

IN THE BOARD OF COMMISSIONERS OF THE STATE OF OREGON

FOR THE COUNTY OF YAMHILL

SITTING FOR THE TRANSACTION OF COUNTY BUSINESS

In the Matter of Approving an Urban Growth)	
Boundary Amendment for a 42 Acre Site to)	
Allow a New High School, Tax Lots R4418-700)	
and R4418-701, Applicant McMinnville School)	ORDINANCE 768
District, as Remanded by Land Conservation and)	
Development Commission Order 04-WKTASK-)	
001646, and Declaring an Emergency)	

THE BOARD OF COMMISSIONERS OF YAMHILL COUNTY, OREGON (the Board) sat for the transaction of county business at 9:00 a.m. on June 1, 2005, in Room 32 of the courthouse, Commissioners Mary P. Stern, Leslie Lewis, and Kathy George being present.

THE BOARD MAKES THE FOLLOWING FINDINGS:

A. On October 14, 2003, the McMinnville City Council adopted the "McMinnville Growth Management and Urbanization Plan" and appendices (MGMUP), as amended (ORD No. 4796) as part of the McMinnville Comprehensive Plan, Volume I. A duly noticed public hearing before the McMinnville City Council for the purpose of taking testimony to consider these proposed amendments was conducted on May 10, 2005. At the conclusion of this hearing, the City Council found the amendments, as prepared by the McMinnville School District, appropriate and supportive of the City's prior decision relative to inclusion of portions of the Northwest subarea to the McMinnville urban growth boundary. The Council also found the amendments responsive to recommendations made by DLCD to their Commission (LCDC) regarding this issue, and that these actions are consistent with the directives of the LCDC remand order no. 04-WKTASK-0001646.

B. At its regularly scheduled May 18, 2005 formal public hearing, the Board accepted evidence and testimony from involved parties, and voted unanimously to approve the application and directed that findings in support of the application be prepared for consideration; NOW THEREFORE,

IT IS HEREBY ORDAINED BY THE BOARD that the application is approved as detailed in the "McMinnville Public Schools Plan Amendment, Zone Change and Annexation Request" dated February 24, 2005, the Crook letter dated 3/30/05, and the Winterowd memorandum dated 4/26/05, attached as findings for approval (Exhibit "A") and by this reference incorporated herein. This ordinance, being necessary for the health, safety, and welfare of the citizens of Yamhill County, and an emergency having been declared to exist, is effective upon passage.

DONE this 1st day of June, 2005, at McMinnville, Oregon.

ATTEST

YAMHILL COUNTY BOARD OF COMMISSIONERS

JAN COLEMAN
County Clerk

Mary P. Stern
Chair MARY P. STERN

By: *Anne Britt*
Deputy ANNE BRITT



Leslie A. Lewis
Commissioner LESLIE LEWIS

APPROVED AS TO FORM

Rick Sanai
RICK SANAI
Assistant County Counsel

Kathy George
Commissioner KATHY GEORGE

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Accepted by Yamhill County
Board of Commissioners on
6/1/05 by Board Order
05-384

McMinnville Public Schools
Plan Amendment, Zone Change and
Annexation Request

February 24, 2005

Submitted on behalf of the McMinnville School District #40 by Winterbrook Planning



Exhibit "A"
B.O. 05-384

Application Narrative

McMinnville Public Schools
Plan Amendment, Zone Change and Annexation Request
Application Narrative
 February 24, 2005

APPLICANT:

McMinnville Public Schools
 McMinnville School District #40
 1500 NE Baker Street
 McMinnville, OR 97128
Contact: David Horner, Business Manager, 503-565-4022

**REPRESENTED BY:**

Winterbrook Planning
 310 SW Fourth Avenue, Suite 1100
 Portland, OR 97204
Contact: Greg Winterowd, Principal, 503-827-4422

**LOCATION:**

The proposed 42-acre high school site is located immediately outside the acknowledged McMinnville Urban Growth Boundary (UGB) but within the adopted Northwest Activity Center. The site fronts NW Hill Road between Baker Creek Road and Fox Hill Road, directly west of the intersection of NW Wallace and Hill Roads. (See Map A, Vicinity Map.)

LEGAL DESCRIPTION:

Most of Tax Lot 701 and a portion of Tax Lot 700 comprising 42 acres in Section 18, T4S, R4W, WM. (R4418 00700 and 00701) See Appendix B, Property Map and Legal Description.

PROPOSAL:

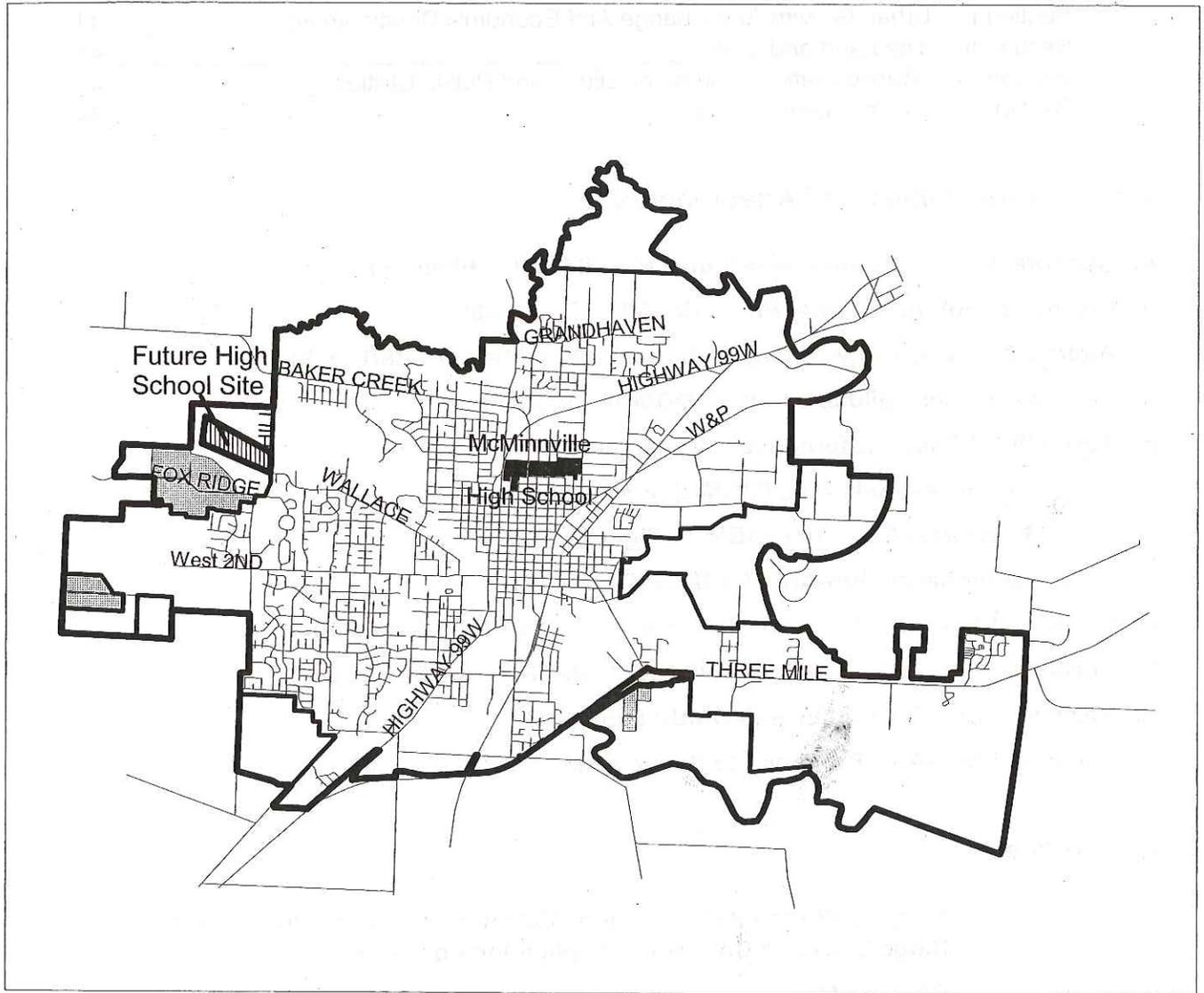
A consolidated comprehensive plan amendment, annexation and zone change request to allow future high school and associated parking and athletic field construction. This Narrative addresses most requirements identified in the City's Plan Amendment / Zone Change and Annexation application forms. Signed and completed application forms are included in Appendix A.

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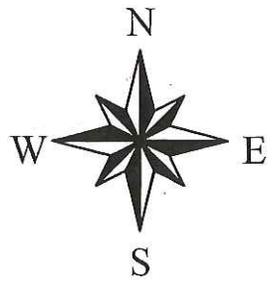
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Vicinity Map



-  High school
-  Streets
-  2003 Adopted UGB
-  Acknowledged UGB
-  Acknowledged UGB Amendments



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Maps, Plans, Tables and Attachments

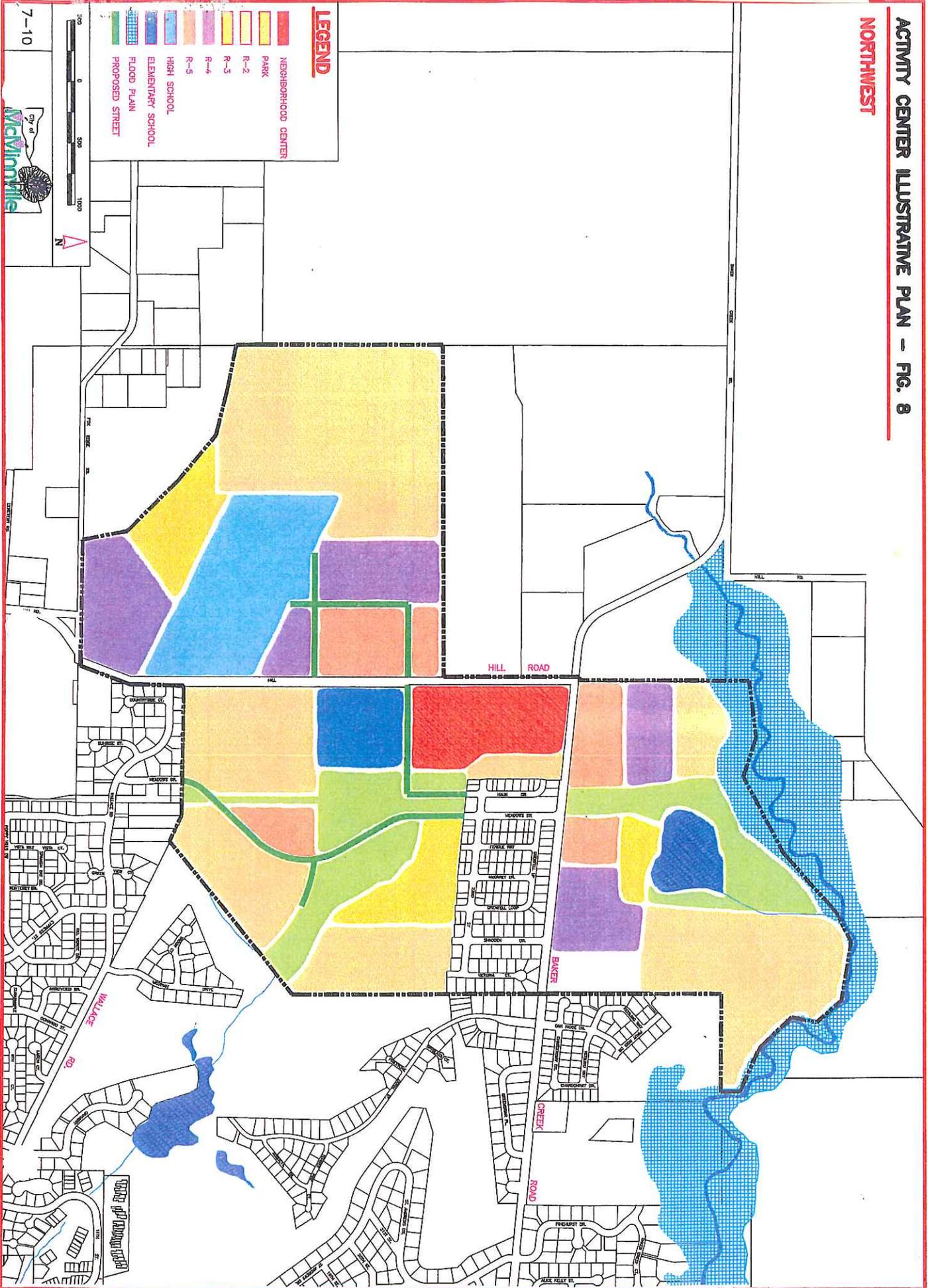
- A. Northwest Activity Center Illustrative Plan (MGMUP Figure 8)
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- G. Northwest Sub-Area Land Use Patterns (MGMUP Figure 99)
- H. Northwest Sub-Area Utilities (MGMUP Figure 102)
- I. Northwest Sub-Area Proximity to Services (MGMUP Figure 105)

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- Appendix A: Owner’s Written Authorization (McMinnville Public Schools and Fox Ridge LLC) and Completed Application Forms
- Appendix B: Property Map and Legal Description
- Appendix C: Excerpts from *McMinnville School District Facilities Capacity Assessment Study* (DOWA, October 2004)
- Appendix D: Alternative Sites Analysis (Winterbrook Planning, February 2005)
- Appendix E: Transportation Impact Study (Lancaster Engineering, January and March 2005)

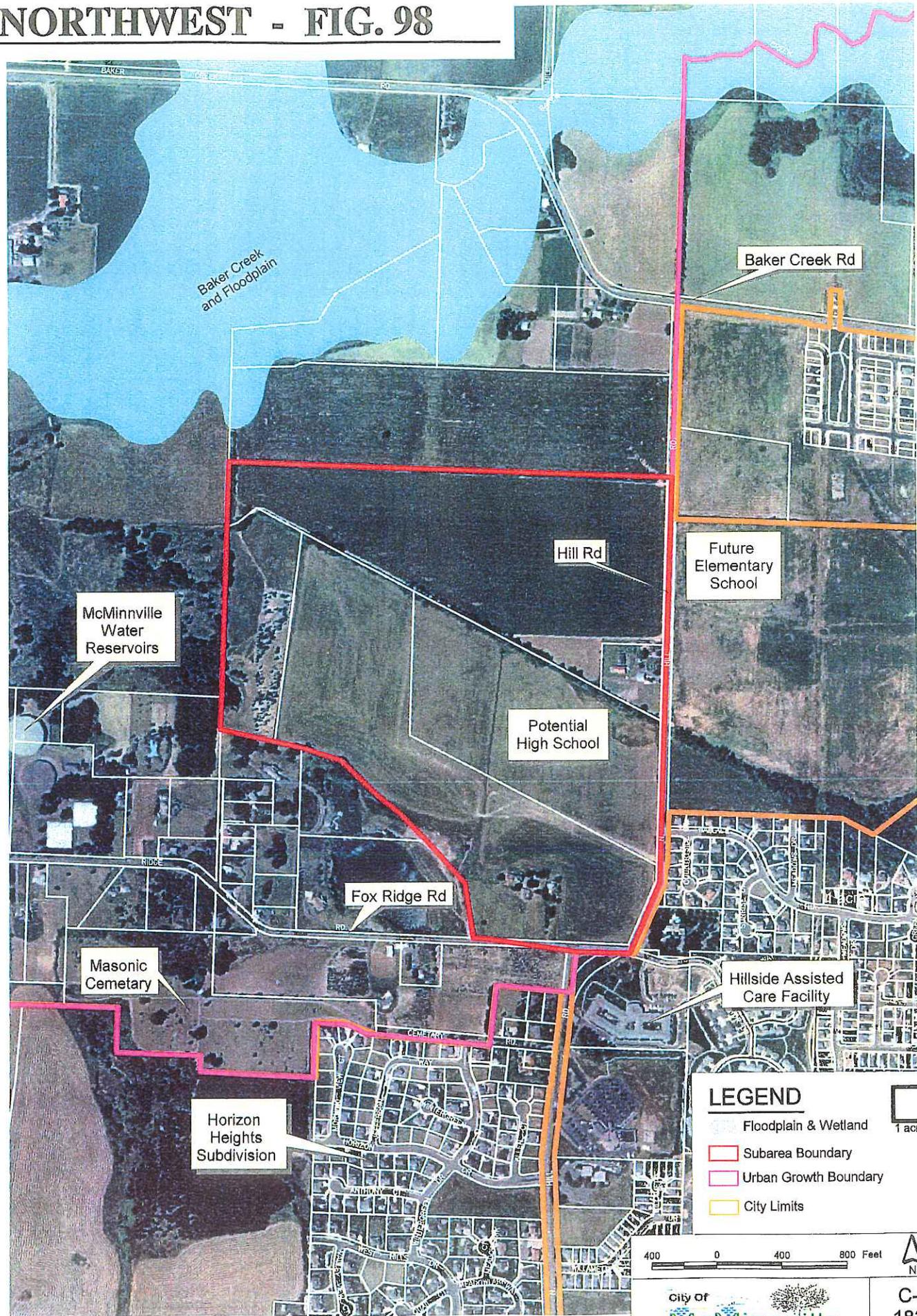
ACTIVITY CENTER ILLUSTRATIVE PLAN - FIG. 8

NORTHWEST



7-10

NORTHWEST - FIG. 98



McMinnville Water Reservoirs

Baker Creek and Floodplain

Baker Creek Rd

Hill Rd

Future Elementary School

Potential High School

Fox Ridge Rd

Masonic Cemetery

Hillside Assisted Care Facility

Horizon Heights Subdivision

LEGEND

-  Floodplain & Wetland
-  Subarea Boundary
-  Urban Growth Boundary
-  City Limits

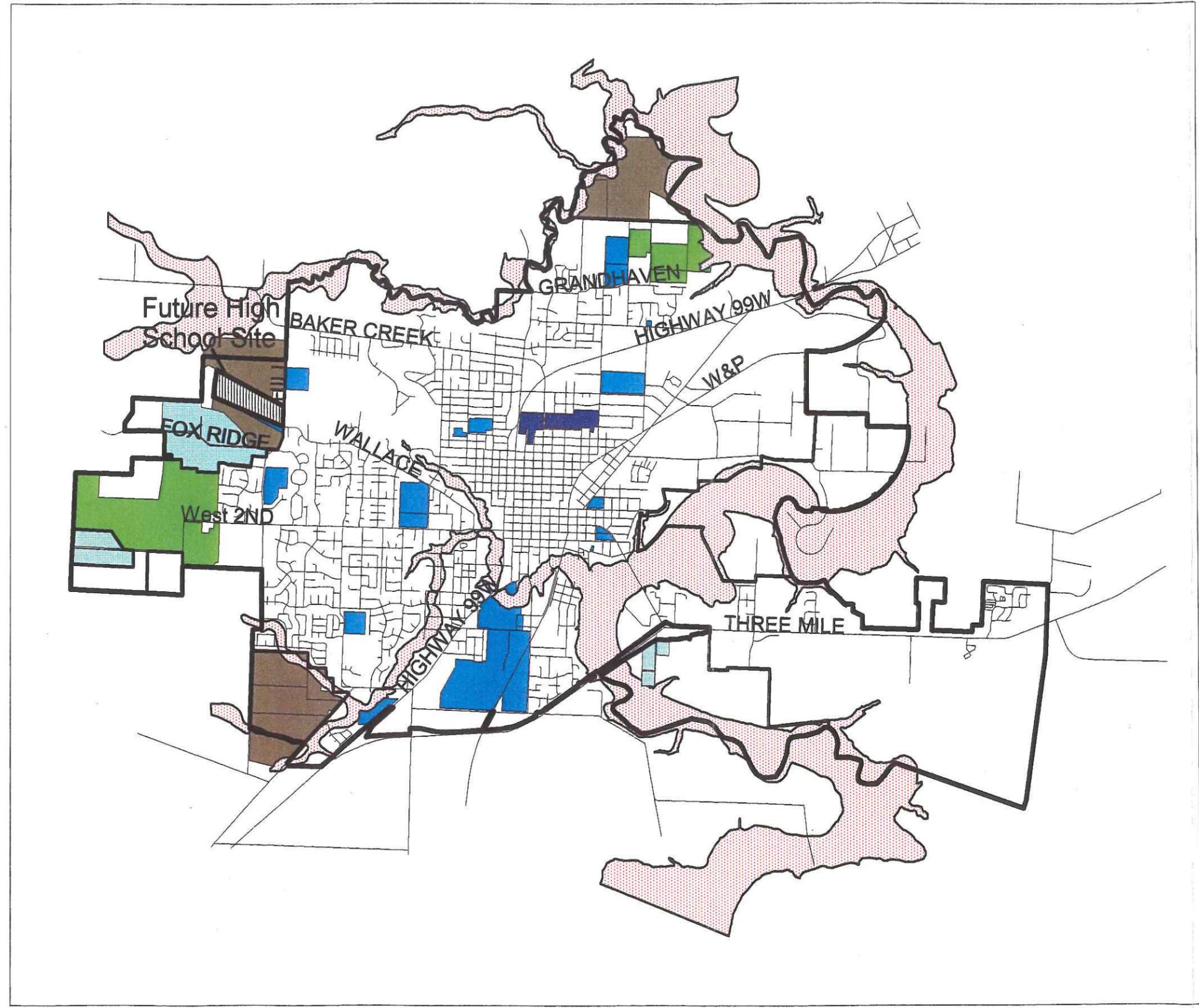
1 acre

400 0 400 800 Feet

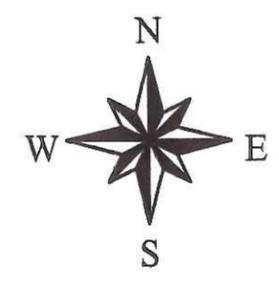


Map C: Alternative Sites Analysis Map with District Facilities

Map C



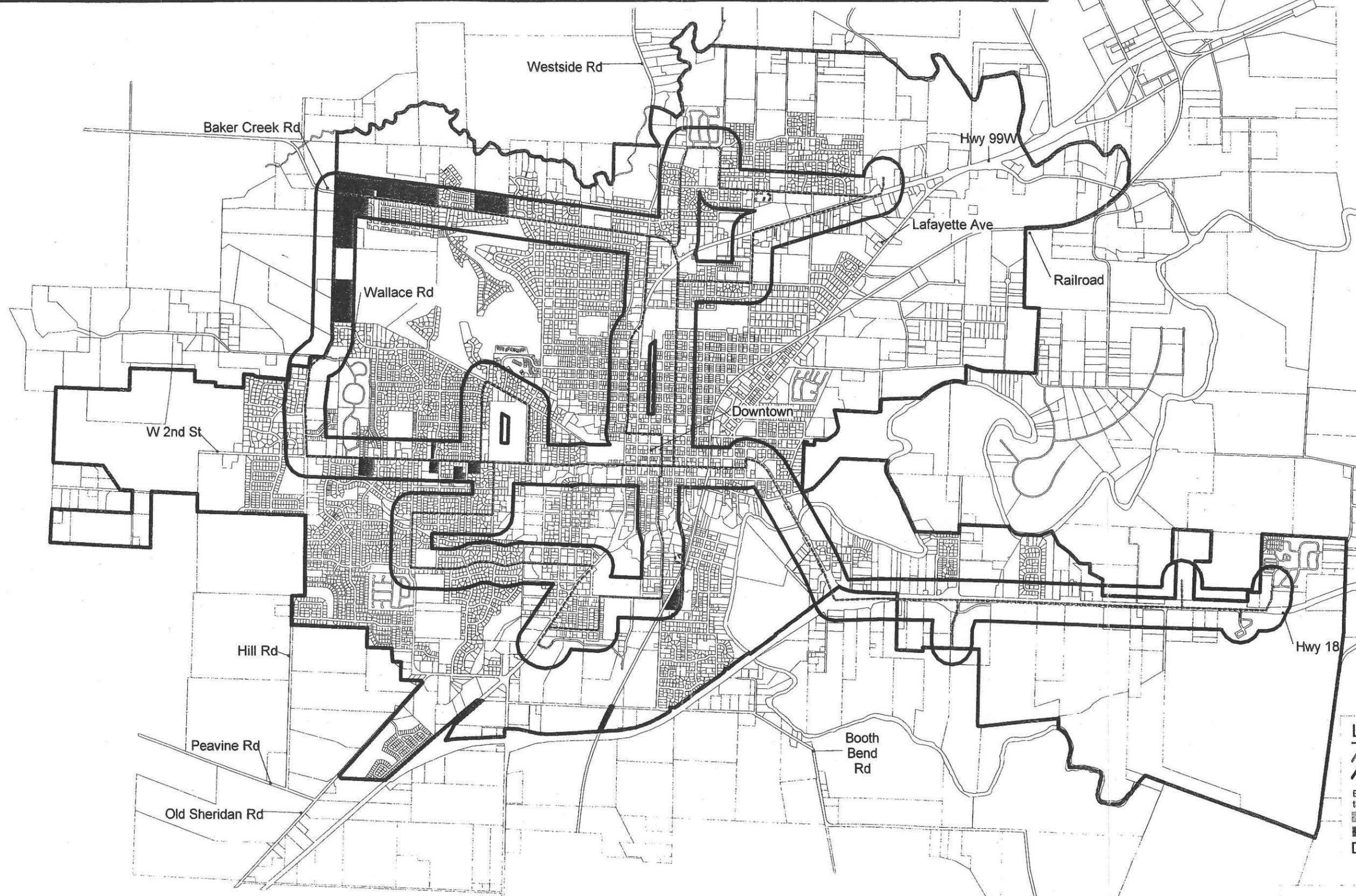
	High school
	Streets
	2003 Adopted UGB
	Acknowledged UGB
	Acknowledged UGB Amendments
	Floodplain
	School / College Properties
	Potential sites inside UGB
	Potential Sites Outside UGB



