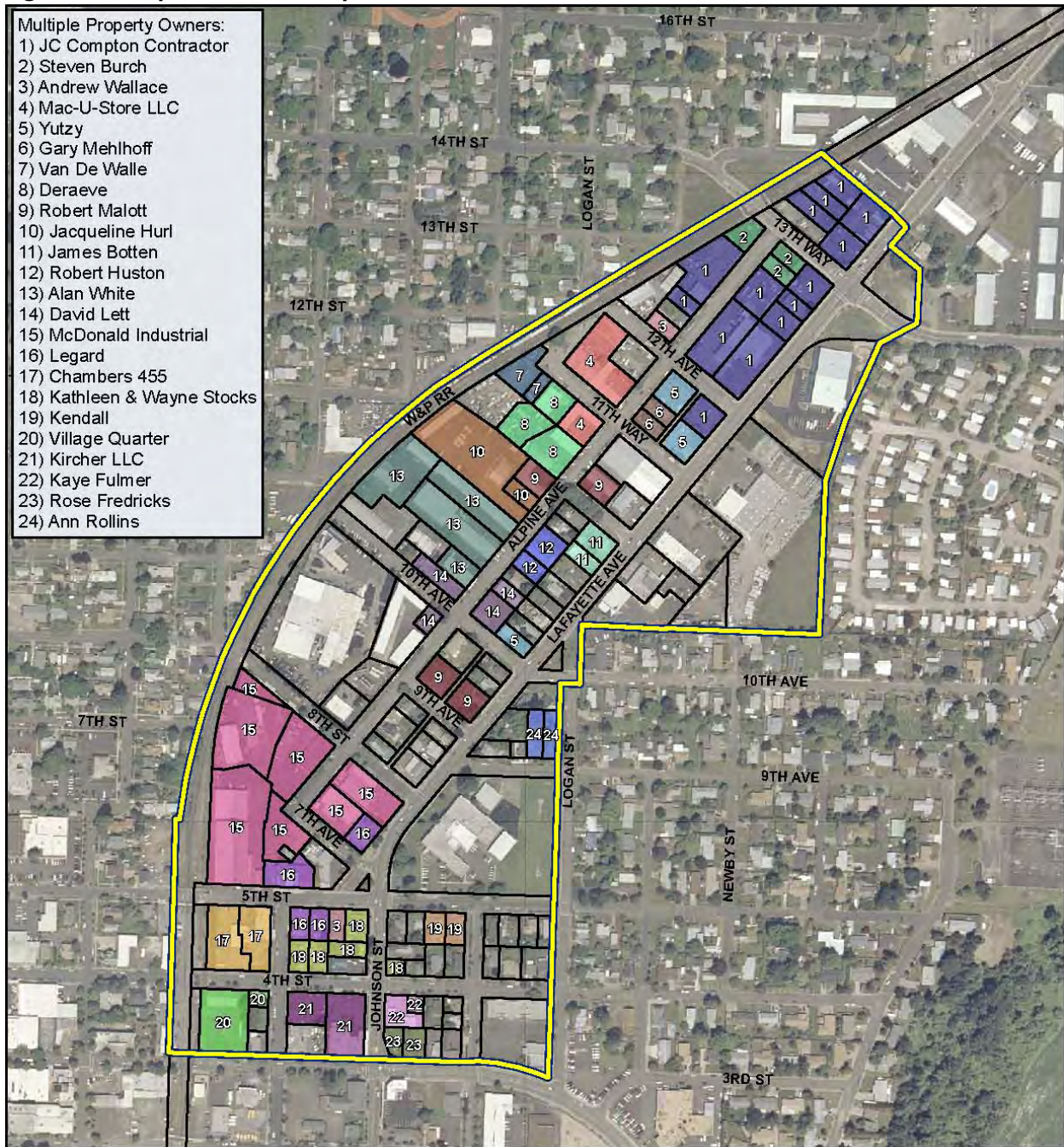
Study Area Boundary

- Comp Plan Designations**
- Commercial
 - Industrial
 - Residential
 - Floodplain
- Study Area
- Taxlots





1 inch = 400 feet

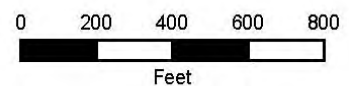
Figure 7. Multiple Lot Ownership Pattern



McMinnville Northeast Gateway Plan

Study Area Boundary

-  Study Area
-  Taxlots



1 inch = 400 feet

Redevelopment Metrics

Improvement to Land Value Ratios

The ratio of a property’s improvement value to land value ratio (I:L) is often used as a measure of a property’s readiness for redevelopment. Table 2, below, shows the distribution of improved properties in the study area by five levels of improvement as well as the supply of vacant land. 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). The values used are real market values as identified by the Yamhill County assessor. Figure 8 on the following page provides a map of study area properties by the I:L categories identified in Table 2.

Table 2. Improvement to Land Value Ratios, 2011

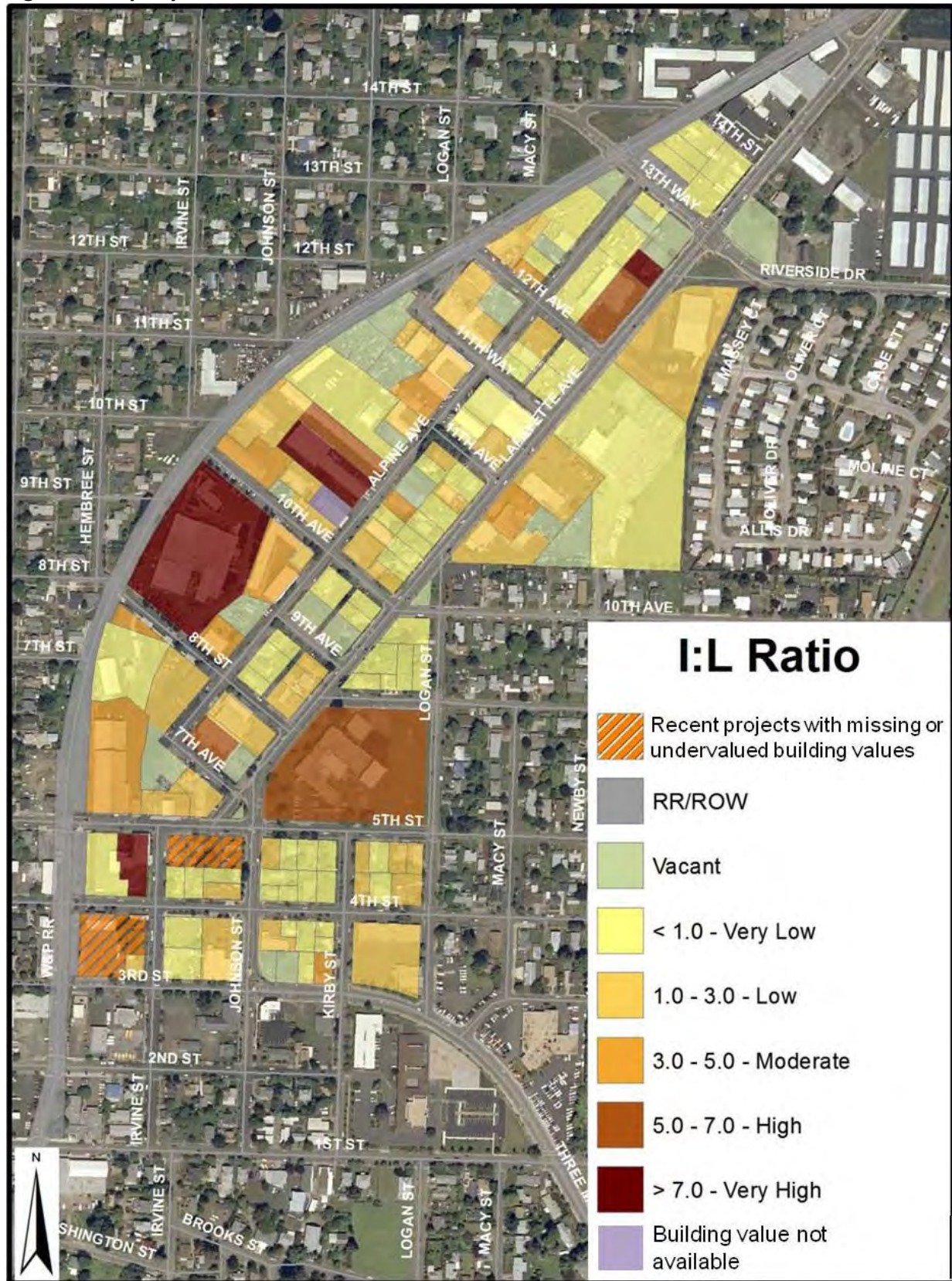
I:L Category	Category Description	Taxlot Acres	% of Total Taxlot Acres	Total Taxlots	% of Total Taxlots
Improved Property					
< 1.0	very low	17.7	34%	32	21%
1.0 to 3.0	low	13.1	25%	63	42%
3.0 to 5.0	moderate	4.2	8%	26	17%
5.0 to 7.0	high	5.2	10%	22	15%
> 7.0	very high	4.7	9%	4	3%
Vacant Land		7.2	14%	4	3%
TOTAL		52.2	100%	151	100%

Source: Yamhill County Tax Assessor
 Note: TOTAL Taxlot Acres exclude streets, railroads, and other rights of way.

Key Findings:

- The study area has significant redevelopment potential. An estimated 73 percent of property in the study area, excluding public rights-of-way and the railroad property, is vacant land or improved property with an improvement to land ratio of less than 3.0.
- Improved properties with low (1.0 to 3.0) or very low (< 1.0) improvement to land ratios comprise 59 percent of the study area (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.
- Vacant land zoned for industrial and commercial use constitutes an estimated 14 percent (7.2 acres) of land in the study area. Vacant properties range from less than 0.1 acre to approximately 0.7 acres in size and are scattered throughout the study area.
- Properties with a high (5.0 to 7.0) or very high (> 7.0) improvement to land ratio comprise 19 percent (9.8 acres) of land in the study area.
- Recent projects with missing data or clearly incorrect building values are noted in Figure 8. No property data is available for Village Quarter, a tax-exempt affordable housing development occupying almost an entire block in the southwest portion of the study area. Given that this project is a high quality development completed in 2007, it is assumed to have a relatively high improvement to land ratio. Likewise, the Buchanan Cellers Feed Store, located on 5th Street, between Irvine and Johnson, is also likely to have a high improvement to land value ratio, as the store recently underwent an expansion and upgrade.

Figure 8. Property Values, March 2011



Source: Yamhill County Tax Assessor, City of McMinnville, Leland Consulting Group and Otak, Inc.

