

Appendix A: Project Participants and Process

1. TAC/PAC Membership
2. Project Team membership
3. Summary of Public Comments (Will be updated to include October TAC/PAC Meetings)

COMMITTEE MEMBERSHIP



Technical Advisory Committee

Kevin Liburdy, City Planning Dept. (PMT)

John Roberts, Director, Hood River County
Community Development Dept. (PMT)

Gail Curtis, Oregon Department of Transportation,
Transportation and Growth Management
Program (PMT)

Joel Madsen, Executive Director, Mid-Columbia
Housing Authority and Columbia Cascade
Housing Corporation

Sandra Buchanan (CFO) and **Don
Benefield** (Operations Director), Hood River
County School District

Julie Stephens, Interim Director, Columbia Area
Transit

Mark Hickok, Director, Hood River Valley Parks
District

Scott Edelman, Central Oregon Regional
Representative, Oregon Department of Land
Conservation and Development

Kim Travis, North Central Regional Solutions Team,
Oregon Department of Housing and Community
Services

Avi Tayar, P.E., ODOT Region 1

Mark Lago, Director, City Public Works and
Engineering Dept.

Mikel Diwan, Director, County Public Works and
Engineering Dept., or **Don Wiley**, County
Engineer

Cindy Walbridge and **Jennifer Kaden**, City Planning
Dept.

Steve Wheeler, City Manager

Kip Miller, City Fire Dept.

Neal Holste, City Police Dept.

** PMT = Project Management Team*

Project Advisory Committee

Ross Brown, property owner in study area

Denise McCravey, property owner in study area,
real estate broker

Mike Caldwell, property and business owner in
study area

Mark Fuentes, Modern Pacific Properties, property
owner in study area

Bob Schuppe, property owner in study area; Chair,
County Planning Commission

Belinda Ballah, property owner in study area;
Director, Hood River County Prevention Dept.

Heather Staten, Executive Director, Hood River
Valley Residents Committee

Susan Garrett Crowley, interested citizen on
behalf of Livable Hood River

Maria Castro, interested citizen

Dan Hoyt, Mobility Manager, Mid-Columbia
Economic Development District

Teresa Ocampo, interested citizen; business owner

Claudia von Flotow, interested citizen

Michael Broncheau, Manager of Fishing Site
Maintenance Dept. for Columbia River
InterTribal Fish Commission

Les Perkins, Manager, Farmers Irrigation District;
County Board of Commissioners; and Mid-
Columbia Housing Authority board member

Brian Becker, property owner in study area

Mark Zanmiller, City Council representative

Bill Irving, City Planning Commission
representative

Bonnie New, interested citizen, representative of
Aging in the Gorge Alliance, property owner in
area

PROJECT TEAM



ANGELO PLANNING GROUP

Joe Dills, AICP, Project Manager

Andrew Parish, AICP

Becky Hewitt, AICP

Cathy Corliss, AICP

Kyra Schneider

WALKER MACY

Ken Pirie

Saumya Kini

DKS ASSOCIATES

John Bosket

ECONORTHWEST

Beth Goodman

Lorelei Juntunen

DAVID EVANS ASSOCIATES

Steve Harrison, PE LEED AP

Memorandum



10/2/2017

To: Project Advisory Committee
Cc: Project Management Team
From: Joe Dills, Andrew Parish, and Kyra Schneider, Angelo Planning Group
Re: **DRAFT** Summary of Public Comments

INTRODUCTION

This memorandum is a summary of public comments received by the Hood River Westside Area Concept Plan project team, as requested by the Project Advisory Committee. Included in this summary are descriptions of:

- Stakeholder interviews (September 28th and 29th, 2016)
- Comments received during Technical Advisory Committee meetings (informally)
- Comments received during Project Advisory Committee meetings as part of specific Public Comment periods.
- Input received during the two project open houses (November 17, 2016 and March 9, 2017)
- Input received as part of online surveys for this process.
- Correspondence received by planning staff
- Articles and letters submitted to local newspapers regarding the plan

Stakeholder Interviews

Angelo Planning Group conducted a series of interviews with property owners and stakeholders on August 30, 2016 at Hood River City Hall, plus 2 telephone interviews on September 28 and 29. Key themes are summarized below, and detailed comments can be found in Attachment A: Task 1.4 Stakeholder Interview Summary memorandum.

- Interviewees were generally very interested in **transportation connections** and looking at **alternatives**, both in terms of overall connections and the **Mt. Adams extension and the Mt. Adams / Cascade intersection** specifically. There was general support for the Mt Adams connection, but concern regarding its alignment and impact on properties and existing streets.
- There was strong support for a **high level of connectivity** overall, and for **safe and convenient bicycle and pedestrian connections**.
- Stakeholders expressed an interest in **safe and livable neighborhoods**, in terms of traffic safety and having a tight-knit community of neighbors. **Diversity of people and diversity of housing** were mentioned multiple times as a means to achieve a vibrant neighborhood.
- Maintaining and building upon the **existing, unique character of Hood River** was mentioned several times.
- The portion of the study area near Cascade was suggested by stakeholders as being more appropriate for mixed use/multifamily development and attached housing, primarily because of proximity to transportation facilities and other services.

- The **need for more housing** within the city was clear to stakeholders.
- **Communication by email and through existing groups** such as the Hood River Valley Residents Committee were suggested as good approaches for public involvement.
- Stakeholders had mixed opinions about whether a locally-serving commercial node was appropriate for the area.

Technical Advisory Committee and Public Advisory Committee Meetings

- Community perception of affordable housing is important - Commenter was on a low income housing board. Applied for a project with 40 houses, neighbors did not want it. Reduced to 30, killed affordability of the project.
- How can we assure affordability? Workforce housing/caregiver housing models that can be incentivized.
- There is a desire for cohousing. One of the incentives could be requiring only one parking space per household.
- Want to move into town as I age. Easier to address need for denser housing now, rather than trying to infill in 20 years.
- Guiding principles won't be part of someone's development application.
- When developers come in to develop a high-density area, they're not going to building government-subsidized affordable housing, they're going to build market value housing, which will appeal more to second home buyers, etc. Concern that this aggressive stance on density will shape the children's futures in this town and change it to different community.
- Concern about the way that rezoning will affect the future of her property, and the rural character and natural feel of the area. Does not support commercial uses in neighborhoods.
- Concern about changes to the livability and rural feel of the community, feeling that this project has been moving too quickly and paved the way for too much housing in the Westside Area.
- Doesn't feel that it is necessary to make lots smaller because you can still accomplish affordable housing on large lots. The biggest concern is 30th street becoming an arterial right and impacting those existing homes.
- People who live in this community moved here to have more green space.
- Desire to explore ADUs as a solution to affordability.
- Regarding the comments that density shouldn't be focused in one place, these are issues that you should bring to your City Councilors because they ultimately make those decisions.
- 30th St has many driveways, it is an existing neighborhood that would not support the type of traffic that is projected.
- Concern about the worsening flooding of Henderson Creek.
- Parking is an issue of concern, because for most residents of Hood River garages are full of outdoor gear so you have to park your car somewhere else.
- Has already experienced what this process does to communities in previous home in a nice suburb of Seattle that was developed, the neighborhood changed, and people moved out. Doesn't want to see the same thing happen in the Westside Area.
- Existing zoning is sufficient for the Westside area.
- It is unfair to homeowners to change the zoning.
- Infrastructure is already too taxed to support growth.
- Utilize commercial lands for more mixed use projects, and consider multifamily housing on the waterfront.
- Consider natural corridors and natural habitat in the plan.

Open House #1

Project staff had discussions with community members in individual and small group settings at the event. The following is a partial list of topics and interests discussed:

- Employers having difficulty finding housing for even well-paid employees in Hood River
- A group who are actively looking for land to site a co-housing project in the Westside Area. Staff recommended remaining engaged throughout any legislative process to amend or adopt standards that may be useful in development of co-housing projects such as an update of the Planned Development ordinance.
- Interest in a local neighborhood commercial node within walking distance of the cohousing project.
- Need for “missing middle” housing
- Comment on the west end of Sherman Avenue: the area experiences flooding during peak rain events. A design for the road will need to provide proper drainage.
- Advocacy for Morrison Park to remain a park, and the potential for a trail network from Morrison Park to The Hook and other parts of the City, including the Westside Area. Concern that the scope of the Westside Area Concept Plan is focused too narrowly on the study area rather than connecting to the broader city.
- When will development happen in the Westside?
- The need for a community park in the Westside Area. There was advocacy for the 20-acre site that was the subject of study by the PSU students working with the community.
- Interest in the size, location and number of neighborhood parks
- How many existing residents are there in the Westside Area? (follow-up item)
- Extensive transit planning has been happening in the Gorge – the Westside Area Concept Plan should tap into and build on this work
- Interest in capping growth in Hood River, and discussion of how the Statewide land use program seeks to coordinate and accommodate growth in each community
- Can agriculture continue within the UGB? Yes. Can it be a mandated part of the Plan? No, urban land is designated for urban uses, even if that may not happen for many years.
- Question asked about the feasibility of installing roundabouts at key street intersections.
- Question asked about the adequacy of public infrastructure such as sewer and water lines to serve a larger number of homes on the Westside under Scenarios B or C. Also, who will pay for needed infrastructure to serve new neighborhoods?
- Concern regarding extension of 30th Street north and south, and impacts on existing neighborhoods due to increased vehicle traffic. However, appreciation for a potentially more direct route to I-84 via Exit 62.
- Concern regarding this effort to plan for new neighborhoods with parks, trails, sidewalks and bike lanes when taxpayers in many existing neighborhoods don’t have these amenities.
- Question asked if new homes will need to be designed in a manner that reflects existing homes on neighboring properties.
- Question asked about the extent of wetlands and other environmental features in the study area.

Online Open House #1

The survey was available through the Hood River Westside Area Concept Plan project website (www.hrwestsideplan.com) from November 17th through December 9th. The survey addressed respondents’

priorities with regards to transportation, components of the draft vision statement, housing strategies, and proposed land use programs. A detailed summary of the online survey is attached to this memorandum.

Open House #2

Project staff had discussions with community members in individual and small group settings at the event. The following is a partial list of topics and interests discussed:

- Safety concerns with various intersections in and near the study area
- Compatibility of smaller lots with existing residences in the area
- A desire for the City to better communicate the process
- Background of the planning process (Housing needs analysis, economic opportunities analysis)
- Membership and interests that makeup the advisory committees
- Pros and cons of the land use alternatives

Online Open House #2

The survey was available through the Hood River Westside Area Concept Plan project website (www.hrwestsideplan.com) from March 14, 2017 through April 5th, 2017.¹ The survey gathered input on draft frameworks including the pedestrian and bicycle network, parks and open space, the location of a locally-serving commercial area, the Wests Cascade gateway area, and land use strategies. A detailed summary is attached to this memorandum.

Public Comment and News Articles

- **“Westside Plan”, Hood River News, November 3rd, 2016.**
 - About 60 people attended an open house at the Hood River Fire Station on November 17th, 2017 for the Westside Area Concept Plan. The goal of the Plan is to develop an integrated land use and transportation plan for the 450-acre project area, addressing land use, affordable housing, streets, bike ways, pedestrian paths, parks, schools, utilities, and infra-structure funding.
- **“City presents Westside plan”, Hood River News, February 11th, 2017.**
 - The Westside Area Concept Plan is attempting to assess the long-term choices, issues, and opportunities for the Westside Area" of Hood River. The plan envisions that the Westside Area will grow to become an interconnected community of great neighborhoods, an attractive gateway of commercial and mixed-use activity; and an affordable and diverse area of the City.
- **“Westside Area Plan”, Hood River News, March 4th, 2017.**
 - The City of Hood River is engaged in a year-long planning process for the area of town where the most growth will occur in coming years (west of Rand Road and south of Country Club Road). The plan will address transportation and utilities, parks, housing, and other issues.
- **“Our Readers Write: Losing small-town feel”, Hood River News, April 19th, 2017**

¹ The original close date was March 28th, however several requests to keep the survey open were received from residents who were traveling for Spring Break during late March. The City opted to keep the survey open to allow additional opportunity for public input.

- The City has proposed the building of 2,300-plus new units (apartments, single family homes, townhouses, etc.) as part of their Westside Area Concept Plan on the 'undeveloped' west side of Hood River, which will bring roughly 6,000 new residents and add 5,000 additional cars to our roadways.
- With current funding levels, none of the proposed parks and paths as part of the plan are likely to be built as advertised without a new funding ballot measure.
- **“Our Readers Write: Mixed use housing”, Hood River News, May 2nd, 2017.**
 - The City of Hood River is looking at rezoning the westside area from 7,000 square foot lots to smaller 4,000 square foot lots with multifamily housing densities.
 - The City should consider looking at mixed use housing in existing commercial/retail neighborhoods as an alternative. The city council should postpone their decision on the Westside Area Plan until a further study on mixed use housing development has been completed.
- **“Westside Plan Meeting, Forum to happen two nights this week”, Hood River News, August 17, 2017.**
 - Notice of a Hood River Valley Residents Committee forum on August 15th followed by the concept plan meeting on August 16th.
- **“Another Voice: Hood River Planning – don’t leave folks on the other side of the gate,” Hood River News, July 15, 2017.**
 - Opinion column calling for a focus on housing affordability and consideration of future residents.
- **Email correspondence**
 - Questions and concerns about the intersection of Belmont and Fairview and the possibility of improvements.
 - The City has put considerable resources into defining the housing needs, yet there is not much detail about housing in the Westside Area Concept Plan documents online. The city of Hood River has an immense need for affordable housing both for people who meet HUD federal poverty levels, and for those who are lower income but not low enough for HUD assistance.
 - Zoning concepts that had been focused on the Westside are now suggested as being applicable to the rest of the city, which goes beyond the funded scope and published intent of this project. City residents who live outside the Westside have had no notice that this project could have direct effect on their neighborhoods. References to citywide application should be removed.
 - Parts of the draft appear to deliberately limit or preclude public participation in important aspects of proposed neighborhood development, which violates comprehensive plan principles supporting meaningful public participation in important decision-making.
 - Concern about challenges for transportation facilities and stormwater runoff due to topography and increased impermeable surface coverage, and evacuation bottlenecks in the event of fire or other natural disasters.
 - The Housing Needs Analysis of 2015, which assumed an annual projected population increase of 2%, found that adequate land exists under current zoning to accommodate growth if appropriate multifamily development in C-2 zones is maximized.
 - These proposal for significant density increases comes before proper evaluation of these risks and before needed roads, schools, parks, and other critical infrastructure are properly funded, planned, or in place.

- The 2011 Transportation System Plan (TSP) envisions a north/south connector in the Westside area to carry through-traffic and trucks.
- The City should review the TSP north/south road assumptions to verify both the need, and desire for more road capacity, as well as consider new assumptions, which might lead to alternative scenarios more consistent with the goals of the Concept Plan.
- A compromise might be to create an improved north/south connection by stemming-off Frankton south of the Covenant Church (before the steep grade) traversing east across the hillside over to either 30th or May in a design that mitigates the slope.
- The proposed zoning is not sufficient to ensure diverse housing types and sufficient housing supply at all income levels to meet the current and future needs identified in Hood River's Housing Needs Analysis.
- Some people have said that the HNA shows that Hood River could accommodate all of its growth for the next twenty years without changing zoning at all. If so, why is this rezone necessary?
- The quality of life in Hood River has been deteriorating since about 1982.
- This concept like this will only put money in developers' pockets and leave the residents with overcrowded streets and schools, overloaded utilities and water facilities, and poor parks and recreation facilities.
- The 2015 Housing Strategy Report identified the need for more multifamily units and affordable options, and the Westside Concept Plan addresses that need creatively, mixing it intentionally with planning for transportation, parks, natural resources, infrastructure, and financing.
- Newcomers and new wealth displacing long-time residents has been happening for some time, but has been accelerating recently. Young college-educated people with emerging leadership and so much value to offer are moving away because they can't afford to live here.
- We must make Hood River an inclusive and more welcoming, affordable place for everyone already here, and plan realistically for the fact that population growth is inevitable.
- How can we assure that we end up with diverse housing types at all income levels?
- Undergrounding power lines is desired.
- Off-street parking is important.
- The plan should include more background information to educate readers about Oregon planning, the grant process, etc.
- The plan should be more flexible by recommending an overall number of park acres, rather than the number of parks.
- If the plan includes typical (suburban-sized) roads, then the cars will prevail and we will not have supported the guiding principles of the plan.
- I think the document needs a Parking Section to address a broad philosophy and a few specific details. Examples of topics include, street parking (or not) on all streets, parking lots (or not) by parks, allowing apartment builders to use street parking to meet their parking requirements.
- At the end of the day, below-market priced housing will require a funding source. That said, there are many who argue that zoning changes to increase the supply of a variety of housing types is extremely beneficial.
- Raising height limits in commercial zones would make mixed-use development in these areas easier.

- Concern that the responses to the survey were 90% white, while the county as a whole is 1/3 Hispanic.
- Support for the location of a neighborhood-serving commercial node.
- How can the zoning require multifamily buildings, rather than just allowing them?

Appendix B: Infrastructure and Funding

1. Roadway Cross Sections
2. Transportation Analysis
3. Roundabout Coordination
4. July 6, 2017 letter from ODOT regarding Exit 62
5. 2010 Exit 62 Concept Plan and Gateway Illustrations
6. Water, Sewer, Stormwater
7. Technical Memorandum 6.1: Funding Review and Funding Toolkit
8. Park Lands Acquisition: Code Research and Case Studies

Memorandum



10/4/17

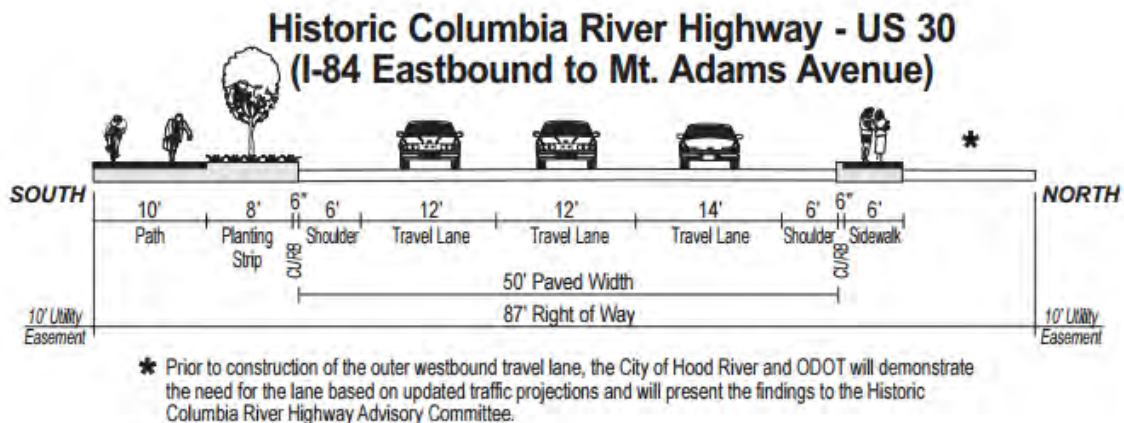
To: Project Management Team
Cc: Project Team
From: Joe Dills and Andrew Parish, Angelo Planning Group, and Walker Macy
Re: Draft Street Cross-Sections

INTRODUCTION

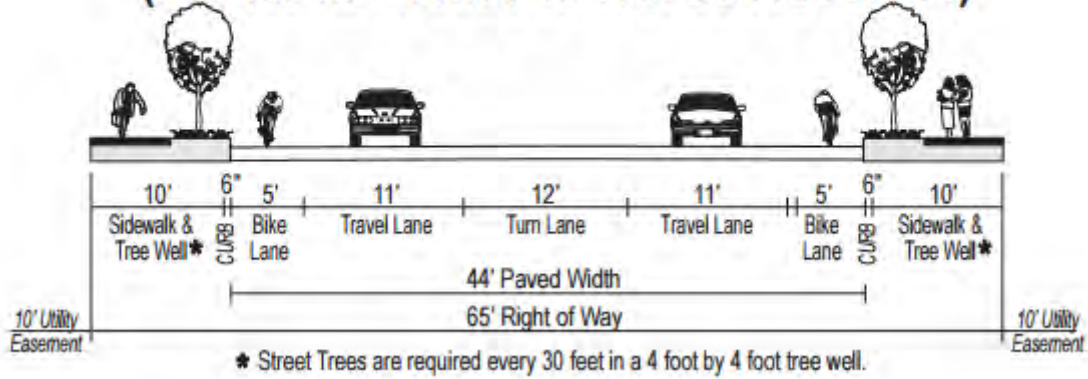
This memorandum describes the existing street cross-sections in the City of Hood River Transportation System Plan (TSP) and introduces new cross sections for roads in the Westside Area. The project team is asked to review the existing cross-sections in the context of the vision and goals of the Westside Area and evaluate whether additional cross sections are needed to implement the Westside Area Concept Plan. The draft Streets Framework Diagram is included at the end of this memorandum for reference.

CROSS-SECTIONS IN THE CURRENT TSP

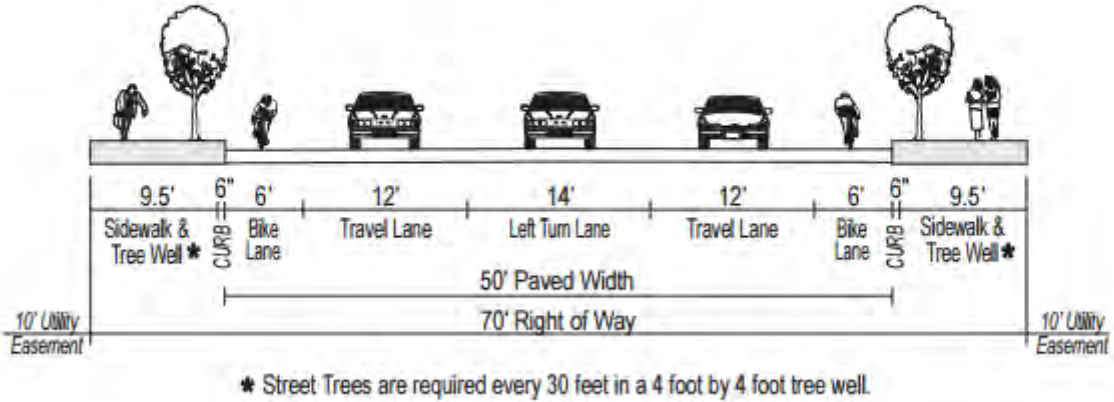
The following cross sections are in the current TSP.



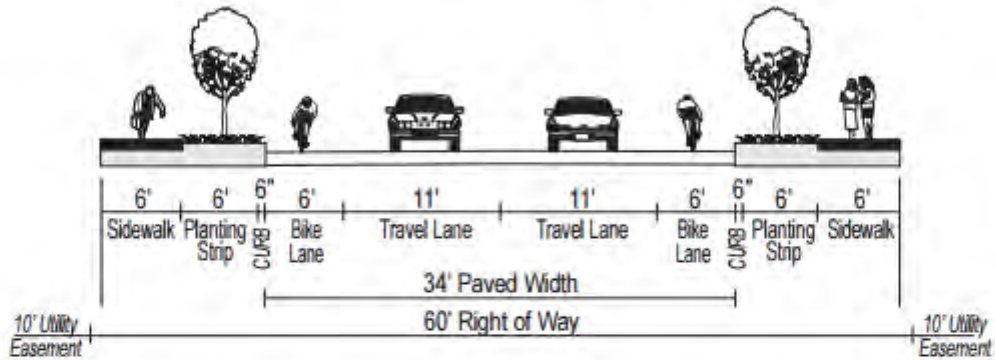
Historic Columbia River Highway - US 30 (Mt. Adams Avenue to 13th Street/OR 281)



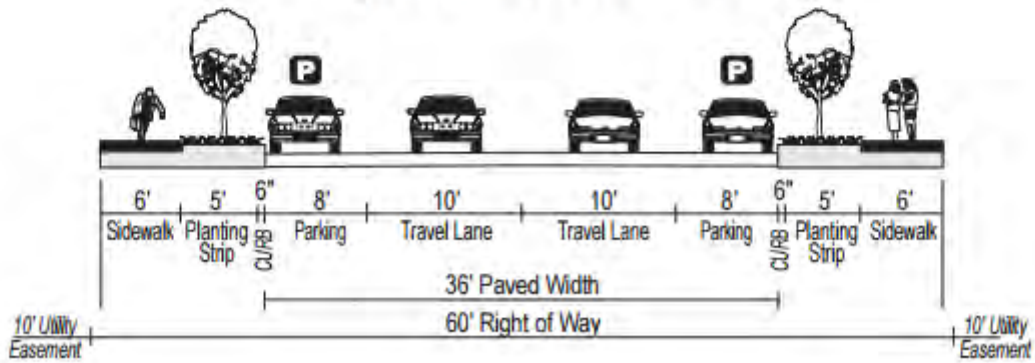
Minor Arterial



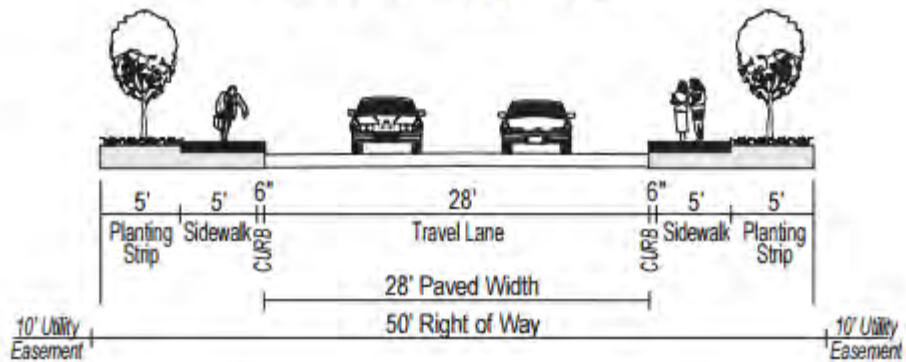
Commercial/Residential Collector



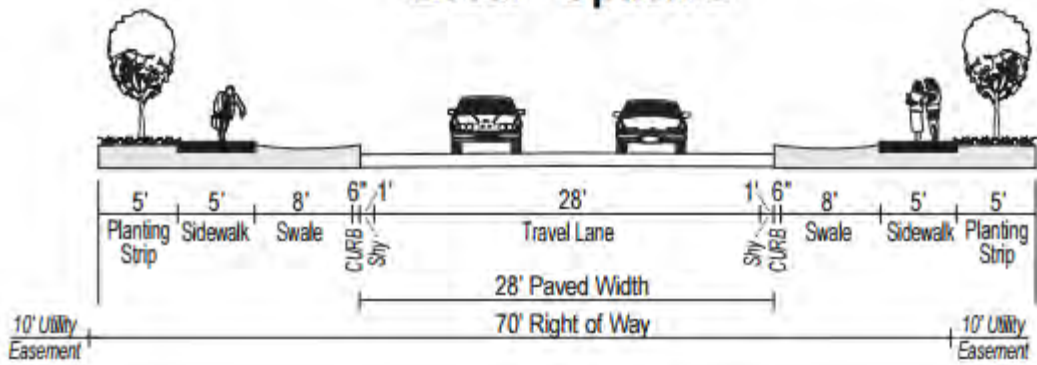
Neighborhood Collector



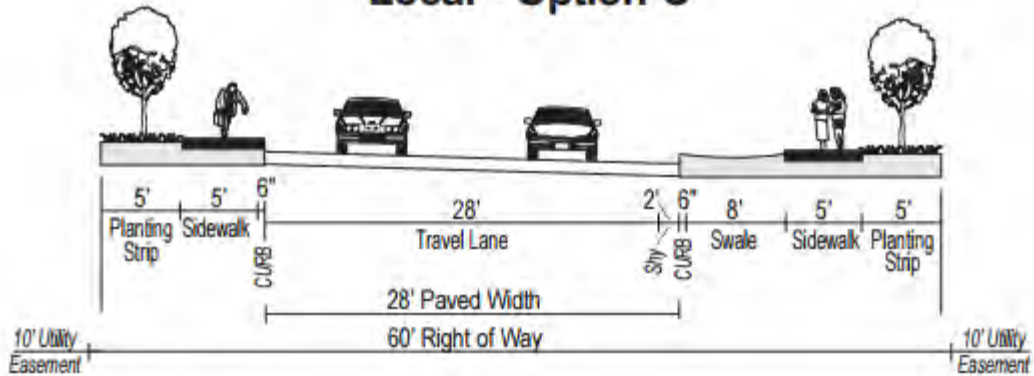
Local - Option A

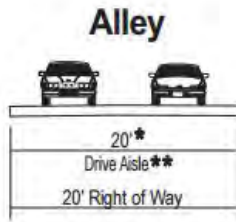


Local - Option B

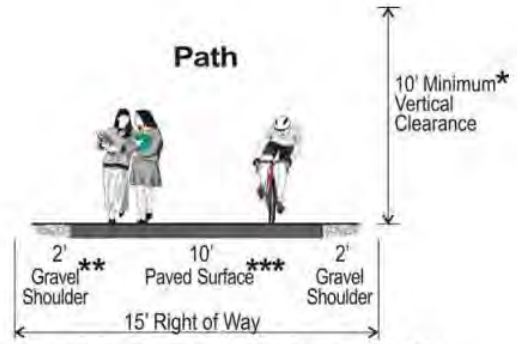


Local - Option C

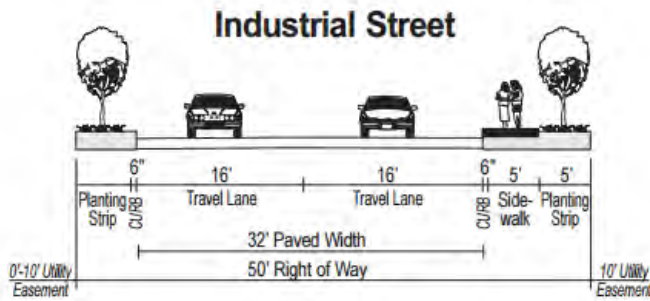




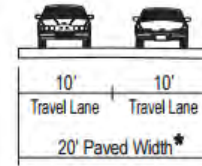
- * Recommend 16-feet of paving with 2-foot-wide gravel shoulder on each side, except where alley abuts existing or proposed hard surfacing (e.g. driveway or other parking area). Where alley abuts existing or proposed hard surfacing, alley pavement should tie into abutting hard surfacing (eliminating gravel shoulder).
- * On-Street Parking prohibited.



- * In constrained areas, vertical clearance may be reduced to a minimum of 8 feet.
- ** Where path abuts existing or proposed hard surface, shoulders shall be paved to tie into the hard surface.
- *** Where not required by City code, can be hard-packed gravel surface.

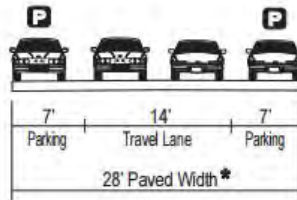


Six Home Private Street ¹.



1. 20 foot private street may be used for up to 6 homes.

Private Street ^{2, 3}.

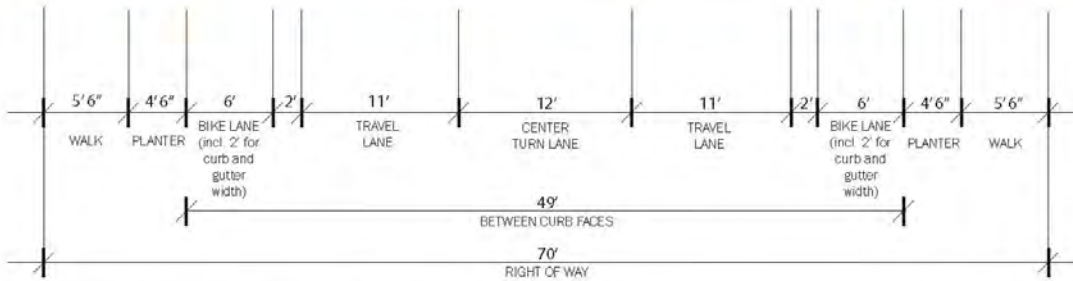


2. Cross-Section applies to PUD streets that serve more than 6 homes. An additional 0.50 parking spaces shall be added for each additional unit beyond 6 homes.
3. Parking shall be staged to allow room for passing vehicles.

* Recommend 2-foot-wide gravel shoulder on each side, except where private road abuts existing or proposed hard surfacing (e.g. driveway or other parking area).

NEW CROSS-SECTIONS FOR THE WESTSIDE AREA

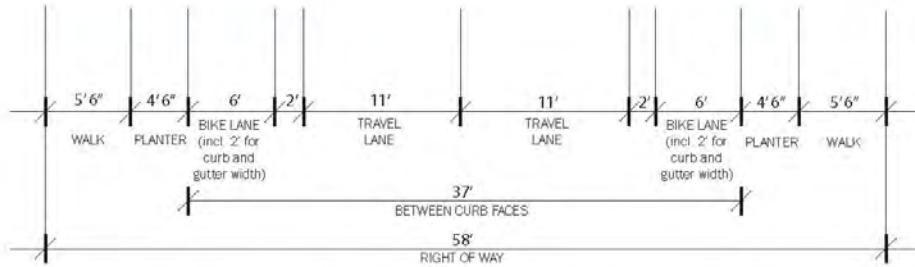
Included below are three cross sections specifically for the Westside Area. These supersede standard adopted cross-sections. These are considered typical and subject to modification as determined by the City Engineer. For any cross-sections not shown below, the adopted TSP cross sections apply.



MINOR ARTERIAL ALIGNMENT D - WITH TURN LANE

CROSS-SECTION

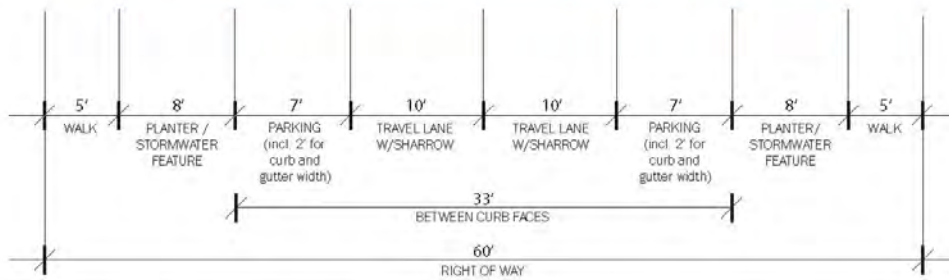
- This diagram shows the layout of the north-south connector ("Alignment D") in areas where a center left-turn lane is required.



MINOR ARTERIAL ALIGNMENT D - WITHOUT TURN LANE

CROSS-SECTION

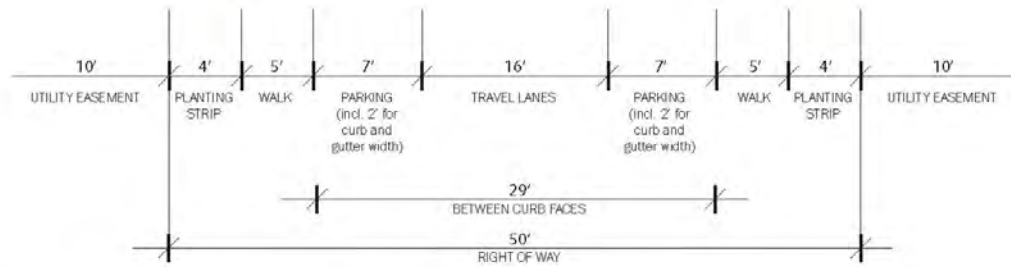
- This diagram shows the alignment of the north-south connector (“Alignment D”) during segments where a left-turn lane is not required, allowing for a smaller overall right-of-way.



NEIGHBORHOOD CONNECTOR STREET

CROSS-SECTION

- This diagram shows a cross section for the “Neighborhood Connector” shown on the street framework plan. Sidewalks are buffered from the street by a planter/stormwater feature, and bicycle travel is accommodated in 10’ travel lanes with sharrows. The City Engineer would have authority to modify this cross-section for inclusion of bioswales.



HOOD RIVER TSP LOCAL STREET

CROSS-SECTION

- This cross section is consistent with the existing local street diagram “Option A” in the TSP, but it shows on-street parking in the image rather than as a footnote. On-street parking provides a buffer between pedestrians and moving traffic. . The City Engineer would have authority to modify this cross-section for inclusion of bioswales.



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Portland, OR 97205
503.243.3500
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TECHNICAL MEMORANDUM 8

DATE: August 9, 2017

TO: Joe Dills and Andrew Parish, Angelo Planning Group

FROM: John Bosket and Jasmine Pahukula

SUBJECT: Hood River Westside Area Concept Plan – Task 6.4 Second Transportation Analysis with Updated Assumptions

The goal of the Westside Area Concept Plan is to develop an integrated land use and transportation plan for a site of approximately 450 acres located within the City of Hood River and Hood River County. A key outcome will be efficient and orderly land use comprised primarily of residential development. The purpose of this memorandum is to address OAR 660-012-0060 Transportation Planning Rule (TPR) requirements by evaluating the transportation impacts of the proposed plan and identifying any mitigation needed to ensure adequate transportation facilities will be in place to support planned growth.

INTRODUCTION

Updated Transportation Analysis and Assumptions

Following the completion of the initial transportation analysis for this project¹, subsequent meetings with stakeholders led to refinements in the Revised Land Use Framework – July, 2017 for the Westside Area. This created a need to update the transportation analysis, but also provided an opportunity to incorporate new information that became available after the original work plan had been established. This updated transportation analysis includes the following modifications:

- Decreased 2040 population growth estimates. This change was made to align with new population forecasts from Portland State University, which assume an annual population growth rate of 1.4 percent to the year 2035, and 0.9 percent thereafter. The previous assumption was that the population would grow at an average rate of 2.0 percent per

¹ Hood River Westside Area Concept Plan – Transportation Analysis Memorandum, DKS Associates, May 5, 2017.

year.

- The assumed number of people per household was changed from 2.25 to 2.39 to better align with assumptions made in the City’s 2015 Housing Needs Analysis.
- Reduced trips within the city limits to account for a mode shift from auto to transit. This reduction was based on the assumption that by 2040, the City of Hood River would have established a transit system comparable to what the City of Sandy has today. According to census data, as much as three percent of Sandy area commute trips are currently made by transit.
- A revised land use plan within the Westside study area (i.e., decreased household growth). In this memo, the revised plan is called the Revised Land Use Framework – July, 2017.
- Two additional study intersections were added (2nd Street/I-84 Westbound Ramps and 2nd Street/I-84 Eastbound Ramps) to assess potential impacts at the I-84 Exit 63 Interchange.

The combined impact of these changes reduced citywide population and household growth assumptions (note: employment growth assumptions were not changed) as shown in Table 1.

Table 1: Changes in Population and Household Growth Resulting from Updated Analysis Assumptions

Category	Scenario C - Strong increase in Workforce and Affordable Housing ²	Revised Land Use Framework – July, 2017	Difference (Revised – Scenario C)
City of Hood River Total Population Estimate	15,583	13,352	-2,231
City of Hood River Total Household Estimate	6,520	5,586	-934
Number of New Households within the Westside Area (2017 to 2040)	2,271	1,703	-568

² Hood River Westside Area Concept Plant – Transportation Analysis Memorandum, DKS Associates, May 5, 2017.

Study Area

The study area is bound by I-84 to the north, Rand Road/27th Street to the east, Belmont Drive and the urban growth boundary (UGB) to the south, and Frankton Road to the west. The following intersections were selected for traffic operations analysis and an evaluation of potential impacts from the proposed land use action.

1. Cascade Avenue/Westcliff Drive.
2. Cascade Avenue/I-84 Westbound Ramps
3. Cascade Avenue//I-84 Eastbound Ramps
4. Cascade Avenue/Mt. Adams Avenue
5. Cascade Avenue//Rand Road
6. Country Club Road/Frankton Road
7. Frankton Road/May Street
8. May Street/30th Street
9. Rand Road/27th Street/May Street
10. Frankton Road/Post Canyon Road/Belmont Avenue
11. Belmont Avenue/30th Street
12. Belmont Avenue/27th Street
13. 2nd Street/I-84 Westbound Ramps
14. 2nd Street/I-84 Eastbound Ramps

The study area and selected study intersections are shown in Figure 1.



Figure 1: Study Area



Scenarios

This analysis evaluates the following two alternatives during the weekday p.m. peak hour in the year 2040:

- Transportation Base Case – includes land use consistent with the current Comprehensive Plan/Zoning and transportation improvements identified in the adopted City of Hood River Transportation System Plan (TSP) Motor Vehicle Financially Constrained Plan.³
- Revised Land Use Framework – July, 2017 – includes land use within the Westside Area Plan boundary which are based on the Draft Preferred Land Use Framework⁴ as revised to incorporate many of the transect ideas presented to the Project Advisory Committee on June 28, 2017, and the same transportation improvements assumed for the Transportation Base Case, with some minor changes as described in the Transportation Network Assumptions section.

Land use and transportation network assumptions for each alternative are described in more detail in the following sections.

Land Use Assumptions

The Transportation Base Case represents the existing Comprehensive Plan/Zoning that applies in the Westside Area. In other words, it does not change existing zoning to provide a baseline for use in comparing the alternatives.

The Transportation Base Case was developed by modifying population and housing growth assumptions previously used for the City's TSP update. This included using Portland State University's recent annual population growth rates of 1.4 percent through 2035, and 0.9 percent from 2035 to 2040, as well as changing the assumed number of people per household from 2.25 to 2.39 to better align with assumptions made in the City's 2015 Housing Needs Analysis⁵. Employment growth assumptions were taken from the City's 2011 Economic Opportunities Analysis⁶.

The Revised Land Use Framework – July, 2017 represents changes to the Comprehensive Plan/Zoning to accommodate an increased amount of workforce and affordable housing choices by increasing housing density and providing a greater mix of housing types within the Westside Area. This scenario changes selected undeveloped residential land within the study area to "R-2A" and R-3 type land uses, which increases the opportunities for small lot, duplex/triplex, townhome, cluster developments, and apartment housing. It retains developed R-2 lands in their current zoning and R-1 lands in the south and western parts of the study area. The current R-2 lands are also retained in the southern part of the study area near Westside Elementary School. Overall, these changes increase opportunities for workforce and affordable housing and create

³ City of Hood River Transportation System Plan, 2011.

⁴ As reviewed by the Project Advisory Committee on April 26, 2017 and the joint Planning Commission/City Council meeting on May 22, 2017

⁵ City of Hood River Housing Needs Analysis, September 2015, ECONorthwest.

⁶ Hood River Economic Opportunities Analysis, June 2011, FSC Group.

a transect of land use densities across the study area and within neighborhoods.

The City's transportation model uses a control total for land use that is coordinated with Hood River County and ODOT. The overall housing and employment assumptions within the City of Hood River UGB were held constant between the two alternatives. The only difference was where the growth was assumed to occur. This is a technical modeling assumption and not a land use policy change.

Transportation Network Assumptions

According to the TPR, in determining whether a proposed land use regulation amendment has a "significant effect" on the existing or planned transportation system, the evaluation must rely only on existing transportation facilities and planned facilities that are either funded or for which the state/local agency provides a written statement that the facility is reasonably likely to be funded by the end of the planning period.⁷ The projects identified in the Motor Vehicle Financially Constrained Plan of the City's TSP were used to represent assumed transportation network conditions for the Transportation Base Case. The Financially Constrained Plan is a subset of all TSP projects that aligns with anticipated funding. Therefore, it is assumed that these projects are reasonably likely to be funded by 2040. The Motor Vehicle Financially Constrained Plan improvements within the Westside Area Plan boundary are listed below and shown in Figure 2.

Elements of each project that have already been constructed are not mentioned. The project ID numbers (e.g., MV3) are consistent with those used in the City's TSP.

- MV3 – Cascade Avenue/Mt. Adams Avenue:
 - Cascade Avenue at Mt. Adams Avenue: Construct a second northbound left turn lane and install yield control for eastbound right turn lane.
 - Mt. Adams Avenue at Wine Country Avenue: Construct northbound left turn lane, northbound shared through/right turn lane, channelized southbound right turn lane under yield control, southbound through lane, southbound left turn lane, eastbound left turn lane, eastbound shared through/right turn lane, east approach for property access including a westbound left turn lane, and a shared westbound through/right turn lane.
- MV4 – Mt. Adams Avenue (Wine Country Avenue to Fairview Drive): Construct Mt. Adams Avenue as a 3-lane minor arterial and construct a traffic signal at May Street/Mt. Adams Avenue/30th Street (30th Street north of May Street would be disconnected and cul-de-saced).
- MV11 – Mt. Adams Avenue/Cascade Avenue – Construct a traffic signal.
- MV12 – Mt. Adams Avenue/Wine Country Avenue - Construct a traffic signal.
- MV13 – Rand Road/Cascade Avenue - Construct a traffic signal, eastbound right turn lane and modify the northbound and southbound approach to include a left turn lane and a shared through/right turn lane.

⁷ OAR 660-012-0060(4)

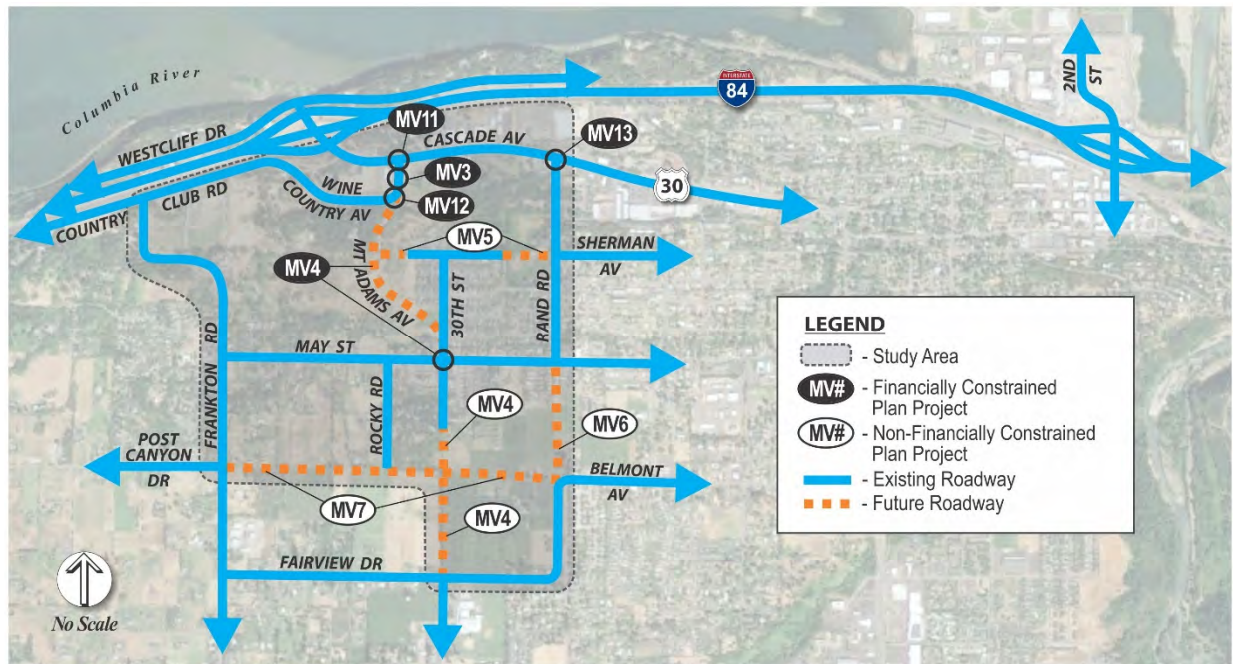


Figure 2: Transportation Base Case Transportation Network Assumptions

A select group of street extension projects from the City TSP that are not on the Financially Constrained Plan were included as well. While projects for which no reasonable funding source has been identified would not typically be assumed to be in place for TPR analysis, these streets were included because they would be necessary to access new development as it occurs within the Westside Area Plan boundary. A portion of the cost for each of these new streets would be the responsibility of developers. However, means for funding the remainder of these new streets as the area develops must be identified to satisfy TPR requirements. These projects are also shown in Figure 2 and listed below.

- MV4 – Mt. Adams Avenue (May Street to Fairview Drive): includes improvements south of May Street.⁸
- MV5 – Sherman Avenue (Rand Road to Mt. Adams Avenue) – Extend Sherman Avenue from Rand Road to Mt. Adams Avenue.
- MV6 – Rand Road (May Street to Belmont Avenue) – Extend Rand Road/27th Street from the current stub south of May Street to Belmont Avenue.
- MV7 – Belmont Avenue (Rand Road to Frankton Road) – Extend Belmont Avenue to Frankton Road.

⁸ Note: The portion of project MV4 from May Street to the north was included in TSP Financially Constrained Plan. Project MV4 is split into two “phases” for budgeting purposes.

The Revised Land Use Framework – July, 2017 has the same network assumptions as the Transportation Base Case with the following exceptions, which are shown in Figure 3:

- A shift in location for Project MV4, the portion of the Mt. Adams Avenue extension between Wine Country Avenue (formally referred to as Country Club Road in the TSP) and May Street is shifted to the west. This western alignment is hereafter referred to as “Alignment D” (project MV4.2 in Figure 3).
- A shift in location for Project MV12, the traffic signal on Mt. Adams Avenue at Wine Country Avenue is moved west to the new intersection of Wine Country Avenue at Alignment D (now project MV12.1)⁹. The Wine Country Avenue/Alignment D intersection includes a westbound through lane, a westbound left turn lane, an eastbound shared through-right lane, a northbound right turn lane, and a northbound left turn lane.
- Sherman Avenue is extended further to the west, all the way to Alignment D. A neighborhood collector street further to the south would provide a connection between Alignment D and Frankton Road.
- A shift in the location for the traffic signal on May Street at 30th Street. The signal is moved west to the new intersection with Alignment D (now project MV4.3).

Alignment D and the associated intersection improvements on Wine Country Avenue and May Street are not on the TSP Financially Constrained Plan. However, since they would replace the portion of project MV4 that is on the Financially Constrained Plan, the future funds allocated for those improvements would be transferred to the new Alignment D project.

Two alternative alignments of the Mt. Adams Avenue extension, including Alignment D, were proposed (refer to the Alternatives Analysis Report¹⁰) instead of the alignment identified in the City’s TSP. Under the Revised Land Use Framework – July, 2017, the two alignments would be functionally equivalent from a transportation standpoint if appropriate intersection improvements are included at key locations where the alignments differ.

To move forward with the transportation analysis, the alignment shown in Figure 3 (Alignment D) was assumed to be in place as part of the Revised Land Use Framework – July, 2017. To be clear, this is not a final decision between the two proposed alignments. There are other factors including construction costs, grades, and other utilities that will be used to evaluate the two alignments before a decision is made. At the time of this writing, the project committees have supported the inclusion of Alignment D in the Draft Concept Plan. However, this will not be a final decision until the City adopts the plan.

⁹ The Streets Framework plan identifies two north-south connections between Wine Country Avenue and Sherman Avenue via the Mt. Adams Avenue extension and the 30th Street extension. Assuming these two roadway extensions are intended to provide local/neighborhood access only, it is recommended that both access points are limited to right-in, right-out only at the Wine Country Avenue/Mt. Adams Avenue intersection.

¹⁰ Hood River Westside Area Concept Plan Alternatives Analysis Report DRAFT, January 2017.

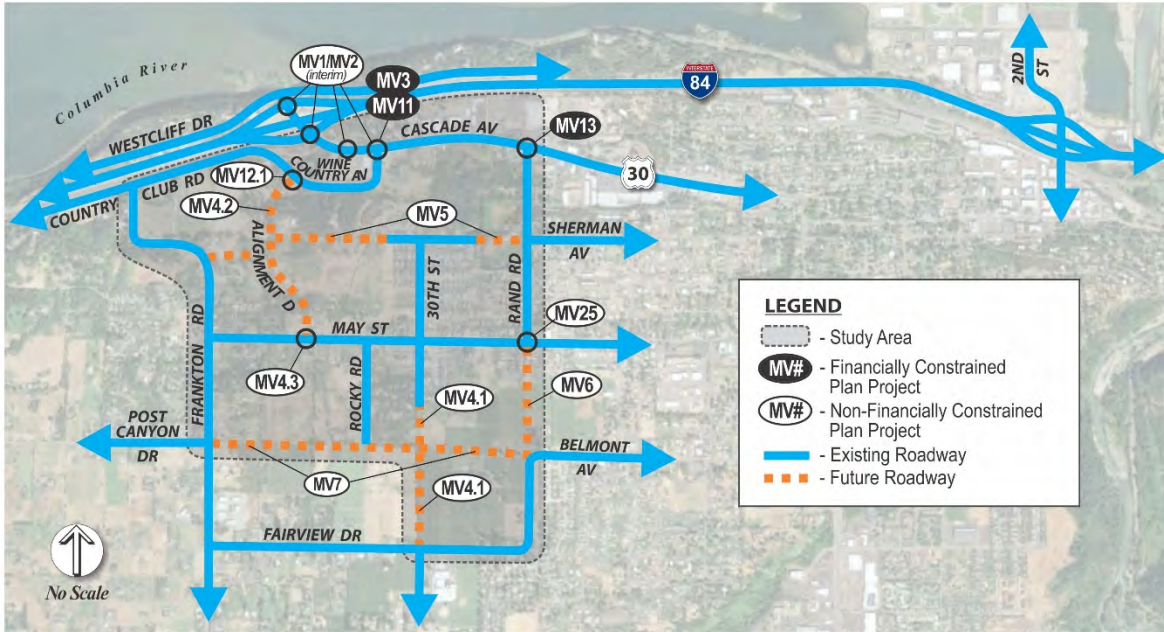


Figure 3: Revised Land Use Framework – July, 2017 Transportation Network Assumptions

TRANSPORTATION ANALYSIS

Future Traffic Volume Development

To determine future year intersection traffic operations, year 2040 motor vehicle traffic volumes were forecasted at the study intersections. These volumes were forecasted by applying each alternative's land use and transportation network assumptions to the Hood River Travel Forecast Tool created for network analysis when the 2011 TSP was developed. In addition, all citywide internal trips (i.e., those beginning and ending within the city) were reduced by three percent to account for a mode shift of some trips from auto to transit. Future volumes at the study intersections are provided in Appendix A.

Future Traffic Operations

Future intersection operations analysis was performed for the 14 study area intersections to identify potential transportation impacts from the proposed rezones associated with the Revised Land Use Framework – July, 2017. Intersections are the focus of the analysis because they are typically the controlling bottlenecks of traffic flow and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity. Included are descriptions of the intersection performance measures, jurisdictional operational standards, and future traffic operational analysis.

Intersection Performance Measures

Level of service (LOS) ratings and volume-to-capacity (v/c) ratios are two commonly used performance measures that provide a good picture of intersection operations. In addition, they are often incorporated into agency mobility standards.

- Level of service (LOS): A “report card” rating (A through F) based on the average delay experienced by vehicles at the intersection. LOS A, B, and C indicate conditions where traffic moves without significant delays over periods of peak hour travel demand. LOS D and E are progressively worse operating conditions. LOS F represents conditions where average vehicle delay has become excessive and demand has exceeded capacity. This condition is typically evident in long queues and delays.
- Volume-to-capacity (v/c) ratio: A decimal representation (typically between 0.00 and 1.00) of the proportion of capacity that is being used at a turn movement, approach leg, or intersection. It is determined by dividing the peak hour traffic volume by the hourly capacity of a given intersection or movement. A lower ratio indicates smooth operations and minimal delays. As the ratio approaches 0.95, congestion increases and performance is reduced. If the ratio is greater than 1.00, the turn movement, approach leg, or intersection is oversaturated and usually results in excessive queues and long delays.