Winterbrook Planning
February 21, 2005

TRANSIT CORRIDOR BUILDABLE LANDS - FIG 3

Map D



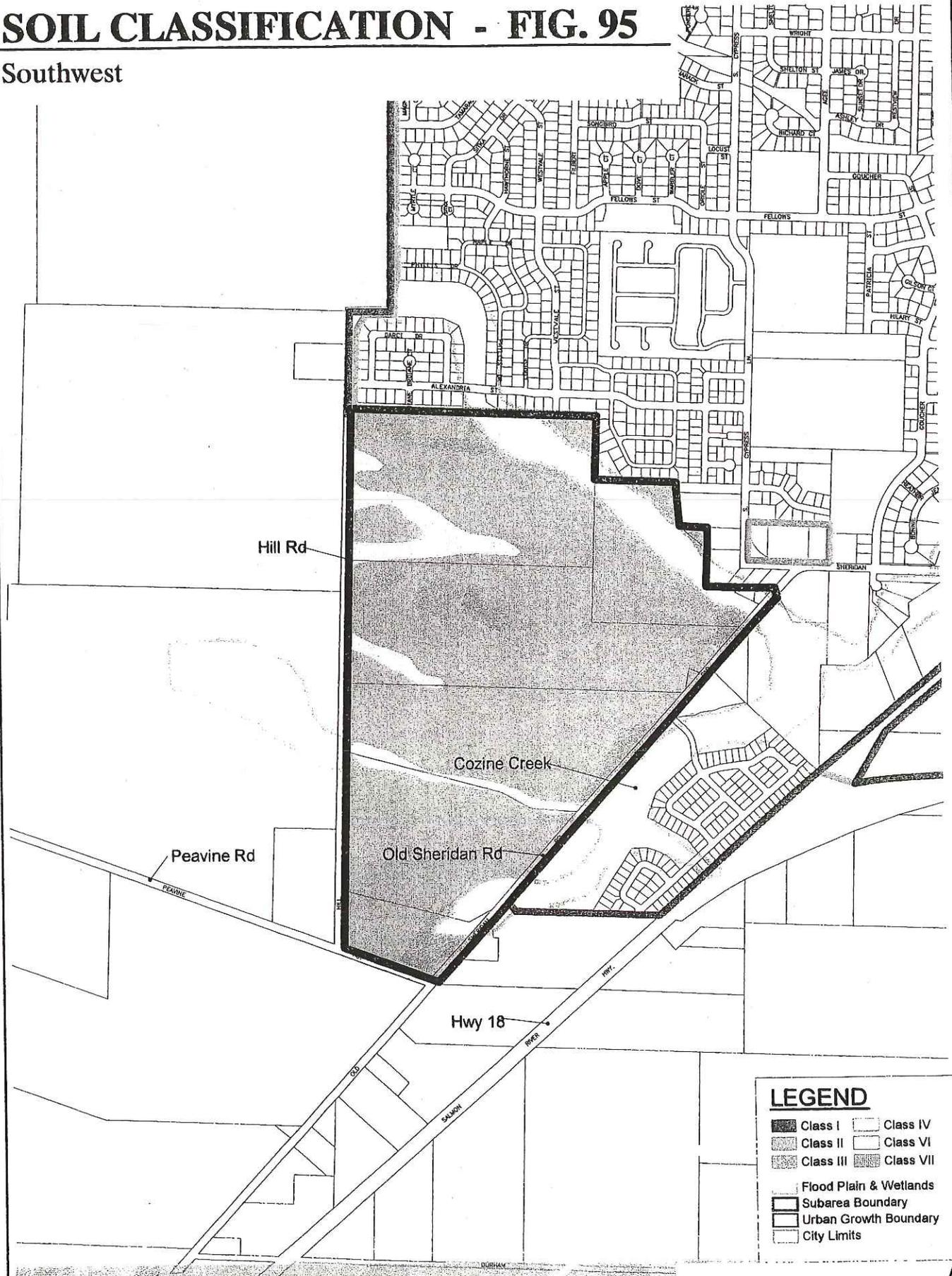
LEGEND

- Planned Transit Routes
- 500 Foot Buffer
- Buildable Land within 500 Feet of the Planned Transit Routes**
- Partially Vacant
- Vacant
- Urban Growth Boundary



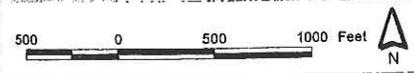
SOIL CLASSIFICATION - FIG. 95

Southwest



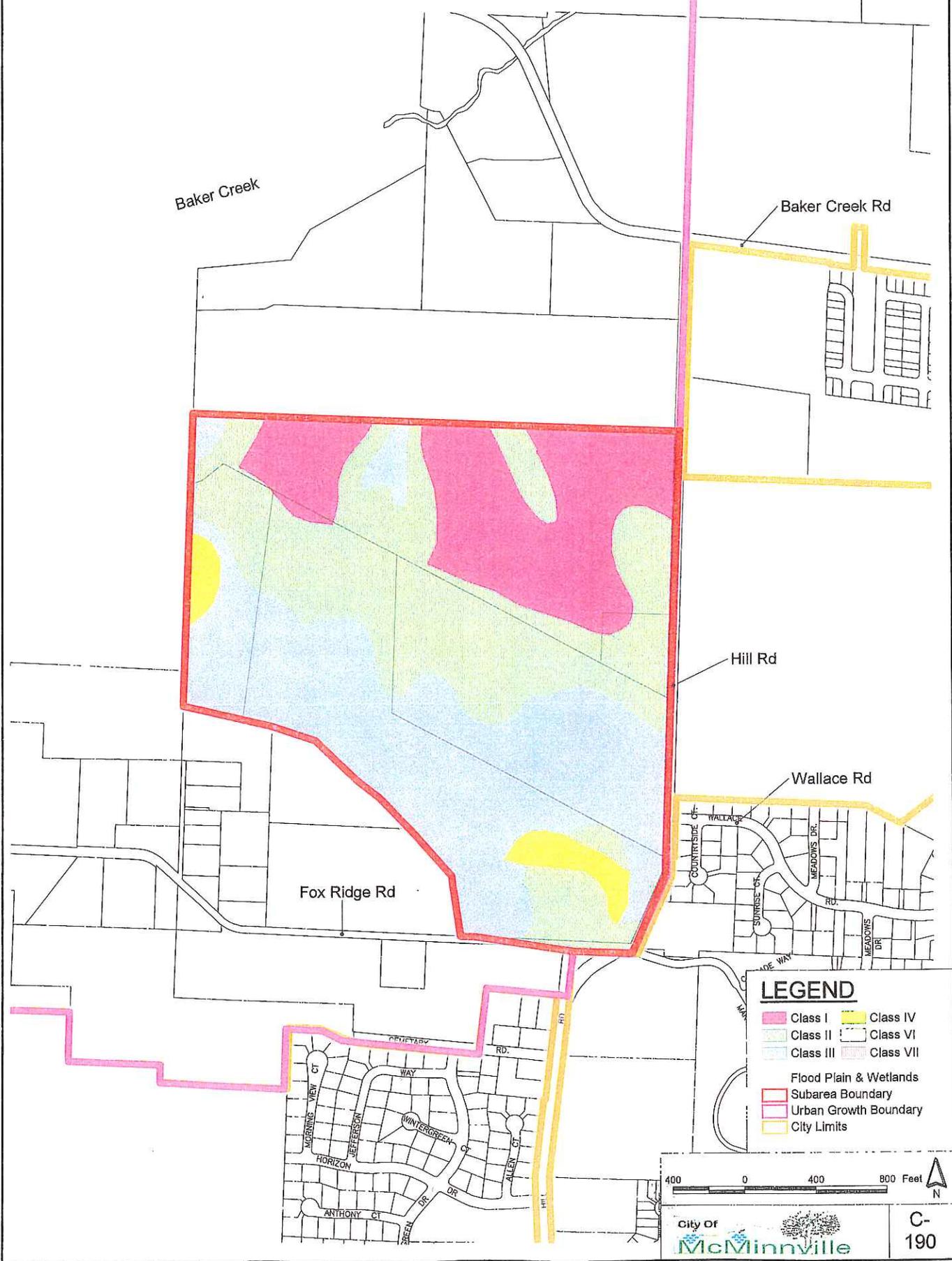
LEGEND

- Class I
- Class II
- Class III
- Class IV
- Class V
- Class VI
- Class VII
- Subarea Boundary
- Urban Growth Boundary
- City Limits



SOIL CLASSIFICATION - FIG. 103

Northwest



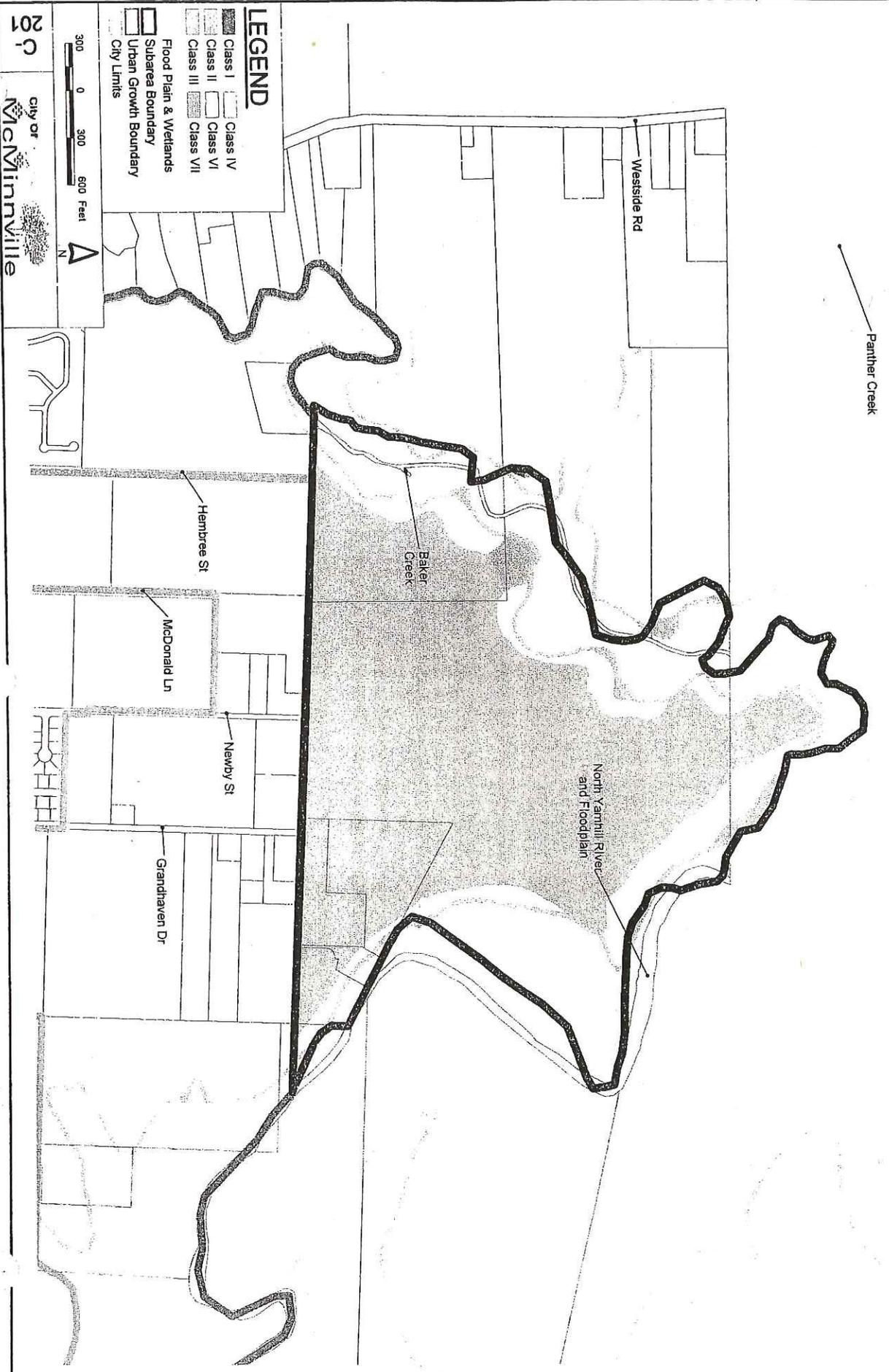
LEGEND

- Class I
- Class II
- Class III
- Class IV
- Class VI
- Class VII
- Flood Plain & Wetlands
- Subarea Boundary
- Urban Growth Boundary
- City Limits



SOIL CLASSIFICATION - FIG. 111

Grandhaven



LEGEND

- Class I
- Class II
- Class III
- Class IV
- Class V
- Class VI
- Class VII
- Flood Plain & Wetlands
- Subarea Boundary
- Urban Growth Boundary
- City Limits

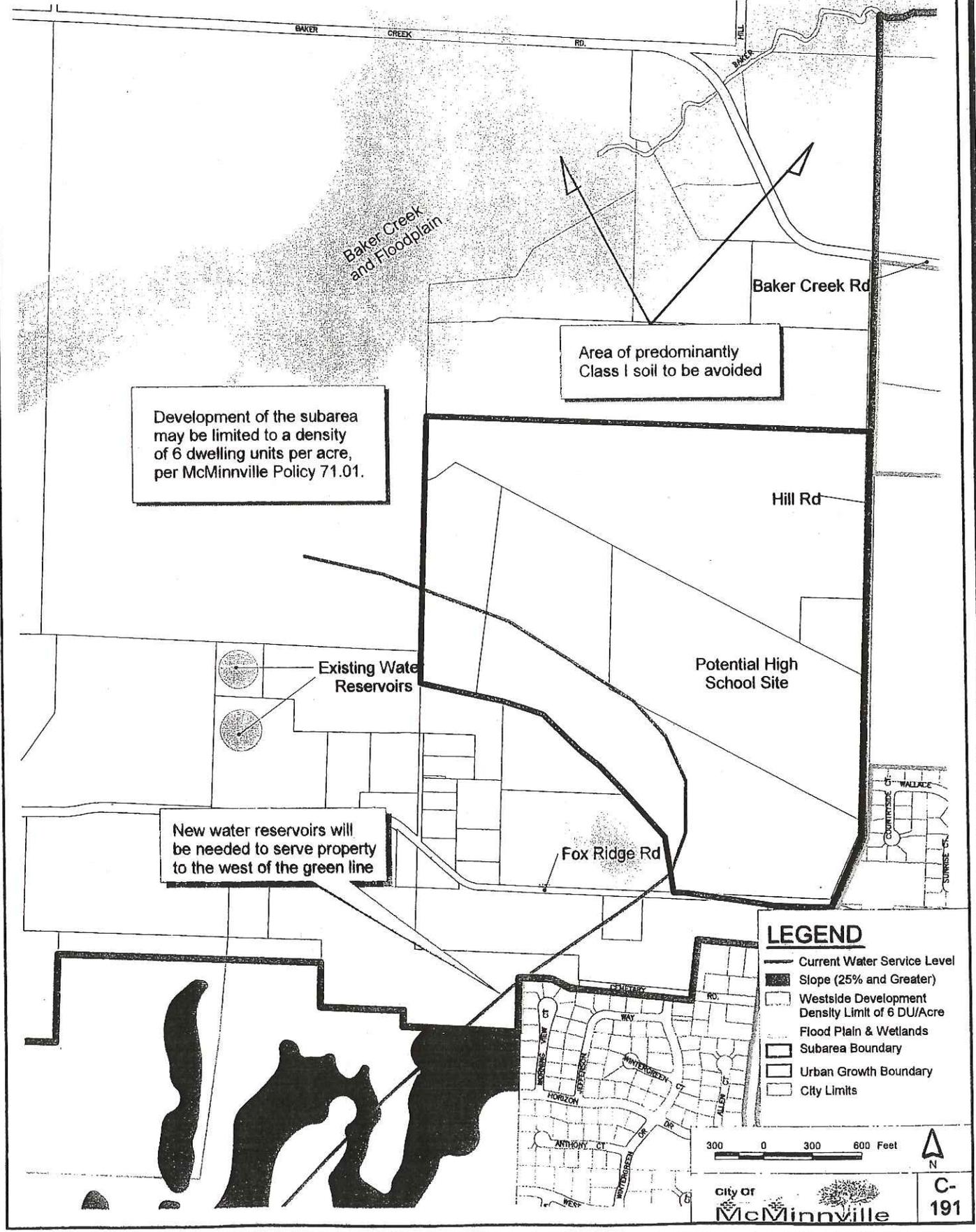


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City of McMinnville

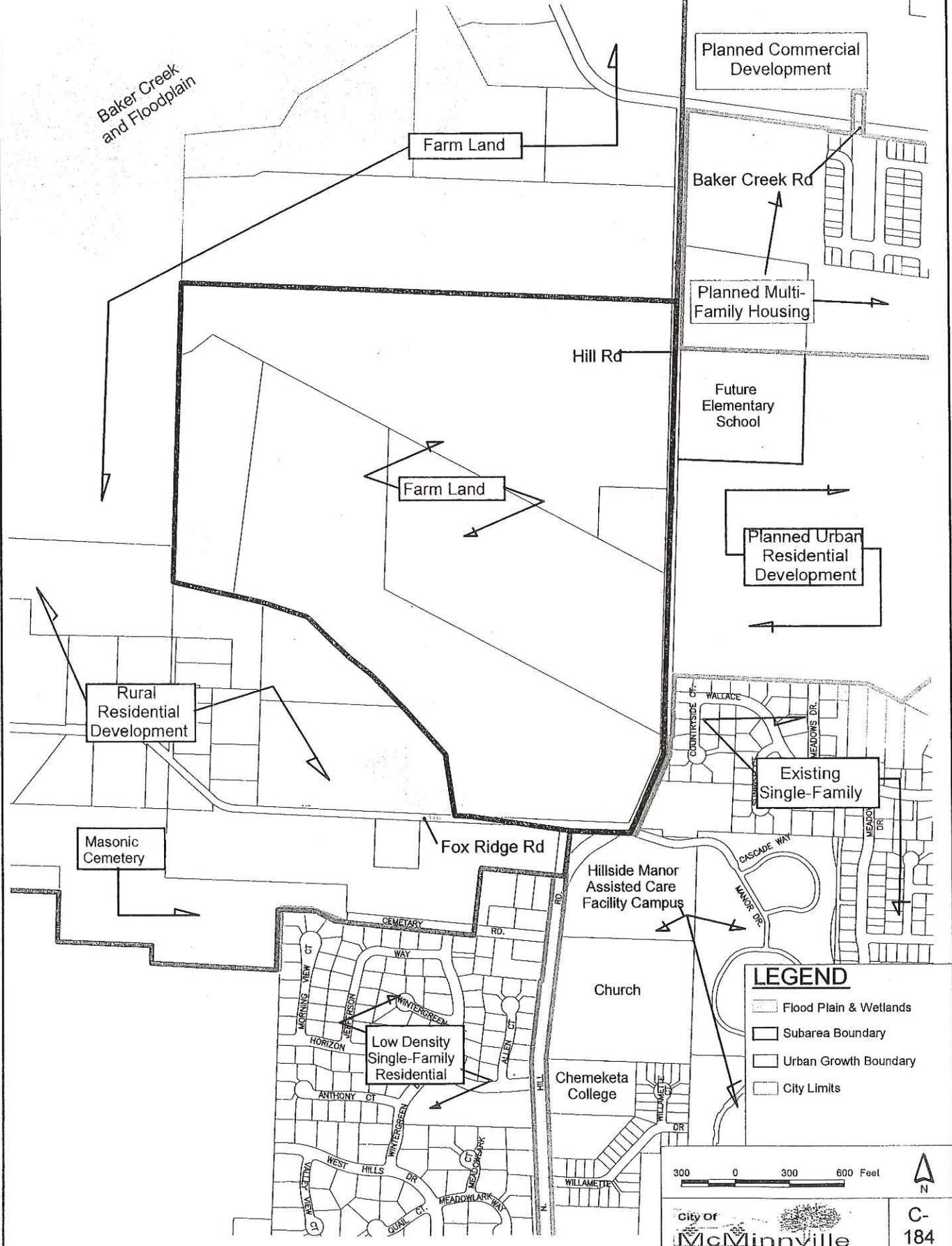
DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES - FIG. 104

Northwest



LAND USE PATTERNS - FIG. 99

Northwest



LEGEND

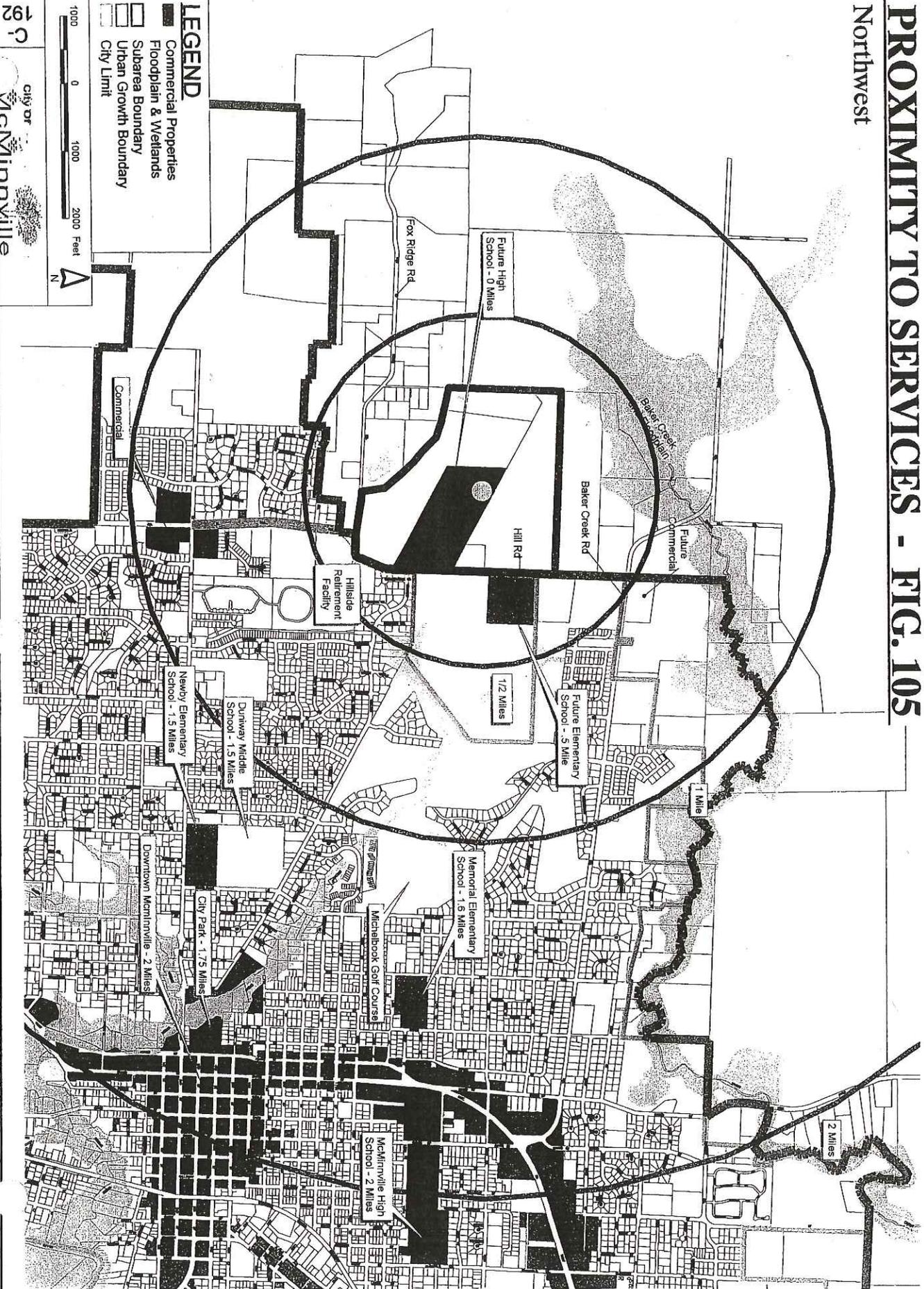
- Flood Plain & Wetlands
- Subarea Boundary
- Urban Growth Boundary
- City Limits

300 0 300 600 Feet



PROXIMITY TO SERVICES - FIG. 105

Northwest



Note: This quasi-judicial comprehensive plan amendment, zone change and annexation proposal is closely tied to the City's MGMUP amendment package. For this reason, this application incorporates by reference the 2003 McMinnville Growth Management and Urbanization Plan and supporting Appendices A – F.

