

City of Hood River  
Planning Commission  
Public Hearing  
July 16, 2018

Hood River City Hall  
City Council Chambers  
211 Second St  
5:30 p.m.

## MINUTES

I. CALL TO ORDER: Acting Chair Bill Irving called the meeting to order at 5:31 p.m.

PRESENT: Commissioners Bill Irving, Sue Powers, Tina Lassen, Megan Ramey

ABSENT: Arthur Babitz, Mark Frost

STAFF: Planning Director Dustin Nilsen, Associate Planner Jennifer Kaden, Senior Planner Kevin Liburdy

### II. PLANNING DIRECTOR'S UPDATE:

Planning Director Dustin Nilsen explained the agenda for the evening and future meetings. He also announced upcoming code amendments and future hearings.

Nilsen added that DLCD staff may visit in September to assist with Planning Commissioner training.

### III. PUBLIC HEARING:

#### A. FILE NO.: 2018-07 – Westside Area Concept Plan Report, Zoning, and Comprehensive Plan Amendments – *continuation of hearing from May 21, 2018*

Amendments to the Hood River Comprehensive Plan and the Hood River Municipal Code (HRMC) based on the Westside Area Concept Plan Report, Housing Needs Analysis and Housing Strategy. Amendments may apply outside the Westside Area Concept Plan study area, and may include updates to various sections of the Comprehensive Plan including the Transportation System Plan, Zoning Maps, Zoning Ordinance, and Subdivision Ordinance.

APPLICANT: City of Hood River

Acting Chair Bill Irving announced the continuation of File No. 2018-07. Senior Planner Kevin Liburdy stated that tonight will focus on Park and Open Space Framework and infrastructure funding.

Irving read the procedural script.

#### STAFF REPORT:

Liburdy and Nilsen provided a PowerPoint presentation regarding the Park and Open Space Framework and infrastructure funding in the Westside Plan including background information. Tonight's hearing is the second in a series of hearings that are expected to result in recommendations to the City Council associated with the Westside Area Concept plan and the City's housing strategies.

As background, the Neighborhood and Districts Framework helps organize the study area and plan for walkable neighborhoods. Neighborhood Design Guidelines, which incorporate plans for streets, park and trails, could be adopted to help implement the vision for future neighborhoods on the west side.

Liburdy provided information about the history of the Hood River Valley Parks and Recreation District, its previous master planning efforts, and how those plans have not yet been incorporated into the City's Comprehensive Plan under Goal 8. The District maintains the aquatic center and in recent years has been active in construction of the Indian Creek Trail.

Hood River Valley Parks District Director Mark Hickok explained the District's existing funding constraints.

Liburdy explained parks and open space are an important part of the vision and guiding principles that have been prepared for the Westside Area Concept Plan.

Liburdy and Nilsen confirmed that the area studied for a community scale park on Fairview Drive is not included in the Concept Plan but, if it were to be developed, that may reduce the need for park land in one or more of the west side neighborhoods. They also explained how preliminary park sizes were determined as well as criteria used to determine park locations, and that refinements are expected to occur in association with the Parks District's current master plan update process.

Liburdy explained that some code has been drafted to help meet park needs. West side neighborhoods are expected to be constructed over a period of 20 years or more, and the Concept Plan suggests a reasonable goal may be acquire needed park land by the time construction has occurred on about half of the developable land in the study area.

Irving asked if there were any questions from the audience.

Ann Frodel, 1009 Columbia, Hood River, OR 97031: Trust for Public Lands recommends 13 acre of park land per thousand people, and she hopes that more current number such as this can be used in the Concept Plan. Nilsen responded that a parks master plan is expected to include revised numbers, and the outcome is based on more than just acreage.

Marie Borucki, 4070 Stonegate Drive, Hood River, OR 97031: Are there population targets for each neighborhood? Liburdy confirmed and responded it will be discussed at the next meeting.