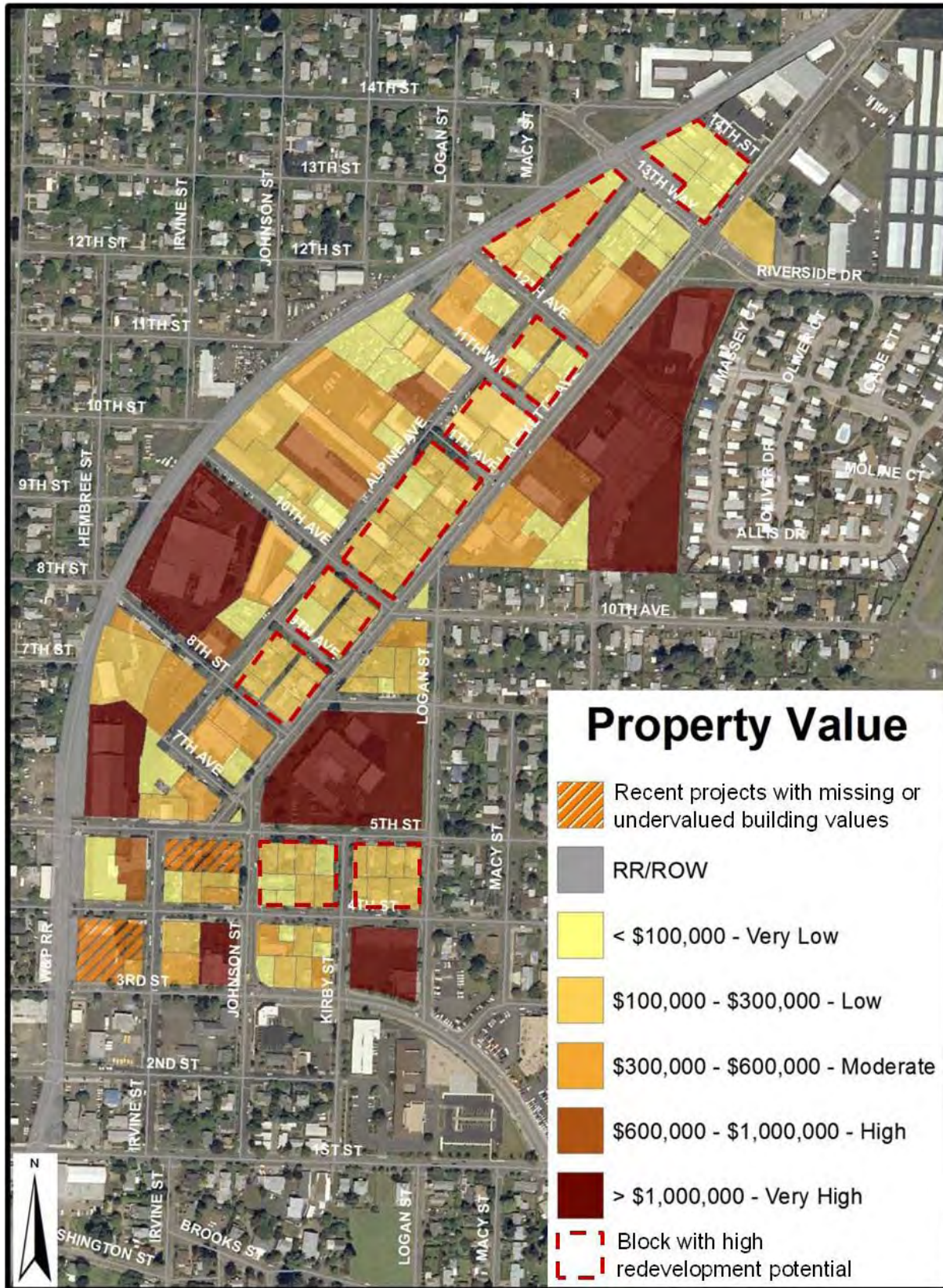
Property Values

Figure 9 provides a map of study area property values, which for the purpose of this analysis are defined as the total real market value of land and improvements as identified by the Yamhill County assessor. To provide a context in which to compare the relative values of individual properties and blocks, properties are classified by five different value categories ranging from less than \$100,000 to greater than \$1 million.

Key Findings:

- Given the high percentage of vacant or redevelopable properties in the area identified in the improvement to land value analysis, it is not surprising that the majority of properties (121 or 79 percent) in the study area have very low (< \$100,000) or low (\$100,000 to \$300,000) property values.
- The study area encompasses multiple “low value” blocks where no individual property on the block is valued at more than \$300,000.
- The central portion of the study area, between Fifth Street and 10th Avenue, encompasses a high percentage of moderate and high value properties relative to the rest of the study area. RB Rubber Products manufacturing facility, R. Stuart and Co.’s winery operations (building owned by McDonald Industrial), and Cook School are examples of uses located on high value properties in this area.
- Other examples of high value properties in the study area include the Willamette Graystone facility, located east of Lafayette Avenue, and the Golden Valley Brewery and Pub, which occupies the eastern half and northwest quarter of the block between 3rd and 4th Streets, adjacent to Johnson Street in the southern portion of the study area.
- As noted in the summary of key findings for the improvement to land ratio analysis, property values for two recent projects have missing data in the assessor database. Village Quarter, an affordable housing development in the southwest portion of the study area, is assumed to have a high real market property value despite its tax exempt status. The Buchanan Cellers Feed store on 5th Street, between Irvine and Johnson, recently underwent an expansion and renovation (business was expanded through construction of new building directly across the street from the Buchanan Cellers Feed Store building).

Figure 9. Property Values, March 2011



Source: Yamhill County Tax Assessor, City of McMinnville, Leland Consulting Group and Otak, Inc.

Public Facilities and Infrastructure

The City has three utility masterplans relevant to the project area. These include *Water Reclamation Facilities Plan* August 2009, *Conveyance System Master Plan* October 2008, and *Storm Drainage Master Plan* April 2009. McMinnville Water and Light is working on an updated water master plan, so no document was available for review. However, they did provide some basic existing information relevant to the site that will be discussed further. The following analysis summarizes the existing utilities within the study area and the opportunities afforded with redevelopment of the area.

Sewer

The city's sewer system is divided into seven drainage basins. The subject site is located within three of these: High School, Downtown and Yamhill. The portion of the site north of 5th Street is contained within the High School drainage basin, while the portion east of Johnson Street and south of 5th Street drains to Yamhill basin and the remainder west of Johnson Street drains to Downtown basin.

The High School basin drains by gravity through a 48-inch pipe east to Lafayette Bypass, located near the intersection of Lafayette Avenue and 11th Street, where it is then conveyed east through twin 21-inch pipes across a mobile home park to the city's main sewer pump station known as Raw Sewage Pump Station (RSPS). The RSPS ultimately conveys all raw sewage for the city to the waste water treatment plant.

The portion of the site within Yamhill basin conveys sewage north to the RSPS. The portion of the subject site within Downtown basin drains south to Cozine Pump Station where it is ultimately conveyed north to RSPS.

The *Conveyance System Master Plan* analyzed the existing system for conveyance of both sewer flows and larger storm events. It has been documented that the city's sewer system experiences a substantial amount of infiltration and inflow. The goal of the analysis was to identify areas where overtopping would occur within the system or where the hydraulic grade line would approach a depth from existing grade of two feet or less.

Deficiencies identified within the *Conveyance System Master Plan* relevant to the project area include the RSPS, Cozine Pump Station, and the 42-inch pipe and twin 21-inch pipes immediately upstream of RSPS to Lafayette Bypass. The recommended course of action from the master plan is to continue reduction of infiltration and inflow through various rehabilitation projects. No upgrades to the aforementioned facilities are recommended within the master plan.

A recently completed project relevant to the subject site included improvements to the Alpine Avenue and Lafayette Avenue sewers. This project appears to be mainly a pipe replacement project to reduce infiltration and inflow.

Storm Drainage

Several waterways surround the city including the South and North forks of Yamhill River, Baker Creek, and Cozine Creek. These serve as discharge locations for the city's surface runoff. The city is divided into nine drainage basins, and the subject site lies within two of these: Midtown and South Yamhill.

The portion of the site within the Midtown drainage basin includes the area bounded by Lafayette Avenue to the east, the railroad to the west, 5th Street to the south and 14th Street to the north. The Midtown basin drains to the treatment plant where it is treated and subsequently discharged to the South Yamhill River.

The remaining area of the subject site south of 5th Street and east to Logan Street lies within the South Yamhill drainage basin. A portion of this drainage basin contributes to a combined sewer overflow network, while the southern remainder is conveyed through a separate storm network where it is ultimately discharged south to the South Yamhill River.

The *Storm Drainage Master Plan* includes hydraulic analysis of the existing storm network for the city to identify deficiencies. Analysis was based on the 10-year storm event and was performed for both existing conditions and future development. Deficiencies were also prioritized into four risk categories: very low, low, medium, and high.

Storm sewers in Alpine Avenue were identified as having a high deficiency risk. The existing network within Alpine Avenue includes 10-inch and 12-inch pipes and these are undersized for both existing conditions and future development.

A 12-inch storm sewer in Lafayette Avenue is assessed as having a medium deficiency risk and is considered undersized for both existing conditions and future development. The master plan recommends upgrade of this line to 18-inch. As-built drawings of Lafayette Avenue improvements completed in 1999 indicate 18-inch storm sewers were installed in the vicinity of this pipe deficiency.

No other storm sewers within the subject area are identified as having significant deficiency. An 18-inch pipe downstream of the site within the mobile home park is identified as having a high deficiency risk.

The *Storm Drainage Master Plan* recommends the Alpine Avenue storm sewer upgrades be incorporated into the city's capital improvements program. This storm sewer upgrade includes upsizing existing pipes of 10-inch and 12-inch diameter to 15-inch and 24-inch diameter.

Water

McMinnville Water and Light is in the process of updating the city's water master plan. Discussions with the district indicated the subject site is in good condition for water works. This area experiences good pressure, is well-developed, and has no experience with pipe deficiencies.

The district did identify small galvanized pipes along 8th, 9th, and 11th streets would likely need replacement due to material type. It is not known if these pipes would be included as capital improvement projects within the updated water master plan.

Key Findings

Deficiencies exist within the sanitary and storm sewer networks that lie within the subject site or immediately downstream. No sanitary sewer improvements relevant to the subject site are included within the city's capital improvements program. The Alpine Avenue storm sewers are recommended by the *Storm Drainage Master Plan* for upsizing as part of the capital improvements projects. McMinnville Water and Light is currently updating the city's water master plan, but indicated no significant deficiencies are known within the subject site.