Part I. Introduction

A. Background and Organization

1. Land Use History

In the fall of 2003, the McMinnville City Council and the Yamhill County Board of Commissioners County jointly approved a comprehensive plan and UGB amendment package that allows for a high school on the subject 42-acre site. The site and neighboring properties are designated “Activity Center” on the adopted McMinnville Plan Map. Map B, “Illustrative Northwest Activity Center Map” shows a high school use on Tax Lot 701 (owned by McMinnville Public Schools). Upon annexation to the City, McMinnville’s adopted Neighborhood Activity Center Planned Development Ordinance would allow for the planned high school through the master planning process.

However, the Northwest Activity Center designation has not yet been “acknowledged” (i.e., approved) by the Land Conservation and Development Commission (LCDC) and therefore is not binding.¹ Until the UGB amendment is *acknowledged* by LCDC, the City cannot annex or provide urban services to the high school site. In order to bring the 42-acre high school site into the City Limits next year, the District must independently request UGB, comprehensive plan and zoning map amendments at this time.

The *acknowledged* or LCDC-approved Yamhill Comprehensive Plan designation and zoning for this future high school site are Agricultural and EF-80, respectively. Under the *acknowledged* McMinnville Comprehensive Plan and Development Code, public school uses are allowed in Residential zones through the conditional use process. Because the District seeks annexation of this property next year, the District requests amendments to the *acknowledged* comprehensive plans of both jurisdictions from the existing Agricultural to the proposed Residential designation.

2. Land Use Applications

This consolidated land use application includes requests to:

1. Amend the McMinnville UGB to incorporate the subject 42-acre high school site.
2. Amend the Yamhill County and McMinnville Comprehensive Plan Maps for the subject 42-acre site from County Agricultural to City Residential.
3. Amend the acknowledged “Residential Land Needs Analysis” (May 22, 2001) to recognize that:

¹ In 2004, 1000 Friends of Oregon and two other parties appealed the City’s “Periodic Review” and UGB amendment package to LCDC. In September of 2004, LCDC approved portions of the City’s plan amendment package (e.g., the Fox Ridge Road rural residential area was included within the UGB), and remanded other portions for further analysis (notably, the three Activity Center UGB designations were not included). Thus, the City’s 2003 Periodic Review and UGB amendment package – as it pertains to the future high school site – has not yet been approved by LCDC.

- a. The District has determined that 42 buildable acres, rather than 32 buildable acres, are needed to accommodate projected high school needs as described in this application; and
 - b. In 2002 and 2004, the District purchased two elementary school sites of approximately 12 acres each (Hill Road and Linfield) within the acknowledged UGB.
4. Annex the subject 42-acre future high school site to the City of McMinnville (subject to voter approval).
 5. Amend the City and County zoning maps from County EF-80 (Exclusive Farm Use) to City R-4 (Multifamily Residential).

3. West McMinnville Growth Trends

McMinnville Public Schools operates six elementary schools, two middle schools, and the McMinnville High School complex with a current student enrollment of 5,958. The District boundaries extend outside the McMinnville Urban Growth Boundary (UGB) to serve the City of Lafayette and surrounding rural areas.

Within the McMinnville UGB, elementary and middle school attendance boundaries are based primarily on Oregon Highway 99W. Thus, the attendance areas for Duniway Middle School, and Columbus, Newby, Memorial and Grandhaven Elementary Schools are located west of Highway 99W; while the attendance areas for Cook Elementary School and (most of) Patton Middle School are located east of the highway. Wascher Elementary serves students in the Lafayette area northeast of McMinnville.

The District's student enrollment growth rate reflects the rapid growth experienced by cities of McMinnville and Lafayette. From 1990-2000, these communities grew by 48% and 100%, respectively. From 2000-2003, McMinnville's population growth was fueled by development approvals west of Highway 99W. Of the 822 homes or subdivision lots approved from 1999-2003, 811 were approved in the Newby, Memorial and Grandhaven Elementary School attendance areas. By 2003, McMinnville had a population of 28,510. By 2023, McMinnville is expected to gain another 15,545 residents.

Based on McMinnville's adopted Comprehensive Plan, future residential growth also will be concentrated on the west side of town. The 2004 McMinnville Growth Management and Urbanization Plan (MGMUP) calls for four new "Activity Centers", three of which are located west of Highway 99W – the Grandhaven, Northwest, and Southwest Activity Centers. (See Map A, Vicinity Map Showing Adopted Activity Centers.) Each of these activities will have commercial centers supported by higher density residential development and surrounded by single-family residential neighborhoods.

From 1999 – 2003, District enrollment increased 6.7%, from 5,385 to 5,741 students. By 2008, the District is expected to grow another 8.4% to 6,222 students. Westside elementary schools that will feed into a future West High School also are at or over capacity. The

highest growth rate (9.7%) is expected at the high school level.² As of the date of this application (February 2005), there are approximately 1,800 high school students enrolled in McMinnville High School. However, as documented below, the McMinnville High School (MHS) complex is outdated and in generally poor condition. Moreover, existing student enrollment exceeds the capacity of existing high school students by some 200 students.

New high school facilities are needed in the short term. In the long-term, the District estimates that high school attendance will increase by almost 40% by the Year 2023 – to approximately 2,500 high school students. Due to poor structural and functional considerations documented in Appendix C, the existing MHS complex will need to be replaced in the next 4-8 years. Thus, there is an immediate need for a second high school site.

To address school capacity needs in West McMinnville, the District has purchased two 12-acre elementary school sites (the Hill Road site in 2002 and the Linfield site in 2004), one 16-acre middle school site (Grandhaven), and one 42-acre high school site (Hill Road, purchased in 1996 and expanded in 2005). The vacant elementary and middle school sites are located within the acknowledged UGB. The high school site is located within the adopted 2003 McMinnville UGB, but just outside the acknowledged McMinnville UGB.³ (See Map D, Alternative Sites Analysis Map with District Facilities.)

4. Report Organization

This narrative includes preliminary findings in support of amendments to the McMinnville and Yamhill County Comprehensive Plan Maps, annexation to the City of McMinnville, and a zone change from County EF-80 to City R-4. We anticipate that these findings will be augmented or adjusted based on public testimony and agency comments received during the public review process.

Excerpts from the *McMinnville School District Facility and Capacity Assessment Report* (DOWA, September 2004) are included in Appendix C. According to the DOWA Report, the main campus at McMinnville High School serves Grades 10-12 and has the capacity to accommodate 1,226 students. The Adams Campus (a converted, nearby grade school) serves the Freshman class and has an additional capacity of 358 students. Thus, the Grade 9-12

² McMinnville School District Enrollment Projections (Judith A. Barmack, Ph.D., March 2004).

³ McMinnville Public Schools conducted an extensive search for school sites within the existing UGB in 1996. Although the District was able to acquire elementary and middle school sites within the UGB, it was unable to find a suitable and available high school site. District officials approached City planners in 1996 and inquired as to the probable direction of UGB expansion. At the time, City planners were recommending that growth expand towards the west, utilizing Hill Road for arterial street access. Based on this information, and the anticipated need for a second high school site within the next 10 years, the District purchased a 32-acre property (Tax Lot 701) from the Mark Smith family. After considering the 2004 DOWA Report, District officials realized that the 32-acre site lacked adequate space for parking and athletic fields, and purchased 10 additional acres from the Smiths (Fox Ridge LLC) in 2005.

capacity at both campuses is 1,584 students. At the time of this application, therefore, the high school complex is 216 students *over capacity*.

Sections B-G below:

- explain why McMinnville needs a new high school on the west side of town;
- define siting characteristics required by a modern high school in this community;
- describe Winterbrook's alternative sites evaluation process;
- analyze the characteristics of the site proposed for inclusion within the UGB; and
- discuss the key issues raised by this application.

Much of the information provides in this Introduction to this narrative is referenced later in Parts II (Statewide Planning Goal Compliance) and III (McMinnville and Yamhill County Comprehensive Plan Compliance).

Part II addresses applicable statewide planning goals, administrative rules and statutes. We look first at Goals 1 (Citizen Involvement), 2 (Land Use Planning – including the Division 004 exceptions process), and Goal 14 (Urbanization – including ORS 197.298 priorities.) We then address other applicable Goals, including Goals 5 (Natural and Cultural Resources), 6 (Air, Land and Water Resources Quality), 8 (Parks and Recreation), 9 (Economy of the State), 10 (Housing), 11 (Public Facilities and Services), 12 (Transportation, including Division 012 requirements), and 13 (Energy Conservation).

Part III addresses applicable goals and policies of the acknowledged McMinnville and Yamhill Comprehensive Plans. Under the acknowledged plan policies, a change is required from the County Agricultural plan designation (including a Goal 2, Part II reasons exception) to a City Residential plan designation. Under the adopted (but not yet acknowledged) plan, a high school are a recognized and allowed and encouraged, through the planned unit development process, under both the Northwest Activity Center plan designation and zoning district.

B. Need for a Second High School Site

In 2003-04, the District commissioned Dull Olson Weekes Architects, Inc. (DOWA) to perform a comprehensive facilities assessment. As noted in the 2004 *McMinnville School District Facilities Capacity Assessment Study*, the original McMinnville High School was constructed in 1955 and is located northeast of Downtown McMinnville – just to the east of Highway 99W. Since its original construction the building has undergone 11 additions to accommodate the 1,800 students now in attendance.

The *Facilities Capacity Assessment Study* describes the condition of McMinnville High School (MHS) as follows:

“Situated on several blocks, the McMinnville High School ...services grades 9 – 12. The average enrollment for 2003-2004 was 1713. The building is a

collection of years of additions and has a mix of materials and building systems. The layout is confusing and inefficient, both functionally and in terms of building systems. The campus consists of the main building and several site buildings, including Wortman Stadium.

The current capacity of McMinnville High School is 1,226 students. The core facilities are very limiting. The administration is small. The counseling center is down a hall, is small and not student friendly. The eating areas and food service is very limiting for the current students. The art and drama facilities are small and do not allow for full programs. The media center is also small in research and support areas."

In addition to the main high school building, the MHS complex includes the Adams Campus – a converted 1915 elementary school. Adams Campus serves high school freshman and has a capacity of 358 students; however, the campus is inadequate to serve the existing freshman class.

Both the Adams Campus and MHS have serious parking and circulation problems, with related neighborhood compatibility and safety concerns. To address deferred building maintenance, design and accessibility issues, the *Facilities Capacity Assessment Study* recommends over \$3 million in improvements to existing facilities. Even if the existing facility were to be upgraded, the immediate capacity problem would still need to be addressed.

With approximately 1,800 high school students, the MHS complex has exceeded its capacity. With 10% growth anticipated over the next four years, serious over-crowding problems at the high school are imminent.⁴ For this reason, the District has decided to move ahead with this plan amendment and annexation application, rather than waiting another two years for the LCDC remand process to take its course.⁵

The District’s Long Range Facilities Task Force is considering three options to address the high school capacity problem:

1. Hill Road Comprehensive High School Option. Build a new comprehensive High School at Hill Road site large enough to enroll 2,200 students with all of the facilities that are required. The District is investigating the concept of “schools within a school” and 42-

⁴ Projected student enrollment figures do not account for the possibility that substantial residential growth will occur on agricultural land within the McMinnville School District as a result of Measure 37 claims. See, for example, Yamhill County Docket #M37-1-04, which requests compensation for estate lot development on approximately 334 acres of Exclusive Farm Use land adjacent to the McMinnville UGB, and immediately north and west of the District’s high school site.

⁵ The City of McMinnville has been involved in Periodic Review since 1994. Since that time, there has been a shortage of land within McMinnville’s acknowledged UGB for residential, commercial and public (including school) land uses. See *McMinnville Growth Management and Urbanization Plan*, Appendix B, Revised Buildable Lands Analysis (May 2003). Table 20 of Appendix B identifies a shortfall of 1,125 buildable acres within the existing (2003) McMinnville UGB. Table 20 served as the basis the City’s 2003 UGB amendment package.

acre site would accommodate this option. The Hill Road site would also include field space for football, soccer, baseball, softball, tennis, track and general physical education. Providing a sufficient number of off street parking spaces for students, visitors and staff will require substantial parking area to fulfill all of our requirements. The 42-acre site allows sufficient, but not excessive buildable land area.⁶

2. Co-Equal High School Option. Build a new high school on Hill Road that would have capacity for 1200 to 1500 students. The new school could be built in phases with the original construction of the core area and capacity for 800 students and then adding additional gyms and classrooms over time. This option would still require the full 42 acres of useable space, because the need for athletic fields and parking would remain largely the same. The current high school's student enrollment capacity is about 1,200 without the use of Adams campus. This would allow the District to have two smaller high schools of about equal size. With our middle and elementary schools using Highway 99 as a divider it would be logical to follow this pattern with the two high schools.

3. Reconstruction Option. Reconstruct a new high school for 2,200 students on the site of our present high school. In theory, this could occur either in the Baker Field track area or on the foot print of the present high school. If high school construction occurred on the Baker Field site, then most of the existing high school building would have to be torn down to allow for playing fields. If the new high school were rebuilt over the existing high school footprint, it would take several years to construct in sections, which would seriously disrupt the educational process. Should this alternative be selected, the Hill Road site would be held as farm land until the enrollment was large enough to require a second high school. This option has serious limitations in terms of transportation safety, neighborhood compatibility, and logistics that would have adverse social and economic consequences for the District, residential neighbors, and high school students and teachers:
 - a. Location and placement of off street parking in the short- and long-term, and neighborhood construction and traffic impacts.
 - b. Impacts from construction staging, probable use of portables, and lack of short-term space for student instruction and sports programs during construction.

Each of these options will require a new high school site – Options 1 and 2 in the short-term (i.e., within the next 5 years) and Option 3 in the long-term (within the next 10-20 years).

Conclusion: The existing MHS complex is now over capacity. With a 10% increase in high school enrollment over the next four years, serious over-crowding problems are

⁶ A complete land use plan for current high school site has not been developed at this time. Whether the existing high school is demolished or remodeled, there will continue to be a need for a second high school that includes small learning communities. For the short term, the District is considering partnerships with the City, Chemeketa Community College, and Linfield College to use the existing site.

imminent. McMinnville Public Schools needs to complete the planning and design process necessary to bring a second high school site into the City, and to allow for high school bonding and construction by 2008. This new high school site must be large enough to accommodate Options 1 and 2, must have adequate and available urban services, and must be located on the west side of town to serve planned population growth.

C. Required High School Site Characteristics

Based on discussions with the District’s architect in Portland, a modern high school with athletic fields and adequate parking will consume the entire 42-acre site. To substantiate this professional opinion, Winterbrook reviewed the most authoritative national source. The Council of Educational Facility Planners (CEFPI) publishes *The Guide for Planning Educational Facilities*. Winterbrook reviewed the latest edition of the Guide to determine typical size standards for senior high schools. The most common standard is 30 acres plus one acre per 100 students.⁷ Thus, a new high school for 1,200 to 1,800 students typically requires 42- 48 acres.

The State of Oregon does not publish facilities siting standards. However, a number of other states do. Table 1 below summarizes state size guidelines for an 1,800 student senior high school. The minimum acreage standards below refer to net usable (i.e., buildable) acres.⁸

Table 1. State Acreage Standards for High School of Approximately 1,800 Students

State	Recommended Minimum Net Usable Acre Standard
Alabama	48 acres (30 acres plus 1 acre per 100 students)
Alaska	38 acres (20 acres plus 1 acre per 100 students)
Arizona	30 acres
California	44.5 acres
Connecticut	38 acres (20 acres plus 1 acre per 100 students)
Delaware	48 acres (30 acres plus 1 acre per 100 students)
Georgia	38 acres (20 acres plus 1 acre per 100 students)
Hawaii	50 usable acres
Idaho	48 acres (30 acres plus 1 acre per 100 students)
Illinois	38 acres (20 acres plus 1 acre per 100 students)
Indiana	38 acres (20 acres plus 1 acre per 100 students)
Kentucky	28 acres (10 acres plus 1 acre per 100 students)
Maine	43 acres (25 acres plus 1 acre per 100 students)

⁷ “State Acreage Policies,” Council of Educational Facility Planners (September 2003).

⁸ The *Guide to School Site Selection and Development* (California Department of Education, 1999) underscores the importance of the term “net usable acres” in the site selection process:

“The tables for determining site requirements are based on net usable acres. Land rendered useless by cuts, easements, steep hills, gullies, creekbeds, large rock outcroppings, wetlands and marshland, and land in flooding areas are not considered usable. On sites where such land is present, total gross acres will necessarily exceed net usable acres.”

State	Recommended Minimum Net Usable Acre Standard
Minnesota	35 acres
Mississippi	33 acres (15 acres plus 1 acre per 100 students)
Missouri	48 acres (30 acres plus 1 acre per 100 students)
New Hampshire	33 acres (15 acres plus 1 acre per 100 students)
New York	28 acres (10 acres plus 1 acre per 100 students)
North Carolina	48 acres (30 acres plus 1 acre per 100 students)
Ohio	53 acres (35 acres plus 1 acre per 100 students)
Oklahoma	48 acres (30 acres plus 1 acre per 100 students)
Pennsylvania	53 acres (35 acres plus 1 acre per 100 students)
Rhode Island	48 acres (30 acres plus 1 acre per 100 students)
Utah	48 acres (30 acres plus 1 acre per 100 students)
Virginia	28 acres (10 acres plus 1 acre per 100 students)
Washington	28 acres (10 acres plus 1 acre per 100 students)
West Virginia	25 acres
Wyoming	30 acres
Range	25-53 buildable acres
Median	38 buildable acres
Mode	48 buildable acres
Average (Mean)	40 buildable acres

The McMinnville Public Schools Long Range Facilities Task Force (Facilities Task Force) also has been reviewing the siting requirements for a new high school. Based on discussions with David Horner, Business Manager for McMinnville Public Schools, plus review of Task Force minutes and school siting publications, we have developed the following high school siting criteria specific to conditions in McMinnville.

The following criteria must be met for a suitable high school site; that is, if any of these criteria are not met, the site is deemed unsuitable for high school use.

1. **The site must be located on west side of Highway 99W to serve McMinnville's primary residential growth area.**
 - a. Existing high school on east side of Highway 99W and will serve students on east side of Highway 99W, reducing the need to cross high highway to reach high schools.
 - b. District attendance at elementary and middle schools based need to avoid crossing Highway 99W for safety reasons.
 - c. New growth concentrated on west side (especially Memorial and Grandhaven Elementary Schools).
 - d. Minimizes vehicle miles traveled if located close to areas with residential growth activity and potential.
 - e. Minimizes congestion on Highways 99W and 18.

2. **The site must have from 40–50 net buildable acres (i.e., after accounting for easements, wetlands, floodplain and slope constraints).**

- a. This range is consistent with the recommended high school site sizes found in Table 1.
 - b. A 40-acre site would allow, minimally, for high school construction, parking and planned athletic fields.
3. **The site must be within or adjacent to the existing McMinnville UGB and – in the case of agricultural land – is included in the adopted 2003 UGB⁹ to:**
- a. Minimize sprawl and travel distance from residential growth areas; and
 - b. Ensure availability of urban services (sanitary sewer, water, and storm drainage).
4. **The site must have direct access to a collector or minor arterial street with existing or planned transit access.** This siting criteria is necessary to:
- a. Minimize traffic on local residential streets and attendant adverse social consequences,
 - b. Provide alternative transportation for high school students and staff, while
 - c. Recognizing that a substantial number of high school students drive.
5. **The buildable area of the site must be comprised of slopes of 5% or less and have a width of at least 600 feet.**
- a. A flat site is necessary for cost-effective building, parking and loading, and athletic field construction.
 - b. A width of at least 600 feet is necessary for a football field surrounded by a track and bleachers.
6. **Site must be located at least one mile from existing high school** to minimize:
- a. Travel distance from residential areas; and
 - b. Potential conflict between students in competing high schools.
7. **The site must meet the following land use compatibility and safety criteria:**
- a. Avoid direct access from Highway 99W and Highway 18 (Three Mile Lane) for traffic safety reasons; and
 - b. Avoid location adjacent to industrial land to reduce adverse health, safety, noise and pollution impacts. (Note that McMinnville’s industrial zones do not permit schools either outright or conditionally.)
8. **The site must be ready for high school construction within 2 years (i.e., by 2007) to address existing capacity issues:**

⁹ The adopted, but not yet *acknowledged* UGB includes several UGB expansion areas to meet identified needs. Beginning in North McMinnville and continuing counter-clockwise, the City expanded the UGB in the Grandhaven area, Northwest McMinnville (including the Fox Ridge Road and Redmond Hill exceptions areas), Southwest McMinnville, the Three Mile Lane area (including the Lawson Lane exception area), the Norton Lane area, and the Riverside South exceptions area. Only the above exceptions areas were *acknowledged* by LCDC in 2004. (See MGMUP Figure 6, UGB Expansion Proposal.)

- a. Necessary urban services (arterial or collector street access, sanitary sewer, water and storm drainage) must be reasonably available; and
- b. The site should be within or adjacent to the existing City Limits to ensure that annexation is feasible (subject to voter approval) within the next two years.

D. Alternative Sites Evaluation Process

In this Narrative and in Appendix D, Alternatives Sites Analysis, Winterbrook evaluated alternative sites based on:

- The school siting criteria determined in Section I.C (Goal 14 Need Factors 1-2);
- Agricultural land preservation priorities established by ORS 197.298, the Exceptions Rule (OAR Chapter 660, Division 4) and Goal 14 Locational Factor 6 (agricultural soil classification); and
- The public facilities, urbanization, ESEE consequences, and agricultural land compatibility standards of goal 14, Factors 3-5 and 7.

To identify and evaluate alternative sites, we looked first inside the acknowledged UGB, then at adjacent exceptions areas, and finally to agricultural land west of Highway 99W. (See Part II and Appendix D of this Narrative.)

E. Proposed High School Site

McMinnville Public Schools purchased Tax Lot 701 from Mark and Elisa Smith in 1996. Prior to purchase, City staff had examined UGB capacity and growth alternatives, and had indicated to the District that future UGB expansion would likely occur to the west.¹⁰

As a result of the District's facilities planning work, the DOWA, the District's architect determined that a larger site was needed to accommodate a comprehensive high school with the full range of needed athletic fields. As a result of this analysis, the District agreed to purchase 10 additional acres from the Smiths in early 2005.

The 42-acre site itself is well-suited for a high school and athletic field complex. It is flat (5% or less slope) and roughly trapezoidal in shape. It abuts the UGB to the east and lies a short distance from the Fox Ridge Road Exception Area (now within the acknowledged UGB) to the south. The site has direct access from NW Hill Road, a designated minor arterial and transit

¹⁰ At that time, and today, the City reasoned that expansion to the north and east was constrained by Baker Creek and the North and South Forks of Yamhill River. Expansion to the north, east and south was also limited by Highway 18 and by large, continuous tracts of agricultural land. In contrast, the UGB already extended westward along West 2nd Avenue, and there were no physical barriers (like rivers or major highways) separating the existing UGB from the relatively small blocks of agricultural land defined by the UGB on the east, the West Hills rural residential exceptions area to the west, the Fox Ridge Road rural residential exceptions area to the south, and Baker Creek to the north.

street, and from Wallace Road, a designated minor collector street.¹¹ The only physical constraint is the Star Mill Ditch that defines the site's northern boundary and serves as an effective buffer from Class I agricultural land to the north.

Like most EFU parcels surrounding the McMinnville UGB, the proposed high school site has primarily Class II and III agricultural soils, which qualify as "high value" farmland. However, land with lower quality agricultural soils often do not meet the District's siting needs, because they frequently have relatively steep slopes or are located in areas with hydric soils associated with unbuildable wetlands, floodplains and riparian corridors.

F. Surrounding Land Uses

Several maps support the following discussion. **Map B, Northwest Activity Center Illustrative Plan** shows the high school site in relation to the neighborhood commercial center and planned higher density residential development in the area. **Map J, Proximity to Services**, shows the high school site as the central public facility available to Northwest Activity Center residents. **Map H, Northwest Sub-Area Land Use Patterns**, shows existing land uses in the immediate vicinity of the high school site. Finally, **Map G, Northwest Sub-Area Development Constraints**, shows areas with service and topographical constraints in near the subject site.