Linda Maddox, 3018 Dana Lane, Hood River, OR 97031: Are parks required for developments of a certain size? In the past little parks were put in with subdivisions. Nilsen responded that there is no requirement in the subdivision ordinance. PUDs have an open space requirement and System Development Charges are collected for Parks.

Irving asked if there is a mechanism to obtain park land recognizing development often is piecemeal. Nilsen responded that it will be necessary to establish a strategy and method for early acquisition, and to coordinate with the Parks District. Parks and trails probably should be considered infrastructure like a stormwater pipe but this needs to be vetted before making recommendations to the Council.

Commissioner Lassen asked if all parks will be run under the Parks District. Nilsen responded that this is being discussed as part of the Parks District's Master Plan update or if parks will remain under separate jurisdictions of the City, County, Port and Parks District.

Commissioner Ramey noted Boston's "emerald necklace" of linear parks. Can a linear network be set aside before development happens? Nilsen responded that somebody will need to acquire it and figure out who will manage it, but it starts with a plan. They should link neighborhoods rather than subdivisions.

Ramey would like to have at least a draft plan for a network so that developers don't think of each segment as a trail to nowhere. Liburdy asked Ramey if she prefers a system of trails rather than a system of parks. She confirmed she would like to see a complimentary system of parks and trails, including smaller trail connections between neighborhoods.

Irving read the procedural script, and called for disclosures and challenges. There were none. Irving then called for public testimony.

#### PUBLIC TESTIMONY:

Mark Zanmiller, 1421 Sherman Ave., Hood River – Has been thinking about open space needs for a long time as a citizen, and would like the Planning Commission to help find a way to make greenway infrastructure a part of an action plan rather than just a recommendation. Put it on a map and we'll find a way to pay for it. Does not think Park SDCs will be enough to buy property at market rate so we'll need other solutions. Significant greenways can be used to meet needs for bikes, pedestrians, transit and recreation, creating something magical and that should be our first goal. The proposed greenway system nicely borders the neighborhoods but it needs to be much more than 50-feet wide, and it should include park nodes of even only half an acre in locations that can be determined over time.

Cathy Lannon, 818 Devon Ct., Hood River – Friends of Oak Grove Park committee member. It seems like there is a lot of duplication of services for parks by the City, County, Port and Parks District. Is there a way to have representatives of each jurisdiction work cooperatively and split the costs and keep parks open? Also, consider more volunteer opportunities such as "adopt-a-park".

Susan Crowley, 411 12<sup>th</sup> St., Hood River – Submitted written testimony for the record and described GIS maps that show proposed park and trail locations. Recommended contacting property owners about buying land, and suggested methods to obtain leverage in negotiations. State land use goals are more enforceable than City goals, such as OAR 660-034-0040. It is not enough to rely on saying a park will be located in a general area. If a local government decides to adopt a local parks plan, a plan map designation and location/boundaries of parks are required. And, that planned park needs to have an appropriate zoning designation. In written testimony she cited a State statute that relates to takings. Reasonable compensation is needed but there is an exception for public health and safety in ORS 195.305(3.b). For example, an argument could be made that open space is needed to get kids to school on bikes using off-road trails. There also are economic benefits associated with parks such as at Waterfront Park. The City's comp plan has mandatory language requiring some land to be designated open space in association with annexations, but the City fudges it. More "teeth" are needed to obtain open space, and land owners should have expectations that land is needed for good city planning. The planning commission should help the city council move parks and open space to the top of their agenda.

Heather Staten, Executive Director of the Hood River Valley Residents Committee, PO Box 1544, Hood River – Submitted written testimony for the record. Served on the Project Advisory Committee for Westside Area Concept Plan. The Westside Plan has an appealing vision for parks, trails and open space, but she fears moving from aspirational vision to getting something on the ground. The Sieverkropp development was a missed opportunity for parks and trails. Encouraged the planning commission to get into the details and look for things to put into code and zoning map that are clear and objective and that provide certainty that parks and trails will be in place by the time 50 percent of the Westside area is developed. Need mechanisms to make it happen. Need to collaborate with the Parks District as well as property owners. There is urgency because land prices continue to increase. The Blackman/Skakel property is outside the City but could provide a great park space for the Westside at a lower price per acre than is anticipated by the Concept Plan. It would be helpful to combine the Bike & Pedestrian Framework with the Parks & Open Space Framework maps in order to get a good visual.