Transportation System

This section presents the area transportation system, including: existing and planned transportation facilities, current and projected transportation system performance, and historical crash and safety trends. The purpose of the existing conditions inventory and performance evaluation is to document the baseline transportation system within the Northeast Gateway study area. The information presented below was assembled from the 2009 McMinnville Transportation System Plan (TSP), Geographic Information System (GIS) files, and other relevant data and studies provided or produced by the City of McMinnville and the Oregon Department of Transportation (ODOT). The project team also visited and inventoried the Northeast Gateway study area in February 2011 to collect information regarding site conditions, land uses, existing traffic operations, and transportation facilities.

Street Conditions

Due to the historic mix of industrial, commercial and residential uses in the study area, the type and condition of transportation facilities provided varies greatly throughout the Northeast Gateway. Whether or not streets are paved and have curb, gutter, or sidewalks is inconsistent from block to block and sometimes within the same block-face. Street conditions are most favorable south of 5th Street, where facilities and conditions are similar to those provided in the downtown area. Streets in the northwest quadrant of the study area (north of 5th Street and west of Lafayette) feature the greatest inconsistency.

With the exception of Lafayette Avenue, most streets north of 5th Street lack or have inconsistent sidewalks. As shown in the images below, new sidewalks and curbs incorporating ADA ramps, landscaping, and bioswale stormwater management near the Granary District and Buchanan Cellers are juxtaposed against unimproved streets (9th Avenue, 11th Avenue, 12th Avenue, and Alpine Avenue north of 11th) that are unpaved with no sidewalk, curb, or gutter. Pedestrians, bicyclists, personal vehicles, and large trucks all share a poorly defined right-of-way in these areas. In addition, on multiple blocks in the northwest quadrant of the study area, subsiding pavement and curbs (if present) promote poor stormwater flow and make the delineation between street and sidewalk difficult to discern (as evidenced by occasional truck damage to nearby buildings).

The following sections provide a detailed description of existing transportation facilities and currently planned improvements in the study area, as well as general recommendations for improving conditions in the future. Detailed recommendations for transportation system improvements will be dependent upon the type, scale, and distribution of land uses in the final development scenario.



Conditions at Alpine Avenue and 7th



Conditions at Alpine Avenue and 12th

Existing & Planned Transportation Facilities

Following is an inventory of existing multi-modal transportation facilities in the study area, including: roadways, pedestrian facilities, bicycle facilities, transit, railroads, and truck freight routes, as well as a summary of planned transportation facility improvements identified in the 2009 McMinnville TSP and other plans.

Roadway Facilities

As noted above, whether or not roadways are paved and have curb, gutter, sidewalks, or other features is inconsistent throughout the study area. The area also lacks connectivity to surrounding neighborhoods, due to its proximity to the Portland & Western Railroad and the presence of multiple skewed and/or offset intersections. NE 3rd Street, NE 5th Street, NE 8th Street, and NE 13th Way provide the only rail crossings in the study area and connect the Northeast Gateway to downtown McMinnville and neighborhoods to the west. Primary access to the study area is provided from NE 3rd Street, NE 5th Street, NE 8th Street, NE 10th Avenue, and NE Lafayette Avenue (also Lafayette/Riverside Drive). Table 3 summarizes the existing roadways in the study area. All roadways in the study area are currently owned and operated by the City of McMinnville (Lafayette Avenue was formerly an ODOT-owned facility).



Lafayette Avenue

Table 3. Existing Transportation Facilities and Roadway Designations

Roadway	Functional Classification ¹	Number of Lanes	Posted Speed (mph)	Sidewalks	Bicycle Lanes	On-Street Parking
Alpine Avenue ⁸	Local Street	2	25	No ²	No	Yes
Lafayette Avenue	Minor Arterial	3	35 ³	Yes	Yes	No
Johnson Street	Minor Arterial	3	25	Yes	Yes	No
Irvine Street	Local Street	2	25	Yes	No	Yes
Kirby Street	Local Street	2	25 ³	Yes	No	Yes
Logan Street	Neighborhood Connector	2	25 ³	Yes ⁴	No	Yes
3 rd Street	Major Collector	3	30 ³	Yes	Yes ⁵	No
4 th Street	Local Street	2	25	Yes	No	Yes
5 th Street	Minor Collector	2	25 ³	Yes ⁶	No	Yes ⁷
7 th Avenue	Local Street	2	25	Yes	No	Yes
8 th Street	Minor Collector	2	25 ³	Yes	No	Yes
9 th Avenue ⁸	Local Street	2	NP	No	No	Yes
9 th Street	Neighborhood Connector	2	25 ³	No ⁹	No	Yes ¹⁰
10 th Avenue	Local Street	2	25	Yes ¹¹	No	Yes
11 th Avenue ⁸	Local Street	2	NP	No	No	Yes
11 th Way	Local Street	2	25	No	No	Yes
12 th Avenue ⁸	Local Street	2	NP	No	No	Yes
13 th Way	Minor Collector	3	35	Yes	Yes	No
Riverside Drive	Major Collector	2	35	Yes	Yes	No

¹ Obtained from 2009 McMinnville Transportation System Plan.

² Sidewalk is provided on the east side of Alpine Avenue between NE 10th Street and NE 7th Street and on the west side of Alpine Avenue between NE 8th Street and NE 7th Avenue.

³ Lafayette Avenue (between 9th and 5th), Logan Street (between 9th and 5th), 8th Street (between Alpine and Lafayette), 5th Street and 9th Street (between Lafayette and Macy), Kirby Street (between 4th and 5th), and 3rd Street (east of Logan) are posted as a 20 mph during school hours (7 a.m. to 5 p.m.) A radar speed warning sign is located at 9th/Lafayette.

⁴ Sidewalk is only provided on the west side of Logan between 5th and 9th. No sidewalk is provided north of 9th.

⁵ Bike lanes provided on 3rd Street east of NE Johnson Street.

⁶ Sidewalk is only provided on the south side of 5th Street between the Railroad and Irvine Street. There is no curb on the north side of 5th Street in this area and buildings directly abut the street at grade.

⁷ On-street parking is allowed only on the south side of 5th Street east of Johnson Street.

⁸ Alpine Avenue (north of 11th Avenue), 9th Avenue, 11th Avenue, and 12th Avenue are unimproved streets (unpaved or poor pavement condition with no sidewalk, curb, or gutter)

⁹ Sidewalk is only provided on the south side of 9th Street between Lafayette and Logan.

¹⁰ On-street parking is allowed only on north side of 9th Street between Lafayette and Logan.

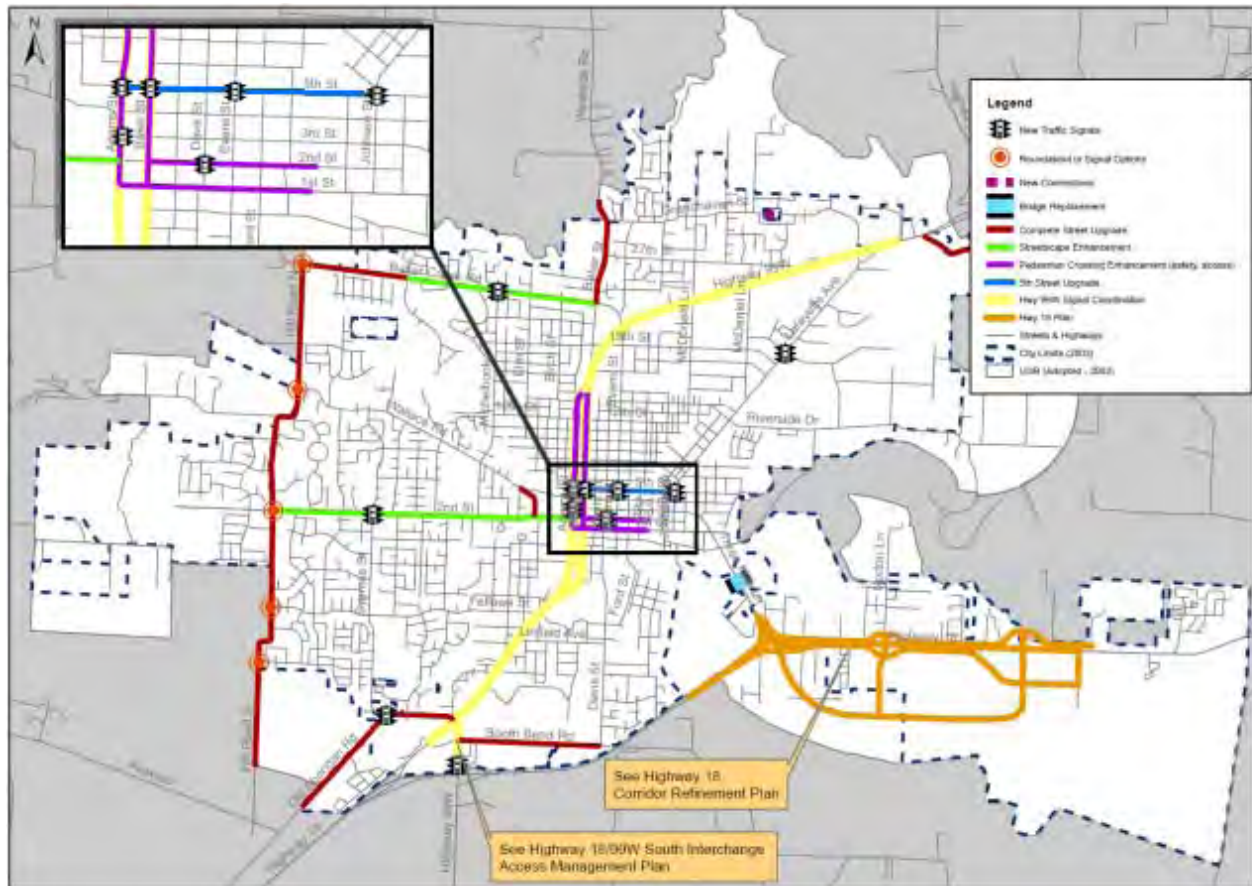
¹¹ Sidewalk is only provided on the north side of 10th between Lafayette and Alpine.

NP = Not Posted

Planned Roadway Facilities

There is limited space to expand or build new roadways within the study area and the McMinnville TSP states that expanding roadway facilities is not desirable from a neighborhood or environmental impact perspective. Instead, the City will look toward travel management programs and measures to help serve demand and alleviate congestion. 5th Street is highlighted in the TSP as a street that will require significant improvements to give it the capacity to serve as an alternative to 1st, 2nd, and 3rd Streets and relieve congestion in the downtown area. Improvements include: a traffic signal at 5th Street/Lafayette Avenue, curb ramps, sidewalks, and relocation of the current 5th Street/Ford Street transit center. Figure 10 shows planned McMinnville roadway improvements.