- **East – Across NW Hill Road:** The eastern boundary of the site is NW Hill Road and the acknowledged UGB. Going from north to south, a commercial center has been approved by the City of McMinnville for the northeast corner of Hill and Baker Creek Roads, with planned multi-family housing south of Baker Creek Road. Immediately to the south of planned multi-family housing, across Hill Road from the proposed high school, is a vacant elementary school site. Further to the south is a planned and developing urban residential area. Wallace Road is a collector street that can be extended to serve the high school site; east of Hill Road, Wallace Road is fully developed with single-family homes on either side. South of Fox Ridge Road is Hillside Manor, a retirement and assisted living community.
- **Southwest – Toward Fox Hill Road:** This area was included in the City's 2003 UGB expansion. The 39-acre Mark and Elisa Smith property separates the Fox Ridge Road area (which now forms the western extension of the *acknowledged* UGB) from the site. The Smith property is irregularly-shaped, has two houses, and slopes upwards to the south and west. Most of the Smith property is above the existing water service level; so that a new reservoir is required to serve the southwest third of the property. The Smith property is comprised primarily of II and III agricultural soils, with an inclusion of Class IV soils. However, the Class III and IV soils have slopes of 7-12% and 12-20% respectively, which makes these areas unsuitable for high school and athletic field construction. West of the Smith property is a small (13-

¹¹ See the Draft McMinnville Transportation Systems Plan and the McMinnville Transportation Master Plan, Figure 21.

acre) agricultural parcel with Class II, III and IV soils. Again, the Class III-IV soils occur in areas with steeper slopes.

- **North – Towards the Baker Creek Agricultural Area:** To the north, across the Star Mill irrigation ditch, there is a small (about four acres) parcel with two homes fronting Hill Road. There are also several large agricultural parcels that extend to and across Baker Creek to Baker Creek Road. These parcels comprise approximately 327 acres, have primarily Class I and II agricultural soils to the north, and Class II and III soils to the west. The tract is owned by Maralynn Abrams, who has owned the property since 1968 and has filed a Measure 37 claim to allow large-lot residential and commercial development on this property. The northern Abrams properties were not included in the City's 2003 UGB expansion, because they have Class I agricultural soils and large, unbuildable floodplain areas.

G. Summary of Key Issues

This section summarizes some of the key issues related to this land use proposal.

1. Transportation Impacts and Proposed Mitigation Measures

Lancaster Engineering conducted a Transportation Impact Study (TIS) in conformance with OAR Chapter 660, Division 12. The study assesses the impacts of the new high school, using the "worst case" scenario, assuming a student population of 1,800 students by the Year 2023. To minimize traffic impacts to Highway 99W and Highway 18, the attendance boundaries for these two schools is divided by Highway 99W. The study concludes that the existing transportation system shown on the Transportation Master Plan (1994) is adequate to accommodate the proposed high school. Mitigation – in the form of right-of-way dedication, street widening, sidewalk construction and related improvements – will be necessary. Lancaster Engineering will supplement its preliminary report following consultations with ODOT and other interested parties.

2. Agricultural Land Impacts

ORS 197.298 is entitled "Priority of land to be included within urban growth boundary." This statute states that "first priority" goes to land that is designated "urban reserve," and second priority goes to "exceptions areas." McMinnville has no land within the urban reserve category, but has several adjacent exceptions area (i.e., areas that are committed to non-farm or non-forest use, usually because they are highly parcelized). Third priority goes to "marginal lands"; however, McMinnville does not have land in this category either. Finally, the lowest priority land for inclusion within a UGB is land that is zoned for forestry or agriculture. The McMinnville UGB is surrounded by high value farm land. Within this broad category, land with poorer agricultural soils has a higher priority for inclusion than land with better agricultural soils. Thus, Class I and II soils have a higher priority for inclusion within a UGB than Class III, IV or V soils.

This statute also provides for “specific types of identified land needs [that] cannot be reasonably accommodated on higher priority lands. Section I.C of the Introduction identifies the siting requirements, or “specific needs” of a modern high school. For reasons stated in Appendix D, Alternative Sites Analysis, there are no suitable sites within the *acknowledged* UGB or within adjacent exceptions areas. Therefore, the District was forced to look at flat sites with EFU zoning immediately outside the UGB. In the McMinnville area, poorer agricultural soil classifications often do not meet the specific siting requirements of the proposed high school. For example, Class IIIw soils are indicative of hydric soils and wetlands, and Class III and IV agricultural soils often are indicative of slopes greater than 10%. Thus, the siting needs of a high school (42 net buildable acres after subtracting for slopes of greater than 5%, floodplains and wetlands) correlate positively with well-drained and relatively flat agricultural soils. The goal, therefore, is to find a site that (a) meets the District’s high school siting requirements, on (b) the lowest quality agricultural soils.

Appendix D identifies three areas on the west side of McMinnville, adjacent to the existing UGB, with parcels (or clusters of parcels) of sufficient size, topographical, access and serviceability characteristics to meet high school siting requirements:

- The Grandhaven Sub-Area; and
- The Northwest Sub-Area;
- The Southwest Sub-Area.

Like most land surrounding the McMinnville UGB, each of these areas is comprised primarily of relatively flat, high value farm land. At first glance, the Northwest Sub-Area is the lowest priority for inclusion within the UGB, because of the large concentration (31% of the sub-area) of Class I agricultural soils near Baker Creek. The other two sub-areas are dominated (83% of each sub-area) by Class II agricultural soils.

However, the quality of agricultural soils within the Northwest Sub-Area decreases markedly south of the Star Mill Ditch, where Class II and III soils predominate. As shown on Appendix D, Table 15, Tax Lots 700 and 701 each are comprised primarily of Class II and III agricultural soils. Although Class III or worse soils exist in each of sub-areas (17% in Grandhaven, 36% in Northwest and 32% in Southwest), these soils generally do not meet the District’s siting needs, because they are associated with wetlands, riparian corridors, floodplains and slopes of greater than 5%.¹²

In conclusion, the school district site has predominantly Class II and III soils *and* meets the District’s high school siting requirements. The northern portion of the Northwest Sub-Area is comprised of mostly Class I soils, and therefore is a lower priority for inclusion within the UGB. The *buildable* (for the high school) portions of the Grandhaven and Southwestern Sub-Areas are comprised almost completely of Class II agricultural soils. Therefore, the

¹² For example, Tax Lot 700 begins to slope upwards, towards Fox Ridge Road, about midway through the site. Thus, the Class III soils in the northern portion of Tax Lot 700 generally have slopes of less than 5%, whereas the southern portion Class III and IV soils with slopes of 7-20%.

District's preferred choice for the new high school has the lowest quality agricultural soils available in the area, that *also* meet District high school siting standards.

3. Economic, Social, Environmental and Energy Consequences

The economic and social consequences of not providing for a second high school site are highly negative. As noted in Section A, above, the existing high school is in poor condition, over-crowded and functionally inadequate. To make basic repairs to the existing school will cost an estimated \$3 million. A properly-functioning high school is essential to the well-being of the community as a whole, because the level of education correlates positively with family income and employment, and negatively with crime and social dependency. Moreover, an educated population is essential to a functioning democratic society. During the City and County review of this application, the District will provide additional information regarding the positive social and economic consequences of constructing a new high school at this location.

From a land use and energy conservation perspective, the new high school would be centrally located in the fastest growing area of the City – West McMinnville. Such a location, when combined with proximate higher density housing and planned transit service, provides a realistic option for students, teachers and visitors to walk, bicycle or ride the bus to participate in school activities and events. Vehicle miles traveled and public safety will increase substantially by using Highway 99W as the high school attendance boundary, thus reducing the need to cross this busy state highway to reach the school from students' homes.

From an environmental perspective, the site is free of Goal 5 natural resources and Goal 7 natural hazards. The Star Mill Ditch is an irrigation facility that forms the northern boundary of the site and serves as an effective buffer from Class I agricultural land to the north. When compared with the Southwest and Grandhaven alternatives, the proposed site is relatively unconstrained by Goal 5 natural resources (wetlands and riparian corridors) and Goal 7 flood hazards.

Part II. Conformance with Applicable Statewide Planning Goals, Administrative Rules and Statutes

A. Statewide Planning Goals 1, 2, and 14

Goal 1 (Citizen Involvement)

Proposed Findings: The proposed plan and land use regulation amendments do not alter McMinnville's acknowledged Citizen Involvement Program. Consequently, compliance with Goal 1 is established through compliance with McMinnville's acknowledged Citizen Involvement Program, as discussed in McMinnville Comprehensive Plan Goal 1 findings below. The City and County will provide notice of the joint City-County-MUAMC public hearing to review this matter.

Citizen involvement is also ensured through McMinnville Public Schools Long Range Facility Task Force, which has carefully examined existing physical conditions at the MHS complex, and alternatives for addressing the needs of existing and future high school students. Winterbrook carefully reviewed the minutes of several Facilities Task Force meeting during the preparation of this report. On February 9, 2005, Greg Winterowd met with the Task Force to describe the UGB amendment process and to discuss alternative high school configurations. As a result of this meeting, the Facilities Task Force indicated their support for this application, provided that the application itself does not preclude full discussion of options outlined in Section B of this Introduction.

Goal 2 (Land Use Planning)

"To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions."

Proposed Findings: Goal 2, Part I requires the establishment of a comprehensive plan, a need for "coordination" of government entities in planning, and the need for public hearings and an opportunity for comment and review. Goal 2, Part II, with its associated Administrative Rule, details the requirements for taking a Statewide Planning Goal exception.

1. Coordination

Proposed Findings: The City of McMinnville, Yamhill County and the McMinnville School District have shown a high level of coordination in determining school siting needs and in examining alternatives. As evidence of such coordination:

- The McMinnville Residential Needs Analysis (2001) included specific reference to the need for a 32-acre high school site. The Land Conservation and Development Commission acknowledged this need when it approved the Residential Land Needs Analysis in September 2004. This application proposes to amend this document to provide for a 42-acre high school site, based on updated information from *The Guide for Planning Educational Facilities*, and the recommendations of DOWA, the District architect.
- The District coordinated closely with the City of McMinnville when the City prepared and adopted the McMinnville Growth Management and Urbanization Plan (MGMUP) in 2003. For example, the Northwest Activity Center Illustrative Plan (MGMUP Figure 8), prominently shows the District's 32-acre high school site. Figure 105, Proximity to Services, shows the high school as the central public facility in West McMinnville.
- Finally, City planning officials have coordinated with District officials since the beginning of the City's Periodic Review process in 1994. City and County public hearings regarding the Periodic Review and UGB amendment process have been held, repeatedly, in District administrative offices. The District sought the City's advice when it purchased four school sites, three of which were located within the UGB, as a result of the 1996 bond measure.

As part of this plan amendment review process, City and District representatives will meet with ODOT and DLCD staff to better understand the need for a high school in West McMinnville, and the alternative sites evaluation process that the District has undertaken prior to submittal of this application.

2. Public Hearings/Opportunities for Comment and Review

Proposed Findings: Notice of public hearing(s) before McMinnville and Yamhill County elected officials, and the McMinnville Urban Area Management Committee (MUAMC) will be provided in accordance with local and state law. This application, as well as the staff report regarding this matter have been made available for affected citizens and interested parties to consider well in advance of the scheduled public hearing(s).

3. Goal Exception

Proposed Findings: Goal 14 requires that when amending an acknowledged UGB, McMinnville must follow the procedures and requirements for a goal exception. Oregon Administrative Rule 660-004-010 describes these procedures and requirements. OAR 660-04-10 and relevant findings are detailed below, followed by its associated Goal 14 findings.

"OAR 660-04-10(1)(c)(B) When a local government changes an established urban growth boundary it shall follow the procedures and requirements set forth in Goal 2 "Land Use Planning," Part II, Exceptions. An established urban growth boundary is one which has been acknowledged by the Commission under ORS 197.251. Revised findings and reasons in support of an amendment to an established urban growth boundary shall demonstrate compliance with the seven factors of Goal 14 and demonstrate that the following standards are met:

(i) Reasons justify why the state policy embodied in the applicable goals should not apply (This factor can be satisfied by compliance with the seven factors of Goal 14.);

Proposed Findings: Compliance with the seven factors of Goal 14 is addressed in proposed findings under Goal 14, below.

"(ii) Areas which do not require a new exception cannot reasonably accommodate the use;

Proposed Findings: As documented in Appendix D, Winterbrook carefully analyzed alternative sites within the acknowledged McMinnville UGB and adjacent exceptions areas against the high school siting requirements found in Section I.B, above.

Within the *acknowledged* UGB, we identified two potential sites that warranted further evaluation against the District's high school siting requirements: the Grandhaven South and West 2nd Street sites. As noted in Appendix D, neither of these sites meets the District's high school siting requirements. Moreover, this land is needed for other urban uses. As noted in MGMUP Table 20, in 2002 (before the 2003 UGB amendment package was approved by the City), McMinnville requires an *additional* 1,125 buildable acres outside the then-existing UGB.

In 2004, LCDC approved the inclusion of three exceptions areas (Riverside South, Fox Ridge Road, and Redmond Hill Road), which together have 217 buildable acres.

Appendix D also examined the potential for suitable high school sites within designated exceptions areas that remain outside the *acknowledged* UGB. There are six such exceptions areas adjacent to the McMinnville UGB. Going counter clockwise starting from the north, MGMUP Figure 73 identifies the following exceptions areas:

- Westside Road – 14 buildable acres;
- Old Sheridan Road – 37 buildable acres;
- Booth Bend Road – 13 buildable acres;
- Lawson Lane – 11 buildable acres;
- Riverside North – 36 buildable acres; and
- Bunn's Village – 126 buildable acres.

These six exceptions areas have a total of 237 buildable acres. Thus, even if all of these exceptions areas were to be included within the UGB,¹³ there would still be a need for some 671 acres of buildable agricultural land to meet identified needs – including the special siting requirements for a high school. Thus, large areas of agricultural land will be needed to meet demonstrated long-range population, employment and livability needs through the Year 2023.

By definition, exceptions areas are comprised of small parcels. After examining all parcels within exceptions areas adjacent to the UGB, Winterbrook found no sites (i.e., contiguous groups of parcels with at least 10 acres of buildable land) that meet the buildable area siting requirement of the planned high school.

Therefore, Winterbrook extended its search to three agricultural sub-areas located adjacent to the *acknowledged* UGB west of Highway 99W.

“(iii) The long-term environmental, economic, social and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and

Proposed Findings: Appendix D evaluates three sub-areas against high school siting requirements listed in Section I.B of this Narrative. The three sub-areas are comprised primarily of flat, high value farm land; each has parcels of sufficient buildable area (40 acres) for a modern high school; each is adjacent to the City Limits and the UGB, and each can be provided with urban services in a timely manner. Land within each of the sub-areas was included in the 2003 UGB under LCDC remand.

The long-term environmental consequences of constructing a high school on the proposed high school site are somewhat positive when compared with the Southwest and Grandhaven alternatives. All three sub-areas are bordered by riparian corridors: the Northwest Sub-Area by Baker Creek, the Grandhaven Sub-Area by the North Yamhill River, and the Southwest Sub-Area by Cozine Creek. Each of these streams has associated wetlands, riparian areas and floodplains that are recognized as Goal 5 resources or Goal 7 flood hazard areas by Yamhill County.

However, the subject 42-acre high school site does not have any designated Goal 5 or Goal 7 natural resources / hazards and therefore school construction would not have any adverse impacts on significant Goal 5 natural resources. As noted in Appendix D, most of the parcels in the Southwest and Grandhaven Sub-Areas have substantial unbuildable natural resource

¹³ For a variety of reasons related to urban form, land use compatibility and service efficiency, the City of McMinnville opposes inclusion of these exceptions areas.

and floodplain areas that could be adversely affected by high school construction and ongoing high school activities. In this sense, placement of a high school on the subject property has minimal adverse environmental impacts when compared with most potential high school sites in the Grandhaven and Southwest Sub-Areas.

The Star Mill Ditch defines the northern boundary of the site and is protected by a drainage easement. As noted in the Introduction, the Star Mill Ditch forms a natural boundary from large tracts of Class I agricultural soils to the north.

The long-term economic consequences of constructing the high school on the subject site are positive, compared with other sub-areas under consideration. The District was able to purchase Tax Lot 701 in 1996 at a reasonable cost, and has negotiated the purchase of the northern portion of Tax Lot 701 at costs somewhat below market value for land within an adopted, but not yet acknowledged, UGB. Moreover, public infrastructure costs to the City are relatively low to serve the subject high school site, as documented in MGMUP Appendix C and in the Goal 14, Factor 3 discussion in Part II of this Narrative.

As noted in the Section I.H.2 and in Appendix D, the subject 42-acre high school site is comprised of Class II and III soils, in roughly equal proportions, whereas the other potential sites are comprised *primarily* of Class I soils (Northwest Sub-Area north of the Star Mill Ditch), or Class II soils (the buildable portions of the Grandhaven and Southwest Sub-Areas). Thus, the impact on Yamhill County's agricultural economy is marginally less for the subject property, because other potential sites that meet identified high school siting requirements have marginally more productive farm soils.

The long-term social consequences of high school construction on the subject 42-acre site are positive when compared with other alternatives. As shown on the Northwest Activity Center Illustrative Plan (MGMUP Figure 8) and the Northwest Proximity to Services Map (MGMUP Figure 105), the proposed high school is centrally located within, and contributes substantially to the economic and social viability of the Northwest Activity Center. As noted on Figure 105, the proposed high school is the facilities center of West McMinnville, and will help define the neighborhood's future identity. The high school grounds will provide permanent open space for nearby multiple family and higher density single family residents, and will provide a social and athletic center for the neighborhood as a whole. The proposed middle school will perform a similar function in the Grandhaven Sub-Area.

By encouraging walkable neighborhoods and reducing travel distances for students, staff and visitors of the high school, the proposed west high school location has positive social consequences when compared with the southwest and north (Grandhaven) alternatives.

The long-term energy conservation consequences for construction of a high school at the proposed location are positive when compared with construction in other sub-areas. A new west high school would provide a high quality facility within walking or biking distance to

the planned Northwest community, thus reducing reliance on single-occupancy vehicles. In contrast to the Grandhaven Sub-Area, both the Southwest and the Northwest Sub-Areas are located along a designated transit route, which will encourage transit use and associated energy conservation.

Unlike the Grandhaven and Southwest alternatives, the proposed Northwest high school site is equidistant from existing and planned development in Southwest, North and West McMinnville. Those wishing to access a high school in Grandhaven would probably use Highway 99W, which is highly congested and would require more stop-and-go driving. The Grandhaven site is also located less than a mile from the existing McMinnville High School complex, meaning that most of the existing and future student population would use Highway 99W to reach both high schools.

Moreover, the proposed high school site is readily accessible from the West 2nd Street area (within the UGB) and from the large rural exceptions area located west of the McMinnville UGB, thus reducing vehicle miles traveled (and attendant costs) for those who drive to the facility.. In contrast, the Grandhaven and Southwest Sub-Areas are located in the northern and southwestern extremities of the UGB, and would require urban students, visitors and teaches to travel further to reach a high school facility.

“(iv) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

Proposed Findings: All three sub-areas are comprised of high value farm land that is actively being farmed. Agricultural land in all three areas supports wheat and orchard uses. The Northwest and Southwest Sub-Areas are being farmed primarily for wheat, and the Grandhaven Sub-Area produces a combination of wheat, grass seed, and filbert orchard.

The planned high school will be bordered on three sides by agricultural land. However, potential adverse impacts are mitigated by the following:

1. The Star Mill Ditch and its protective easement separates the 42-acre high school site from Class I and II farm land to the north. Two residences are located along Hill Road immediately to the northeast of the site, which provides an additional buffer from farm land to the north.
2. The 42-acre site includes most of Tax Lot 701 and a portion of Tax Lot 700. Both of these properties were originally owned by Mark and Elisa Smith, who own the 39-acre parcel immediately to the south of the high school site, and immediately north and east of the McMinnville UGB. The Smiths have signed a letter in support of this application.

3. A 16-inch water main and associated easement extends from the public water reservoir located north of Fox Ridge Road, along the western and northern borders of Tax Lots 700 and 701, to serve the NW Hill Road area. Thus, the entire northern and western border of the proposed high school site (the adjusted Tax Lot 701) is defined by an urban water main and public utility easement.
4. Tax Lot 200 has 13 acres and an existing residence. The parcel is located immediately to the west of the Smith (Tax Lot 700) and District (Tax Lot 701) parcels, and abuts the UGB to the south and west. This parcel is not part of a larger farm unit, and is comprised of Class II, III and IV soils, with wetlands to the south.
5. Beyond Tax Lots 200, 700 and 701 – to the north and west – lies the Abrams properties, which together comprise some 337 acres. Mrs. Abrams purchased the property in 1968, and appears to have a valid Measure 37 claim that is now under consideration by the Yamhill County Board of Commissioners. Mrs. Abrams seeks a combination of residential and commercial development on her property, which may preclude continued agricultural use in the future.

Goal 14 (Urbanization)

“To provide for an orderly and efficient transition from rural to urban land use.”

Proposed Findings: Goal 14 applies to amendments expanding McMinnville’s UGB which, by definition, convert rural land to urban or urbanizable land. Goal 14 also applies to amendments to McMinnville’s comprehensive plan and land use regulations that affect the conversion of urbanizable land within the UGB to urban uses.

UGB amendments are governed not only by the seven UGB establishment factors set out in Goal 14, but also by the priorities for adding land to a UGB set out in ORS 197.298, and by the goal exception requirements of ORS 197.732/Goal 2, Part II and OAR 660-04-010(1)(c) and 660-04-020. Goal 2, Part II (Exceptions) findings were addressed above. The seven Goal 14 factors, as well as ORS 197.298 requirements not addressed in Goal 2 findings, are addressed below.

Factors 1 and 2 deal with “need”; Factors 3 and 4 with “location”.

Factors 1 and 2

- “(1) Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals;”*
- “(2) Need for housing, employment opportunities, and livability;”*

Proposed Findings: The acknowledged McMinnville Residential Land Needs Analysis (ECONorthwest, 2001) identifies a need for 32 acres of buildable land for a new high school:

"With the exception of one future middle-school site, the District owns no other undeveloped land within the current UGB. Therefore, 96 acres (48 Elementary School acres, 16 Middle School acres, and 32 High-School acres) of additional vacant residential buildable land is needed to accommodate year 2020 District needs."

This application proposes two factual changes to this acknowledged document based on recent developments:

- first, the District purchased two additional elementary school sites comprised of 12 acres each (Hill Road in 2002 and Linfield in 2004); and
- second, the District has determined that 42, rather than 32 acres are needed for the high school.

Assuming that the high school site is included within the UGB, the text of the revised McMinnville Residential Land Needs Analysis should be amended to read read:

"The District owns one future middle-school site, two future elementary schools sites, and one future high school site within the 2005 UGB. Therefore, 24 Elementary School acres of additional vacant residential buildable land is needed outside the acknowledged UGB to accommodate year 2023 District needs."

The need for a second high school site – including its specific site requirements – is demonstrated in Sections I.B-C of this Narrative.

Factor 3

"(3) Orderly and economic provision for public facilities and services;"

Proposed Findings: As shown on Map I, Northwest Sub-Area Utilities (MGMUP Figure 102), sanitary sewer lines are located beneath Hill Road and can readily be extended to serve the proposed high school use. Water service is available via an existing 16-inch water line that straddles the north and west property line of the high school site. NW Hill Road is a minor arterial street that provides primary access to the site; secondary access will be provided by the extension of NW Wallace Road. Thus, urban services are immediately available to serve the site.

Factor 4

"(4) Maximum efficiency of land uses within and on the fringe of the existing urban area;"

Proposed Findings: As shown on Maps A (Northwest Activity Center Illustrative Plan), D (Transit Corridors), H (Northwest Utilities), and I (Northwest Proximity to Services), adopted MGMUP places the "potential high school" site in the center of the Northwest Activity Center. The MGMUP at pages 5-16 through 5-18 describes "Activity Centers" as a

“cornerstone of the City’s urbanization plan.” Activity Centers are based on neighborhood scale commercial and transit supportive development, and focus on retail, office, recreational, civic and school uses. This “focus area” is surrounded by residential “support areas” where housing densities are greater near the focus area, and gradually decrease as one moves towards the edge of the Activity Center area. Each Activity Center was selected based its location in relation to arterial streets and vacant, buildable land, and the “ability to foster the development of a traditional, or complete, neighborhood.”

As noted on page 5-18 of the MGMUP, Activity Centers increase land use efficiency by concentrating higher density housing around focus areas, thus encouraging a compact, energy-efficient and pedestrian-oriented neighborhood. By locating the proposed high school near the center of the Northwest Activity Center, the District’s proposed plan amendment furthers the land use efficiency measures call for the MGMUP.

Even in the absence of an *acknowledged* plan for the area, the proposed high school site maximizes land use efficiency by serving existing and planned residential neighborhoods within the acknowledged UGB, including the Fox Ridge Road and Redmond Hill exceptions areas. As noted in Appendix D, the proposed high school site is the most centrally-located (relative to the growing high school student population) and accessible (relative to arterial and transit streets) of any of the five alternatives considered – including the two sites within the existing UGB. The size and shape of the proposed high school site are conducive to efficient land use, because the trapezoidal shape allows for efficient placement of the school building(s), athletic fields and parking areas.