Mark Hickok, Director of the Hood River Valley Parks and Recreation District, 1601 May St., Hood River – The Westside Area Concept Plan is informing the Parks and Recreation District's Master Plan update. The Parks and Recreation District is a partner, but not the solution due to funding constraints. Not all funding and ideas will come from the District. SDCs will not cover the whole thing. There are other priorities for the District right now including rebuilding the pool.

Jonathon Graca, 1215 Nix Dr., board member of the Hood River Valley Residents Committee. Agree with the direction the Westside Area Concept Plan is going, but sees the challenge of bringing it from concept to implementation. Did four bike and walk audits last year to look at the planned network, and the off-street trails were found to be the key part of the Concept Plan. Recommended building relationships with property owners to figure out how to move forward.

Marie Borucki, 4070 Stonegate Dr., Hood River – Relieved to see parks and trails in plan. Looks like a good balance. Hope reality lives up to the plan. This plan is bigger than just the Westside as it affects the whole community.

Linda Maddox, 3018 Dana Ln., Hood River – In a way we are putting the cart before the horse because we haven't talked about the number of people or homes in future neighborhoods. Need to clarify quantity before parks and greenways can be planned. The community needs parks in addition to greenbelts. We may need a blue ribbon group with money to figure out how to fund parks. If we don't get the land soon, we won't have the parks to achieve the vision. Parks should be thought of as needed infrastructure.

Jim Klaas, 1824 Wasco St., Hood River – Liked the conversation about a linear park system but critical of the Parks District's 2012 master planning effort because we say pretty pictures but nothing happened. Since then we keep losing connections. Connecting greenway should be first priority and nodes will appear later. City's 2011 Transportation System Plan shows pedestrian and bike connections. "8/80 rule" is the way to look through the eyes of an 8 or 80 year old - can they get around? Increasingly the answer in this community is "no." Park size is not important, nor are the number of parks. The key is that parks are connected. Worried the Westside Area Concept Plan provides no connection to the current community, downtown or waterfront except along Cascade Ave. which is not safe for bikes. If "sliding-scale SDCs" are permissible, would be willing to pay more to be adjacent to a park. Landowners will step up to help if they trust the City.

Laurie MacDonald, 1018 Nina Ln., Hood River – Parks and trails are the heart of the community. Don't have regrets about missing opportunities, acquire land now.

Irving asked if draft zoning ordinance code includes methods to obtain parks.

Liburdy responded that currently drafted code is not robust but Section 17.03.140(K) in the appendices would establish an overlay in the Westside and require consistency with the neighborhood design guidelines. This is a starting point.

#### STAFF REPORT:

Liburdy presented slides and information about funding for infrastructure. An analysis of infrastructure costs and revenues is in Appendix B of the Westside Area Concept Plan, Technical Memorandum 6.1. It includes recommendations for funding infrastructure where gaps have been identified between costs and revenues. SDC revenue was based on development of Land Use "Scenario A" at 80 percent of its capacity potential. A memo from David Evans & Associates addresses water needed to meet minimum fire flow requirements while also meeting minimum water pressure needs for domestic use and irrigation, and a funding gap was not identified. David Evans & Associates also looked at sanitary sewer needs based on a peaking factor that was reviewed by the City Engineer, and a funding gap was not identified for sanitary sewer facilities. However, funding gaps were identified for stormwater infrastructure, parks, and transportation facilities. The stormwater plan is based on use of Low Impact Development techniques as recommended by the city council. More on-site infiltration is expected, which could result in smaller stormwater pipes and result in overall system cost reductions. Stormwater SDCs should be reevaluated after completing a Stormwater Management Plan and Capital Facilities Plan update. The Concept Plan made assumptions about the cost of land and improvements based on recently developed parks in other communities. Depending upon the level of park improvements, there may be a smaller or larger gap in SDC revenue. Recognizing SDCs affect housing affordability, the Parks District has held down Park SDCs at the request of the city council. But, Park SDCs could be increased to help reduce the funding gap.