Figure 10. Planned Roadway Improvements



Source: 2009 McMinnville TSP

In addition to projects identified in the TSP, there are many opportunities to improve roadways to increase the attractiveness of the Northeast Gateway and improve access and mobility. For example, paving and installing curb, gutter, and sidewalk on currently unimproved streets would enhance the grid street network and increase connectivity within the site and to surrounding neighborhoods.

Pedestrian Facilities

The study area is within the 1.5 mile walk zone of a middle school and high school, within which the McMinnville School District does not bus students to school. As a result, there is a significant amount of pedestrian activity and the potential to improve safe routes to school through improvements to the pedestrian network. Based on field observations and discussions with the

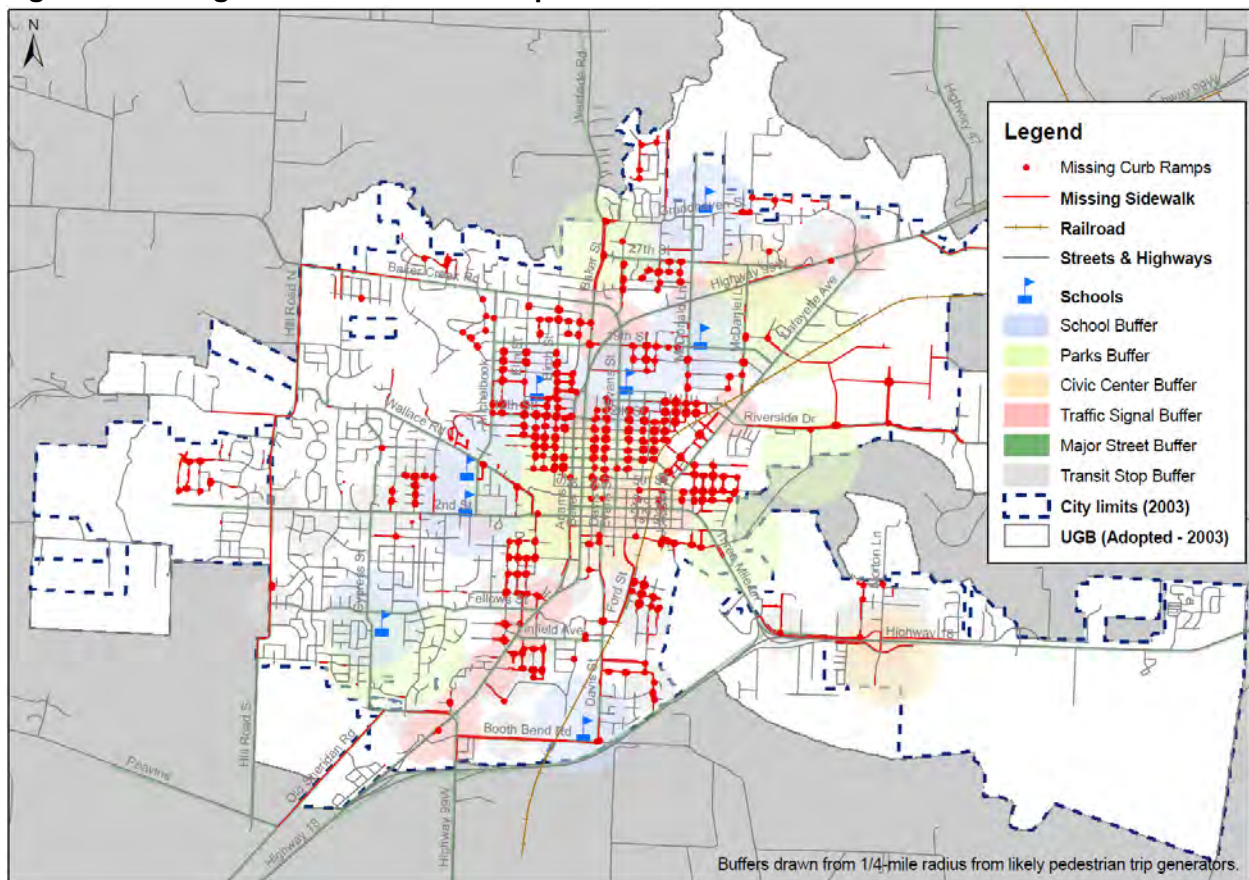
Northeast Gateway Advisory Committee, 10th Avenue was identified as a major east/west connection for students and other pedestrians, but many pedestrians walk on the street due to gaps in the existing sidewalk network.



Sidewalk Obstructions on Lafayette Avenue

As shown in Table 3, sidewalks are currently provided inconsistently throughout the study area. On multiple streets, sidewalks are provided on only one side of the street or there are gaps in the sidewalk network. Most intersections in the study area do not have curb ramps. In several areas encroaching landscaping, mailboxes installed in the sidewalk area (as shown on Lafayette Avenue in the photo on the left), and poor pavement condition further limit sidewalk accessibility. There are few marked crosswalks in the study area; most are located in the school zone or downtown area.¹ Figure 11 shows areas within McMinnville that currently lack sidewalks and curb ramps.

Figure 11. Missing Sidewalk and Curb Ramp Locations



Source: 2009 McMinnville TSP

¹ Existing marked crosswalks are located at: 8th/Lafayette (north leg), 13th/Lafayette, 5th/Johnson/Lafayette (east leg), 5th/Logan, 3rd/Johnson, and 3rd/Kirby (east leg). The City of McMinnville does not currently use zebra stripe crosswalks.

Planned Pedestrian Facilities

The 2009 McMinnville TSP recommends several priority sidewalk improvements within the study area, including constructing missing sidewalk and curb ramps at:

- 5th Street and the P&W railroad crossing,
- 5th Street from Lafayette Avenue to Macy Street, and
- Macy Street from 5th Street to 3rd Street.

McMinnville’s Zoning Ordinance and City Code requires that all future development must include sidewalk and walkway construction and all street construction or renovation projects shall include sidewalks. At several locations in the Granary District (Alpine/7th and 5th/Irvine), property owners have recently installed new curb and sidewalks that could serve as a model for improvements throughout the remainder of the study area. The photos below show newly installed sidewalks at the Granary District that incorporate ADA-accessible curb ramps, curb bulb-outs, and bioswales. Additional pedestrian needs noted by the Advisory Committee include marked crosswalks, pedestrian lighting, and improved pedestrian rail-crossings (to reduce “cut through” traffic on private property).

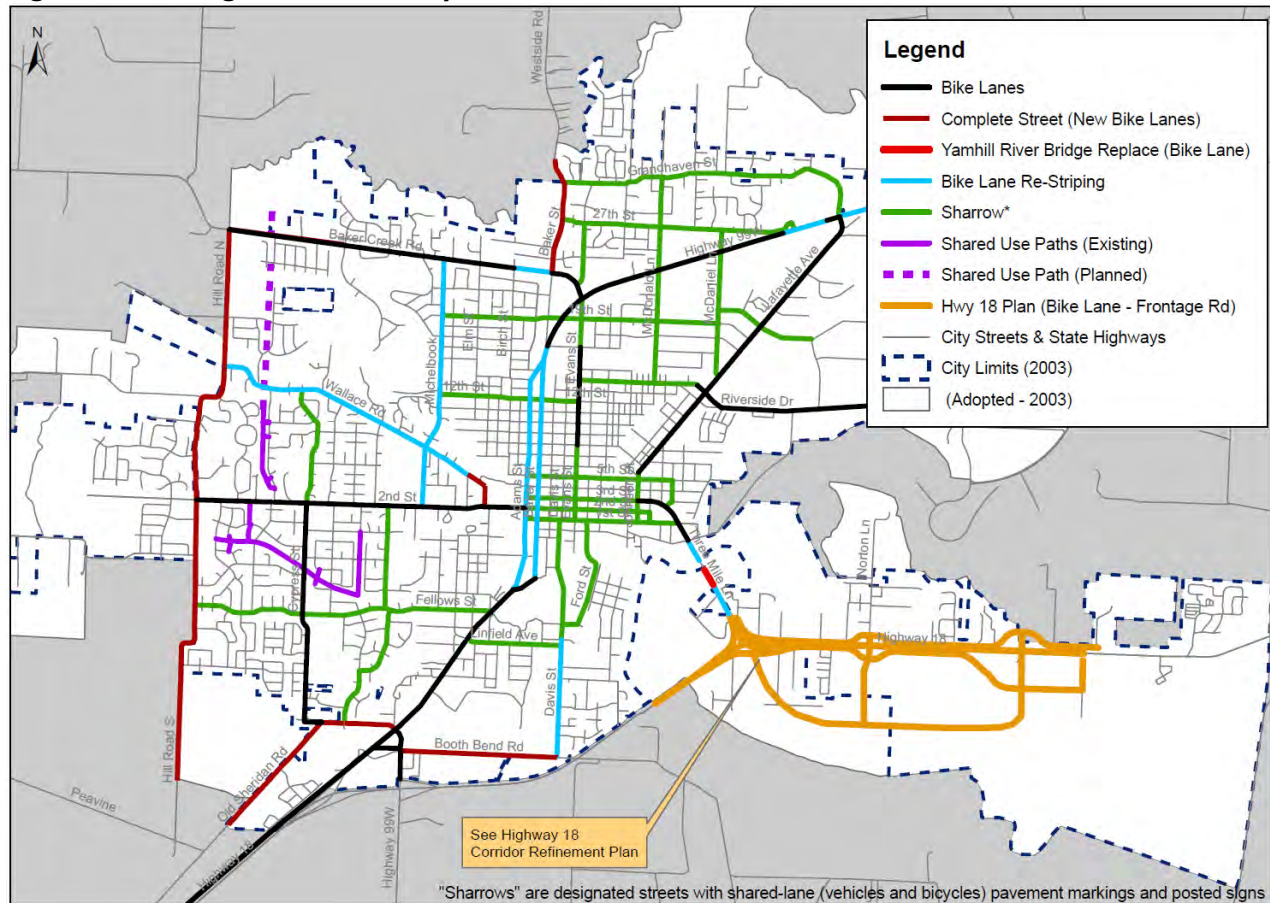


Granary District Sidewalk Improvements

Bicycle Facilities

As shown in Table 3, on-street bicycle lanes are currently provided on Lafayette Avenue, Johnson Street, 3rd Street (east of Johnson), and 13th Way/Riverside Drive. Recommended bicycle improvements for the study area identified in the TSP include installation of bicycle route signing and sharrows (shared lane pavement markings) on 5th Street, 3rd Street (west of Johnson), and Macy Street (from 3rd Street to 9th Street). Figure 12 shows existing and planned bicycle facilities within McMinnville.