Factor 5

“(5) Environmental, energy, economic and social consequences[.]”

Proposed Findings: ESEE consequences of alternative sites are addressed in Goal 2 findings, above, and in Part I of this Narrative. The District will provide supplemental findings that discuss the economic and social consequences of high school development options under consideration by the Long Range Facilities Task Force.

ORS 197.298 and Factor 6

ORS 197.298(1) requires that the following priorities be used in selecting land for inclusion in a UGB (in order of higher to lower priority for inclusion):

- “(1) Land designated as an urban reserve under ORS 197.298.*
- (2) Exception areas or nonresource land adjacent to the UGB.*
- (3) Land designated as marginal land under ORS 197.247.”*

Proposed Findings: McMinnville has no “urban reserve” lands and Yamhill County has no “marginal lands.” Appendix D examines exceptions areas adjacent to the UGB. Because

such exceptions areas are highly parcelized, there are no sites that meet the siting requirements for a high school identified in Section I.C of this Narrative.

“(4) Land designated for agriculture or forestry in an acknowledged comprehensive plan.

Goal 14, Factor 6, requires consideration of the following when determining the location of land to bring into a UGB:

“Retention of agricultural land as defined; with Class I being the highest priority for retention and Class VI the lowest priority;”

In addition, ORS 197.298(2) requires that land of “lower capability as measured by the [U.S. Natural Resources Conservation Service (NRCS) agricultural soil] capability classification system or by cubic foot site class, whichever is appropriate for the current use,” be given higher priority for inclusion in a UGB.

Proposed Findings: After determining that adjacent exceptions areas could not reasonably accommodate the siting needs of a modern high school, Winterbrook analyzed farm land by agricultural capability classification. As noted in the Part I of this Narrative, the proposed high school site is comprised of Class II and III agricultural soils.

This statute also provides an exception to strict application of ORS 197.298 priorities for “specific types of identified land needs [that] cannot be reasonably accommodated on higher priority lands.” Sections I.B and C of this Narrative identify the need for, and siting requirements of, a modern high school in McMinnville. These siting requirements are “specific needs” within the meaning of this statute. For reasons stated in Appendix D, Alternative Sites Analysis, there are no suitable sites within the *acknowledged* UGB or within adjacent exceptions areas. Therefore, the District was forced to look at flat, serviceable sites with agricultural zoning immediately outside the UGB. In the McMinnville area, poorer agricultural soil classifications generally do not meet the specific siting requirements of the proposed high school.¹⁴

Appendix D identifies three areas on the west side of McMinnville, adjacent to the existing UGB, with parcels (or clusters of parcels) of sufficient size, topographical, access and serviceability characteristics to meet high school siting requirements:

- The North Grandhaven Sub-Area; and

¹⁴ For example, Class IIIw soils are indicative of hydric soils and wetlands, and Class IV (and some Class III) agricultural soils are indicative of slopes greater than 5%. Thus, the siting needs of a high school (42 net buildable acres after subtracting for slopes of greater than 5%, floodplains and wetlands) correlate positively with well-drained and relatively flat agricultural soils. Such soils typically have a higher agricultural classification (i.e., Class I and II, and some Class III soils).

- The Northwest Sub-Area;
- The Southwest Sub-Area.

Table 2 shows the distribution of agricultural soil types by sub-area and tax lots within each sub-area. Maps E.1-3 map agricultural land by NCRS soil agricultural soil classification within each sub-area. It is clear from these maps and from Table 2 that the North Grandview and Southwest Sub-Areas have predominantly Class II soils, except for wetland and riparian areas associated with the North Yamhill River and Cozine Creek, respectively. It is also clear that the Northwest Sub-Area is more varied, with Class I soils in the north (near Baker Creek), and Class II and III soils to the south, adjacent to the Fox Ridge rural residential exceptions area. Class III and IV soils in the Southwest Sub-Area are marbled through several tax lots, whereas the Class IV-V soils in the Grandview North Sub-Area are a result of the North Yamhill River ravine.

Table 2: Agricultural Soil Classifications by Sub-Area and Tax Lot

Sub-Area Tax Lots	Class I Acres	Class II Acres	Class III-IV Acres	Class V+ Acres
North Grandview				
R4409 00100	0	20 (81%)	0 (2%)	4 (17%)
R4409 00101	0	111(83%)	7 (5%)	16 (12%)
North Grandview Total	0	131 (83%)	7 (4%)	20 (13%)
Northwest				
R4418 00700 (Adjusted)	0	9 (24%)	29 (76%)	0
R4418 00701 (Adjusted)	0 (1%)	24 (46%)	28 (53%)	0
R4418 01000	32 (63%)	16.3 (32%)	2.6 (5%)	0
R4418 01100	22 (55%)	9 (23%)	8 (21%)	0
Northwest Total	53 (31%)	56 (33%)	62(36%)	0
Southwest				
R4430 00300	0	11 (71%)	5 (29%)	0
R4430 01100	0	30 (92%)	3 (8%)	0
R4430 01200	0	35 (94%)	2 (6%)	0
R4430 01400	0	43 (88%)	6 (12%)	0
R4430 01500	0	33 (67%)	16 (33%)	0
Southwest Total	0	153 (83%)	32 (17%)	0

Like most land surrounding the McMinnville UGB, each of these areas is comprised primarily of relatively flat, high value farm land. At first glance, the Northwest Sub-Area is the lowest priority for inclusion within the UGB, because of the large concentration (31% of the sub-area) of Class I agricultural soils located on either side of Baker Creek. The other two sub-areas are dominated (83% of each sub-area) by Class II agricultural soils.

However, the quality of agricultural soils within the Northwest Sub-Area decreases markedly south of the Star Mill Ditch, where Class II and III soils predominate. As shown on Appendix D, Table 15, Tax Lots 700 and 701 each are comprised primarily of Class III agricultural soils. Although Class III or worse soils exist in each of sub-areas (17% in Grandhaven, 36% in Northwest and 32% in Southwest), these soils usually do not meet the District's siting needs, because they are associated with wetlands, riparian corridors, floodplains and / or slopes of greater than 5%.¹⁵

In conclusion, the proposed school district site is comprised of Class II and III soils in roughly equal proportion *and* meets the District's high school siting requirements. The northern portion of the Northwest Sub-Area also meets District siting requirements, but is comprised of mostly Class I soils, and therefore is a lower priority for inclusion within the UGB. The *buildable* (for the high school) portions of the Grandhaven and Southwestern Sub-Areas are comprised almost completely of Class II agricultural soils, and therefore are lower priority for inclusion within the UGB than the proposed school site. These sub-areas are not as well suited for a high school as the proposed high school site, as documented in Appendix D. **Therefore, the District's preferred choice for the new high school has the lowest quality agricultural soils available outside the acknowledged UGB in West McMinnville – that *also* meet District high school siting standards.**

Factor 7

“(7) Compatibility of the proposed urban uses with nearby agricultural activities.”

Proposed Findings: Each of the sub-areas under consideration as a potential high school site abuts large tracts of agricultural land, and each potential parcel would abut agricultural land on two or three sides.

The planned high school will be bordered on three sides by agricultural land. However, the high school is reasonably compatible with nearby agricultural activities (primarily wheat and grass seed production) in the short-term (until the City expands its UGB to the west), and residential and commercial development in mid- to long-term (following acknowledgment of the adopted UGB expansion). Potential adverse impacts on abutting agricultural land are mitigated by the following:

1. The site abuts an arterial street to the east, with urban and urbanizable land located across NW Hill Road. There are already impacts from urban development on farm land to the West

¹⁵ For example, Tax Lot 700 begins to slope upwards, towards Fox Ridge Road, about midway through the site. Thus, the Class III soils in the northern portion of Tax Lot 700 generally have slopes of less than 5%, whereas the southern portion Class III and IV soils with slopes of 7-20%.

2. The Star Mill Ditch and its protective easement separate the 42-acre high school site from actively farmed Class I and II farm land to the north. Two residences are located along Hill Road immediately to the northeast of the site, which provides an additional buffer from farm land to the north.

3. The 42-acre high school site includes most of Tax Lot 701 and a portion of Tax Lot 700. Both of these properties were originally owned by Mark and Elisa Smith, who own the 39-acre parcel (the remainder of Tax Lot 700) immediately to the south of the high school site, and immediately north and east of the McMinnville UGB. The Smiths have signed a letter in support of this application. Both the District and the Smith properties are farmed under contract with Mr. Clark Ellingson, who farms several other agricultural properties in the McMinnville area. Mr. Ellingson was aware that the District would eventually be converting its site to school use, so that the loss of the school site was fully anticipated and will not have a substantial adverse affect the profitability of his farming business. Immediately to the east of Tax Lot 700 are several hundred acres of rural residential exceptions area, with attendant adverse impacts on the Smith property (Tax Lot 700).

4. Tax Lot 200 to the west has 13 acres and an existing residence. The parcel abuts both the Smith (Tax Lot 700) and District (Tax Lot 701) parcels, and abuts the UGB to the south and west. This parcel is not part of a larger farm unit, and is comprised of Class II, III and IV soils, with wetlands to the south. Tax Lot 200 also abuts property owned by the Abrams family to the west, which is the subject of a Measure 37 claim. Location of high school athletic fields adjacent to this marginal agricultural site will have a minimal adverse affect on its operations.

5. Beyond Tax Lots 200, 700 and 701 – to the north and west – lies the Abrams properties, which together comprise some 337 acres. Mrs. Abrams purchased the property in the 1960s, and appears to have a valid Measure 37 claim that is now under consideration by the Yamhill County Board of Commissioners. Mrs. Abrams seeks a combination of residential and commercial development on her property, which may preclude continued agricultural use in the future. If Mrs. Abrams perfects her claim, school will be bordered on two sides by developed land.

6. The high school is located in the center of the adopted, but yet to be acknowledged, Northwest Activity Center. If it is not needed now, then this land eventually will be needed to accommodate long-term population and employment growth in McMinnville.

7. The NW Activity will receive water service via an existing 16-inch line and easement that separates the adjusted Tax Lot 701 from agricultural land to the north and west.

B. Statewide Planning Goals 5 through 13

Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces)

“To protect natural resources and conserve scenic and historic areas and open spaces.”

Proposed Findings: There are no inventoried Goal 5 resources on the subject 43-acre high school site. Goal 5 does not apply. However, Goal 5 would apply to other agriculturally zoned sites in the area, which have significant wetlands and riparian corridors.

Goal 6 (Air, Water and Land Resources Quality)

“To maintain and improve the quality of the air, water and land resources of the state.”

Proposed Findings: Construction of a high school on this site must comply with acknowledged Goal 6 policies in the McMinnville Comprehensive Plan. The Star Mill Ditch is protected by a separate easement. By following applicable air, water and land resource quality policies and regulations that apply within the City of McMinnville, Goal 6 will be met.

Goal 7 (Areas Subject to Natural Disasters and Hazards)

“To protect life and property from natural disasters and hazards.”

Proposed Findings: The subject 42-acre high school site has no Goal 7 hazard areas, as documented in the McMinnville Buildable Lands Inventory. The same cannot be said of other agricultural properties examined in Appendix D.

Goal 8 (Recreational Needs)

“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.”

Proposed Findings: The high school athletic fields that eventually will be constructed on the site will be available for recreational use by the public, consistent with an intergovernmental agreement between the City and the District.

Goal 9 (Economy of the State)

“To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.”

Proposed Findings: Construction and operation of a new high school on the subject property will support the local and state economy by providing a more educated and productive work force.

Goal 10 (Housing)

“To provide for the housing needs of citizens of the state.”

Proposed Findings: Goal 10 generally does not apply to this application. However, by providing needed educational services near existing and planned residential neighborhoods, the quality of life and the availability of services in these neighborhoods will be improved.

Goal 11 (Public Facilities and Services)

“To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”

Proposed Findings: As shown on Map I, Northwest Sub-Area Utilities (MGMUP Figure 102), sanitary sewer lines are located beneath Hill Road and can readily be extended to serve the proposed high school use. Water service is available via an existing 16-inch water line that straddles the north and west property line of the high school site. NW Hill Road is a minor arterial street that provides primary access to the site; secondary access will be provided by the extension of NW Wallace Road. Thus, urban services are immediately available to serve the site, and can be extended to serve the site (and eventually the Northwest Activity Center) in an orderly and efficient manner

Goal 12 (Transportation)

“To provide and encourage a safe, convenient and economic transportation system.”

Proposed Findings: OAR Chapter 660, Division 12 (the Transportation Planning Rule, or TPR) interprets Statewide Planning Goal 12, Transportation. OAR 660-12-060 governs “Plan and Land Use Regulation Amendments.”

We have considered the requirements of OAR 660-12-060(1) relative to plan and land use regulation amendments, specifically:

- Whether proposed comprehensive plan and land use regulation amendments significantly affect a transportation facility; and, if so,
- Whether allowed land uses are limited so as to be consistent with the identified function, capacity and level of service of the facility.

According to the Preliminary Transportation Impact Study (TIS) prepared by Lancaster Engineering:

“The proposed school site is located in a rapidly developing area of McMinnville. The site is located adjacent to Hill Road, which is an Arterial, and Wallace Road, which is a Collector. Hill Road is also an identified transit corridor. These facilities can offer excellent access to a

school of this size, minimizing impacts to local residential streets. The final traffic impact study will examine the study area in more detail and identify any mitigation consistent with arterial and collector streets necessary to accommodate the school, as well as expected roadway and intersection configurations when the City's larger UGB expansion is acknowledged.

Based on preliminary analysis, the Comprehensive Plan amendment for the new high school is consistent with the planned function, capacity, and performance standards of Hill Road, Baker Creek Road, West 2nd Street, and Wallace Road as described in the Transportation Master Plan."

Goal 13 (Energy Conservation)

"To conserve energy."

Proposed Findings: The proposed plan amendment is adjacent to the existing UGB, maintaining a contiguous and energy-efficient urban growth form. The proposed high school site is centrally located relative to existing and planned residential growth, thus minimizing vehicle miles traveled for the student population, high school staff and visitors. Moreover, the site is central to the planned Northwest Activity Center, which provides for higher density residential development on three sides of the proposed high school. Finally, the site is located along a planned transit and bicycle street, thus reducing reliance on single occupancy vehicles to reach the school, with attendant energy conservation benefits. (See also ESEE discussion in Parts I and II of this Narrative.)

Part III. Compliance with City and County Comprehensive Plan Policies

A. Compliance with McMinnville Comprehensive Plan Goals and Policies

Chapter II: Natural Resources

GOAL II-1: TO PRESERVE THE QUALITY OF THE AIR, WATER AND LAND RESOURCES WITHIN THE PLANNING AREA

Policy 1: Urbanizable lands outside the city limits, but inside the Urban Growth Boundary, shall be retained, whenever possible, in agricultural use until such time as they are needed for urban development.

Proposed Findings: The subject 42 acres is currently farmed under contract and will continue to be farmed until high school construction commences (under Options 1 and 2) in approximately 2008. If high school construction is delayed due to lack of funding or other reasons, this amendment limits future uses of the site to school uses, so that other urban uses cannot be developed on the site.

Policy 2: The City of McMinnville shall continue to enforce appropriate development controls on lands with identified building constraints, including, but not limited to, excessive slope, limiting soil characteristics, and natural hazards.

Proposed Findings: The subject 42-acre site is free of building constraints, Goal 5 resources and Goal 7 natural hazards.

Policy 6: The City of McMinnville shall cooperate with the Oregon Department of Environmental Quality to insure that applications for air quality related permits are examined for compatibility with the City's comprehensive plan.

Proposed Findings: No air quality related permits are necessary for this development.

Policy 8: The City of McMinnville shall continue to seek the retention of high water quality standards as defined by federal, state, and local water quality codes, for all the water resources within the planning area.

Proposed Findings: There are no inventoried water resources on the subject site. The Star Mill Ditch is protected by an easement.

Policy 9: The City of McMinnville shall continue to designate appropriate lands within its corporate limits as 'floodplain' to prevent flood induced property

damages and to retain and protect natural drainage ways from encroachment by inappropriate uses.

Proposed Findings: The site is not within a 100-year floodplain. No development is proposed with the irrigation ditch, which is protected by an easement.

Policy 11: The City of McMinnville shall cooperate with the City Water and Light Department, the Bureau of Land Management, and Yamhill County to insure that the land use development actions allowed in and around the municipal watershed do not lessen the water quality of the municipal water system below acceptable federal, state, and local standards.

Proposed Findings:

Policy 12: The City of McMinnville shall insure that the noise compatibility between different land uses is considered in future land use decisions and that noise control measures are required:

Proposed Findings: This policy was considered in developing high school siting criteria. Under DEQ administrative rules, a high school is a “noise sensitive property”

“340-035-0010 (Definitions)

(38) ‘Noise Sensitive Property’ means real property normally used for sleeping, or normally used as schools, churches, hospitals or public libraries. Property used in industrial or agricultural activities is not Noise Sensitive Property unless it meets the above criteria in more than an incidental manner.”

A primary reason why the District did not consider industrial land, or sites adjacent to industrial land, was potential noise impacts from industrial noise sources on the future high school. Location of a high school near industrial development could also have the unintended consequences of limiting industrial uses, or requiring costly noise mitigation, for existing and future employers in McMinnville.

Chapter III: Cultural, Historical & Educational Resources

GOAL III-1: TO PROVIDE CULTURAL AND SOCIAL SERVICES AND FACILITIES COMMENSURATE WITH THE NEEDS OF OUR EXPANDING POPULATION, PROPERLY LOCATED TO SERVICE THE COMMUNITY AND TO PROVIDE POSITIVE IMPACTS ON SURROUNDING AREAS.

Policy 13: The City of McMinnville shall allow future community center type facilities, both public and private, to locate in appropriate areas based on impacts on

the surrounding land uses and the community as a whole, and the functions, land needs, and service area of the proposed facility.

Proposed Findings: The District has coordinated closely with the City of McMinnville to ensure that the proposed high school facility is appropriately located. (See discussion in Part II of this Narrative, under Statewide Planning Goal 2.)

Policy 14: The City of McMinnville shall strive to insure that future public community facilities, where possible and appropriate, are consolidated by locating the new structures in close proximity to other public buildings. This will be done in order to realize financial benefits, centralize services, and positively impact future urban development.

Proposed Findings: The proposed high school site is needed for a future high school at this location, and is recognized in the City's Northwest Activities Center Illustrative Plan. In designing the high school facility, there *may* be an opportunity to allow for other public uses, such as a fire station or District offices.

GOAL III-3: TO PROVIDE FOR THE EDUCATIONAL NEEDS OF MCMINNVILLE THROUGH THE PROPER PLANNING, LOCATION, AND ACQUISITION OF SCHOOL SITES AND FACILITIES.

Policy 18: The City of McMinnville shall cooperate with the McMinnville School District in the planning for future schools.

Policy 19: The location of future school sites shall be coordinated between the City and the School District.

Policy 20: The City of McMinnville shall encourage the joint purchase, maintenance, and usage of recreational facilities with the School District where acceptable to both parties.

Proposed Findings: Policies 18–20 are addressed in the Part II, Goal 2 discussion. The school site is centrally located within the planned Northwest Activity Center and is shown prominently on adopted (but not yet acknowledged) MGMUP maps. As noted above, the District has an intergovernmental agreement (IGA) with the City of McMinnville to share park and school facilities.

Chapter IV: Economy of McMinnville

GOAL IV-1: TO ENCOURAGE THE CONTINUED GROWTH AND DIVERSIFICATION OF MCMINNVILLE'S ECONOMY IN ORDER TO ENHANCE THE GENERAL WELL-BEING OF THE COMMUNITY AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR ITS CITIZENS.

Proposed Findings: As noted in the Part II, Goal 9 discussion, the new high school will provide the educational facilities necessary to meet the ever-changing needs of McMinnville's expanding work force.

GOAL IV-4: TO PROMOTE THE DOWNTOWN AS A CULTURAL, ADMINISTRATIVE, SERVICE AND RETAIL CENTER OF McMINNVILLE.

Proposed Findings: The proposal is to provide a suitable site for a second high school. The existing high school requires extensive remodeling or demolition in order to meet the needs of high school students who will live on the east side of Highway 99W, and in the Lafayette area. The existing high school site will continue to be used by the District and will continue to complement Downtown's cultural, administrative and service functions.

GOAL IV-6: TO INSURE INDUSTRIAL DEVELOPMENT THAT MAXIMIZES EFFICIENCY OF LAND USES, THAT IS APPROPRIATELY LOCATED IN RELATION TO SURROUNDING LAND USES, AND THAT MEETS NECESSARY ENVIRONMENTAL STANDARDS.

Policy 49: The City of McMinnville shall use its zoning and other regulatory methods to prevent encroachment into industrial areas by incompatible land uses.

Proposed Findings: The proposed high school, if located within or near an industrial area, would violate this policy. As noted above, a high school is a noise sensitive use that could be adversely affected by existing and allowable industrial activity.

Chapter VI: Transportation System

GOAL VI-1: TO ENCOURAGE DEVELOPMENT OF A TRANSPORTATION SYSTEM THAT PROVIDES FOR THE COORDINATED MOVEMENT OF PEOPLE AND FREIGHT IN A SAFE AND EFFICIENT MANNER.

Policy 105: The City of McMinnville shall examine the impacts of transportation proposals involving bus and/or rail terminals on surrounding land uses.

Policy 105.5: The City of McMinnville shall take into account driving and walking distances to schools when reviewing the design of future residential developments. Preferred designs would make those distances less than one mile where possible

Proposed Findings: As noted repeatedly in this Narrative, the proposed high school site is located within the adopted Northwest Activity Center, which takes into account driving and walking distances to schools. Even under the LCDC-acknowledged Comprehensive Plan, the proposed high school is centrally located relative to existing and planned residential development

in West McMinnville. (See, for example, Map I, Northwest Sub-Area Proximity to Services (MGMUP Figure 105.)

Policy 106: The City of McMinnville, through public and private efforts, shall encourage provision of facilities and services to meet the needs of the transportation disadvantaged.

Proposed Findings: The proposed high school site is located along a planned transit street, and has both arterial and collector street access. The site allows for parking to be access directly from an extension of NW Wallace Road, and for parking to be designed to meet the needs of the transportation disadvantaged.

Policy 117: The City of McMinnville shall endeavor to insure that the roadway network provides safe and easy access to every parcel.

Proposed Findings: By locating the high school along an arterial street, and allowing for the extension of Wallace Road to serve the site and (eventually) land within the planned Northwest Activity Center west of NW Hill Road, this policy is met.

Policy 118: The City of McMinnville shall encourage development of roads that include the following design factors:

1. Minimal adverse effects on, and advantageous utilization of, natural features of the land.

Proposed Findings: The existing arterial (NW Hill Road) and the proposed extension of NW Wallace Road, have no adverse impacts on natural land features.

2. Reduction in the amount of land necessary for streets with continuance of safety, maintenance, and convenience standards.

Proposed Findings: The District will dedicate sufficient, but not excessive land to allow for City safety, maintenance and convenience standards to be met.

3. Emphasis placed on existing and future needs of the area to be serviced. The function of the street and expected traffic volumes are important factors

Proposed Findings: NW Hill and Wallace Roads are adequate to accommodate the needs of the proposed high school, as documented in Appendix E, Transportation Impact Study.

4. Consideration given to incorporating other modes of transportation (public transit, bike and footpaths).

Proposed Findings: In planning for NW Hill Road, the City considered the needs of the high school by making NW Hill Road a transit street with planned bicycle lanes and pedestrian facilities.

5. *Installation of bike lanes on major collector and arterial streets and bike parking areas.*

Proposed Findings: Bike lanes are planned for NW Hill Street and will be provided along the extension of NW Wallace Road.

6. *Installation of sidewalks on both sides of all streets and direct pedestrian connections to all buildings and shopping centers.*

Proposed Findings: The District will assume responsibility for installing sidewalks along NW Hill and Wallace Road frontages.

7. *Accommodation of buses operating on collector and arterial streets by providing adequate radius curb return and bus stop areas.*

Proposed Findings: The property high school site has adequate space to allow for required right-of-way dedications, and to accommodate public transit service on NW Hill Road.

Policy 119: *The City of McMinnville shall encourage utilization of existing transportation corridors wherever possible before committing new lands.*

Proposed Findings: The proposed high school makes use of existing streets at access the school, including NW Wallace and Hill Roads.

Policy 120: *The City of McMinnville may require limited and/or shared access points along major and minor arterials, in order to facilitate safe access flows.*

Policy 122: *The City of McMinnville shall encourage the following provisions for each of the three functional road classifications:*

1. *Major, minor arterials.*
 - *Access should be controlled, especially on heavy traffic-generating developments*
 - *Designs should minimize impacts on existing neighborhoods.*
 - *Sufficient street right-of-ways should be obtained prior to development of adjacent lands.*
 - *On-street parking should be limited wherever necessary.*
 - *Landscaping should be encouraged along public rights-of-way.*
 - *Bike lanes should be installed on all arterials.*

Proposed Findings: The high school site lends itself well to conformance with Policy 122, by allowing access to planned parking areas from the extension of NW Wallace Road, which allows for limited access on to NW Hill Road, a planned arterial street. Bike lanes are planned for NW Hill Road consistent with this policy.