Jurisdictional Operating Standards

All study intersections are subject to the adopted operating standards of either the City of Hood River or ODOT. Having all intersections meet those standards is desired, but for TPR compliance they can fail to meet operating standards if the proposed land use action does not make conditions worse than they were otherwise, except for intersections within and adopted Interchange Area Management Plan (IAMP). The Transportation Base Case serves as the baseline benchmark for operational performance for non-IAMP intersections. However, IAMP intersections must meet the operating standards under the proposed land use action. The IAMP intersections are identified in Table 2.

Intersection performance measures used for operating standards vary by roadway jurisdiction. The study intersections under ODOT jurisdiction must comply with the v/c ratio targets in the Oregon Highway Plan (OHP), which specifies a v/c ratio target of 0.95 or less for the study intersections along Cascade Avenue.¹¹ The OHP specifies a more restrictive v/c target of 0.85 or less for ramp terminals.¹²

The study intersections under City of Hood River jurisdiction must comply with the LOS targets in the City's TSP, which requires a LOS D or better for city-owned streets.¹³

Intersection Operations

The future traffic operations at the study intersections were determined for the weekday p.m. peak hour based on the Synchro⁹ software analysis using 2000 Highway Capacity Manual methodology¹⁴ for signalized intersections and 2010 Highway Capacity Manual methodology¹⁵ for unsignalized intersections. The level of service (LOS) and volume to capacity (v/c) ratio of each study intersection are listed in Table 2. Detailed intersection analysis worksheets are included in Appendix B.

As shown, four study intersections fail to comply with operating standards by 2040 under the Transportation Base Case. These include:

- Cascade Avenue/I-84 Westbound Ramps (unsignalized)
- Cascade Avenue/I-84 Eastbound Ramps (unsignalized)
- Cascade Avenue/Mt. Adams Avenue (signalized)
- Rand Road/27th Street/May Street (unsignalized)

Under the Revised Land Use Framework – July, 2017, conditions worsen at the Cascade Avenue/Mt. Adams Avenue and Rand Road/27th Street/May Street intersections. Although conditions improve at the Exit 62 (Cascade Avenue/I-84) interchange under the Revised Land Use Framework – July, 2017, the Exit 62 interchange is part of an adopted IAMP. Therefore, those intersections must meet operating standards or mitigation will be required at all four of these intersections to achieve TPR compliance.

¹¹ Table 7, Oregon Highway Plan, Oregon Department of Transportation, December 2011. Based on a District Highway, Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph.

¹² Oregon Highway Plan, Oregon Department of Transportation, December 2011, page 76.

¹³ City of Hood River Transportation System Plan, October 2011.

¹⁴ *2000 Highway Capacity Manual*, Transportation Research Board, Washington DC, 2000.

¹⁵ *2010 Highway Capacity Manual*, Transportation Research Board, Washington DC, 2010.

Table 2: Future Study Intersection Operations 2040 Weekday P.M. Peak Hour

Intersection		Operating Standard	Transportation Base Case			Revised Land Use Framework – July, 2017		
			LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c
1	Cascade Avenue/Westcliff Drive	0.95 v/c (IAMP)	A/B ¹	12.6 ¹	0.12 ¹	A/B ¹	12.3 ¹	0.10 ¹
2	Cascade Avenue/ I-84 Westbound Ramps	0.85 v/c (IAMP)	A/F	>1000	3.40	A/F	759.2	2.59
3	Cascade Avenue/ I-84 Eastbound Ramps	0.85 v/c (IAMP)	A/F	99.0	1.07	A/F	56.0	0.92
4	Cascade Avenue/Mt. Adams Avenue	0.95 v/c (IAMP)	F	168.7	1.74	F	196.4	1.88
5	Cascade Avenue/Rand Road	0.95 v/c (IAMP)	C	25.2	0.65	C	30.9	0.79
6	Country Club Road/Frankton Road	D	A/B	12.2	0.27	A/B	11.8	0.27
7	Frankton Road/May Street	D	A/C	15.3	0.38	A/C	17.4	0.42
8	May Street/30 th Street	D	C	26.5	0.57	A/C	17.5	0.29
9	Rand Road/27 th Street/May Street	D	A/F	162.7	1.22	A/F	387.8	1.71
10	Frankton Road/Post Canyon Road/Belmont Avenue	D	A/C	15.6	0.20	A/C	18.9	0.24
11	Belmont Avenue/30 th Street	D	A/D	29.1	0.20	A/C	23.4	0.32
12	Belmont Avenue/27 th Street	D	A/B	13.9	0.13	A/B	12.3	0.10
13	2 nd Street/I-84 Westbound Ramps	0.85 v/c (IAMP)	C	22.3	0.77	C	23.3	0.79
14	2 nd Street/I-84 Eastbound Ramps	0.85 v/c (IAMP)	B	18.7	0.82	B	18.9	0.81
-	Alignment D/May Street	D	-	-	-	D	52.5	0.44
<p>Bolded Red and Shaded values do not meet operating standards. Two-Way Stop Controlled intersections: LOS = Level of Service of Major Street/Minor Street (i.e., A/F) V/C = Volume-to-Capacity Ratio of Worst Movement</p>								

Delay = Seconds of Delay of Worst Movement

¹ Due to the atypical traffic control at this intersection, the future operations were determined using 2000 Highway Capacity Manual methodology for unsignalized intersections.

Why do conditions at the I-84 Exit 62 ramp intersections improve under the Revised Land Use Framework – July, 2017?

Future traffic volume forecasts for each alternative use a shortest path analysis, where “short” is defined by how much time it takes to arrive at a destination. Therefore, excessive congestion can result in routing changes across the city. In this case, the unimproved Exit 62 interchange operates very poorly under the Transportation Base Case and drivers will experience very long delays. The increased housing density in the Westside Area associated with the Revised Land Use Framework – July, 2017 creates more vehicle trip demand for the Exit 62 interchange area. However, the shift of the Mt. Adams Avenue extension to Alignment D, approximately 900 feet to the west, makes Alignment D less attractive for some trips (because the trips take more time). About half of the diverted trips will choose to enter Hood River from Exit 63 and travel westbound down Cascade Avenue instead of using the Exit 62 interchange. The remaining diverted trips enter the city from the south via OR35 and from the east via State Street and will also choose to travel westbound down Cascade Avenue instead of using the Exit 62 interchange. The net result is fewer trips in the Exit 62 interchange and less delay under the Revised Land Use Framework – July, 2017, though congestion may be increased elsewhere.

Mitigation for the Exit 62 interchange is assumed to include the improvements recommended at this location in the City’s TSP. The Exit 62 improvements in the City’s adopted TSP (MV1) include:

Cascade Avenue/ I-84 Westbound Ramps:

- Construct traffic signal
- Construct northbound left turn lane (full length of the bridge)
- Construct second southbound through lane
- Construct westbound left turn lane
- Construct shared westbound through/left turn lane
- Construct westbound right turn lane

Cascade Avenue/ I-84 Eastbound Ramps:

- Construct traffic signal
- Construct northbound right turn lane (drop lane from Cascade Avenue to I-84 eastbound)
- Construct second southbound through lane
- Construct southbound left turn lane
- Construct eastbound right turn lane



Mitigation for the Cascade Avenue/Mt. Adams Avenue intersection is assumed to include the remainder of the improvements recommended at this location in the City's TSP. These include:

- Construct a westbound left turn lane on Cascade Avenue (part of project MV2)

To accommodate the construction of new turn lanes at the Exit 62 interchange and Cascade Avenue/Mt. Adams Avenue intersection, the additional improvements, also included in the City's adopted TSP (MV2), will be required on Cascade Avenue between the interchange and Mt. Adams Avenue:

- Construct second eastbound lane from I-84 eastbound ramp terminal to Mt. Adams Avenue
- Construct a second westbound lane from Mt. Adams Avenue to I-84 eastbound ramp terminal (ends as right turn lane)

To summarize, the above-listed improvements at and near Exit 62 are included in the City's currently adopted TSP and are necessary to accommodate Hood River's growth under either the Transportation Base Case or Revised Land Use Framework – July, 2017.

The City's TSP does not identify any improvements for the intersection of Rand Road/27th Street/May Street. If a traffic signal were constructed, operating conditions could be improved to a LOS B, which would meet adopted standards (see Table 3). Alternatively, the City could consider constructing a mini-roundabout at this location to fit within available right-of-way at a significantly lower cost. Refer to Appendix C for an example of a mini-roundabout. This project (MV25) is the only new improvement that would be added to City's TSP to accommodate growth under the proposed Revised Land Use Framework – July, 2017.

With these mitigations in place, conditions at the four identified intersections will comply with operational standards under the Transportation Base Case and Revised Land Use Framework – July, 2017 and would meet TPR requirements.

Note: Under the Mitigated Transportation Base Case, conditions worsen at Belmont Avenue/30th Street. However, under the Mitigated Revised Land Use Framework – July, 2017, conditions at Belmont Avenue/30th Street will comply with operations standards and would meet TPR requirements.

Table 3: Future Study Intersection Operations 2040 Weekday P.M. Peak Hour - Mitigated

Intersection	Operating Standard	Transportation Base Case			Revised Land Use Framework – July, 2017		
		LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c
1 Cascade Avenue/Westcliff Drive	0.95 v/c	B	14.8	0.11	B	18.2	0.11
2 Cascade Avenue/ I-84 Westbound Ramps	0.85 v/c	C	27.6	0.73	C	27.0	0.67
3 Cascade Avenue/ I-84 Eastbound Ramps	0.85 v/c	C	26.0	0.65	C	22.9	0.66
4 Cascade Avenue/Mt. Adams Avenue	0.95 v/c	B	16.7	0.87	B	19.1	0.83
5 Cascade Avenue/Rand Road	0.95 v/c	C	23.1	0.72	C	28.1	0.85
6 Country Club Road/Frankton Road	D	A/B	12.7	0.31	A/B	11.8	0.26
7 Frankton Road/May Street	D	A/B	14.7	0.31	A/C	16.3	0.39
8 May Street/30 th Street	D	C	20.6	0.51	A/B	14.1	0.22
9 Rand Road/27 th Street/May Street	D	B	10.9	0.59	B	19.1	0.77
10 Frankton Road/Post Canyon Road/Belmont Avenue	D	A/C	17.4	0.23	A/C	18.2	0.23
11 Belmont Avenue/30 th Street	D	A/E	43.9	0.35	A/C	23.6	0.32
12 Belmont Avenue/27 th Street	D	A/B	15.5	0.14	A/B	15.8	0.21
13 2 nd Street & I-84 Westbound Ramps	0.85 v/c	C	20.3	0.73	C	22.2	0.77
14 2 nd Street & I-84 Eastbound Ramps	0.85 v/c	B	18.5	0.80	B	19.1	0.81
- Alignment D/May Street	D	-	-	-	D	48.1	0.42
<p>Bolded Red and Shaded values do not meet operating standards. Two-Way Stop Controlled intersections:</p>							



LOS = Level of Service of Major Street/Minor Street (i.e., A/F) V/C = Volume-to-Capacity Ratio of Worst Movement Delay = Seconds of Delay of Worst Movement

Interchange Ramp Queues

In addition to intersection operations, projected vehicle queues on the I-84 Exit 62 and Exit 63 off-ramps were also compared between alternatives to identify potential safety issues. Safety concerns arise if ramp queues exceed the provided storage area and spill back into the portion of the ramp needed to slow to a stop from exiting freeway speeds. The result is an increased risk for high-speed rear-end collisions. This is not a new issue. In 2011, the Exit 62 Interchange Area Management Plan previously analyzed ramp queues and identified the need for ramp capacity improvements.

SimTraffic modeling software was used to estimate the 95th percentile vehicle queues for the I-84 Exit 62 and Exit 63 westbound and eastbound off-ramps, without mitigating improvements, so as to assess the level of mitigations required. This analysis estimates the queue length that would not be exceeded in 95 percent of the queues formed during the peak hour.

Vehicle queues at the Cascade Avenue/I-84 Westbound Ramps are very long and would extend back into the freeway mainline under the Transportation Base Case. Conditions improve under the Revised Land Use Framework – July, 2017; however, the queues still would extend back into the freeway mainline. This change is due to the diversion of trips to the Exit 63 interchange and westbound Cascade Avenue to avoid excessive delays at the Exit 62 interchange. Detailed queuing results for the westbound and eastbound ramps at the I-84 Exit 62 and Exit 63 interchanges in their current unimproved states are included in Appendix D.

Table 4 identifies the 95th percentile queue lengths for the westbound and eastbound ramps at the I-84 Exit 62 and Exit 63 interchanges with the proposed mitigations. Operating standards at the intersections would be met under both alternatives. Queue lengths can be accommodated during the design to ensure the vehicle queues don't extend into the deceleration area.

Table 4: 2040 Weekday P.M. Peak Hour Motor Vehicle 95th Percentile Queuing - Mitigated

Intersection	Movement	95 th Percentile Vehicle Queue Length (ft.)	
		Transportation Base Case	Revised Land Use Framework – July, 2017
2 Cascade Avenue/ I-84 Westbound Ramps	Left	275	250
	Left/Through	325	275
	Right	125	75
3 Cascade Avenue/ I-84 Eastbound Ramps	Left/Through	100	100
	Right	250	225
13 2 nd Street & I-84 Westbound Ramps	Left/Through	425	375
	Right	200	175
14 2 nd Street & I-84 Eastbound Ramps	Left/Through	250	300
	Right	150	200

Alternative Interim Improvements for TPR Compliance

The proposed mitigation at the Exit 62 interchange, which includes significant interchange reconstruction, is not reasonably likely to be funded by 2040. As an alternative to full interchange reconstruction, which was estimated to cost approximately \$35 million, a set of interim improvements are offered for consideration that would cost approximately \$5 million. Congestion would still be present, but ramp queues would be maintained at a safe length so stopped vehicles would not queue back onto the freeway mainline or within the portion of the off-ramps needed to decelerate to a stop from freeway speeds. These improvements (MV1/MV2 Interim) include:

Cascade Avenue/ I-84 Westbound Ramps

- Construct a traffic signal
- Install queue detection devices on the off-ramp and ability to pre-empt signal timing to allow the off-ramp queues to be cleared during times when queue lengths become excessive

Cascade Avenue/ I-84 Eastbound Ramps

- Construct an eastbound shared through/left turn lane to create an exclusive lane for the heavier right turn movement



Cascade Avenue

- Construct second eastbound lane from the I-84 eastbound ramp terminal to Mt. Adams Avenue (would tie into the existing eastbound right turn lane at Mt. Adams Avenue)

Westcliff Drive/Cascade Avenue

- Install a stop sign on the eastbound approach
- Remove the stop sign for the northbound right turn lane

Tables 5 and 6 show the intersection operations and Exit 62 queuing with the above improvements in place (also includes all other improvements previously discussed). As noted, the interim improvements do not meet the operating standards (v/c ratio targets), but they do prevent ramp queues from backing onto the mainline or obstructing vehicles exiting from the freeway. Although the Exit 62 interchange ramp intersections do not meet the operating standards under the Revised Land Use Framework – July 2017, the v/c ratios are less than 1.0, which is a significant improvement. While this analysis was completed for the year 2040, ODOT is advised to implement the identified safety improvements (MV1/MV2 Interim) in the near term rather than waiting until 2040.

Table 5: Future Study Intersection Operations 2040 Weekday P.M. Peak Hour – Mitigated with Interim Improvements

Intersection		Operating Standard	Transportation Base Case			Revised Land Use Framework – July, 2017		
			LOS	Delay (sec)	v/c	LOS	Delay (sec)	v/c
1	Cascade Avenue/Westcliff Drive	0.95 v/c (IAMP)	A/B ¹	12.0 ¹	0.09 ¹	A/B ¹	12.2 ¹	0.12 ¹
2	Cascade Avenue/ I-84 Westbound Ramps	0.85 v/c (IAMP)	D	49.9	1.05	D	35.7	0.93
3	Cascade Avenue/ I-84 Eastbound Ramps	0.85 v/c (IAMP)	A/F	115.6	1.11	A/E	46.4	0.87
4	Cascade Avenue/Mt. Adams Avenue	0.95 v/c (IAMP)	B	17.7	0.88	B	19.1	0.83
5	Cascade Avenue/Rand Road	0.95 v/c (IAMP)	C	23.1	0.72	C	28.1	0.85
6	Country Club Road/Frankton Road	D	A/B	12.7	0.31	A/B	11.8	0.26
7	Frankton Road/May Street	D	A/B	14.7	0.31	A/C	16.3	0.39
8	May Street/30 th Street	D	C	20.6	0.51	A/B	14.1	0.22
9	Rand Road/27 th Street/May Street	D	B	10.9	0.59	B	19.1	0.77
10	Frankton Road/Post Canyon Road/Belmont Avenue	D	A/C	17.4	0.23	A/C	18.2	0.23
11	Belmont Avenue/30 th Street	D	A/E	43.9	0.35	A/C	23.6	0.32
12	Belmont Avenue/27 th Street	D	A/B	15.5	0.14	A/B	15.8	0.21
13	2 nd Street/I-84 Westbound Ramps	0.85 v/c (IAMP)	C	20.3	0.73	C	22.2	0.77
14	2 nd Street/I-84 Eastbound Ramps	0.85 v/c (IAMP)	B	18.5	0.80	B	19.1	0.81
-	Alignment D/May Street	D	-	-	-	D	48.1	0.42

Bolded Red and Shaded values do not meet operating standards.

Two-Way Stop Controlled intersections:
 LOS = Level of Service of Major Street/Minor Street (i.e., A/F)
 V/C = Volume-to-Capacity Ratio of Worst Movement
 Delay = Seconds of Delay of Worst Movement
¹ Due to the atypical traffic control at this intersection, the future operations were determined using 2000 Highway Capacity Manual methodology for unsignalized intersections.

Table 6: 2040 Weekday P.M. Peak Hour Motor Vehicle 95th Percentile Queuing – Mitigated with Interim Improvements

	Intersection	Movement	95 th Percentile Vehicle Queue Length (ft.)	
			Transportation Base Case	Revised Land Use Framework – July, 2017
2	Cascade Avenue/ I-84 Westbound Ramps	Left /Through/Right	1,300	400
3	Cascade Avenue/ I-84 Eastbound Ramps	Left /Through	225	150
		Right	300	250

SUMMARY OF KEY FINDINGS & RECOMMENDATIONS

Both the proposed land uses and minor transportation network changes associated with the Revised Land Use Framework – July, 2017 will have a “significant effect”, as defined by the Transportation Planning Rule, on the operational performance of the intersections at the Exit 62 interchange, Cascade Avenue/Mt. Adams Avenue, and Rand Road/27th Street/May Street. All four identified intersections will fail to meet adopted operational standards by 2040 under the Transportation Base Case and Revised Land Use Framework – July, 2017.

The following set of improvements are recommended to supplement the Financially Constrained Plan improvements and mitigate the impacts of the proposed land use action, allowing for TPR compliance. This includes the interim Exit 62 interchange improvements in lieu of the full set of interchange improvements included in the City’s TSP. However, to comply with the TPR, ODOT must be willing to provide a letter stating that these improvements are sufficient and reasonably likely to be funded by 2040.

Note: There is an identifier for each improvement highlighting the project source. Most required projects are already identified in the City’s adopted TSP. There is one new project recommended for the TSP that is necessary to accommodate growth under the proposed land use plan. There are four new interim projects recommended to satisfy TPR requirements.

Cascade Avenue/ I-84 Westbound Ramps (MV1/MV2 Interim)

- Construct a traffic signal (currently in the adopted TSP)
- Install queue detection devices on the off-ramp and ability to pre-empt signal timing to allow the off-ramp queues to be cleared during times when queue lengths become excessive (new interim project recommended for the TSP)

Cascade Avenue/ I-84 Eastbound Ramps (MV1/MV2 Interim)

- Construct an eastbound shared through/left turn lane to create an exclusive lane for the heavier right turn movement (currently in the adopted TSP)

Cascade Avenue (MV1/MV2 Interim)

- Construct second eastbound lane from the I-84 eastbound ramp terminal to Mt. Adams Avenue that would tie into the existing eastbound right turn lane at Mt. Adams Avenue (currently in the adopted TSP)

Westcliff Drive/Cascade Avenue (MV1/MV2 Interim)

- Install a stop sign on the eastbound approach (new interim project recommended for the TSP)
- Remove the stop sign for the northbound right turn lane (new interim project recommended for the TSP)

Rand Road/27th Street/May Street: (MV25)

- Construct a traffic signal; or (new project recommended for the TSP)
- Construct a mini-roundabout (new project recommended for the TSP, pending further design review)

Funding must also be identified for the following improvements currently in the City's TSP to ensure adequate facilities will be in place to support development in the Westside Area:

- MV2 – Cascade Avenue/Mt. Adams Avenue – Construct a westbound left turn lane on Cascade Avenue
- MV2 – Cascade Avenue widening – Construct a second westbound lane from Mt. Adams Avenue to I-84 eastbound ramp terminal that ends as right turn lane
- MV4.1 – 30th Street (May Street to Fairview Drive) – Extend 30th Street from May Street to Fairview Drive
- MV5 – Sherman Avenue (Rand Road to Alignment D) – Extend Sherman Avenue from Rand Road to Alignment D.
- MV6 – Rand Road (May Street to Belmont Avenue) – Extend Rand Road/27th Street from the current stub south of May Street to Belmont Avenue.
- MV7 – Belmont Avenue (Rand Road to Frankton Road) – Extend Belmont Avenue to Frankton Road.

If the Mt. Adams Avenue alignment further to the west (Alignment D) is selected, additional refinements to the current TSP include:

- May Street/30th Street Intersection – remove project to construct a traffic signal at this

intersection

- May Street/Alignment D – construct a traffic signal or roundabout (MV4.3 - this is essentially the above-listed project shifted to the west)
- Mt. Adams Avenue/Country Club Road – remove project (MV12) to construct a traffic signal at this location
- Wine County Avenue/Alignment D – construct a traffic signal, a westbound left turn lane and a northbound left turn lane (MV12.1 - this is essentially the above-listed project shifted to the west)
- New Neighborhood Collector – Construct a Neighborhood Collector street between Alignment D and Frankton Road to the south of the Sherman Avenue alignment.

Funding must also be identified for these improvements; however, some would come from funding assumed for the Financially Constrained Plan project to construct the Mt. Adams Avenue extension from Cascade Avenue to May Street.

Table 7 summarizes the transportation improvements listed above. It makes a distinction between transportation improvements already identified in the City's TSP and new transportation improvements needed to support the Revised Land Use Framework – July 2017.



Table 7: Summary of the Transportation Improvements

ID	Project	Total Cost Estimate	Project Description	On the 2011 TSP Financially Constrained Project List?	On the 2011 TSP Non-Financially Constrained Project List?	Interim Improvement	New project to add to the TSP	Only Needed if Revised Land Use Framework - July 2017 is approved	Pedestrian/Bicycle Only Improvement ^a
MV1/MV2 Interim	I-84 Exit 62 Interchange	\$ 5,000,000	I-84 Westbound Ramp/Terminal - Construct traffic signal		x	x			
			I-84 Westbound Ramp/Terminal - Install queue detection devices on the off-ramp and ability to pre-empt signal timing to allow the off-ramp queues to be cleared during times when queue lengths become excessive			x	x		
			I-84 Eastbound Ramp/Terminal Construct an eastbound shared through/left turn lane to create an exclusive lane for the heavier right turn movement		x	x			
			Cascade Avenue - Construct second eastbound lane from the I-84 eastbound ramp terminal to Mt. Adams Avenue (would tie into the existing eastbound right turn lane at Mt. Adams Avenue)		x	x			
			Westcliff Drive/Cascade Avenue - Install a stop sign on the eastbound approach - Remove the stop sign for the northbound right turn lane			x	x		
MV2	Cascade Avenue	\$1,306,000	- Construct a second westbound lane from Mt. Adams Avenue to I-84 eastbound ramp terminal that ends as right turn lane (currently in the adopted TSP)		x				
		\$346,000	Cascade Avenue/Mt. Adams Avenue - Construct a westbound left turn lane on Cascade Avenue		x				
MV3	Cascade Ave at Mt. Adams Ave	\$844,000	-Construct a northbound left turn lane -Install yield control for eastbound right turn lane	x					

ID	Project	Total Cost Estimate	Project Description	On the 2011 TSP Financially Constrained Project List?	On the 2011 TSP Non-Financially Constrained Project List?	Interim Improvement	New project to add to the TSP	Only Needed if Revised Land Use Framework - July 2017 is approved	Pedestrian/Bicycle Only Improvement ^a
MV4.1	30 th Street (May Street to Fairview Drive)	\$7,120,000	Construct 30 th Street as a 3-lane minor arterial from the current stub south of May Street to Fairview Dr. the south/west edge of the urban growth boundary (UGB). The alignment of this roadway should remain within the urban growth boundary and should avoid the National Scenic Area. Improvements within the National Scenic Area may be subject to review for consistency with National Scenic Area provisions. New roadways constructed adjacent to the urban growth boundary may be modified by the City Engineer to include only 3/4-street improvements (e.g., no curb and sidewalk adjacent to the urban growth boundary).		x				
MV4.2	Alignment D (Wine Country Avenue to May Street)	\$13,602,000	Construct Alignment D as a 3-lane minor arterial from Country Club Road to May Street.	x*					
MV4.3	May Street/Alignment D	\$350,000	Construct a traffic signal	x*					
MV5	Sherman Avenue (Rand Road to Alignment D)	\$7,814,000	Extend Sherman Avenue from Rand Road to Alignment D (middle segment of this extension exists)		x*				
MV6	Rand Road (May Street to Belmont)	\$2,971,463	Extend Rand Road/27 th Street from the current stub south of May Street to Belmont Avenue.		x				
MV7	Belmont Avenue (Rand Road to Frankton Road)	\$9,807,992	Extend Belmont Avenue to Frankton Road, opposite Post Canyon Drive. The alignment of Belmont Avenue would fall within the southern UGB and avoid the National Scenic Area. Improvements within the National Scenic Area may be subject to review for consistency with National Scenic Area provisions. New roadways constructed adjacent to the urban growth boundary may be modified by the City Engineer to include only 3/4 -street improvements (e.g. no curb and sidewalk adjacent to the urban growth boundary)		x				

ID	Project	Total Cost Estimate	Project Description	On the 2011 TSP Financially Constrained Project List?	On the 2011 TSP Non-Financially Constrained Project List?	Interim Improvement	New project to add to the TSP	Only Needed if Revised Land Use Framework - July 2017 is approved	Pedestrian/Bicycle Only Improvement ^a
MV11	Mt Adams Avenue/Cascade Avenue	\$398,931	Construct a traffic signal	x					
MV13	Rand Road/Cascade Avenue	\$1,750,000	Construct a traffic signal, modify northbound approach to include a left turn lane and a shared through/right turn lane, modify southbound approach to include a left turn lane and a shared through/right turn lane, and construct an eastbound right turn lane	x					
MV12.1	Wine Country Avenue/Alignment D	\$498,000	Construct a traffic signal	x					
			Construct a westbound left-turn lane		x*				
MV25	Rand Road/27 th Street/May Street	\$350,000	Construct a traffic signal				x	x	
P1.1	Historic Columbia River Highway Trail	\$6,933,000	Construct an asphalt path along Westcliff Drive east to Westside Community Trail (via Wasco Street)		x*				x
P13	Historic Columbia River Highway Trail, south side of Cascade Avenue	\$1,185,000	Construct an asphalt or concrete path on the south side of Cascade Avenue.				x		x
P14	30 th Street North Extension	\$359,000	Construct 6-foot bike lanes and 5- foot sidewalks between 30th Street to Mt. Adams Avenue/Wine Country Avenue				x		x
P15	Westside Community Trail extension to Cascade Avenue	\$67,000	Extend the Westside Community Trail north between Sherman Avenue and Cascade Avenue				x		x
P4	Westside Community Trail	-	Extend Westside Community Trail east to connect with the existing trail at 20th Street.	x					x
BL7	Rand Road	\$239,358	Construct bike lanes (portion within the Westside Area only)		x				x
BL6	May Street	\$515,921	Construct bike lanes (portion within the Westside Area only)	x					x

ID	Project	Total Cost Estimate	Project Description	On the 2011 TSP Financially Constrained Project List?	On the 2011 TSP Non-Financially Constrained Project List?	Interim Improvement	New project to add to the TSP	Only Needed if Revised Land Use Framework - July 2017 is approved	Pedestrian/Bicycle Only Improvement ^a
P16	Upper Terrace Neighborhood Trail	\$793,000	Construct Upper Terrace Neighborhood Trail between May Street and Fairview Drive				x		x
P17	Post Canyon Drive Bike Lanes and Sidewalks	\$778,000	Construct 6-foot bike lanes and 5- foot sidewalks between Frankton Road and West UGB Boundary				x		x
P18	West Community Trail extension west to Frankton Road	\$103,000	Extend the Westside Community Trail west between Rocky Road and Frankton Road				x		x
P19	Trail from Sherman Avenue to Frankton Road	\$112,000	Construct a trail from Alignment D to Frankton Road				x		x
BL2	Frankton Bike Lanes	\$387,533	Construct bike lanes		x				x
BL1	Country Club Bike Lanes	\$416,028	Construct bike lanes		x				x
	Total Cost	\$64,047,225							

^a The pedestrian and bicycle improvements are not discussed in this memo. Refer to the Bicycle/Pedestrian Framework and Technical Memo 6.1:Funding Review and Funding Toolkit for more information.

* This project is a modified version of another project that is already included in the TSP.



APPENDIX

A – 2040 Traffic Volumes

B – 2040 HCM Reports

C – Mini Roundabout Example

D – 2040 Queuing Reports

**Process for Potential Road Cross-Section Modifications
of Historic Columbia River Highway within the City of Hood River**

September 11, 2017

City of Hood River community members expressed interest in a roundabout at the intersection of Cascade Avenue and Mt. Adams as part of the Westside Area Concept Plan. The 2011 City of Hood Transportation System Plan includes a traditional signalized intersection at Cascade Avenue and Mt. Adams and an approved road cross-section for Cascade Avenue.¹ To understand the benefits of a roundabout versus a signalized intersection, DKS conducted an analysis of the two alternatives based on specific factors.² These factors included cost, operations, safety, and environmental considerations. DKS concluded that both solutions would work operationally, and the roundabout would be safer due to slower travel speeds but considerably more expensive than a signalized intersection.³ The DKS analysis did not include an assessment of the impacts of a roundabout to the historic values of the Historic Columbia River Highway⁴.

ODOT, in coordination with the State Historic Preservation Office and the Historic Columbia River Highway Advisory Committee will conduct an assessment of the impacts of a potential roundabout on the Historic Highway District if support for the roundabout continues through the Westside Area Concept Plan adoption and if Hood River anticipates using federal funds to construct a roundabout⁵. To clarify that this is a potential future City of Hood River action, the recommended TSP amendments include a future historic assessment should the roundabout be the city's selected alternative. The city will conduct an impact assessment to the Historic Highway District consistent with the "Programmatic Agreement Regarding the Historic Columbia River Highway as it Passes Through the City of Hood River, Hood River County Oregon⁶."

¹ See City of Hood River Transportation System Plan, Figure 6a <http://www.oregon.gov/LCD/TGM/TGMProducts/1D-11.pdf>

² DKS Technical Memo 8, Hood River Westside Area Concept Plan – Task 6.4 Second Transportation Analysis with Updated Assumptions dated August 9, 2017

³ The City of Hood River is responsible for the cost of the intersection improvements despite the alternative chosen based the current intersection improvement agreement.

⁴ The "Programmatic Agreement Regarding the Historic Columbia River Highway as it Passes Through the City of Hood River, Hood River County Oregon" (Misc. Contracts and Agreements No. 19942) requires determination of impacts of actions or programs on the Historic District. Agencies party to the "Programmatic Agreement" include: City of Hood River, County of Hood River, ODOT, SHPO and FHWA.

⁵ The HCRC Historic District is defined in the "Programmatic Agreement" as the "curb to curb" area or "existing highway pavement" where there are no curbs.

⁶ ODOT is not obligated to cover the cost of the historic impact assessment.



Kate Brown, Governor

Department of Transportation

Region 1 Headquarters
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Portland, Oregon 97209
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July 6, 2017

MEMORANDUM

To: Steve Wheeler, Cindy Wallbridge, Kevin Liburdy, City of Hood River

From: Gail Curtis, Senior Planner, ODOT

Subject: Westside Area Concept Plan TPR compliance at time of comprehensive plan amendment

The purpose of this memo is to identify the Transportation Planning Rule (TPR) provision that will enable compliance with the TPR at the time of adoption of the Westside Area Concept Plan.

The TPR allows that a local government may request a “reasonably likely [funding]” letter from ODOT in situations where a land use amendment will have a significant effect on the state transportation system. The letter indicates that the needed improvements will be provided by the end of the planning period, which is 2040 in this case.

To exercise this TPR provision, I recommend that the city establish an understanding with ODOT regarding the “reasonably likely” funding for Exit 62 improvements. Based on that understanding the city should submit a formal request for ODOT to provide a “reasonably likely [funding]” letter in advance of the adoption process.

Explanation of TPR Provision:

TPR test: If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must mitigate that effect as provided in the TPR 660-012-0060(1).

One of the TPR mitigation options, from **660-012-0060(4)(c)**, applies when there is an Interchange Area Management Plan (IAMP). In this case, it has been determined that the Westside Area Concept Plan would have a significant effect on the I-84 interchange at Exit 62 which has an adopted IAMP. In accordance with this provision, the City may rely on the improvements identified in the IAMP and the City of Hood River TSP if ODOT provides a “reasonably likely” letter stating that improvements needed to mitigate the effect are reasonably likely to be in place by the end of the planning period.

Further, ODOT's understanding is that the other TSP transportation needs associated with the Westside Area Concept Plan will be addressed through development, redevelopment, funds the city has or is able to obtain, or, possibly, county funds. This includes investments on Cascade Avenue.

Attachment: TPR 660-012-0060

ATTACHMENT

660-012-0060

Plan and Land Use Regulation Amendments

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

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

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

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

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

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

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

(2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment

recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

(a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.

(b) Outside of interstate interchange areas, the following are considered planned facilities, improvements and services:

(A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.

(B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.

(C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.

(D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.

(E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s) or transportation service provider(s)

responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.

(c) **Within interstate interchange areas**, the improvements included in (b)(A)–(C) are considered planned facilities, improvements and services, except where:

(A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; **or**

(B) **There is an adopted interchange area management plan, then local governments may also rely on the improvements identified in that plan** and which are also identified in paragraphs (b)(D) and (E) of this section.

(d) As used in this section and section (3):

(A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;

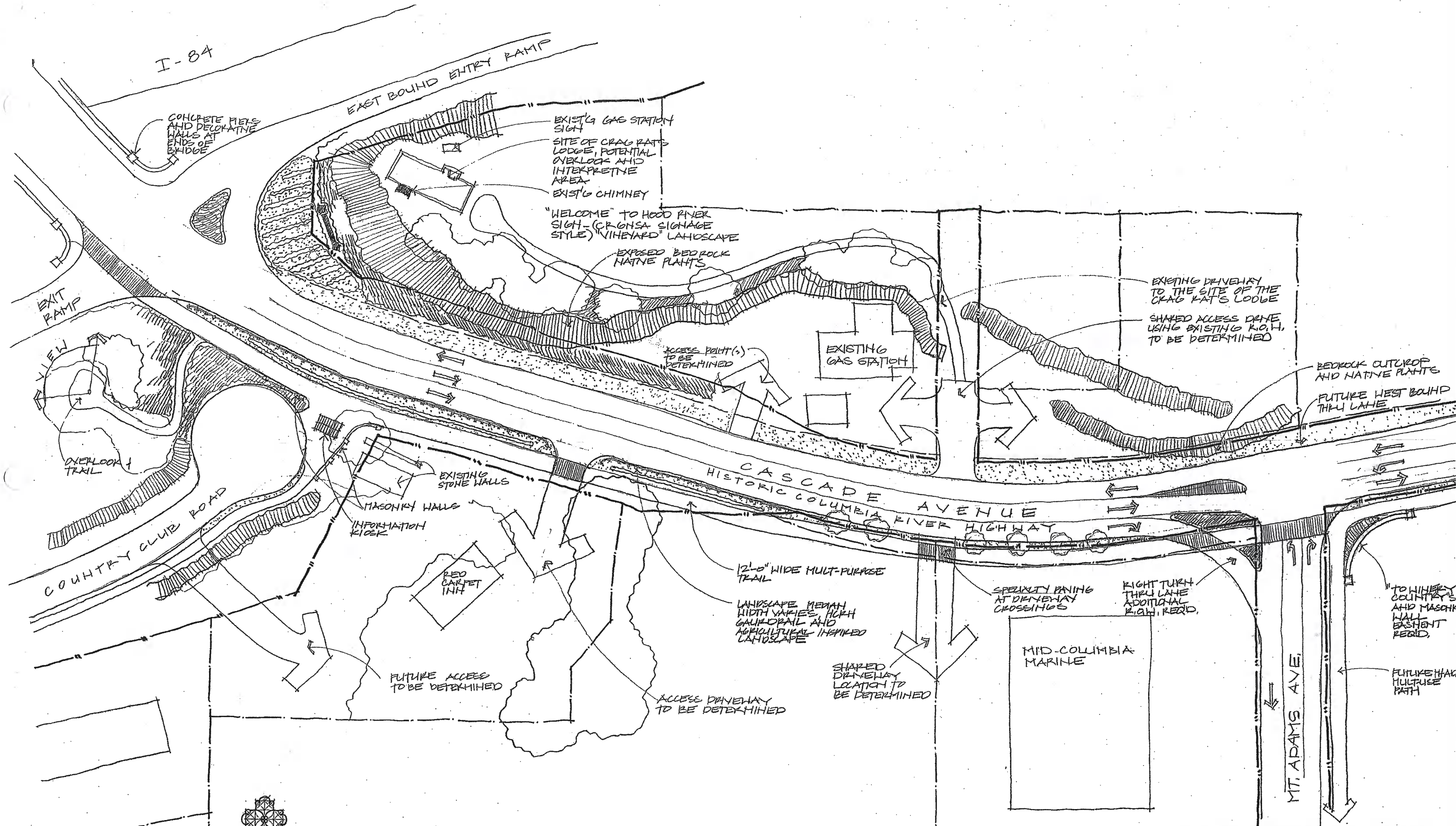
(B) **Interstate highway means Interstates 5, 82, 84**, 105, 205 and 405; and

(C) Interstate interchange area means:

(i) Property within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway; or

(ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.

(e) For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E) or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)–(C) to determine whether there is a significant effect that requires application of the remedies in section (2).



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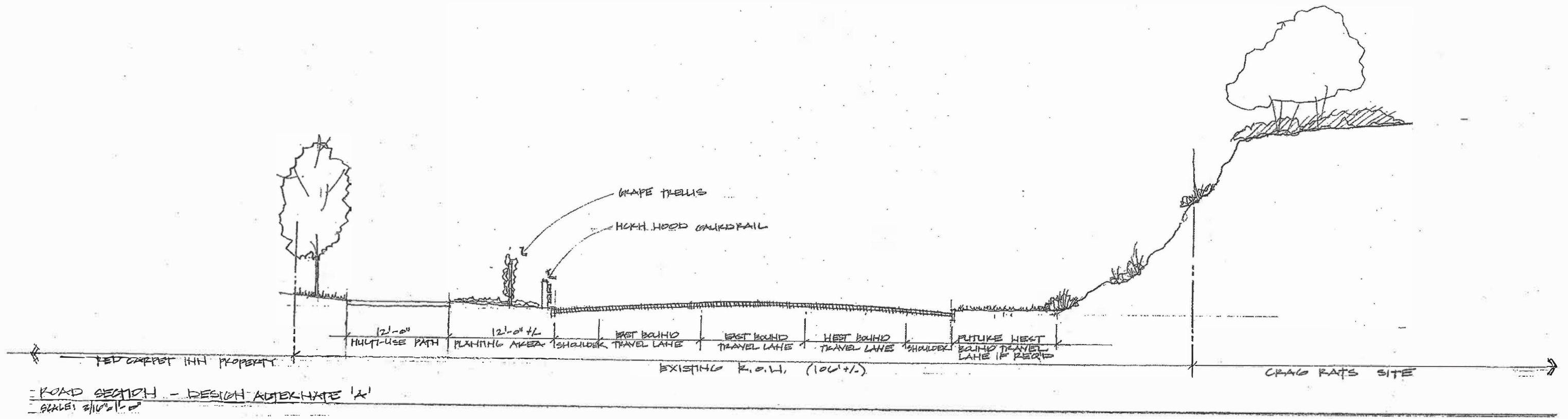
EXIT 62 STUDY AREA
 Historic Columbia River Highway
 Hood River, Oregon
 Oregon Department of Transportation

Concept Plan 'Alt A'
 Scale 1" = 30' - 0"

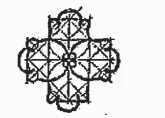
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SK.1



ROAD SECTION - DESIGN ALTERNATE 'A'
 SCALE: 3/16" = 1'-0"



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EXIT 62 STUDY AREA
 Historic Columbia River Highway
 Hood River, Oregon
 Oregon Department of Transportation

3.22.10

Road Cross Sections

31 SK13



****NOTE: Intersection treatment alternatives will be evaluated if certain cost and minimizing impact thresholds are feasible.**



**GATEWAY OPTION A
2010 Quatrefoil Study**



****NOTE: Intersection treatment alternatives will be evaluated if certain cost and minimizing impact thresholds are feasible.**



**GATEWAY OPTION B
roundabout with HCRH wall**



PROJECT MEMORANDUM

DATE: May 19, 2017
FROM: Steven Harrison, PE – David Evans and Associates, Inc.
TO: City of Hood River TAC
SUBJECT: **Water System Evaluation – Summary Findings and Planning Level Cost Estimates**
PROJECT: **Hood River Westside Area Concept Plan**
DEA PROJECT NO: APGI0000-0005

This memo provides a summary to support the evaluation of the preferred alternative for the Hood River Westside Concept Plan including estimated water system demands and estimated waterline capacity and associated costs. This memo is related to the future water system infrastructure needs within concept boundary. Information was gathered from the City of Hood River (City) to identify their near term plans to provide adequate water system capacity to serve the study area.

Evaluation Assumptions

The water system expansion into the Hood River Westside Concept Plan area will be based on the largest single point demand in the area. The largest single point water demand is fire service flow. Although providing domestic and irrigation services to the area is essential, the water system expansion will be developed to provide sufficient fire flow while maintaining a minimum water pressure.

Our evaluation did not include smaller diameter service lines (6-inches and smaller) to private land development projects, however, we did include the larger main lines (8-inches and larger) that are necessary to serve the larger area.

The unit cost for the water system is on a per linear foot basis and, in addition to raw pipe material, includes a 20% increase for miscellaneous items such as utility relocation, abandoning of existing facilities, etc.; 15% increase for general contractor profit and overhead; 25% increase for engineering and administration; and a 30% increase for general contingency. Based on our previous experience, we estimate the unit costs to be as follows:

Water System Unit Costs	
Ductile Iron Pipe Diameter (inches)	Unit Cost (\$/LF)
8	270
10	291

Concept Plan Description**Water System Infrastructure Improvements**

Westside Concept Plan				
Description	Pipe Diameter	Total Length (ft)	Unit Cost (\$/LF)	SubTotal
Belmont Dr. West Ext to Rocky Rd	10	2,180	291	\$634,400
29 th St. Extension South	8	420	270	\$113,400
30 th St. Extension South	8	400	270	\$108,000
Blackberry Dr. from Rocky Rd. to Frankton Rd	10	1,940	291	\$564,600
Vista Loo connection to Blackberry Dr.	8	1,150	270	\$310,500
May Dr. Extension to Frankton Rd	8	650	270	\$175,500
Elan Dr. Extension to Frankton Rd	8	420	270	\$113,400
Frankton Rd South Extension from Blackberry Dr.	8	650	270	\$175,500
Frankton Rd - May St. to Blackberry Dr.	8	650	270	\$175,500
Frankton Rd – May St. to Country Club	8	2,650	270	\$715,500
Country Club Rd Extension to Frankton	8	1,180	270	\$318,600
Wine Country – Country Club to Adams	8	1,500	270	\$405,000
New North-South Arterial (Alignment D) – Wine Country Rd. to May St.	8	2,680	270	\$723,600
East-West Connection from Align D to Frankton Rd	8	720	270	\$194,400
Prospect Av from Align D to Frankton Rd	8	980	270	\$264,600
Adams Extension North to 30 th St.	8	2,230	270	\$602,100
Sherman Extension West to Align D	8	1,680	270	\$453,600
High School from Sherman to Align D	8	950	270	\$256,500
Hazel Extension West to Adams	8	470	270	\$126,900
Eugene Extension West to Adams	8	450	270	\$121,500
			Total:	\$6,553,100

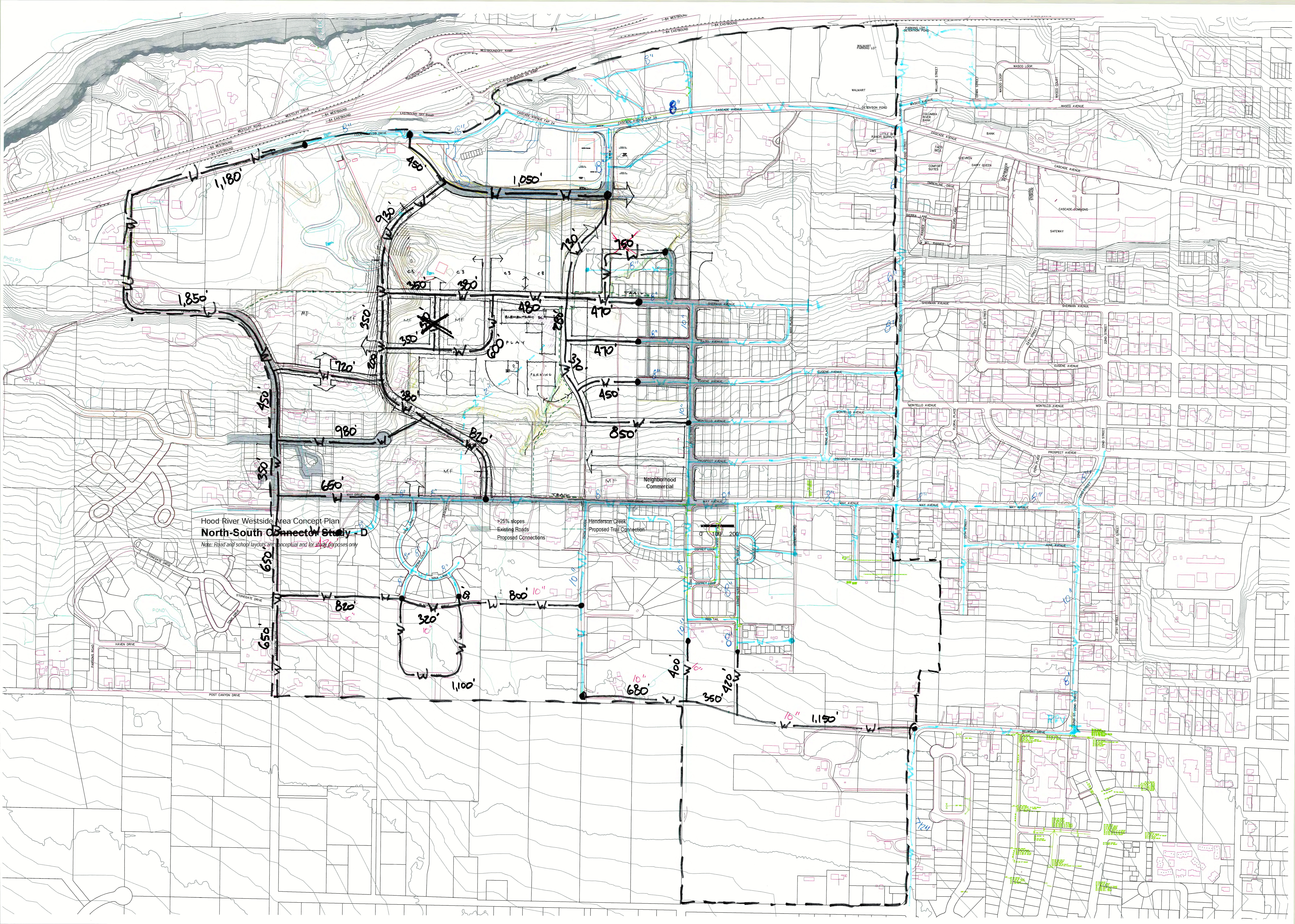
Hood River Westside Area Concept Plan
North-South Connector Study - D

Note: Road and school layouts are conceptual and for study purposes only

>25% slopes
Existing Roads
Proposed Connections

Henderson Creek
Proposed Trail Connection

Neighborhood Commercial





PROJECT MEMORANDUM

DATE: May 19, 2017
FROM: Steven Harrison, PE – David Evans and Associates, Inc.
TO: City of Hood River TAC
SUBJECT: **Sanitary Sewer Evaluation – Summary Findings and Planning Level Cost Estimates**
PROJECT: **Hood River Westside Concept Plan**
DEA PROJECT NO: APGI0000-0005

This memo provides information to support the evaluation of the Hood River Westside Concept Plan. This memo is related to the sanitary sewer infrastructure needs within the study area. Information was gathered from the City of Hood River to identify their near term plans to provide adequate sanitary sewer capacity to serve the study area and to verify our cost assumptions.

Evaluation Assumptions

The preferred plan depicts conceptual land uses using “development types”. The average daily sanitary sewer flows from each of these basic “development types” is given below:

“Development Type”	Average Daily Sanitary Sewer Flow (gallons/day/unit)	Average Daily Sanitary Sewer Flow (gallons/day/employee)	Average Daily Sanitary Sewer Flow (gallons/day/student)
Single Family Neighborhoods	360		
Compact Neighborhoods	295		
Commercial Development		45.8	
Schools			15

Because sanitary sewer flows fluctuate throughout the day, the peak hourly design flow rate is obtained by multiplying the average daily rate by a peaking factor. Based on the anticipated population of the study area, the peaking factor can range from 1.8 to 5.5. A larger population requires a smaller peaking factor. Given that the Hood River Westside Concept Plan study area is relatively small (adding between X,XXX and X,XXX housing units), we used a peaking factor of 4.0.

We assumed the minimum pipe size would be 8-inches in diameter. The slopes will vary; however, we assume a minimum slope of 0.5%. The unit cost for the sanitary sewer system is on a per linear foot basis and includes manholes at 200-foot intervals and service laterals at 50-foot intervals. The unit

costs also include miscellaneous items such as utility relocation, abandoning of existing facilities, etc.; 15% increase for general contractor profit and overhead; 25% increase for engineering and administration; and a 30% increase for general contingency.

Gravity Sanitary Sewer Unit Costs	
PVC Pipe Diameter (inches)	Unit Cost (\$/LF)
8	255

Concept Plan Description

Gravity Sanitary Sewer Infrastructure Improvements

<i>Westside Concept Plan</i>				
Description	Pipe Diameter	Total Length (ft)	Unit Cost (\$/LF)	SubTotal
Connection to Belmont Dr	8	1,100	365	\$401,500
Connection to 29 th St	8	400	365	\$146,000
Connection to 30 th St	8	1,360	365	\$496,400
Rocky Rd Connection	8	1,800	365	\$657,000
Vista Loop Connection to Blackberry	8	810	365	\$295,700
Vista Loop Connection to Kesia Ct.	8	600	365	\$219,000
Blackberry Dr. – East to Vista Loop	8	730	365	\$266,500
East-West Connection to Frankton Rd	8	650	365	\$237,300
New North-South (Alignment D) – Wine Country to May Dr.	8	2,650	365	\$967,300

May Dr Connection to Align D (East to West and West to East)	8	780	365	\$284,700
Wine Country Connection to Country Club Rd/Align D	8	950	365	\$346,800
Sherman Rd Connection to Align D (East to West and West to East)	8	1,900	365	\$693,500
High School to Align D	8	650	365	\$237,300
Adams Extension North from Cascade Av	8	2,190	365	\$799,400
Prospect Av Extension East of Adams	8	630	365	\$230,000
Montello Av Extension (East to West and West to East)	8	1,230	365	\$449,000
Eugene Av Extension to Adams	8	350	365	\$127,800
Hazel West Connection	8	380	365	\$138,700
Sherman West Connection	8	400	365	\$146,000
Sherman Connection to Adams	8	750	365	\$273,800
Total:				\$7,413,700








Hood River Westside Area Concept Plan
North-South Connector Study

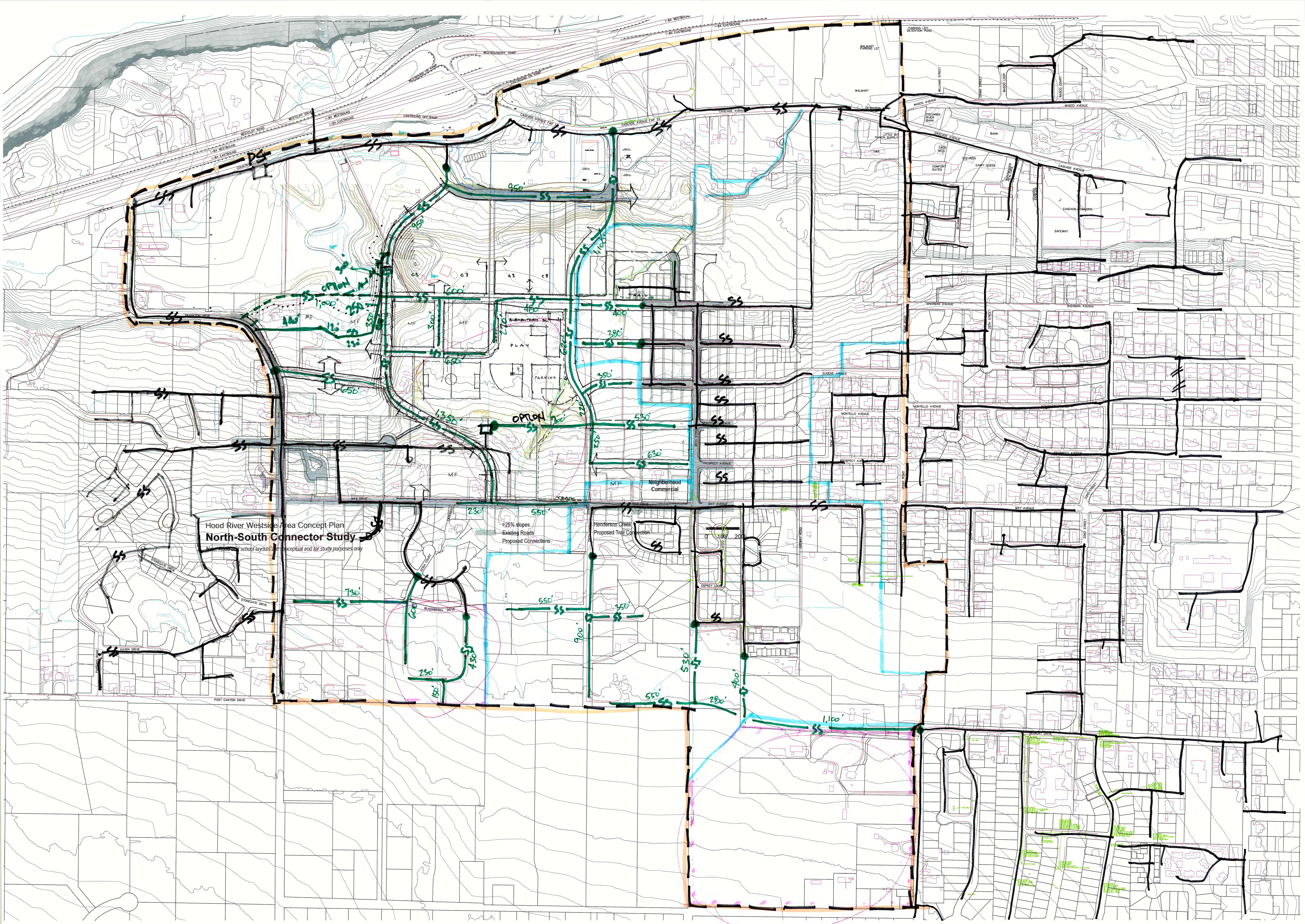
for conceptual and for study purposes only

>25% slopes
 Existing Roads
 Proposed Connections

Henderson Crest
 Proposed Trail Connection

Neighborhood
 Commercial

-  BASIN BOUND.
-  Potential LID
-  CONNECTION PT.
-  EXISTING PUMP STATION
-  EXISTING SAN. SEWER
-  FUTURE SAN. SEWER.
-  BOUNDARY





DAVID EVANS
AND ASSOCIATES INC.