Figure 12. Existing and Planned Bicycle Facilities



Source: 2009 McMinnville TSP

Transit Facilities

Yamhill County Transit Area (YCTA), a private non-profit organization, operates local fixed-route, inter-city, and demand responsive bus transit service in McMinnville and other Willamette Valley cities. The McMinnville transit center is currently located at the 5th Street/Ford Street intersection near the courthouse.

Local Bus Service

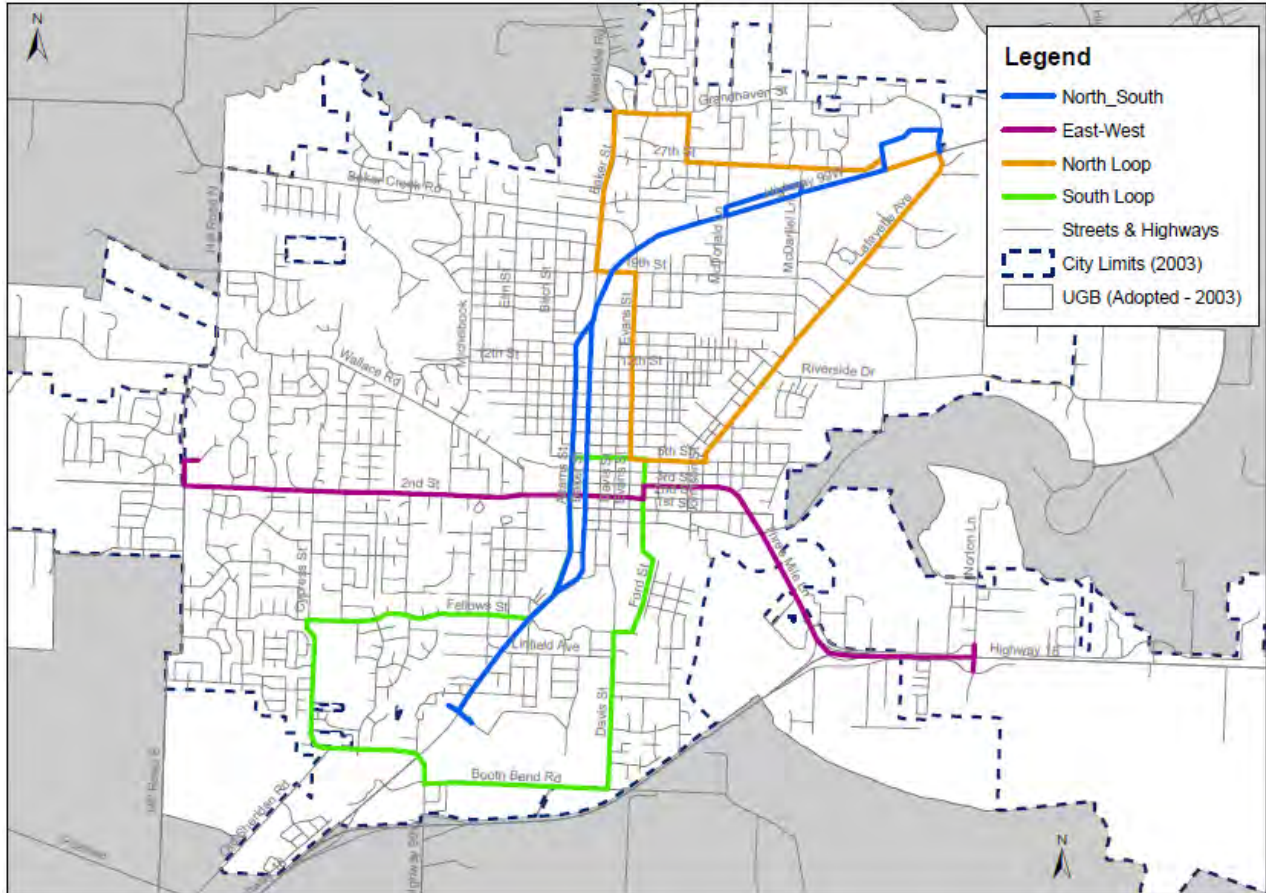
YCTA currently operates three local bus routes, shown in Figure 13:

- **North-South Express Route #1** – Provides service from the McMinnville transit center north on Highway 99W to the Walmart shopping center near Grandhaven Drive and south on Adams/Baker Street to the Albertsons shopping center near Keck Drive. Service is provided on weekdays from 6:30 a.m. to 7:50 p.m. at 40 minute headways. This route does not serve the study area.
- **East-West Express Route #2** – Provides service from the McMinnville transit center east on 3rd Street and Highway 18 to the McMinnville Community Hospital and west on 2nd Street to Chemeketa Community College. Service is provided on weekdays from 6:50 a.m. to 6:10 p.m. at 40 minute headways. This route serves the southern portion of the study area.
- **North-South City Loop Route #3** – Provides service from the McMinnville transit center north on Evans Street and 27th Street to the Safeway shopping center and south on Davis Street and Booth Bend Road to Discovery Meadows Community Park. Service is provided

on weekdays from 6:40 a.m. to 6:40 p.m. at 40 minute headways. This route serves Lafayette Avenue and 5th Street in the study area.

One “all-city” route that combines Express Route #1 and the eastern leg of Express Route #2 is provided on Saturdays from 10:00 a.m. to 6:00 p.m. at 90 minute headways. No local service is provided on Sundays. Fares are \$1 each way, \$2 for a day-pass, or \$30 for a monthly pass. Residents of the Village Quarter senior housing development on 3rd Street/Irvine Street receive free transit passes as part of transportation demand management efforts in the area.

Figure 13. Existing YCTA Local Transit Routes



Source: 2009 McMinnville TSP, www.yctransitarea.org

Inter-City Bus Service

YCTA also offers four inter-city Commuter Link routes that provide low-frequency (1.5 to 4 hour headway) service to surrounding communities:

- #22 McMinnville-Sheridan-Willamina-Grand Ronde & Sheridan Express
- #33 McMinnville-Hillsboro/MAX Link
- #11 McMinnville-West Salem/Cherriots
- #44 LINK-99W/McMinnville to Tigard Transit Center

Each of these routes provides weekday and Saturday service to the McMinnville transit center, but do not stop in the study area.

Demand Responsive Service

YCTA Dial-a-Ride curb-to-curb service is available for individuals who are unable to access YCTA's fixed routes because of mobility limitations, or those whose origins and/or destinations are within Yamhill County, but not in close proximity to fixed routes. Dial-a-Ride service operates from 8am to 4:30pm, Mon–Fri. The fare is \$1.50 or \$35 for an unlimited monthly pass.

Planned Transit Facilities

Ridership on YCTA fixed-route, Commuter Link, and Dial-a-Ride services has risen steadily over the last 5 years as a result of service improvements, increases in gasoline prices, and travel behavior changes. In May 2009, YCTA revised its local bus routes to reduce travel times and attract additional riders. Additional route changes are not currently planned; however, the TSP encourages improvements to stop locations, amenities, bicycle/pedestrian access, and other “curb-side factors”. The TSP also recommends supporting YCTA in developing a TDM program.

The McMinnville transit center is currently located at the 5th Street/Ford Street intersection near the courthouse. Due to projected increased traffic volumes on 5th Street and increased levels of transit service and usage, the transit center will be relocated in the future. Yamhill County is currently conducting a study to locate and develop a new long-term site for the transit center that will serve as a base for local and regional transit operations. Locations within the study area are being considered as candidate locations.

Rail System

The Portland & Western (formerly Willamette & Pacific) Westside Branch rail line, which comprises the western boundary of the study area, provides a valuable alternative to truck freight transportation and helps to reduce congestion and wear and tear on the roadway system. The presence of the railroad also presents potential connectivity and safety challenges, particularly, should the study area transition from a primarily industrial area to a mixed use commercial/residential neighborhood.

The P&W rail line currently provides freight service connecting McMinnville to the Burlington Northern Santa Fe and Union Pacific railroads to allow transcontinental shipments. The rail line currently serves two freight trains per day on average and switching runs associated with industrial uses in the area. Freight moved over this line includes lumber products, agricultural goods, fertilizer, and steel or rolling mill products. The Westside Branch includes segments of Federal Rail Administration Class 2 track, which is limited to speeds of 25 mph, and Class 3 track, which is limited to 40 mph. The line does not have any weight or dimensional restrictions.

At-grade railroad crossings in the study area are provided at NE 13th Way/14th Street, 8th Street, 5th Street, and 3rd Street. Each of these crossings was reconstructed in 2002 to replace and/or update advanced warning systems, signals, and crossing gate arms.

Planned Rail Facilities

Completing the missing sidewalk on the north side of the 5th Street railroad crossing and south side of the 8th Street railroad crossing are identified in the TSP as recommended railroad crossing improvements.

The Oregon Rail Plan identifies the P&W line as a potential future passenger or commuter rail corridor connecting McMinnville to Portland. The 1998 *Yamhill County Commuter Rail Study* found

that due to the condition of the freight rail line, a capital investment of \$112 million would be required to bring the line up to acceptable standards for commuter rail operations. The study further concluded that projected ridership was insufficient, at that time, in light of the anticipated capital costs to rehabilitate the rail line. The 2008 *Feasibility Study for Development of an Improved Yambill County Rail System for Passengers and Freight* evaluated the feasibility of two alternative commuter rail scenarios using the P&W line. The estimated 2028 ridership figures compare favorably with average daily boardings of other services in relative low-density travel corridors. However, the total capital costs of implementing either alternative were deemed unfeasible, due to the need to rehabilitate tracks and structures to accommodate modern passenger rail quality and safety standards. An express commuter bus service, modeled on the 99W Link but providing increased frequency and timed transfers to WES, was proposed as an alternative service in the short term.

Truck Freight Routes

Three Mile Lane, Johnson Street, and Lafayette Avenue are identified in the TSP as a local truck route, connecting local industrial areas and freight destinations with the two state truck routes in McMinnville, Highway 99W and Highway 18. These streets currently serve high volumes of heavy trucks, and freight traffic through the study area is expected to increase in the future. Future development and transportation improvements on this route should be designed to balance the need to increase pedestrian and bicycle connectivity, maintain freight access, and promote safety for all modes in the study area.