Policy 125.5: The City of McMinnville shall implement a ring road around the City to reduce through traffic and truck traffic within existing neighborhoods.

Proposed Findings: NW Hill Road helps to implement the ring-road policy.

Policy 127: The City of McMinnville shall encourage the provision of off-street parking where possible, to better utilize existing and future roadways and rights-of-way as transportation routes.

Proposed Findings: The existing high school lacks sufficient parking to meet this policy. The proposed high school site, at 42 acres, includes sufficient space for planned parking.

Policy 130: The City of McMinnville shall encourage development of bikeways that connect residential areas to activity areas such as the downtown core, areas of work, schools, community facilities, and recreation facilities.

Proposed Findings: Planned bikeways along NW Hill Road will connect the high school to nearby shopping, residential and recreational facilities within West McMinnville and the planned Northwest Activity Center.

Policy 132.10 The City of McMinnville shall require direct pedestrian connections to all buildings including shopping centers.

Proposed Findings: Direct pedestrian access will be provided from main high school entrances to NW Hill Road and NW Wallace Road, as required by this policy.

Chapter VII: Community Facilities

GOAL VII-1: TO PROVIDE NECESSARY PUBLIC AND PRIVATE FACILITIES AND UTILITIES AT LEVELS COMMENSURATE WITH URBAN DEVELOPMENT, EXTENDED IN A PHASED MANNER, AND PLANNED AND PROVIDED IN ADVANCE OF OR CONCURRENT WITH DEVELOPMENT, IN ORDER TO PROMOTE THE ORDERLY CONVERSION OF URBANIZABLE AND FUTURE URBANIZABLE LAND TO URBAN LANDS WITHIN THE McMINNVILLE URBAN GROWTH BOUNDARY.

Policy 136: The City of McMinnville shall insure that urban developments are connected to the municipal sewage system pursuant to applicable city, state, and federal regulations.

Proposed Findings: The proposed high school has direct access to sanitary sewer facilities located in NW Hill Road.

Policy 151: *The City of McMinnville shall evaluate major land use decisions, a including but not limited to urban growth boundary, comprehensive plan amendment, zone changes, and subdivisions using the criteria outlined below:*

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

Proposed Findings: See discussion under Part II, Goal 14, Factor 3 of this Narrative.

GOAL VII-3: TO PROVIDE FOR PARKS AND RECREATION FACILITIES, OPEN SPACES, AND SCENIC AREAS FOR THE USE AND ENJOYMENT OF ALL CITIZENS OF THE COMMUNITY.

Policy 161: *The City of McMinnville shall encourage the retention of open space and scenic areas throughout the community, especially at the entrances to the city.*

Proposed Findings: The proposed high school sites is of adequate size to accommodate a wide range of athletic fields which will serve as open space for the surrounding community. At this point, the high school site will serve as an "entrance to the City" from the northwest. In the long-term, the high school will be more central to the planned Northwest Activity Center.

Policy 162: *The City of McMinnville and School District 40 shall endeavor to jointly cooperate in the acquisition, development and maintenance of combined park and school sites wherever desired, feasible, and mutually agreeable to both parties.*

Proposed Findings: See discussion in Part II, Goal 2 of this Narrative. City staff have coordinated closely with District staff in the acquisition of the proposed high school site, both in 1996 and when the site was expanded in 2005. As noted above, the District has an IGA with the City for joint use of school and park recreational facilities.

Policy 168: Distinctive natural features and areas shall be retained, wherever possible, in future urban developments.

Proposed Findings: The proposed high school site is flat and has not distinct natural features, other than the Star Mill Ditch. This irrigation facility is protected by an easement and will not be disturbed by high school construction.

Policy 169: Drainage ways in the City shall be preserved, where possible, for natural areas and o spaces and to provide natural storm run-off.

Proposed Findings: As noted above, the Star Mill Ditch will be preserved for its open space and buffering values.

Chapter IX: Urbanization

GOAL IX-1: TO PROVIDE ADEQUATE LANDS TO SERVICE THE NEEDS OF THE PROJECTED POPULATION TO THE YEAR 2000, AND TO INSURE THE CONVERSION OF THESE LANDS IN AN ORDERLY, TIMELY MANNER TO URBAN USES.

GOAL IX-2: TO ESTABLISH A LAND USE PLANNING FRAMEWORK FOR APPLICATION OF THE GOALS, POLICIES, AND PROPOSALS OF THE McMINNVILLE COMPREHENSIVE PLAN.

Policy 181: The City of McMinnville shall establish an urban growth boundary to separate rural lands from urbanizable and urban lands. Lands within the boundary shall be deemed necessary for urban development within the planning period, except those designated as reserve areas.

Proposed Findings: Under this proposal, the UGB will continue to separate rural from urbanizable and urban lands. It is anticipated that the UGB will be further amended in this area prior to high school construction. As demonstrated in Sections I.B-C, there is an immediate need to include the site within the UGB, so that annexation may proceed later in 2005.

Policy 182: Amendments to the Urban Growth Boundary may be considered periodically. The City of McMinnville and Yamhill County shall consider amendments to the boundary based on the following criteria:

- 1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.*

2. *Need for housing, employment opportunities, and livability.*
3. *Orderly and economic provision for public facilities and services.*
4. *Maximum efficiency of land uses within and on the fringe of the existing urban area.*
5. *The long term environmental, energy, economic, and social consequences of the locality, the region, and the state as the result of allowing urbanization and not preserving and maintaining the land for agricultural or forest uses, whichever is applicable.*
6. *Retention of agricultural land as defined, with Class I being the highest priority for retention and Class IV the lowest priority.*
7. *Compatibility of the proposed urban uses with other adjacent uses.*
8. *Demonstration that there are no alternative locations within the area which could better be used for the proposed uses.*

Proposed Findings: These eight factors are addressed in Part II, under the discussion of Goal 14, Factors 1-7 and ORS 197.298 compliance.

Policy 186: *The City of McMinnville shall place planned development overlays on areas of special significance identified in Volume I of the McMinnville Comprehensive Plan. Those overlays shall set forth the specific conditions for development of the affected properties. Areas of significance identified in the plan shall include but not be limited to:*

1. *Three Mile Lane (north and south.*
2. *Martin/Kauer Industrial Reserve Area.*
3. *Barber property.*
4. *West Hills area.*
5. *Commercial areas at the northern and southern entrances to the city.*
6. *New industrial areas, certain existing industrial areas.*

Proposed Findings: One (among several) of the reasons why the West 2nd Street site was eliminated from consideration was limitations placed on water service in the West Hills area. (See Map F, Northwest Sub-Area Development Constraints.)

Chapter X: Citizen Involvement and Plan Amendment

GOAL X-1: TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED FOR THE CITY OF McMINNVILLE.

Policy 188: *The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and*

the provision of feedback mechanisms to evaluate decisions and keep citizens informed.

Proposed Findings: This Comprehensive Plan and UGB amendment must be approved by both the City and County, following public hearings in both jurisdictions. The amendment process will be consistent with Ordinance No. 4125 relative to citizen involvement. These procedures have been acknowledged by the Land Conservation & Development Commission as complying with Statewide Planning Goal 1.

Policy 189: The City of McMinnville shall establish procedure for amending the Comprehensive Plan, Volumes I and II, and the implementation ordinances and measures in Volume III, which allow for citizen review and comment

Proposed Findings: Ordinance No. 4125 includes such procedures.

Policy 190: The City of McMinnville shall continue to engage citizens in community Advisory positions for input on the major elements of the comprehensive plan. An ongoing Citizens' Advisory Committee, made up of representatives of all geographical areas of the City, shall hold public forums on major comprehensive plan text and map amendments and changes in the urban growth boundary and/or urban growth management agreement text.

Proposed Findings: Ordinance No. 4125 provides for active engagement of the Citizens' Advisory Committee (CAC) in the comprehensive plan amendment process.

B. Compliance with Yamhill County Comprehensive Plan Goals and Policies

The following narrative documents the conclusion that the proposed Comprehensive Plan and Zoning Map amendments and the UGB amendment are consistent with the applicable goals and policies of the *Yamhill County Comprehensive Plan*.

Section I. Urban Growth And Change And Economic Development

A. URBAN AREA DEVELOPMENT GOAL STATEMENT

- 1. To encourage the containment of growth within existing urban centers, provide for the orderly, staged, diversified and compatible development of all of the cities of Yamhill County, and assure an efficient transition from rural to urban land use.*

Policies

- a. *Yamhill County will, in cooperation with the cities and special districts of the county, encourage urban growth to take the form of a series of compact, balanced communities, each with its own business and community center and each related to industrial areas and other centers of employment.*
 - b. *Yamhill County will cooperate and coordinate with each of the cities in the development of urban growth boundaries and will adopt an urban area growth management agreement with each city which outlines a growth management plan for unincorporated areas within the boundary and the means by which the boundary can be modified.*
 - c. *Yamhill County will recognize the lands within established urban growth boundaries as the appropriate and desired location for urban development.*
2. *To encourage the containment of urban services and facilities and other public capital improvements within existing urbanizing areas in order to achieve an orderly pattern of urban growth.*

Policies

- a. *Yamhill County will continue to seek full cooperation and coordination among the cities, the school districts, other special-purpose districts of the county and the county itself in jointly planning and programming all land use, urban services and facilities and other public improvements having an impact on the rate and direction of urban growth.*

Proposed Findings: Coordination and urbanization issues are addressed in Part II under Goal 2 and 14 proposed findings. The MUAMC and County review of the proposed amendment package will further ensure compliance with the above goals and policies.

D. CITY GROWTH AND DEVELOPMENT POLICIES

- a. *All urban growth boundaries in the county will be delineated as shown on the plan map and no extension of urban land uses or city water and sewer services beyond the designated urban growth boundaries will be undertaken without concurrent amendments to both the respective city and county comprehensive plans.*
- b. *Yamhill County will encourage major land uses or functional areas and domestic water supply and sanitary sewer service areas in the cities to develop progressively outward and to be extended on a staged basis until they become coextensive with and fully service the designated urban area.*

Proposed Findings: These policies are addressed in Parts I, II and III of this Narrative, especially under the Part II, Goal 2 and 14 discussion. Urban sanitary sewer and water lines about

the proposed high school site, and urban development has occurred across the NW Hill Road from the proposed high school site.

F. ECONOMIC DEVELOPMENT GOAL STATEMENT

1. *To maintain a rate and pattern of economic growth sufficient to prevent recurring high levels of unemployment and under-employment in the county, balance the real property tax base of the various cities, and strengthen local economic bases. (92) R*

Policies

- a. *Yamhill County will, in cooperation with the cities, the local chambers of commerce and affiliated industrial promotion groups, and State agencies concerned with State and regional economic development, encourage a diversified employment base, the strengthening of trade centers, and the attraction of both capital and labor intensive enterprises, consistent with the needs of each community and the county as a whole.*
- b. *Yamhill County will encourage economic development projects which do not conflict with the predominant timber and agricultural character of the county.*

Proposed Findings: As noted above, the proposed high school will play a vital role in educating McMinnville's student population, which in turn will contribute to the community's economy and financial well-being.

Section II. The Land and Water

A. AGRICULTURAL LANDS GOAL STATEMENT

1. *To conserve Yamhill County's farm lands for the production of crops and livestock and to ensure that the conversion of farm land to urban use where necessary and appropriate occurs in an orderly and economical manner.*

Policies

- a. *Yamhill County will provide for the preservation of farm lands through appropriate zoning, recognizing comparative economic returns to agriculture and alternative uses, changing ownership patterns and management practices, changing market conditions for agricultural produce, and various public financial incentives.*

Proposed Findings: The proposed UGB and Comprehensive Plan amendment will further these policies by recognizing the comparative economic returns for a high school when compared with continued agricultural use of the subject property. As noted above, the high school will contribute substantially to the economic development efforts of the broader community.

Section III. Transportation, Communications and Public Utilities

A. TRANSPORTATION GOAL STATEMENT

1. *To provide and encourage an efficient, safe, convenient and economic transportation and communication system, including road, rail, waterways, public transit and air, to serve the needs of existing and projected urban and rural development within the county, as well as to accommodate the regional movement of people and goods and the transfer of energy, recognizing the economic, social and energy impacts of the various modes of transportation.*

- e. *Yamhill County will cooperate with and support the State Highway Division, the Mid-Willamette Valley Council of Governments, and any other county or regional transportation agency in an effort to establish a viable and productive regional transportation planning process and operations system geared to identifying, prioritizing and resolving both present and future transportation needs, with special reference to our county and regional network.*

Proposed Findings: The applicant's transportation engineer has coordinated with Yamhill County and ODOT in the preparation of the TIS found in Appendix E.

- k. *All county transportation-related decisions will be made in particular consideration of energy efficiency and conservation.*

- o. *All transportation-related decisions will be made in support of the efficient and economic movement of people, goods, and services throughout the region, and will be based on the location and adequacy of facilities for such goods and services.*

Proposed Findings: See discussion in Part II of this Narrative, under Goals 11-13 and Goal 14, Factor 3.

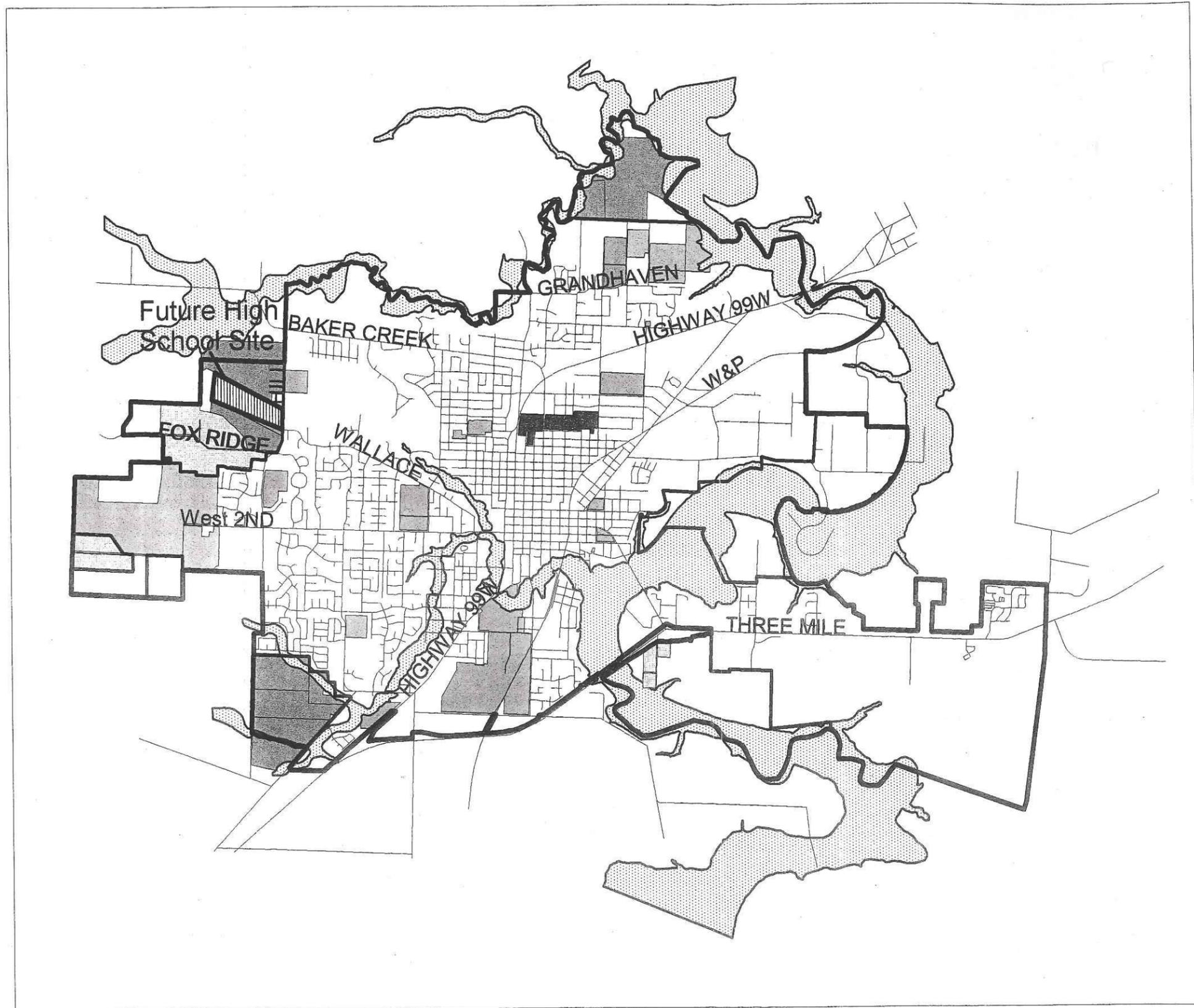
Section V. Environmental Quality

A. AIR, WATER AND LAND RESOURCES QUALITY GOAL STATEMENT

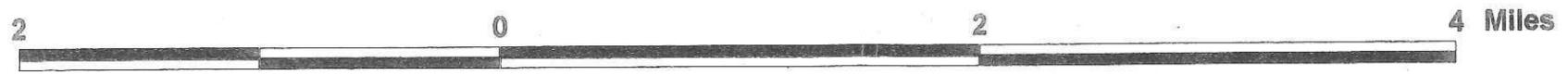
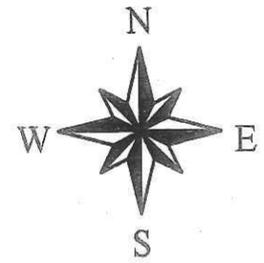
1. *To conserve and to protect natural resources, including air, water, soil and vegetation and wildlife, from pollution or deterioration which would dangerously alter the ecological balance, be detrimental to human health, or compromise the beauty and tranquility of the natural environment.*

Proposed Findings: There are no Goal 5 resources on the subject 42-acre site. McMinnville Public Schools will comply with applicable state and federal environmental quality standards during the construction and maintenance of the high school.

Map 1: Alternative Sites Analysis Map with District Facilities

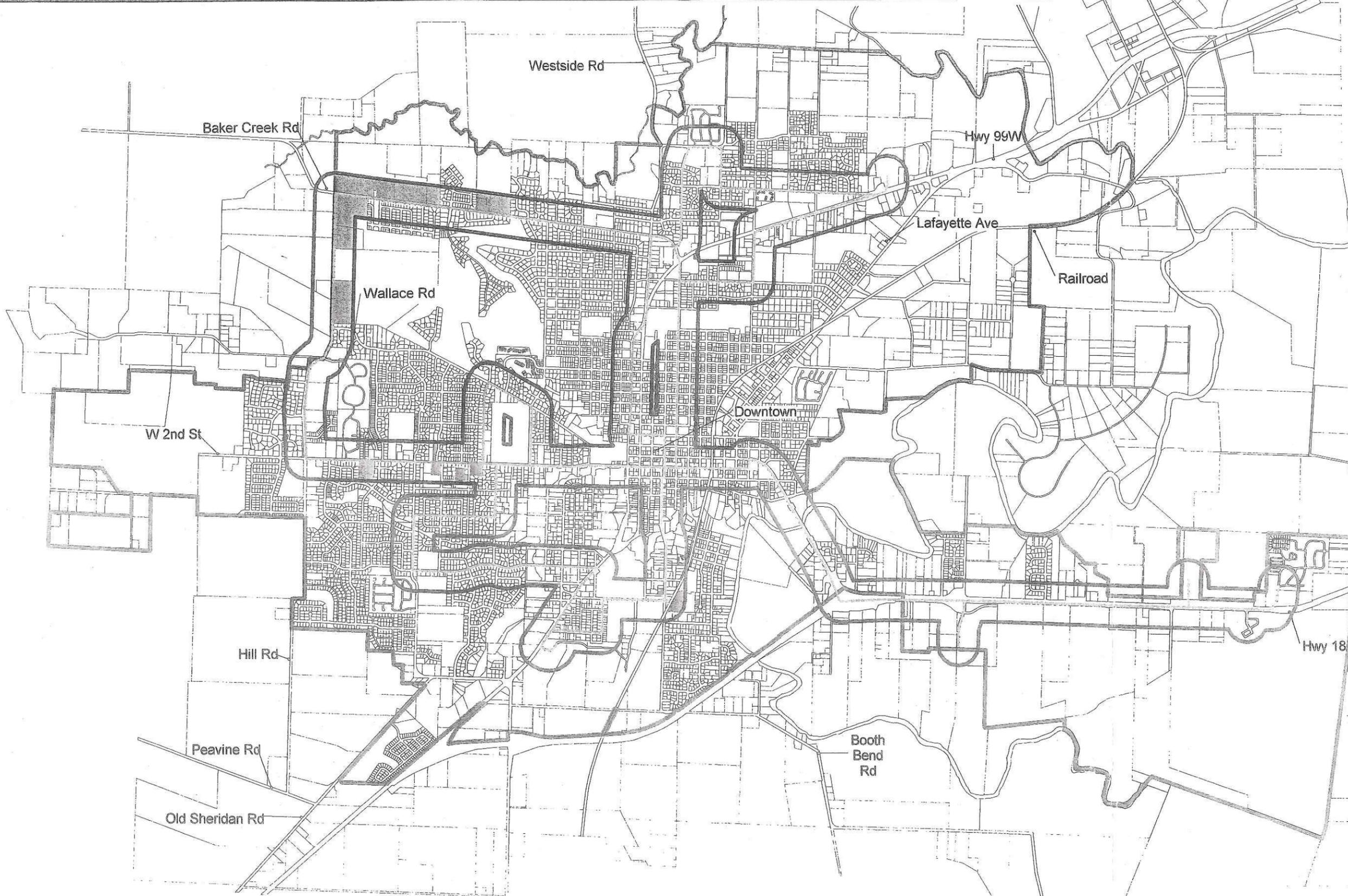


	High school
	Streets
	2003 Adopted UGB
	Acknowledged UGB
	Acknowledged UGB Amendments
	Floodplain
	School / College Properties
	Potential sites inside UGB
	Potential Sites Outside UGB



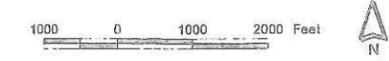
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TRANSIT CORRIDOR BUILDABLE LANDS - FIG 3

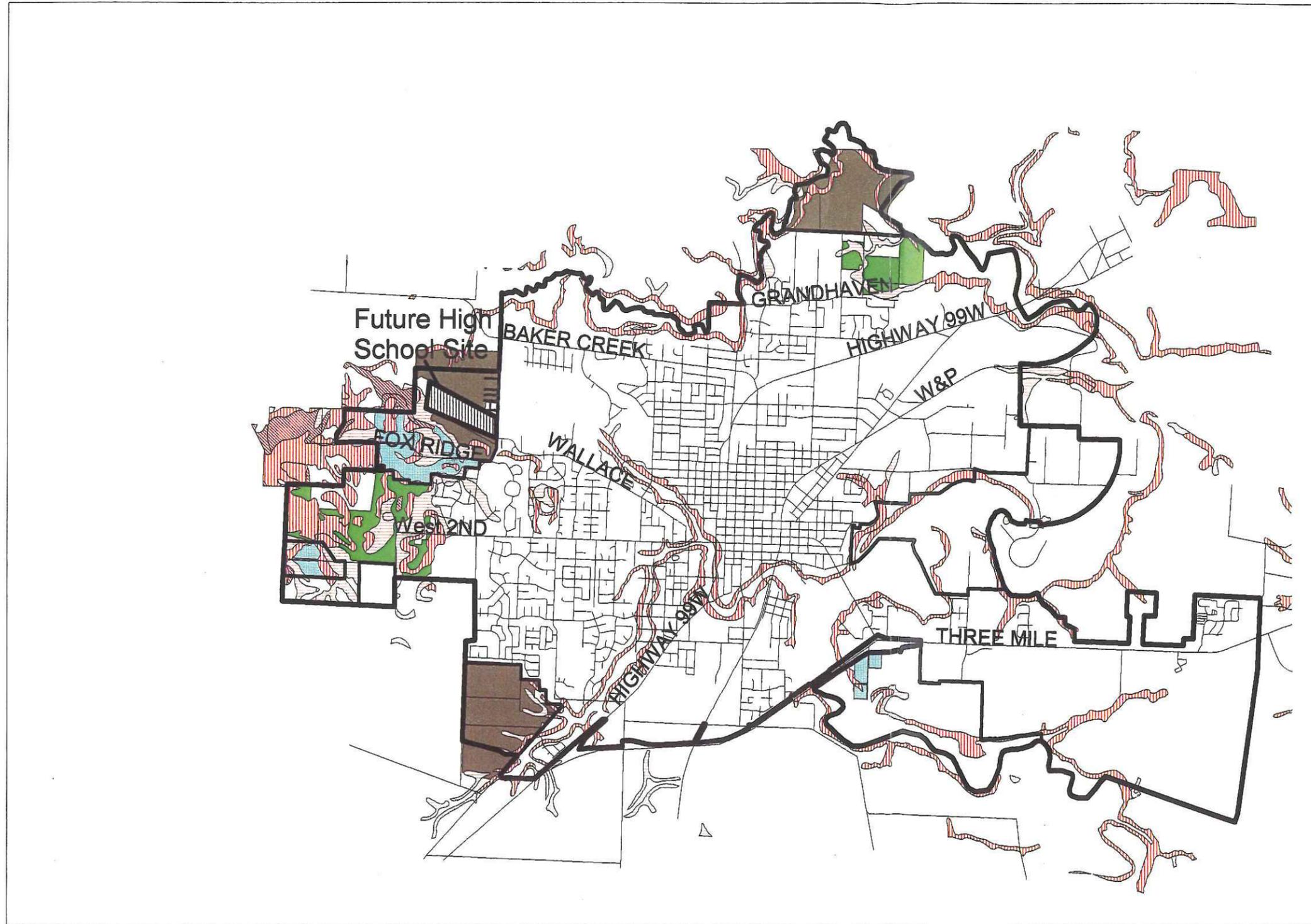


LEGEND

-  Planned Transit Routes
-  500 Foot Buffer
- Buildable Land within 500 Feet of the Planned Transit Routes**
 -  Partially Vacant
 -  Vacant
-  Urban Growth Boundary