PROJECT MEMORANDUM

DATE: May 22, 2017
FROM: Steven Harrison, PE – David Evans and Associates, Inc.
TO: City of Hood River TAC
SUBJECT: **Stormwater System Evaluation – Summary Findings and Planning Level Cost Estimates**
PROJECT: **Hood River Westside Area Concept Plan**
DEA PROJECT NO: APGI0000-0005

Introduction

This technical memorandum provides an overview of stormwater management systems for the future growth of the Hood River Westside Concept Plan. The level of analysis was basic and was intended to help establish conceptual storm drainage infrastructure costs in order to evaluate potential system development charges (SDCs) for new development within the study area.

The City of Hood River constructs, operates, and maintains the public storm drainage system to meet public needs and to comply with current City of Hood River water quality regulations. The City of Hood River (City) maintains open and closed conveyance facilities (i.e., ditches or streams, and storm sewers, etc.) within the study area. The City will own and maintain new systems when constructed within the study area.

Basis of Development of the Stormwater System Components

The primary approach for meeting stormwater management goals will be enforcing existing stormwater quality and quantity code requirements already established. The water quantity code requires new developments construct and maintain facilities to limit stormwater runoff to the pre-developed rates for all storm events. Therefore, individual properties are required to construct and maintain on-site detention facilities to limit runoff flows to the public storm system.

Developers are encouraged to use Low Impact Development Approaches (LIDA) to protect natural resources. LIDA facilities utilize vegetated landscaped elements such as planters and swales to filter and/or infiltrate stormwater. These facilities are integrated into the landscaping to provide stormwater management.

Basic Assumptions

The planning area includes areas that are very steep and have narrow stream catchments.

A general approach to sizing pipes for this stage of the planning. Because the individual developments are required to detain to the pre-developed condition, the pipes were sized based the stormwater runoff from the pre-developed condition. For each pipe segment, the upstream area was estimated as combinations of whole or partial geographic basins and the contribution areas proportioned accordingly.

Table1 – Impervious Area Assumptions

Development Type	Gross Imperviousness (Area-wide) (percent)
Commercial/Industrial	85%
Multi-Family Neighborhood (R3)	60%
Compact Neighborhood (R2A)	45%
Mixed-Use Neighborhood	45%-60%
High School	30%
Park	10%

Table2 – Storm Drain Pipe Unit Cost Assumptions

Pipe Diameter	Estimated Unit Cost (\$/LF)
12-inch	\$328
15-inch	\$368
18-inch	\$395
21-inch	\$445
24-inch	\$566

Stormwater Conveyance

The following discussion highlights the potential needs for stormwater conveyance systems by scenario.

Gravity Stormwater System Infrastructure Improvements

Table 3 – Westside Concept Plan – Stormwater Basin A

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
West Extension from Belmont	12	400	\$328	\$ 131,200
	18	600	\$395	\$ 237,000
Rand Rd. South Ext from May Ave	18	1,500	\$395	\$ 592,500
May Extension West from Rand Rd	18	680	\$395	\$ 268,600
May Extension West from POC	24	430	\$566	\$ 243,400
			Total:	\$1,472,700

Table 4 – Westside Concept Plan – Stormwater Basin B

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
30 TH Street Extension South	15	1,000	\$368	\$ 368,000
May Ave Extension East from 30 th St (CIP C8-G)	18	600	\$395	\$ 237,000
Hazel South Ext West from 30 th St	12	730	\$328	\$ 239,500
Sherman Extension West from 30 th St	12	700	\$328	\$ 229,600
Cascade Ave Extension West to POC	15	200	\$368	\$ 73,600
	18	300	\$395	\$ 118,500
	21	450	\$445	\$ 200,300
			Total:	\$ 1,366,500

Table 5 – Westside Concept Plan – Stormwater Basin C

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
Rocky Rd Extension South to Study Boundary	15	1,300	\$368	\$ 478,400
May Dr Extension East from Rocky Rd	12	600	\$328	\$ 196,800
Prospect Ext West to Adams Ave	12	600	\$328	\$ 196,800
Montello Ave Ext West to Adams Ave	12	600	\$328	\$ 196,800
Eugene Ave Ext West to Adams Ave	12	730	\$328	\$ 239,500
Sherman Extension East to Adams Ave	12	450	\$328	\$ 147,600
Wine Country Ext East to Adams Ave	15	550	\$368	\$ 202,400
Adams Ave Ext from May Ave to Cascade Ave	15	700	\$368	\$ 257,600
	18	1,300	\$395	\$ 513,500
	24	450	\$566	\$ 254,700
Cascade Ave Ext West to POC	24	700	\$566	\$ 396,200
Total:				\$ 3,080,300

Table 6 – Westside Concept Plan – Stormwater Basin D

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
May Ext East from Align D	12	570	\$328	\$ 187,000
May Ext West from Align D	15	300	\$368	\$ 110,400
Extension East from Stonegate Dr	12	600	\$328	\$ 196,800
Extension North to May Ave	12	650	\$328	\$ 213,200
May Ext East from Frankton	15	600	\$368	\$ 220,800
May Ext West from Nina Ln	12	350	\$328	\$ 114,800
W Prospect Ave Ext East	12	300	\$328	\$ 98,400
	15	300	\$368	\$ 110,400
North Ext from May to Align D	15	650	\$368	\$ 239,200
Hazel Ext to Align D	12	600	\$328	\$ 196,800
Sherman Ext West to Align D	12	600	\$328	\$ 196,800

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
Align D Ext from May to POC	15	870	\$368	\$ 320,200
	18	820	\$395	\$ 323,900
	24	1,250	\$566	\$ 707,500
Total:				\$ 3,236,200

Table 7 – Westside Concept Plan – Stormwater Basin E

Description	Diameter (inches)	Length (feet)	Unit Cost (\$/LF)	Total Cost (\$)
West Ext to Frankton Rd	15	500	\$368	\$ 184,000
Frankton Ext to the North	15	700	\$368	\$ 257,600
North Ext from Frankton to Country Club Rd/POC	18	950	\$395	\$ 375,300
Total:				\$ 816,900

There were a total of five (5) hydrologic basins evaluated (A-E). Basin A was located at the southeast corner of the study area. It included the area north and west of Belmont Drive; and areas west of the extended 27th Street. Basin A connects to the existing City system at approximately May Avenue/25th Avenue intersection.

Basin B included areas south of May Avenue at approximately 30th Street. There are also areas between 30th Street and Adams Avenue extension. There are multiple points of connection for Basin B into the existing storm line located in 30th Street.

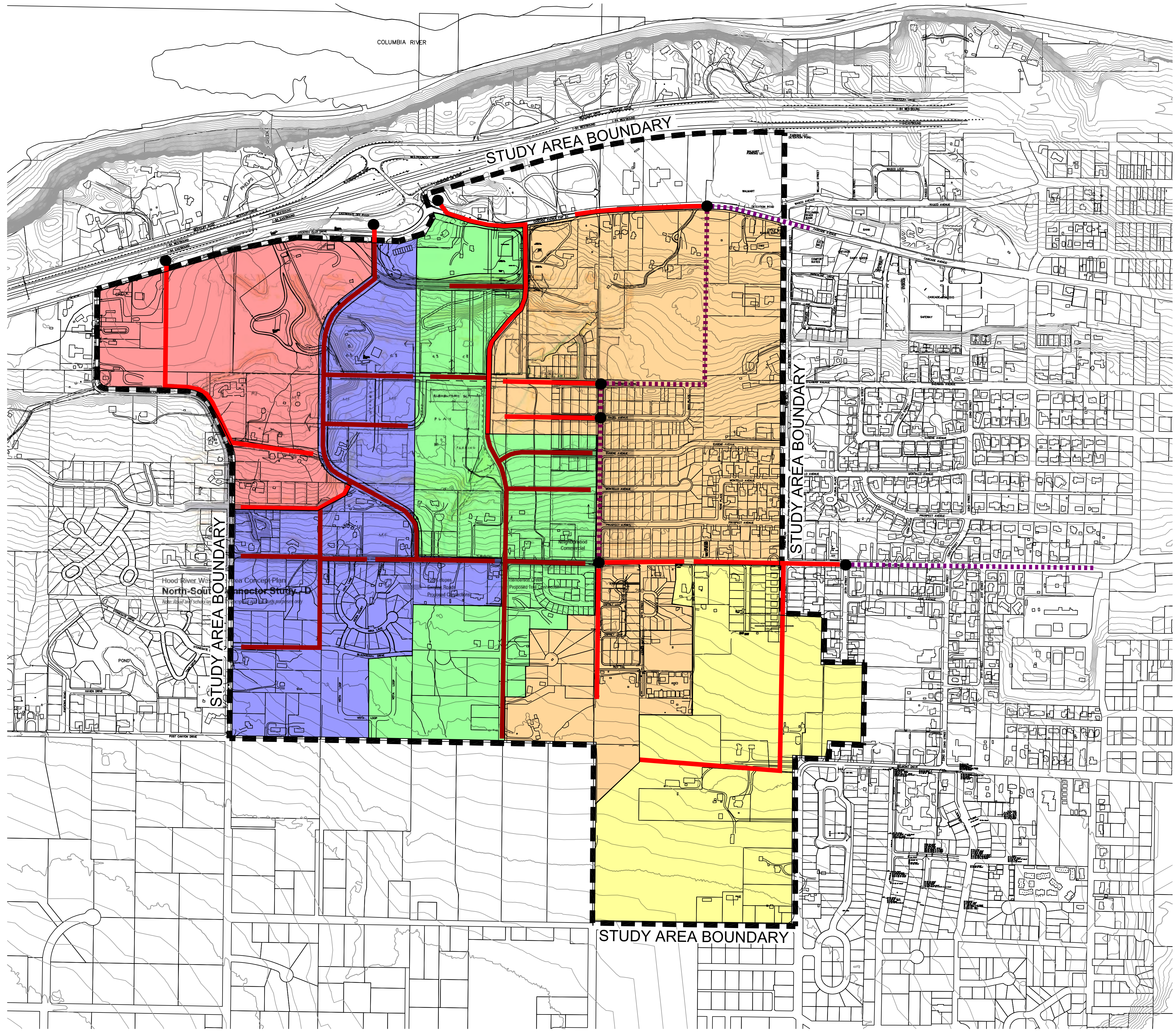
Basin C included areas between the extended Adams Blvd and the new Alignment D roadway. It includes approximately half of the high school site. The mainline of this basin is located within the Adams Blvd roadway. The main point of connection is just north of Cascade Avenue.

Basin D is the remaining area between the new Alignment D and Adams Avenue. It also includes the southwest corner of the study area. The mainline of this basin is located in Alignment D roadway. The point of connection is north of Country Club Drive at Wine Country Road.

Basin E includes the western-most portion of the study area, north and east of Frankton Road. The mainline of this basin is located in Frankton Road. And, the main point of connection is north of Country Club Road

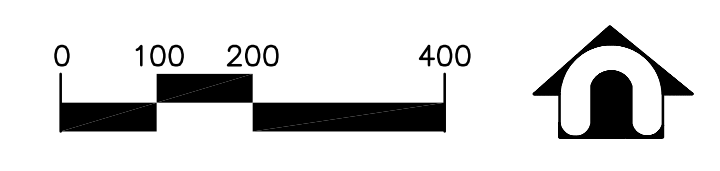
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SCALE:
DATE: 5-31-2017
DRN:
CK:



LEGEND

- POINT OF CONNECTION
- STUDY AREA BOUNDARY
- BASIN A
- BASIN B
- BASIN C
- BASIN D
- BASIN E
- EXISTING STORM DRAIN LINE
- FUTURE STORM DRAIN LINE



DATE: October 3rd, 2017
TO: Joe Dills, Angelo Planning Group
FROM: ECONorthwest
SUBJECT: TECHNICAL MEMO 6.1: FUNDING REVIEW AND FUNDING TOOLKIT

ECONorthwest (ECO) is part of a consulting team led by Angelo Planning Group (APG) that is proposing and evaluating land use concepts for Hood River's Westside Area. This memorandum documents: (1) the estimated infrastructure funding costs and revenues for water, sanitary sewer, storm water, transportation and parks; (2) the existing and potential funding tools and programs that could be used to fund those potential funding gaps and implement the Draft Westside Area Concept Plan.

This memorandum is an updated version of the Technical Memorandum 6 (TM6). The project management team and technical advisory team reviewed TM6, which described potential funding sources and system development charge revenue estimates. This was provided as a first informational memo, prior to the availability of infrastructure cost estimates. This memorandum updates TM6 with updated revenue estimates, infrastructure costs, comparison of costs and revenues, cost sharing ideas and specific tools for future consideration. The infrastructure costs were determined through the larger Westside Area Concept Plan process, the details of which are documented in separate memoranda from the team's engineering and planning partners.

Organization and Approach

This memorandum has the following sections:

- **Systems development charge revenue estimates.** Systems development charges (SDCs), fees imposed on new development, are the main revenue source currently available to fund infrastructure in the City of Hood River. As such, we begin with an estimate of the revenues that would be generated from new Westside Area development, and a description of methodology and assumptions underlying those estimates.
- **Funding gap analysis and funding strategies.** This section compares SDC revenues to expected infrastructure costs to estimate whether funding gaps exist for each type of infrastructure, and describes an approach to filling those gaps (as needed) with supplemental revenue sources. ECONorthwest led a funding workshop and subsequent phone meetings with City staff to verify the information and strategies contained in this memo.
- **Impact of development charges / fees on housing affordability.** Housing affordability is a key concern for the City of Hood River. This section describes the relationship between potential increases in development charges and housing affordability. The analysis described in this technical memorandum reflects the City's desire to provide both market-rate and subsidized workforce and affordable housing choices and

discusses the potential impact that any new fees, or changes in fees, assessed on new development will have on new housing prices.

Appendices provide detailed cost estimates and a description of each of the possible funding sources.

This technical memorandum is about *funding*; it identifies funding sources and tools, compares them to costs, and identifies gaps where they exist. While the terms “funding” and “financing” are often used interchangeably, there is an important distinction between the two concepts. Providing infrastructure costs money, and somebody has to pay those costs. The ultimate source of revenue for these costs is *funding*. Funding comes from households and businesses that pay taxes and fees, non-profit contributors, or others that give at various levels to build and maintain the infrastructure. When the funds for the infrastructure costs are borrowed and paid back over time, then these costs have been *financed*. Financing plans are typically undertaken at the transition from planning to implementation of a specific piece of infrastructure (for example, a specific interchange or road network improvement), include cash flow analysis that details ability to repay debt over time with specific assumptions about borrowing capacity, interest rates, and other financing terms accounted for.

Westside Area SDC Revenue Estimates

System development charges (SDCs) are one-time impact fees assessed on new development for various types of infrastructure. They are intended to fund the increased capital costs incurred by a municipality or utility resulting from the infrastructure or other needs associated with new development.

ECONorthwest received estimates of new development in the study area over the planning period from APG. The estimates included number of new single family attached units, single family detached units, and multifamily dwellings (including duplex and 3+ units). APG assumed ten units per non-duplex multifamily building. Using this information, ECONorthwest estimated SDC revenue. We assume current SDC rates for all land uses. Because specific timing of development over the 20-year period is not forecasted, we estimate potential revenue at full-build out in the first year. This approach is a methodological necessity; in reality, development and infrastructure projects will be built over time and SDCs rates may increase. ECONorthwest communicated with City and County staff to verify SDC rates and understand how SDC rates are applied in the study area.

The City of Hood River currently charges four citywide SDCs: water, wastewater, stormwater, and transportation. Additionally, the City collects the Parks and Recreation SDC on behalf of the Parks and Recreation district. Key assumptions about each SDC are below:

- **Water.** SDC is charged per water meter. City staff verified current rates. City staff provided ECONorthwest the following assumptions:
 - Single family units: 0.75” water meter per unit
 - Multifamily units: 1.5” water meter per building

-
- Schools: two 3" water meters per middle school
 - Commercial/Industrial connections: 1" or larger¹
 - **Wastewater.** SDC is charged per water meter. City staff verified current rates. Assumptions are the same as for the water SDC.
 - **Stormwater.** The SDC is charged per equivalent residential unit (ERU). Commercial/industrial properties are charged per square foot of impervious area. This was calculated using APG's estimates of net developable land (accounting for environmental constraints and existing right of way) multiplied by the ratio of existing net impervious area to parcel size for commercial and industrial development in the City of Hood River. City staff verified current SDC rates.²
 - **Transportation.** SDC is charged per unit. City staff verified current rates. ECONorthwest assumes:
 - Single family detached units: charged single family rate per unit
 - Multifamily units: charged multifamily rate per unit
 - Retail: charged specialty retail center rate
 - Office: charged general office rate
 - Flex/Business: 50% charged general office rate, 50% charged light industrial rate
 - Government/other: charged government office rate
 - Warehouse: charged warehouse rate
 - General industrial: charged light industrial rate
 - School: charged middle school rate per student
 - **Parks and Recreation.** SDC is charged per unit. Parks and Recreation staff verified current rates. Parks and Recreation staff provided the following ECONorthwest assumptions:
 - Single family units: charged single family rate per unit
 - Multifamily units: charged multifamily rate per unit

¹ In order to determine what share of water connections larger than 1-inch the City of Hood River used 2011 data of the percentage of apartments in terms of all non-house connections (18.2%). This share was then used to estimate the number of apartment connections that could be assumed to be associated with the non-house connection numbers. Using this method, the City determined there were 113 apartments included in the total non-house connections. Subtracting the apartments from the total Commercial/Industrial connections (229) yielded a new total of 116 Commercial/Industrial connections not including apartments. The ratio of Commercial/Industrial accounts with 1-inch or larger meters as compared to single-family residential accounts is 3.3%.

² City staff confirmed one ERU is equal to one single-family unit and one multifamily building. The charge per SF of impervious area for commercial and industrial has not increased for FYE 2018 at the time of publishing this memo.

In coordination with City, County, and project staff, ECONorthwest used the following assumptions:

- The study area boundary is completely within the Hood River Urban Growth Boundary. However, part of the study area is outside of the current City limits. ECONorthwest discussed timing of annexation with City and County staff, who agreed that ECONorthwest should assume properties will be annexed at the time of development, and therefore will pay all City SDCs.^{3,4}
- In most cases, development does not occur at the maximum amount of zoned capacity. To account for this and ensure that assumptions are not an over estimate, ECONorthwest assumes that development will achieve 80% of the housing estimates prepared for the Concept Plan. The Concept Plan’s estimates are consistent with assumptions in the City’s Housing Needs Analysis.

Exhibit 1 summarizes SDC revenue generated over the study period in the study area for each infrastructure type. Total SDC revenue totals almost \$12.9 million. For a detailed breakdown of SDC revenue by infrastructure type, see Appendix A. This total revenue estimate compares to \$9.56 million⁵ that is estimated for the base zoning that exists today.

Exhibit 1. SDC Revenue (2017\$), Westside Area

City SDCs	
Water	\$3,182,629
Wastewater	\$1,431,486
Stormwater	\$941,112
Transportation	\$3,408,317
Total	\$8,963,544
Parks and Recreation SDC	\$3,901,134
Total SDC Revenue	\$12,864,678

Source: Angelo Planning Group, City of Hood River, Hood River Parks and Recreation. Calculated by ECONorthwest.

Funding Gap Analysis and Funding Strategies

This section compares estimated infrastructure costs to revenues to determine whether there is a potential funding gap for each type of infrastructure. The gap analysis is followed by a discussion of possible ways to address the funding shortage. Long range concept plans, such as is being done for the Westside Area, very commonly identify funding gaps for their total area-wide infrastructure, particularly transportation facilities. The reasons for this include: prior

³ There is a future 20-unit subdivision in the southeastern portion of the study area that will not pay City Water SDCs if constructed because it will be served by the Ice Fountain Water District (IFWD). In addition, the City is processing an annexation application for a nearby parcel that is likely to result in an 18-unit PUD that will be served by IFWD and will not pay City Water SDCs.

⁴ Some properties in the western portion of the study area are part of the Frankton Sewer LID and are not contiguous to the city limits, and may only pay the City Sewer SDC upon development (ranging from 67 to 149 units depending on scenario) if annexation is not feasible.

⁵ See “Technical Memo 6: Funding Review and Funding Toolkit”, page 4, ECONorthwest, February 3, 2017

master plan documents are old with out of date cost estimates; previous funding analysis was citywide or was not conducted at all; revenue sources such as SDCs have not been updated to reflect rising costs; and, new standards, best practices and community ideas add projects and costs. Transportation facilities are particularly expensive projects, often comprising 60-70% of an area’s total infrastructure investment, and rarely are fully covered by known revenue sources.

Exhibit 2 provides a comparison of costs and revenues for each type of infrastructure. Its columns show the following for each infrastructure type:

- Column A: Total project costs (see details in Appendix B)
- Column B: Infrastructure costs attributable to Westside Area development. Column A with the following netted out:
 - Portions of projects that are intended to improve a city-wide infrastructure system rather than to support added development capacity in the Westside Area.
 - Portion of costs funded by developers or other non-City sources
- Column C: Portion of Column B that is or should be funded by SDCs
- Column D: SDC Revenue that is generated by development in the Westside Area
- Column E: The funding gap, which compares the assumptions stated

Exhibit 2. Summary: Total Westside Area Infrastructure Cost-Revenue Comparison

	A. Total Cost	B. Cost attributable to Westside	C. Portion of Westside Costs (B) that are SDC-funded	D. Westside SDC Revenue	E. SDC funding gap (C minus D)
Water	\$6,148,100	\$1,599,993	\$1,599,993	\$3,182,629	\$0
Stormwater	\$9,096,300	\$2,334,875	\$2,334,875	\$941,112	\$1,393,763
Sewer	\$7,074,200	\$536,040	\$536,040	\$1,431,486	\$0
Parks	\$5.6M to \$7.5M***	\$5.6M to \$7.5M***	\$5.6M to \$7.5M***	\$3,901,134	\$1.7M to \$3.6M
Transportation	\$64,607,225	\$12,397,837**	\$5.2M to \$6.7M*	\$3,408,317	\$1.8M to \$3.3M**
Total	\$92.5M - \$94.4M	\$24.1M to \$26.0M	\$15.2M to \$18.7M	\$12.9M	\$4.9M to \$8.3M

*See section on transportation for detail regarding assumptions

**The share of costs for projects MV2a and MV2b have not been allocated across the Westside, County, and City, and are therefore not included in the Westside costs or funding gap calculation.

***See section on parks for detail regarding assumptions

Source: APG, DEA, DKS, City of Hood River, Hood River Parks and Recreation. Calculated by ECONorthwest.
 Note: 2017 dollars

It is important to note that a “gap” is an estimated numerical difference, based on assumptions. This analysis is a first-ever analysis of costs and revenues for Westside Area projects. Typically, the City approaches funding from a city-wide perspective. What costs and what revenues are attributable to the Westside Area, and therefore what “gap” there is solely reflective of the assumptions stated.

Water, Wastewater, and Stormwater

The City expects developers to fund most of the projects identified in the project cost list. As a result, for water and wastewater, that there will be no funding gap given that developers will absorb the costs for most of these improvements. Therefore, no additional revenue will be

needed to fund those projects. Depending on the application of SDC credits in exchange for the provision of infrastructure, which will play out over time as development occurs, the Westside Area may be a net contributor to the City SDC pool in the categories of water and wastewater. The true accounting plays out over time and cannot be determined until the assessment of SDC credits is complete at the individual project level, but this analysis indicates the Westside Area is likely to have a net positive impact on the city-wide SDC pool.

For stormwater, there is an estimated gap of \$1.39 million, about 15% of total costs. A “base case” of existing stormwater costs does not exist, so it is unknown how this gap compares to existing conditions. The City is currently updating its Storm Water Management Plan and should assess the adequacy of city-wide stormwater SDCs to cover city-wide costs during or after that process.

Parks

The Westside Area Concept Plan assumes that 10.7 acres of parks will be needed to meet the desired level of service standard. Land acquisition cost is assumed to be \$350,000 per acre;⁶ the cost of park improvement is assumed at \$4-8 per square foot.⁷ These assumptions are preliminary, and more detailed design, engineering, and pricing analysis would be needed to understand the cost of providing parks in the Westside Area. Exhibit 3 provides a comparison of costs and revenues.

Exhibit 3. Neighborhood Parks Cost-Revenue Comparison

Improvement Cost	\$1,864,368 - \$3,728,736
Land Cost	\$3,745,000
Total:	\$5,609,368 - \$7,473,736
SDC Revenue	\$3,901,134
Gap	\$1,706,234 - \$3,572,602

Source: Angelo Planning Group, City of Hood River, Hood River Parks and Recreation. Calculated by ECONorthwest.
 Note: All cost and revenue estimates are presented in 2017 dollars.

This is a first cut at parks planning that will require additional analysis. Unlike other types of infrastructure, the location of parks are unknown. However, given this analysis, it is likely that the City will need funds beyond current SDCs to support the parks vision for the Westside Area. As with stormwater, it is unknown how this cost-revenue picture compares to a base case, because there is no parks plan that exists for the Westside today. The City and Parks and Recreation district should consider the following options:

⁶ ECONorthwest arrived at the price estimate of \$350,000 per acre by surveying properties currently listed for sale, as well as looking at land sales that had occurred within the past two years to determine a likely average price for undeveloped land within the study area.

⁷ Assumption provided by APG, based on review of parks costs in Wilsonville and Washington County, built to a relatively high standard. The \$4/sq foot end of the range represents a more modest improvement standard. The estimate will need to be updated as more is known about park location, amenity, and other variables.

-
- Consider applying parks SDCs to commercial and industrial uses as well as residential uses. This would require finding a nexus between development of commercial and industrial uses and the need for park development, given that employees use parks.
 - Seek land donations or exaction from developers. A parkland dedication could reduce the City's expenditures on land, but may affect overall Parks SDC revenues due to the issuance of SDC waivers in exchange for dedicated land.
 - Seek financial management strategies that reduce or phase in costs. For example, seek opportunities to acquire park land earlier, and hold it for later park development and new housing units are constructed. Given the increase in land costs, this approach could keep costs down.
 - Lower costs per acre for improvements. Estimates in this memorandum are preliminary, and may be higher than actual costs for development in Hood River, especially as more is known about the types of park amenity that will best serve the community.
 - Increase parks SDCs. Note that this will increase the burden on developers to fund parks, and should be considered in concert with an assessment of impact on development feasibility.
 - Grants from the State or Oregon or other sources
 - Reduce level of service requirement. A reassessment of the amount of developed parks acreage required per person in Hood River may help lower the City's land and improvement costs.

Transportation

For all infrastructure including transportation, Hood River's SDC collection and allocation system functions City-wide. Revenues from development in Westside Area flow to a City-wide pool, which is allocated to projects across the City regardless of where the revenues were generated. The City intends to treat Westside Area project costs and revenues in the same way. However, as is the case in almost all newly developing areas and cities, transportation is the most expensive and the most underfunded segment of infrastructure, and the City's revenue pool already falls short of City-wide transportation needs. For this reason, it is important to the City to understand Westside Area contributions to the SDC revenue pool relative to the costs required to accommodate Westside Area growth.

Before this concept plan process commenced, the City had already identified a set of transportation projects in the Westside Area that were underfunded relative to available systems development charges. To address overall SDC shortfalls relative to City-wide transportation funding needs, the City has identified a set of projects called "financially constrained" projects and adopted them in the Hood River Transportation System Plan⁸. These are priority projects necessary for adequate system function and to meet requirements of Oregon's Transportation Planning Rule (TPR, OAR 660-12). The Concept Plan's transportation

⁸ The financially constrained list is also used in the City's Transportation SDC methodology.

analysis has verified the need for these projects and identified the need for one additional project: as signal or mini-roundabout at the Rand-27th-May intersection. A key new project within the existing TSP, the “Mt Adams Extension” has shifted to the west and is now known as “Alignment D”. In addition, the transportation analysis has identified a much needed interim improvement to Exit 62 (a \$5 million project), which Hood River’s current TSP recognizes as needing a full interchange upgrade (a \$27 million project). Based on this analysis, ODOT has stated it will commit to funding the \$5 million interim improvements within the planning period (by 2040). ODOT’s funding commitment is conditioned on the City adopting “reasonably likely” funding measures and policies for Westside Area’s transportation facilities.⁹

In that context, our approach to evaluating the funding gap in transportation used the following steps:

1. Inventory transportation projects in two categories: streets and pedestrian bicycle facilities. In the TSP, streets are called Motor Vehicle facilities (identified with project names beginning with “MV”) and are “complete streets” in that they include sidewalks and, where needed, bike paths.
2. Estimate total costs for projects that are located in the Westside Area, by individual transportation project. DKS completed this work, and identified \$11.7 million for streets and \$2.3 million for pedestrian-bicycle facilities.¹⁰
3. For each project, determine the portion of total project cost that is attributable to Westside Area development. This is the portion of project cost that is rightly compared to SDC revenues that are generated in the Westside Area to estimate a gap. To do this, for each project based on input from with DKS, APG, and City staff, we identified: (1) whether the project is currently on or should be considered for the City’s financially constrained list in the future; (2) whether it is or should be SDC eligible and at what percentage; and (3) what portion of the project’s costs should be shared by other sources (ODOT, the County, or broader City-wide SDCs or other funding sources). These assumptions are provided in detail in Appendix B. Depending on which financially constrained scenario the City opts to use as the model for cost estimates, the range of costs for Westside Area transportation projects that are SDC eligible is \$5.2 million to \$6.7 million¹¹.
4. Based on a comparison of available SDC revenue generated in the Westside Area to the result of the steps described above, estimate the **SDC funding gap** for financially constrained Westside Area projects, as well as the total funding gap. Our strategies focus on filling the gap for financially constrained projects, as these are the projects that are most critical to the system and to allowing new Westside Area development to occur.

⁹ As of the writing of this memo, the specifics of ODOTs and the City’s obligations are under discussion.

¹⁰ DKS Consulting, see Appendix B. This work is preliminary and subject to change.

¹¹ The financially constrained project costs are preliminary and require additional review. They were determined by developing two development scenarios. A full explanation of all the projects included in each scenario is included in Appendix B.

Given the estimated SDC funds of approximately \$3.4 million, the remaining SDC funding gap range is \$1.8 million to \$3.3 million. If all SDC revenues were used for streets, the SDC funding gap for streets would be \$1.6 million to \$3.1 million.

The City allocates SDC revenues as part of a City-wide process that evaluates the need for financially constrained projects and projects needed to meet TPR requirements. Given that this analysis focuses on only Westside Area SDC revenues and transportation projects, this analysis provides incomplete information for the City to make decisions. Finding additional revenues will be a challenge, and will require additional analysis, decision-making, and public process. Based on conversations and analysis to date, the following strategies are likely the best starting places for the City to consider as the gap is clarified. Further, the tools are likely to be used in combination:

- Increase Citywide SDC rates. Many of the Westside Area projects benefit the entire City, and development of Westside Area also benefits the City through increasing tax base.
- Apply a sole source SDC in the Westside. Sole source SDCs are charged inside of a particular geographic area and are used to fund investments in that area only (as opposed to the City-wide allocation system currently used). The City of Hood River has not used sole-source SDCs in the past. A rough estimate of the SDC increase that would be needed in the Westside Area to fill the gap is about \$1,200.¹² A sole source SDC should be discussed with stakeholders, compared to a City-wide approach, and considered in combination with other potential strategies.
- Local improvement district, reimbursement district, or other kinds of public private partnership. This category of tools generally leverage private funding sources for infrastructure investments. There are a range of creative possibilities in this category that can be explored. They generally work best when a developer or property owner would be highly motivated to construct a particular segment of infrastructure, for example, when one segment of infrastructure serves a large development parcel or parcels, and that infrastructure is necessary to allow development to occur. Alignment D from Wine County Road to Sherman may be one example of this situation.¹³
 - Local improvement districts (LIDs) are special assessment districts in which property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners. LIDs spread the costs of infrastructure over a number of properties, and are usually levied over time. In some cases, municipalities may choose to borrow against that revenue stream to create up-front funding sources.

¹² To estimate this, we began with the estimate of the portion of SDC revenue that comes from residential development: roughly 60%. We therefore divided 60% of transportation SDC funding gap by the number of units anticipated in the Westside Area for this order-of-magnitude estimate.

¹³ Cost estimates included in the Appendix in detail already show a substantial developer investment in this particular project. Total cost burden to the developer would need to be considered.

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- Developer-build approaches. Developers can generally build infrastructure to a lower cost than the public sector. Partnerships with developers can leverage existing public funding sources to bring in additional private funds and lower costs. The City has experience with these types of mechanisms in the past, specifically to fund Mt. Adams and Wine Country Road investment. The City used a pool of public money from ODOT and the City to fund the road, but the developer designed and constructed the road to City standards. The developer agreed to use his own money to fill any funding gaps beyond the pool of resources available to him from the City and ODOT. This approach reduced costs and brought additional private dollars to the project. Reimbursement districts also fall into this category, allowing developers to construct the infrastructure in exchange for reimbursements through SDC credits or other funding sources.
 - Financial management approach. While this approach does not reduce costs or increase revenues, the City will seek ways to be more efficient with the resource available as the infrastructure is invested. For example, the City may seek to acquire right-of-way up front and hold it until it is time to construct the facility. As land prices are likely to rise in the future, this can help to manage costs. There may also be opportunities to phase infrastructure investments over time to reduce the costs that are needed up front. For example, for Alignment D from Wine Country to Sherman to connect to Frankton is a logical first phase, while the steeper section that connects to May could be longer term.
 - Find opportunities to reduce infrastructure costs. One option for doing this is to reduce mobility standards to bring project costs down. Another is to seek opportunities for value engineering as project are more fully designed for implementation.
 - General fund contributions. The City may choose to directly contribute to infrastructure development from its general fund through the typical budgeting and prioritization process. The City may also choose to bond against the general fund (general obligation bond) to increase the amount of funding available up-front to cover infrastructure costs, and then re-pay the bonds over time with general fund dollars. A general obligation bond increases the tax rates on residents and requires a vote of the public. As such, it is typically only used for significant projects that benefit the City as a whole.
 - State or grant funding. This funding source may be most appropriate for bike/ped projects, and trail projects, but could potentially be used for other types of projects as well.

Impact of development charges/fees on housing affordability

Affordability of housing in Hood River is an increasingly important issue, and the City is interested in finding as many avenues to address housing affordability as possible. Fees charged on new development (such as systems development charges or other fees) increase the cost of development. The City asked ECONorthwest to consider this relationship and its impacts on housing affordability in this analysis.

Theoretically, increased fees on new development are passed on to future homebuyers, and increase housing price for those homes. The actual relationship between new fees and housing prices, however, is less direct.

It is a common misconception that developers “set the price” of new development to cover costs and profit margins. However much they would like to, developers cannot control how much a homebuyer is willing or able to pay for a new home, and cannot control the price of the competing supply that is available in our free market housing system. They cannot simply increase the sale price to account for a new fee beyond what the market will otherwise bear.

The price of housing is determined no differently than any other good or service in a competitive market—it is established at an equilibrium between the quantity demanded and quantity supplied with similar size and features at a given market price. Thus, for development charges or fees to have an impact on the price of housing, it would need to affect either the demand for, or the supply of housing in the Hood River market.

Development fees and charges would not likely have any impact on housing demand (or the number of people needing to purchase a home and their willingness to pay for it). In other words, a development charge or fee on some homes in Hood River will not result in a change in the number of buyers looking to purchase homes in the Hood River area, nor the amount that those buyers are willing to pay for a given home with a given set of attributes.

Costs of production impact the supply curve, and therefore the market price of a good. For example, a developer will build a house on a vacant lot if the anticipated sales price of the home exceeds the anticipated development costs plus an acceptable rate of return on their capital. If the developer’s costs increase—for example, from the imposition of a new fee—then it would reduce their net operating income, and reduce the interest of financiers (banks) in underwriting the project. If a developer is not able to achieve a minimally acceptable operating income, they cannot build, and therefore decrease the supply of homes on the market. If the fee is the singular cause of this increase, then the fee could slow new development and result in supply constraints, which would then potentially have an impact on pricing in the entire market. In this way, new fees could theoretically increase housing pricing in Hood River’s market.

In the study area, if additional or higher SDCs are charged than in other parts of the City, and if there remains sufficient demand at a higher pricepoint needed to cover the full cost of production so that new development can occur, developers will charge a higher rent or sales price as a result of these fees. The impact of this increase could affect pricing in the entire market, as the new development in the study area serves as new “comps” for appraisals with competing supply.

While in these circumstances fees and SDCs can make a difference for development feasibility and unit pricing, they must be considered in context. It is important to note that while fees increase the costs of development, they are typically a smaller contributor to overall development feasibility than larger market forces such as achievable sales pricing or rents or labor and construction costs. To fully understand the degree of impact, the City would need to

conduct analysis at the time that the development is moving forward, as markets change over time in ways that are very consequential.

Achieving a balance between supply of units and demand for those units (ensuring that new construction occurs at rates that match household formation and in-migration) is the best strategy for slowing housing price increases. It is important to ensure that fees and SDCs are not creating a barrier to housing construction that could reduce needed supply. One way to keep fees lower, and reduce the likelihood of housing price impacts associated with fees, is to ensure that development is efficiently using available infrastructure and maximizing the investments of public dollars. These kinds of actions can mean that fees do not have to be increased, or can be spread over a larger total number of units.

Efforts like the one the City is undertaking in the Westside Area Concept Plan Area to ensure that infrastructure is comprehensively planned and that many units are sharing the infrastructure costs are best practice. If higher density scenarios do not also have higher infrastructure costs, then, on a per-unit basis, each individual unit will pay lower fees *and* more units will be added to the market relative to demand to help to slow price increases. From a pricing perspective, this is the best possible outcome.

The City may also want to consider additional tools for funding affordable housing in the study area. The City's adopted Hood River Housing Strategy includes a wide range of tools that can be used for these purposes¹⁴. It includes three broad strategies: (1) Increase the efficiency of use of land within the Hood River UGB, (2) Regulate and manage secondary and short-term rental housing, and (3) Develop affordable housing. The third strategy lists many recommended actions, including to identify sources of funding to support government-subsidized affordable housing development (for example, TRT), develop a tax abatement program, and work with a nonprofit to develop a community land trust.

¹⁴ *Hood River Housing Strategy* (2015), ECONorthwest.
http://centralpt.com/upload/375/2015HousingStudy/19124_HoodRiverHousingStrategy2015Final.pdf

Appendix A: Detail of SDC Revenue Estimates

This appendix provides detailed information and calculations associated with the estimates of SDC revenue included in this memorandum. All assumptions regarding methods for SDC calculations and SDC rates came from the City's SDC rate schedules and were verified through conversations with City staff. Estimates of the amount of Westside Area development (number of residential units, amount of commercial or industrial development) were provided by APG. Estimates of the number of water meters, number of permits, conversions to gross floor area, and other necessary assumptions to translate APGs estimates of amount of new development into units necessary to calculate SDC revenue were provided by and / or discussed and vetted by the City of Hood River. All dollar values are 2017 dollars.

Exhibit A.1: Estimates of Water SDC Revenues, Westside Area Concept Plan Area, City of Hood River, Oregon

Unit: Water Meter	SDC Rate (per water meter)	Number of Water Meters	SDC Revenue
3/4"	\$ 4,010	507	\$ 2,033,070
1"	\$ 6,683	10	\$ 66,830
1 1/2"	\$ 13,367	71	\$ 949,057
2"	\$ 21,387	0	\$ -
3"	\$ 66,836	2	\$ 133,672
4"	\$ 133,670	0	\$ -
6"	\$ 267,343	0	\$ -
8"	\$ 360,911	0	\$ -
Total			\$ 3,182,629

Source: ECONorthwest, 2017, based on data from DEA and the City of Hood River

Exhibit A.2: Estimates of Wastewater Systems Development Charge Revenues, Westside Area Concept Plan Area, City of Hood River, Oregon

Unit: Water Meter	SDC Rate (per water meter)	Water Meters	SDC Revenue
3/4"	\$ 1,804	507	\$ 914,628
1"	\$ 3,014	10	\$ 30,140
1 1/2"	\$ 6,008	71	\$ 426,568
2"	\$ 9,617	0	\$ -
3"	\$ 30,075	2	\$ 60,150
4"	\$ 60,133	0	\$ -
6"	\$ 120,283	0	\$ -
8"	\$ 162,374	0	\$ -
Total			\$ 1,431,486

Source: ECONorthwest, 2017, based on data from DEA and the City of Hood River

Exhibit A.3: Estimates of Stormwater Systems Development Charge Revenues, Westside Area Concept Plan Area, City of Hood River, Oregon

Unit	SDC Rate	Number	SDC Revenue
Residential- per permit	\$ 673.00	814	\$ 547,714
Industrial - per SF impervious	\$ 0.26	295,606	\$ 76,858
Commercial - per SF impervious	\$ 0.26	1,039,738	\$ 270,332
School - per SF impervious	\$ 0.26	177,725	\$ 46,208
Total			\$ 941,112

Source: ECONorthwest, 2017, based on data from DEA and the City of Hood River

Exhibit A.4: Estimates of Transportation Systems Development Charge Revenues, Westside Area Concept Plan Area, City of Hood River, Oregon

Unit	SDC Rate	Number	SDC Revenue	Notes
Single Family (per dwelling unit)	\$ 1,889	473	\$ 893,119	
Multi-family (per dwelling unit)	\$ 1,323	618	\$ 818,143	
Residential Townhome (per dwelling unit)	\$ 1,156	279	\$ 322,755	
Specialty Retail Center (per TSFGFA)	\$ 3,233	131	\$ 424,692	Retail
General Office (per TSFGFA)	\$ 2,174	84	\$ 183,323	Office (100%) and Flex/Business park (50%)
Government office (per TSFGFA)	\$ 13,607	39	\$ 529,186	Gov't/other
Warehouse (per TSFGFA)	\$ 979	25	\$ 24,845	Warehouse
General light industrial (per TSFGFA)	\$ 1,376	80	\$ 109,854	Flex/Business Park (50%) and General industrial (100%)
Middle School(per student)	\$ 128	800	\$ 102,400	Ranged from 750-850 students
Total			\$ 3,408,317	

ECONorthwest, 2017, based on data from DKS and the City of Hood River

Note: TSFGFA means Thousand Square Feet of Gross Floor Area

Exhibit A.5: Estimates of Parks Systems Development Charge Revenues, Westside Area Concept Plan Area, City of Hood River, Oregon

Unit	SDC Rate	Number	SDC Revenue
Single Family (per unit)		\$3,256	752 \$ 2,448,512
Multifamily (per unit)		\$2,349	618 \$ 1,452,622
			\$ 3,901,134

ECONorthwest, 2017, based on data from APG and the City of Hood River

Appendix B: Detail of Project Costs

This appendix provides the details of the infrastructure costs used in this memorandum. David Evans and Associates (DEA) provided wastewater, stormwater, and water project costs. DKS Consulting provided transportation costs. Angelo Planning Group (APG) provided parks cost and associated assumptions.

Exhibit B.1: Estimates of Wastewater Project Costs, Westside Area Concept Plan Area, City of Hood River, Oregon

Description	Pipe Diameter	Total Length (ft)	Unit Cost (\$/LF)	SubTotal	Funded by City	City Portion of Project Costs
Connection to Belmont Dr	8	1,100	365	\$401,500	0%	\$0
Connection to 29 th St	8	400	365	\$146,000	0%	\$0
Connection to 30 th St	8	1,360	365	\$496,400	0%	\$0
Rocky Rd Connection	8	1,800	365	\$657,000	22%	\$144,540
Vista Loop Connection to Blackberry	8	810	365	\$295,700	0%	\$0
Vista Loop Connection to Kesia Ct.	8	600	365	\$219,000	0%	\$0
Blackberry Dr. - East to Vista Loop	8	730	365	\$266,500	0%	\$0
East-West Connection to Frankton Rd	8	650	365	\$237,300	50%	\$118,650
New North-South (Alignment D) - Wine Country to May Dr.	8	2,650	365	\$967,300	0%	\$0
May Dr Connection to Align D (East to West and West to East)	8	400	365	\$146,000	50%	\$73,000
Sherman Rd Connection to Align D (East to West)	8	900	365	\$328,500	0%	\$0
High School to Align D	8	650	365	\$237,300	0%	\$0
Frankton Road to Align D (West to East)	8	1,400	365	\$511,000	?	
Adams Extension North from Cascade Av	8	2,190	365	\$799,400	25%	\$199,850
Prospect Av Extension East of Adams	8	630	365	\$230,000	0%	\$0
Montello Av Extension (East to West and West to East)	8	1,230	365	\$449,000	0%	\$0
Eugene Av Extension to Adams	8	350	365	\$127,800	0%	\$0
Hazel West Connection	8	380	365	\$138,700	0%	\$0
Sherman West Connection	8	400	365	\$146,000	0%	\$0
Sherman Connection to Adams	8	750	365	\$273,800	0%	\$0
Total				\$7,074,200		\$536,040
SDC Revenue						\$1,431,486
Gap						\$0

Source: DEA and the City of Hood River, with SDC revenues calculated by ECONorthwest, 2017

Note: The City is evaluating options for funding Frankton Road to Alignment D (West to East), and will continue to study this along with other projects in this table.

Exhibit B.2: Estimates of Stormwater Project Costs, Westside Area Concept Plan Area, City of Hood River, Oregon

Description	Diameter	Length	Unit Cost (\$/LF)	Total Cost	Funded by City	City Portion of Project Costs
Stormwater Basin A						
West Extension from Belmont	12	400	\$328	\$131,200	0%	\$0
	18	600	\$395	\$237,000	0%	\$0
Rand Rd. South Ext from May Ave	18	1,500	\$395	\$592,500	33%	\$195,525
May Extension West from Rand Road	12	680	\$328	\$223,000	100%	\$223,000
May Extension West from POC	24	430	\$693	\$243,400	100%	\$243,400
Total				\$1,427,100		\$661,925
Stormwater Basin B						
30TH Street Extension South	15	250	\$368	\$368,000	0%	\$0
May Ave Extension East from 30th St (CIP C8-G)	18	600	\$395	\$237,000	100%	\$237,000
Hazel South Ext West from 30th St	12	365	\$328	\$239,500	0%	\$0
Sherman Extension West from 30th St	12	350	\$328	\$229,600	0%	\$0
Cascade Ave Extension West to POC	18	300	\$395	\$118,500	0%	\$0
Total				\$1,192,600		\$237,000
Stormwater Basin C						
Rocky Rd Extension South to Study Boundary	15	1,300	\$368	\$478,400	25%	\$119,600
Prospect Ext West to Adams Ave	12	600	\$328	\$196,800	0%	\$0
Montello Ave Ext West to Adams Ave	12	600	\$328	\$196,800	0%	\$0
Eugene Ave Ext West to Adams Ave	12	730	\$328	\$239,500	0%	\$0
Sherman Extension East to Adams Ave	12	450	\$328	\$147,600	0%	\$0
Adams Ave Ext from May Ave to Cascade Ave	18	1,300	\$395	\$513,500	0%	\$0
	24	450	\$566	\$254,700	0%	\$0
Cascade Ave Ext West to POC	24	700	\$566	\$396,200	0%	\$0
Total				\$2,423,500		\$119,600
Stormwater Basin D						
May Ext East from Align D	12	570	\$328	\$187,000	35%	\$65,450
May Ext West from Align D	15	300	\$368	\$110,400	100%	\$110,400
Extension East from Stonegate Dr	12	600	\$328	\$196,800	0%	\$0
Extension North to May Ave	12	650	\$328	\$213,200	0%	\$0
May Ext East from Frankton	15	600	\$368	\$220,800	50%	\$110,400
May Ext West from Nina Ln	12	350	\$328	\$114,800	100%	\$114,800
W Prospect Ave Ext East	12	300	\$328	\$98,400	100%	\$98,400
	15	300	\$368	\$110,400	0%	\$0
North Ext from May to Align D	15	650	\$368	\$239,200	0%	\$0
Hazel Ext to Align D	12	600	\$328	\$196,800	0%	\$0
Sherman Ext West to Align D	12	600	\$328	\$196,800	0%	\$0
Align D Ext from May to POC	15	870	\$368	\$320,200	0%	\$0
	18	820	\$395	\$323,900	0%	\$0
	24	1250	\$566	\$707,500	0%	\$0
Total				\$3,236,200		\$499,450
Stormwater Basin E						
West Ext to Frankton Rd	15	500	\$368	\$184,000	100%	\$184,000
Frankton Ext to the North	15	700	\$368	\$257,600	100%	\$257,600
North Ext from Frankton to Country Club Rd/POC	18	950	\$395	\$375,300	100%	\$375,300
Total				\$816,900		\$816,900
Total:				\$9,096,300		\$2,334,875
SDC Revenue						\$941,112
Gap						\$1,393,763

Source: DEA and the City of Hood River, with SDC revenues calculated by ECONorthwest, 2017

Exhibit B.3: Estimates of Water Project Costs, Westside Area Concept Plan Area, City of Hood River, Oregon

Description	Pipe Diameter	Total Length (ft)	Unit Cost (\$/LF)	SubTotal	Funded by City	City Portion of Project Costs
Belmont Dr. West Ext to Rocky Rd	10	2,180	291	\$634,400	0%	\$0
29 th St. Extension South	8	420	270	\$113,400	0%	\$0
30 th St. Extension South	8	400	270	\$108,000	0%	\$0
Blackberry Dr. from Rocky Rd. to Frankton Rd	10	1,940	291	\$564,600	0%	\$0
Vista Loo connection to Blackberry Dr.	8	1,150	270	\$310,500	0%	\$0
May Dr. Extension to Frankton Rd	8	650	270	\$175,500	60%	\$105,300
Elan Dr. Extension to Frankton Rd	8	420	270	\$113,400	0%	\$0
Frankton Rd South Extension from Blackberry Dr.	8	650	270	\$175,500	100%	\$175,500
Frankton Rd - May St. to Blackberry Dr.	8	650	270	\$175,500	100%	\$175,500
Frankton Rd - May St. to Country Club	8	2650	270	\$715,500	100%	\$715,500
Country Club Rd Extension to Frankton	8	1,180	270	\$318,600	0%	\$0
New North-South Arterial (Alignment D) - Wine Coun	8	2,680	270	\$723,600	0%	\$0
East-West Connection from Align D to Frankton Rd	8	720	270	\$194,400	50%	\$97,200
Prospect Av from Align D to Frankton Rd	8	980	270	\$264,600	50%	\$132,300
Adams Extension North to 30 th St.	8	2,230	270	\$602,100	33%	\$198,693
Sherman Extension West to Align D	8	1,680	270	\$453,600	0%	\$0
High School from Sherman to Align D	8	950	270	\$256,500	0%	\$0
Hazel Extension West to Adams	8	470	270	\$126,900	0%	\$0
Eugene Extension West to Adams	8	450	270	\$121,500	0%	\$0
Total:				\$6,148,100		\$1,599,993
SDC Revenue						\$3,182,629
Gap						\$0

Source: DEA and the City of Hood River, with SDC revenues calculated by ECONorthwest, 2017

Exhibit B.4: Estimates of Park Project Costs, Westside Area Concept Plan Area, City of Hood River, Oregon

Land to be purchased	10.7 acres
Estimated land costs	\$3,745,000
Park SF in plan	466,092
Assumed improvement cost PSF	\$4 - \$8
Total Costs	\$5,609,368 - \$7,473,736
SDC Revenue	\$3,901,134
Total Funding Gap	\$1,708,324 - \$3,572,602

SDC revenues calculated by ECONorthwest, 2017

Note: Acreage estimate assumes that some portion of the open space is accommodated through the open space available at the school site.

Source: DEA and the City of Hood River, with

Transportation Financially Constrained Scenario Table Header Descriptions

- **Part of 2011 TSP Financially Constrained Project list?** – Notes all projects that are included in the financially constrained project list within the 2011 Hood River TSP. These are priority projects necessary for adequate system function and to meet requirements of Oregon’s Transportation Planning Rule (TPR, OAR 660-12). Source: DKS and City of Hood River
- **Should be on Financially Constrained list?** – Notes the project team’s assessment of each project for potential inclusion or removal from future financially constrained project lists. This column includes details on two different financially constrained project list scenarios shown in Exhibit B5 and B6. Source: Project team and City of Hood River.
- **% SDC Eligible** – Notes the share of current or potential new project SDC funding eligibility based on the 2011 Hood River TSP and project team assessment. Source: DKS and City of Hood River.
- **Total Project Costs** – An initial assessment of project costs prepared by DKS.
- **Developer Costs (Local Road Equivalent)** – The portion of total costs that have been identified as being local road equivalent improvements and are the responsibility of developers. Source: DKS
- **Westside Costs** – Total project costs attributable to the Westside that are not considered local road equivalent projects. Source: DKS
- **Financially Constrained SDC Eligible Westside Project Costs** – An estimate of SDC eligible projects costs based on the % SDC Eligible column.
- **ODOT Cost, Other city sources, and County funded** – These columns provide initial estimates of additional funding from other city, county, and state funding sources. These estimates are based project team conversations with City staff, and county and ODOT stakeholders.