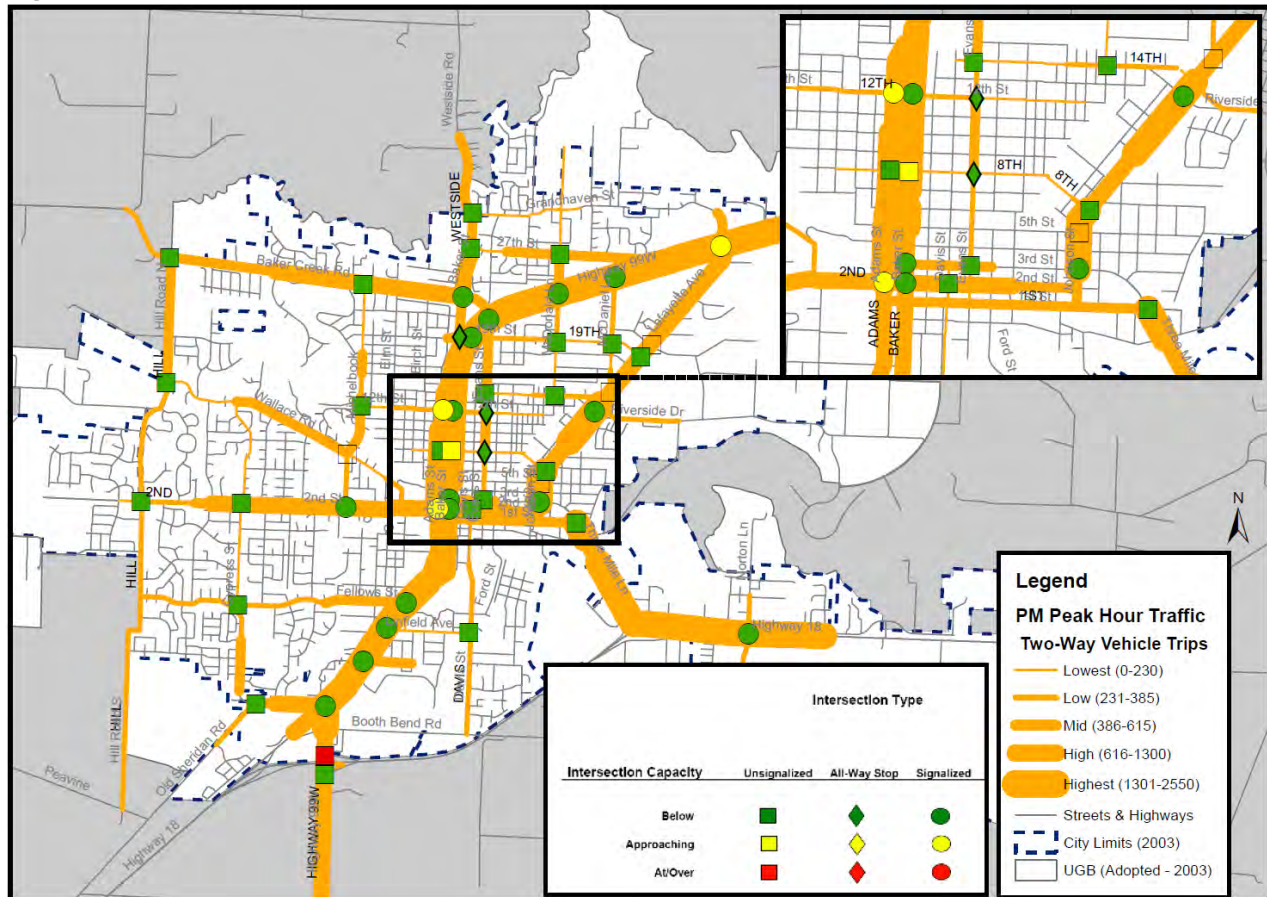
The high volume of heavy truck traffic from Lafayette Avenue to and from the RB Rubber plant (located west of Alpine Avenue between 8th Street and 10th Avenue) was identified as an area of concern by the Northeast Gateway Advisory Committee. RB Rubber's primary entrance is located on 10th Avenue and a second entrance is located on 8th Avenue, resulting in constant truck traffic entering and exiting the site on these streets. Adequate clearance for heavy truck turning movements should be considered in any future transportation improvements on these streets. Rerouting some truck traffic to a currently unused 9th Avenue RB Rubber site access point was identified by the Advisory Committee as a potential alternative future scenario.



Traffic Volumes and Operations

Figure 14 shows existing 2006 PM peak hour traffic volumes for roadway segments and intersections evaluated for the 2009 McMinnville TSP. All TSP intersections in the study area operated below capacity and yielded acceptable operations in 2006.

Figure 14. 2006 PM Peak Hour Traffic Volumes



Source: 2009 McMinnville TSP

Based on traffic growth projections, if no improvements are made to the roadway system, Lafayette Avenue (between 5th Street and 13th Way) and 3rd Street (east of Johnson Street) are expected to operate over capacity in 2023. Johnson Street between 3rd Street and 5th Street is also expected to operate near capacity in 2023. The new (proposed) signal at the Lafayette/5th Street intersection is anticipated to shift 20-30 percent of existing traffic on 2nd Street to 5th Street and improve eastbound traffic access to Lafayette, thus balancing traffic volumes and improving operations on these segments.

Assuming that a traffic signal is installed at the 5th Street/Lafayette Avenue intersection as called for in the TSP, all TSP intersections in the study area are anticipated to operate below capacity and at acceptable levels of service in 2023. Table 4 shows 2006 and 2023 operations for the 3rd Street/Lafayette Avenue and 5th Street/Lafayette Avenue intersections as reported in the TSP. The City does not have current turning movement and traffic operations data for other intersections in the study area; however, other study area intersections currently appear to yield acceptable operations based on field observations.

Table 4. 2006 and 2023 TSP Study Intersection Operations

Intersection	2006 Existing				2023 – 5 th Street Option			
	LOS ¹	Delay ²	V/C ³	WM ⁴	LOS ¹	Delay ²	V/C ³	WM ⁴
3 rd St & Lafayette Ave	B	17.6	0.62	WBT	C	20.9	0.71	NP
5 th St & Lafayette Ave	E	37.4	NP	EBL	B	15.6	0.75	NP
8 th St & Lafayette Ave	D	33.8	0.42	EBL/R	NP	NP	NP	NP

NP – Not provided in TSP

¹ Level of service, based on 2000 Highway Capacity Manual methodology

² Average delay in seconds per vehicle.

³ Volume-to-capacity ratio reported for signalized intersections

⁴ Worst movement

Source: 2009 McMinnville TSP

Collision History and Crash Analysis

The purpose of documenting the collision history from the past five years in the study area and conducting crash analysis for the area is to identify intersections and roadway sections that may benefit from roadway and/or operational adjustments to reduce the occurrence and severity of crashes. However, not all crashes are preventable through roadway engineering. The review conducted here highlights the locations that have a higher occurrence of crashes than expected and provides preliminary ideas on what additional studies and/or countermeasures may help reduce crashes at those locations.

The five most recent years of crash data – January 1, 2005 to December 31, 2009 - were collected from ODOT for intersections and roadway segments within the Northeast Gateway study area. Table 5 summarizes the crash data by intersection. The table summary provides the number of crashes, severity of crashes, number of vehicle-bicycle and/or vehicle-pedestrian crashes, and crash rate reported from 2005 through 2009. Over this period, a total of 34 crashes were reported in the study area. Of these crashes, 11 involved turning movements, 12 involved vehicles rear ending, and 16 resulted in injuries. No other crash trends were identified in the study area. Appendix A includes the crash data sheets.

The 5th Street/Lafayette Avenue intersection was identified as an area of potential safety concern by the Advisory Committee. Only one crash was reported at this intersection in the last five years. The nearby 8th Street/Lafayette Avenue, 4th Street/Johnson Street, and 3rd Street/Johnson Street intersections had higher crash volumes relative to other intersections in the study area.

Table 5. Summary of Reported Crashes at Study Area Intersections

Intersection	Crash Type					Crash Severity		Total
	Fixed Object	Angle	Turn	Rear End	Ped	PDO*	Injury	
NE 13 th Way/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 13 th Way/Riverside Dr/NE Lafayette Avenue	0	1	1	0	2	1	3	4
NE 12 th Avenue/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 12 th Avenue/NE Lafayette Avenue	0	0	0	0	0	0	0	0
NE 11 th Way/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 11 th Way/NE Lafayette Avenue	0	0	0	1	0	0	1	1
NE 11 th Avenue/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 11 th Avenue/NE Lafayette Avenue	0	0	0	0	0	0	0	0
NE 10 th Avenue/NE Alpine Avenue	0	1	0	0	0	1	0	1
NE 10 th Avenue/NE Lafayette Avenue	0	0	0	2	0	1	1	2
NE 10 th Avenue/NE Logan Street	0	0	0	0	0	0	0	0
NE 9 th Avenue/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 9 th Avenue/NE Lafayette Avenue	0	0	0	0	0	0	0	0
NE 9 th Street/NE Lafayette Avenue	0	0	0	0	0	0	0	0
NE 9 th Street/NE Logan Street	0	0	0	0	0	0	0	0
NE 8 th Street/NE Hembree Street	0	0	0	0	0	0	0	0
NE 8 th Street/Alley (west of Lafayette)	0	1	0	0	0	1	0	1
NE 8 th Street/NE Lafayette Avenue	0	0	1	5	0	2	4	6
NE 7 th Avenue/NE Alpine Avenue	0	0	0	0	0	0	0	0
NE 7 th Avenue/NE Lafayette Avenue	0	0	0	0	0	0	0	0
NE 5 th Street/NE Irvine Street	0	0	0	0	0	0	0	0
NE 5 th Street/NE Lafayette Avenue	0	0	0	1	0	1	0	1
NE 5 th Street/NE Kirby Street	0	0	0	0	0	0	0	0
NE 5 th Street/NE Logan Street	0	0	0	0	0	0	0	0
NE 4 th Street/NE Irvine Street	0	0	1	0	0	0	1	1
NE 4 th Street/NE Johnson Street	0	0	3	1	1	3	2	5
NE 4 th Street/NE Kirby Street	0	0	0	0	0	0	0	0
NE 4 th Street/NE Logan Street	0	0	0	0	0	0	0	0
NE 3 rd Street/Railroad	0	0	0	0	1	0	1	1
NE 3 rd Street/ NE Irvine Street	1	0	0	0	0	1	0	1
NE 3 rd Street/NE Johnson Street	1	2	5	2	0	7	3	10
NE 3 rd Street/NE Kirby Street	0	0	0	0	0	0	0	0
NE 3 rd Street/NE Logan Street	0	0	0	0	0	0	0	0
Total	2	5	11	12	4	18	16	34

*PDO stands for property damage only crash.