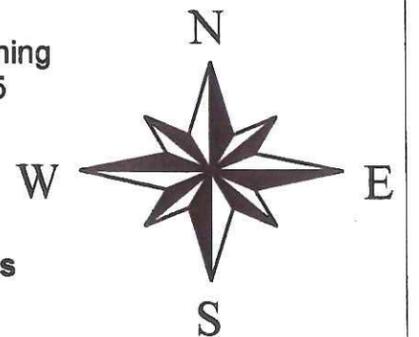


Map 3: Slopes by Soil Types

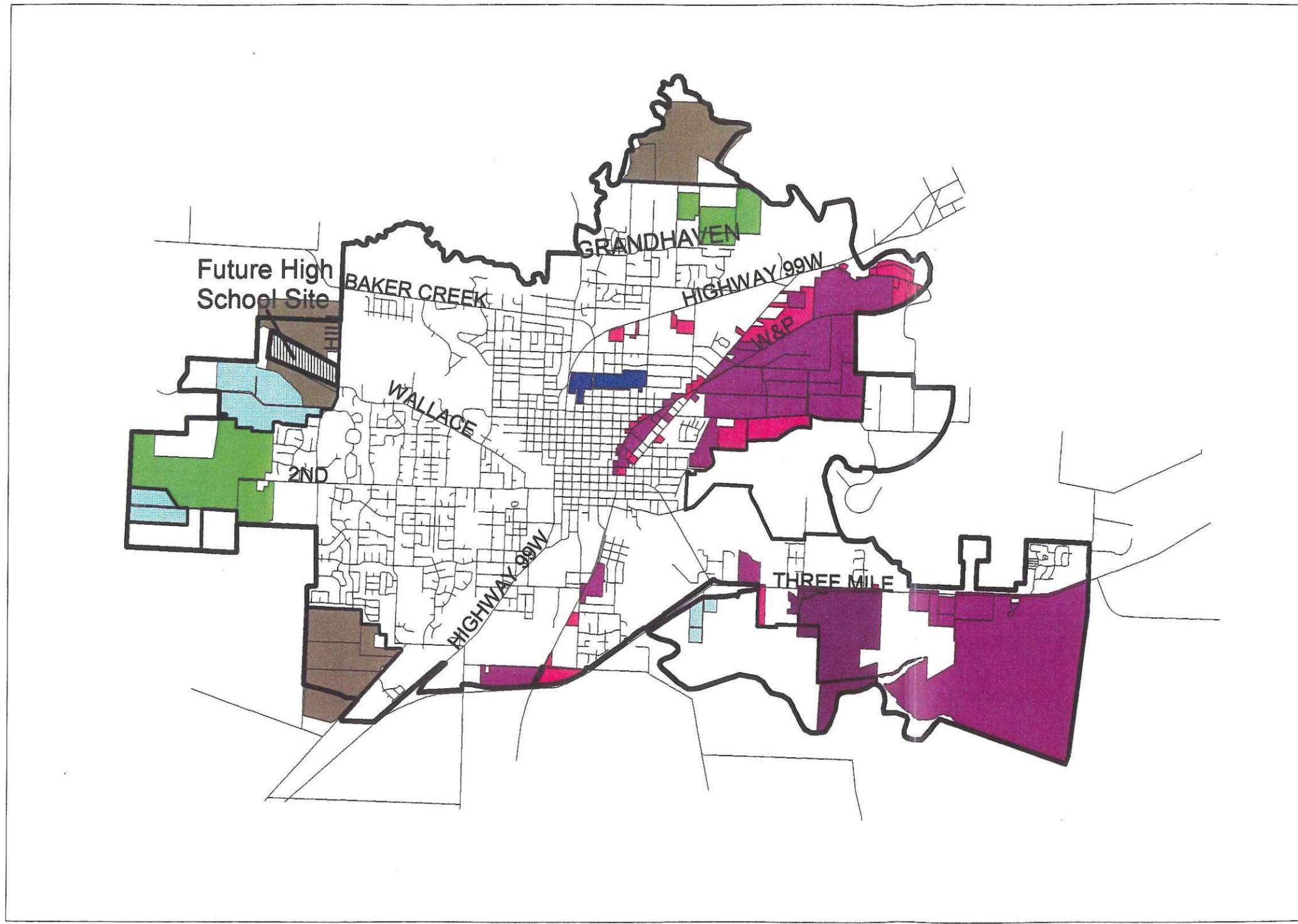


- Streets
- 2003 Adopted UGB
- Acknowledged UGB
- Slopes over 5%**
- CaC: 7-12% Slope
- CaD: 12-20% Slope
- DuD: 12-20% Slope
- PaD: 4-20% Slope
- SuD: 5-20% Slope
- Te: Terrace Escarpments
- WeD: 12-20%
- WeE: 20-30%
- WkD: 7-20%
- WID: 12-20%
- WuC: 7-12%
- WuD: 12-20%
- YaC: 7-12%
- YaD: 12-20%
- YaE: 20-30%
- YaF: 30-50%
- YhD: 7-20%
- Acknowledged UGB Amendments
- Potential Sites Outside UGB
- Potential sites inside UGB

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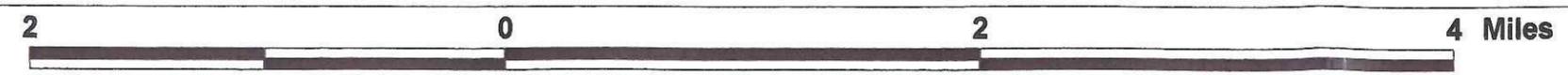
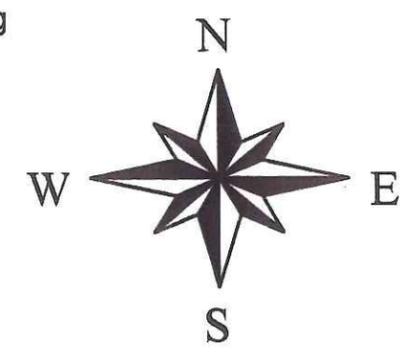


Map 4: Highways and Industrial Areas

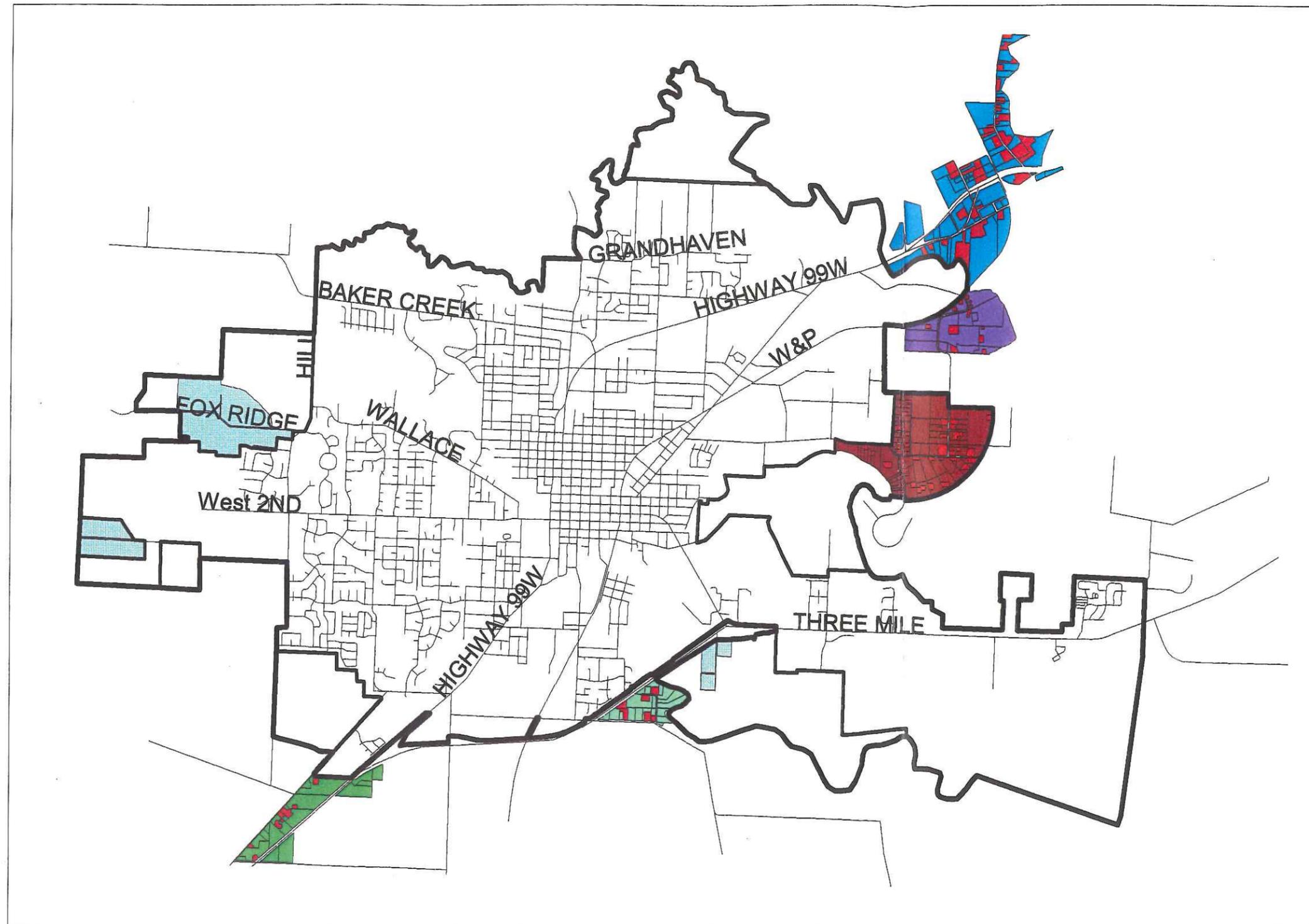


	2003 Adopted UGB
	Acknowledged UGB
	Acknowledged UGB Amendments
	High school
	Future High School Site
	Potential sites inside UGB
	Potential Sites Outside UGB
Zoning	
	M-1
	M-2
	M-L

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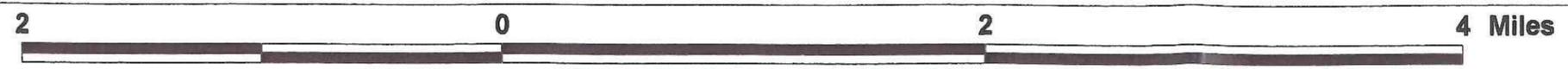
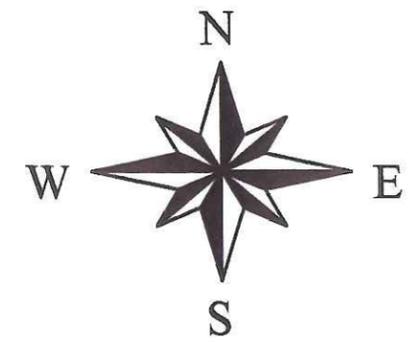


Map 5: Exceptions Areas and Development Patterns



- Streets
- 2003 Adopted UGB
- Acknowledged UGB
- Acknowledged UGB Amendments
- Riverside-developed
- Riverside south
- Riverside-developed
- Riverside-north
- Oldsheridan-developed
- Old Sheridan Road
- Booth Bend Road
- Bunnsvill-developed
- Bunnsvill Village

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INTRODUCTION

The purpose of this Appendix is to identify sites within and adjacent to the McMinnville UGB that could potentially meet the McMinnville School District's siting needs for a new high school. This alternative sites analysis supports findings of compliance with Statewide Planning Goals 2 (Land Use Planning) and 14 (Urbanization) for the McMinnville School District's application for a UGB amendment for a new high school site.

Data Sources

2002 McMinnville Buildable Lands Analysis
 2004 McMinnville Growth Management Plan
 City of McMinnville GIS data layers.

Alternative Sites Evaluation Process

In the Application Narrative, Winterbrook evaluates alternative sites based on:

- The school siting requirements found in this document under "Siting Requirements" below (Goal 14 Need Factors 1-2), and
- Agricultural land preservation priorities established by ORS 197.298, the Exceptions Rule (OAR Chapter 660, Division 4) and Goal 14 Locational Factor 6 (agricultural soil classification); and
- The public facilities, urbanization, ESEE consequences, and agricultural land compatibility standards of Goal 14, Factors 3-5 and 7.

This document considers alternatives sites (i.e., groups of parcels) within the *acknowledged* UGB, and alternative sub-areas outside the *acknowledged* UGB, that potentially could meet the District's high schools siting requirements as described in Part I of the Application Narrative.

McMinnville School District High School Siting Requirements

The following requirements must be met for a suitable high school site; that is, if any of these requirements are not met a site is deemed unsuitable for high school use.

1. **The site must be located on west side of Highway 99W to serve McMinnville's primary residential growth area.**
 - a. Existing high school on east side of Highway 99W.
 - b. District attendance at elementary and middle schools based need to avoid crossing Highway 99W for safety reasons.
 - c. New growth concentrated on west side (especially Memorial and Grandhaven Elementary Schools).
 - d. Minimizes vehicle miles traveled if located close to areas with residential growth potential.
 - e. Minimizes congestion on Highways 99W and 18.
2. **The site must have approximately 40 net buildable acres (i.e., after accounting right-of-way dedications, easements, wetlands, floodplain and slope constraints).**

- a. This is consistent with the recommended high school site sizes found in Table 1 of the Application Narrative.
 - b. A 40-acre site would allow for high school construction and planned parking and athletic fields.
3. **The site is within or adjacent to the existing McMinnville UGB and – in the case of agricultural land – is included in the adopted (but not acknowledged) UGB¹ to:**
- a. Minimize sprawl and travel distance from residential growth areas; and
 - b. Ensure availability of urban services (sanitary sewer, water, and storm drainage).
4. **The site has direct access to a collector or minor arterial street with existing or planned transit access.** This siting requirements is necessary to:
- a. Minimize traffic on local residential streets,
 - b. Provide alternative transportation for high school students and staff, while
 - c. Recognizing that a substantial number of high school students drive.
5. **The buildable area of the site must be comprised of slopes of 5% or less and have a width of at least 600 feet.**
- a. A flat site is necessary for cost-effective building, parking and loading, and athletic field construction.
 - b. A width of at least 600 feet is necessary for a football field surrounded by a track and bleachers.
6. **Site must be located at least one mile from the existing high school** to minimize:
- a. Travel distance from residential areas; and
 - b. Potential conflict between students at competing high schools.
7. **Compatibility and Safety Requirements:**
- a. **Avoid direct access to Highway 99W and Highway 18 for traffic safety reasons; and**
 - b. **Avoid location adjacent to industrial land to reduce adverse health, safety, noise and pollution impacts.**
8. **Timing: The site must be ready for high school construction within 2 years (i.e., by 2007) to address existing capacity issues:**
- a. Necessary urban services (arterial or collector street access, sanitary sewer, water and storm drainage) must be reasonably available; and
 - b. The site must be within or adjacent to the existing City Limits to ensure that annexation is feasible (subject to voter approval) within the next two years.

¹ We considered two additional parcels abutting resources areas included within the 2003 UGB that otherwise meet the high school siting requirements, one parcel in the Northwest Sub-Area and one parcel in the Southwest Sub-Area. Both of these parcels meet the minimum buildable lot area requirement and are located along an arterial street (Hill Road).

IDENTIFY FEASIBLE SITES INSIDE THE ACKNOWLEDGED UGB

Step 1: Identify all contiguous parcels with 10 or more buildable acres (as defined by the City of McMinnville’s 2002 Buildable Lands Inventory), to find sites of 40 or more buildable acres within the Acknowledged UGB to address Siting Requirement 2.

The McMinnville School District requires a site with approximately 40 buildable acres for a new high school. Winterbrook joined McMinnville’s 2002 Buildable Lands Inventory (BLI) data with the City’s parcel data layer to identify buildable parcels. Parcels with approved development applications since the 2002 BLI, identified by the City, were removed from the inventory. Winterbrook identified parcels with 10 or more available buildable acres to consider parcels that potentially could be consolidated to create a 40-acre or larger parcel. Identified sites that comprised a total of 40 or more buildable acres are shown on **Map 1: Alternative Sites Analysis with District Facilities**.

As shown on Map 1, there are 2 sites (i.e., combinations of parcels) within the *acknowledged* UGB with 40 or more acres. Both of these sites are west of Highway 99, meeting Siting Requirement 1. The two sites are detailed in Table 1 below.

The two sites consist of:

- Four tax lots in North McMinnville along Grandhaven Road owned by Mr. Chegwn and consisting of a total of 69 buildable acres. This site is identified as “Grandhaven South” for the purposes of this analysis;
- Two tax lots to the West of Hill Road along West 2nd, owned by KHA Properties and Mr. Howard, consisting of 78 total buildable acres. This site is identified as “West 2nd” in this analysis.

Table 1: Sites with 40+ Adjacent Buildable Acres, Acknowledged UGB

Location, Tax Lots	Owner	Buildable Acres
Grandhaven South		
R4409 04551	Chegwyn	14
R4409 04500	Chegwyn	24
R4409 04600	Chegwyn	11
R4410 02200	Chegwyn	20
North Total		69
West 2nd		
R4524 00800	KHA Properties	41
R4419 02500	Howard	37
West Total		78

Step 2: Determine arterial street and transit access for the potential sites to address Siting Requirement 4.

Potential sites must have direct access to a major collector or minor arterial street with planned transit access per Siting Requirement 4. The draft McMinnville Transportation Systems Plan classifies streets, while the 2003 McMinnville Growth Management and Urbanization Plan (MGMUP) identifies transit corridors. Transit corridors were identified by the City and their mapping is reproduced in Map 2.

Table 2 identifies the transportation facility characteristics of each of the sites. The Grandhaven properties are served by Grandhaven Street, which is a minor collector. This site is outside of designated transit corridors. The West 2nd properties are served by Redmond Hill Road, which is a local, unimproved road. The West 2nd properties are outside of all marked transit corridors.

Table 2: Transportation Access for Potential High School Sites

Site	Street Access	Transit Corridor Access
Grandhaven South	Grandhaven Street – Minor collector	None
West 2 nd	Redmond Hill Road – Local, Unimproved	None

Step 3: Determine Slope and Width of subject sites, per Siting Requirement 5.

Siting requirement 5 addresses two physical characteristics of the site – slope and width. Winterbrook used USGS topography and Yamhill County soil survey data to determine sloped areas. Areas of greater than 5% slope are shown on Map 3: Slope by Soil Type. As shown on Map 3 and Table 3 below, most of the Grandhaven South site is under 5% slope. However the West 2nd site consists primarily of slopes 5-30% or greater, as it is on a hill and interspersed with meandering drainage ravines.

Both sites have significantly more than the 600’ width siting requirement.

Table 3: Slope and Width Determination for Potential High School Sites

Site	Area of 5% Slope or less	Width
Grandhaven South	Approximately 60 acres.	Over 2000’
West 2 nd	Approximately 15 acres.	Over 2000’

Step 4: Determine distance from existing high school per Siting Requirement 6.

Siting requirement 6 specifies that a site must be at least a mile from the existing high school in order to minimize travel distance for students and reduce potential conflicts between students at the two high schools. The Grandhaven South site is under a mile away from the existing high school, at approximately 4,500 feet distance. The West 2nd site is over a mile distant, located approximately 10,100 feet from the existing high school. Map D shows the location of the two sites relative to the existing high school.

Table 4: Distance from Existing High School

Site	Distance from Existing High School
------	------------------------------------

Grandhaven South	~4,500 feet, 0.85 miles
West 2nd	~10,100 feet, 1.91 miles

Step 5: Determine compatibility of the site with adjacent lands by identifying adjacent highways or industrial lands, per Siting Requirement 7.

Siting Requirement 7 addresses compatibility of a school use with adjacent land uses. The school district requires a site that is not adjacent to Highways 99 or 18, and not adjacent to land planned for industrial uses. Map 4: Highways and Industrial Areas identifies highways and industrial areas in McMinnville. As shown on Map 4 and Table 5, neither of the sites are adjacent to Highways or industrial land.

Table 5: Compatibility with Adjacent Lands

Site	Adjacent to Highway 99 or 18	Adjacent to Industrial
Grandhaven South	No	No
West 2nd	No	No

Step 6: Determine feasibility of providing urban services and annexing the site within the next 5 years, per Siting Requirement 8.

Siting requirement 8 deals with how well and quickly the school district would be able to use the site for school purposes, from a public services standpoint. The school district requires a site that is suitable for construction and occupancy within the next 5 years, which requires immediate annexation to the City. The Grandhaven South site is easily provided with urban services and likely to be annexed if it would meet the requirements for siting a school. The West 2nd site has water service issues due to elevation. In order to serve the West 2nd site with water, a new reservoir and pump station would have to be constructed. Due to these water service constraints, the West 2nd site is unlikely to meet 5 year occupancy requirement.

Table 6: Feasibility for Development within 5 Years.

Site	Urban Services	Annexation
Grandhaven South	Yes	Yes
West 2nd	Water service constraints	No

Summary of Potential Sites within the Acknowledged UGB

Table 7 describes how each of the potential sites meets or does not meet the siting requirements in a matrix format. Cells with an "X" indicate the site meets the indicated requirement. As shown in Table 7, the northern site meets 3 of the 5 siting requirements and the western site meets 2 of the 5 siting requirements. Due to not meeting the siting requirements, neither of the potential sites inside the UGB is suitable for siting a new high school.

As noted in Appendix E, Transportation Impact Study (TIS), development of the Grandhaven South site would have substantial adverse traffic impacts for which there is no practical

mitigation strategy. The Grandhaven South site also would require use of Highway 99W to reach a high school from most residential areas in McMinnville, which is not desirable from a traffic or safety standpoint.

Table 7: Potential Sites Summary Matrix

Site	Arterial Street	Transit Access -	Slope and Width	One Mile from Existing High School	Compatibility with Adjacent Lands	Occupancy Within 5 Years
Grandhaven South	-	-	X	-	X	X
West 2 nd	-	-	-	X	X	-

IDENTIFY FEASIBLE SITES WITHIN EXCEPTIONS AREAS

Map 5: Exception Areas and Development shows available land within exceptions areas. There are no potential sites that contain 40 contiguous buildable acres within Exceptions areas and adjacent to the *acknowledged* UGB. Therefore, exceptions areas do not meet the identified siting needs of a new high school.

IDENTIFY FEASIBLE SITES WITHIN OR ADJACENT TO THE COUNCIL-APPROVED UGB

Step 1: Identify parcels with 10 or greater buildable acres within the adopted 2003 UGB and adjacent to the *acknowledged* UGB to address Siting Requirement 2.

Winterbrook used the City’s parcel data layer to identify parcels of 10 acres or greater west of Highway 99W, adjacent to the *acknowledged* UGB and within the 2003 adopted UGB. These parcels are identified on Map 1.

As shown on Map 1, there are three sub-areas within the Council-approved 2003 UGB and adjacent to the *acknowledged* UGB that total 40 or more acres among the adjacent parcels. All of these sub-areas are west of Highway 99W, meeting Siting Requirement 1. These three sub-areas consist of substantially more than 40 acres each. This allows for different combinations of tax lots to meet the 40+ acre school siting need. Where appropriate, this analysis will address the overall sub-area or individual tax lots in relation to siting requirements. The three sub-areas are detailed in Table 8 below.