Exhibit B.5: Transportation Financially Constrained Scenario A

ID	Project	Part of 2011 TSP Financially Constrained Project list?	Should be on Financially Constrained list?	% SDC Eligible	Total Cost Estimate	Developer Cost (Local Road Equivalent)	Westside Cost	Financially Constrained SDC Eligible Westside Projects Cost	ODOT Cost	Other city sources	County funded
MV1/MV2 Interim	I-84 Exit 62 Interchange	no	no	0%	\$5,000,000	\$0	\$0	\$0	\$5,000,000	\$0	\$0
MV2a	Cascade Avenue	no	no	0%	\$1,306,000	\$0	?	\$0	\$0	?	?
MV2b	Cascade Avenue	no	no	0%	\$906,000	\$0	?	\$0	\$0	?	?
MV3	Cascade Ave at Mt. Adams Ave	yes	yes	100%	\$844,000	\$0	\$844,000	\$844,000	?	\$0	\$0
MV4.1	30 th Street (May Street to Fairview Drive)	no	no	0%	\$7,120,000	\$3,560,000	\$3,560,000	\$0	\$0	\$0	\$0
MV4.2	Alignment D (Wine Country Avenue to May Street)	yes	no	100%	\$13,602,000	\$8,259,000	\$1,335,750	\$1,335,750	\$0	\$4,007,250	\$0
MV4.3	May Street/Alignment D	yes	no	100%	\$350,000	\$0	\$87,500	\$87,500	\$0	\$262,500	\$0
MV5	Sherman Avenue (Rand Road to Alignment D)	no	yes	100%	\$7,814,000	\$6,570,000	\$1,244,000	\$1,244,000	\$0		\$0
MV6	Rand Road (May Street to Belmont)	no	no	0%	\$2,971,463	\$2,325,000	\$323,231	\$0	\$0	\$323,231	\$0
MV7	Belmont Avenue (Rand Road to Frankton Road)	no	no	0%	\$9,807,992	\$7,440,000	\$1,183,996	\$0	\$0	\$1,183,996	\$0
MV11	Mt Adams Avenue/Cascade Avenue	yes	yes	100%	\$398,931	\$0	\$199,465	\$199,465	\$0	\$0	\$199,465
MV13	Rand Road/Cascade Avenue	yes	yes	100%	\$1,750,000	\$0	\$1,000,000	\$1,000,000	\$750,000	\$0	\$0
MV12.1	Wine Country Avenue/Alignment D	yes	yes	100%	\$498,000	\$0	\$124,500	\$124,500	\$0	\$373,500	\$0
MV25	Rand Road/27 th Street/May Street	no	yes	100%	\$350,000	\$0	\$175,000	\$175,000	\$0	\$175,000	\$0
Subtotal MV Projects					\$52,718,385	\$28,154,000	\$10,077,443	\$5,010,215	\$5,750,000	\$6,325,477	\$199,465
P1.1	Historic Columbia River Highway Trail	no	no	0%	\$6,933,000	\$6,933,000	\$0	\$0	not in study area	\$0	\$0
P13	Historic Columbia River Highway Trail, south side of Cascade Avenue	no	no	0%	\$1,185,000	\$1,185,000	\$0	\$0	\$0	\$0	\$0
P14	30 th Street North Extension	no	no	0%	\$359,000	\$359,000	\$0	\$0	\$0	\$0	\$0
P15	Westside Community Trail extension to Cascade Avenue	no	no	0%	\$67,000	\$0	\$67,000	\$0	\$0	\$0	\$0
P4	Westside Community Trail	yes	no	0%	-	-	-				
BL7	Rand Road	no	no	0%	\$239,358	\$0	\$119,679	\$0	\$0	\$119,679	\$0
BL6	May Street	yes	no	33%	\$515,921	\$0	\$515,921	\$168,706	\$0	\$0	\$0
P16	Upper Terrace Neighborhood Trail	no	no	0%	\$793,000	\$0	\$793,000	\$0	\$0	\$0	\$0
P17	Post Canyon Drive Bike Lanes and Sidewalks	no	no	0%	\$778,000	\$0	\$0	\$0	\$0	\$778,000	\$0
P18	West Community Trail extension west to Frankton Road	no	no	0%	\$103,000	\$0	\$103,000	\$0	\$0	\$0	\$0
P19	Trail from Sherman Avenue to Frankton Road	no	no	0%	\$112,000	\$0	\$112,000	\$0	\$0	\$0	\$0
BL2	Frankton Bike Lanes	no	no	0%	\$387,533	\$0	\$193,766	\$0	\$0	\$193,766	\$0
BL1	Country Club Bike Lanes	no	no	0%	\$416,028	\$0	\$416,028	\$0	\$0	\$0	\$0
Subtotal Ped and Bike Projects					\$11,888,840	\$8,477,000	\$2,320,394	\$168,706	\$0	\$1,091,445	\$0
Total Cost					\$64,607,225	\$36,631,000	\$12,397,837	\$5,178,922	\$5,750,000	\$7,416,923	\$199,465

Source: Data provided by DKS and the City of Hood River

Note: Column subtotals and totals for Westside, ODOT, other city sources, and county funded subject to change as more is known about how total costs are allocated.

Exhibit B.6: Transportation Financially Constrained Scenario B

ID	Project	Part of 2011 TSP Financially Constrained Project list?	Should be on Financially Constrained list?	% SDC Eligible	Total Cost Estimate	Developer Cost (Local Road Equivalent)	Westside Cost	Financially Constrained SDC Eligible Westside Projects Cost	ODOT Cost	Other city sources	County funded
MV1/MV2 Interim	I-84 Exit 62 Interchange	no	no	0%	\$5,000,000	\$0	\$0	\$0	\$5,000,000	\$0	\$0
MV2a	Cascade Avenue	no	no	0%	\$1,306,000	\$0	?	\$0	\$0	?	?
MV2b	Cascade Avenue	no	no	0%	\$906,000	\$0	?	\$0	\$0	?	?
MV3	Cascade Ave at Mt. Adams Ave	yes	yes	100%	\$844,000	\$0	\$844,000	\$844,000	\$0	\$0	\$0
MV4.1	30 th Street (May Street to Fairview Drive)	no	no	0%	\$7,120,000	\$3,560,000	\$3,560,000	\$0	\$0	\$0	\$0
MV4.2	Alignment D (Wine Country Avenue to May Street)	yes	yes	100%	\$13,602,000	\$8,259,000	\$1,335,750	\$1,335,750	\$0	\$4,007,250	\$0
MV4.3	May Street/Alignment D	yes	yes	100%	\$350,000	\$0	\$87,500	\$87,500	\$0	\$262,500	\$0
MV5	Sherman Avenue (Rand Road to Alignment D)	no	yes	100%	\$7,814,000	\$6,570,000	\$1,244,000	\$1,244,000	\$0	\$0	\$0
MV6	Rand Road (May Street to Belmont)	no	yes	100%	\$2,971,463	\$2,325,000	\$323,231	\$323,231	\$0	\$323,231	\$0
MV7	Belmont Avenue (Rand Road to Frankton Road)	no	yes	100%	\$9,807,992	\$7,440,000	\$1,183,996	\$1,183,996	\$0	\$1,183,996	\$0
MV11	Mt Adams Avenue/Cascade Avenue	yes	yes	100%	\$398,931	\$0	\$199,465	\$199,465	\$0	\$0	\$199,465
MV13	Rand Road/Cascade Avenue	yes	yes	100%	\$1,750,000	\$0	\$1,000,000	\$1,000,000	\$750,000	\$0	\$0
MV12.1	Wine Country Avenue/Alignment D	yes	yes	100%	\$498,000	\$0	\$124,500	\$124,500	\$0	\$373,500	\$0
MV25	Rand Road/27 th Street/May Street	no	yes	100%	\$350,000	\$0	\$175,000	\$175,000	\$0	\$175,000	\$0
Subtotal MV Projects					\$52,718,385	\$28,154,000	\$10,077,443	\$6,517,443	\$5,750,000	\$6,325,477	\$199,465
P1.1	Historic Columbia River Highway Trail	no	no	0%	\$6,933,000	\$6,933,000	\$0	\$0	not in study area	\$0	\$0
P13	Historic Columbia River Highway Trail, south side of Cascade Avenue	no	no	0%	\$1,185,000	\$1,185,000	\$0	\$0	\$0	\$0	\$0
P14	30 th Street North Extension	no	no	0%	\$359,000	\$359,000	\$0	\$0	\$0	\$0	\$0
P15	Westside Community Trail extension to Cascade Avenue	no	no	0%	\$67,000	\$0	\$67,000	\$0	\$0	\$0	\$0
P4	Westside Community Trail	yes	no	0%	-	-	-	-	-	-	-
BL7	Rand Road	no	no	0%	\$239,358	\$0	\$119,679	\$0	\$0	\$119,679	\$0
BL6	May Street	yes	no	33%	\$515,921	\$0	\$515,921	\$168,706	\$0	\$0	\$0
P16	Upper Terrace Neighborhood Trail	no	no	0%	\$793,000	\$0	\$793,000	\$0	\$0	\$0	\$0
P17	Post Canyon Drive Bike Lanes and Sidewalks	no	no	0%	\$778,000	\$0	\$0	\$0	\$0	\$778,000	\$0
P18	West Community Trail extension west to Frankton Road	no	no	0%	\$103,000	\$0	\$103,000	\$0	\$0	\$0	\$0
P19	Trail from Sherman Avenue to Frankton Road	no	no	0%	\$112,000	\$0	\$112,000	\$0	\$0	\$0	\$0
BL2	Frankton Bike Lanes	no	no	0%	\$387,533	\$0	\$193,766	\$0	\$0	\$193,766	\$0
BL1	Country Club Bike Lanes	no	no	0%	\$416,028	\$0	\$416,028	\$0	\$0	\$0	\$0
Subtotal Ped and Bike Projects					\$11,888,840	\$8,477,000	\$2,320,394	\$168,706	\$0	\$1,091,445	\$0
Total Cost					\$64,607,225	\$36,631,000	\$12,397,837	\$6,686,149	\$5,750,000	\$7,416,923	\$199,465

Source: Data provided by DKS and the City of Hood River

Note: Column subtotals and totals for Westside, ODOT, other city sources, and county funded subject to change as more is known about how total costs are allocated.

Appendix C: Documentation of Funding Sources

This section describes the universe of funding sources that could be used in the Westside Area Concept Plan area. The tools are organized in the following categories:

- **Existing funding tools.** These are tools the City of Hood River currently uses which could be applied in the Westside Area.
- **Potential new funding tools.** These are tools the City of Hood River does not currently use, but that are used in other communities in Oregon to fund the types of infrastructure considered in this analysis.
- **Infrequently used or challenging tools.** While technically possible, these tools are problematic and/or rarely used.

Existing funding tools

The City of Hood River has these tools in place, and could apply them in the Westside Area. They are: Systems Development Charges, Fuel Tax, Local Improvement District, Property Tax: bonds, and cost sharing.

System Development Charge

How it works

System Development Charges (SDCs) are one-time impact fees assessed on all new development for various types of infrastructure. They are intended to fund the increased capital costs incurred by a municipality or utility resulting from the infrastructure or other needs associated with new development. Local jurisdictions must adopt a method that complies with state statutes for calculating the charges that sets the fee to reflect the actual cost of the needed capital improvements to which the fee is related. The City of Hood River currently charges transportation, water, wastewater, and stormwater SDCs. Additionally, properties in Hood River must pay the County Parks and Recreation District's SDC.

What it can be used for

SDC revenue can be spent on projects specifically outlined in a master plan, capital improvement plan, or other similar plan to be funded by, or in-part by SDC revenue. The project list can be updated or modified.

Key considerations

SDCs are paid by developers when they obtain permits, and contribute to a pool of SDCs that are then used to pay for approved projects across the City. Understanding immediate capacity to pay for the necessary up-front capital investment in infrastructure in the study area therefore requires an understanding both of the amount of revenue generated in the study area *and* the available city-wide SDCs.

Development fees can affect the financial feasibility of development, because they increase the costs of construction for developers. See section 3 below for further explanation.

Local Fuel Tax

How it works

A fuel tax is on the sale of gasoline and other fuels, levied as a fixed dollar amount per gallon. The City of Hood River currently has a three-cent per gallon gas tax that generates about \$300,000 in revenue annually, but the City could increase the tax amount by a public vote (ORS 319.950).

What it can be used for

Local fuel tax revenue can be spent on the same types of projects as the state's fuel tax revenue: "exclusively for the construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas" (Oregon Constitution, Article IX, Section 3a).

Key considerations

Local fuel taxes in Oregon range from one cent to five cents per gallon, averaging 2.6 cents (not including the City of Portland's new 10 cent fuel tax). Only three cities, Warrenton, Woodburn, and Portland have fuel taxes over three cents. Increasing Hood River's fuel tax would make it one of the highest in the state. Because the City already has a local fuel tax, it would be relatively easy to administer citywide. However, passing a citywide fuel tax would be politically challenging if revenues were only spent on one area in the City. To pass, revenue would likely need to be spent on projects throughout the City, decreasing the revenue available for infrastructure in the study area.

Transient Room Tax

How it works

A transient lodging tax is a fee charged to customers for overnight lodging, generally for periods of less than 30 consecutive days. The fee is a percentage of lodging charges incurred by the customer, though some jurisdictions levy a fee per room night. Typical tax rates range between 3% and 9%. These local tax rates are in addition to the State transient lodging tax of 1%. The City of Hood River's Transient Room Tax is currently 8%.

What it can be used for

Although local jurisdictions use transient lodging tax revenues to fund a wide variety of programs, the State enacted new legislation in 2003 that requires new or increased local transient lodging taxes to dedicate at least 70% of net revenue to fund tourism promotion or tourism-related activities. This significantly limits the amount of revenue that could be used for infrastructure from a transient lodging tax.

Key considerations

This tool requires a more detailed cost-benefit analysis. Because Hood River already has a transient lodging tax, an increased tax would be easy to administer. Revenue generation would likely be high, as Hood River's has a large tourist economy. However, limited funding could be used for infrastructure in the study area. Additionally, it may be politically challenging to implement, as the tax is currently relatively high.

Local Improvement District (LID)

How it works

An LID is a special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners.

What it can be used for

City Code states that "street, water, sewer, sidewalk, stormwater, or other local improvement" LIDs are permitted.

Key considerations

The City of Hood River has municipal code that guides use of LIDs, and has used LIDs in the past. LIDs are often used for greenfield developments with relatively few property owners who can pay in proportion to their benefit.

An LID is a good mechanism for gathering contributions from key willing property owners who must have infrastructure for development to occur and will therefore benefit from their own investment.

Property Tax: Bonds

How it works

There are two major types of bonds: General Obligation (GO) Bonds and revenue bonds. In Oregon, both are commonly levied against municipal property taxes, though revenue bonds can be levied against any steady stream of public tax revenue. The funding source is therefore the property tax.

- GO bonds: Local property taxes are committed to pay debt service on a city-issued GO Bond. GO bond levies typically last for 15 to 30 years for capital projects, and must be approved by a public vote. The effective property tax levied to support GO bond obligations can vary over time, based on the total assessed value of property within the jurisdiction that issued the bonds and the scheduled GO bond payment obligations.
- Revenue bonds: City-issued revenue bonds are used to finance revenue-generating projects. Income from the projects pay debt service on the revenue bonds. The City of Hood River currently has various mechanisms to share costs for infrastructure improvements with affected property owners. Municipal Code Chapter 3.16 established

a special revolving fund to pay for improvements and established procedures for alternate financing and loans.

What it can be used for

GO and revenue bonds can be used for all types of infrastructure in this analysis.

Key considerations

GO bonds require a public vote. Therefore, they are typically only used for projects that benefit all voters in a community. For this reason, revenue bonds may be more appropriate for infrastructure in the study area.

Utility Fee

How it works

A utility fee is a fee assessed to all businesses and households in the jurisdiction for use of specified types of infrastructure or public utilities, based on the amount of use (either measured or estimated). A utility fee can be applied citywide or in a smaller area within a city. The City of Hood River currently has a monthly stormwater utility fee, for maintenance and repair of the stormwater system.

What it can be used for

Utility fees are common practice for a wide-range of services, including garbage, water, electricity, and other traditional utilities. In recent years, municipalities have become more creative in defining “utilities” to include other types of infrastructure like street lighting, transportation maintenance, and emergency services (both capital projects and operations and maintenance). Several other Oregon Communities have used utility fees to fund infrastructure and public works investments. Oregon City, for example, used a temporary monthly utility fee to fund a new public safety building, and Lake Oswego has a street maintenance utility fee.

Key considerations

Utility fees are increasingly used to fund infrastructure projects.

Often, utility fee methodologies involve tradeoffs between fairness and simplicity, where the simplest fee structures may not do a great job of fairly allocating costs, and improving the fairness of the methodology may increase the complexity, making it more difficult to administer and understand.

Partnerships: Cost-Sharing

How it works

The City of Hood River currently uses cost-sharing agreements to leverage funding from various public and private partners. A recent example is the cost-sharing for the traffic signal improvement at the intersection of Cascade Avenue and Rand Road, between the City and private developers. The agreement requires developers to pay their proportionate share of the improvements, based on number of PM peak-hour trips generated.

Other examples of cost-sharing include public private development deals (cost sharing with private developers), local improvement districts (cost sharing with property owners), and any number of possible configurations of intergovernmental agreements (cost sharing with other government entities).

What it can be used for

Cost sharing can be used for all types of infrastructure in this analysis, provided that there is a willing partner who also benefits from the infrastructure investments.

Key considerations

Cost sharing mechanisms require partnerships. There must be a willing partner, who also benefits from improvements to infrastructure, to begin to discuss cost sharing approaches. Typically, these are negotiated on an ad-hoc basis and are specific to a particular infrastructure investment.

The City has existing cost-sharing agreements in place with the Oregon Department of Transportation (ODOT) and other developers for some intersections in the Westside Area Concept Plan area. When infrastructure costs are determined in future phases, the Westside Area Concept Plan should consider changes to existing cost sharing methodologies to fill the funding gap.

Potential New Funding Tools for the Westside Area Concept Plan Area

The City may need to explore additional tools, beyond those that are already available, to fill gaps in the Westside Area Concept Plan Area. This subsection describes sole source SDCs, supplemental SDCs, urban renewal, utility fees, and special service districts as tools that could be considered. Some of these tools (like urban renewal) are in use in other parts of the City of Hood River, but would require additional policy action to be used in the Westside Area Concept Plan Area.

Sole Source SDC

How it works

SDC's are one-time fees based on proposed new use or increase in use of a property. Sole Source SDCs retains SDCs paid by developers within the limited geographic area that directly benefits from new development.

What it can be used for

Sole Source SDCs can only be spent on new development in the geographic area in which it is collected. The revenue is allocated separately from Citywide SDCs.

Key considerations

Sole Source SDCs can be administratively challenging to implement and manage, but they do ensure that revenues collected in an area are used in that area, and for that reason can sometimes be more acceptable to engaged property owners and developers.

Supplemental SDC

How it works

Supplemental SDCs are additional SDCs charged on a specific sub-area of a city and are supplemental to the city's existing SDC. Sometimes, supplemental SDCs are charged only in certain geographies (supplemental SDCs charged in a sole source SDC area).

What it can be used for

Supplemental SDCs can only be spent on new development in the geographic area in which it is collected. They are allocated separately from Citywide SDCs.

Key considerations

Supplemental SDCs can be administratively challenging to implement and manage, but can they do ensure that property owners pay in proportion to their benefit.

Urban Renewal

How it works

Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. The governing body, usually acting on the recommendation of Technical and Advisory Committees, creates an urban renewal district with specific boundaries and identities improvements to be funded within the district. Bonds may be issued to fund improvements. As property values increase in the district, the increase in total property taxes (e.g., city, county, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls.

What it can be used for

Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments in blighted areas: redevelopment projects, economic development strategies, streetscape improvements, land assembly, transportation enhancements, historic preservation projects, and parks and open spaces.

Key considerations

The City of Hood River already has three urban renewal areas (none of which overlap the study area), and therefore may be approaching statutory limits on the amount of area that can be in a URA at any given time. This would require investigation. Further, URAs can be politically challenging to implement, as they divert revenues that would otherwise flow to overlapping service providers who must nonetheless serve new development inside the URA boundary. However, they are powerful funding / financing mechanisms that are designed to support investments in infrastructure that are needed to allow redevelopment to occur.

Special Service District

How it works

A special service district can take several forms in Oregon, but in general, they use property taxes, service fees, or a combination of the two to finance infrastructure or other investments. Parks districts, fire districts, and county service districts are examples. A boundary for a potential special service district would need to be evaluated. Hood River Valley Parks and Recreation District is a special service district. Another example is in the North Bethany area of Washington County, where a new County Service District was put in place to fund infrastructure investments to support development.

What it can be used for

Except in limited circumstances, special service districts are typically used to fund specific types of infrastructure (such as schools, or parks) rather than multiple types. They are also typically used for entire cities or larger geographic areas, rather than subareas.

Key considerations

Implementing a special service district would require more analysis to determine (1) which segment of infrastructure should be funded with a special service district, and (2) the impact on the overall property tax rate.

A special service district would be politically challenging to implement in a subarea of the City.

Infrequently used or challenging tools

The following tools are technically possible but are problematic and/or rarely used for a variety of reasons.

- **Income Tax.** An income tax is a tax on income, typically calculated as a surcharge on state income tax. Could apply to people, corporations, or both. Relatively low rates (1-3%) have potential to generate substantial levels of revenue. Local income taxes are politically challenging to implement and difficult to administer, while possible, are very rarely used.
- **Sales Tax.** A tax on retail sales, typically added to the price at the point of sale. Sales taxes are generally considered regressive because low-income people pay a higher percentage of their income than high-income people. There is no state sales tax in Oregon, but local governments could adopt a local sales tax. Essential goods like food, medicine, and housing are typically exempt from a sales tax. There is low likelihood of political acceptability for adopting a sales tax to fund growth.
- **Payroll tax.** A tax on wages and salaries paid by employers or by employees as a payroll deduction. A payroll tax generates revenue from people who work inside, but live outside of the area in which the tax is applied. Low rates (<1%) have potential to generate substantial levels of revenue. A local payroll tax can be administratively

challenging. The City of Hood River does not currently have the facilities or infrastructure to implement it.

- **Income Tax Sequestration.** A variation on a local income tax is income tax sequestration. This concept identifies some group of income tax payers and diverts some or all state income tax revenues to a specific project. There is currently no State-sanctioned program in Oregon that would allow income tax sequestration, so a new program would need to be created.
- **Construction Excise Tax.** A tax levied on the value of new construction. Only school district and affordable housing related projects can be funded from Construction Excise Tax revenue. Hood River County School District currently implements a construction excise tax paid in association with building permits. Hood River County is also leading a discussion of implementing a construction tax for affordable housing.
- **Permit/Record Surcharge.** A fee charged to property owners for new construction, additions, or remodeling property. The amount of the building permit fee typically depends on the value of the construction. This source typically generates very limited amounts of funding.
- **Business License Fee.** A fee charged on businesses. There are a variety of ways that jurisdictions could choose to charge fees on businesses, including a one-time fee, to an annual fee based on sales, number of employees, size of building, amount of parking, or other factors. License fees can apply to all businesses or only certain businesses such as automobile dealers or service stations. A business license fee would generate limited amounts of funding. Additionally, a Citywide business license fee has no direct connection to the benefits received by infrastructure in the study area.

Disclaimer

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ECONorthwest provides this financial analysis in our role as a consultant to Angelo Planning Group and the City of Hood River for informational and planning purposes only. Specifically: (a) ECONorthwest is not recommending an action to the municipal entity or obligated person; (b) ECONorthwest is not acting as an advisor to the municipal entity or obligated person and does not owe a fiduciary duty pursuant to Section 15B of the Exchange Act to the municipal entity or obligated person with respect to the information and material contained in this communication; (c) ECONorthwest is acting for its own interests; and (d) the municipal entity or obligated person should discuss any information and material contained in this communication with any and all internal or external advisors and experts that the municipal entity or obligated person deems appropriate before acting on this information or material.



MEMORANDUM

Park Lands Acquisition: Code Research and Case Studies

City of Gresham

DATE August 1, 2017
TO Ken Koblitz and Michelle Kimble, City of Gresham
FROM Jamin Kimmell, Angelo Planning Group
Joe Dills, Angelo Planning Group
Cathy Corliss, Angelo Planning Group

The purpose of this memo is to document the research performed by Angelo Planning Group (APG) on approaches to acquiring land for parks through the development review or annexation process for the City of Gresham. The memo is organized into five sections:

1. Background information on the issue and purpose of the research;
2. Legal considerations/questions;
3. Precedent examples of from other jurisdictions;
4. Findings of three case studies of jurisdictions in Oregon; and
5. Preliminary recommendations

NOTE: APG is not a law firm and therefore cannot provide legal advice. This memorandum is intended for general information. The City should discuss these issues with its legal counsel.

1. BACKGROUND

The purpose of this research memo is to assess options for establishing a more clear and objective procedure for acquiring land for parks through the development review or annexation process. The City of Gresham does not currently require that lands designated for parks be dedicated or acquired by the City during either the annexation or development review process. Currently, the City asks for the cooperation of developers and property owners to voluntarily sell land that is planned for parks to the City either prior to development or during development review. This process is undefined, administratively complex, and does not ensure that land will be preserved for parks in the locations designated by local plans. The City desires a more clear and objective procedure that is integrated with the annexation or development review process.

City staff have discussed the possibility of establishing a regulatory procedure to address this issue in the past. In 2007, staff considered options for requiring land be preserved for parks within the

Pleasant Valley area, where development had been proposed. Staff determined that the Pleasant Valley Plan District and Master Plan provisions were not intended to require that park land be dedicated to the City. The Plan District and the Master Plan provisions encouraged that the locations of parks be identified in future Master Plans for new development, but did not stipulate that those lands must be dedicated to or acquired by the City. In response, planning staff proposed options for establishing this requirement, including amending the Development Code or the annexation policies in the Comprehensive Plan. Legal staff considered the potential amendments and recommended that any requirements be based on objective standards, such as a formula that calculates the amount of required land based on the number of dwelling units proposed in the development. An objective standard would be more consistent with established legal standards that govern development exactions. The City did not move forward with adopting any code or policy amendments at the time.

2. LEGAL CONSIDERATIONS/QUESTIONS

Requiring dedication or acquisition of park land

The legal basis for requiring park lands to be dedicated or acquired by the City is one of the primary questions related to such regulations. APG conducted research on national cases and best practices to identify case law or statutes that directly prohibit local governments from requiring that land be dedicated or acquired for parks. No cases or statutes were found to directly prohibit this requirement; however, the requirement appears to fall under the general legal framework associated with “takings”. The Fifth Amendment of the U.S. Constitution guarantees that in no case will “private property be taken for public use, without just compensation.” If a property is appropriated by the government without just compensation, it is considered a takings and a violation of the Constitution.

It is our understanding that the City proposes to compensate property owners for the fair market value of any land acquired for parks and avoid takings claims. In most cases, the City desires to cooperate and negotiate with property owners to engage in a voluntary agreement to acquire land. The purpose of this research is to lay out some of the procedures and limitations that might apply should the property owner be unwilling to sell the land for a public park. There are three types of government actions that, in some circumstances, could be considered a taking if the local government does not proceed within the applicable limitations:

- **Direct condemnation.** A direct condemnation occurs when a government directly requires a property owner to sell land. If the land is acquired for a legitimate public use and the property owner is paid just compensation, then it is not a taking. In Oregon, condemnation of land for use as a park is considered a legitimate public use and permitted by statute.¹

¹ See ORS 226.320 Authority to acquire land for certain purposes

- **Regulatory taking.** A land use regulation that completely eliminates or greatly lowers the value of land, without just compensation, could be considered a regulatory taking. For example, if the City were to adopt a requirement that all park lands be acquired by the City at the time of development, and a planned park constituted all or the great majority of a property owner’s land, the property owner could argue that the regulation effectively eliminates the value of the land for development, and thus is a regulatory taking. In this case, the City may be obligated to compensate the land owner at the point when the regulation went into effect, as it was the regulation itself that eliminated or greatly reduced the value of the land. The determination of whether the regulation constitutes a taking is complex and depends on a number of factors. The City should closely evaluate the potential for any park land acquisition requirement to be construed as a regulatory taking for some property owners in specific circumstances. There may be methods of drafting the code language to reduce this risk.
- **Exaction.** An exaction is a fee or cost imposed on a developer or property owner intended to offset or mitigate the impacts of a proposed development. The City currently collects System Development Charges (SDCs) for parks, which are a form of development exaction. Exactions may be considered takings if they violate two criteria established in the “Nollan/Dolan” cases that were decided by the U.S. Supreme Court.²
 - **Nexus:** There must be a “rational nexus” between the exaction and the impact of the development. In other terms, the exaction must be related to an impact that is clearly attributable to the development. In the case of park land acquisition, this criteria is relatively easy to demonstrate, as the land for the park will be located in close proximity and clearly serve the residents of a proposed development.
 - **Proportionality:** The exaction must be “roughly proportional” to the impact created by the development. Proportionality should be demonstrated by objective measures and standards to the greatest extent possible. For parks, proportionality is usually operationalized as a “level of service” standard that is measured as a number of acres of parkland needed per dwelling unit. The City’s SDCs are calculated based on a proportional, level of service standard.

Implications for park land acquisition

The City seeks to achieve acquisition of park lands while minimizing or eliminating the possibility of a takings claim, and in the spirit of a fair and transparent process. The City has the authority to acquire land for parks, but the procedure for doing so depends on the situation.

In the case of a development review, the process could potentially proceed as follows:

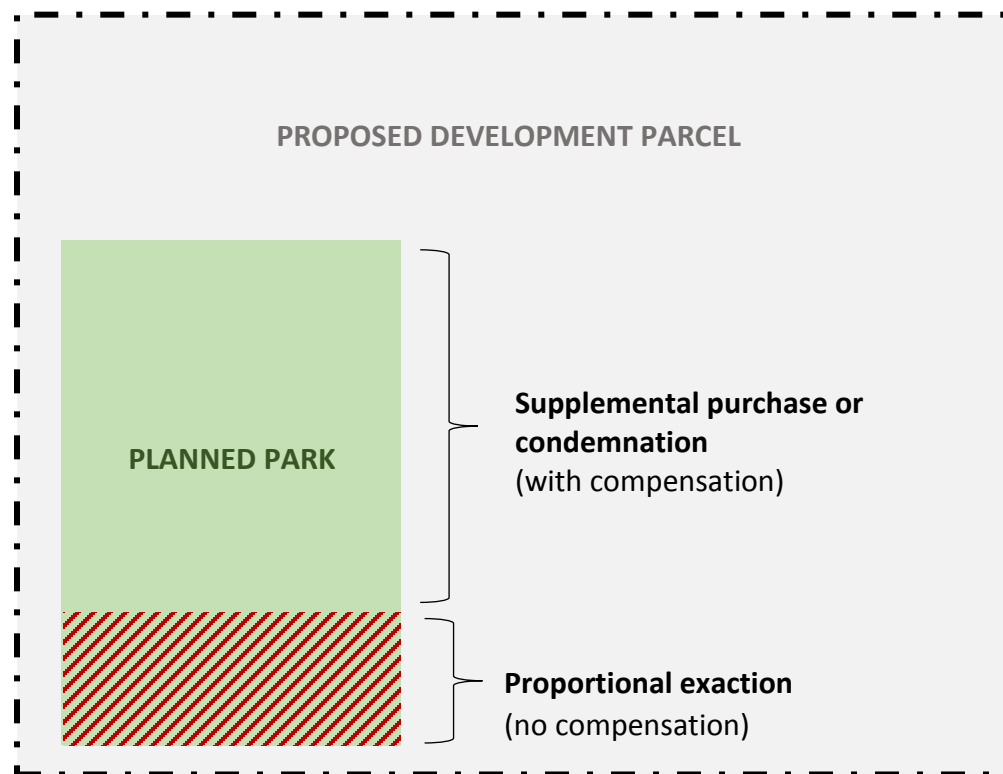
1. **Proportional exaction.** The City would require, based on adopted code, that the developer dedicate or allow the City to purchase an amount of land that is proportional to the impact

² *Nollan v. California Coastal Commission*, 483 U.S. 825 (1987) and *Dolan v. City of Tigard*, 512 U.S. 374 (1994)

of the development. Proportionality would be based on a level of service standard, ideally consistent with or equal to the standard used to calculate the portion of Parks SDCs that covers the costs of land acquisitions. Proportional exactions do not require dedication; the land could be purchased by the City. However, if a developer dedicates the land, they could be credited the value of the dedication. If the developer requests the City purchase the land, then no SDC credits would be applied. If the proportional exaction of land is sufficient to cover the amount of land that is needed for the park and owned by the developer, then the acquisition is complete.

2. **Supplemental purchase.** If the proportional exaction is insufficient based on the amount of land owned by the developer in relation to the identified park boundaries, then the City could offer to purchase the remaining land at fair market value (see Figure 1). Any compensation would likely need to be paid in cash rather than an SDC credit, because it would be over and above the amount of the Parks SDC, which is proportional to the impact of the development. If the City were to adopt a regulation that requires the land be dedicated or acquired by the City, then having that adopted requirement could be considered a regulatory taking in some circumstances. The City is also free to offer “carrots” to incentivize the supplemental purchase, e.g. waiver of all or part of the SDCs for the proportional exaction, or other regulatory or financial incentives.

Figure 1. Illustration of Example Park Land Acquisition Scenario



3. **Condemnation (if necessary).** If the developer does not agree to comply with the supplemental purchase, the City could acquire the land through a condemnation procedure. The developer would still be compensated fair market value. This process would need to conform with the general procedures for condemnation prescribed by state statute.³ The developer could still proceed with development of the surrounding area.

Annexation agreements

It may be possible for the City to require more land to be dedicated or acquired than what is proportional to the impact of the development if the transaction is included as part of an annexation agreement. If the developer or property owner has not yet annexed to the City, and sees significant value in doing so, then they may be willing to agree to dedicate or sell the land if it enables annexation. As a “voluntary” contract between two parties, annexation agreements may not be subject to the limitations on exactions required by Nollan/Dolan. If the property owner did not want to sign the agreement, they could always elect to not annex into the City.

In contractual agreements between two parties, one party may waive its constitutional rights when voluntarily entering into the contract. This waiver would be included as a term of the agreement.⁴ Therefore, the proportionality criterion that limits exactions would not be applicable. The only limitation is the voluntary cooperation of the developer or property owner in entering the contract. The City would need to consider how any requirements to dedicate or sell land for parks would affect the overall negotiation with the property owner and weigh the costs and benefits of the requirement.

Development agreements

Development agreements may be another method for requiring more land be dedicated or acquired than what is proportional to the development; however, it is unclear if the limitations on exactions apply to development agreements. LUBA has ruled that development agreements made pursuant to ORS 94.504 are land use decisions and subject to LUBA’s jurisdiction.⁵ It is not clear whether the implication of this ruling is that development agreements, as land use decisions, may include waivers of Nollan/Dolan rights as a term of the agreement. We recommend the City seek legal counsel on this question.

3. PRECEDENT EXAMPLES

APG collected examples of jurisdictions across the country and in the state of Oregon that have adopted park land dedication ordinances. The following examples are relevant and potentially

³ See ORS Chapter 35.

⁴ The City of Canby has codified this authority. See Canby Municipal Code, Division VI, Chapter 16.84.040. Available at <http://canbyoregon.gov/Chap16/16.84ANNEXATIONS.pdf>

⁵ LUBA No 2007-265. Available at: <http://www.oregon.gov/LUBA/docs/opinions/2008/07-08/07256.pdf>

useful as references for guidelines and best practices when drafting policy or code amendments to address this issue:

- Three large cities were found to have adopted specific park land dedication requirements: Lakewood, Colorado; Austin, Texas; and St. Paul, Minnesota.⁶
- The State of Pennsylvania has adopted state law that enables local jurisdictions to require park land dedications. The Pennsylvania Land Trust publishes guidelines for jurisdictions to implement this requirement.⁷
- The Tennessee Parks and Recreation Association has organized conference sessions on this topic that include useful guidance for drafting clear and defensible code provisions.⁸

Within the state of Oregon, we identified the following jurisdictions with adopted park land dedication or acquisition requirements: Bend, Washington County (North Bethany Subarea), Sandy, Veneta, Canby, and Pendleton. Other than Washington County, we did not identify any other jurisdictions in the Portland Metro area that have adopted park land dedication requirements. The City of Tualatin requires public land acquisition for greenways and natural areas, which often include trails; however, these lands are usually located in riparian corridors that are not developable. The City of Oregon City acquires park land as a condition of approval of an annexation in some cases, but the amount of land required or the location of parks is not specified in code or policies. Several cities require open space in Planned Unit Developments but the open space is not required to be in public ownership as it can be owned and maintained by a homeowners association. Many cities achieve the majority or all park land acquisition through proactive negotiations with property owners prior to a proposed development or rely on voluntary cooperation of developers or property owners when development is proposed.

4. CASE STUDIES

This section of the memo summarizes the findings for three case studies of jurisdictions in Oregon that have adopted park land acquisition or dedication requirements: the City of Bend, Washington County, and the City of Sandy. In addition to reviewing relevant code provisions and planning documents, phone interviews with staff from each jurisdiction were conducted to assess the effectiveness of the requirements and guidelines for implementation.

City of Bend

Steve Jorgenson, Parks Planner, Bend Parks and Recreation District
Phone interview on May 25, 2017

⁶ See the following links for the code provisions: [Lakewood](#), [Austin](#), and [St. Paul](#)

⁷ [Pennsylvania Public Land Trust: Public Dedication of Land and Fees-in-Lieu for Parks and Recreation.](#)

⁸ [Park Land Dedication Ordinances, Tennessee Parks and Recreation Conference, November 2015.](#)

The City of Bend requires that land designated for parks be transferred (with compensation) to the Bend Parks and Recreation District wherever the proposed development meets certain criteria. The code provision is part of the City's Public Improvement Standards.⁹ The requirement applies citywide, but is only intended to require land acquisition for neighborhood parks (it does not apply to community or regional parks). In order to meet the criteria, the proposed development must be in a park service area with an identified park need in an adopted plan, be at least 10 acres in size, and include land that is suitable for a public park. The Bend Parks and Recreation Master Plan indicates park service areas—areas with a need for a neighborhood park—and in some cases identifies the specific location of parks (Figure 1). The code provides that the City can determine the specific location and size of land for the park. The price of the land is based on its appraised value under the base zoning requirements, prior to development approval. The code includes a reference to the Nollan/Dolan principles: the City must demonstrate that the required dedication is consistent with regulations that govern all conditions of approval, which stipulate that the conditions must be related to and roughly proportional to the impact of the development.

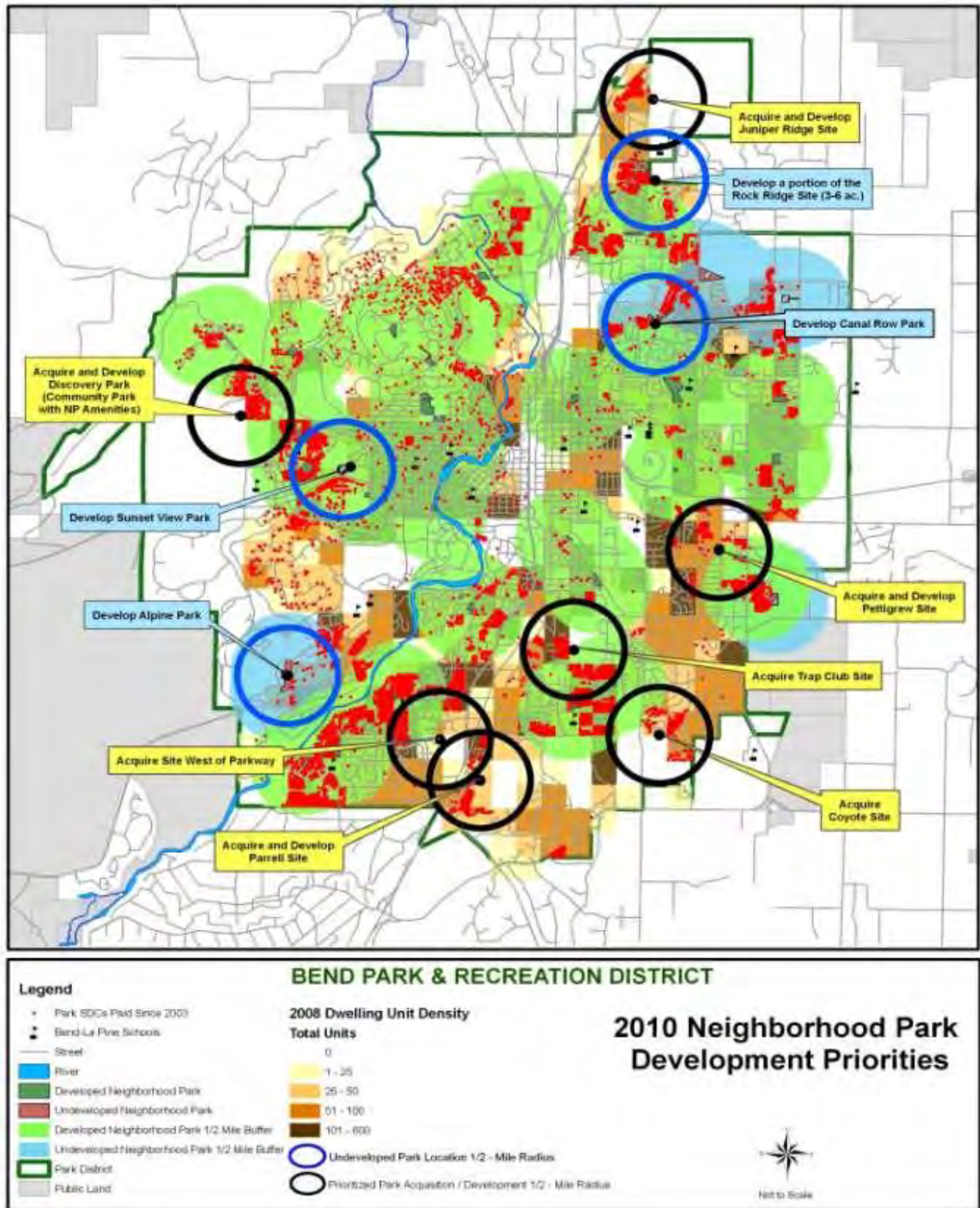
The City of Bend has not acquired a significant amount of land for parks by applying these code requirements. Most land needed for parks has been acquired through proactive negotiation with property owners prior to a proposed development. However, staff did note that the existence of the code requirement may incentivize property owners to engage in negotiations as they may be required to dedicate the land prior to approval of any future development. The City applies similar code provisions for trails, however, which are used widely and successfully to acquire lands for trails through development review.

One strength of Bend's code is that it requires the appraisal of the land value—which is used to determine the purchase price for acquisition—to occur prior to approval of the development. If the appraisal occurred after approval, it is possible that the appraisal may be based on the value of the land as if it were subdivided and entitled for development, which increases the value and thus the cost to the public agency.

There are some limitations to Bend's approach, however. The requirement cannot be applied to land needed for community parks, because there is no specific plan for community parks that designates their location, establishes a service area, or defines a level of service (LOS) standard that could be used to calculate the amount of land needed for parks as a result of any particular development. Additionally, the code does not address whether a development would be eligible for System Development Charge (SDC) credits if land is dedicated to or acquired by a public agency.

⁹ Bend Development Code, Chapter 3.4, Section 3.4.300 Public Use Areas.

Figure 2. Bend Neighborhood Parks Plan



Washington County

Jeannine Rustad, Parks Planner, Tualatin Hills Parks and Recreation District

Phone interview on May 22, 2017

Washington County, in coordination with the Tualatin Hills Parks and Recreation District (THPRD), requires that land designated for parks in the North Bethany Subarea be transferred to public ownership under THPRD. The requirement is included in the County's Public Facility and Service Requirements.¹⁰ It only applies in the North Bethany Subarea and is limited to neighborhood parks, trails, or other off-street pedestrian routes. North Bethany is a 700-acre Urban Growth Boundary expansion area that is similar to Pleasant Valley in that it has a Concept Plan and an adopted Community Plan. Most of the neighborhood parks are identified in a fixed location in the North Bethany Subarea Plan, but some parks are designated for a more general area (Figure 2). The location of the park is determined—or adjusted if already determined by the subarea plan—if the location meets certain criteria defined in the code. Intent for the land to be acquired by THPRD must be documented prior to development approval; however, the purchase price and other terms of the agreement may be specified at a later date.

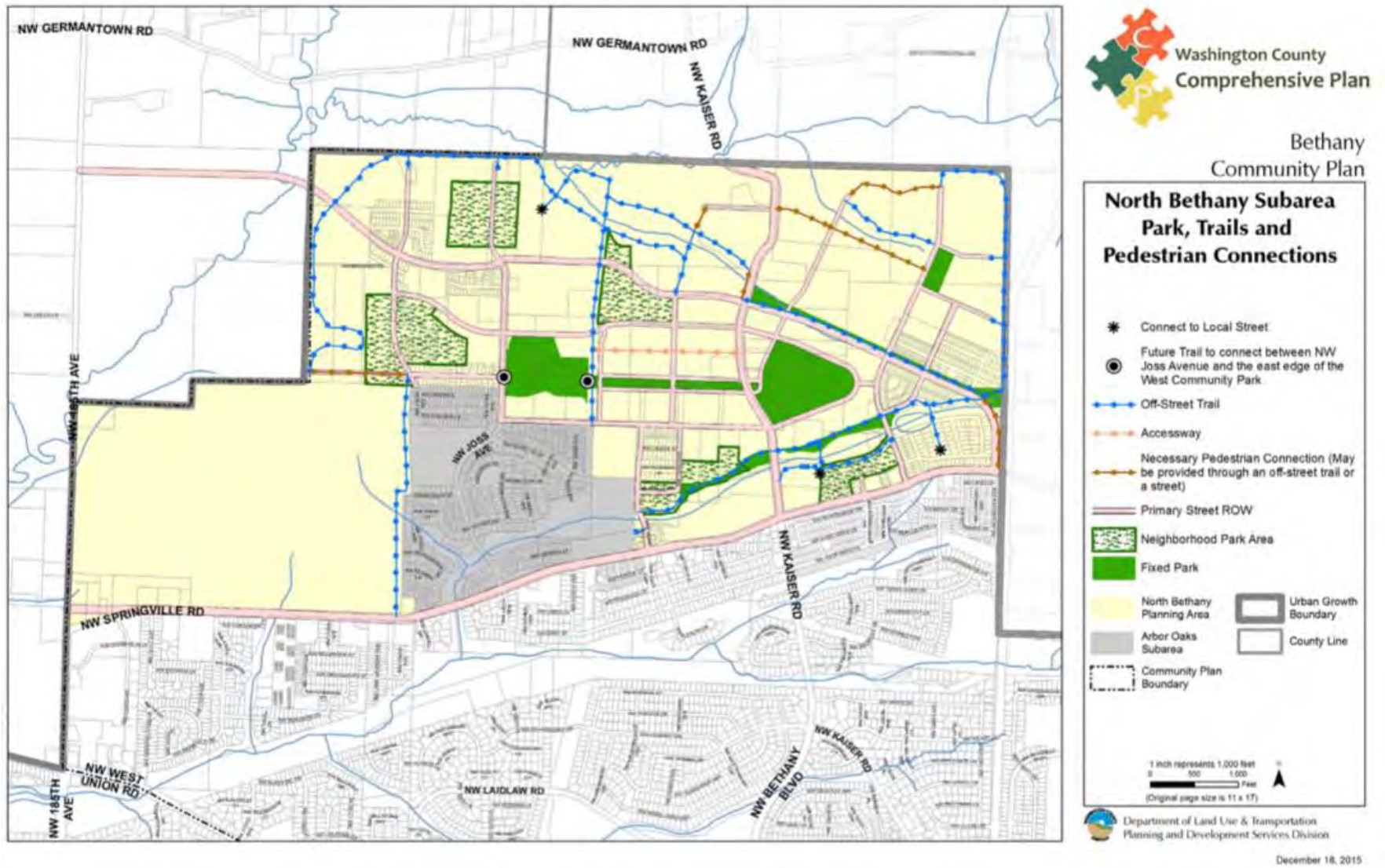
County staff generally perceive the code provisions specific to the North Bethany subarea as having allowed the County and THPRD to acquire more land for parks than in other subareas where the requirement does not apply. However, the requirement can be complex to administer, primarily because the parks plan for the area does not specify the location of all parks and the code does not define all of the procedures by which the land will be acquired. THPRD staff have needed to dedicate a significant amount of time to negotiating with developers about the location of parks and the purchase price for the land.

Because the code does not specify the assumptions underlying the appraisal of land value, THPRD and developers must agree to a fair and reasonable valuation of the land. Generally, THPRD believes the land value should be based on the development capacity of the base zone with no improvements and no entitlements (subdivision or development approval). The developers and property owners have argued that the appraisal should include the value of the land if it were entitled for development.

A second challenge with Washington County's approach is that the timing of acquisition related to collecting SDCs can create cash flow issues. The County's parks and recreation SDCs are formulated to include the cost of land acquisition. Therefore, if a developer conveys land to THPRD for a park, the developer does not receive a credit on their SDCs for the cost of the land because the developer has already been compensated for that cost. The County recovers the cost of acquiring the land, or a portion of the cost, when it receives the SDC payment from the developer upon approval of building permits. Thus, the County must make an outlay of cash to acquire the land prior to collecting the revenue from SDCs that is intended to cover that cost.

¹⁰ Washington County Community Development Code, Article V, Chapter 501, Section 501-10 Standards for Development Within the North Bethany Subarea Plan Area

Figure 2. North Bethany Subarea Parks Plan



The City of Sandy

Kelly O'Neill, Community Development Director, Bend Parks and Recreation District

Phone interview on June 4, 2017

The City of Sandy has adopted a park land dedication ordinance that has been in place since the 1990s. The regulations are located within the City's general development regulations.¹¹ The code requires land to be dedicated to the City or a fee paid in-lieu of land dedication. The City's parks SDCs do not include the cost of land acquisition—they are limited to the cost of development and capital improvements—therefore, this park land dedication requirement functions as a fee to recover this portion of the cost of parks. The code applies to all subdivisions, partitions, Planned Developments, or multi-family developments. The amount of the land, or the fee-in-lieu, is based on a population factor determined by the Parks Master Plan (number of acres of parks per person). The City has the authority to either accept the land or the fee-in-lieu, depending on the proposed development. If the City decides to accept a fee-in-lieu, the amount of the fee is calculated based on a standardized rate (dollar value per acre) that applies to all land in the city.

Overall, staff report that the park land dedication code is a necessary and effective means for the City to ensure implementation of the Parks Master Plan. The fee-in-lieu option is used extensively—significantly more often than the land dedication requirement—as the City is relatively selective about the lands they will accept for parks uses. If land is accepted, the land is almost always identified for park use on the Parks Master Plan.

The system is generally received favorably by developers and property owners. On occasion, a developer will attempt to dedicate land to the City that is not suitable for a park use, and thus the City must require that the developer pay the fee-in-lieu despite having proposed a land dedication. The City finds the procedure to be relatively simple to administer. The amount of land is based on a standardized formula and the determination of whether land is suitable for a park is usually directly linked to the Parks Master Plan. The land need formula includes both neighborhood parks and community parks.

The amount of the fee-in-lieu is also relatively straightforward to determine as it is based on a standardized rate rather than an appraisal specific to a tract of land. However, one challenge associated with the standardized rate is that it must be increased over time and may not keep pace with the actual cost of the land. The code also includes a provision that allows a developer to split the fee into two payments, before and after final plat approval. This allows the developer to generate some revenue after final plat—but before building permits are issued—to pay for the cost of the fee. This provision has been well-received by developers.

¹¹ City of Sandy Municipal Code, Chapter 17.86, Parkland and Open Space.

6. PRELIMINARY RECOMMENDATIONS

This section of the memo presents preliminary recommended strategies for the City to consider to acquire land for parks. As detailed below, we recommend an overall strategy of pursuing proactive acquisition of land prior to annexation or development. If the property owner is unwilling to sell, then the City may pursue acquisition as a part of a broader annexation agreement or as a code requirement to be addressed in a development application.

Proactive acquisition

A key finding of this research is that no jurisdictions we contacted or interviewed use the development review process as the primary method of acquiring park land. All jurisdictions we spoke with sought to acquire land for parks through proactive contacts and negotiations with property owners prior to annexation or development. The advantage of this approach is that land may be acquired prior to it being marketable for development, when developers may be attempting to purchase the land or the property owners may be interested in developing it themselves. This approach, of course, relies on the property owner being willing to sell and the City being able to provide an attractive offer. Proactive acquisition is worth pursuing in all cases, given some of the limitations and complexities of acquiring land through annexation or development review.

Acquisition through annexation agreements

If proactive acquisition is not feasible, we recommend strategies for land acquisition be integrated into both the annexation and development review processes. A key concept to consider regarding this overall approach is the proportionality of the requirement related to the impact or size of the development. As noted above, the proportionality limits related to exactions may not apply to the annexation process. Thus, the City could utilize annexation agreements to acquire lands needed to completely implement park plans, even if the acquisition may not meet a strict test of proportionality.

Annexation may offer a more flexible and strategic approach to land acquisition than what can be accomplished through the development review process. The City Attorney and legal staff should be consulted to clearly define the legal requirements applicable to annexation. This initial research found that the Nollan/Dolan principles may not be applicable to annexation agreements when Nollan/Dolan criteria are waived within the agreements; however, legal counsel is needed to confirm this finding. We identified two examples of other cities in Oregon that use annexation agreements that require the waiver of Nollan/Dolan criteria.¹²

¹² The City of Canby has codified this waiver be required in annexation or development agreements. See Canby Municipal Code, Division VI, Chapter 16.84.040. Available at <http://canbyoregon.gov/Chap16/16.84ANNEXATIONS.pdf>

See provision number 8 in this example annexation agreement from the City of Bend: http://bend.granicus.com/MetaViewer.php?view_id=5&clip_id=299&meta_id=6602

If legal counsel agrees with this interpretation, the City should consider the following approach to annexation:

- 1. Update annexation policies and procedures.** The City should review and revise annexation policies and procedures to ensure that they sufficiently establish the City's authority to require that land for parks be dedicated or acquired, and that annexation may be conditioned on the assurance that land for parks will be conveyed to the City. The policy should describe the importance of complete implementation of community plans and provision of the full range of services, including parks and associated recreation facilities. The policy should also state that the amount and location of the land will be based on adopted plans, but may be revised to account for a change in circumstances. The policy may also establish that annexation agreements include time limits to ensure that the proposed development occurs in a reasonable timeframe. The City may also consider including provisions that SDC credits will be made available toward future development in exchange for land dedications.
- 2. Leverage annexation agreements to assure acquisition of park lands.** The City should utilize the flexible and voluntary nature of annexation agreements to assure that sufficient land will be conveyed to the City for parks. The terms of the annexation agreement should specify the amount and approximate location of land to be acquired. The final boundaries of the park may be platted at the development review stage. Satisfying the terms of the annexation agreement will be a condition of approval for any proposed development.

Acquisition through development review

Some planned parks are located on lands already annexed into the City of Gresham; thus, absent a friendly sale, parks would need to be acquired through the development review process. As outlined above, the legal context for a regulatory requirement that land be acquired for parks during development review is subject to more scrutiny related to takings claims than an annexation agreement. The Development Code should specify the criteria, standards, and process that will govern the land acquisition. The following is an outline of the general code concepts that need to be addressed and discussion of potential options for how to structure the regulations.