Irving asked if the assumptions are for 100 percent of SDCs to be used for park acquisition vs. operations. Liburdy confirmed that Parks SDCs can be used for land acquisition and construction of park improvements, but not maintenance.

Linda Maddox noted that there have been discussions about reducing or waiving SDCs for affordable housing and suggested that, if this was not addressed in the funding memo, it should be.

Liburdy responded that the funding memo does not account for waiving or reducing SDCs. He believes that SDCs cannot be waived but instead could be deferred, or backfilled using the Construction Excise Tax. This will be a policy discussion for the city council.

Mark Hickok, Director of the Hood River Valley Parks and Recreation District, explained that the District will need to look at its available operation dollars before taking on more park maintenance responsibilities. The District's operational funds do not increase, and this issue is being considered during the process of updating the Parks Master Plan. The current Parks SDC methodology anticipates land acquisition costs of \$100,000 per acre, significantly less than the costs assumed in the Westside Area Concept plan. Also, Park SDCs currently are being charged at half the allowable rate. As such the

District is not funded adequately to purchase land in the Westside area. The Parks District would support code changes to require dedication of park land in association with development.

Jim Klass asked how the land cost estimate was determined for the infrastructure funding memo. It may seem cheap or expensive depending upon the zoning and how many dwelling units are allowed.

Liburdy responded with a citation from the Concept Plan.

Liburdy continued the slide presentation and explained that the Concept Plan Report recommends that the City and Parks District work together to add neighborhood parks to the District's master plan, a process that is occurring now. The District's existing SDC methodology anticipates three neighborhood parks in the Urban Growth Boundary, not necessarily located in the Westside area. The Parks Master Plan could be updated to reflect more recent park acreages and cost estimates, and to be aligned with the Concept Plan's Park and Open Space Framework. The Concept Plan Report also suggests considering increasing Park SDCs, confirming whether the City or District will be responsible for maintaining parks, using annexation agreements to obtain park land at fair market value, and considering applying Park SDCs to commercial and industrial uses. If the maximum defensible SDC is charged, it could eliminate the funding gap depending upon land costs and improvements.

Nilsen expressed concern that, until the City has the necessary tools in place, it may not be able to obtain needed park land.

Irving asked if there are things the City can do outside of the Westside Area Concept Plan and the Park District's Master Plan update process, such as updating the Park SDC.

Nilsen responded that the SDC update will need to come after the Park Master Plan is updated. The City can negotiate when there are opportunities and explore other creative options.

Irving asked about feasibility of applying Park SDCs to commercial and industrial uses.

Mark Hickok, Director of the Hood River Valley Parks and Recreation District, explained that the District updated its SDC methodology last year, a process that typically occurs every 10 years or so.

Nilsen noted that Park SDCs have been applied to commercial and industrial uses elsewhere.

Liburdy continued the slide presentation and explained that transportation planning occurs through the City's Transportation System Plan (TSP). The TSP identifies a set of priority projects that are referred to as "financially constrained" that are needed to meet adequate system function and requirements of Oregon's Transportation Planning Rule. The City's Transportation SDC is based on the "financially constrained" project list that is detailed in the City's existing TSP. The Concept Plan Report includes a traffic analysis in Appendix B that modeled the impacts of Land Use "Scenario A" on intersections, and it identified needed mitigation including the projects in the City's existing TSP regardless of whether they were on the "financially constrained" project list. The traffic analysis identified the need for one additional project under Land Use "Scenario A", a traffic signal or mini roundabout at the intersection of May St. and Rand Rd. It also recommends shifting the future "Mt. Adams Extension" west to "Alignment D." It also identified \$5 million in interim improvements at I-84 Exit 62 as an alternative to a \$21 million project that is in the existing TSP. ODOT committed to funding the \$5 million interim improvements by the year 2040, conditioned upon the City adopting policies and funding measures for needed Westside