The Grandhaven North Sub-Area consists of about 160 buildable acres in two tax lots owned by Evergreen Agricultural and Evergreen Holdings. The sub-area is bordered to the north, west and east by the North Yamhill River, and to the south by the *acknowledged* UGB.

The Northwestern Sub-Area consists of about 170 buildable acres in four tax lots owned by Fox Ridge LLC, the McMinnville School District, and the Abrams family. The site is bordered to the east (Hill Road) and south by the Acknowledged UGB.

The Southwestern Sub-Area consists of about 185 buildable acres in 5 tax lots owned by Evergreen Agricultural, the Martsolf family, and the Trent family. The site is bordered to the north and east by the Acknowledged UGB, and to the west by Hill Road.

Table 8: Sites with 40+ Adjacent Buildable Acres, Adjacent to the Acknowledged UGB

Location, Tax Lots	Owner	Buildable Acres
Grandhaven North		
R4409 00100	Evergreen Agricultural	25
R4409 00101	Evergreen Holdings	133
Grandhaven North Total		158
Northwest		
R4418 00700	Fox Ridge	49 (39)
R4418 00701*	McMinnville School District	32 (42)
R4418 01000*	Abrams, M.	51
R4418 01100	Abrams, R.	39
Northwest Total		171
Southwest		
R4430 00300	Evergreen Agricultural	18
R4430 01100	Martsolf	32
R4430 01200	Trent, C.	37
R4430 01400	Trent, J.	49
R4430 01500	Evergreen Agricultural	49
Southwest Total		185

* Tax Lot acreage following property line adjustment shown in parentheses.

Step 2: Determine transit access for the potential sites.

Potential sites must have direct access to a collector or minor arterial street with planned transit access per Siting Requirement 4. The McMinnville Transportation Systems Plan identifies street classifications, while the 2003 MGMUP identifies transit corridors. Transit corridors are shown on Map 2.

Table 9 identifies the transportation facility characteristics of each of the three sub-areas. The Grandhaven North Sub-Area is accessed by three local streets – Hembry, McDonald, and Newby – and Grandhaven Drive, a minor collector. There is no transit corridor identified on or adjacent to this site. The Northwest Sub-Area lies adjacent to Hill Road, a minor arterial street. There is a transit corridor associated with Hill Road, so this sub-area has transit corridor access. The Southwest Sub-Area is adjacent to Old Sheridan Road and Hill Road – both minor arterials, but none of the Southwest sub-area is within or adjacent to a transit corridor.

Table 9: Transportation Access for Potential High School Sites

Sub-Area	Street Access	Transit Corridor Access
Grandhaven North	Hembry Street; McDonald Street; Newby Street – All Local Streets Grandhaven Drive – Minor Collector Street	No
Northwest	Hill Road – Minor Arterial	Yes
Southwest	Old Sheridan Road; Hill Road – Minor Arterial Streets	No

Step 3: Determine Slope and Width of subject sites, per Siting Requirement 5.

Winterbrook determined the area slopes of less than 5%, using USGS maps and Yamhill County Soil Survey information. Winterbrook also measured the width of potential school sites. As shown on Map 3 and Table 10, many of the tax lots within the study areas have some slopes. After accounting for slopes of 5% or greater, all of the sites continue to be large enough to accommodate school needs, however some tax lots are not large enough, individually, to meet high school acreage needs.

Table 10: Slope and Width Determination for Potential High School Sites

Sub-Area, Tax Lots	Area of 5% Slope or less	Width
Grandhaven North		
R4409 00100	21.3	~800'
R4409 00101	115	~1,400'
Grandhaven North Total	136	
Northwest		
R4418 00700*	35.8 (25.8)	~500'
R4418 00701*	32 (42)	~900'
R4418 01000	51	~1100'
R4418 01100	35.3	~600'
Northwest Total	143	
Southwest		
R4430 00300	13.3	~300'
R4430 01100	27.7	~1,000'
R4430 01200	31.1	~1,200'
R4430 01400	46.9	~700'
R4430 01500	49	~1,100'
Southwest Total	168	

* Buildable tax lot acreage following property line adjustment shown in parentheses.

Step 4: Determine distance from existing high school per Siting Requirement 6.

All of the tax lots within the potential sites meet the 1-mile distance siting requirement. The relationship of the sites to the existing high school is shown in Map 1 and Table 11.

Table 11: Distance from Existing High School

Sub-Area	Distance from Existing High School
Grandhaven North	~6,400 feet, 1.21 miles
West	~7,800 feet, 1.48 miles
Southwest	~10,200 feet, 1.93 miles

Step 5: Determine compatibility of the site with adjacent lands by identifying adjacent highways or industrial lands, per Siting Requirement 7.

None of the potential sites are adjacent to Highways 99W or 18, or adjacent to industrially-planned land, as shown on Map 4 and Table 12. Thus, all potential sites meet this siting requirement.

Table 12: Compatibility with Adjacent Lands

Sub-Area	Adjacent to Highway 99 or 18	Adjacent to Industrial
Grandhaven North	No	No
Northwest	No	No
Southwest	No	No

Step 6: Determine feasibility of providing urban services and annexing the site within the next 5 years, per Siting Requirement 8.

All of the sub-areas are within the 2003 adopted UGB areas, and all are adjacent to the McMinnville City Limits along at least some portion of their borders. The City analyzed the serviceability of all of its approved UGB expansion areas in the 2003 MGMUP appendices. All of the sites can be served efficiently and may be annexed subject to voter approval.

Table 13: Feasibility for Development within 5 Years.

Sub-Area	Urban Services	Annexation
Grandhaven North	Yes	Yes
Northwest	Yes	Yes
Southwest	Yes	Yes

Summary of Potential Sites Adjacent to the Acknowledged UGB

Table 14 describes how each of the potential sites meets or does not meet the siting requirements in a matrix format. Cells with an "X" indicate the sub-area meets the indicated requirement. All of the sites meet slope, wide, distance, compatibility and feasibility requirements. However, the Grandhaven North and the Southwest Sub-Areas lack transit access, failing that requirement. In addition, the Grandhaven North Sub-Area does not have minor arterial or major collector access, so the transportation system is underdeveloped to serve a high school in that location. Only the Northwest Sub-Area meets all of the siting requirements.

Table 14: Potential Sites Summary Matrix

Sub-Area	Arterial Access	Transit Access	Slope and Width Requirements	One Mile from Existing High School	Compatibility with Adjacent Lands	Feasible for Occupancy within 5 years
Grandhaven North	-	-	X	X	X	X
Northwest	X	X	X	X	X	X
Southwest	X	-	X	X	X	X

CONCLUSION

This analysis found only one sub-area that meets all of the siting requirements – the Northwest Sub-Area. As noted in the Application Narrative, Tax Lot 700 (Smith) has slopes that are too steep for high school and athletic field construction. Tax Lots 1000 and 1100 have Class I agricultural soils. Within the Northwest Sub-Area, only Tax Lot 701, as adjusted, meets all of the high school siting requirements.

Appendix E Transportation Impact Study



MEMORANDUM

To: Greg Winterowd, Winterbrook Planning

From: Todd E. Mobley, PE

Date: January 26, 2005

Subject: Hill Road UGB Expansion – Preliminary Transportation Report

This memo identifies the transportation-related concerns and criteria related to the proposed 42-acre Urban Growth Boundary (UGB) expansion to facilitate the construction of a new high school in the McMinnville Public School District. We are currently in the process of completing a larger, more detailed traffic impact study that will address the transportation criteria in a more detail.

Analysis Considerations

The City of McMinnville does not have an acknowledged Transportation System Plan (TSP), although they do have a Transportation Master Plan that was adopted in 1994. This Master Plan shows the current and proposed transportation system.

The 42-acre high school site is located outside of the McMinnville UGB that is acknowledged by LCDC, but within the Northwest Activity Center area UGB that has been adopted by the City of McMinnville and Yamhill County. This leads to two separate analysis tracks:

1. To adequately address the Transportation Plan Rule (TPR) and other approval criteria, it is essential that the *current* UGB and developable areas be examined in a long-term traffic analysis. Then the traffic from development only on the proposed expansion area is added and the incremental impacts of the expansion are examined and any necessary mitigations are identified.

This analysis scenario must be done and is currently underway, but does not consider traffic impacts from the Northwest Activity Center.

2. In order to effectively plan for the future transportation system, the Northwest Activity Center from the City's adopted UGB cannot be ignored. As such, the larger traffic impact study will examine buildout under the City's adopted plan that has not yet been acknowledged by LCDC. Since the high school is a part of that plan, this second scenario will not identify an incremental impact from the high school, but will identify the general long-term needs of the transportation system assuming the City's plan will eventually be acknowledged.



Greg Winterowd
January 26, 2005
Page 2 of 2

Existing Conditions

The site of the proposed high school is adjacent to NW Hill Road, which is currently the western boundary of the McMinnville city limits and the UGB. Access to the site is planned via an access drive to Hill Road opposite the existing intersection of Wallace Road. Considering the current UGB, this access would simply be a driveway to serve the school site. However, as part of the larger plan, the access would be part of a collector-level roadway that would serve other planned land uses within the Northwest Activity Center.

Hill Road is currently designated by the City of McMinnville as a Minor Arterial. Other surrounding streets within the project study area are Wallace Road, which is a Minor Collector, and Baker Creek Road and West 2nd Street, which are both Minor Arterials. All other streets in the vicinity of the site are local streets.

Based on recently conducted manual turning movement counts along Hill Road, the current Average Daily Traffic (ADT) on Hill Road is estimated to be approximately 3,400 vehicles per day south of Baker Creek Road and approximately 3,700 vehicles per day north of West 2nd Street.

Trip Generation & Distribution

In terms of vehicle trip generation, high schools are rather traffic intensive, although they also require large areas of land. In this case, the proposed site is approximately 42 acres in size, which is typical of modern high schools. It is expected that the new school would have a maximum enrollment of 1,800 students.

Based upon data for land-use code 530, *High School*, in the Seventh Edition of the manual *Trip Generation*, published by the Institute of Transportation Engineers (ITE), a school of this size would generate a total of 738 trips during the weekday morning peak hour, 252 trips during the evening peak hour, and a weekday total of 3,078 trips. This includes all traffic including student vehicles, buses, staff, and delivery vehicles. The site is located along an identified transit corridor, which could offer some reduction in trip generation.

The McMinnville School District is quite large and includes the rural residential area west of the McMinnville city limits. Still, the majority of traffic is expected to be to and from the urban area, distributed primarily amongst Baker Creek Road, Wallace Road, and West 2nd Street. For the long-term scenarios that are examined for this proposal, the District expects to have two separate high schools. With this new facility on the west side of the City, and the existing school on the east side, the attendance boundary for the schools is expected to be drawn along Highway 99W through McMinnville.

An attendance boundary that follows the highway is consistent with current boundaries for elementary schools, and is a logical boundary for the high schools as well. Moreover, this boundary will minimize high school-related traffic impacts at key intersections along Highway 99W



Greg Winterowd
January 26, 2005
Page 3 of 3

through town. The boundary will draw traffic from the side of town closest to the schools, greatly reducing the amount of traffic that must cross the highway. For this reason, operations along the highway could be somewhat improved with the proposed high school by reducing this cross traffic. Currently, the fastest growing portion of the City is to the west near the subject site, while the current high school is located east of Highway 99W.

Future Conditions

Existing traffic volumes will be the primary basis for the preparation of future-year traffic forecasts. Historical and expected future growth is currently being researched through several sources including information gathered by the District, the Yamhill County Transportation System Plan, the City of McMinnville Transportation Master Plan, and ODOT traffic volume data.

As discussed previously, the detailed traffic impact study for the School District's proposed UGB expansion will identify potential mitigations considering the current UGB and the addition of only the subject site and will also consider the acknowledgement of the City's larger UGB expansion. The transportation analysis for the larger element will be a planning-level analysis and is intended to identify important parameters such as eventual street configurations, potential right-of-way widths and general intersection treatments. This analysis is not intended to serve as a Transportation System Plan for the City, which will eventually be necessary for a more comprehensive examination of the City's transportation facilities considering the city-wide UGB expansion areas.

Summary

The proposed school site is located in a rapidly developing area of McMinnville. The site is located adjacent to Hill Road, which is an Arterial, and Wallace Road, which is a collector. Hill Road is also an identified transit corridor. These facilities can offer excellent access to a school of this size, minimizing impacts to local residential streets. The final traffic impact study will examine the study area in more detail and identify any mitigation consistent with arterial and collector streets necessary to accommodate the school, as well as expected roadway and intersection configurations when the City's larger UGB expansion is acknowledged.

Based on preliminary analysis, the Comprehensive Plan amendment for the new high school is consistent with the planned function, capacity, and performance standards of Hill Road, Baker Creek Road, West 2nd Street, and Wallace Road as described in the Transportation Master Plan.

2. March 30, 2005 letter
from Geoff Crook



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150
Salem, Oregon 97301-2524
Phone: (503) 373-0050

First Floor/Coastal Fax: (503) 378-6033
Second Floor/Director's Office: (503) 378-5518
Web Address: <http://www.oregon.gov/LCD>

March 30, 2005

Genny Bond
City of McMinnville
230 N.E. 2nd Street
McMinnville, OR 97128

Ken Friday
Yamhill County
401 N.E. Evans Street
McMinnville, Oregon 97128

RECEIVED
APR 1 2005
YAMHILL COUNTY PLANNING



Re: McMinnville High School UGB Plan Amendment, Zone Change, and Annexation. City File UGB/ANX/CPA/ZC 1-05, DLCD File 001-05; Yamhill County File PA-01-05, DLCD File 005-05.

The Department of Land Conservation and Development (DLCD) appreciates the opportunity to comment on this proposed UGB amendment, zone change and annexation. We respectfully request that this letter become part of the record for all the hearings on the above proceedings.

The department supports this proposal. As this application makes clear, aspects of this proposal overlap with the city's growth management and urbanization plan, and elements of the city's periodic review. The amendment is mostly consistent with the city's earlier planning work for a Northwest Neighborhood and Activity Center (NAC) in the same location where the school site is proposed, and the intent of the school district to study longer-term transportation needs in the future NAC is a positive step for planning for growth in this area.

The department has the following comments on the submitted amendment:

1. Transportation impacts: Information provided in the submittal is incomplete and insufficient to address the transportation planning rule (OAR 660-012-0060). The preliminary Transportation Impact Study (TIS), Appendix E of the submittal, indicates a TIS is underway for the school site assuming the current location of the acknowledged UGB boundary. Elsewhere in the application a completed TIS is noted and referenced.¹ The Goal 12 findings addressing transportation impacts indicate that based on a "preliminary TIS" the proposed plan amendment is consistent with the planned function, capacity, and performance standards of nearby roadways that would serve the development. This conclusion cannot be made when the preliminary report indicates the TIS is underway.

¹ McMinnville School District Application, page 12.

The department is encouraged that the proposal intends to include a larger traffic impact study that will examine impacts from future buildout of the Northwest Activity Center. This presents an opportunity to specifically identify the city's longer-range transportation needs in this area on which the high school facility will depend. In considering future buildout of the Northwest NAC, the consultant should take into account targeted land uses and densities in the city's growth management policies specific to this area, and not rely solely on land use designations shown in the Northwest NAC illustrative plan (Figure 8 of the city's growth plan).²

The department also recommends that the school district and city collaborate to design a school site that is fully integrated with surrounding neighborhoods (existing and future), and that provides for local street connectivity and circulation necessary to minimize traffic congestion, and ensure that the school acts as a true activity "center" or "hub" to the NAC that will encourage efficient pedestrian, bicycle, and vehicular travel.

2. Projected student population: The preliminary TIS (Appendix E) assumes a high school student population of 1,800 students by 2023, however the application narrative indicates that the current student attendance is 1,800 students.³ Elsewhere in the report a projected student population of 2,500 is referenced for the same planning horizon.⁴ These significant discrepancies in current and projected student population should be clarified to support the findings provided in the application.
3. School siting standards: The application references school siting standards that are out of date.⁵ The most recent CEFPI standards are from 2004, and utilize a different methodology than the acre per student method referenced in the school district's application.⁶
4. Coordination: The application notes that a meeting with state agencies ODOT and DLCD will occur as part of the amendment review process.⁷ It is unclear when this meeting is planned to take place, however the department supports coordination on this plan amendment to address the level and scope of transportation analysis for the area, and to dovetail this effort with the city's plan for the Northwest NAC.

² This comment is based on the Commission's Partial Approval and Remand Order #001645 and department's determination that the illustrative plans for the NAC's are not internally consistent with the plan policies for these same areas.

³ McMinnville School District Application Narrative, page 4.

⁴ Ibid, page 3.

⁵ Ibid, page 7.

⁶ Council on Educational Facility Planners Guide for Educational Facility Planning (2004 Edition).

⁷ McMinnville School District Application Narrative, page 16.

5. Correction: The last sentence under Agricultural Land Impacts (application, page 12), incorrectly states that Class I and II soils are a higher priority for inclusion in the UGB. This needs to be corrected pursuant to Goal 14 and ORS 197.298.

Thanks again for the opportunity to comment on this proposed plan amendment. I can be reached at 503-373-0050 x289 if you have any questions regarding the comments in this letter.

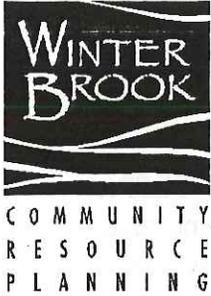
Sincerely,



Geoff Crook
Regional Representative

Cc: Eric Jacobson, DLCD

3. April 26, 2005
Memorandum from
Greg Winterowd



MEMORANDUM

To: Genny Bond, City of McMinnville
Ken Friday, Yamhill County

From: Greg Winterowd

Date: Tuesday, April 26, 2005

Re: **McMinnville High School UGB Plan Amendment, Zone Change, and Annexation Proposal (City File UGB/ANX/CPA/ZC 1-05; Yamhill County File PA-01-05, and DLCD Files 001-05 and 005-05).**

This memorandum responds to comments received from the Department of Land Conservation and Development (DLCD) and to your request for additional information. Please place this memorandum and attachments into the record of these proceedings.

DLCD March 30, 2004 Comments

Regional Representative Geoff Crook's March 30, 2005 letter begins by expressing support for the Hill Road Hill School plan and zoning map amendment proposal, and offers several comments. We appreciate the thoughtfulness of Mr. Crook's letter, and respond to each of his comments in the order presented.

1. We agree that the Lancaster Engineering Transportation Impact memorandum submitted as Appendix E to Winterbrook's original submittal is inadequate to respond to Transportation Planning Rule (TPR) requirements. On April 20, 2005, Lancaster Engineering submitted a detailed Transportation Impact Study (TIS) that addresses OAR 660-012-0060 requirements. This study also considers the proposed 42-acre UGB expansion in relation to potential transportation impacts that could result from planned development within the Northwest Activity Center.
2. We agree that our February 24, 2004 application included inconsistent information regarding the projected capacity of the planned Hill Road high school.¹ As noted in the Hill Road High School TIS (Lancaster Engineering, April 2005), the *maximum* projected Year 2023 student population for the new high school is 1,400 students, with the remaining students attending a high school located at the existing high school site. The TIS considers the traffic implication of two possible attendance areas for the

¹ These inconsistencies arose for two reasons; first, due to fact that the District's Long-Range Facilities Task Force was in the process of considering several alternatives; and second, because Winterbrook intentionally over-stated Year 2023 high school population to make sure that high school impacts were not under-stated. Over the last two months, the Facilities Task Force has narrowed the range of options.

proposed 1,400 student school: (1) limiting attendance to the area west of Highway 99W and (2) drawing students from the entire district.

3. We recognize that the Council of Education Facility Planners International (CEFPI) updated its high school siting guidelines in 2004. We note that Oregon has no state standards, and that CEFPI sets forth siting *guidelines* that vary based on school type and function. We have attached a memorandum from DOWA, the District's architect, which further justifies the need for a flat site with at least 40 "usable" acres for the planned 1,400 student high school. Recently constructed high schools in Oregon and Washington typically have from 40-50 acres. DOWA has also provided a schematic site plan showing that *most* of the 42 acres is required for athletic fields – a highly valued feature in McMinnville.
4. Regarding state agency coordination, on April 6, I had a lengthy and productive conversation with Geoff Crook regarding this application and his March 30, 2005 letter to the City. I have also spoken on two occasions with Dan Fricke of ODOT, and have forwarded the April 15 Lancaster Engineering TIS to him for review.

City Request for Additional Information

As requested, DOWA has provided a letter explaining why a flat site of at least 40 acres is required for the proposed 1,400 student high school. DOWA has also provided a generalized site plan showing a potential layout for the 42-acre Hill Road high school site. (Please see attached documents.)

Thank you for your consideration.

Sincerely,

Gregory Winterowd
Principal

Attachments: April 24, 2005 letter from Steven C. Olson, AIA, to Greg Winterowd
Hill Road High School Site Plan (DOWA, April 2005)

Copy: Ken Friday, Yamhill County
Geoff Crook, DLCD
David Horner, MPS

April 25, 2005

Greg Winterowd
Winterbrook Planning
310 SW 4th Avenue
Portland, OR 97204

Re: High School Sites

Dear Greg,

This memo is in response to your request for background information on typical requirements for size and topography of High School sites. With the multitude of uses and components at a high school site the planning issues involved are very complex. High schools have many necessary components that require a certain amount and type of space. Each of these uses requires slope within certain parameters to function properly. Relationship between components will determine the overall amount of slope that can be allowed on a given site without adding substantial costs. On steep sites, devices such as sloped banks (which require additional space) and retaining walls (which are expensive and increase School District liability) would be needed between these functional components.



The following is a list of required components and their relationship with site size and slope needs of the overall high school site. (This is based on an average HS for 1400 students; these numbers may vary slightly with larger or smaller facilities):

1. Building(s)
 - a. average of 200,000 – 250,000 s.f.
 - b. 6 acres
 - c. Usually one footprint (but may be a cluster of structures) – 5% maximum w/ daylight basement design
2. Student parking
 - a. average of 400 parking stalls
 - b. 5 acres
 - c. 2% slope maximum
3. Staff Parking
 - a. average of 75 stalls
 - b. 1 acres
 - c. 2% slope maximum

4. Visitor Parking/ ADA Parking
 - a. usually 12 stalls
 - b. .25 acres
 - c. 2% slope maximum

1. Event Parking
 - a. can vary usually 150 stalls
 - b. 2 acres
 - c. 2% slope maximum

2. Drop-off and pick-up zones
 - a. 2 acres
 - b. 2% slope maximum

3. Minimum of 2 baseball fields
 - a. 6 acres
 - b. Using 300 feet foul lines
 - c. 2% slope maximum

4. Minimum of 2 softball fields
 - a. 4 acres
 - b. Using 250 feet foul lines
 - c. 2% slopes maximum

5. Average of 2 soccer/football practice fields
 - a. 4 acres
 - b. 1/4" slope per foot recommended slope from center of field

6. Field Events (long jump, discus, shot put, javelin, high jump, triple jump, pole vault)
 - a. 2% slope maximum
 - b. 1 acre

7. Stadium with track and soccer/football field
 - a. 2% slope maximum
 - b. 5 acres

8. Landscaping
 - a. Mandated by city/county requirements
 - b. 2 acres

9. service and other access
 - a. food service
 - b. deliveries
 - c. 1 acre 2% slope maximum.

These requirements along with code setbacks and required spacing around components will generally require the need for a minimum 40 useable acres for a new 1400 student

003
Greg Winterowd
April 22, 2005
PAGE: 3

high school. By "useable acres", I mean land that is 5% or less slop and free of floodplain or wetland constraints. As you know, approximately 2 acres of the 42 acre Hill Road High School site is constrained by an irrigation ditch and small wetland area. Even on relatively flat slopes of 5% or less, substantial grading would be required to create the "flat" components (athletic fields, parking lots and building sites) described above. If the site is odd shaped or has relatively moderate or steep slopes, the necessary acreage increases for grading, retaining walls and for necessary ramps and stairs to travel safely throughout the topography of the site. For these reasons, it is important that slopes of high school sites be less than 5% to minimize grade change between components. Sites of steeper slope become substantially more expensive to develop, create hazards for users and are less practical.

For comparison the following information may be useful:

Recent New High Schools

Westview High School (Beaverton)
2000 students
257,000 s.f.
45 acres

Southridge HS (Beaverton)
2000 students
256,000 s.f.
35 acres (with limited fields)

Summit HS (Bend)
1550 students
213,000 s.f.
50 acres

Liberty HS (Hillsboro)
1800 students
292,000 s.f.
49 acres

Camas HS (Camas, WA)
1600 students
215,000 s.f.
52 acres

Parkrose HS (Portland)
1000 students
220,000 s.f.
42 acres

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FILM 84 PAGE 732

Greg Winterowd
April 22, 2005
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Century HS (Hillsboro)
1800 students
270,000 s.f.
40 acres

If you should have any further questions please do not hesitate to contact me.

Sincerely,
Dull Olson Weekes Architects Inc.



Steven C. Olson, AIA
Principal