- 1. Authority and Purpose.** The code will need to establish that the City has the authority to require dedication or acquisition, with compensation, pursuant to the provisions of the code section. This section may also establish the general purpose of the code provision to ensure the implementation of the parks plan and create complete communities.
- 2. Relationship to Parks SDCs.**
 - *Purpose in Conjunction with SDCs.* The code should explain the relationship of this requirement to the parks SDCs. An initial recommendation is to describe that the parks SDCs provide a revenue source to pay for the cost of land acquisition but do not ensure that specific locations are preserved for park uses. This code provision, as part of the City's land use regulations, ensures that lands designated for parks are used for parks.

- *SDC Credits.* A developer may receive a credit on the parks SDC for the cost of land if the land is dedicated to the City. If the developer is compensated for the land then they will not be eligible for a SDC credit, except if making park-related improvements.
- 3. Applicability.** The code should specify the applicability of this regulation to both the park locations and the types of development.
- *Park locations.* The Gresham Parks Master Plan does not include a map of planned parks. However, the parks SDC Methodology includes a specific list and map of planned park projects. Parks are also identified in the Pleasant Valley Plan District. The code should specify the planned park locations that will be the primary basis for determining lands that need to be acquired for parks. Additionally, the City may elect to include a discretionary criterion that allows for the location of the park to be adjusted or a new park location determined in order to meet an identified need in the Parks Master Plan, or other City requirement, such as conditions of approval of a development agreement.
 - *Types of development.* The code should specify the types and sizes of development that will be subject to this requirement. A minimum size of the subdivision may be established, for example. The City should consider if the requirement should be applicable to Planned Developments or multi-family developments. The code may also address how this provision applies to phased developments.
- 4. Proportional Dedication.** This section could establish that the City will require a dedication of land that is proportional to the impact of the development, based on a level of service standard. If the land is dedicated to the City (not purchased), then the developer would be eligible for a SDC credit for the value of the dedication. If the land is purchased, then the developer has been compensated and they are still obligated to contribute SDCs. As noted above, the City has options for how to set the level-of-service standard that will apply:
- *Single Citywide Standard.* The City may adopt a single citywide standard for how much park land is required based on the size of the development (number of dwelling units). The City has adopted LOS standards in both the Parks Master Plan and the SDC Methodology. Either standard may be used, but legal counsel should advise on the legal basis of the standard. In some cases, the amount of land owned and proposed for development in an area designated for a park may be greater than the amount of land that can be required of the developer under a proportional calculation.
 - *District Standards.* As defined by the City's SDC methodology, the City may define multiple standards based on the location of the development. The SDC methodology defines standards for the City generally, the Pleasant Valley area, and the Springwater area. The advantage of this approach is that the City can ensure that the amount of land dedicated is sufficient to meet the specific park needs of different areas of the City.
- 5. Supplemental Purchase.** This section could establish that, in some circumstances, the City will offer to purchase additional land to be used for the park. The City could consider language that states that the acquisition of land is required in order to approve the development; however, legal counsel should advise as to whether the adoption of such a

requirement (in conjunction with a map identifying specific properties) in itself could be argued to represent an action that requires compensation (regulatory taking). As noted above, in the case of an unwilling seller, the City has an option to consider condemnation.

6. Procedures. The code should establish the procedures by which the land will be dedicated or acquired, including the following.

- *Documentation.* The code should define the legal documentation necessary to convey the land and when it must be finalized relative to approval of the development.
- *Land valuation.* The City has options for how to determine the market value of the land for the purposes of public acquisition, or in the case of dedication, SDC credits.
 - The valuation could be based on a standardized rate applied citywide or based on a subarea of the city. This may be the same rate used in the SDC Methodology. The advantage of this approach is that it is simple to administer. The disadvantages include that it may not be sufficient to cover the actual cost of land if the rate is not representative of the cost in areas where parks are needed, or that the rate does not keep up with the cost of land as it increases over time.
 - The valuation could be based on an appraisal of the land. The code should specify some terms of the appraisal, including when it occurs relative to development approval and what assumptions are made about the status of the land and capacity for development. The City may consider consulting a land appraiser when drafting this section.
- *Status of land.* The code may specify standards for the status of the land at the time it is acquired. An environmental assessment may be required prior to acquisition. The City may require that the developer clear, fill, and/or grade the land, or even install frontage improvements.

Appendix C: Housing and Affordability

1. Memo: Questions about the Housing Needs Analysis
2. Housing Basis Memo
3. Housing Implementation for the Westside Area Concept Plan

DATE: September 28, 2017
TO: Joe Dills
FROM: Beth Goodman
SUBJECT: HOOD RIVER: QUESTIONS ABOUT THE HOUSING NEEDS ANALYSIS

The Hood River Westside Area Concept Plan project is developing the framework for development of an area within Hood River. The project includes plans for infrastructure development and changes to Hood River’s zoning code. The starting point for the Westside Area Concept Plan is the Hood River Housing Needs Analysis, completed by ECONorthwest in 2015.

One of the questions that has come up during the public discussions of the Westside Area Concept Plan is whether the City should revisit the Housing Needs Analysis (HNA) because new population forecasts for the city show slower population growth than the population forecast used in the HNA.

This memorandum addresses this question and describes the results of the HNA as they apply to planning in the Westside Area Concept Plan process.

Context for discussion

Before discussing the findings of the HNA and their implications for future planning in Hood River, it is useful to consider the requirements of Goal 10 and the changes to the population forecast for Hood River.

Requirements of Goal 10

Hood River’s HNA was developed to meet the requirements of Goal 10.¹ The key requirements of Goal 10 are that cities: (1) provide appropriate types and amounts of land within their urban growth boundary to accommodate growth of needed housing types² and (2) that cities provide opportunities for development of housing that meets the needs of household of all income levels. As we discuss in the memorandum below, Hood River’s residential land base was insufficient to accommodate expected residential growth (requiring assumptions about growth

¹ The requirements of Goal 10 are described in Oregon Administrative Rule 660-008, ORS 197.295 to 197.314, and ORS 197.475 to 197.490.

² Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types as:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multifamily housing for both owner and renter occupancy;
- (b) Government-assisted housing;
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

of multifamily housing in commercial zones) and did not provide sufficient opportunities for development of housing to meet all income levels. The Hood River Housing Strategy, completed as part of the HNA project, described potential actions to address these issues, such as allowing a wider-range of housing types in single-family zones, re-zoning land to provide opportunities for multifamily development, and policies to increase development of affordable housing.

New population forecasts

The HNA is based on the forecast that was the City's official forecast at the time the HNA was adopted. It showed that the Hood River Urban Growth Boundary (UGB) would grow from 9,317 people in 2015 to 13,845 people in 2035. This is an increase of 4,528 people at an average annual growth rate of 2.0%.

In the time since the HNA was adopted, Portland State University's Population Research Center developed a new, official population forecast for the Hood River UGB. This forecast shows that the Hood River UGB will grow from 9,675 people in 2016 to 12,576 people in 2035. Adjusting the forecast to a 20-year period³ shows that Hood River's UGB will have 12,725 new people by 2036. This is an increase of 3,050 people at an average annual growth rate of 1.4%.

The difference in population increase between the forecast used in the HNA and in the new forecast is 1,478, with less growth in the new forecast.

The HNA shows that the increase of 4,528 people will result in demand for 1,985 new dwelling units. Using the same methodology and assumptions to convert between growth of people and dwelling units, the new population forecast shows growth of 1,337 new dwelling units, about 648 fewer dwelling units than the HNA.

³ This adjustment was done consistent with the methodology specified in the following file (from the PSU PRC's Oregon Population Forecast Program website):
http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx

Potential impact of the new forecast on Hood River's housing needs

The question at hand is whether assuming a 1.4% average annual growth rate "changes everything" from the population growth rate of 2.0% in the HNA. Should the City re-evaluate housing needs before undertaking completion of the Concept Plan or implementing actions such as re-zoning?

As discussed above, growth of 1.4% annually over a 20-year period results in about 1,500 fewer people and about 650 fewer new households than the HNA assumes. Using the assumptions used to model housing growth and residential land sufficiency in the HNA, this slower rate of population growth results in a larger surplus of all residential land (described below) but a slower growth rate does not address the fundamental problems with Hood River's housing market in the short-term or in the long-term. These problems are:

- **Insufficient housing to meet current needs.** There is currently not enough housing to meet the needs of people currently living in Hood River now or people who would like to live in Hood River. Some dimensions of this need include:
 - Hood River has a deficit of affordable housing for existing residents.
 - About 32% of households in Hood River are cost burdened, including 40% of renters.⁴
 - Housing costs in Hood River have increased substantially since 2000, making it more difficult to find affordable rental and ownership housing opportunities.⁵
 - Hood River has a deficit of housing affordable to people who earn less than \$25,000 (about 200 units) and a deficit for people earning \$35,000 to \$100,000 (about 550 units).⁶ Housing for people in these income groupings will include relatively dense housing types such as: smaller single-family houses, cottages, townhouses, market-rate apartments, and government-subsidized apartments. These needs are for people who already live in Hood River but cannot afford their current housing (are cost burdened).
 - Anecdotal information from employers and employees in Hood River indicates that finding housing, much less affordable housing, is difficult and sometimes impossible. A number of large employers testified during the HNA hearings about the difficulty that professionals in Hood River (such as teachers, nurses,

⁴ Hood River Housing Needs Analysis, Figure B-25.

⁵ Hood River Housing Needs Analysis, pages B-47 through B-50.

⁶ Hood River Housing Needs Analysis, Table B-14.

tech workers, and others) have in finding housing, much less housing that they can afford within their salaries. People from the farmworker community testified that finding lower- and moderate-income housing in Hood River is all but impossible. These accounts fit with the finds in the data analysis that Hood River does not have enough housing to meet the needs of current residents and workers at businesses in Hood River.

- **Growth in population will increase the need for denser housing types.** The description above does not begin to address the housing needs of future residents, who are part of the people who would move to Hood River in either forecast scenario (between 3,000 to 4,500 new people) over the next 20 years. It is very likely that the housing needs of these households will be similar to housing needs of existing households. These new residents will also need housing that is relatively dense, such as: smaller single-family houses, cottages, townhouses, market-rate apartments, and government-subsidized apartments. These types of housing are underrepresented in Hood River.
 - The HNA shows that 69% of new residents in Hood River will have income below 120% of Hood River County's Median Family Income (\$76,800 in 2015). These households range from very low income (and can afford only very inexpensive housing) to middle income households (and can afford higher-cost rentals or lower-cost houses as homeowners).⁷
 - Assuming that 69% of new residents have income below 120% of the Median Family Income, between 2,100 new residents (1.4% forecast) and 3,100 new residents (2% forecast) will need these denser housing types.
- **Growth of second homes may continue to consume residential land.** The PSU forecast does not account for growth of second homes. While the City has new rules to limit growth of second homes, additional growth of second homes will require new land, consuming land that would otherwise be available for primary homes.

Another consideration in the implementation of the recommendations from the HNA, such as the Westside Area Concept Plan, are the character of Hood River's vacant land inventory and potential constraints on future expansion of the City's UGB.

- **Most vacant residential land is concentrated on the western side of Hood River.** The majority of vacant residential land is located on Hood River's western side, with much of that land within the Westside Concept Plan Area. The HNA showed 318 acres of vacant and partially vacant residential land. The Westside Area includes 60% of the City's vacant/partially vacant land (189 acres).⁸

⁷ Hood River Housing Needs Analysis, Table 7.

⁸ Hood River Housing Needs Analysis, Chapter 2, Residential Buildable Lands Inventory

-
- **Timing of development of land in Hood River.** The land within the Westside Concept Plan Area may be more likely to develop over the next 5 to 10 years than other larger areas within Hood River.
 - One of the other larger areas for development is 66 acres in farm deferrals. While we are not aware of the landowners' current plans for their lands, a concern during the HNA was development of this land and whether the landowners would choose to develop this area over the 20-year planning period. By State law, we considered this land buildable.
 - Planning for infrastructure in the Westside Concept Plan Area is further along than it is for many other larger areas within Hood River, such as the areas in farm deferral.
 - The current and future need for housing underline the importance of the Westside Concept Plan Area for providing development opportunities in Hood River over the near-term (next 5 years) and long-term (10-20 years). The Westside Area provides the largest area with development potential (vacant land) and planning for infrastructure to support new development.
 - **Hood River already has a deficit of land for multifamily development, no matter which growth rate is used.** While the HNA found that Hood River had sufficient land to accommodate growth, it also identified a deficit of land for multifamily land. It addressed this deficit by assuming: (1) more residential development would occur in commercial zones, (2) the City would allow a wider range of housing (from smaller single-family lots to townhouses to multifamily housing), and (3) the City would identify opportunities for development of multifamily housing through policy changes and re-zoning land. These actions are described in the Hood River Housing Strategy.
 - The HNA shows that Hood River is already (in 2015) unable to accommodate its need for high density housing on R-3 land (of which there is only 18 acres vacant).
 - The HNA makes an automatic land-use efficiency assumption that 12 acres of C-2 land would develop at densities higher than densities in R-3 to accommodate the need for multifamily housing.
 - Even at a lower growth rate (1.4%), Hood River would need to accommodate some of its multifamily need (93 dwelling units) on C-2 land. Even at this growth rate, the City will need to continue to adjust policies to accommodate multifamily housing.
 - **Hood River could consider opportunities to increase infill and redevelopment to meet these needs.** Another way to accommodate growth of some of these housing types (such as smaller-single-family units, townhouses, or apartments) is through infill or redevelopment. Infill is additional development on lots with existing housing, such as building more housing on underutilized land (e.g., a one-acre lot with one house on it). Redevelopment is demolition of existing housing and building new, denser housing

(e.g., on a lot zoned for medium and high density, demolition of a single-family house and development of a multifamily structure).

Infill and redevelopment were considered as a way to meet the city's housing needs during the HNA process. They were not pursued as policy recommendation because of potential disruption to existing neighborhoods.

Another important consideration in implementation of the recommendations of the HNA and the Housing Strategy is the long-term availability of land in Hood River. Most cities can expand their UGB as they grow and need more land. Hood River, however, is surrounded by the Columbia River Gorge National Scenic Area and by farmland. Expansion in either of these areas will be extremely complicated and difficult.

- Expanding into the National Scenic Area will require coordination with the Columbia River Gorge Commission, an agency with representatives from Oregon, Washington, each of the six counties within the National Scenic Area, and the U.S. Forest Service. Expansion into the National Scenic Area may require federal legislation to authorize an expansion of urban uses into the Area.
- State law discourages expansion onto farmlands and requires that all other alternatives, such as increasing development capacity within the existing UGB or expansion onto non-farmlands, be exhausted or found infeasible before expansion onto farmlands. Expansion onto farmlands will require coordination with local and regional stakeholders, some of whom strongly oppose expansion onto farmlands.
- Given the complexities of any UGB expansion and the added complexities of expanding Hood River's UGB, the HNA recommends strongly that the City consider policies to use land within Hood River's UGB efficiently. The policies proposed in the Westside Concept Plan are exactly the types of policies recommended in the HNA.
- If the City grows faster than the PSU forecast,⁹ then the City will need to begin planning for a UGB expansion in 5 to 7 years. Waiting to plan for UGB expansion for 10 to 15 would be unwise because it is possible (and perhaps probable) that the process for obtaining a UGB expansion will take a decade or more. If, instead the City grows at 1.4%, the City would have longer before it would need a UGB expansion.
 - The HNA shows that Hood River has capacity for 2,460 new dwelling units on its vacant residential land, including development of multifamily housing on 12 acres of C-2 land.
 - At an average annual growth rate of 2%, all of Hood River's residential capacity would be consumed in 25 years.

⁹ Hood River's population growth rate between 1990-2013 and between 2000-2013 was about 2%. The City's growth since 1990 has been remarkably consistent, maintaining an average of 2% per year.

-
- At an average annual growth rate of 1.4%, Hood River's residential capacity would be consumed in 37 years.

Conclusions

The discussion above describes why it is important for Hood River to plan for a different type of housing than the City has had in the past. Planning for these types of housing will require the City to take the actions recommended in the HNA and the Housing Strategy, regardless of which of the two population projections are used. Many of these recommendations are present in the Westside Concept Plan, such as allowing a wider-variety of housing types in residential zones and rezoning lower density land to allow medium and high-density development.

As the author of Hood River's HNA and dozens of other HNAs for cities of all sizes across the state, I am confident that revisions to the HNA with the 1.4% growth rate will not change the key conclusions of the HNA. Those conclusions are:

- While Hood River has enough land to accommodate growth at the expected growth rate (whether 1.4% or 2%), the City has unmet housing needs.
- Current residents are unable to find affordable housing and employers report that availability of housing is a barrier (even for recruiting people with middle- and high-wages). Future residents are likely to have the same problems.
- Hood River has a deficit of land for multifamily housing, which the HNA addresses through assuming that about half of multifamily development will occur in C-2. Even with the lower forecast, about 90 multifamily units would need to be located in C-2 because of the small amount of vacant R-3 land.
- The City should consider land-use efficiency policies to address these unmet needs to: (1) provide opportunities for development of a wider range of housing affordable to lower-, moderate-, and middle-income households, (2) provide opportunity for multifamily housing, and (3) delay the need to expand the UGB. The City should take the additional actions described in the Housing Strategy.

Memorandum



8/9/2017

To: Hood River Westside Area Concept Plan Advisory Committees
Cc: Project Management Team
From: Joe Dills and Andrew Parish, Angelo Planning Group
Re: How Hood River's Housing Needs Analysis and Strategies Have Been Used in the Draft Concept Plan

INTRODUCTION

The purpose of this memorandum is to describe how previous work adopted by the City of Hood River on the topics of buildable lands and housing needs have been used in the Westside Area Concept Plan. This memorandum describes key planning concepts and assumptions in the Westside Area Concept Plan that were direct and indirect outcomes of previously-adopted work.

HOUSING NEEDS ANALYSIS

City of Hood River Housing Needs Analysis (HNA), adopted September 2015, is made up of these documents:

- "Housing Needs Analysis" summary document;
- "Housing Needs Analysis 2015 to 2035" technical report, which includes a Buildable Lands Inventory and provides a methodology to meet specific statewide regulations; and
- "Hood River Housing Strategy," which makes recommendations for how to meet the City's identified housing needs.

The City adopted the Housing Needs Analysis summary report and comprehensive plan policies as part of Goal 10 of the Hood River Comprehensive Plan.

Overall Findings

The Housing Needs Analysis documents examine trends in population, housing inventory, and buildable land of Hood River, and find that the City has just enough land to accommodate projected residential growth over the 20 year planning period (2015 through 2035).

The report notes several key caveats to its land and housing capacity findings:

- Hood River has limited opportunities for future expansion of the UGB¹,
- The City has a very limited supply of residential land for multifamily development. The HNA recommends that the City consider rezoning single-family land (in R-1 and R-2 designations) for multifamily uses. In the absence of adding multifamily land as part of the HNA adoption, the report

¹ The city is surrounded by the Columbia River Gorge National Scenic Area and by farmland. Expansion into either of these areas will be extremely complicated and difficult.

assumed that about 42% of new multifamily development would be accommodated on commercial (C-2) land.²

- There is an existing deficit of affordable housing in Hood River, both for low-income and workforce affordable housing. As noted on Page 49: “the median home value was 6.4 times median income in 2013, up from 4.5 in 2000. More than a third of Hood River households are unable to afford the fair market rent (\$845) on a two-bedroom rental in Hood River. In addition, half of the workers at businesses in Hood River live outside of the city or in nearby communities.”
- Much of the buildable residentially-designated land in the Urban Growth Area is in agricultural use (about 20 percent according to Table 2 of the HNA), and the timing of development of these properties (subject to the desires of individual property owners and other market factors) may impact the availability of residential units for the City.

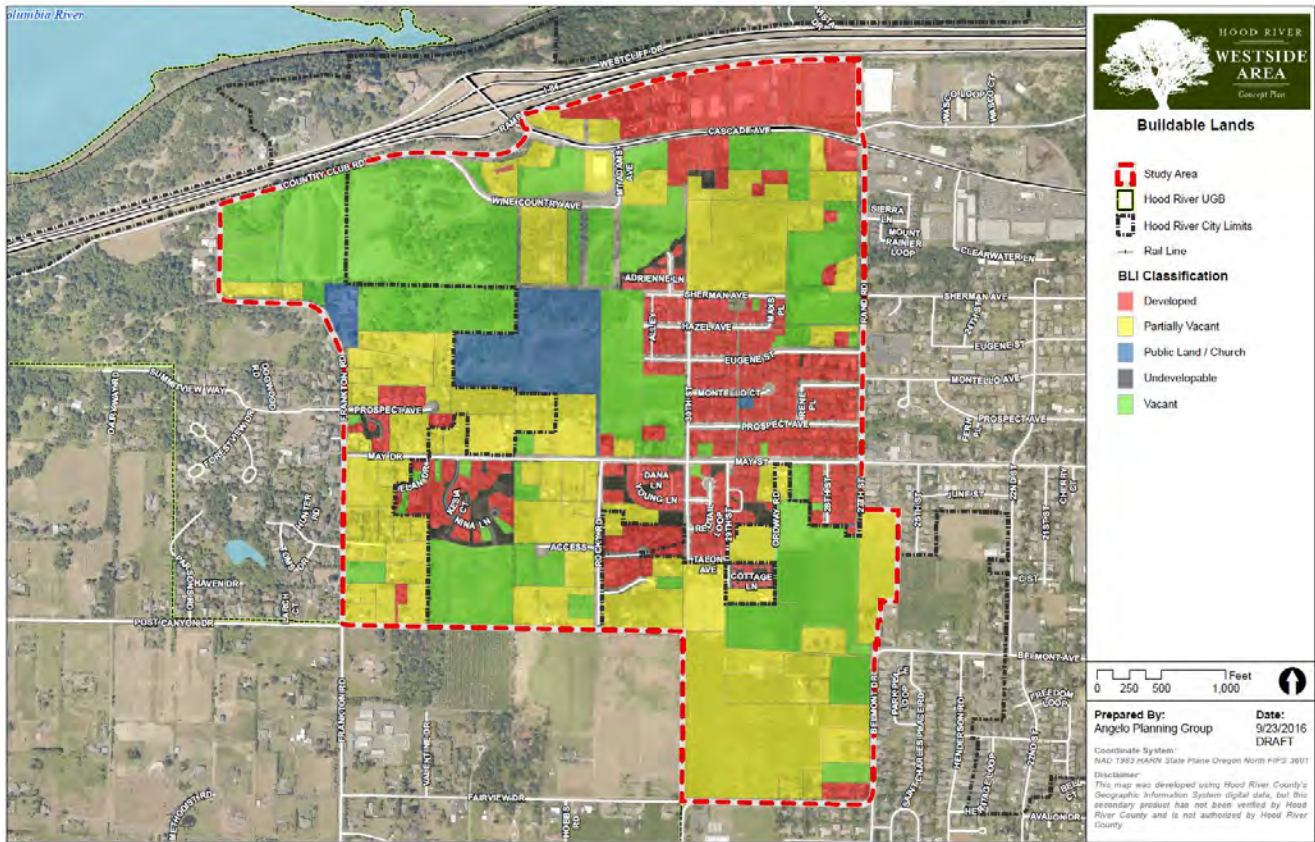
The findings of the HNA, including the factors described above, inform the strategies and recommended actions of the Hood River Housing Strategy.

Buildable Lands

The Hood River Residential Buildable Lands Inventory is a component of the Housing Needs Analysis that focuses on what land is available for residential uses. The inventory classifies land as either “vacant,” “partially vacant,” or “developed.” One notable finding that requires clarification is that “More than half of the capacity in residential Plan Designations is from partially vacant land. [The HNA assumes] that, over the 20-year period, much of the partially vacant land will infill and develop at urban densities.” (page 42). In the HNA, “Partially Vacant” refers to land that has an existing use but still has capacity to accommodate additional residential development. In the Westside Area, much of the land falls into this category because there are parcels with a single home on many acres. Partially vacant lands are assumed to eventually subdivide and develop in accordance with their Plan designation (See Figure 1 below which is based on the 2015 Buildable Lands Inventory.)

² Table 5 of the HNA describes the allocation of needed housing by type and zoning designation through 2035. A total of 694 multifamily dwelling units are expected to be developed in the R-2, U-R-2, R-3 and C-2 zone. Of this number, 297 units, or 42 percent of the citywide need, is accommodated within the General Commercial (C-2) zone. The HNA cites the EOA, which identified a surplus of C-2 land beyond the land needed to accommodate growth over the 20-year period, though the EOA also shows a deficit of C-1 office land. Since adoption of the HNA, the City has approved or is reviewing a combined total of about 50 housing units in C-2 lands, located outside the Westside Area.

Figure 1 - Westside Area Buildable Lands



HOUSING IN THE WESTSIDE AREA CONCEPT PLAN

Westside Area Concept Plan: Draft Land Use Program

Housing supply and mix was first addressed in the Westside Area Planning in the January 12, 2017 "Draft Land Use Program" from ECONorthwest, who also prepared the City's Housing Needs Analysis. The central questions of that memorandum are: (1) what mix of uses is appropriate in the Westside Area, given existing development and zoning patterns, potential changes to city policy and zoning, and housing and employment land needs across the city; and (2) How can changes to the land use designations help address the City's need to provide more workforce and affordable housing? The land use program explains how the draft programs attempt to implement key concepts from prior efforts:

The Westside Area Concept Plan offers an opportunity to evaluate the following policy changes in the Westside Area:

- Identify land to rezone to allow additional multifamily development.
- Consider allowing a wider range of housing types.
- Evaluate reducing minimum lot sizes in the R-1 and R-2 zones.
- Identify publicly-owned properties that could be used for affordable housing.³

³ See ECONorthwest memorandum - "Hood River Westside Area Concept Plan: Draft Land Use Program." January 12, 2017.

To implement these strategies, the Land Use Program memorandum provided a base scenario and two initial alternatives to begin to prepare the concept plan: the Base Case, which examines the effect of making no changes to current zoning designations or code in the Westside Area; the "Moderate increase in workforce and affordable housing" alternative, and the "Strong increase in workforce and affordable housing" alternative. These alternatives identified the range of land uses by type, density, and mix of residential development; capacity for a range of housing types; potential development of parks; opportunities for mixed use development; commercial land needed to provide services to households in the Westside Area; and commercial and industrial development.

The Technical Advisory Committee and Project Advisory Committee reviewed these alternatives, and they were the subject of an in-person and on-line open house. Subsequent refinement of these alternatives located the recommended land uses on particular parcels within the Westside Area to combine the land use program with frameworks for streets, bicycle and pedestrian paths, parks and open space, and water, stormwater, and sewer infrastructure.

Implementing the Hood River Housing Strategy

The Hood River Housing Strategy reiterates the major findings of the HNA and provides policy recommendations. Table 1 below lists the actions identified in the Hood River Housing Strategy and their applicability to the Westside Area Concept Plan. For potential code changes noted below, it is recognized that the City will evaluate whether changes should be uniquely applied in the Westside Area, or applied citywide. The Westside project’s draft code recommendations will be a toolbox to work from.

Table 1: Implementing the Housing Strategy

Strategy 1: Increase the efficiency of use of land within the Hood River UGB	
<p>Action 1.1: Identify land to rezone to allow additional moderate-and high-density single family detached and multifamily development. Specifically: <i>"The City should focus on land that is vacant, along transportation corridors, in areas with current or planned water and wastewater service, and in a location that will not disrupt existing neighborhoods."</i></p>	<p>The Westside Area Concept Plan implements this action by re-designating roughly 30 acres of R-1/R-2 land to R-3. The proposed R-3 lands are:</p> <ul style="list-style-type: none"> • On parcels that are mostly or entirely vacant vacant acreage • Distributed among each of the three planned neighborhoods of the Westside, so multi-family is not concentrated in one area • Located on collector and arterial streets • Within walking distance of Westside Elementary and the proposed future school in the Middle Terrace neighborhood • Along or within ¼ mile of future transit service • Primarily in undeveloped area so that transitions to adjacent uses and neighborhoods can be designed • All readily served by planned water and sewer services <p>The Plan also includes selected areas where existing R-2 lands would be revised to a new “R-2A” designation. With code changes, these lands will be available for a range of housing types, including clustered development, duplexes, and</p>

	townhomes.
Action 1.2: Allow townhouses as a permitted use in R-2 and R-3	Allowed, subject to standards.
Action 1.3: Reduce the lot size in the R-1 zone to 5,000 Square Feet	Changes to minimum lot size in R-1 have not been discussed by the Committees. The project team views retention of the existing R-1 minimum lot size as consistent with transect strategy for the Westside.
Action 1.4: Reduce lot size in the R-2 zone <i>"The City should consider allowing a minimum lot zone of between 4,000 and 2,500 square feet."</i>	The Westside Area Concept Plan evaluated two options to implement Action 1.4, reducing the minimum lot size from today's 5,000 SF to either 4,000 SF or 3,000 SF. To date, the plan has envisioned the creation of a new zone called "R-2A" rather than reducing the minimum lot size for all existing properties zoned R-2. R-2A would have a minimum lot size of 4,000 square feet. R-2's minimum lot size would be retained at the current 5,000 square feet.
Action 1.5: Revise Planned Unit Development (PUD) Ordinance	No changes are proposed for the PUD code. New provisions such as lot size flexibility, cottage clusters, etc. are proposed and would be available to applicants proposing PUDs.
Action 1.6: Develop a cottage code to allow development of denser single-family detached housing	Provisions for cluster subdivisions, cottage court developments, and co-housing are part of the working code amendments.
Action 1.7: Revise Accessory Dwelling Units ordinance	No changes are proposed as part of the Westside project.
Action 1.8: Revise Manufactured Park Standards	No changes are proposed as part of the Westside project.
Strategy 2: Regulate and Manage Secondary and Short Term Rental Housing	
This strategy is being implemented through a separate process	
Strategy 3: Develop Affordable Housing	
Action 3.1: Identify publicly-owned properties that could be used for affordable housing and partner with the Mid-Columbia Housing Authority to develop affordable housing	The Westside Area contains a parcel owned by Hood River County. The Concept Plan explicitly calls out the parcel for the development of affordable housing and provides streets, parks and open space, bicycle and pedestrian access, and other infrastructure to support the site.
Action 3.2: Establish a policy that notifies and allows local governments or qualified nonprofits the right of first refusal on surplus or tax delinquent private properties.	The Westside Area Concept Plan does not address this action.

Action 3.3: Explore or encourage flexibility and variances to parking standards...	The Westside Area Concept Plan will include zoning code changes to encourage "missing middle" and affordable housing products, including suggested revisions to parking standards.
Action 3.4: Consider and encourage use of Tax Increment Financing in the Urban Renewal Areas	The Westside Area is not an urban renewal area, and the Concept Plan does not address this action.
Action 3.5: Work with a nonprofit in development of a community land trust to support development primarily of owner-occupied housing	The Mid-Columbia Housing Authority is represented on the Technical Advisory Committee of this project, and discussions of "land banking" have taken place. A Comprehensive Plan implementation strategy is proposed supporting land banking in the Westside Area.
Action 3.6: Identify sources of funding to support government-subsidized affordable housing development.	The Concept Plan process has included conversations about a wide array of tools to support affordable housing development. These tools are within the proposed Comprehensive Plan implementation strategies
Action 3.7: Develop a tax program...to promote development of affordable and market-rate multifamily housing.	
Action 3.8: Develop a program to defer systems development charges and other fees for affordable housing development.	
Action 3.9: Evaluate the need for and benefit of an affordable housing ordinance.	
Action 3.10: Develop policies to encourage the use of durable, long-lasting building materials and energy efficient designs for development of affordable housing.	The Concept Plan does not address this action.

Housing Mix in the Revised Land Use Plan (8.7.17) and Citywide

As part of the Westside Area Concept Plan process, the project team evaluated development potential under various plan alternatives based on assumptions for housing density and development types from the Land Use Programs memo and Housing Needs Analysis. Table 2 describes the estimated capacity and housing mix of the Westside Area under the Revised Land Use Plan (8.7.17), which is depicted in Figure 1. Housing capacity estimates are used to ensure adequate public infrastructure will be available to serve new development. However, actual development may be less intense than the infrastructure is planned to accommodate.

Table 3 adds this estimated capacity of the Westside Area to the citywide totals used in the HNA. Note that the citywide count of dwelling units is based on the American Communities Survey (ACS)⁴, which has a margin of

⁴ 2009-2013 American Community Survey 5-Year Estimates; B25024

error of roughly 7% for the City of Hood River. Housing mix planning and estimates are not an exact science. Rather, they are planning policy applied to the land that are implemented through a combination of market forces and public and private investments. In this context, the proposed housing mix for the Westside Area would move the City very close to the overall HNA target of 55% single family detached, 10% single family attached, and 35% multifamily units overall. This table also does not take into account any possible future development of other areas of the City outside the Westside.

Figure 1. Map of the Revised Land Use Framework – 8.7.2017

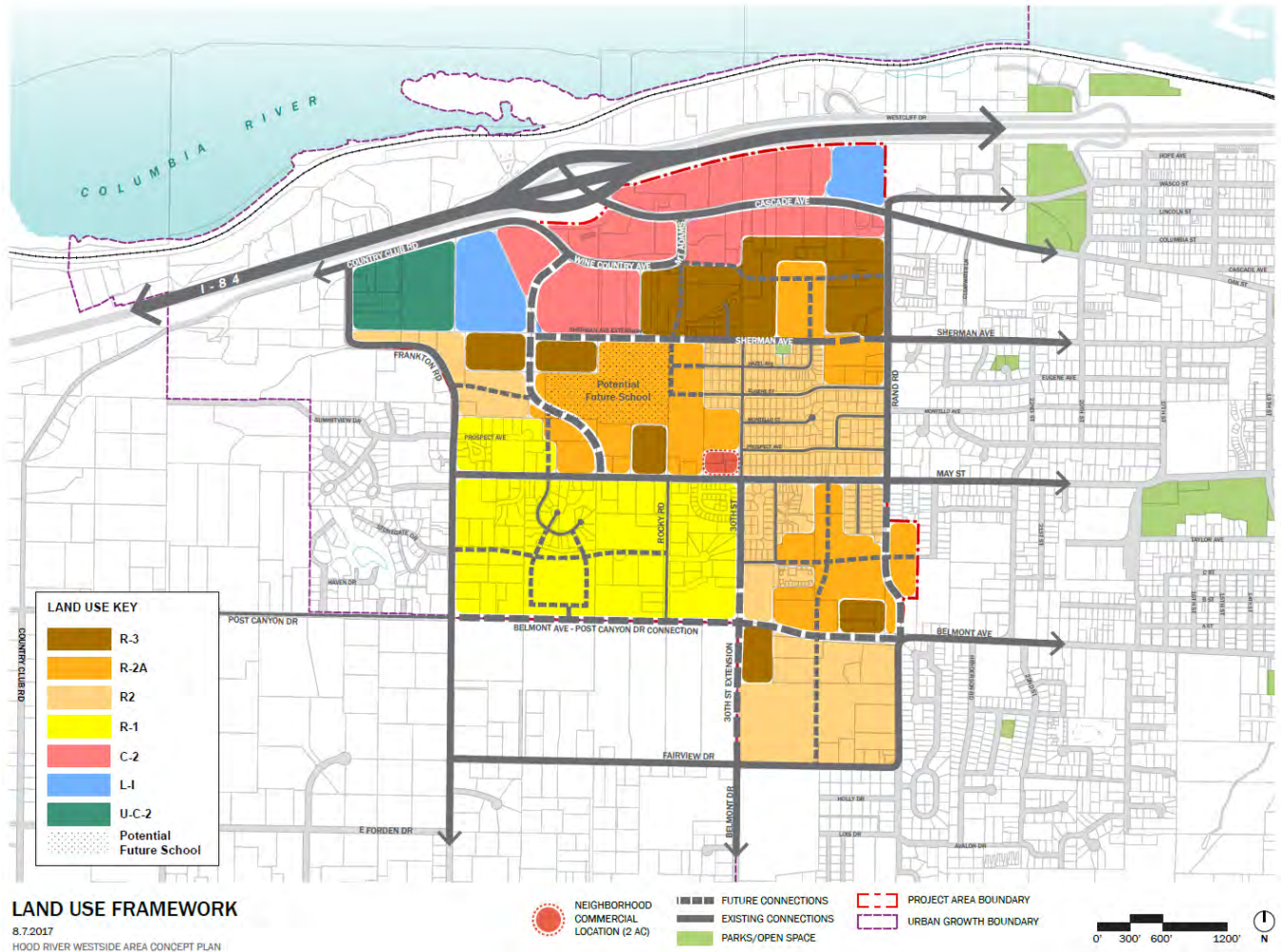


Table 2. Housing mix in the Revised Land Use Framework – 8.7.17.

Zoning Designation	Gross Density	Acres (Minus Assumed Parks)	Total Units (Including approved developments)	Unit Types*		
				SFD	SFA	MF
R1	5.3	41.8	206	206	0	0
R2	7.7	37.0	288	158	75	55
R2A	8.4	51.05	429	227	116	86
R3	20.3	38.93	790	0	158	632
TOTAL	-	168.78	1713	591	349	773
				35%	20%	45%
SFD = Single Family Detached; SFA = Single Family Attached (Townhouse); MF = Multi-family including duplexes, triplexes and apartments.						

Table 3. Citywide Housing Mix

Citywide (source: ACS 2009-2013)			
SFD	SFA	MF	TOTAL
2,187	121	1,233	3,541
61.8%	3.4%	34.8%	
Westside Area Plan			
SFD	SFA	MF	TOTAL
593	342	768	1,703
New Citywide			
SFD	SFA	MF	TOTAL
2,780	463	2,001	5,244
53%	9%	38%	

Memorandum



Updated 6/21/2017

To: Technical and Project Advisory Committees
Cc: Project Management Team
From: Joe Dills and Andrew Parish, Angelo Planning Group
Re: Housing Implementation for the Westside Area Concept Plan

Note to reviewers - The June 21, 2017 update to this memorandum includes information about workforce and affordable housing efforts by several other Oregon communities, as requested by the Project Advisory Committee on April 26, 2017. The new material is Attachment C, beginning on page 8.

INTRODUCTION

The purpose of this memo is to provide initial information related to an important question that has been raised by participants in the Westside Area Concept Plan (Concept Plan) process: “How will workforce and affordable housing objectives be implemented by the Concept Plan?” From the perspective of advocates for a strong approach to delivering workforce and affordable housing, the question has taken several forms, such as: “How will the Concept Plan assure workforce and affordable housing is built” and “Are there ways to include in the plan specific price point targets for the planned units in order to ensure that affordable housing is actually built, not just allowed by the zoning?” These are important questions for the TAC and PAC to discuss.

This memo is intended as an issue-recognition and thought-starter memo. It is not a research paper on housing implementation. Four topics are addressed in this memo:

- What are the stated objectives for workforce and affordable housing for the Concept Plan?
- What are the draft strategies in the working Concept Plan?
- What can zoning do to deliver workforce and affordable housing?
- Besides zoning, what other opportunities are there?

OBJECTIVES

The Concept Plan is funded by a grant from Oregon’s Transportation and Growth Management (TGM) Program. The grant has 21 objectives, covering Land Use, Housing, Infrastructure, and Implementation (see Attachment A). The Housing objectives are:

Housing

- Facilitate development of variety of housing types including affordable and workforce housing for long-term residents.
- Increase the supply of affordable and workforce housing for fulltime residents while ensuring features are incorporated that make neighborhoods livable, attractive, and desirable.
- Identify land to be rezoned for additional moderate- and high-density single-family and multifamily housing consistent with City Housing Strategy Action 1.1. The objective is not simply to increase density, but to recommend appropriate density in appropriate locations.
- Develop implementing code provisions for the project including to incentivize affordable and workforce housing.
- Recommend finance strategies for the provision of affordable and workforce housing.

In addition, the Vision Statement and Guiding Principles for the project also reference housing. The full vision statement is copied below and guiding principles are attached (see Attachment B).

The Westside Area will grow to become an interconnected community of great neighborhoods, an attractive gateway of commercial and mixed use activity, and an affordable and diverse area of the City. The Westside’s hallmarks will be:

- *Housing options that provide choices for all income levels, life stages, and cultures within Hood River*
- *Streets, trails, and paths that are walkable, connected, and green*
- *Neighborhood design that celebrates the landforms, views, and magnificent landscape of Hood River*
- *Open spaces and parks that support community gathering and a connection to nature*

The Westside Area will be an integral part and extension of the larger Hood River community.

In short, the Concept Plan is intentionally ambitious, comprehensive, and places a priority on workforce and affordable housing.

DRAFT STRATEGIES TO DATE

What are the draft strategies in the working Concept Plan? They include:

- Increase housing capacity.
 - Existing zoning (Base Case) – assumes maximum of 1133 new dwellings
 - Draft Preferred Concept Plan – assumes maximum of 1831 new dwellings (increase of 60%)
- Increase the amount of “missing middle” housing.¹
 - Base Case – 14% Multifamily; 9% Attached Single-Family; 77% Detached Single-Family
 - Preferred Concept Plan – 45% Multifamily; 24% Attached Single-Family; 31% Detached Single-Family

¹ Based on assumptions by zone in the Hood River Housing Needs Analysis, Table 5

- c. Diversify the mix of housing in each of the three planned neighborhoods. R-3 zoned lands are increased and distributed to each of the Middle Terrace, Upper Terrace and West Neighborhoods.
- d. Inclusion of Neighborhood Commercial sites to help reduce reliance on auto travel.
- e. Emphasis on walkable and connected neighborhoods to reduce reliance on auto travel.
- f. Integration of land use with planned transit.
- g. Reduction in cost per unit for infrastructure. This is a potentially significant cost-saving strategy for land development. For water, sewer and storm water utilities, the cost of infrastructure to serve the Westside area is relatively fixed, but the number of dwellings generating infrastructure funding revenue is substantially increased.
- h. Support development of the County-owned 2-acre parcel for affordable housing.
- i. Potential housing bonuses for a guarantee of workforce and affordable housing (sometimes called “voluntary inclusionary zoning”).
- j. Potential code changes (e.g. minimum density requirements). Please see draft Concept Plan Report for other residential code strategies and commercial code strategies.

The above-listed strategies focus on housing capacity, land development efficiency and flexibility, removing barriers, and providing incentives. It is implicit in the above strategies that the City will continue to work with partners such as Mid-Columbia Housing Authority, Aging in the Gorge Alliance, Oregon Housing and Community Services, and Oregon Regional Solutions.

ZONING AND AFFORDABLE HOUSING

What can Hood River’s land use regulations do to deliver workforce and affordable housing in the Westside Area, consistent with the vision for the Concept Plan?

The answer to the above question begins with the City stating its goals for the Westside, and how the City views such implementation from a city-wide perspective. For brevity in this memo, the Westside application is discussed below. As noted above, this is a vast and complex topic. The purpose here is only to introduce policy options for discussion by the project committees.

If the goal is to ensure that all or part of the Westside’s housing is built at price points that meet workforce and affordability targets in Hood River, the primary tool is called **inclusionary zoning**. As stated in a recent report by the City of Portland, where inclusionary zoning has been adopted as a tool in the zoning code, statutory authority for inclusionary zoning is relatively new to Oregon:

“In March 2016, the Oregon State Legislature passed Senate Bill 1533 which permits cities and counties to adopt land use regulations or impose conditions for approval of permits to require affordable housing of up to 20 percent of units in multi-family structures in exchange for one or more developer incentives that are identified in SB 1533. In addition to the inclusion rate cap of 20 percent of units in a project, SB 1533 creates a project size threshold of 20 or more multi-family units and income level restrictions of a mandatory inclusionary housing program for 80 percent or higher Median Family Income (MFI).”²

² Inclusionary Housing Zoning Code Project, City of Portland, page 1, <https://www.portlandoregon.gov/bps/article/590320>

So, the practical questions are: is the City's goal to assure workforce and affordable housing through zoning, and if so, does it want to determine how inclusionary zoning would be adopted in Hood River? This is clearly a big question for City policy makers and the community to discuss. Development of such a program is beyond the scope of the Westside Area Concept Plan, but could be recommended for further consideration if the community wants to evaluate it. The City of Portland needed approximately one year to develop an inclusionary housing program, informed by a panel of housing experts.

If the goal is to support and encourage that workforce and affordable housing is built in the Westside area, then the tools are the draft strategies listed above in a – j. Strategies a – j are examples of zoning amendments that are within the scope of the Westside Area Concept Plan project.

A key point is that the two goals discussed above are not mutually exclusive. Rather, they are two points along a continuum of policy approaches where multiple complementary tools could be employed by the City. A hybrid policy approach could be to:

- a. Adopt zoning code updates that supports and encourages workforce and affordable housing for the Westside (or the city as a whole), through strategies such as a – j above.
- b. Work with project partners to assure delivery of affordable housing on project-specific basis (e.g. the 2-acre parcel owned by Hood River County, and others like it).
- c. Consider participating in other proactive programs, incentives and advocacy efforts, such as:³
 - Construction Excise Tax for affordable housing development
 - Community land trust for affordable, owner-occupied housing
 - Advocacy for government (federal, state, local) subsidies for affordable housing
 - System Development Charge waivers or significant reductions (example: 75% reduction)
 - Defer payment of System Development Charges to date of occupancy
 - Property tax exemption for low-income housing⁴
 - Property tax exemption for non-profit corporation, low-income housing
 - Property tax exemption for multi-unit housing
 - Property tax exemption for housing in distressed areas
 - Property tax freezes on rehabilitated housing
 - Affirmatively further fair housing⁵
 - Partnership with employers to create housing solutions for workers in Hood River

³ Source: Mid-Columbia Housing Authority and Columbia Cascade Housing Corporation, edited for clarity. Some actions may be by entities other than the City. Feasibility research has not been conducted for this memo.

⁴ See also Hood River Housing Strategy #3, regarding Multiple Unit Limited Tax Exemption Program, and Appendix B which notes the Vertical Housing Tax Abatement for mixed use.

⁵ Additional information available at:

https://www.huduser.gov/portal/sites/default/files/pdf/AFFH_Final_Rule_Executive_Summary.pdf

CASE STUDIES

Attachment C describes affordable housing strategies and programs underway in several other Oregon cities.

Attachment A

Hood River Westside Area Concept Plan

Transportation and Growth Management Grant - Objectives

Land Use

- Develop a Concept Plan, anticipating near-term development in the Gateway area.
- Apply smart growth development strategies including those defined in the Transportation and Growth Management *Smart Development Code Handbook*: 1) efficient use of land resources, 2) full utilization of urban services, 3) mixed use, 4) transportation options and 5) detailed, human scaled design. Smart growth development strategies must be implemented to reduce reliance on automobiles for short trips within the Project area, and between the Project Area and surrounding development.
- Evaluate the potential for additional neighborhood commercial and mixed-use development to serve residents in the Project Area.
- Integrate existing and potential school sites as nodes and focal points; and provide community park(s) and open space.
- Result in a plan that when implemented results in attractive and resilient development.

Housing

- Facilitate development of variety of housing types including affordable- and workforce housing for long-term residents.
- Increase the supply of affordable- and workforce housing for fulltime residents while ensuring features are incorporated that make neighborhoods livable, attractive, and desirable.
- Identify land to be rezoned for additional moderate- and high-density single-family and multifamily housing consistent with City Housing Strategy Action 1.1. The objective is not simply to increase density, but to recommend appropriate density in appropriate locations.
- Develop implementing code provisions for Project including to incentivize affordable and workforce housing.
- Recommend finance strategies for the provision of affordable and workforce housing.

Infrastructure

- Identify transportation facilities needed for circulation of motor vehicles, pedestrian and bicycle connectivity.
- Improve efficiency in use of land and public infrastructure.
- Encourage use of alternative modes of transportation; including planning pedestrian and bicycle facility networks.
- Integrate stormwater infrastructure in open spaces and creeks where appropriate while attempting to protect and enhance the creeks' natural resource values.
- Determine the transportation infrastructure costs for planned projects including updating the 2011 City TSP projects within the Project Area and County TSP, as needed.

- Recommend updates to the 2011 City TSP and 2011 County TSP project lists and associated System Development Charges (“SDC”) based on street-, pedestrian- and bicycle projects identified as part of the Project.
- Identify infrastructure cost estimates and methods to distribute on-site and off-site infrastructure costs.

Implementation

- Recommend changes to the UGA to facilitate plan implementation.
- Recommend conditions under which annexation can occur.
- Recommend 2011 City TSP and County TSP amendments and refinements in order to facilitate the Project recommendations.
- Prepare recommendations for City and County Planning Commission, City Council, and County Board consideration respectively, including City and County Comprehensive Plan and Zoning designations, Comprehensive Plan Policy and zoning ordinance amendments, and facility standards to implement the Preferred Alternative for land use and transportation for the Westside Concept Plan.

Attachment B

Hood River Westside Area Concept Plan

Vision and Guiding Principles

Vision

The Westside Area will grow to become an interconnected community of great neighborhoods, an attractive gateway of commercial and mixed use activity, and an affordable and diverse area of the City. The Westside’s hallmarks will be:

- ***Housing options that provide choices for all income levels, life stages, and cultures within Hood River***
- ***Streets, trails, and paths that are walkable, connected, and green***
- ***Neighborhood design that celebrates the landforms, views, and magnificent landscape of Hood River***
- ***Open spaces and parks that support community gathering and a connection to nature***

The Westside Area will be an integral part and extension of the larger Hood River community.

Guiding Principles

The Hood River Westside Area Concept Plan will:

- Create livable neighborhoods that make good use of the Westside’s limited land supply.
- Create well-planned and commercially successfully mixed use districts in the Westside gateway area.
- Create a plan that works for all ages and abilities of the community.
- Provide a range of densities and housing types, increasing affordable housing choices in Hood River.
- Incorporate natural features and a sense of place into each neighborhood and district.
- Include open space and parks integrated in neighborhoods.

- G. Provide a connected transportation network with walkable, bike-friendly, and green streets.
- H. Promote active and healthy living through community design.
- I. Plan land uses and transportation facilities so the area may be served by fixed route transit in the future.
- J. Integrate Westside Elementary School and future new schools as key community places.
- K. Promote human-scaled building designs.
- L. Plan for efficient water, sewer, and stormwater infrastructure, utilizing green practices for stormwater management.
- M. Provide a realistic infrastructure funding strategy

Guiding Process Principles:

The planning process will:

- N. Provide an open and transparent planning process.
- O. Embrace cultural and community diversity throughout the plan and planning process.

Attachment C

Case Studies – Affordable Housing Strategies in Other Oregon Communities

At the April 26, 2017 PAC meeting, committee members requested information about how other communities in Oregon are addressing affordable housing. Case studies from three communities are listed below, along with links to further information. Strategies listed in these documents generally fall into two buckets: Those that are implemented through the land use framework of the comprehensive plan and development code, and those that are programs or partnerships outside of that framework.

The Dalles

The [2017 City of The Dalles housing strategy report](#) summarizes a variety of local housing issues and the strategies that are recommended to address them.

Comprehensive Plan/Development Code strategies:

- Updating the City’s Comprehensive Plan. These updates include expanded goals and policies related to providing an increased variety of housing types, the locations of high-density housing, and affordable/workforce housing goals and policies.
- Amending the City’s Land Use and Development Ordinance (LUDO). These amendments include revising standards to ensure compact, multi-family development is feasible on a wider range of sites, adding density or height bonuses for affordable housing, reduce minimum parking requirements where it may support affordable housing, enabling Accessory Dwelling Units, cottage cluster housing, and cohousing. The report also recommends looking into inclusionary zoning requirements and short-term rental regulations, but acknowledges that these require further study.
- Future planning for new residential development and redevelopment. These strategies include limiting single-family housing in high density zones, incentivizing high-density housing where appropriate through expedited development review or SCD waivers, and expanding areas of RM zoned land.

Other Strategies

- Non-regulatory and funding strategies include: Information sharing with housing developers and other community partners to streamline the development process, support for local and regional housing efforts, and providing funding for key projects where possible.

In addition to this report, an “Implementation Roadmap” was prepared to provide timetables, key decisions, and other considerations to putting these strategies into action.

Newberg

The City of Newberg’s [2009 Affordable Housing Action Plan](#) lists the following steps:

Comprehensive Plan/Development Code strategies:

- Amend Newberg Comprehensive Plan Goals and Polices. Language is included that defines affordable housing, and lists various aspirational “should” language.

- Retain existing supply of affordable housing. This strategy centers around rehabilitating housing and discouraging conversion of manufactured dwelling parks.
- Insure an adequate land supply for affordable housing. This strategy includes re-zoning land to medium- and high-densities that can accommodate the development of more affordable housing.
- Change development code standards. The plan calls for revisiting development code standards that result in lower-density and less efficient development. Changes suggested include a “Flexible Development Track” to provide flexibility on some standards for developers who commit to affordable housing. Many specific code changes are suggested in this strategy.
- Amend development fee schedule to reduce fees for affordable housing.

Other strategies:

- Develop and support public and private programs. This strategy lists several suggestions including creating a housing trust fund, providing property tax abatements, expand home ownership and counseling program, partnerships with non-profits, supporting local Community Development Corporations, and a handful of other miscellaneous items.

Tillamook

A 2017 Tillamook County report titled “[Creating a Healthy Housing Market for Tillamook County](#)” makes the following recommendations:

Comprehensive Plan/Development Code strategies:

- Zoning Changes. Selected re-designation of appropriate areas throughout the county from exclusive single-family zones to allow for multifamily development.
- Affordable housing incentive. The report recommends allowing a developer to increase densities or bonuses for the inclusion of affordable/workforce housing.
- Accessory Dwelling Units. Allowing ADU’s in more coastal communities. According to the report, these laws face the same challenges and concerns as Hood River – concern about short-term rentals and appropriateness of ADU’s in some neighborhoods.

Other Strategies:

- Employer-Assisted Housing. The report recommends pursuing employer-led housing development for their workforces through staff support, fast-tracking development approvals, and changes to zoning regulations. Employers may also be able to offer land or other property rather than developing housing on their own.
- Public-private partnership. The report suggests examining opportunities to use publicly-owned land in partnership with developers and non-profit partners in order to produce below-market-rate housing. This may be similar to what is suggested for the Hood River County-owned parcel in the Westside Area.
- SDC Deferral. Tillamook is considering a strategy of deferring payment of Systems Development Charges for low- or moderate-income housing units for 5-10 years, eliminating some upfront costs associated with housing construction.
- Restructure Transient Lodge Tax (TLT) to allow funds to go toward workforce housing development. Tillamook County Commissioners may pursue “tourism based workforce housing” as an expense associated with tourism and apply some of the TLT revenue towards seed money for workforce housing development.