Summary of Transportation Conditions

The inventory of the Northeast Gateway transportation system indicates that existing transportation facilities in the study area currently yield acceptable operations based on analysis conducted for the 2009 McMinnville TSP and field observations. The inventory identifies multiple opportunities to improve the consistency and connectivity of transportation facilities in the study area, especially for pedestrians and bicyclists. Key findings from the transportation system existing conditions evaluation are summarized below.

Existing & Planned Transportation Facilities

Roadways

- NE 3rd Street, NE 5th Street, NE 8th Street, and NE 13th Way provide the only rail crossings in the study area.
- Primary access to the study area is provided from NE 3rd Street, NE 5th Street, NE 8th Street, NE Lafayette Avenue, and Riverside Drive.
- Alpine Avenue (north of 11th Avenue), 9th Avenue, 11th Avenue, and 12th Avenue are currently unimproved streets (unpaved or in poor pavement condition, with no sidewalk, curb, or gutter provided).
- The TSP identifies multiple planned upgrades to 5th Street, including a traffic signal at the 5th Street/Lafayette Avenue intersection, curb ramps, sidewalks, and relocation of the current 5th Street/Ford Street transit center.
- Assuming that a traffic signal is installed at the 5th Street/Lafayette Avenue intersection, all TSP intersections in the study area are anticipated to operate below capacity and at acceptable levels of service in 2023.

Pedestrian Facilities

- Multiple gaps currently exist in the sidewalk network throughout the study area. Filling these gaps and improving accessibility of existing sidewalks could safe routes to school in the study area, especially on 10th Avenue, identified as a major east/west pedestrian connection.
- The TSP identifies constructing missing sidewalk and curb ramps at the following locations in the study area as priority improvements:
 - 5th Street and the P&W railroad crossing,
 - 5th Street from Lafayette Avenue to Macy Street, and
 - Macy Street from 5th Street to 3rd Street.
- McMinnville Zoning Ordinance and City Code requires that all future development must include sidewalk and walkway construction and all street construction or renovation projects shall include sidewalks.

Bicycle Facilities

- Bicycle lanes are currently provided on Lafayette Avenue, Johnson Street, 3rd Street (east of Johnson), and 13th Way/Riverside Drive.
- Recommended study area bicycle improvements identified in the TSP include installation of bicycle route signing and sharrows (shared lane pavement markings) on 5th Street, 3rd Street (west of Johnson), and Macy Street (from 3rd Street to 9th Street).

Transit Facilities

- Yamhill County Transit Area (YCTA) currently operates three local bus routes, inter-city, bus service, and demand responsive transit service in McMinnville and other Willamette Valley cities.
- Yamhill County is currently conducting a study to locate and develop a new long-term site for the McMinnville Transit Center, currently located at the 5th Street/Ford Street intersection. Locations within the study area are being considered as candidate locations.

Rail Facilities

- The Oregon Rail Plan identifies the P&W rail line as a potential future passenger or commuter rail corridor connecting McMinnville to Portland; however, two feasibility studies (1998 and 2008) have concluded that projected ridership is currently insufficient, given anticipated capital costs to rehabilitate the rail line.

SWOT Analysis

The following listing of strengths, weaknesses, opportunities, and threats (SWOT) has been developed through our analysis of documents and data, stakeholder interviews, and meeting with the Advisory Committee. As shown in the tables below, the strengths and opportunities of the Northeast Gateway area outweigh the weaknesses and threats and provide a foundation on which to create a vision for redevelopment of the area and evaluation criteria to assess alternative ideas.

Strengths	
• City’s population is growing	• Relatively affordable and diverse housing
• Families are attracted to McMinnville	• Relatively young population
• Study area is nestled in neighborhoods	• City has good schools
• Retail market in downtown is strong	• Study area is a source for jobs
• Study area’s close proximity to downtown	• Study area has a diversified employment base
• Recent influx of uses (e.g., wine tasting rooms, brew pub, wine/beer production facilities)	• Residential areas include a mix of older, established neighborhoods and built in last 20 years.
• McMinnville perceived as a family town	• Surplus of industrial land in UGB
• Proximity to Highway 99W – visibility, access, pass-through traffic	• Downtown has an economic improvement district (EID)
• Historic downtown McMinnville is a prominent retail destination	• Retailers in downtown McMinnville are local and independently owned and operated
• Nearby downtown has an eclectic mix of restaurants, boutiques, tasting rooms	• Variety of community, cultural and culinary events held in Granary District
• Area’s proximity to local and regional tourism attractions	• Proximity to outdoor recreational activities
• McMinnville Public Market both attractive and a destination	• Area has established cluster of wine-related industries
• Role as tourist destination is strong and expected to grow	• Granary District’s agricultural architectural vernacular
• Unique mix of original residential parcels and larger commercial and industrial parcels	• The site is small enough to be a pedestrian destination from surrounding areas and an origin for pedestrian trips to surrounding destinations
• Southern portion of study area is an extension of the downtown grid	• No existing water system deficiencies
• Area has significant redevelopment potential	• Planned upgrades to 5 th Avenue
• Existing transportation facilities currently yield acceptable operations	• Zoning ordinance and city code requires all future development and street construction to include sidewalks
• Intersections are anticipated to operate at acceptable levels of service in 2023; sufficient capacity	• YCTA currently operates three local bus routes, inter-city bus service, and demand responsive transit service

Opportunities

<ul style="list-style-type: none"> • Growing demand for retail space and affordable rents 	<ul style="list-style-type: none"> • Generation Y and boomers desire for sense of community and “place-based” amenities
<ul style="list-style-type: none"> • Workers choose to live in communities with quality physical environments, recreation opportunities, cultural amenities, mixed-use urban centers, good schools 	<ul style="list-style-type: none"> • Increasing demand for infill and multi-family housing
<ul style="list-style-type: none"> • Opportunity to capture tourism spending 	<ul style="list-style-type: none"> • Potential to attract more out-of-town visitors and local residents
<ul style="list-style-type: none"> • Growing number of winery operations in area 	<ul style="list-style-type: none"> • Potential for creating successful, interesting retail experience
<ul style="list-style-type: none"> • Cook School’s potential for future use 	<ul style="list-style-type: none"> • “Granary District” theme and identity being cultivated
<ul style="list-style-type: none"> • Aging population impacting housing preferences and demand 	<ul style="list-style-type: none"> • Study area can serve as a tourist destination
<ul style="list-style-type: none"> • Employment is expected to grow 	<ul style="list-style-type: none"> • Consumer preferences will increase demand for walkable, urban centers
<ul style="list-style-type: none"> • Area serves as an entrance into downtown 	<ul style="list-style-type: none"> • Community livability will be an economic driver
<ul style="list-style-type: none"> • Multiple lots in north section are under single ownership 	<ul style="list-style-type: none"> • Many parcels are currently vacant
<ul style="list-style-type: none"> • Sidewalk and curb ramp improvements have been identified 	<ul style="list-style-type: none"> • Historic depot could be an ideal future multimodal center
<ul style="list-style-type: none"> • Multiple opportunities for improving consistency and connectivity of pedestrian and bicycle facilities 	<ul style="list-style-type: none"> • Oregon Rail Plan identifies the P&W rail line as a potential future passenger or commuter rail corridor (longer-term)
<ul style="list-style-type: none"> • County study to locate and develop a new long-term site for the McMinnville transit center 	<ul style="list-style-type: none"> • Oregon Public Transportation Plan (OPTP) calls for new or additional fixed route bus service in McMinnville and additional service for citizens dependent on public transportation and/or who use it by choice
<ul style="list-style-type: none"> • The TSP and the city’s 2003 growth management and urbanization plan call for the creation of “a compact and livable community” 	<ul style="list-style-type: none"> • Area north of 8th Street has a distinctly different feel from the area to the south
<ul style="list-style-type: none"> • RB Rubber is outgrowing their space and is better-suited for a different location 	<ul style="list-style-type: none"> • Urban renewal a useful tool for funding future improvements
<ul style="list-style-type: none"> • Sustainability a growing theme (buildings, spaces, professional crafts, and business models) 	<ul style="list-style-type: none"> • Old State building by 3rd Street is for sale

Weaknesses

<ul style="list-style-type: none"> • McMinnville households earn less than Yamhill county households 	<ul style="list-style-type: none"> • Study area's limited supply of housing
<ul style="list-style-type: none"> • Development in study area has predominantly been non-residential 	<ul style="list-style-type: none"> • Limited entertainment and night life options
<ul style="list-style-type: none"> • Barrier-like character of the railroad and Lafayette Avenue 	<ul style="list-style-type: none"> • Need for pedestrian connections across and along the railroad tracks
<ul style="list-style-type: none"> • The majority of properties have a very low property value 	<ul style="list-style-type: none"> • Area has unimproved streets with no sidewalk, curb or gutter
<ul style="list-style-type: none"> • Multiple gaps in the sidewalk network 	<ul style="list-style-type: none"> • Conflicting opinion regarding future of Cook School and building's availability

Threats

<ul style="list-style-type: none"> • Long-term shortage of buildable residential and commercial lands 	<ul style="list-style-type: none"> • Limited supply of residential zoned property
<ul style="list-style-type: none"> • UGB has deficit of residential land 	<ul style="list-style-type: none"> • UGB has deficit of commercial land
<ul style="list-style-type: none"> • Study area has no new, planned residential developments 	<ul style="list-style-type: none"> • Area has lower visitor spending, particularly on lodging
<ul style="list-style-type: none"> • Forecast shortage of buildable commercial and residential lands 	<ul style="list-style-type: none"> • 12-inch storm sewer in Lafayette Avenue is considered undersized
<ul style="list-style-type: none"> • Storm sewers in Alpine Avenue have a high deficiency rate 	<ul style="list-style-type: none"> • Area lacks neighborhood-supportive retail such as a grocery store
<ul style="list-style-type: none"> • No improvements planned to solve sewer system deficiencies 	

Policy Framework

Multiple local and state plans lay out the policies that guide how the existing Northeast Gateway land use and transportation system is managed. The policy framework created by these documents will also shape land use and transportation system improvements that are implemented as the study area is redeveloped and surrounding area continues to grow. This section provides a summary of the key plans and policies pertaining to the Northeast Gateway land use and transportation system.

McMinnville Comprehensive Plan

The city's growth objectives and policies guiding land use and development are established in the McMinnville Comprehensive Plan. The three volume document contains the goals and policies developed by the community, supporting documentation, and implementing measures created to carry out the goals and policies of the plan. The plan advocates for continued growth of McMinnville through efficient use of land within the Urban Growth Boundary. While the plan is progressive in terms of its support for smart growth principles, local sustainability, and innovative design and construction, the goals and policies are geared toward a separation of uses, particularly of residential from other uses. Residential policies are focused on subdivision-style developments, yet the more progressive aspect of the plan provide opportunity for a complete community.