Area transportation facilities. The Concept Plan Report also includes a list of potential funding strategies such as increasing citywide Transportation SDCs over time, or adopting a “sole source” SDC that would be charged only on the Westside in addition to the existing SDC.

Commissioner Powers asked what is meant by “legally defensible” SDCs?

Liburdy responded by describing an idea that was raised earlier - applying a Parks SDC to a commercial or industrial use. This would need to start with a plan, and the SDC methodology would need to be based on that plan in order to be legally defensible.

Powers asked if there is a limit on SDCs by the State.

Nilsen responded that the limit is established by the methodology.

Commissioner Ramey asked about new means of infrastructure funding. Boston is moving to “demand-based pricing” for parking meters, doubling the cost of on-street parking which will go to a dedicated fund to complete walking and biking improvements.

Liburdy responded that the idea is not addressed in the Concept Plan Report but it could be a recommendation of the planning commission’s to the city council.

Nilsen noted that a downtown parking study is underway and that he anticipates some metrics will come from it such as identifying a sweet spot for pricing on-street parking.

Audience member explained she heard rumors that the City’s sewer system has no more capacity. The funding memo said there is no gap for funding sanitary sewer system improvements. Does the funding memo account for investments needed to support a larger population on in the Westside area?

Nilsen responded the City Engineering Department has not identified a capacity problem at the sewer treatment plant, but there is a concern about strength of effluent from certain users such as breweries. Upgrades will be needed to get effluent downstream to the treatment plant, and SDCs can be used to increase sewer pipe size.

Irving asked if anyone wanted to testify regarding infrastructure. He explained that the procedural script was read earlier, and confirmed that the audience heard the script.

#### PUBLIC TESTIMONY:

Susan Crowley, 411 12<sup>th</sup> St., Hood River – Referencing a slide that lists ideas for funding for parks, suggested that every approach that is listed except seeking grants should be written in mandatory language in order to obtain park land. For example, don’t consider requiring annexation agreements – require them. Don’t seek land donations – make it mandatory.

Irving asked for additional testimony. There was none.

Nilsen noted the next meeting on the process road map is expected on August 20 regarding the Land Use Framework and the three scenarios that have been drafted, leading up to a joint meeting with the planning commission and city council.

Irving asked commissioners to check their calendars.

MOTION:

Lassen moved to continue the hearing for File No. 2018-07 to August 20, 2018 to begin not earlier than 5:30 p.m. in the city council chambers.

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Powers seconded the motion.

Irving called for discussion. There was none.

The Commission voted 4-0 in favor of the motion.

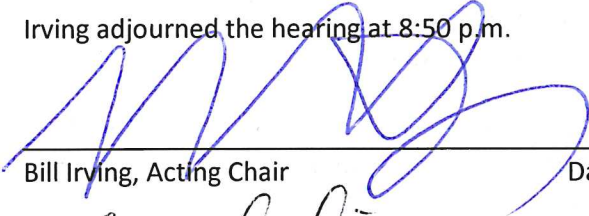
IV. OTHER BUSINESS:

Jennifer Kaden noted that the first meeting in September will follow the Labor Day holiday on Tuesday.

Irving suggested discussion of office elections should be delayed until more commissioners are available.

V. ADJOURN:

Irving adjourned the hearing at 8:50 p.m.

  
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Bill Irving, Acting Chair

Date

5/6/19

  
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Dustin Nilsen, Planning Director

Date (Approved)

05/06/19