- Community-wide Land Trust. A community land trust (CLT) is an independent, not-for-profit corporation. Typically, CLTs acquire land or are deeded land from a municipality or county to provide land for housing development that meets one or more local needs, including affordability. The CLT does not sell the land, but rather leases land to those who intend to build a house on the property. In this way, the CLT keeps the cost of homeownership to a minimum by taking land costs out of the mortgage equation
- Construction Excise Taxes. Tillamook County is also planning for August 2017 adoption of both commercial and residential Construction Excise Taxes in the amount of 1% of the value of improvements, as authorized by the 2016 passage of Senate Bill 1533. As currently drafted, the tax imposed on residential improvements will be distributed as follows:
 - 15% of net revenue will be remitted to the Oregon Department of Housing and Community Services to fund home ownership programs;
 - 50% of net revenue will be transferred to the Community Development Workforce Housing Fund to fund finance-based incentives for programs that require affordable housing; and
 - 35% of net revenue will be transferred to the Community Development Workforce Housing Fund to support the production and preservation of affordable housing units at, and below, 80% median family income.

Further, the current draft calls for 100% of net revenues received from the tax imposed on commercial improvements to be distributed to the Community Development Workforce Housing Fund to support the production and preservation of workforce housing units at or below 200% median family income.

Appendix D: Draft Code Amendments

1. Overview Memorandum for Public Review Draft 1
2. Chapter 17.01 – General Provisions
3. Chapter 17.03 – Land Use Zones
4. Chapter 17.04 – Supplementary Provisions
5. Chapter 17.16 – Site Plan Review
6. Chapter 17.19 – Townhouse Projects
7. Chapter 17.23 – Accessory Dwelling Units (ADU)

Memorandum



9/14/2017

To: Hood River Westside Area Concept Plan Project Advisory Committee and Interested Parties
Cc: Project Management Team
From: Joe Dills and Becky Hewitt, Angelo Planning Group
Re: Development Code Implementation for the Westside Area Concept Plan: Public Review Draft 1

OVERVIEW

The project team is in the process of drafting amendments to the Hood River Zoning Ordinance to implement the Hood River Westside Area Concept Plan. Some potential changes are specific to the Westside Area and others could be applied citywide, if the City so chooses.

This memorandum summarizes the current development code draft. The ideas are organized below by topic, with the purpose and intent for the change followed by a summary of how the change is implemented in the draft code amendments. Public Review Draft 1 is intended to allow for public input on the draft development code amendments prior to their formal consideration by the Planning Commission and City Council through the hearings and adoption process.

RESIDENTIAL ZONES AND DEVELOPMENT

Maximum and Minimum Density for Land Divisions

Purpose and intent:

- Provide a method to calculate the maximum number of lots that can be created through a land division that is more predictable (easier to estimate before a detailed layout is complete) and offers some flexibility on the size of individual lots within a subdivision without changing the total number of lots permitted (“lot size averaging”).
- Establish a minimum number of lots that can be created through a land division to ensure efficient use of residential land.

Public Review Draft 1 Summary:

- Calculate the maximum and minimum number of lots in a way that allows, but does not require, density transfers from significant natural resource areas and other constrained land by including constrained land when calculating maximum, but not minimum, density and allowing smaller lot sizes when constrained land is preserved in its own tract.
- Account for right-of-way dedication for future streets in a way that encourages providing a connected local street network (which may require more land for right-of-way).

- For land divisions (except for townhouse projects, which have their own density standards), regulate the number of lots/parcels that can be created rather than dwelling units so that new regulations don't interfere with existing standards allowing duplexes and townhomes.
- Set maximum density for each zone based on current minimum lot size standards.
- Set minimum density for each zone in a way that does not create "gaps" in the allowed density between different residential zones (e.g. the minimum for one zone is the same as or just above the maximum of the lower density zone).

Lot Size Standards

Purpose and intent:

- Reduce the minimum lot size for certain housing types in certain zones to enable more efficient use of residential land

Public Review Draft 1 Summary:

- Allow a small amount of lot size flexibility for single family detached housing in the R-1 and R-2 zones without changing the overall density
- Create a new R-2.5 zone for use in the Westside Concept Plan area with a lower minimum lot size of 4,000 square feet (vs. 5,000 square feet for R-2) for a single family home, duplex, or townhome building (with two attached units)
- Reduce the minimum lot size for single family detached housing in the R-3 zone to allow small-lot detached housing. (Minimum density requirements apply.)
- Slightly reduce the minimum lot size for duplexes, triplexes, multifamily and townhomes in the R-3 zone

Affordable Housing Incentives

Purpose and intent:

- Provide affordable housing incentives in the form of modified development standards that make it easier to build affordable housing (including projects consisting of all affordable housing units as well as mixed income projects).

Public Review Draft 1 Summary:

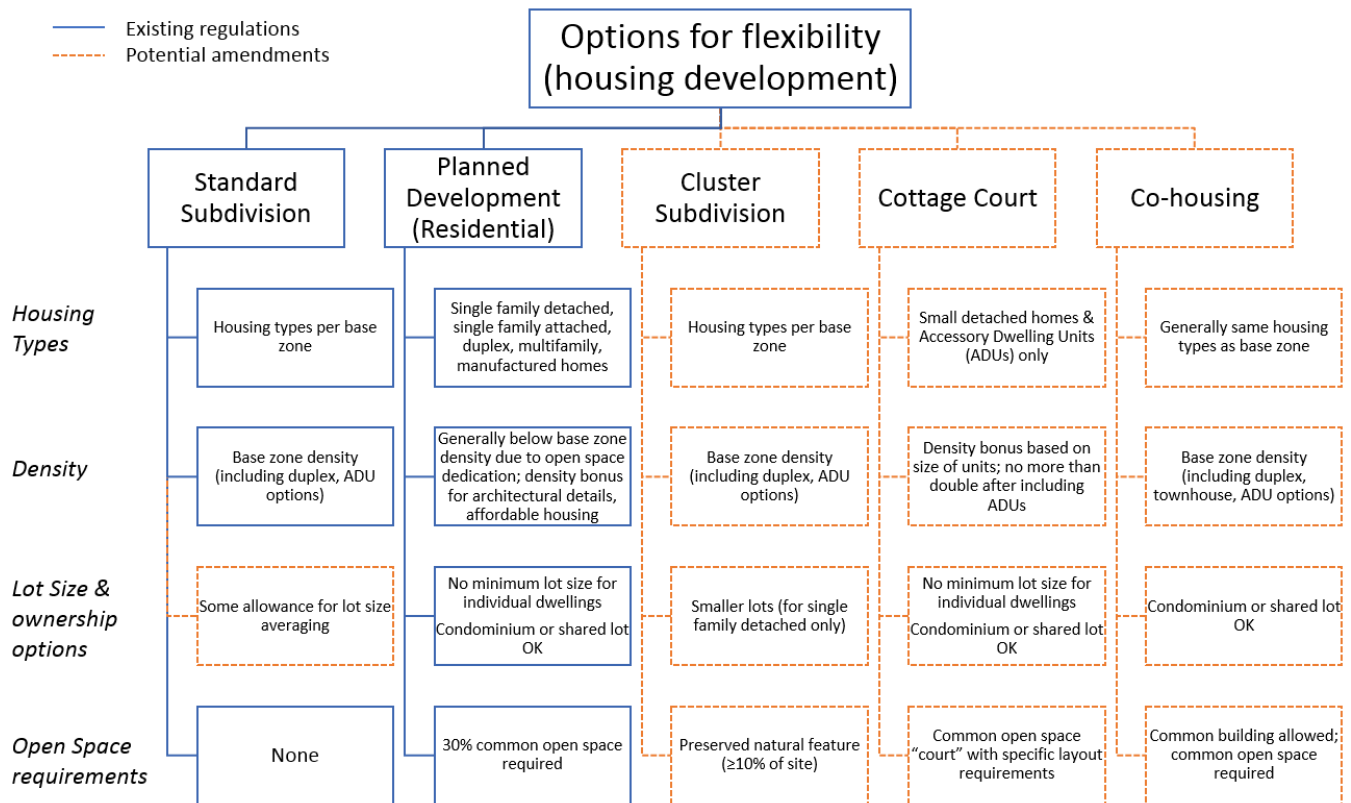
- Make incentives available to projects that provide a certain level of affordability (housing costs are no more than 30% of the annual household income for a household making less than 60-80% of the county median income).
- Require that projects that take advantage of the incentives enter into legal agreements with the City that ensure that affordability is delivered and maintained over a certain period of time (e.g. 20-50 years).
- Offer a density bonus that increases with the number of affordable units up to some maximum (e.g. up to 25-50% above the maximum for the zone – the amount of the bonus is a policy judgement).
- Offer reduced parking requirements for affordable housing units.

Flexibility and Innovative Housing Types

Purpose and intent:

- Ensure that cohousing, cluster housing, cottage housing and other innovative housing types are clearly permitted by the code without the need to go through a Planned Development process (which can be time-consuming, expensive and requires a public hearing).
 - Cluster subdivisions are intended to allow reduced lot sizes for developments that will preserve an on-site natural feature, without changing overall density of the development.
 - Cottage court housing standards are intended to enable small detached homes in clusters around a common green as an alternative to standard subdivisions.
 - Cohousing standards are intended to provide flexibility for cohousing developments to arrange various types of units on a common lot, to include a common house and shared open space in lieu of private yards, and to cluster parking rather than provide individual driveways.

Public Review Draft 1 Summary:



- Allow cluster subdivisions in the R-1, R-2, and R-2.5 zones
- Allow Cottage Court developments in the R-1, R-2, and R-2.5 zones
- Allow Co-housing in the R-2.5 and R-3 zones

Housing Mix

Purpose and intent:

- Ensure a mix of housing occurs in larger projects in the R-2.5 and R-3 zones in the Westside area where both detached and attached housing is allowed

Public Review Draft 1 Summary:

- Require that housing types other than single family detached occupy a certain minimum percentage of the land area in subdivisions over 10 acres in the R-2.5 and R-3 zones in the Westside area. The threshold size of 10 acres is intended to allow enough acreage and planned homes to make it workable to provide mix of housing types in the same project.

Residential Design Standards

Purpose and intent:

- Establish simple, clear and objective design standards for single family homes in the Westside Overlay Zone that:
 - Enhance public safety by ensuring views of the street from inside the residence;
 - Provide for a pleasant pedestrian environment by preventing garages and vehicle areas from dominating the views of the neighborhood from the sidewalk; and
 - Support the creation of architecturally varied homes, blocks and neighborhoods that enhance the character of the development.

Public Review Draft 1 Summary:

- Require windows facing the street
- Require main entrances to be facing the street or open onto a porch, and not to be recessed too deeply from the front of the house
- Limit the width of garage entrances facing the street and require them to be recessed slightly from the front of the house
- Require use of architectural details that create visual interest (e.g. dormers, eaves, balconies, bay windows, etc.), with options to pick from a list
- Don't allow houses next to each other or across the street to use the same street-facing elevation, in order to ensure some variety in home designs

Parking Requirements

Purpose and intent:

- Ensure that parking requirements are not so high that they make higher density and more affordable housing impractical

Public Review Draft 1 Summary:

- Allow on-street parking abutting a property to count toward parking requirements up to one space per unit within the Westside Overlay Zone.
- Reduce required parking for multifamily development in the R-3 zone within the Westside Overlay Zone to one space per dwelling unit.

PROTECTING NATURAL FEATURES

Steep Slopes

Purpose and intent:

- Support retention of the terrace edges in the Westside area as open space.

Public Review Draft 1 Summary:

- Require that development avoid impacts to areas with slopes greater than 25% within the Westside Overlay Zone (except for required roads and utilities).

Henderson Creek

Purpose and intent:

- Require a setback from Henderson Creek for open space and trail opportunities.

Public Review Draft 1 Summary:

- Require a setback (50 feet) from the centerline of Henderson Creek
- Allow density to transfer from the setback area through lot size flexibility standards and cluster subdivision provisions.

STREETS, TRAILS, AND PARKS

Purpose and intent:

- Ensure that the streets, bicycle and pedestrian connections, and neighborhood parks identified in the Westside Concept Plan frameworks are implemented through development

Public Review Draft 1 Summary:

- Require development within the Westside Overlay Zone to provide streets and bicycle/pedestrian connections consistent with the Transportation System Plan and Westside Area Concept Plan Streets Framework and Bicycle and Pedestrian Connections Framework
- Amendments to the Transportation System Plan and/or subdivision standards (Article 16) may be needed to implement the connectivity, street, and bicycle/pedestrian connection concepts developed through the Concept Plan.
- Provide general direction and methods for establishment of neighborhood parks

COMMERCIAL DEVELOPMENT AND DESIGN STANDARDS

Purpose and intent:

- Ensure that new commercial development is pedestrian-oriented, attractive, and creates interesting streetscapes.

Public Review Draft 1 Summary:

- Apply existing standards for commercial buildings in the C-2 zone that address entrances from the street, maximum setbacks, landscaping, and building design more broadly (e.g. to all commercial

DRAFT CODE AMENDMENTS

development in the Westside Overlay zone, rather than only development with buildings between 25,000 and 50,000 square feet).

- Prohibit new drive-up and drive-through uses and facilities within the Westside Overlay Zone and limit expansion of existing facilities
- Prohibit other uses which are auto-oriented and do not contribute to an active pedestrian environment (e.g. car washes, new gas stations). (Existing uses would be grandfathered.)
- Create a new Neighborhood Commercial zone for a 2-acre site northwest of 30th and May.

Westside Concept Plan Potential Code Amendments

All edits are preliminary and subject to change.

City to determine what standards apply in the Westside Area or city-wide.

CHAPTER 17.01 - GENERAL PROVISIONS

Legislative History: Ord. 1522 (1982); Ord. 1488 (1980); Ord. 1653 (1992); Ord. 1658 (1992); Ord. 1662 (1992); Ord. 1690 (1993); Ord. 1717 (1995); Ord. 1734 (1997); Ord. 1774 (1999); Ord. 1904 (2006); Ord. 1912 (2006); Ord. 1925 (2006); Ord. 1937 (2007); Ord. 1994 (2011); Ord. 2004 (2013); Ord. 2026 (2016); Ord. 2036 (2017)

SECTIONS:

- 17.01.010 Title
- 17.01.020 Purpose
- 17.01.030 Compliance with Title Provisions
- 17.01.040 Interpretation
- 17.01.050 Relationship to Other Regulations
- 17.01.060 Definitions

17.01.010 Title. This title shall be known as the Zoning Ordinance of the City of Hood River and shall be referred to herein as "this title."

17.01.020 Purpose. This title has been designed in accordance with the goals, policies, and most appropriate statements of the intent of the City's Comprehensive Plan. It is the purpose of this title, therefore, to provide the principal means for the implementation of the Comprehensive Plan.

17.01.030 Compliance with Title Provisions

- A. No permit shall be issued by the Building Official for the construction, reconstruction, or change of use of a structure or lot that does not conform to the requirements of this title.
- B. A plot plan showing the proposed construction or structural alteration shall be required. The applicant shall be responsible for the accuracy of the plot plan.

17.01.040 Interpretations

A. The Planning Director or other city official, as designated by the City Council, shall have the initial authority and responsibility to interpret and enforce all terms, provision, and requirements of the Zoning Ordinance. If requested, the Planning Director shall make an interpretation in writing. The Director's interpretation does not have the effect of amending the provisions of this Title. Any interpretation of this Title shall be based on the following considerations:

1. The Comprehensive Plan;
2. The purpose and intent of the Zoning Ordinance as applied to the particular section in question; and

Westside Concept Plan Potential Code Amendments

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3. The opinion of the City Attorney.

B. Written Interpretation. If an interpretation is requested in writing, it shall be issued within fourteen (14) days after receiving the request. The interpretation becomes effective twelve (12) days after it is mailed or delivered to the requestor, unless an appeal is filed.

C. Appeals. Within twelve (12) days of the mailing of the interpretation, the requestor may appeal the Zoning Ordinance interpretation to the Planning Commission per the appeals procedure outlined in Review Procedures (Chapter 17.09), with the exception that written notice of the hearing is provided only to the appellant when the request does not concern any specific property.

D. Interpretations on File. The Planning Director shall keep on file a record of all Zoning Ordinance interpretations.

17.01.050 Relationship to Other Regulations. Where this title imposes a greater restriction upon the use of building or premises, the provisions of this title shall govern.

17.01.060 Definitions. As used in this title, the singular includes the plural and the masculine includes the feminine and neuter. The word "may" is discretionary, but the word "shall" is mandatory. The following words and phrases shall have the meanings given them in this section.

Commentary:

Definitions of abutting and adjacent are common and can be helpful, but creating such over-arching definitions is outside the scope of this project.

ACCESS means

1. The way or means by which pedestrians and vehicles enter and leave property.
2. A way or means of approach to provide pedestrian, bicycle, or motor vehicular entrance or exit to a property.

ACCESS CONNECTION means any driveway, street, turnout or other means of providing for the movement of vehicles to or from the public roadway system.

ACCESS MANAGEMENT means the process of providing and managing access to land development while preserving the regional flow of traffic in terms of safety, capacity, and speed.

ACCESS MANAGEMENT CLASSIFICATION SYSTEM means a ranking system for roadways used to determine the appropriate degree of access management. Factors considered include functional classification, the appropriate local government's adopted

Westside Concept Plan Potential Code Amendments

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City to determine what standards apply in the Westside Area or city-wide.

plan for the roadway, subdivision of abutting properties, and existing level of access control.

ACCESSORY DWELLING UNIT means a separate dwelling unit contained within or detached from a single-family dwelling on a single lot, containing 800 square feet or less, excluding any garage area or accessory buildings, and sharing a driveway with the primary dwelling unless from an alley. A recreational vehicle is not and cannot be used as an accessory dwelling unit.

ACCESSORY USE OR ACCESSORY STRUCTURE means a use or structure incidental and subordinate to the main use of the property and located on the same lot as the main one.

ACCESSWAY means a walkway that provides pedestrian and bicycle passage either between streets or from a street to a building or other destination such as a school, park, or transit stop. Accessways generally include a walkway and additional land on either side of the walkway, often in the form of an easement or right-of-way, to provide clearance and separation between the walkway and adjacent uses. Accessways through parking lots are generally physically separated from adjacent vehicle parking or parallel vehicle traffic by curbs or similar devices and include landscaping, trees, and lighting. Where accessways cross driveways, they are generally raised, paved, or marked in a manner that provides convenient access for pedestrians.

Commentary:

The definitions below are needed for the affordable housing density bonus and parking reduction standards in 17.04.170.

AFFORDABLE HOUSING DEVELOPMENT means a development containing one or more affordable housing units that is subject to an affordable housing development agreement with the City pursuant to HRMC 17.04.170(2).

AFFORDABLE HOUSING UNIT means a housing unit meeting one of the following thresholds:

1. In the case of dwelling units for sale, the mortgage, amortized interest, taxes, insurance, and condominium or association fees, if any, shall constitute no more than 30 percent of gross annual household income for a family at 80 percent of the median gross household income.
2. In the case of dwelling units for rent, the rent and utilities shall constitute no more than 30 percent of gross annual household income for a family at 60 percent of the median gross household income.

ALLEY means a street, which affords only a secondary means of access to the property.

Westside Concept Plan Potential Code Amendments

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ALTERATION means to remove, add to, or otherwise change the physical appearance of any part or portion of the EXTERIOR of a historic landmark.

ARCHITECTURAL SIGNIFICANCE means that the historic landmark

1. Portrays the environment of a group of people in an era of history characterized by a distinctive architectural style;
2. Embodies those distinguishing characteristics of an architectural type;
3. Is the work of an architect or master builder whose individual work has influenced the development of the City; or
4. Contains elements of architectural design, detail, materials, or craftsmanship that represent a significant innovation.

BED AND BREAKFAST FACILITY means a single-family dwelling which conducts transient rental of rooms with or without a morning meal.

BIKEWAY means any road, path, or way that is some manner specifically open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicycles or are shared with other transportation modes. The five types of bikeways are

1. **Multi-use path** means a paved ten (10) to twelve (12) foot wide way that is physically separated from motorized vehicular traffic, typically shared with pedestrians, skaters, and other non-motorized users.
2. **Bike lane** means a four (4) to six (6) foot wide portion of the roadway that has been designated by permanent striping and pavement markings for the exclusive use of bicycles.
3. **Shoulder bikeway** means the paved shoulder of a roadway that is four (4) feet or wider, typically shared with pedestrians in rural areas.
4. **Shared roadway** means a travel lane that is shared by bicyclists and motor vehicles.
5. **Multi-use trail** means an unpaved path that accommodates all-terrain bicycles, typically shared with pedestrians.

BUILDING means a structure used or intended for supporting or sheltering any use or occupancy.

BUILDING FACE means all the window and wall area of a building on one (1) plane.

BUILDING HEIGHT means a vertical distance above a reference datum measured to the highest point of a building. The reference datum shall be selected by either of the following, whatever yields the greater building height:

1. The elevation of the highest adjoining sidewalk or upper ground surface within a five (5) foot horizontal distance of the exterior wall of the building when such sidewalk or ground surface is not more than ten (10) feet above the lowest grade.

Westside Concept Plan Potential Code Amendments

All edits are preliminary and subject to change.

City to determine what standards apply in the Westside Area or city-wide.

2. An elevation ten (10) feet higher than the lowest grade when the sidewalk or ground surface described in item one (1) above is more than ten (10) feet above the lowest grade. The height of a stepped or terraced building is the maximum height of any segment of the building.

BUILDING OFFICIAL means the officer or other designated authority charged with the administration and enforcement of the Oregon Structural Specialty Code (OSSC) or his duly authorized representative.

BUILDING SITE means one or more lots or parcels grouped together to form a tract of land to be used for building one or more structures. The building site lines shall be those lines, which bound the total area, exclusive of any public existing dedicated street.

CARETAKER'S RESIDENCE means a dwelling unit necessary for the security and/or operation requirements of an on-site industrial use.

CENTER means a group of establishments planned, developed, and managed as a unit with non-segregated, off-street parking and circulation provided on the property.

CENTRAL BUSINESS DISTRICT means the area enclosed by the following streets, including adjacent properties:

North:	Industrial Avenue, continuing east to Front Street
South:	Sherman Avenue
East:	Front Street
West:	8th Street for the C-1 zone only

CHANGE OF USE means any use that substantially differs from the previous use of a building, structure, or land. Factors to consider when identifying a change of use include the effects on parking, drainage, circulation, landscaping, building arrangements, and nuisance factors including, but not limited to, traffic, lighting, and noise.

CHILDCARE CENTER means the provision for child day care of thirteen (13) or more children through the age of 12 in any 24-hour period and could include a public or private school.

CITY means the City of Hood River.

CITY PLANNING DEPARTMENT means the department of the City that processes applications; provides professional planning advice to the Planning Commission, City, and Council; and administers the City's zoning and subdivision ordinances and Comprehensive Plan.

CITY COUNCIL means the Hood River City Council.

Westside Concept Plan Potential Code Amendments

*All edits are preliminary and subject to change.
City to determine what standards apply in the Westside Area or city-wide.*

Commentary:

This section adds definitions for new housing types that are addressed in 17.04.

CLUSTER SUBDIVISION means a subdivision that will preserve an on-site natural feature in a separate tract, subject to HRMC 17.04.160.C.

COHOUSING DEVELOPMENT means a residential development consisting of multiple dwelling units clustered around a common open space or common building(s), subject to HRMC 17.04.190, except where such development meets the definition of multifamily dwellings, group residential, or a cluster subdivision pursuant to HRMC 17.04.160(C).

Commentary:

In contexts other than a zoning code, cohousing is often described as an intentional community that is defined more by shared values and the social and organizational features of the community than by a particular physical form. This type of definition is not well-suited to a zoning code, because it is based around features that don't directly relate to land use. Cohousing can take many forms, but typically includes housing for multiple households clustered around a shared space that includes both open space and common indoor facilities (e.g. communal kitchen and dining area, shared laundry facilities, and recreational spaces). The same can also be true of certain apartment or condominium developments or subdivisions that share certain on-site amenities and open space. This makes it difficult to identify a definition of cohousing that is not overly inclusive of other forms of housing. (Overlapping definitions could create confusion and uncertainty about whether a given development is or is not permitted in a zone.) Development based on cohousing principles may meet the definition for another housing type (e.g. multifamily dwellings if all the units are in one building, cluster subdivisions if all the units are detached and on their own lots with a shared open space, or group residential if each household does not have its own dwelling unit). If that is the case, it will be classified as that housing type and regulated like other housing of that type. The definition above seeks to capture only forms of cohousing that do not meet other definitions, to ensure that the existing definitions are not overly limiting of the potential for development based on cohousing principles. However, the definition of group residential is so broad that it may be challenging to have a cohousing development that does not also meet that definition. Proposed standards for cohousing development are included in HRMC 17.04.190.

Another approach is to use the Planned Development process and standards in HRMC 17.07 to enable flexibility for the layout, arrangement, and ownership mechanisms of development based on cohousing principles, without creating an additional definition or specific standards. (The Planned Development option is still available even if a new definition is created.)

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City to determine what standards apply in the Westside Area or city-wide.

COMMERCIAL USE means any activity involving the sale of goods or services that does not involve manufacturing, processing, warehousing, or outside storage.

CONDOMINIUM UNIT means a part of the property consisting of a building or one or more rooms occupying one or more floors of a building or one or more rooms occupying one or more floors of a building or part or parts thereof, intended for any type of independent ownership, the boundaries of which are described pursuant to paragraph (c) of subsection (1) of ORS 91.509, and with a direct exit to a public street or highway to a common area or areas leading to a public street or highway. An area used for the temporary parking or storage of automobiles, boats, campers, or other similar recreational vehicles or equipment may be considered a unit even though consisting of air space only without any building or structure when such area is auxiliary to a condominium in which the remainder of the units are in or are a part of a building or buildings.

Commentary:

The definition of constrained land below is used in calculating minimum density. Constrained land is included in the calculation of maximum density, but excluded from the calculation of minimum density. This means that density can be transferred from constrained land, but this is not required.

Staff notes that a policy discussion is needed on tree retention. The City's primary tree preservation requirements are in HRMC 16.12.040, triggered by land division, but they don't really mandate protection of significant trees.

CONSTRAINED LAND means land occupied by significant wetlands or significant riparian areas regulated under HRMC Chapter 17.22, land within the dripline of significant trees, steep slopes greater than 25%, and cultural heritage sites.

CONTIGUOUS LAND means two (2) or more parcels, excluding platted subdivisions, under a single ownership which are not separated by an intervening parcel of land under a separate ownership.

Commentary:

The definition of Cottage Court below is based on similar cottage housing codes from Redmond and Kirkland, WA, and Bend, OR.

COTTAGE DEVELOPMENT means a cluster of four to 12 cottage dwelling units arranged around a common open space.

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COTTAGE DWELLING UNIT means a small, detached dwelling unit that is part of a cottage court development, subject to HRMC 17.04.180.

CROSS ACCESS means a service drive providing vehicular access between two (2) or more contiguous sites so the driver need not enter the public street system.

DEMOLISH means to raze, destroy, dismantle, deface or, in any other manner, cause partial or total ruin of a designated historic landmark, individually or within a Historic District.

DISTRICT means a geographic area possessing a significant concentration, linkage, continuity, or design relationship of historically significant sites, structures, landscape features, or objects unified by past events or physical development.

Commentary:

The definition below is needed to specifically address drive-through and drive-up uses in the Westside Overlay Zone. It is sourced from the Oregon Model Development Code for Small Cities.

DRIVE-THROUGH/DRIVE-UP FACILITY. A facility or structure that is designed to allow drivers to remain in their vehicles before and during an activity on the site. Drive-through facilities may serve the primary use of the site or may serve accessory uses. Examples are drive-up windows; automatic teller machines; coffee kiosks and similar vendors; menu boards; order boards or boxes; gas pump islands; car wash facilities; auto service facilities, such as air compressor, water, and windshield washing stations; quick-lube or quick-oil change facilities; and drive-in theaters. All driveways, queuing and waiting areas associated with a drive-through/drive-up facility are similarly regulated as part of such facility.

DUPLEX means a building divided into two (2) living units.

DWELLING UNIT means a single unit providing complete, independent living facilities for one (1) or more person, including permanent provisions for living, sleeping, eating, cooking, and sanitation. Buildings with more than one set of cooking facilities are considered to contain multiple dwelling units unless the additional cooking facilities are clearly accessory, such as an outdoor grill.

EASEMENT means a grant of one (1) or more property rights by a property owner to or for use by the public or another person or entity.

ENTITY means any use functioning independently.

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EXTERIOR means all outside features of a historic landmark, individually or within a historic district.

FAMILY means one (1) or more persons, excluding servants, related by blood, marriage, legal adoption, or legal guardianship, occupying a single non-profit housekeeping unit and using common housekeeping facilities; a group of not more than five (5) unrelated persons living together as a single non-profit housekeeping unit and using common housekeeping facilities.

FAMILY DAY CARE means care of twelve (12) or fewer children either full- or part-time, including resident family members, as accessory to any residential use. Family day care is subject to the definition of “home occupation” in this chapter.

FENCE means a structure with air on both sides erected for the purpose of providing landscaping, defining an area, confinement of people or animals, protection of privacy, screening, and/or restriction of access.

FENCE, SIGHT OBSCURING means a fence or planting arranged in such a way as to obscure vision.

FLOOD LIGHT means a wide spectrum of non-shielded light covering a large area.

Commentary:

The City should consider adding a definition for floor area. That may become more important when limiting floor area for cottage units, since every square foot will matter to a builder. However, creating such over-arching definitions is outside the scope of this project.

GRADE has the meaning set forth in the most current version of the City of Hood River Engineering Standards adopted pursuant to Title 16.

Commentary:

The definition of Group Residential below may need clarification to differentiate it from co-housing.

GROUP RESIDENTIAL means residential occupancy of dwelling units by groups of more than five (5) persons who are not related by blood, marriage, legal adoption or legal guardianship, and where communal kitchen and dining facilities are provided. Typical uses

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include the occupancy of rooming houses, cooperatives, halfway houses, and intermediate care facilities.

HARD SURFACING means asphalt, concrete, grasscrete, or other similar surface that is accepted by the City engineer.

HEARING BODY means the Landmarks Review Board members, Planning Commission, or City Council, as applicable.

HEARING BODY MEMBERS means the Landmarks Review Board, Planning Commissioners or City Council members, as applicable.

HEIGHTS BUSINESS DISTRICT, THE means the parcels in the C-1 and C-2 zones between May, Belmont, 10th, and 14th streets.

HISTORIC LANDMARK means a district, corridor, ensemble, building, portions of building, site, landscape feature, cemetery, bridge, sign, plaque, archaeological site or artifact, or other objects of historical and/or architectural significance, locally, regionally, or nationally designated by the Landmarks Board and City Council under this ordinance.

HISTORIC SIGNIFICANCE means those historic landmarks, which have a relationship to events or conditions of the human past. The historic resource

1. Has character, interest or value, as part of the development, heritage or cultural characteristics of the City, State, or Nation;
 2. Is the site of a historic event with an effect upon society;
 3. Is identified with a person or group of persons who had some influence on society;
- or
4. Exemplifies the cultural, political, economic, social, or historic heritage of the community.

HOME OCCUPATION means the occupation carried on by a resident of a dwelling unit as an accessory use within the dwelling unit or within an accessory building which is incidental or secondary to the residential use.

HOSTED HOMESHARE means the transient rental of a portion of a dwelling while the homeowner is present.

HOSTEL means any establishment having beds rented or kept for rent on a daily basis to travelers for a charge or fee paid or to be paid for rental or use of facilities and which are operated, managed, or maintained under the sponsorship of a non-profit organization that holds a valid exemption from federal income taxes under the federal law. (See ORS 446.310.)

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INCIDENTAL AND ESSENTIAL means a use which is subordinate and minor in significance and size to the primary use, and which has an integral relationship to the primary use.

INDUSTRIAL OFFICE USE means activities that, while conducted in an office-like setting, are more compatible with industrial activities, businesses, and districts. Their operations are less service-oriented than traditional office uses and focus on the development, testing, production, product training and support, processing, packaging, or assembly of goods and products, which may include digital products. They primarily provide products to other businesses. They do not require customers or clients to visit the site; any such visits are infrequent and incidental.

INDUSTRIAL USE means any activity involving the manufacture, processing, warehousing, or outside storage of products to be transported elsewhere for retail sale and is more intensive than Light Industrial uses because of noise, odor and truck traffic.

JOINT ACCESS (OR SHARED ACCESS) means a driveway connecting two (2) or more contiguous sites to the public street system.

LANDMARKS BOARD means the Hood River Landmarks Review Board.

LIGHT INDUSTRIAL USE means industrial service, research and development, manufacturing, processing, fabrication, packaging, assembly of goods, and warehousing.

LOADING SPACE means an off-street space within a building or on the same lot with a building for the temporary parking of a commercial vehicle or truck while loading or unloading merchandise or materials, and which space has access to a street or alley.

LOT means a specific tract of land within a platted subdivision.

LOT AREA means the total area of the lot or parcel measured in the horizontal plane within the lot or parcel boundary lines inclusive of public easements, private roads, and the easement of access to other properties.

LOT OF RECORD means a parcel or lot duly recorded by the Hood River County Department of Records and Assessments at the time of the adoption of the ordinance codified in this title.

LUBA means The State of Oregon Land Use Board of Appeals.

MANUFACTURED HOME means a structure constructed for movement on the public highways that has sleeping, cooking, and plumbing facilities that is intended for human occupancy, that is being used for residential purposes, and that was constructed in

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accordance with federal manufactured housing construction and safety standards and regulations in effect at the time of construction.

MATCHING or LIKE MATERIALS means materials that duplicate the original material in size, shape, composition, and texture as closely as possible.

MOBILE HOME (SINGLE WIDE) means a vehicle or structure constructed for movement on the public highways that has sleeping, cooking, and plumbing facilities; is intended for human occupancy; and is being used for residential purposes.

MOBILE HOME (DOUBLE/TRIPLE/QUAD WIDE etc.) means a factory-built home that is the result of the combination of joining (at the time it is placed on the property) of two (2) or more sections, to which wheels may be attached for the purpose of moving it to a concrete foundation.

MANUFACTURED DWELLING PARK means any place where four (4) or more manufactured dwellings (as defined in ORS 446.003 (26)) are located within 500 feet of one another on a lot, tract, or parcel of land under the same ownership; the primary purpose of which is to rent space, keep space for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities; or to offer space free in connection with securing the trade or patronage or such person. "Manufactured dwelling park" does not include a lot or lots located within a subdivision being rented or leased for occupancy by no more than one manufactured dwelling per lot if the subdivision was approved by the municipality unit having jurisdiction under an ordinance adopted pursuant to ORS 92.010 to 92.190.

Commentary:

The definition below is needed for the affordable housing density bonus. It is drawn from the American Planning Association and Smart Growth America model code for affordable housing and inclusionary zoning.

MEDIAN GROSS HOUSEHOLD INCOME means the median income level for the Hood River County, as established and defined in the annual schedule published by the Secretary of the U.S. Department of Housing and Urban Development, adjusted for household size.

MULTI-ENTITY COMPLEX means any structure within which more than one (1) entity is located or will be conducted.

MULTI-FAMILY DWELLING means a building designed or used exclusively for the occupancy of four (4) or more families living independently of each other and having separate housekeeping facilities.

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Commentary:

The definition below is needed for the calculation of maximum and minimum density. Future streets and private roads in excess of 20 percent of the net site area are not removed, in order to avoid penalizing development with connected local street patterns, which have a higher percentage of the land area used for streets.

NET SITE AREA means the area of the building site less the area of future streets and private roads (including private drives that serve more than two (2) dwelling units), up to a maximum of 20 percent of the building site area.

NON-CONFORMING ACCESS FEATURES means features of the property access that existed prior to the date of ordinance adopting and do not conform to the requirements of this ordinance.

NON-CONFORMING STRUCTURE OR USE means a lawful existing structure or use at the time the ordinance codified in this title, or any amendment thereto, becomes effective that does not conform to the requirements of the zone in which it is located.

NON-RESIDENTIAL USE means an institutional use, public facility, or similar use in the residential (R-1, R-2, and R-3) zone.

NON-TRANSIENT RENTAL means to rent a dwelling unit or room(s) for compensation on a month-to-month basis, or for a longer period.

OAR means Oregon Administrative Rules.

OCCUPATION means an endeavor for profit.

ORS means Oregon Revised Statutes.

OSSC STANDARDS means the Oregon Structural Specialty Code Standards promulgated by the International Conference of Building Officials, as amended and adopted by this jurisdiction.

OWNER means the owner of record or his authorized agent.

PARCEL means a tract of land that is created by a partitioning of land.

PARKING SPACE means a rectangle not less than eighteen (18) feet long and nine (9) feet wide for use by a vehicle.

PERSON means a natural person, firm, partnership, estate, receiver, syndicate, branch of government, or any group or combination acting as a unit.

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PLANNING COMMISSION means the Hood River City Planning Commission.

PLANNING DIRECTOR means the director of the Planning Department or designee.

PROFESSIONAL OFFICE means a use involving professional services such as medical care, consulting, legal services, and other similar services.

PROJECTION means

1. The distance by which a sign extends over public property or beyond the building line; or
2. Architectural features such as cornices, eaves, canopies, sunshades, gutters, chimneys, and flues, which shall not encroach more than three (3) inches for each foot of required setback.

PUBLIC FACILITY OR USE means a facility or use which is necessary for the public health, safety, and welfare; including police, fire protection, sewage collection and treatment, storm drainage systems, water distribution and treatment, public health services, public recreational programs and facilities, energy generation and distribution, telephone systems, solid waste disposal, transportation services, library services, and community government.

PUBLIC PARK means an open or enclosed tract of land set apart and devoted for the purposes of recreation, ornament, light, and air for the general public.

QUASI-JUDICIAL HEARING means a hearing wherein the hearing body is required to apply general standards and criteria to a specific set of facts in order to determine the conformance of the facts to the applicable criteria, which results in a determination that will directly affect a small number of identifiable persons.

QUORUM means a majority of the members of the hearing body. A member who is present at the hearing but is disqualified from voting or abstains from voting shall be counted as being present for purposes of constituting a quorum of the hearing body.

REASONABLE ACCESS means the minimum number of access connections, direct or indirect, necessary to provide safe access to and from the roadway, as consistent with the purpose and intent of this ordinance and any applicable plans and policies of the City of Hood River.

RECREATIONAL VEHICLE means a vehicle or trailer designed for highway use that is intended or used for human occupancy to be used temporarily for recreational purposes.

RESIDENTIAL DEVELOPMENT means single-family dwellings, manufactured home, duplexes, triplexes, townhouses, residential condominiums, multi-family dwellings, accessory

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dwelling units, group residential facilities, and similar structures. In some circumstances the use of residential development for non-residential uses may be approved.

RESIDENTIAL OR RESIDENTIAL USE means the occupancy of a dwelling unit on a non-transient basis. Uses where tenancy is arranged on a transient basis are not considered residential.

RESIDENTIAL CARE FACILITY means a treatment or training facility duly licensed by the State of Oregon which provides residential care alone or in conjunction with treatment or training for six (6) to fifteen (15) individuals who need not be related. Staff persons required to meet State Licensing requirements shall not be counted in the number of facility residents and need not be related to each other or the residents.

REHABILITATION means the return of property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use and preserves the property's historic value.

RESTORATION means the process of accurately recovering the form and details of a property and its setting as they appeared at a particular historic period by means of the removal of later work or the replacement of missing earlier work.

RETAINING WALL means a wall or other structure erected for the purpose of holding back or in place soil, rock, and/or other material and designed for the purpose of resisting lateral and other forces from the material being held back or in place.

RIGHT-OF-WAY means

1. The area between the boundary lines of an alley, easement, street, or highway.
2. Land reserved, used, or to be used for a highway, street, alley, walkway, drainage facility, or other public purpose.

ROOF LINE means the ridge on a gable, peaked roof, or the parapet or fascia of a flat roof. A mansard roof is considered a gable roof for the purposes of this definition.

ROOMING HOUSE means a building where the non-transient rental of lodging without meals, is provided to over five (5) people.

SETBACK means a line established by ordinance beyond which a structure may not be built. A legal setback line may be a property, vision, or vehicle clearance line.

SIGN means any identification, description, illustration, symbol, or device that is free-standing, affixed, painted, or bas relief upon an awning, building, structure, or land, which communicates a message or idea, or identifies, or directs attention to a product, place, activity, person, institution, or entity.

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SINGLE-FAMILY DWELLING means a building designed or used exclusively for the occupancy of one (1) family and having housekeeping facilities for only one (1) family.

SINGLE-FAMILY DWELLING, DETACHED (Detached Single Family Dwelling) means a detached single-family dwelling unit located on its own lot.

STANDING means the status of a person who has submitted oral testimony at a hearing or written testimony in conjunction with a hearing or administrative action. A person with standing shall be considered a party.

STREET means the entire width between the right-of-way lines of every public way for pedestrian, bicycle, and vehicular traffic.

Commentary:

The definition below was added to support the residential design standards.

STREET-FACING means parallel to, or within 45 degrees of, a street right-of-way line. A building elevation is not considered street-facing if it is separated from the street by another building or another portion of the same building that is of equal or greater height.

STRUCTURE means that which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

STUB-OUT (STUB-STREET) means a portion of a street or cross access drive used as an extension to an abutting property that may be developed in the future.

SUBDIVIDE LAND means the act of dividing an area or tract of land into four (4) or more lots within a calendar year, when such area or tract exists as a unit or contiguous units of land under a single ownership at the beginning of such year.

SUBDIVISION means the act of subdividing land or an area or tract of land, subdivided as defined in this section.

TOWNHOUSE (attached single family) means a single-family dwelling unit located on its own lot that shares one or more common or abutting walls with one or more single family dwelling units on adjacent lot(s).

TOWNHOUSE BUILDING means a structure that includes two or more townhouses.

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TOWNHOUSE PROJECT means one or more townhouse buildings constructed on a building site where the land has been divided to reflect the townhouse property lines and the commonly owned property, if any.

TRANSIENT RENTAL means to rent a dwelling unit or room(s) for compensation on less than a month-to-month basis.

TRIPLEX means a building designed or used exclusively for the occupancy of three (3) families living independently of each other and having separate housekeeping facilities for each family.

USE means the proposed purpose for which land or structure is designed, arranged, or intended, or for which it is occupied or maintained.

VACATION HOME RENTAL means the transient rental of an entire dwelling unit.

VEHICLE CLEARANCE means the triangular area formed at a corner or parcel by the intersection of a dedicated public right-of-way (improved or unimproved) and an alley, driveway, parking lot, or loading area and a straight line joining said lines through points fifteen (15) feet back from their intersection. This vehicle clearance area shall provide an area of unobstructed vision.

WALKWAY means a hard-surfaced area intended and suitable for pedestrians, including sidewalks and the surfaced portions of accessways.

WALL means a barrier created for the same purposes as a fence, but excludes retaining walls.

WATERFRONT AREA means the area of the City west of the Hood River (SR-35) Bridge, north of I-84, and east of the Hook, including the Hook.

YARD is an unobstructed area from the ground upwards, except as otherwise provided in this title.

YARD, FRONT means a yard extending from a building to the front lot line.

YARD, REAR means a yard extending from a building to the rear lot line.

YARD, SIDE means a yard extending from a building to the side lot line. When a parcel has two (2) or more front yards, the remaining yards are to be considered side yards.

ZONE means one of the classifications of permitted uses into which the land area of the City is divided.

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ZONING MAP means the official map that identifies and delineates boundaries of the City's zoning classifications.

ZONING ORDINANCE means Titles 16 and 17 of this Code.

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CHAPTER 17.03 - LAND USE ZONES

Legislative History: Ord. 1488 (1980); Ord. 1498 (1981); Ord. 1559 (1985); Ord. 1565 (1985); Ord. 1660 (1992); Ord. 1661 (1992); Ord. 1663 (1992); Ord. 1668 (1992); Ord. 1669 (1992); Ord. 1670 (1992); Ord. 1671 (1992); Ord. 1672 (1992); Ord. 1681 (1993); Ord. 1682 (1993); Ord. 1690 (1993); Ord. 1691 (1993); Ord. 1698 (1994); Ord. 1717 (1995); Ord. 1718 (1995); Ord. 1921 (1996); Ord. 1974 (1997); Ord. 1774 (1999); Ord. 1810 (2001); Ord. 1816 (2001); Ord. 1817 (2001); Ord. 1819 (2001); Ord. 1820 (2001); Ord. 1903 (2006); Ord. 1904 (2006); Ord. 1912 (2006); Ord. 1920 (2006); Ord. 1925 (2006); Ord. 1928 (2007); Ord. 1933 (2007); Ord. 1994 (2011); Ord. 2001 (2011); Ord. 2004 (2013); Ord. 2015 (2014); Ord. 2026 (2016); Ord. 2036 (2017)

SECTIONS:

- 17.03.010 Urban Low Density Residential Zone (R-1)
- 17.03.020 Urban Standard Density Residential Zone (R-2)
- 17.03.025 Urban Moderate Density Residential Zone (R-2.5)
- 17.03.030 Urban High Density Residential Zone (R-3)
- 17.03.040 Office/Residential Zone (C-1)
- 17.03.045 Neighborhood Commercial (NC)
- 17.03.050 General Commercial Zone (C-2)
- 17.03.060 Light Industrial Zone (LI)
- 17.03.070 Industrial Zone (I)
- 17.03.080 Open Space/Public Facilities Zone (OS/PF)
- 17.03.090 Environmental Hazard Zone (EH)
- 17.03.110 Columbia River Recreational Commercial Zone (RC)
- 17.03.120 Interchange Area Management Plan (IAMP) Overlay Zone
- 17.03.130 Waterfront Overlay Zone
- 17.03.140 Westside Overlay Zone

Commentary:

For sake of brevity, zones that do not apply within the Westside Concept Plan Area and are not proposed to change in any way are not included in this document. They are shown with asterisks (***) below the heading for the zone.

17.03.010 Urban Low Density Residential Zone (R-1)

A. Permitted Uses.

1. Detached single family dwellings for residential use and accessory structures
2. Manufactured homes for residential use
3. Mobile home parks
4. Residential care facilities

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5. Transportation facilities pursuant to 17.20.050(A)
6. Public parks, playgrounds, and related facilities in an approved subdivision, subject to site plan review
7. Accessory uses permitted when accessory to residential use:
 - a. Accessory dwelling units subject to HRMC 17.23
 - b. Family day care subject to HRMC 17.04.100
 - c. Home Occupations subject to HRMC 17.04.100
 - d. Hosted homeshares and vacation home rentals subject to HRMC 17.04.115

B. Conditional Uses. In the R-1 zone the following uses are allowed subject to the provisions of Chapter 17.06:

1. Planned unit developments
2. Schools and child care centers
3. Public parks, playgrounds, and related facilities
4. Utility or pumping substations
5. Religious Institutions

Commentary:

The draft amendments below are intended to: (a) clarify how the number of permitted lots is determined; and, (b) integrate the concept of minimum density. The intent is here is to clarify the method, without changing the maximum densities permitted in the current code, to help predict density without needing a detailed site layout. The concept of minimum density is intended to support efficient use of land and housing affordability.

The code provisions below retain the zone's minimum lot size, and define the zone's maximum and minimum density (in units per acre). The maximum is derived from a simple calculation of an acre divided by the minimum lot size. The minimum is set based on a percentage that will yield reasonable density and a logical lower limit for the zone. For R-1, the minimum is 4 units per acre, or about 65% of maximum.

The rules for density calculation (deducting streets, constrained lands, etc.) are new standards in 17.04.150. Section 17.04.160 provides standards for flexibility on lot size to allow lot size averaging (without increasing density). Section 17.04.160 also includes provisions for clustering smaller lots to avoid constrained lands while maintaining overall density.

The density numbers below are draft and intended for review by the Planning Commission and City Council.

C. Site Development Requirements.

1. Minimum Lot Size: The minimum lot or parcel size shall be 7,000 square feet, except as provided in HRMC 17.04.070 and HRMC 17.04.160.

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2. The minimum requirements for building sites are as follows: Density standards for building sites:

a. The maximum number of lots or parcels that may be created by a land division is determined as specified in HRMC 17.04.150, using a maximum density of 6.2 lots or parcels per acre.

b. The minimum number of lots or parcels that may be created by a land division is determined as specified in HRMC 17.04.150, using a minimum density of 4 lots or parcels per acre.

a-c. Mobile home parks shall have a minimum of 7,000 square feet of building site area per dwelling unit.

b. Per dwelling, unit a minimum of 7,000 square feet.

3. Minimum building site frontage:

e-a. A minimum frontage of fifty (50) feet on a dedicated public street.

d-b. A minimum frontage of thirty (30) feet on a public dedicated cul-de-sac.

2-4. Lot Coverage: Pursuant to 17.04.120

D. Setback Requirements. The minimum setback requirements shall be as follows:

1. No structure shall be placed closer than ten (10) feet from the nearest public right-of-way line of a dedicated public street.
2. Garages that directly face adjacent streets shall be at least twenty (20) feet from the nearest public right-of-way lines of the dedicated public streets. Garages so constructed to not face an adjacent street may be ten (10) feet from the nearest right-of-way line of the dedicated public street. Detached garages so constructed to not face an adjacent public dedicated alley may be five (5) feet from the right-of-way line.
3. Side yard/rear yard.
 - a. No structure shall be placed closer than six (6) feet from the side property line.
 - b. Structures greater than twenty-eight (28) feet in height shall be eight (8) feet from the side property line.
 - c. No structure shall be placed closer than ten (10) feet from the rear property line.
 - d. Projections may not encroach more than three (3) inches for each foot of required yard setback width.

E. Maximum Building Height. Thirty-five (35) feet for all uses except residential development; twenty-eight (28) feet for all residential development.

F. Parking Regulations.

1. Individual dwelling units shall be provided with at least two (2) parking spaces on the building site, one (1) of which may be within the required front yard setback area.
2. Parking spaces utilizing access from a public dedicated alley may be located within the setback area.
3. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:

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City to determine what standards apply in the Westside Area or city-wide.

- a. New construction
- b. Change of use
- c. New or expanded parking area

G. **Signs.** All signs shall be in conformance with the sign regulations of this title.

17.03.020 Urban Standard Density Residential Zone (R-2)

A. **Permitted Uses.**

1. Detached single-family dwellings for residential use and accessory structures
- ~~2.~~ Cottage Court developments subject to 17.04.180
- ~~2-3.~~ Cohousing development, subject to 17.04.190

Commentary:

The proposed amendment above would allow cottage court development (small detached homes clustered around a common open space) in the R-2 zone. Cottage cluster housing tends to be accepted within predominately single family neighborhoods because it is similar in scale and form to typical detached homes, without increasing the permitted density. As with the other draft amendments in Chapter 17.03, the City should discuss whether cottage courts are appropriate city-wide, or zones within the Westside Overlay Zone.

- ~~3-4.~~ Duplexes for residential use
- ~~4-5.~~ Manufactured homes for residential use
- ~~5-6.~~ Mobile home parks subject to 17.12
- ~~6-7.~~ Residential care facilities
- ~~7-8.~~ Group residential, if less than fifteen (15) persons
- ~~8-9.~~ Transportation facilities pursuant to 17.20.050(A)
- ~~9-10.~~ Public parks, playgrounds, and related facilities in an approved subdivision, subject to site plan review
- ~~10-11.~~ Accessory uses permitted when accessory to residential use:
 - a. Accessory dwelling units subject to HRMC 17.23
 - b. Bed and breakfast facilities subject to HRMC 17.04.110
 - c. Family day care subject to HRMC 17.04.100
 - d. Home Occupations in accordance with HRMC 17.04.100
 - e. Hosted Homeshares and vacation home rentals subject to HRMC 17.04.115
- ~~11-12.~~ Townhouse projects for residential use including:
 - a. Two (2) townhouses subject to HRMC 17.19
 - b. ~~F~~four (4) or more townhouses subject to HRMC 17.16 and HRMC 17.19

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City to determine what standards apply in the Westside Area or city-wide.

B. Conditional Uses.

1. Planned unit developments
2. Schools and child care centers
3. Public parks, playgrounds, and related facilities
4. Utility or pumping substations
5. Religious institutions

C. Site Development Standards. Except for townhouse projects which are subject to HRMC 17.19, the minimum site development requirements are as follows:

Commentary:

Proposed amendments below set separate minimum lot size standards for single family detached vs. duplex. Although both have the same default minimum lot size, lots for single family detached homes are proposed to have more flexibility. A duplex would still be allowed on any lot meeting the minimum lot size standard (as is currently true), but the new lot size reductions would not apply to duplexes.

1. Minimum Lot Size:

- a. The minimum lot or parcel size for a detached single family dwelling shall be 5,000 square feet, except as provided in HRMC 17.04.070 and HRMC 17.04.160.
- b. The minimum lot or parcel size for a duplex shall be 5,000 square feet, except as provided in HRMC 17.04.070. The provisions of HRMC 17.04.160 do not apply to duplexes.

Commentary:

As with the R-1 zone, the proposed density standards below are intended to increase clarity and predictability of the number of lots that will result from a subdivision without needing to lay it out in detail. See Commentary box at the beginning of the R-1 zone.

The maximum density is based on the minimum lot size of 5,000 square feet. The minimum density is set at the maximum density of the R-1 zone in order to avoid creating “gaps” where a certain density is not allowed (except by using bonuses) within any zone.

The density numbers below are draft and intended for review by the Planning Commission and City Council.

2. Density standards for building sites:~~The minimum requirement for building sites: per detached single family dwelling—unit or duplex, a minimum of 5,000 square feet.~~

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City to determine what standards apply in the Westside Area or city-wide.

- a. The maximum number of lots or parcels that may be created by a land division (excluding townhouse projects) is determined as specified in HRMC 17.04.150, using a maximum density of 8.7 lots or parcels per acre.
- b. The minimum number of lots or parcels that may be created by a land division is determined as specified in HRMC 17.04.150, using a minimum density of 6.2 lots or parcels per acre.
- a-c. Mobile home parks shall have a minimum of 5,000 square feet of building site area per dwelling unit.

1.3. Minimum building site frontage:

- a. ~~3.~~ A minimum frontage of fifty (50) feet on a dedicated public street.
- b. ~~4.~~ A minimum frontage of thirty (30) feet on a dedicated public cul-de-sac.

2.4. ~~5.~~ Lot Coverage: Subject to HRMC 17.04.120.

- D. **Setback Requirements.** The minimum setback requirements shall be as follows:
1. No structure shall be placed closer than ten (10) feet from the nearest public right-of-way line of a dedicated public street.
 2. Garages that directly face adjacent streets shall be at least twenty (20) feet from the nearest public right-of-way lines of the dedicated public streets. Garages so constructed to not face an adjacent street may be ten (10) feet from the nearest right-of-way line of the dedicated public street. Detached garages so constructed to not face an adjacent public dedicated alley may be five (5) feet from the right-of-way line.

Commentary:

Per staff, the stormwater advisory committee is likely to suggest reconsidering standards such as garage setbacks (above) in order to minimize impervious surfaces.

3. Side yard/ rear yard.
 - a. No structure shall be placed closer than five (5) feet from the side property line.
 - b. Structures greater than twenty-eight (28) feet in height shall be eight (8) feet from the side property line.
 - c. No structure shall be placed closer than ten (10) feet from the rear property line.
 - d. Projections may not encroach more than three (3) inches for each foot of required yard setback width.

- E. **Maximum Building Height.** Thirty-five (35) feet for all uses except residential development; twenty-eight (28) feet for all residential development.