Downtown Improvement Plan

The City of McMinnville Downtown Improvement Plan, completed in July 2000, is a strategic document intended to guide the downtown's economic, social, and physical success into the future. The planning effort established goals and objectives, identified opportunities and constraints, and recommended specific improvements for downtown McMinnville.

The Improvement Plan study area extended to Fifth Street to the north and Johnson Street to the east, overlapping with a portion of the current Northeast Gateway study area. While the Plan is focused on strategies to enhance the downtown core, there are items relative to Northeast Gateway. Primarily, the Plan identifies East Gateway development as a key improvement project, an underutilized area between Galloway Street and Johnson Street. Here, the Plan suggests mixed-use development in order to provide a significant asset to a vibrant downtown.

The Plan also identifies, as a general objective, the expansion of pedestrian and bicycle connections to areas adjacent to downtown. This implies the need for physical access and connectivity to Northeast Gateway. Another objective is aimed at the Willamette and Pacific Railroad, encouraging the railroad to upgrade its facilities and work toward future passenger rail service. This rail corridor forms the western boundary of the Northeast Gateway study area.

McMinnville Growth Management and Urbanization Plan

The Growth Management and Urbanization Plan, completed in May 2003, serves as a long-range guide for public policy decisions concerning the overall growth and development of McMinnville. It is adopted as an element of the City of McMinnville Comprehensive Plan. The Growth Management and Urbanization Plan identifies shortages in buildable land over a 2023 planning horizon and analyzes areas to incorporate into the Urban Growth Boundary (UGB). Further, policies providing for efficient development within the existing UGB are discussed and recommended.

The Plan stresses seven principles to guide future development in McMinnville. Relative to the Northeast Gateway study area, Principle #4, Cost of Urban Services, emphasizes that development inside the current UGB can be served with reasonable extension and upgrades of current facilities at greater cost effectiveness (opposed to extending services out to fringe areas). Urban services include infrastructure such as water and sanitary sewer lines, roads, and stormwater facilities, as well as parks and schools. Moreover, the Plan designates “mixed-use activity centers” as an efficient strategy to increase intensity of uses while utilizing existing urban services. The Northeast Gateway area is not specifically identified as an activity center in this plan.

Principle #6 espouses the benefits of “smart growth,” such as encouraging pedestrian-friendly, human-scaled redevelopment and infill type projects. This would be consistent with overall visions for the Northeast Gateway study area. The Plan establishes a framework for which residential and commercial land uses will be arranged within McMinnville, again discussing the activity center concepts of neighborhood scale commercial development along established major transportation corridors and the promotion of higher density residential development to create “complete” mixed-use neighborhoods. The centerpiece of this activity center concept is the City’s downtown.

Economic Opportunity Analysis (May 2001)

The Economic Opportunities Analysis (EOA) provides an inventory of the City’s existing supply of non-residential land and an analysis of its future commercial and industrial land needs. The report identified a surplus of 88 acres of industrial land needed to serve forecasted demand over the next 20 years (through 2023). At the same time, the study revealed a deficit of 106 acres of commercial land to serve the same time period. The majority of the employment growth is forecasted to occur in the retail, services, and manufacturing sectors.

McMinnville Economic Development Partnership Strategic Plan (October 2007)

The McMinnville Economic Development Partnership Strategic Plan documents economic trends and assesses them along with McMinnville’s opportunities and challenges to outline an action plan to implement the region’s vision for economic success. The plan advocates a strategy of Building from Within – capitalizing and expanding on McMinnville’s existing assets and recognizing the limitations of the area’s geographic and transportation context. Over time, the strategy advocates moving toward a Trade and Build strategy that increases McMinnville’s regional and national role while still maintaining the small town qualities that drive its quality of life (a quality that the report calls “The McMinnville Advantage”). The action plan recommends multiple actions in the categories of business and development, marketing and promotion, and planning, coordination, and advocacy.

2009 Yamhill County Agri-Business Economic and Community Development Report

The Agri-Business Economic and Community Development Report seeks to better understand the role that agriculture and agri-tourism play in Yamhill County’s economy. Among the key findings is that Yamhill County captures less tourism spending than other comparable agri-tourism regions. The wine industry is emerging as a major economic driver overall, but especially as it relates to Yamhill County’s tourism economy specifically. Specific areas that could expand the impact of the wine industry include more diverse lodging opportunities and “value added” or ancillary activities such as retail, dining, and entertainment.

2009 McMinnville Transportation System Plan

The McMinnville TSP provides the policy foundation for City decision-makers, staff, advisory bodies, and citizens to consider in decision-making processes that impact, or are impacted by, the transportation system. The primary policies guiding the development and maintenance of the transportation network are established in the McMinnville Transportation System Plan (TSP), adopted in January 2010. The TSP supports the McMinnville Comprehensive Plan goal “to encourage development of a transportation system that provides for the coordinated movement of people and freight in a safe and efficient manner” and identifies project lists and implementation strategies to achieve this goal. The vision of the TSP is shared with the City’s 2003 Growth Management and Urbanization Plan, to create “a compact and livable community”.

Chapter 2 of the TSP outlines policy principles such as the City’s street functional classification system and standards, Complete Streets design guidelines, level of service standards, and access management plan. The table below shows the Complete Streets design guidelines for streets within the study area. In accordance with the Transportation Planning Rule and 1999 Oregon Highway Plan, the City of McMinnville level of service Mobility Standard for all local intersections and streets is a volume/capacity ratio of 0.90. “Supplemental policies” contained in the TSP include guidance on implementing Complete Streets policies and increasing connectivity, accessibility, mobility, safety, and energy efficiency.

City of McMinnville Complete Street Design Guidelines

Complete Street Design Guidelines									
Streetscape	Street Profile		Arterial		Collector		Neighborhood Connector	Local Residential	Alley
			Major	Minor	Major	Minor	See Street Width	See Street Width	20 ft.
		Auto/Truck Amenities (lane widths) ¹	2-4 lanes (12 ft.)	2 lanes (11 ft.)	2 lanes (11 ft.)	2 lanes (10 ft.)	None	None	None
		Median / Center Turn Lane	14 ft.	12 ft.	12 ft.	10 ft.	None	None	None
	Bike	Bike Facility ²	2 Lanes (6 ft.)	2 Lanes (6 ft.)	2 Lanes (5 ft.)	2 Lanes (5 ft.) or Shared Lane	Shared Lane	Shared Lane	None
		Curb-to-curb Street Width ³							
		On-Street Parking							
		Two Sides	na	na	na	30 or 40 ft.	28 ft.	28 ft.	Not Apply
		None	74 ft.	46 ft.	44 ft.	30 or 40 ft.			
	Pedestrian Zone (with ADA requirements)	Pedestrian Amenities ⁴							
		Sidewalks (both sides)	8 ft. Com	5 ft. Res 10-12 ft. Com	5 ft. Res 10-12 ft. Com	5 ft. Res 10-12 ft. Com	5 ft.	5 ft.	None
		Planter Strips		6 ft. Res na Com	6 ft. Res na Com	6 ft. Res na Com	6 ft. Res	6 ft. Res	None
		Preferred Adjacent Land Use - Intensity	High	Medium to High	Medium	Medium	Medium to Low	Low	Low
	Traffic Management	Maximum Average Daily Traffic	32,000	20,000	16,000	10,000	1,200 - 3,000	1,200	500
		Traffic Calming	Not Typical	Not Typical	Not Typical	Permissible/ Not Typical	Permissible/ Not Typical	Typical	Not Typical
		Managed Speed ⁵	35 mph	30-35 mph	25-30 mph	25 mph	25 mph	15-25 mph	10 mph
		Through-traffic Connectivity	Primary	Typical	Typical	Typical	Not Typical	Not Permissible	Not Permissible
		Access Control	Yes	Yes	Some	Some	No	No	No
		Maximum Grade	6%	6%	10%	10%	12%	12%	12%
		Right-of-Way:	104 ft.	96 ft.	74 ft.	54 or 64 ft.	50 ft.	50 ft.	20 ft.

Notes:

1 Lane widths shown are the preferred construction standards that apply to existing routes adjacent to areas of new development, and to newly constructed routes. For arterial and collector streets within industrial zones, lane widths shall be 12 feet.

2 An absolute minimum bike lane width for safety concern is 5 ft. on arterial and 4 ft. on collector streets, which is expected to occur only in locations where existing development along an established route or other severe physical constraints preclude construction of the preferred facility width.

3 Street design for each development shall provide for emergency and fire vehicle access.

4 Sidewalks 10-12 feet in width are required in commercial areas to accommodate the Pedestrian zone. Street trees are to be placed in tree wells. Placement of street trees and furniture and business accesses are to meet ADA requirements for pedestrian access.

5 Speeds in the central business district may be 20-25 mph. Traffic calming techniques, signal timing, and other efforts will be used to keep traffic within the desired managed speed ranges for each Functional Class. Design of a corridor’s vertical and horizontal alignment will focus on providing an enhanced degree of safety for the managed speed.

6 None with on-street parking

Source: 2009 McMinnville TSP

2001 Oregon Rail Plan

The 2001 Oregon Rail Plan identifies federal and state policies applicable to passenger and freight rail planning as well as rail issues that should be considered during local land use planning such as preparation of a TSP, supportive comprehensive plan policies, or refinement plans such as the Northeast Gateway Plan

When the 2001 Oregon Rail Plan was prepared, approximately \$46.5 million was needed for rail renewal, bridge repair, cross-tie renewal, and turnout renewal on Portland & Western (P&W) railroad lines in Oregon. However, the Plan does not indicate specifically where those investments were needed. The Plan also identifies the need for passenger and commuter rail improvements within ODOT Region 2 (McMinnville, Yamhill County and most of northwest Oregon), including service between the Portland metropolitan area and McMinnville. Several feasibility studies, discussed in the rail section of this report, have found that the cost of capital investments necessary to bring the line to acceptable standards for commuter rail operations are currently too high given projected passenger volumes.

1997 Oregon Public Transportation Plan

The Oregon Public Transportation Plan (OPTP) contains goals, policies, and strategies regarding the development of public transportation systems throughout the state and provides guidance for ODOT and public transportation agencies. The Plan identifies expanded public transportation services needed in ODOT Region 2 to meet state and federal mandates and specifically calls for new or additional fixed-route bus service in McMinnville. The Plan also calls for general public transportation improvements, including: additional Valley Rail and Thruway bus service to connect rural communities to the Amtrak system, additional senior and disabled public transportation, and additional service for citizens dependent on public transportation and those who use it by choice. The OPTP also identifies recommended minimum levels of service, by size of jurisdiction, for fulfilling its goals and policies.