F. **Parking Regulations.**

1. Each dwelling unit shall be provided with at least two (2) parking spaces on the building site, one (1) of which may be in the required front yard setback area.
2. Parking spaces utilizing access from a public dedicated alley may be located within the setback area.

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City to determine what standards apply in the Westside Area or city-wide.

3. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:
 - a. New construction
 - b. Change of use
 - c. New or expanded parking area
4. Bicycle parking as required by 17.20.040.

G. **Signs.** All signs shall be in conformance with the sign regulations of this title.

17.03.025 Urban Moderate Density Residential Zone - (R-2.5)

Commentary:

The proposed new R-2.5 zone would be applied within the Westside plan area, although the City may want to apply it elsewhere. This zone is intended to allow a slightly higher density and slightly broader range of housing types than are allowed in the R-2 zone.

The minimum lot size is proposed to be 4,000 (vs. 5,000 square feet in the R-2 zone). The maximum density has been set to match the 4,000 square foot minimum lot size, which yield a maximum density of 10.9 lots per acre. The minimum density is the same as the R-2 zone (6.2 lots per acre) to avoid creating a gap between R-1 and R-2.5. The R-2.5 zone is also proposed to allow cohousing development in addition to the uses allowed in the R-2 zone. See Commentary box at the beginning of R-1 for an overview of density calculation standards.

The density numbers below are draft and intended for review by the Planning Commission and City Council.

A. Permitted Uses.

1. Detached single-family dwellings for residential and accessory structures
2. Duplexes for residential use
3. Cottage Court developments subject to 17.04.180
4. Cohousing developments subject to 17.04.190
5. Manufactured homes for residential use
6. Mobile home parks subject to 17.12
7. Residential care facilities
8. Group residential, if less than fifteen (15) persons
9. Transportation facilities pursuant to 17.20.050(A)
10. Public parks, playgrounds, and related facilities in an approved subdivision, subject to site plan review
11. Accessory uses permitted when accessory to residential use:
 - a. Accessory dwelling units subject to HRMC 17.23

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City to determine what standards apply in the Westside Area or city-wide.

- b. Bed and breakfast facilities subject to HRMC 17.04.110
- c. Family day care subject to HRMC 17.04.100
- d. Home Occupations in accordance with HRMC 17.04.100
- e. Hosted Homeshares and vacation home rentals subject to HRMC 17.04.115
- 12. Townhouse projects for residential use including:
 - a. Two (2) townhouses subject to HRMC 17.19
 - b. Four (4) or more townhouses subject to HRMC 17.16 and HRMC 17.19

B. Conditional Uses.

- 1. Planned unit developments
- 2. Schools and child care centers
- 3. Public parks, playgrounds, and related facilities
- 4. Utility or pumping substations
- 5. Religious institutions

C. Site Development Standards. Except for townhouse projects which are subject to HRMC 17.19, the minimum site development requirements are as follows:

- 1. Minimum Lot Size:
 - a. The minimum lot or parcel size for a detached single family dwelling shall be 4,000 square feet, except as provided in HRMC 17.04.070 and HRMC 17.04.160.
 - b. The minimum lot or parcel size for a duplex shall be 4,000 square feet. The provisions of HRMC 17.04.070 and HRMC 17.04.160 do not apply to duplexes.
- 2. Density standards for building sites:
 - a. The maximum number of lots or parcels that may be created by a land division (excluding townhouse projects) is determined as specified in HRMC 17.04.150, using a maximum density of 10.9 lots or parcels per acre.
 - b. The minimum number of lots or parcels that may be created by a land division is determined as specified in HRMC 17.04.150, using a minimum density of 10.9 lots or parcels per acre.
 - c. Mobile home parks shall have a minimum of 4,000 square feet of building site area per dwelling unit.
- 3. Minimum building site frontage:
 - a. A minimum frontage of fifty (50) feet on a dedicated public street.
 - b. A minimum frontage of thirty (30) feet on a dedicated public cul-de-sac.
- 4. Lot Coverage: Subject to HRMC 17.04.120.

D. Setback Requirements. The minimum setback requirements shall be as follows:

- 1. No structure shall be placed closer than ten (10) feet from the nearest public right-of-way line of a dedicated public street.
- 2. Garages that directly face adjacent streets shall be at least twenty (20) feet from the nearest public right-of-way lines of the dedicated public streets. Garages so constructed to not face an adjacent street may be ten (10) feet from the nearest

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right-of-way line of the dedicated public street. Detached garages so constructed to not face an adjacent public dedicated alley may be five (5) feet from the right-of-way line.

3. Side yard/ rear yard.

a. No structure shall be placed closer than five (5) feet from the side property line.

b. Structures greater than twenty-eight (28) feet in height shall be eight (8) feet from the side property line.

c. No structure shall be placed closer than ten (10) feet from the rear property line.

Commentary:

With smaller lot sizes, the City may want to consider allowing a reduced rear setback, such as a 5 foot rear setback.

d. Projections may not encroach more than three (3) inches for each foot of required yard setback width.

E. Maximum Building Height. Thirty-five (35) feet for all uses except residential development; twenty-eight (28) feet for all residential development.

Commentary:

The City's existing parking requirements for the R-2 zone, which are repeated for the R-2.5 zone below, do not clearly specify the parking required for uses other than dwelling units (e.g. group residential, care facilities). The City may want to provide clarification on those requirements in both zones.

F. Parking Regulations.

1. Each dwelling unit shall be provided with at least two (2) parking spaces on the building site, one (1) of which may be in the required front yard setback area.

2. Parking spaces utilizing access from a public dedicated alley may be located within the setback area.

3. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:

a. New construction

b. Change of use

c. New or expanded parking area

4. Bicycle parking as required by 17.20.040.

Commentary:

Two parking spaces per unit for a duplex, townhouse, or cottage cluster project may be challenge. A new standard is suggested in the Westside Overlay Zone that would allow one on-street parking space to be counted toward the building site parking

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City to determine what standards apply in the Westside Area or city-wide.

requirement above (see 17.03.140 E). This approach will work well only where there is a fully connected street system with streets that have on-street parking.

In addition, parking requirements should be specified for other uses allowed in the zone (e.g. group residential, care facilities); however, this issue affects all residential zones and establishing parking requirements for such uses is beyond the scope of this project.

G. Signs. All signs shall be in conformance with the sign regulations of this title.

17.03.030 Urban High Density Residential Zone (R-3)

A. Permitted Uses.

1. Detached single-family dwellings for residential use and accessory structures
2. Duplexes and triplexes for residential use

Commentary:

The proposed amendment above would allow cohousing development (see definition in 17.01.060) city-wide in the R-3 zone. However, if this causes concern, it could be limited to the R-2.5 zone or to the Westside Overlay Zone.

Note that cottage housing is not proposed to be listed as a permitted use in the R-3 zone, because small-lot detached housing is already allowed up to a fairly high density in the zone without being subject to the cottage housing limitations, and the small size of the cottage housing units is not necessary or particularly appropriate in a zone that also allows 3-story multifamily housing.

3. Multi-family dwellings for residential use, subject to HRMC 17.16
4. Manufactured homes for residential use
5. Mobile home parks subject to HRMC 17.12
6. Residential care facilities
7. Group residential, if fifteen (15) or more persons, subject to site plan review
8. Transportation facilities subject to HRMC 17.20.050(A)
9. Public parks, playgrounds, and related facilities in an approved subdivision, subject to site plan review
10. Accessory uses permitted when accessory to residential use:
 - a. Accessory dwelling units subject to HRMC 17.23
 - b. Bed and breakfast facilities subject to HRMC 17.04.110
 - c. Family day care subject to HRMC 17.04.100
 - d. Home Occupations to subject to HRMC 17.04.100
 - e. Hosted homeshares and vacation home rentals subject to HRMC 17.04.115
11. Townhouse projects for residential use including:
 - a. Three (3) or fewer townhouses subject to HRMC 17.19

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City to determine what standards apply in the Westside Area or city-wide.

- b. Four (4) or more townhouses subject to HRMC 17.16 and HRMC 17.19.

B. Conditional Uses.

1. Hospitals, sanitariums, rest homes, nursing or convalescent home
2. Schools and child care centers
3. Public parks, playgrounds, and related facilities
4. Utility or pumping substations
5. Religious institutions
6. Planned unit developments
7. Professional offices
8. Hostels

C. Site Development Standards. Except for townhouse projects which are subject to HRMC 17.19, the minimum site development requirements are as follows:

1. Minimum Lot Size: The minimum lot or parcel size shall be ~~5,000~~ 1750 square feet. Adjustments to the minimum lot or parcel size under HRMC 17.04.160 are prohibited.

Commentary:

The proposed amendments above add flexibility to the R-3 Zone. They reduce the minimum lot size for detached housing in the R-3 zone significantly to allow more diversity of housing types/form, while holding the maximum and minimum density constant. Specifically, the intent is to allow small-lot detached housing at densities comparable to the allowed density for attached housing types in R-3. With this approach, a given R-3 could include a mix of apartments, townhomes, and detached cottages. A 1,750 square foot minimum lot size would enable single family detached housing up to nearly 20 units per acre (see below). A 20'x87.5' lot would meet this lot size standard, as would a 22'x80' lot or a 35'x50' lot. A minimum lot size of 2,000 square feet would match the proposed minimum for two townhouses in the R-3 zone, but would limit the maximum density for detached housing to about 17.4 units per acre (see below).

Note that larger minimum lot size standards for other uses, such as multi-family, duplex, triplex, etc., are not needed, because the required land area is established through the density calculations below rather than listing the requirement as a lot size standard.

2. Density standards for building sites:

- a. The maximum number of lots or parcels that may be created by a land division (excluding townhouse projects) is determined as specified in HRMC 17.04.150, using a maximum density of 20 lots or parcels per acre.
- a.b. The minimum number of lots or parcels that may be created by a land division is determined as specified in HRMC 17.04.150, using a minimum density of 14 lots or parcels per acre.

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City to determine what standards apply in the Westside Area or city-wide.

Commentary:

The proposed maximum density is based on the minimum lot size, above. The proposed minimum density is based on a maximum average lot size between 2,500 square feet and 3,000 square feet. The goal of setting such a high minimum density for detached housing is to ensure that the available land in the high density zone is developed efficiently with housing that is likely to be more affordable due to lower land costs. There are plenty of opportunities in the R-2 and R-2.5 zones for detached housing on 4,000 square foot and larger lots. The minimum density may need to be even higher than shown above to ensure efficient use of the R-3 zone and to encourage attached housing.

- c. Mobile home parks shall have a minimum of 2,500 square feet of building site area per dwelling unit.
- d. Multi-family dwellings, duplexes, and triplexes shall have a minimum of 4,000 square feet of building site area for the first two dwelling units, and 1,500 square feet for each additional dwelling unit.

Commentary:

The proposed amendments above increase the maximum density for multifamily, duplex, and triplex slightly, by reducing the required land area for the first two units. The proposed areas above would match the proposed minimum land area per unit for townhomes in the R-3 zone (see 17.19). The land area per unit requirements above translate to about 22 to 28 units per acre, depending on the size of the development. This is in line with typical garden apartment densities.

~~B. Minimum requirement for building sites: Per detached single dwelling unit or duplex, a minimum of 5,000 square feet. Each unit thereafter shall require an additional 1,500 square feet.~~

3. Minimum building site frontage:

- a. ~~3.~~ A minimum frontage of fifty-eighteen (18) feet on a dedicated public street.
- b. ~~4.~~ A minimum frontage of thirty-fifteen (3015) feet on a dedicated public cul-de-sac.

Commentary:

The proposed reductions in minimum frontage above are intended to enable smaller detached lots that are more like townhouse lots for detached homes. If the lot size is set below 2,000 square feet for detached housing, the minimum frontage should be reduced to 18'.

~~2.4.5.~~ Lot Coverage: Subject to HRMC 17.04.120

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City to determine what standards apply in the Westside Area or city-wide.

Commentary:

With smaller lots for detached dwellings, the City may want to drop lot coverage standard in R-3, which already don't apply to multifamily. However, even in the absence of maximum lot coverage standards, stormwater management requirements (LID) may affect maximum coverage depending upon how developers choose to address stormwater standards.

D. Setback Requirements. The minimum setback requirements shall be as follows:

1. No structure shall be placed closer than ten (10) feet from the public right-of-way line of a public dedicated street.
2. Garages that directly face adjacent streets shall be at least twenty (20) feet from the nearest public right-of-way lines of the public dedicated streets. Garages so constructed to not face an adjacent street may be ten (10) feet from the nearest right-of-way line of the dedicated public street. Detached garages so constructed to not face an adjacent public dedicated alley may be five (5) feet from the right-of-way line.
3. Side yard/rear yard.
 - a. No structure shall be placed closer than five (5) feet from the side property line.
 - b. Structures greater than twenty-eight (28) feet in height shall be eight (8) feet from the side property line.
 - c. No structure shall be placed closer than five (5) feet from the rear property line.
 - d. Projections may not encroach more than three (3) inches for each foot of required yard setback width.
 - e. Structures greater than 28 feet in height shall be ten (10) feet from the rear property line.

E. Maximum Building Height.

- ~~a. Thirty five (35) feet for all uses except residential development; Twenty-eight (28) feet for all residential development except multifamily dwellings. Residential development other than multifamily dwellings may be conditionally permitted up to thirty-five (35) feet subject to HRMC 17.06.~~
- ~~a-b. Multi-family dwellings and all non-residential uses are permitted up to thirty-five (35) feet. All other residential development may be conditionally permitted up to thirty five (35) feet subject to HRMC 17.06.~~

Commentary:

The proposed changes above are for clarification only and do not change the maximum building height standards.

F. Parking Regulations.

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City to determine what standards apply in the Westside Area or city-wide.

Commentary:

The proposed parking reduction below for detached dwellings, duplexes and triplexes allows less parking for units with fewer bedrooms, since units at higher densities often have fewer bedrooms.

1. All ~~individual detached single family~~ dwelling units, duplexes, and triplexes shall be provided with ~~two (2)~~ parking spaces for each unit on the building site, one (1) of which may be within the required front yard setback area. Required parking shall be calculated based on the number of bedrooms per dwelling unit:
 - a. One bedroom: Minimum one space.
 - b. Two bedrooms: Minimum 1.5 spaces.
 - c. Three or more bedrooms: Minimum two spaces.
2. Multi-family dwellings shall be required to furnish one and one-half (1½) off-street parking spaces per dwelling unit on or adjacent to the building site.
3. Required setback areas, except setbacks from a right-of-way line of a dedicated public street, may be utilized for off-street parking for multi-family dwellings.
4. Parking spaces utilizing access from a public dedicated alley may be located within the setback area.
5. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:
 - a. New construction
 - b. Change of use
 - c. New or expanded parking area
6. Bicycle parking as required by HRMC 17.20.040.

G. **Signs.** All signs shall be in conformance with the sign regulations of this title.

H. **Landscaping.** All landscaping shall be in conformance with the landscape standards in this title.

17.03.040 Office/Residential Zone (C-1)

A. Permitted Uses.

1. Detached single-family dwellings for residential use and accessory structures
2. Duplexes and triplexes for residential use
3. Manufactured homes
4. Home occupation
5. Bed and breakfast facilities
6. Family day care
7. Residential care facility
8. Group residential, if less than fifteen (15) persons
9. Transportation facilities pursuant to 17.20.050(A)
10. Hosted homeshares subject to Section 17.04.115

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All edits are preliminary and subject to change.

City to determine what standards apply in the Westside Area or city-wide.

11. Vacation homes rentals subject to Section 17.04.115
12. Townhouse projects for residential use with 3 or fewer townhouses subject to HRMC 17.19

B. Permitted Uses Subject to Site Plan Review.

1. Professional offices
2. Change of use
3. Parking lots of four (4) or more spaces, new or expanded, and or the equivalent of paving equal to four (4) or more parking spaces
4. Multi-family dwellings for residential use
5. Group residential, if fifteen (15) or more persons
6. Transportation facilities pursuant to 17.20.050(B)
7. Townhouse projects for residential use with 4 or more townhouses subject to HRMC 17016 and HRMC 17.19

C. Conditional Uses.

1. Hospitals, sanitariums, rest homes, nursing or convalescent homes
2. Schools and child care centers
3. Public parks, playgrounds and related facilities
4. Utility or pumping substations
5. Religious institutions
6. Planned unit developments
7. Public facilities and uses
8. Hostels

D. Site Development Requirements. Exempt for townhouse projects which are subject to HRMC 17.19, the minimum site development requirements are as follows:

1. The minimum lot or parcel size shall be 5,000 square feet.
2. Minimum requirement for building sites: Per detached single dwelling unit or duplex, a minimum of 5,000 square feet. Each unit thereafter shall require an additional 1,500 square feet.
3. A minimum frontage of fifty (50) feet on a dedicated public street.
4. A minimum frontage of thirty (30) feet on a dedicated public cul-de-sac.
5. Lot Coverage: Subject to HRMC 17.04.120

E. Setback Requirements.

1. Professional offices: The standards outlined in the R-3 zone apply.
2. Residential development or a combination of professional offices and residential development: The standards outlined in the R-3 zone apply.

F. Maximum Building Height. Thirty-five (35) feet.

G. Parking Regulations.

1. Professional Offices:

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All edits are preliminary and subject to change.

City to determine what standards apply in the Westside Area or city-wide.

- a. One (1) off-street parking space shall be provided on the building site or adjacent to the site for each employee. In addition, adequate off-street parking shall be provided on or adjacent to the building site to meet the needs of anticipated clientele.
 - b. In no case shall there be less than two (2) off-street parking spaces.
 - c. The Central Business District, the Heights Business District and the Waterfront are exempt from this requirement but shall pay a fee in-lieu of parking in accordance with Chapter 17.24.
 - d. Parking in the Central Business District, Heights Business District and Waterfront may be satisfied by substituting all or some of the parking requirement at adjacent or nearby off-site off-street locations and/or by adjacent or nearby shared parking if the substitute parking reasonably satisfies the parking requirements of this section. If no off-street or off-site parking reasonably satisfies the parking requirements of this section, the fee in-lieu of parking shall be paid in accordance with Chapter 17.24. If less than all required parking is provided, the fee in lieu of parking shall be paid in accordance with Chapter 17.24, except that a credit shall be given for the number of spaces provided.
2. Residential Development:
 - a. All individual dwelling units, duplexes, and triplexes shall be provided with two (2) parking spaces for each unit on the building site, one (1) of which may be within the required front yard setback area.
 - b. Multi-family dwellings shall be required to furnish one and one-half (1½) off-street parking spaces per dwelling unit on or adjacent to the building site.
 - c. Required setback areas may be utilized for off-street parking for multi-family dwellings.
 - d. Parking spaces utilizing access from a public dedicated alley may be located within the setback areas.
 3. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:
 - a. New construction
 - b. Change of use
 - c. New parking area
 4. Bicycle parking as required by 17.20.040.
- H. **Lighting.** Artificial lighting shall be subdued and shall not shine, cause glare, or be unnecessarily bright on surrounding properties. Both interior and exterior lighting shall take into consideration the viewshed and shall be dimmed as much as possible after closing without compromising safety and security. Flood lights on poles higher than fifteen (15) feet shall not be permitted.
- I. **Signs.** All signs shall be in conformance with the sign regulations of this title.

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All edits are preliminary and subject to change.

City to determine what standards apply in the Westside Area or city-wide.

J. Landscaping. All landscaping shall be in conformance with the landscape standards in this title.

17.03.045 Neighborhood Commercial Zone (NC)

Commentary:

A new zone is proposed for a two-acre site NW of 30th & May. Details have not yet been drafted.

17.03.050 General Commercial Zone (C-2)

A. Permitted Uses. Except for C-2 Zoned land within the Waterfront Area, which are specifically addressed in Subsection D, the following uses are generally allowed in the C-2 Zone:

1. Rooming and boarding houses
2. Home occupations
3. Bed and breakfast
4. Family day care
5. Residential care facility
6. Group residential, if less than 15 persons
7. Transportation facilities pursuant to 17.20.050(A)
8. Accessory dwelling units
9. Residential use of existing detached single-family dwellings, manufactured homes, duplexes and triplexes
10. Hosted homeshares subject to Section 17.04.115
11. Vacation home rentals subject to Section 17.04.115

B. Permitted Uses Subject to Site Plan Review. Except for C-2 Zoned land within the Waterfront Area, which are specifically addressed in Subsection D, the following uses are generally allowed in the C-2 Zone subject to Site Plan Review:

1. Commercial uses
2. Industrial uses incidental and essential to an on-site commercial use (Refer to the section below, "K")
3. Change of use
4. Parking lots of four (4) or more spaces, new or expanded, and or the equivalent of paving equal to four (4) or more parking spaces
5. Multi-family dwellings for residential use, with a minimum density of 11 units/net acre.

Commentary:

The City may want to adjust the minimum density target for the commercial districts of the Westside Plan.

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6. Group residential, if fifteen (15) or more persons
7. Transportation facilities pursuant to 17.20.050(B)
8. Professional Office and Office Uses.
9. Hostels

C. Conditional Uses. Except for C-2 Zoned land within the Waterfront Area, which are specifically addressed in Subsection D, the following uses are generally allowed with a conditional use permit in the C-2 Zone:

1. Residential development, excluding multi-family, subject to the following: a) shall be reviewed through the Planned Unit Development (PUD) process; b) PUD common open space criterion is not applicable; and c) shall achieve a minimum of 11 units/net acre.
2. Residential development a minimum of 11 units/net acre in conjunction with commercial uses on the same lot or parcel.

Commentary:

The City may want to adjust the minimum density target for the commercial districts of the Westside Plan.

3. Hospitals, sanitariums, rest homes, nursing or convalescent home
4. Schools and day care facilities
5. Public parks, playgrounds, and related facilities
6. Utility or pumping substations
7. Churches
8. Commercial Uses on parcels of more than 1.5 acres.
9. Public facilities and uses

D. Special Restrictions on development in the C-2 Zone within the Waterfront Area. The Waterfront Area, as defined in Section 17.01.060, includes certain development restrictions that apply in addition to and supersede the regulations that apply in the C-2 Zone generally. Uses generally allowed outright, subject to site plan review and conditionally in the Waterfront Area are those set forth in Subsections A, B and C, respectively, except that all of the following additional restrictions apply to development within the Waterfront Area, none of which are eligible for a variance under HRMC Chapter 17.18:

1. Residential development are prohibited unless combined with commercial uses in the same structure, i.e, must be mixed use; all such development that includes a residential component requires a conditional use permit.
2. There is no minimum required residential density in the C-2 Zone within the Waterfront Area.
3. No more than 50% of the gross floor area of any building may be devoted to residential development, and the building primary use shall be commercial, not residential.

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4. No residential development is allowed on the ground floor, and no more than 50% of the ground floor may be used for parking.
5. For any residential uses approved in the C-2 Zone within the Waterfront Area, a deed restriction, in a form acceptable to the city attorney, shall be recorded with title to the residential property that precludes any residential owner, lessee or guest from objecting to normal and customary commercial, recreational or light industrial uses (including operation of the city's wastewater treatment plant) and any impacts there from, such as noise, dust, glare, odors, hours of operation, truck traffic, parking and the like.
6. The City may impose reasonable conditions on the approval of any residential development in the C-2 Zone within the Waterfront Area to ensure compliance with these special restrictions.

E. Site Development Requirement

1. Minimum Lot Area: None.
2. Minimum Frontage:
 - a. Fifty (50) feet on a dedicated public street or
 - b. Thirty (30) feet on a public dedicated cul-de-sac.

F. Setback Requirements. The minimum setback requirements shall be as follows:

1. Front - not required.
2. Side and rear - not required except in the case where the structure is adjacent to a residential zone, in which case a three (3) foot setback is required for structures up to two (2) stories, and increased one (1) foot for each additional story above two (2) stories.

G. Maximum Building Height

1. Thirty-five (35) feet for residential development.
2. Forty-five (45) feet for commercial use or for mixed commercial and residential development.
3. No commercial structure shall exceed a height of forty-five (45) feet.

H. Parking Regulations.

1. One (1) off-street parking space shall be provided on the building site, or adjacent to the site for each employee. In addition, adequate off-street parking shall be provided on or adjacent to the building site to meet the needs of anticipated clientele.
2. In no case shall there be less than two (2) off-street parking spaces.
3. The Central Business District, the Heights Business District and the Waterfront are exempt from this requirement but shall pay a fee in-lieu of parking in accordance with Chapter 17.24.
4. Parking in the Central Business District, Heights Business District and Waterfront may be satisfied by substituting all or some of the parking requirement at adjacent or nearby off-site off-street locations and/or by adjacent or nearby shared parking

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if the substitute parking reasonably satisfies the parking requirements of this section. If no off-street or off-site parking reasonably satisfies the parking requirements of this section, the fee in-lieu of parking shall be paid in accordance with Chapter 17.24. If less than all required parking is provided, the fee in lieu of parking shall be paid in accordance with Chapter 17.24, except that a credit shall be given for the number of spaces provided.

5. All parking areas and driveways shall be hard surfaced prior to occupancy, under the following circumstances:
 - a. New construction
 - b. Change of use
 - c. New parking area
 6. All residential development shall comply with the off-street parking standards as follows, unless exempt above:
 - a. All individual dwelling units, duplexes, and triplexes shall be provided with two (2) parking spaces for each unit on the building site, one (1) of which may be within the required front yard setback area.
 - b. Multi-family dwellings shall be required to furnish one and one-half (1½) off-street parking spaces per dwelling unit on or adjacent to the building site.
 - c. Required setback areas may be utilized for off-street parking for multi-family dwellings.
 - d. Parking spaces utilizing access from a public dedicated alley may be located within the setback areas.
 - e. Off-street loading facilities shall be encouraged. Public alleys may be utilized for off-street loading facilities.
 7. Bicycle parking as required by 17.20.040.
- I. Lighting.** Artificial lighting shall be subdued and shall not shine, cause glare, or be unnecessarily bright on surrounding properties. Both interior and exterior lighting shall take into consideration the viewshed and shall be dimmed as much as possible after closing without compromising safety and security. Flood lights on poles higher than fifteen (15) feet shall not be permitted.
- J. Signs.** All signs shall be in conformance with the sign regulations in this title.
- K. Landscaping.** All landscaping shall be in conformance with the landscaping standards in this title.
- L. Manufacturing.** Manufacture or assembly of goods is a permitted use, provided such manufacturing or assembly is within or contiguous to a permitted commercial use. The retail sales and the commercial character shall be the prominent use. The goods manufactured and/or assembled shall be sold on a retail basis out of the commercial use which is the storefront for such sale. All uses shall meet the following standards:

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1. Any use, or portion thereof, causing noise shall be performed in such a manner as not to create a nuisance or hazard on any adjacent property.
2. Any use, or portion thereof, causing vibration shall be performed in such a manner as not to create a nuisance or hazard on adjacent property.
3. Any operation producing intense heat or glare shall be performed in such a manner as not to create a nuisance or hazard on adjacent property.
4. There shall be no emission of odorous, toxic, noxious matter, or dust in such quantities as to be readily detectable at any point along or outside property lines so as to produce a public nuisance or hazard.
5. If the retail and industrial uses are housed in separate buildings on the site, the industrial building shall be equal to or less in size to the commercial building.
6. In the case of two or more separate buildings, the one closest to the public dedicated street must retain a retail storefront and a pedestrian-friendly character. New construction or major renovations shall achieve this standard through use of the following design elements:
 - a. Major renovations are considered any activity on the exterior of a building that exceeds ten percent (10%) of the structure's cost or fair market value or \$75,000, whichever is more, as determined by the building official.
 - b. The building entrance shall be oriented toward the primary street, whenever physically possible.
 - c. Off-street parking or driveways shall not be placed between the building and the primary street, whenever physically possible.
 - d. The retail storefront shall utilize regularly spaced and similarly shaped windows with window hoods or trim.
 - e. The retail storefront shall have large display windows on the ground floor and shall be framed by bulkheads, piers, and a storefront cornice.
 - f. For properties located within the Downtown Local Historic District, refer to the District's Design Guidelines.

M. Commercial buildings between 25,000 square feet and 50,000 square feet. No new buildings shall exceed a combined contiguous length of three hundred (300) feet; nor shall any one building exceed a footprint of 50,000 square feet. Any building or contiguous group of buildings which exceed these limitations and which were in existence prior to the effective date of this ordinance may expand up to ten percent (10%) in area or length beyond their original area or length. Neither the gross square footage nor combined contiguous building length, as set forth in this section, shall be changed by a variance. The following standards shall apply to buildings or a group of buildings on one (1) site over 25,000 square feet in size:

1. Buildings shall have an entrance for pedestrians directly from the street to the building interior. This entrance shall be designed to be attractive and functional and shall be open to the public during all business hours. Public sidewalks shall be provided adjacent to a public street along the entire street frontage.
2. Building facades greater than one hundred (100) feet in length shall have offsets, jogs, or other architectural distinctive changes.

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3. Any wall which is within thirty (30) feet of the street, plaza, or other public open space shall contain at least twenty percent (20%) of the wall area facing the street in display areas, windows, or doorways. Windows must allow views into working areas or lobbies, pedestrian entrances, or display areas. Blank walls within thirty (30) feet of the street are prohibited. Up to forty percent (40%) of the length of the building perimeter, with the exception of the side facing the street, is exempt from this standard if facing toward loading or service areas.
4. A building shall be setback not more than twenty (20) feet from a public sidewalk unless the area is used for pedestrian activities such as plazas or outside eating areas. If more than one structure is proposed for a site, at least twenty-five percent (25%) of the aggregate building frontage shall be within twenty (20) feet of the sidewalk.
5. Developments shall divide large building masses into heights and sizes that relate to human scale by incorporating changes in building mass or direction, sheltering roofs, a distinct pattern of divisions on surfaces, windows, trees, and small scale lighting.
6. One street tree chosen from the street tree list shall be placed along the perimeter of the parcel fronting the street for each thirty (30) feet of frontage for that portion of the development facing the street.
7. Landscaping shall be designed so that fifty percent (50%) coverage occurs after one year from the date the certificate of occupancy is issued and ninety percent (90%) landscaping coverage occurs after five (5) years from the date the certificate of occupancy is issued.
8. Parking areas shall be shaded on the interior and exterior by deciduous trees, buffered from adjacent non-residential uses, and screened from residential uses. The appearance of a “sea of asphalt” shall be avoided.
9. A ratio of one (1) tree for each seven (7) parking spaces shall be required to create a canopy effect. The trees shall be an appropriate large, canopied shade tree and/or a conifer.
10. Landscaped areas shall be substantially evenly distributed throughout the parking area and parking perimeter.

17.03.060 Light Industrial Zone (LI)

17.03.070 Industrial Zone (I)

17.03.080 Open Space/Public Facility Zone (OS/PF).

17.03.090 Environmental Hazard Zone (EH).

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17.03.110 Columbia River Recreational/Commercial Zone (RC).

17.03.120. Interchange Area Management Plan (IAMP) Overlay Zone.

17.03.130 Waterfront Overlay Zone

17.03.140 Westside Overlay Zone

Commentary:

The proposed Westside Overlay Zone, below, is intended to implement recommendations from the Concept Plan that are specific to the Westside.

A. Purpose of the Westside Overlay Zone

The purpose of the Westside Overlay Zone is to implement the Hood River Westside Area Concept Plan, which is a supporting document of the Hood River Comprehensive Plan. The Westside Overlay Zone references other section within this code in combination with provisions that apply solely within the Westside Area. Where there is conflict between the Westside Overlay Zone and other provisions of this code, the Westside Overlay Zone provisions shall supersede.

B. Vision and Guiding Principles

1. The vision of the Westside Overlay Zone is: The Westside Area will grow to become an interconnected community of great neighborhoods, an attractive gateway of commercial and mixed use activity, and an affordable and diverse area of the City. The Westside's hallmarks will be:
 - a. Housing options that provide choices for all income levels, life stages, and cultures within Hood River
 - b. Streets, trails, and paths that are walkable, connected, and green
 - c. Neighborhood design that celebrates the landforms, views, and magnificent landscape of Hood River
 - d. Open spaces and parks that support community gathering and a connection to nature
 - e. The Westside Area will be an integral part and extension of the larger Hood River community.
2. The guiding principles for the Westside Overlay Zone are to:

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- a. Create livable neighborhoods that make good use of the Westside’s limited land supply.
- b. Create well-planned and commercially successfully mixed use districts in the Westside gateway area.
- c. Create a plan that works for all ages and abilities of the community.
- d. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.
- e. Incorporate natural features and a sense of place into each neighborhood and district.
- f. Include open space and parks integrated into neighborhoods.
- g. Provide a connected transportation network with walkable, bike-friendly, and green streets.
- h. Promote active and healthy living through community design.
- i. Plan land uses and transportation facilities so the area may be served by fixed route transit.
- j. Integrate the Westside Elementary School and future new schools as key community places.
- k. Promote human-scaled building designs.
- l. Plan for efficient water, sewer, and stormwater infrastructure, utilizing green practices for stormwater management.
- m. Implement the Westside Area Concept Plan’s infrastructure funding strategy

C. Applicability

The boundary of the Westside Overlay Zone is shown on the Hood River Comprehensive Plan and Zoning Map. Development and land use within the Westside Overlay Zone shall be in conformance with the provisions of this chapter.

D. Permitted and Conditional Uses

Permitted and Conditional Uses shall be as referenced and listed below.

1. Urban Low Density Residential Zone (R-1) – See 17.03.010, and:
 - a. Duplexes on corner lots are permitted, provided that the total gross floor area (of both units, combined) does not exceed 2,500 square feet and only one entrance faces each street frontage.
2. Urban Standard Density Residential Zone (R-2) – See 17.03.020
3. Urban Standard Density Residential Zone -(R-2.5) – See 17.03.025
4. Urban High Density Residential Zone (R-3) – See 17.03.030, except for:
 - a. The following uses are not permitted in R-3 within the Westside Overlay Zone:
 - i. Professional offices.
 - ii. Hostels
5. Neighborhood Commercial Zone (NC) – See 17.03.045

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Commentary:

The NC zone is a proposed new zone for a 2-acre site NW of 30th and May, but it has not yet been drafted.

6. General Commercial Zone (C-2) – See 17.03.050, except for:

a. The following uses are not permitted in C-2 within the Westside Overlay Zone:

- i. New drive-up and drive-through facilities. Existing drive-up and drive-through facilities are permitted and may be replaced or expanded up to %. subject to conformance with C-2 development standards.

7. Light Industrial Zone (LI) – See 17.03.060.

E. Site Development and Related Requirements

1. Within the Westside Overlay Zone, all requirements for site development, setbacks, maximum building heights, parking, signs and landscaping established in the base zones shall apply unless superseded below or by other provisions of this overlay.

2. Parking.

- a. In all zones within the overlay, legal on-street parking abutting the building site may count toward meeting a building site’s minimum parking requirement. For this standard, on-street parking may be counted at a maximum amount of one space per dwelling unit. Any parallel parking spaces in the right-of-way that are counted toward fulfilling the parking requirements must be at least 25 feet long and abut the building site in their entirety.
- b. In the R-3 zone within the overlay, multi-family dwellings shall be required to furnish one off-street parking space per dwelling unit on or adjacent to the building site.

A.F. Residential Design Standards

Commentary:

Design standards for detached housing are intended to support compatibility between different types of housing, enhance community safety through “eyes on the street”, and create better streetscapes. These standards draw on examples from the Oregon’s “Model Code for Small Cities”, and code provisions from the City’s of Sandy, Wilsonville (Frog Pond), and Albany.

1. Purpose. The purpose of these standards is to:

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- a. Enhance public safety by ensuring views of the street from inside the residence;
 - b. Provide for a pleasant pedestrian environment by preventing garages and vehicle areas from dominating the views of the neighborhood from the sidewalk; and
 - c. Support the creation of architecturally varied homes, blocks and neighborhoods that enhance the character of the development.
2. **Applicability.** These standards apply to all new detached single family homes and duplexes in the Westside Overlay Zone, with the following exceptions:
- a. Dwelling units in Cottage Court or Cohousing Developments are subject to HRMC 17.140.180 and 17.04.190, respectively, and are exempt from these standards.

Commentary:

Applying design standards to duplexes wasn't part of the original concept, but they don't appear to be covered by the multifamily site plan review criteria. Design standards for single family homes are generally a better fit for duplexes than standards for larger multifamily buildings.

Development on steep slopes is sometimes exempted from design standards; however, that is not recommended here.

3. **Street-Facing Windows.** Windows are required to occupy at least 15 percent of the street-facing building elevations. Windows used to meet this standard must provide views from the building to the street. Glass block does not meet this standard.
4. **Main Entrances.** At least one main entrance for each dwelling must:
 - a. Be within 12 feet of the longest street-facing front wall of the dwelling unit; and
 - b. Either:
 - i. Be located on a street-facing elevation, or
 - ii. Open onto a level, covered, hard-surfaced entry area (e.g. a porch, stoop, or landing) at least 25 square feet in area that is connected to the sidewalk by a walkway.
5. **Street-Facing Garage Openings.**
 - a. The total width of all street-facing garage openings shall not exceed 50 percent of the width of the dwelling unit (the total width of all street-facing elevations), except that a dwelling unit less than 24 feet in width may have a single 12-foot wide garage opening.
 - b. Street-facing garage openings shall be recessed at least 3 feet from the longest street-facing elevation of the dwelling unit.
6. **Architectural Features.**

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- a. Each dwelling unit shall incorporate not fewer than 5 of the architectural features listed below on each street-facing elevation. Multiple instances of a particular feature count as a single feature.
 - i. Dormers at least three (3) feet wide
 - ii. Covered front porch or stoop: not less than 25 square feet in area that is connected to the sidewalk by a walkway
 - iii. Eaves (min. 15-inch projection)
 - iv. Off-sets in building face or roof (minimum 16 inches)
 - v. Window trim (minimum 4-inches wide)
 - vi. Bay windows projecting from the front elevation by a minimum of 12 inches
 - vii. Balcony on an upper story - projecting a minimum of four (4) feet and enclosed by a railing or parapet wall
 - viii. Sidelight or transom windows associated with the front door or windows occupying at least 25% of the front door
 - ix. Decorative gables – cross or diagonal bracing, shingles, trim, corbels, exposed rafter ends, or brackets (does not include a garage gable if garage projects beyond dwelling unit portion of street façade)

Commentary:

The list above includes items from the list of architectural features that count toward a density bonus for a Planned Unit Development (some with additional detail to make them clear and objective) as well as other items from other example codes.

- a-b. No two directly adjacent or opposite dwelling units may possess the same front or street-facing elevation. This standard is met when front or street-facing elevations differ from one another due to different materials, articulation, roof type, inclusion of a porch, fenestration, or number of stories. Where façades repeat on the same block face, they must have at least three intervening lots between them that meet the above standard.

Commentary:

This is intended to get at architectural variety within a subdivision. An alternative is:

Dwelling units may not meet the standard in (a), above, using the same set of architectural features in the same placement on the street-facing elevation as another dwelling unit within 100' on either side of the street.

- ~~B.G.~~ **Steep Slopes.** Development shall impact sloped areas 25% and greater to the least extent practicable. Utilities and roads required by this overlay or the Transportation System Plan are exempt from this standard.

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Commentary:

The standard above is intended to support retention of the terrace edges as open space. It may need refinement in order to be more objective.

H. Henderson Creek. Development shall be set back from the centerline of Henderson Creek a minimum of 50 feet in order to provide open space and opportunities for trails within the creek corridor.

Commentary:

Henderson Creek is not identified as a significant riparian area and is not covered by the city's riparian area standards. The proposed standard above would require a setback for open space and trail opportunities. Density would be allowed to transfer off the setback area through lot size flexibility standards or cluster subdivision provisions. The City may need to prepare a Statewide Planning Goal 5 (Natural Resources) ESEE analysis to adopt this standard. Alternatively, other Statewide Planning Goals may apply. Further research on the legal considerations and justification for this concept is needed.

I. Land Division Requirements and Procedures

1. Notwithstanding HRMC 16.08.010(2)(b), a preliminary plat for a subdivision in the Westside Overlay Zone on a building site 10 acres or less in size, including all abutting land in common ownership, may be processed as an administrative action, subject to the standards in HRMC 17.09.030.

Commentary:

The proposed amendments above are intended to create a staff review path for smaller subdivisions in the Westside, rather than requiring Planning Commission review for all subdivisions. This proposal stems from staff's interest in a streamlined alternative to their current process. It is limited to 10 acres as a starting point for discussion, assuming that the community will want to keep PC review for larger projects. Modifications to Chapter 16.08, which provides procedural requirements for land divisions, may be needed in order to fully establish this streamlined review option.

2. Subdivisions of building sites over 10 acres, including all abutting land in common ownership, in R-2.5 and R-3 zones within the Westside Overlay Zone shall designate sites for one or more of the housing types listed in (a) or (b), as applicable. Sites for such uses shall occupy a minimum of [5-10%] of the

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building site area, and shall be noted on the plat. Affordable housing projects subject to 17.04.170 are exempt from this requirement.

a. In the R-2.5 zone: townhouses, duplexes, or Cottage Court housing

b. In the R-3 zone: townhouses, duplexes, triplexes, or multifamily units

Commentary:

The housing mix requirement above is intended to ensure that a mix of housing occurs in larger projects. The percentage mix needs testing and refinement.

J. Westside Overlay Zone Circulation

Commentary:

The proposed standards below are a placeholder to implement the connectivity, street, and bicycle/pedestrian connection concepts developed through the Concept Plan. Note that this section may be updated or removed, depending on the approach to updating the Transportation System Plan.

1. Streets – Development shall be consistent with the streets and vehicular access required by the Transportation System Plan and Westside Area Concept Plan Streets Framework (See Figure ____). Through-roads shown on the Streets Framework are required street connections, however, the specific alignment of the streets may be adjusted with approval by the City Engineer. Potential Local Street Connection “arrows” shown on Figure ____ of the Transportation System Plan are locations for additional connections between the through streets, recognizing there is flexibility for adaptation to site-specific conditions and equivalent connectivity proposed as part of developments. The combination of the through streets and additional connections shall provide circulation resulting in a logical and connected network of local neighborhood streets that supports direct and convenient connections for all modes of travel. Development is subject to the block standards in HRMC 16.12.020(I).

2. Bicycle and Pedestrian Connections – Development shall be consistent with the bicycle and pedestrian connections required by the Transportation System Plan and Westside Area Concept Plan Bicycle and Pedestrian Connections Framework (See Figure ____) and Bicycle and Pedestrian Connection Classifications (See Table ____). Bicycle and pedestrian connections that do not follow existing streets are required, however, there is flexibility regarding the specific alignment of the connections. Final determinations as to width and surface shall be made by the City Engineer.

K. Westside Overlay Zone Neighborhood Parks

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Commentary:

The proposed standards below are a placeholder to implement the parks framework from the Westside Concept Plan. They may be revised or removed.

1. Neighborhood Parks – The Park and Open Space Framework illustrates the City’s intent for the location of new neighborhood parks to serve the Westside Overlay Zone (See Figure). The Neighborhood Park Target Areas illustrate the preferred locations for neighborhood parks. The Target Areas are conceptual. The exact location and size of the neighborhood parks will be established through any of the following methods:
 - a. Development agreements
 - b. Annexation agreements and/or conditions of annexation
 - c. Acquisition by the City or Hood River Valley Parks and Recreation District
 - d. Dedication as determined during development review, including as required for subdivisions pursuant to HRMC 16.12.060.C.
 - e. Other means as determined by the City of Hood River or Hood River Valley Parks and Recreation District in consultation with the City

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CHAPTER 17.04 - SUPPLEMENTARY PROVISIONS

Legislative History: Ord. 1488 (1980); Ord. 1648 (1991); Ord. 1676 (1992); Ord. 1721 (1996); Ord. 1774 (1999); Ord. 1903 (2006); Ord. 1925 (2006); Ord. 1937 (2007); Ord. 1975 (2009); Ord. 2004 (2013); Ord 2026 (2016)

SECTIONS:

- 17.04.010 Maintenance of Minimum Ordinance Requirements
- 17.04.020 Access/Frontage
- 17.04.030 General Provisions Regarding Accessory Uses and Accessory Structures
- 17.04.040 General Exceptions to Building Height Limitations
- 17.04.050 Fences and Walls
- 17.04.060 Retaining Walls
- 17.04.070 General Exceptions to Lot Area Requirements for Lots of Record
- 17.04.080 Illegal Occupancy
- 17.04.090 Vision Clearance Area
- 17.04.100 Home Occupation
- 17.04.110 Bed and Breakfast
- 17.04.115 Hosted Homeshares and Vacation Home Rentals
- 17.04.120 Maximum Lot Coverage
- 17.04.130 General Requirements for Parking Lots
- 17.04.140 Exception to Permit Expiration
- 17.04.150 Land Division Density Calculations
- 17.04.160 Lot Size Flexibility
- 17.04.170 Affordable Housing Density Bonus
- 17.04.180 Cottage Court Housing
- 17.04.190 Cohousing Development

Commentary:

For sake of brevity, sections that are not proposed to change in any way are not included in this document. They are shown with asterisks (***) following the heading for the section.

17.04.010 Maintenance of Minimum Ordinance Requirements. ***

17.04.020 Access. ***

17.04.030 General Provisions Regarding Accessory Uses and Accessory Structures. ***

17.04.040 General Exceptions to Building Height Limitations. ***

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17.04.050 Fences and Walls. ***

17.04.060 Retaining Walls. ***

17.04.070 General Exceptions to Lot Area Requirements for Lots of Record. Lots of record existing as of December 1999 that are less than the required lot area and or have less than the required frontage specified in this title may be utilized for an outright permitted use listed in the underlying zone provided all other requirements of the zone are met.

The Planning Director may waive lot frontage and lot area requirements on platted lots, platted prior to this provision, by not more than five percent (5%) of the requirements of this title. Parcels subject to this exception are subject to Title 16 requirements.

17.04.080 Illegal Occupancy. ***

17.04.090 Vision Clearance Area. ***

17.04.100 Home Occupation. ***

17.04.110 Bed and Breakfast Facilities. ***

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17.04.115 Hosted Homeshares and Vacation Home Rentals. ***

17.04.120 Maximum Lot Coverage

A. Definitions:

1. **Lot Coverage:** The percentage determined by dividing (a) the area of a lot covered by the total (in square feet) of: (1) the footprint of the main building; and (2) the footprints of accessory buildings (counting only buildings with footprints larger than one hundred fifty (150) square feet, or with two stories or more); and (3) parking pads and driveways¹; by (b) the gross area of the that lot.

2. **Main Building Footprint Coverage:** The percentage determined by dividing that area covered by a main building footprint by the gross area of the lot on which the main building is located. The main building footprint includes all parts of a main building that rest, directly or indirectly, on the ground, including, by way of illustration and not by limitation, bay-windows with floor area, chimneys, porches, decks supported by posts and with floor heights that are four (4) feet or higher above grade, cantilevered decks with horizontal projections that are four (4) feet or more, and covered breezeways connected to a main building.

B. **Coverage:** Maximum lot coverage applies to any residential dwelling lot in the “R” and “C-1” zones for all existing structures and new construction, except as provided below. Maximum lot coverage for residential dwellings is as shown in the table below.

1. When a detached garage is provided in the rear yard, the maximum lot coverage may be increased as shown in the table below.
2. When a porch is attached to the front elevation of the residential dwelling and has an area of at least sixty (60) square feet on the front of the building (exclusive of any wrap-around or side porch), the maximum coverage may be increased as shown in the table below.

Categories	R-1	R-2	R-3	C-1
Maximum Lot Coverage	40%	45%	55%	65%
Maximum Lot Coverage with front porch	43%	48%	58%	68%
Maximum Lot Coverage with rear garage	45%	50%	60%	70%

¹ For rear garages only, the square footage for parking pads and driveways that use grass-crete shall be reduced by seventy-five (75) percent (e.g., a 300 sq. ft. driveway surfaced in grass-crete is included as 75 sq. ft. for purposes of determining lot coverage). The square footage for parking pads and driveways that use paving stones and other permeable paving materials (other than grass-crete), shall be reduced by fifty (50) percent.

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Categories	R-1	R-2	R-3	C-1
Maximum Lot Coverage with rear garage and front porch	48%	53%	63%	73%

Commentary:

Updates to maximum lot coverage may be needed for the R-3 zone due to the proposed smaller minimum lot size for detached homes.

3. Existing main and accessory structures that are not in conformance with these coverage requirements on September 1, 2006, are permitted to be rebuilt within the building footprint as it existed on September 1, 2006, if the structures are damaged or partially destroyed by fire, wind, earthquake or other force majeure and if construction commences within two (2) years from the date of the calamity.

4. Multi-family dwellings are exempt from the lot coverage requirements.

5. Lots established through a Planned Unit Development process are exempt from the lot coverage requirements.

Commentary:

The above addition reflects current practice, but may be more appropriately captured in the PUD chapter.

17.04.130 General Requirements for Parking Lots ***

17.04.140 Exception to Permit Expiration ***

Commentary:

The section below provides a method to calculate minimum and maximum density. The goal is to create more certainty and predictability about the number of lots that can be created for a subdivision or partition without needing to layout the development in detail to see how many lots can fit after accounting for streets, stormwater, etc. The approach draws on development codes from Portland, Sandy, Clackamas County, and other jurisdictions.

Using a fixed set-aside for streets (shown below at 20%) removes a possible disincentive to building a connected local street network, which can consume more land for right-of way, because the number of lots permitted does not change, and

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the lot size flexibility in HRMC 17.04.160 allows some or all of the increase in right of way to be mitigated by the flexibility for smaller lots.

The standards in 17.04.150 only apply to land divisions, except for townhouse projects (which have their own density standards). They regulate lots/parcels rather than dwelling units so that they don't interfere with existing standards allowing duplexes and townhomes.

Note that minimum density is calculated after excluding any constrained land, so a density transfer is possible, but not required.

The rounding provisions in (E) reflect the current standards for Planned Unit Developments, which specify rounding to the nearest whole number, but are not available for land divisions on sites under a half-acre in the R-1 zone. They do not allow a land division unless the density calculation allows at least 2 full lots or parcels.

17.04.150 Land Division Density Calculations. The number of lots or parcels that may be created by a land division in a Residential zone is based on the building site area and the minimum and maximum density specified for the zone.

A. Maximum number of lots or parcels. The maximum number of lots or parcels is determined by dividing the net site area (in acres) by the maximum density specified for the zone.

B. Minimum number of lots or parcels. The minimum number of lots or parcels is determined by dividing the net site area (in acres), less the area of any constrained land, by the minimum density specified for the zone.

C. Density bonuses. Where a land division is receiving a density bonus pursuant to HRMC 17.04.170, the maximum number of lots or parcels shall be the maximum calculated under (B), above, plus the density bonus specified in HRMC 17.04.170. Density bonuses do not alter the minimum number of lots or parcels.

D. Rounding. If the minimum or maximum number of lots or parcels calculated as described in (A)-(D), above, is a fraction, the number of lots shall be rounded as follows:

1. Fractional results less than two shall be rounded down to the nearest whole number (i.e. 1.75 rounds down to 1).
2. In the R-1 zone, for land divisions of building sites that are less than a half-acre, the resulting fraction shall be rounded down to the nearest whole number.
3. For all other land divisions in an R zone, the resulting fraction shall be rounded to the nearest whole number (i.e. a calculation ending in 0.49 or less shall round down to the next whole number and a calculation ending in 0.50 or more shall round up to the next whole number).

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Commentary:

The standards below provide flexible ways to configure lots, so that conditions such as retained open space and above-average street or stormwater set-asides can be accommodated. They provide flexibility for cluster subdivisions, infill land divisions that preserve an existing home, and projects subject to density bonuses. The minimum and maximum densities are held constant; the standards just provide flexibility in how to achieve the permitted densities, which in turn supports efficient land use and affordable housing choices.

One policy choice is whether the cluster subdivision option should be available only for specific natural resources, or also if someone just wants to preserve a shared open space area. Requirements for common ownership for cluster subdivisions also need refinements to ensure they are structured correctly.

The percentages and other metrics below are a starting point for discussion. They are used in other cities, but can be tailored to Hood River as needed.

17.04.160 Lot Size Flexibility. The minimum lot size for residential land divisions may be adjusted as provided in this section. The lot size variation provided in this section does not alter the number of lots or parcels that may be created under HRMC 17.04.150 except when combined with density bonuses provided in HRMC 17.04.170. This section does not apply to Townhouse Projects. Lot width and depth for lots or parcels eligible for reduced lot sizes pursuant to this section may also be reduced to the same percentage of the standard specified in the applicable zoning district.

A. **General Reductions.** Except as allowed in subsections (B) through (F), below, the smallest lot or parcel size permitted for residential land divisions is 90% of the minimum lot or parcel size specified in the applicable zoning district. The minimum lot size for perimeter lots or parcels that abut a lower density residential zoning district may not be reduced except as allowed in subsections (B) through (F), below.

B. **Land divisions on building sites with existing dwelling unit(s).** If a building site contains one or more preexisting dwelling units, the minimum lot size for the lots that do not contain a preexisting dwelling unit may be reduced as follows to allow for larger lot(s) for the preexisting dwelling unit(s) while maintaining the overall density calculated under HRMC 17.04.150.

1. The smallest lot or parcel size permitted for lots or parcels that do not contain a preexisting dwelling unit is 80% of the minimum lot or parcel size specified in the applicable zoning district.

2. The minimum lot size for perimeter lots or parcels that abut a lower density residential zoning district may not be reduced.

C. **Cluster Subdivisions.** Additional lot size flexibility is permitted for cluster subdivisions that will preserve an on-site natural feature in a separate tract. Cluster subdivisions shall meet all of the following standards:

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1. The constrained land or preserved natural feature must represent at least 10% of the building site area and must be preserved in a separate tract or tracts.
2. The tract or tracts containing constrained land or preserved natural features shall be managed in one or more of the following ways:
 - a. Common ownership by residents of the development, subject to restrictive covenants and easements reviewed by the City and recorded and filed when the plat is recorded; or
 - b. Third party (non-profit organization) whose primary purpose is to hold or manage the open space, subject to a reversionary clause in the event of dissolution of the non-profit organization; or
 - c. Dedicated to City of Hood River or the Hood River Valley Parks and Recreation District, if the City or District agrees to accept ownership and maintain the space.
3. The smallest lot size permitted for cluster subdivisions is 60% of the minimum lot or parcel size specified in the applicable zoning district. The minimum lot size for perimeter lots that abut a lower density zoning district may not be reduced.

Commentary:

Cluster subdivisions would be processed like standard subdivisions, but would be subject to the standards above, in addition to the typical subdivision standards.

- D. Cottage Court housing. Projects meeting the standards of HRMC 17.04.180 have no minimum lot size.
- E. Cohousing development. Projects meeting the standards of HRMC 17.04.190 have no minimum lot size.
- F. Projects eligible for density bonuses. Projects eligible for density bonuses under HRMC 17.04.170 are also eligible for reduced minimum lot sizes in order to enable the higher density permitted through the bonus. The smallest lot or parcel size permitted for land divisions that qualify for a density bonus under HRMC 17.04.170 is 60% of the minimum lot or parcel size specified in the applicable zoning district. The minimum lot size for perimeter lots or parcels that abut a lower density zoning district is 90% of the minimum lot or parcel size specified in the applicable zoning district.

Commentary:

The provisions below provide modified development standards intended to facilitate affordable housing development (including projects consisting of all affordable housing units as well as mixed income projects). They include a density bonus and reduced parking requirements. The maximum density bonus is recommended at 50% above the maximum for the zone, but this is a policy judgement. This section also includes the requirements that ensure that units

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promised as affordable housing to get the special development standards are delivered and remain affordable.

The bonus percentages are shown as a range for discussion.

17.04.170 Affordable Housing Development. As an incentive to create affordable housing, certain development standards may be altered when a developer provides affordable housing units (as defined in HRMC 17.01.060) as part of a proposed development in conformance with the standards below.

A. Modified development standards.

1. The maximum density of the affordable housing development may be increased as follows. The number of additional units permitted is based on the zoning and the number of affordable housing units, as shown in the table below.

<u>Zone</u>	<u>Applicability</u>	<u>Density Bonus</u>
<u>R-1, R-2, R-2.5</u>	<u>Subdivisions (single family detached dwellings)</u>	<u>1 additional lot for each lot dedicated to an affordable housing unit, up to a maximum increase of [25-50%] more lots than permitted without the density bonus</u>
<u>R-3, C-1</u>	<u>Multifamily dwellings, Townhouse projects</u>	<u>1 additional unit for each affordable housing unit, up to a maximum increase of [25-50%] more units than permitted without the density bonus</u>

2. The minimum required parking for affordable housing units is one parking space per unit, except that a lower standard may be approved by the review body if the applicant can demonstrate that parking demand will be less than one space per affordable housing unit, based on data from comparable projects or demographic data.

Commentary:

Enforcement and monitoring are a consideration if the units are not funded with federal or state dollars that come with their own monitoring and compliance programs. Units with resale restrictions in the deed are self-enforcing, but ensuring compliance (income screening, rent and utility amounts, etc.) for rental units that don't have public subsidies would require City oversight. This could be done through an annual reporting requirement. The standards could include a minimum duration of affordability restrictions, or leave it to individual negotiations.

B. Affordable housing development requirements.

1. In association with the land use review process, and prior to the issuance of a building permit for any units in an affordable housing development, the owner shall enter into an affordable housing development agreement with the City. The development agreement shall set forth the commitments and obligations of the City and the owner, including, as necessary, conditions to ensure the completion

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of affordable housing in the development and address enforcement and any reporting requirements.

2. The owner shall execute any and all documents deemed necessary by the City in a form to be established by the City Attorney, including, without limitation, restrictive covenants, deed restrictions, and related instruments (including requirements for income qualification for tenants of for-rent units) to ensure the continued affordability of the affordable housing units in accordance with this section.

Commentary:

The cottage court housing standards below are intended to enable small detached homes in clusters around a common green as an alternative to standard subdivisions. The standards below draw on three examples from the Pacific Northwest: Bend (OR), Redmond (WA), and Kirkland (WA). All three codes have many common elements. Key policy choices include the maximum square footage and the maximum height for the cottage units, and whether / how much of a density bonus is appropriate. These choices are discussed below.

17.04.180 Cottage Court Housing. The purpose of this section is to enable a housing type that responds to differing household sizes and ages (e.g., retirees, small families, single-person households), and offers opportunities for affordability; provide opportunities for small, single-family dwellings with usable open space in several residential zoning districts while ensuring compatibility with surrounding uses; and support growth management through efficient use of urban residential land.

- A. **Applicability.** These standards shall apply to all cottage court developments. Cottage Court developments are permitted where indicated in Chapter 17.03.
- B. **Cottage Court Development Size.** Cottage court developments shall contain a minimum of four and a maximum of 12 cottage dwelling units arranged in a cluster. A building site may contain more than one cottage court development.
- C. **Land Division Options and Procedures.** Cottage court developments may be created as a subdivision (pursuant to HRMC Title 16); as a condominium (pursuant to ORS Chapter 100 and HRMC 17.16); or as rental units or sold as undivided interest in development. (pursuant to HRMC 17.16)
- D. **Existing Uses.** On a site to be used for a Cottage Court development, existing detached single-family dwellings, which may become nonconforming with respect to the standards of this section, shall be permitted to remain, but the extent of the nonconformity may not be increased. The nonconforming dwelling units shall be included in the maximum permitted cottage density.
- E. **Lot Coverage and Floor Area.**

1. There is no maximum lot coverage for Cottage Court developments.
2. There is no minimum lot size for Cottage Court developments.

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4.3. The maximum floor area per dwelling unit without an attached garage is 1,100 square feet. A dwelling unit with an attached garage shall have a maximum floor area of 1,500 square feet including the garage.

Commentary:

Bend's code sets limits at 1,100 sf without a garage, and 1,200 sf with an attached garage. The maximum size in Redmond's code is 1,500 square feet, including an attached garage (but not a detached garage, unheated storage space, and areas less than 6' high). Kirkland's code allows a maximum of 1,500 square feet, plus up to 250 additional square feet for an attached garage.

As noted previously, the code currently does not include a definition of floor area. It could be important for a unit that is tightly limited (e.g. how stairs are treated); however, creating such a broadly applicable definition is beyond the scope of this project.

F. Building Height.

1. Cottage dwelling units shall be no more than 18 feet in height, except that maximum building height may be increased to 25 feet in height provided that all parts of the roof above 18 feet have a minimum slope of 6:12.
2. Accessory structures, including detached garages (with or without an ADU), shall be no more than 18 feet in height.

A.G. Exterior Setbacks. All buildings within a Cottage Court development shall be set back 10 feet from the exterior boundary of the building site.

Commentary:

The City may want to consider a slightly larger setback if the project is abutting a lower density residential zone and is using the proposed density bonus below.

H. Interior Building Separation. There shall be a minimum separation of six feet between the eaves of the cottage dwelling units. On cottage sides with a main entrance, the minimum separation shall be 10 feet. Structures other than cottages shall meet minimum building code setback requirements.

I. Required Common Open Space. Common open space is intended to be an amenity shared by all residents of the cottage housing development. Each Cottage Court development shall provide a centrally located common open space area for the Cottage Court development meeting all of the following standards.

1. The common open space shall have cottages abutting at least two sides and at least 50 percent of the cottages shall abut a common open space.

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2. The common open space shall contain a minimum of 400 square feet per cottage dwelling unit in the cluster.
 3. Each cottage shall be connected to the common open space by a walkway.
 4. Areas such as utility vaults, exterior setbacks and common parking areas and driveways are not counted in the common open space requirements.
 5. Common open space may contain an ASI or drainage swale area, provided the area is usable open space.
 6. Required common open space shall be provided at ground level in a contiguous commonly owned tract with an easement indicating that it benefits all lots in the Cottage Court development.
 7. Common open space shall have a minimum average width of 20 feet.
 8. The common open space areas shall be constructed and landscaped prior to filing a final plat or, in the case of a site plan, construction and landscaping will be tied to final occupancy of the first cottage.
 9. The common open space shall be recorded as a perpetual open space to benefit all residents of the cottage housing development prior to filing a final plat or prior to obtaining a building permit.
- J. Required Private Open Space.** Private open space adjacent to each cottage is intended for the exclusive use by the cottage resident. Cottage Court developments shall provide a total of 300 square feet of private, contiguous, usable open space adjacent to each cottage dwelling unit, for the exclusive use of the occupants of the individual dwelling unit. No dimension shall be less than 10 feet. Front porches are not included in the private open space calculation.
- K. Density.** In recognition of the small size of cottage dwelling units, a greater number of cottage dwelling units is permitted than the number of lots or parcels permitted for a standard subdivision. The total number cottage dwelling units shall be calculated pursuant to HRMC 17.04.150; with the following density bonuses:
1. 1.5 cottage dwelling units per lot or parcel permitted under HRMC 17.04.150 for cottages of 1,000 square feet or less in floor area
 - 1-2. 1.25 cottage dwelling units per lot or parcel permitted under HRMC 17.04.150 for cottages 1,001 square feet to 1,200 square feet in floor area

Commentary:

A density bonus is recommended, because it provides an incentive to do this type of development rather than a standard subdivision, and because the units are small enough that the total floor area for the development would likely still be less than with a standard subdivision even with a density bonus. Bend does not offer a density bonus, but both Redmond and Kirkland offer bonuses. Kirkland allows 2 times the number of detached dwellings; Redmond offers 1.25 to 1.75 times the number of detached homes, depending on the size of the cottage dwelling units. This approach is recommended, since it has a more direct linkage to the smaller size

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of the cottage units, and may encourage smaller units that would be more affordable.

B.L. Accessory Dwelling Units. Accessory dwelling units in Cottage Court developments are limited to units located above a garage. All standards of HRMC 17.23 apply, except that the number of dwelling units on the building site, including both ADUs and cottage dwelling units, shall be limited to two times the density calculated pursuant to HRMC 17.04.150.

Commentary:

The number of total units on-site, including ADUs, is limited to 2 times the standard number of lots that could be created through a land division, since ADUs are allowed with single family homes in standard subdivisions as well. This ensures fair treatment across housing types. However, this approach may imply that ADUs are counted towards density calculations, which they have not been to date. This could create confusion.

M. Development Standards.

1. At least 50 percent of the cottages shall be oriented around and have their main entrance facing the common open space.
2. Each cottage shall have a covered entry of at least 80 square feet with a minimum dimension of six feet on any side.
3. Walkways in compliance with HRMC 16.12.030(B) must be included to provide for movement of residents and guests from parking areas to homes and other amenities. These walkways must be shown on the subdivision tentative plan or site plan and be part of the common areas/tracts.
4. Accessory structures for common usage are allowed in the common open space areas. Other accessory structures (except garages) are prohibited.

N. Parking. Parking for Cottage Court developments shall be located on the building site and identified on the tentative subdivision plan and/or site plan. On-site parking shall meet the following standards:

1. Parking may be located within a garage, carport or hard-surfaced parking area.
2. Parking may be located in common tracts if intended to be shared by the entire Cottage Court development in groups of not more than five adjoining spaces separated by at least four feet of landscaping. An enclosed garage or carport intended to be shared by the entire Cottage Court development shall not exceed 1,200 square feet in size.
3. Individual detached garages cannot exceed 450 square feet of floor area, excluding the area of Accessory Dwelling Units located above the garage pursuant to HRMC 17.04.180(L). Only one garage is allowed per cottage.

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4. Parking shall not be located in the exterior setback and must be screened from public streets and adjacent residential uses by a 5-foot landscape buffer containing landscaping and/or architectural screening.
5. Parking is allowed between or adjacent to structures only when it is located toward the rear of the cottage and is served by an alley or private driveway.
6. Off-street parking requirements shall be calculated based on the number of bedrooms per cottage dwelling unit:
 - a. One bedroom: Minimum one space.
 - b. Two bedrooms: Minimum 1.5 spaces.
 - c. Three or more bedrooms: Minimum two spaces.
7. All parking shall provide a minimum of 24 feet for maneuvering and backing movements from garages, carports and parking areas.

Commentary:

Paragraph (7), above, would benefit from a diagram / illustration.

- O. **Frontage Requirements.** Individual cottage lots created as part of a Cottage Court development subdivision are not required to have frontage on a public or private street. However, the building site shall have the minimum frontage on a public or private street required by the underlying zone.
- P. **Public Utilities.** All lots shall be served by individual services from a private or public distribution main. Any deviations from City standards need to be approved by the City Engineer. All individual service lines that cross property shall be placed in an easement.
- Q. **Covenants, Conditions and Restrictions.** Cottage Court developments that are developed as subdivisions or condominiums require a set of conditions, covenants and restrictions (CC&Rs) to address maintenance of common open space and other issues. Subsequent to final plat approval but prior to issuance of a building permit for any structure in a cottage court development CC&Rs shall be reviewed and, if approved by the City, recorded with Hood River County. The CC&Rs must include the following provisions:
 1. Create a homeowner's association that will provide for maintenance of all common areas in the cottage housing development.
 2. The total square foot area of a cottage dwelling unit shall not be increased for the life of the cottage dwelling unit or duration of City Cottage Court regulations.

Commentary:

The cohousing standards below are intended to provide flexibility for cohousing developments to arrange various types of units on a common lot, to include a common house and shared open space in lieu of private yards, and to cluster parking rather than provide individual driveways. The primary differences between

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cohousing and a cluster subdivision from a regulatory perspective are the allowance for common buildings and the options for condominium or cooperative ownership (vs. fee simple land division). No development code examples specific to cohousing have been identified. The standards below are modified from the cottage court standards above.

The standards below are fairly flexible. The City should consider whether this is too much flexibility for a Type II review, and may want to limit this option to the Westside Overlay Zone, at least initially.

17.04.190. Cohousing Development. The purpose of this section is to enable housing that provides for cooperative living arrangements and shared facilities.

A. **Applicability.** These standards shall apply to cohousing developments that are created as condominiums (pursuant to ORS Chapter 100) or as multiple dwellings on a shared lot or parcel. Developments with cooperative living arrangements and shared facilities where dwelling units (detached single-family dwellings or duplexes) are on individual lots are processed as cluster subdivisions, subject to 17.04.160.C. Cohousing developments are permitted where indicated in Chapter 17.03.

A.B. **Housing Types.** Permitted residential uses within a cohousing development shall be those listed in the applicable zone; except that single family dwellings (one unit per building) and townhouses shall be permitted on a shared lot or as condominiums, rather than each unit being located on its own lot.

Commentary:

The intent of allowing “townhouses”, above, is to allow development that looks like a townhouse but does not have individual fee-simple ownership of the lots. The goal is to allow units attached with common or abutting walls up to the limits for townhouse buildings (e.g. 2 units per building in R-2 and R-2.5, 4 units per building in R-3). However, the definition of townhouse includes that it’s located on its own lot. Modifications to this section will be needed in order to work around the definitional issue. One option is to create a definition of “rowhouse” that is not specific to fee simple ownership.

C. **Existing Uses.** On a site to be used for a cohousing development, existing dwellings shall be permitted to remain, and shall be included in the maximum permitted density.

D. **Lot Coverage and Floor Area.**

1. There is no maximum lot coverage for cohousing developments.

2. There is no minimum lot size for cohousing developments.

E. **Exterior Setbacks.** All buildings within a cohousing development shall be set back 10 feet from the exterior boundary of the building site.

F. **Interior Building Separation.** There shall be a minimum separation of 10 feet between buildings within a cohousing development. Projections may not encroach more than two and a half feet into the required separation from each side. Accessory structures shall meet minimum building code setback requirements.

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G. Required Common Open Space. Cohousing development shall provide a common open space meeting all of the following standards.

1. The common open space shall contain a minimum of 200 square feet per dwelling unit.
2. Each dwelling unit shall be connected to the common open space by a walkway.
3. Areas such as utility vaults, exterior setbacks and common parking areas and driveways are not counted in the common open space requirements.
4. Common open space may contain constrained lands provided that a walkway through or along the perimeter of the constrained land (consistent with all applicable regulations protecting the constrained land) is included.
5. The common open space shall be recorded as a perpetual open space to benefit all residents of the cohousing development prior to filing a final plat or prior to obtaining a building permit.

H. Density. Cohousing developments may include a mix of housing types, as provided in (B), above. The maximum total number of dwelling units (excluding ADUs) shall be calculated based on the minimum lot size or building site area for the use specified in the applicable zone, except that the minimum lot size for single family dwellings and duplexes shall be applied as a total building site area per dwelling unit. Common buildings that do not contain dwelling units and are for the joint use of the residents of the cohousing development (including buildings that contain communal kitchens, laundry areas, or other shared facilities) are not included in the density calculation.

I. Accessory Dwelling Units. Accessory dwelling units are permitted in cohousing developments. The standards of HRMC 17.23 apply, with the following exceptions:

1. HRMC 17.23.010.B does not apply. The number of ADUs shall be limited to one ADU per single family dwelling in the cohousing development. The ADU need not be attached to a single family dwelling.
2. HRMC 17.23.010.D, E, and L do not apply.

Commentary:

ADUs are recommended to be allowed in cohousing developments with the standards shown above, in order to facilitate a range of sizes and types of housing within a cohousing development. Several sections of the ADU standards are called out above as not applicable for ADUs within a cohousing development, because they assume fee-simple ownership of the lot where the ADU is located, which may not be the case for a cohousing development. If the cohousing is cooperatively owned, linking rules to the “owner” will not work the same way as for a standard single family home.

J. Parking. Parking for cohousing developments shall be located on the building site and identified on the tentative subdivision plan or site plan. On-site parking shall meet the following standards:

1. Parking may be located within an enclosed garage, carport or unenclosed parking space.

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2. Parking may be arranged in groups of not more than five adjoining spaces separated by at least four feet of landscaping. An enclosed garage or carport intended to be shared by multiple dwelling units shall not exceed 1,200 square feet in size.
 3. Parking shall not be located in the exterior setback or in the front yard and must be screened from public streets and adjacent residential uses by a 5-foot landscape buffer containing landscaping and/or architectural screening.
 4. Off-street parking requirements shall be calculated based on the number of bedrooms per dwelling unit:
 - a. One bedroom: Minimum one space.
 - b. Two bedrooms: Minimum 1.5 spaces.
 - c. Three or more bedrooms: Minimum two spaces.
 5. All parking shall provide a minimum of 24 feet for maneuvering and backing movements from garages, carports and parking areas.
- K. Common Buildings.**
1. Common buildings shall be limited to 4,000 square feet of floor area.
 - 1-2. Common buildings that exceed 2,500 square feet of floor area shall be set back a minimum of 20 feet from an exterior lot line.

Commentary:

The purpose of the additional setback for larger common buildings, above, is to provide additional separation from the perimeter of the development for a building that's larger than a typical detached home, in order to make the development more compatible with any adjacent housing.

- B-L. Frontage Requirements.** Individual units within a cohousing development are not required to have frontage on a public or private street. However, the building site shall have the minimum frontage on a public or private street required by the underlying zone.

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CHAPTER 17.16 - SITE PLAN REVIEW

Legislative History: Ord. 1774 (1999); Ord. 1816 (2001); Ord. 1994 (2011); Ord. 2002 (2011); Ord. 2036 (2017)

SECTIONS:

- 17.16.010 Applicability
- 17.16.020 Application Procedure
- 17.16.030 Submittal Requirements
- 17.16.040 Decision Criteria
- 17.16.050 Multi-Family and Group Residential Decision Criteria
- 17.16.051 Cottage Court and Cohousing Development Decision Criteria
- 17.16.053 Townhouse Project Decision Criteria
- 17.16.055 Large-Scale Light Industrial Uses
- 17.16.060 Effect of Approved Site Plan Review Permits
- 17.16.070 Expiration and Extension
- 17.16.080 Appeal

Commentary:

For sake of brevity, sections that are not proposed to change in any way are not included in this document unless needed for context. They are shown with asterisks (***) following the heading for the section.

17.16.010 Applicability.

- A. A site plan review permit shall be required for the following circumstances:
1. New construction.
 2. Expansion, remodel, or exterior alteration of any building or other structure.
 3. Change of use.
 4. Multi-family and group residential.
 5. Removal or fill of over 5,000 cubic yards of land.
 6. Townhouse projects for residential use with 4 or more townhouses in the R-2, R-3, and C-1 Zones.
 - 6.7. Cottage Court and Cohousing developments, except those processed as subdivisions pursuant to HRMC Title 16.

Commentary:

The applicability sections above and below may need to be clarified, since they currently include a mix of actions and uses. Cottage Court and Cohousing developments are also tricky because in some cases they may be processed as land

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City to determine what standards apply in the Westside Area or city-wide.

divisions under Chapter 16.08, but if they are developed as rentals or with cooperative ownership they would be processed through site plan review.

- B. Exemptions from site plan review are as follows;
1. Any activity that does not require a building permit and is not considered by the Director to be a change in use.
 2. Any activity on the exterior of a building that does not exceed ten percent (10%) of the structure's total cost, fair market value, or \$75,000, whichever is less, as determined by the building official.
 3. Interior work which does not alter the exterior of the structure or effect parking standards by increasing floor area.
 4. Normal building maintenance including the repair or maintenance of structural members.
 5. ~~All Residential development, except multi-family and group residential, as provided above uses other than those listed in (A), above.~~

17.16.020 Application Procedure. ***

17.16.030 Submittal Requirements. ***

17.16.040 Decision Criteria. These criteria apply to all site plan review except Multi-Family and Group Residential projects, which are subject to HRMC 17.16.050; ~~Cottage Court and Cohousing development projects, which are subject to HRMC 17.16.051;~~ Townhouse projects with townhouse buildings of 4 or more townhouses in the R-3 and C-1 Zones or townhouse projects in C-2 Zone, which are subject to HRMC 17.16.053; and Large Scale Light Industrial Uses, which are subject to HRMC 17.16.055.

- A. **Natural Features:** Significant natural features shall be protected to the maximum extent feasible. Where existing natural or topographic features are present, they shall be used to enhance the development. The use of small streams in the landscaping design shall be encouraged rather than culvert and fill. Existing trees and large woody plants shall be left standing except where necessary for building placement, sun exposure, safety, or other valid purpose. Vegetative buffers should be left along major street or highways, or to separate adjacent uses. The use should have minimal adverse impacts on the land and water quality. Possible impacts to consider may include pollution, soil contamination, siltation, and habitat degradation or loss.
- B. **Air Quality:** The use shall have minimal or no adverse impact on air quality. Possible impacts to consider include smoke, heat, odors, dust, and pollution.
- C. **Grading:** Any grading, contouring, on-site surface drainage, and/or construction of on-site surface water storage facilities shall take place so that there is no adverse effect on neighboring properties, public rights-of-way, or the public storm drainage system.

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City to determine what standards apply in the Westside Area or city-wide.

Graded areas shall be replanted as soon as possible after construction to prevent erosion. A construction erosion control plan shall be required.

- D. **Public Facilities:** Adequate capacity of public facilities for water, sanitary sewers, storm drainage, fire protection, streets, and sidewalks shall be provided to the subject parcel. Development of on-site and off-site public facilities necessary to serve the proposed use shall be consistent with the Comprehensive Plan and any adopted public facilities plan(s). Underground utilities shall be required. Connection to Oregon Department of Transportation (ODOT) stormwater facilities will require a permit from ODOT District 2C. On-site detention or treatment of stormwater may be required by ODOT.
- E. **Traffic and Circulation:** The following traffic standards shall be applicable to all proposals:
 - 1. **Traffic Impact Analysis:** The applicant will be required to provide a Traffic Impact Analysis prepared by an Oregon licensed traffic engineer or a Transportation Assessment Letter pursuant to Section 17.20.060.
- F. **Storage:** All outdoor storage areas and garbage collection areas shall be screened through the use of vegetative materials or appropriate fencing.
- G. **Equipment Storage:** Design attention shall be given to the placement or storage of mechanical equipment so as to be screened from view and that an adequate sound buffer will be provided to meet, at a minimum, the requirements of the noise ordinance.
- H. **Compatibility:** The height, bulk, and scale of buildings shall be compatible with the site and buildings in the surrounding area. Use of materials should promote harmony with surrounding structures and sites.
- I. **Design:** Variety of detail, form, and siting should be used to provide visual interest. A single uninterrupted length of facade shall not exceed 100 feet. Buildings shall utilize at least three (3) of the following architectural elements to provide architectural variety:
 - 1. Massing
 - 2. Offsets
 - 3. Materials
 - 4. Windows
 - 5. Canopies
 - 6. Pitched or terraced roof forms
 - 7. Other architectural elements
- J. **Orientation:** Buildings shall have their orientation toward the street rather than the parking area, whenever physically possible.

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- K. **Parking:** Parking areas shall be located behind buildings or on one or both sides, whenever physically possible.

17.16.050 Multi-Family and Group Residential Decision Criteria.

Commentary:

The decision criteria below are not clear and objective, as required under Oregon's statutes and administrative rules for needed housing; however, addressing this issue is outside the scope of this project.

- A. **Natural Features:** Significant natural features shall be protected to the maximum extent feasible. Where existing natural or topographic features are present, they shall be used to enhance the development. The use of small streams in the landscaping design shall be encouraged rather than culvert and fill. Existing trees and large woody plants shall be left standing except where necessary for building placement, sun exposure, safety, or other valid purpose. Vegetative buffers should be left along major street or highways, or to separate adjacent uses. The use should have minimal adverse impacts on the land and water quality. Possible impacts to consider may include pollution, soil contamination, siltation, and habitat degradation or loss.
- B. **Grading:** Any grading, contouring, on-site surface drainage, and/or construction of on-site surface water storage facilities shall take place so that there is no adverse effect on neighboring properties, public rights-of-way, or the public storm drainage system. Graded areas shall be replanted as soon as possible after construction to prevent erosion. A construction erosion control plan shall be required.
- C. **Public Facilities:** Adequate capacity of public facilities for water, sanitary sewers, storm drainage, fire protection, streets, and sidewalks shall be provided to the subject parcel. Development of on-site and off-site public facilities necessary to serve the proposed use shall be consistent with the Comprehensive Plan and any adopted public facilities plan(s). Underground utilities shall be required. Connection to Oregon Department of Transportation (ODOT) stormwater facilities will require a permit from ODOT District 2C. On-site detention or treatment of stormwater may be required by ODOT.
- D. **Traffic and Circulation:** The following traffic standards shall be applicable to all proposals:
1. **Traffic Impact Analysis:** The applicant will be required to provide a traffic impact analysis prepared by an Oregon licensed traffic engineer or a Transportation Assessment Letter pursuant to Section 17.20.060 unless waived by the City Engineer.

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City to determine what standards apply in the Westside Area or city-wide.

- E. **Storage:** All outdoor storage areas and garbage collection areas shall be screened through the use of vegetative materials or appropriate fencing.
- F. **Equipment Storage:** Design attention shall be given to the placement or storage of mechanical equipment so as to be screened from view and provide a sound buffer that meets the minimum requirements of the noise ordinance.
- G. **Design:** Variety of detail, form, and siting should be used to provide visual interest. A single uninterrupted length of facade shall not exceed 100 feet. Buildings shall utilize at least three (3) of the following architectural elements to provide architectural variety:
 - 1. Massing
 - 2. Offsets
 - 3. Materials
 - 4. Windows
 - 5. Canopies
 - 6. Pitched or terraced roof forms
 - 7. Other architectural elements
- H. **Orientation:** Buildings shall have their orientation toward the street rather than the parking area, whenever physically possible.
- I. **Parking:** Parking areas shall be located behind buildings or on one or both sides, whenever physically possible.

Commentary:

In the long run, it may be simpler to put the use-specific site and building standards below somewhere else (e.g. 17.04 or their own chapter) and keep the approval criteria more generic. For now, we have followed the existing pattern and added a new section for Cottage Court developments (below) that mirrors the approach for townhomes (17.16.053).

17.16.051 Cottage Court and Cohousing Development Decision Criteria Decision Criteria for Cottage Court and Cohousing developments:

A. Compliance with Development Standards: The proposed development complies with the applicable development standards in HRMC 17.04, the requirements of the applicable zone and other applicable requirements of this Title.

B. Grading: Any grading, contouring, on-site surface drainage, and/or construction of on-site surface water storage facilities shall be in accordance with Section 4.3 Grading and

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Erosion Control of the City's adopted Engineering Standards. Graded areas shall be replanted as soon as possible after construction to prevent erosion.

C. Transportation Circulation and Access Management: The application is in compliance with the applicable requirements of Chapter 17.20 including provision of a Traffic Impact Analysis or a Transportation Assessment Letter pursuant to Section 17.20.060 unless waived by the City Engineer.

D. Storage: All outdoor storage areas and garbage collection areas shall be screened through the use of vegetative materials or appropriate fencing.

17.16.053 Townhouse Project Decision Criteria

Decision Criteria for townhouse projects for residential use with 4 or more townhouses in the R-2, R-3, and C-1 Zones:

A. Compliance with Townhouse Standards: The proposed townhouse project complies with the townhouse standards in HRMC 17.19, the requirements of the applicable zone and other applicable requirements of this Title.

B. Grading: Any grading, contouring, on-site surface drainage, and/or construction of on-site surface water storage facilities shall be in accordance with Section 4.3 Grading and Erosion Control of the City's adopted Engineering Standards. Graded areas shall be replanted as soon as possible after construction to prevent erosion.

C. Transportation Circulation and Access Management: The application is in compliance with the applicable requirements of Chapter 17.20 including provision of a Traffic Impact Analysis or a Transportation Assessment Letter pursuant to Section 17.20.060 unless waived by the City Engineer.

D. Storage: All outdoor storage areas and garbage collection areas shall be screened through the use of vegetative materials or appropriate fencing.

17.16.055 Large-Scale Light Industrial Uses ***

17.16.060 Effect of Approved Site Plan Review Permit. ***

17.16.070 Expiration and Extension ***

17.16.080 Appeal. ***

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City to determine what standards apply in the Westside Area or city-wide.

CHAPTER 17.19 – TOWNHOUSE PROJECTS

Legislative History: Ord. 1774 (1999); Ord. 1806 (2001); Ord. 1903 (2006); Ord. 2036 (2017)

SECTIONS:

- 17.19.010 Applicable Zones
- 17.19.020 Standards
- 17.19.030 Townhouse Process

17.19.010 Applicable Zones.

Commentary:

Some clarification would be helpful here – (A) implies that more than the specified number of townhouses is not permitted at all, but it is only meant to identify projects that are permitted outright.

A. Townhouse Projects are permitted in the following zones:

1. R-2 with no more than 2 townhouses
2. R-3 with 3 or fewer townhouses
3. C-1 with 3 or fewer townhouses

B. Townhouse Projects with 4 or more townhouses are subject to site plan review in the R-2, R-3 and C-1 Zones.

C. Townhouse Projects are subject to conditional use review in the C-2 Zone.

17.19.020 Standards. The standards of the applicable zoning district apply except where superseded by the standards of this section.

A. **Site Development Standards.** The following site development standards apply to all townhouse projects.

1. Townhouse projects require a minimum lot or parcel size of 5,000 square feet in the R-2 zone. In the R-2.5, R-3, and C-1 zones, townhouse projects require a minimum lot or parcel size of 4,000 square feet.

Commentary:

The proposed amendments decrease the minimum lot size to 4,000 square feet in the R-2.5 and R-3 zones, consistent with the proposed minimum for duplexes in those zones.

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For consistency with the definition of townhouse project in Chapter 17.01, it might be clearer to state the minimum required building site rather than lot or parcel size.

2. Each townhouse building shall contain:
 - a. No more than two (2) attached townhouses in the R-2 and R-2.5 zones;
 - b. No more than four (4) attached townhouses in the R-3 and C-1 zones.
3. Maximum residential density is calculated as follows:
 - a. In the R-2 zone, a minimum of 5,000 square feet per townhouse building.
 - b. In the R-2.5 zone, a minimum of 4,000 square feet per townhouse building.
 - b. In the R-3 and C-1 -Zones, a minimum of 4,500 square feet for the first two (2) townhouses and a minimum 1,500 square feet for each additional townhouse.
4. The minimum lot size permitted per townhouse:
 - a. In the R-2 zone, no townhouse lot may be less than 2,100 square feet.
 - b. In the R-2.5, R-3, C-1, and C-2 zones, there is no minimum townhouse lot size.
5. Minimum lot frontage: The minimum lot frontage standard of the applicable zoning district is not applicable for townhouse lots.
6. Lot Coverage: Subject to HRMC 17.04.120.
7. As a part of an application for a townhouse project, an applicant may request an exception to the standards in HRMC 17.04.020, Access for townhouse projects which have alley access. The City may approve the exception when all of the following standards are met:
 - a. The proposed access plan is approved by the City Fire and Engineering Departments;
 - b. The alley has been dedicated to the City for public access;
 - c. The alley has a minimum hard surface width of 10 feet;
 - d. The applicant provides a Traffic Impact Analysis or Traffic Assessment Letter demonstrating that the alley has adequate capacity for the proposed use; and,
 - e. A hard-surfaced path with a minimum width of 6 feet is provided between the public street and any townhouse unit that obtains vehicular access from the alley.In addition, address signage meeting City standards shall provide directions from the public street to any alley-accessed townhouse. And, any on site fencing adjacent to the path shall not exceed four-feet tall. The path and signage ensure safe access for emergency service providers.

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B. **Setbacks.** The setback requirements of the applicable zone shall be applied to the townhouse building(s) except that the setback for the common wall on a townhouse is reduced to zero (0).

C. **Maximum Building Height.** The maximum building height requirements of the applicable zone shall be applied to the townhouse building(s).

D. **Parking Regulations.** The parking requirements of the applicable zone shall be applied to the townhouse building(s).

E. **Additional Standards.**

1. If a townhouse building is destroyed in any manner, it shall be replaced with the same or less number of units or the parcels shall be legally combined to create a parcel(s) meeting the minimum lot size of the underlying zone.

2. In addition to obtaining a building permit for a townhouse building, the owner shall obtain approval for a partition or subdivision pursuant to Title 16 – Land Divisions.

17.19.030 Townhouse Process. A townhouse shall be processed as a partition, pursuant to the provisions of Title 16 – Land Divisions.

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City to determine what standards apply in the Westside Area or city-wide.

CHAPTER 17.23 - ACCESSORY DWELLING UNITS (ADU)

Legislative History: Ord. 1912 (2006); Ord 2026 (2016)

SECTIONS:

17.23.010 General Requirements

17.23.010 General Requirements

A. An ADU may be created within, or detached from, any single-family dwelling, whether existing or new, as a subordinate use, where permitted by this chapter in the R-1, R-2, R-2.5, R-3, C-1 and C-2 Zones.

B. Only one ADU may be created per parcel or ownership accessory to a single-family dwelling (no townhouse or duplex).

C. An application for an ADU shall be processed as a ministerial decision.

D. Only the property owner, which includes title holders and contract purchasers, may apply for an ADU. The property owner must occupy the primary dwelling or the ADU as their principal residence for at least six months out of the year (case by case basis for exceptions). A primary residence shall be the residence where the owner is registered to vote, used as the primary residence for tax purposes or other proof that the residence is primary. The owner shall sign an affidavit before a notary affirming that the owner occupies either the main dwelling or the ADU and shall show proof of a 12 month lease for the ADU occupant.

E. The ADU occupant shall provide proof that at least one occupant is locally employed (Gorge – Hood River, Wasco, Skamania, and Klickitat counties), a relative or on a local assistance program for the rent.

F. One off-street parking space shall be provided in addition to the off-street parking that is required for the primary dwelling pursuant to this Title. If the existing dwelling does not currently have the two required spaces, only the one for the ADU will be required. In no case shall the residential parking requirement be diminished to provide the ADU parking.

G. ADU's shall contain 800 square feet or less.

H. All other applicable standards including, but not limited to, setbacks must be met.

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City to determine what standards apply in the Westside Area or city-wide.

- I. Upon sale of the property, a new owner shall be required to reregister the ADU, paying a reauthorization fee set by resolution of City Council.
- J. If a garage or detached building does not currently meet setbacks, it may not be converted to an ADU.
- K. All applicable standards in the City's building, plumbing, electrical, fire and other applicable codes for dwelling units must be met.
- L. The owner of the property shall accept full responsibility for sewer and water bills.
- M. An ADU may not be used as a hosted homeshare or vacation home rental.
- N. The application and permit fee for an ADU shall be 1% of the building permit fee plus an amount to be set by resolution of the City Council.
- O. Beginning January 1st of each year the City will undertake an annual review of ADU permits to ensure compliance.

Appendix E: Interagency Coordination

1. Hood River Urban Growth Area Management Agreement (UGAMA)

Urban Growth Area Management Agreement

This agreement is entered into by the City of Hood River, an incorporated municipality of the State of Oregon, hereby referred to as the "City" and Hood River County, a political subdivision of the State of Oregon, hereby referred to as the "County."

A. RECITALS

WHEREAS, the City of Hood River and the Hood River County are authorized pursuant to Oregon Revised Statutes (ORS) Chapter 190 to enter into an Intergovernmental Management Agreement for performance of functions which either government unit has the authority to perform; and

WHEREAS, the Management Agreement also constitutes a cooperative agreement under ORS 195; and

WHEREAS, Goal 14 – Urbanization requires that the City and the County establish an urban growth boundary to identify and separate urbanizable land from rural land and that the establishment and change of urban growth boundaries shall be through a cooperative process between the City and County; and

WHEREAS, pursuant to provisions in Goal 2, Land Use Planning, the City and County are required to have a coordinated and consistent comprehensive plan which establishes an Urban Growth Boundary (UGB) and a plan for the Urban Growth Area (UGA) within the boundary;

WHEREAS, the City and County pursuant to Goal 2, are required to maintain consistent and coordinated comprehensive plans and implementing ordinances for the Urban Growth Area and the Urban Growth Boundary when amending their respective comprehensive plans; and

WHEREAS, the City and County share a common concern regarding the accommodation of population growth and utilization of lands within the UGB; and

WHEREAS, the City and County consider it mutually advantageous to establish this Urban Growth Area Management Agreement (UGAMA) for the purpose of facilitating the orderly transition from rural to urban land uses within the City's UGA.

NOW, THEREFORE THE CITY OF HOOD RIVER AND HOOD RIVER COUNTY MUTUALLY AGREE AS FOLLOWS:

B. INTENT OF AGREEMENT

1. To establish standards and procedures for review and action on comprehensive plan amendments, ordinance amendments, proposed land actions and related matters noted within this agreement pertaining to implementation of the Comprehensive Land Use Plan and Zoning Regulations as adopted by the City and County for the UGA;
2. To recognize that the County shall have authority and jurisdiction over current planning activities and land use decisions within the UGA. This agreement, including the Comprehensive Land Use Plan and Zoning Regulations agreed to by the City and the County, constitute the provisions, standards and procedures for land use review and decision making by the County within the UGA.
3. To provide assistance to the public in the UGA by processing land use applications in a timely and consistent manner;
4. To benefit the public through reduction of governmental processes;

5. To provide governmental processes necessary for development of lands in the UGA that are clear and readily accessible to the public.
6. To jointly develop and adopt a set of land use regulations and plan and zoning map designations by the City and County for land use administration within the UGA.

C. DEFINITIONS: For the purpose of this agreement, the following definitions shall apply:

1. Board: the Hood River County Board of Commissioners.
2. City: the City of Hood River.
3. Council: the Hood River City Council.
4. County: Hood River County.
5. Land Use Decision: A Land Use Decision is defined by ORS 197.015 and involves a decision by the County after applying, through a land use application, standards of the UGA zoning or subdivision ordinances or other elements of the comprehensive plan to a particular property, or properties within the UGA. Land Use Decisions are made regarding at least the following land use applications: conditional use permits, Planned Unit Developments (PUD), subdivisions, major and minor partitions, expedited land divisions, property line adjustments, variances, road naming, road dedications and vacations, flood-plain and geological hazard permits, and use permits for commercial, industrial, or multi-family uses, quasi-judicial or legislative plan amendments, public improvement projects, major Public Works projects for transportation facility extension or improvements, establishment or major improvements to parks or recreation areas, public facility construction and public facility plans.
6. Comprehensive Land Use Plan for the Urban Growth Area (UGA Plan): the comprehensive Plan and its elements adopted by both the City and the County for planning purposes and administration of land use applications and building permits within the Hood River Urban Growth Area (UGA). Elements of the Comprehensive Plan shall include the Plan Designation and Zoning Designation Maps; the Zoning and Subdivision Ordinances; the Policy and Background Documents and the Exceptions Document.
7. Urban Growth Area (UGA): the area between the Hood River City Limits and the Hood River Urban Growth Boundary, as designated on the City's and County's Comprehensive Plan Maps, and shall be referred to as the "UGA."
8. Urban Growth Boundary (UGB): the boundary line which separates lands to be urbanized and eventually incorporated into the City of Hood River from the surrounding rural lands under the County's jurisdiction.
9. Urban Growth Area Management Agreement (UGAMA): this Intergovernmental Agreement between the City and County that coordinates the management of land use development within the City of Hood River's UGA.

D. PROCESS FOR ADOPTION OF THE COMPREHENSIVE LAND USE PLAN FOR THE URBAN GROWTH AREA:

1. Hood River County shall adopt and maintain Comprehensive Plan map and zoning ordinance provisions within the Urban Growth Area as proposed by the City and agreed to by the County which are consistent with the City's Comprehensive Plan and zoning ordinance.
2. It is intended that the UGA Plan shall comprehensively cover all aspects of development within the UGA.

E. UGA ADMINISTRATION RESPONSIBILITIES:

1. The County shall retain responsibility for administration and decision-making authority regarding all land use applications and building permits within the UGA until the land-base is annexed by the City. However, for delayed annexations, the City is responsible for enforcement of City building codes and land use ordinances and the conditions of the Delayed Annexation Agreement.
2. The County is responsible for regulating land use development within the UGA to avoid conflicts with the adopted UGA Plan.
3. Since the City is responsible for some urban services for lands within the UGA, it must review land use applications and building permits prior to final decision-making by the County.
4. The County shall send land use referrals and coordinate with other applicable special districts that have jurisdiction within the UGA. The County shall also coordinate with applicable special districts regarding building permits.

F. REVIEW PROCESS FOR LAND USE APPLICATIONS AND BUILDING PERMITS WITHIN THE UGA.

The review process within this section applies to land use applications and building permit applications proposed within the UGA. Applications for Legislative Amendments shall be processed pursuant to provisions in Section G of this agreement.

Land Use Applications:

1. Land use applications within the UGA shall be processed through the County Planning Department.
2. The County shall invite the City to participate in the County's pre-application process.
3. The County shall forward all land use applications to the City and other applicable special service districts for review and comment prior to final decision-making by the County.
4. The City Planning Department shall review land use applications and respond to the County within 20 days of the date the notice is received by the City.
5. The County shall grant the City on request a reasonable time extension to properly respond to land use applications.
6. If the City Planning Department fails to respond, it shall mean the City has no written comment regarding the application.
7. In making its decision, the County shall consider all comments made by the City with regard to land use applications.
8. The County Planning Department shall notify the City Planning Department in writing of all land use decisions within the UGA.
9. The City shall have standing to appeal the County's land-use decisions if the City has submitted written comments.

Building Permits:

10. Building permit applications within the UGA shall be processed through the County Planning and Building Departments.

11. The County shall invite the City to participate in the County's pre-application process.

12. The following is the process for building permits within the UGA:

- a. Applicant obtains building permit application from County.
- b. Applicant takes completed application to City for review and if necessary, collection of applicable service connection fees and system development charges.
- c. After City has approved the permit, applicant takes the permit to applicable special service district for review.
- d. Applicant returns building permit to County for final review and decision.

13. In making its decision, the County shall consider all comments made by the City.

14. The City shall have standing to appeal the County's land use decisions if the City has submitted written comments.

G. REVIEW PROCESS FOR LEGISLATIVE AMENDMENTS TO THE UGA COMPREHENSIVE PLAN:

1. Nothing within this agreement precludes either the City Council and Board of Commissioners or the City and County Planning Commissions from conducting joint meetings or hearings. It is the intention of the County and City Planning Commissions to conduct joint meetings whenever appropriate.
2. Amendments to the UGA Plan, including land use regulations and plan and zoning maps may be initiated by the City or County or property owner.
3. An application to amend the UGA Plan shall be filed with the City Planning Department. The City shall forward a copy of the application to the County Planning Department within five working days of the date the application was filed.
4. The City Planning Department shall notify the County Planning Department at least 30 days before the City Planning Commission's first hearing.
5. The City Planning Commission shall conduct a public hearing regarding the application. In making its decision, the City Planning Commission shall consider and respond to all comments submitted by the County.
6. The recommendation of the City Planning Commission shall be forwarded to the County Planning Department within five working days of the date the City Planning Commission recommendation is signed by the Chair.
7. The City Planning Department shall notify the County Planning Department at least 30 days before the Council's first hearing on the proposed application. All written comments received from the County prior to the scheduled hearing date shall be provided to the Council prior to the Council's hearing.

8. The decision of the City Council shall be forwarded to the County Planning Department within five working days of the date the City Council recommendation is signed by the Mayor. The decision of the City, along with a copy of the findings and record to support that decision, shall be forwarded to the County Planning Department.
9. Within 90 days of the receipt of the City's decision, the County Planning Commission shall conduct a public hearing on the proposed amendment and make a decision. The City shall be notified of the Planning Commission hearing at least 30 days prior to the hearing. The Planning Commission shall consider and respond to all comments provided by the City. The Commission's decision shall be forwarded to the Board.
10. Notice of the Planning Commission's decision shall be forwarded to the City Planning Department within five working days of the date the Planning Commission makes its final written recommendations.
11. The decision of the County Planning Commission, including the record, shall be forwarded to the Board of County Commissioners for scheduling of a hearing. Within 90 days of the Commission decision, the Board shall conduct a public hearing on the proposed amendment and make a decision.
12. The County Planning Department shall notify the City Planning Department at least 30 days before the Board of Commissioners hearing. The Board shall conduct a public hearing and make a final decision.
13. The County shall notify the City of the Board's final decision within five working days of the date the ordinance is signed by the Board.
14. If either the City or County do not respond within the above notice periods, it is assumed by both jurisdictions that there are no comments regarding the proposals.
15. Both the City and County may request reasonable time extensions to the notice periods.
16. Failure of the City and County to respond within the notice periods precludes appeal.
17. If the City and County disagree with the proposed amendments, a joint meeting of the City Council and board of County Commissioners may be held to attempt to resolve the differences. Both jurisdictions may also request a dispute resolution process to resolve the differences as outlined in Section Q - Dispute Resolution Process.
18. Both the City and County may also appeal the respective jurisdiction's decision to the Land Use Board of Appeals (LUBA) pursuant to the applicable City or County ordinances, state statutes or administrative rule.
19. Neither the City nor County shall unilaterally amend nor take any action that effectively amends any provisions of the UGA Plan. The UGA Plan may be amended only if the decisions of the County and the City are the same.

H. ANNEXATION TO THE CITY OF HOOD RIVER:

1. Owners of property contiguous to the City may apply to the City for annexation or the City may seek annexation on its own initiative.
2. Annexation shall be processed according to Chapter 17.15 – Annexation Policy of the Hood River Municipal Code.

3. At least 30 days prior to any hearing regarding annexation, the City shall notify the County of the proposed annexation. The County's comments regarding a proposed annexation shall be submitted to the City at least 10 days prior to the first scheduled hearing on the annexation.
4. A proposal for annexation to the City for an area outside the UGA shall be considered a proposal for, and processed as, an amendment to the Urban Growth Boundary.
5. The City and County may enter into an intergovernmental agreement for contractual annexations according to ORS 222.115 and Chapter 17.15 – Annexation Policy of the Hood River Municipal Code which provides for urban development of lands prior to annexation into the City of Hood River.

I. CITY SERVICES:

1. Extension of City water or sewer services within the Urban Growth Area may be permitted when approved by the City and if consistent with the City's Comprehensive Plan and with any adopted public facility plan. Extension of City water and sewer services shall be subject to approval of the City engineer.
2. As available, City services such as water, sewer, storm drainage, police, fire, parks and street maintenance within the UGA may be provided to the owner of the property upon signing and recording a "Consent to Annex", "Waiver of One Year" and "Waiver of Remonstrance."
3. All services within the UGA shall be developed and maintained to City standards and under the supervision of the City or the City's designee.
4. The City shall be responsible for public facilities planning within the UGA.

J. AMENDMENTS TO THE URBAN GROWTH BOUNDARY: The City is the lead agency for an UGB amendment. However, an UGB amendment should be viewed as a collective effort between all involved parties. Therefore, a pre-application conference between the City, County, applicable special service districts and affected property owners should be held by the City to determine the advisability of proceeding with the proposed UGB amendment.

1. Any proposed amendment to the Urban Growth Boundary shall be initiated by the City of Hood River or by the County Board of Commissioners only.
2. The initiating body shall submit the proposed Urban Growth Boundary revision to the City and County Planning Commissions.
3. The City and County Planning Commissions shall hold a joint public hearing within 60 days of the date the initiating body submitted the proposed revision.
4. Within 90 days of the joint hearing by the City and County Planning Commissions, the following shall occur:
 - a. A copy of the record of the hearing shall be submitted to both the Board and the Council.
 - b. If the City and County Planning Commissions agree to the boundary revision, they shall submit a joint recommendation to the Board and Council.
 - c. If the two Planning Commissions are unable to agree as to a recommendation, a recommendation of each Planning Commission shall be submitted to the Board and Council.

5. The Board and Council shall then hold a joint meeting to render a decision on the proposed Urban Growth Boundary revision.
6. If both the Board and Council are able to reach a mutually acceptable decision, the Council and Board shall proceed with the amendment of their respective Comprehensive Plans and zoning ordinances.
7. If the City and County disagree with the proposed amendment, a joint meeting of the City Council and Board of County Commissioners may be held to attempt to resolve the differences. Both jurisdictions may also request a conflict resolution process to resolve the differences.
8. If the government bodies are not able to come to mutual agreement, there shall be no change to the Urban Growth Boundary.
9. If the request is denied, the same or substantially the same request shall not be heard for a period of one (1) year.

K. OTHER LAND USE ACTIVITIES: The City and County shall use the following process for review and action on public improvement projects and similar programs, projects or proposals that apply to the UGA.

1. The County shall seek a recommendation from the City with regard to the following items which are within, adjacent to, or directly impact the UGA.
 - a. Capital improvement programs.
 - b. Major public works projects sponsored by the County for transportation, facility extensions or improvement; establishment, development or major improvements to a park or recreation area; public facility construction or improvement; acquisition of property; or other similar activity.
 - c. Functional plans or amendments thereto, for utilities, drainage, solid waste, transportation, recreation, or similar activity.
 - d. Plans, or amendments thereto, for economic development or industrial development.
 - e. Neighborhood or sub-area development plans.
 - f. Proposals for formation of, or changes of boundary or functions of special services districts, as these terms are defined in ORS 198.705 and ORS 198.710, except as provided in ORS 199.410 and ORS 199.512.
 - g. Recommendations for designation of an area as a health hazard.
 - h. Other plans or proposals similar to the above.
2. The City shall seek a recommendation from the County with regard to the following items which will affect the UGA for which the City has ultimate decision-making capacity:
 - a. Proposals for annexation to the City.
 - b. Capital improvement programs.
 - c. Functional plans or amendments thereto, for utilities, drainage, recreation, transportation, or other similar activity.

- d. Plans or amendments, thereto, for economic development or industrial development.
 - e. Proposals for the extraterritorial extension of any City service, utility, or facility, or the service area for any of the above.
 - f. Plans for the implementation of system development changes (SDC's).
 - g. Other plans or proposals similar to the above.
3. The initiating jurisdiction shall allow the responding jurisdiction 45 days to review and submit recommendations with regard to the items listed in Sections 1 & 2 above. Additional time may be provided at the request of the responding jurisdiction and with the concurrence of the initiating jurisdiction.
 4. The initiating jurisdiction shall consider, and is obligated to respond to as appropriate, the recommendations of the responding jurisdiction in making its decision. No response by the responding jurisdiction to the request within the timeline outlined above shall be presumed to mean no comment on the proposal.

L. PUBLIC WORKS CONSTRUCTION STANDARDS

1. All new streets shall be built to City standards at the initial land division where a street is required.
2. Streets in subdivisions and PUD's shall be initially developed to the City's improvement standards.
3. In all cases, right-of-ways in compliance with the City standards shall be required.
4. All newly created utility easements in the UGA shall be dedicated to the public.

M. SPECIAL DISTRICT COORDINATION

1. When a special district (water, parks, sewer, etc.) situated fully or partially within the UGA has entered into an intergovernmental coordination agreement with the County and/or the City, it shall be given the opportunity to review and comment on the land use actions and activities as specified in this agreement.
2. If such an agreement is entered into, the special districts shall give the City and County the opportunity to review and consider comments on the following activities which will apply to the UGA:
 - a. Major public works projects to be provided by the district.
 - b. Plans for establishment, improvement or extension of facilities provided by the district.
 - c. Capital improvement programs which are being developed by the district.

N. FEES

1. Applications for land use and building permits, including all land use appeals within the UGA, shall be accompanied by a fee set by the County.

2. The City, other County Departments and other special districts may require applicants to pay for utility or other services. However, these special districts will not duplicate the Land Use application fee requirements of the County Planning Department.
 3. Applications for Comprehensive Plan Amendments within the UGA shall be accompanied by a fee set by the City. To avoid duplication of fees for the applicant, the County shall not require a Comprehensive Plan Amendment fee because the County is collecting land use application, building permit, and appeal fees.
- O. ENFORCEMENT: The County shall be responsible for enforcement of the UGA plan and other applicable zoning and subdivision ordinances that have been adopted and building regulations within the UGA. Enforcement actions shall be taken in accordance with the County ordinances and the Uniform Building Code. For delayed annexation, the City is responsible for the enforcement of City Building Codes and Land Use Ordinances and Conditions of the Delayed Annexation Agreement.
- P. SEVERABILITY: The provisions within this agreement are severable. If any section, sentence, clause or phrase of this agreement is adjudged by a court of competent jurisdiction to be invalid, said shall not impair or affect the validity of the remaining portions of the agreement.
- Q. DISPUTE RESOLUTION PROCESS:
1. Parties to this agreement shall take all actions necessary to resolve any issue or issues through the pre-application or application processes or during the administrative, quasi-judicial or legislative decision-making processes.
 2. If the parties to this agreement still disagree, a joint meeting of the City council and Board of County Commissioners may be held to attempt to resolve the differences.
 3. However, when the parties to this agreement reach an impasse over any issue or issues, they shall hire a mediator to assist the City and County resolving the issue or issues through the Alternative Dispute Resolution Process as outlined by the Oregon Dispute Resolution Commission (ODRC).
- R. REVIEW, AMENDMENT AND TERMINATION:
1. This agreement supersedes the Hood River Urban Growth Area Management Agreement dated August 15, 1983.
 2. This agreement may be reviewed and amended at any time by mutual agreement of both parties, after public hearing by the City Council and the Board of County Commissioners.
 3. This agreement shall be reviewed, and may be amended at the time established for Periodic Review of each jurisdiction's Comprehensive Plan.
 4. Any modifications in this agreement shall be consistent with the City and County Comprehensive Plans.
 5. This agreement may be terminated by either party under the following procedure:
 - a. A public hearing shall be called by the party considering termination. That party shall give the other party at least 45 days prior notice of the scheduled hearing date. The 45 days period shall be used by both parties to seek a resolution of differences. Both parties shall also request a collaborative conflict resolution process to resolve differences that remain.

- b. Public notice of the hearing shall be in accordance with applicable statewide and local goals and statutes.
- c. An established date for the termination of the agreement shall be at least 90 days after the public hearing in order to provide ample time for resolution of differences.

Adopted 21 July 1997

And signed by Paul Cummings (Mayor), Chair, Board of Commissioners, City Recorder, Acting Hood River County Planning Director.

Dated this 28 July of 2003.

CITY OF HOOD RIVER, OREGON



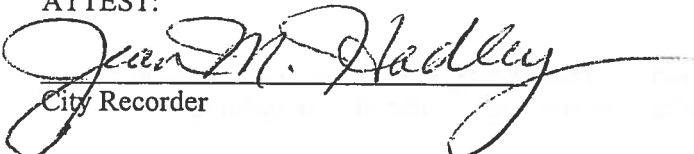
Mayor, City of Hood River

HOOD RIVER COUNTY, OREGON



Chair, Board of County Commissioners

ATTEST:



City Recorder