Comprehensive Plan and Code Amendments, File No. 2018-07

April 15, 2019 City of Hood River Planning Commission

April 15, 2019 Hearing - File No. 2018-07

- Streets and Transit
 Framework
- Pedestrian and Bicycle Framework



BACKGROUND - File No. 2018-07

- The Westside Area Concept Plan Report recommends amendments to the City's Comprehensive Plan, Transportation System Plan, Capital Facilities Plans, Zoning Map, Subdivision Ordinance and Zoning Ordinance.
- The Planning Commission is reviewing Westside Area Concept Plan Report, and refinements will be made prior to sending recommendations to the City Council.
- Policy and code updates identified in the process may not be limited to the Westside, and could be applied throughout the City and Urban Growth Area.

BACKGROUND - File No. 2018-07

 Tonight's hearing is a continuance of the legislative amendments hearing from April 1, 2019.

 Tonight's discussion is expected to include deliberation on two of the framework plans from the Westside Area Concept Plan Report including the Streets and Transit Framework, and the Pedestrian and Bicycle Framework.

Westside Area Concept Plan Process Roadmap, Meetings 1-3

Step	Meeting	Торіс
1	February 20, 2018 Planning Commission Work Session	 Background and project history Outline the process for moving forward including public involvement, City and County coordination, opportunities for public comment, code changes Overview of documents and issues Refinement of the work plan
2	March 19, 2018 Planning Commission Public Hearing	 Open evidentiary hearing, record and public testimony Introduction chapter Background and project history Vision, guiding principles Land Use Framework (background and preview)
3	May 21, 2018 Planning Commission Public Hearing	 Neighborhood-District Framework, neighborhood design and block guidelines Streets Framework Bicycle and Pedestrian Framework

Westside Area Concept Plan Process Roadmap, Meetings 4-6

4	July 16, 2018 Planning Commission Public Hearing	 Park and Open Space Framework Infrastructure funding
5	August 20, 2018 Planning Commission Public Hearing	 Land Use Framework meeting #1 including discussion of Scenarios A, B and C
6	City Council work session A Wednesday, October 10, 2018	 Progress update and discussion with planning commissioners.

Westside Area Concept Plan Process Roadmap, Meetings 7-9

7	October 15, 2018 Planning Commission Public Hearing	 Land Use Framework meeting #2 Review of housing policy and approach¹ ¹See Concept Plan Report, "A Roadmap for Defining Westside Area Land Use" (pg. 51).
8	November 19, 2018 Planning Commission Public Hearing	 Land Use Framework meeting #3 Residential building forms and neighborhood characteristics
9	December 17, 2018 Planning Commission Public Hearing	 Land Use Framework meeting #4 Residential building forms and neighborhood characteristics This hearing was opened and continued to January 22, 2019

Westside Area Concept Plan Process Roadmap, Meetings 9-11

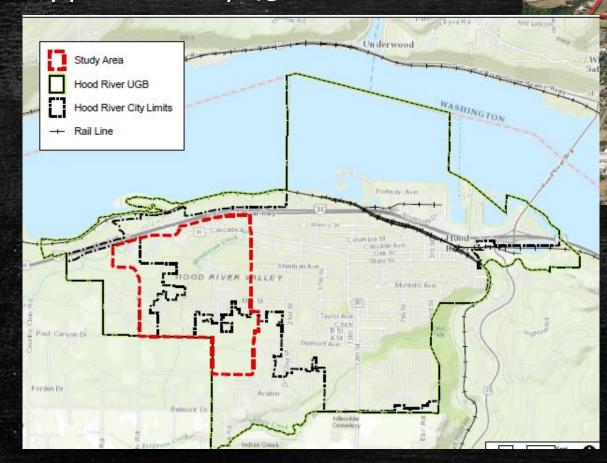
9	January 22, 2019 Planning Commission Public Hearing	 Land Use Framework meeting #4 Residential building forms and neighborhood characteristics
10	February 19, 2019 Planning Commission Public Hearing	 Land Use Framework meeting #5 Residential building forms and neighborhood characteristics Housing Needs Analysis Assumptions
11	March 18, 2019 Planning Commission Public Hearing	 Land Use Framework meeting #6: Working toward a plan map Introduction of a work plan to begin making recommendations to the City Council

Westside Area Concept Plan Process Roadmap, Meetings 12-14

Step	Meeting	Торіс
12	April 1, 2019 Planning Commission Public Hearing	 City Planning Commission deliberation Neighborhoods and Districts Framework
13	April 15, 2019 Planning Commission Public Hearing	 City Planning Commission deliberation Streets and Transit Framework Pedestrian and Bicycle Framework (subject to time constraints)
14	May 20, 2019 Planning Commission Public Hearing, tentative	 City Planning Commission deliberation Pedestrian and Bicycle Framework Parks and Open Space Framework (subject to time constraints)

Westside Area Concept Plan Report Study Area

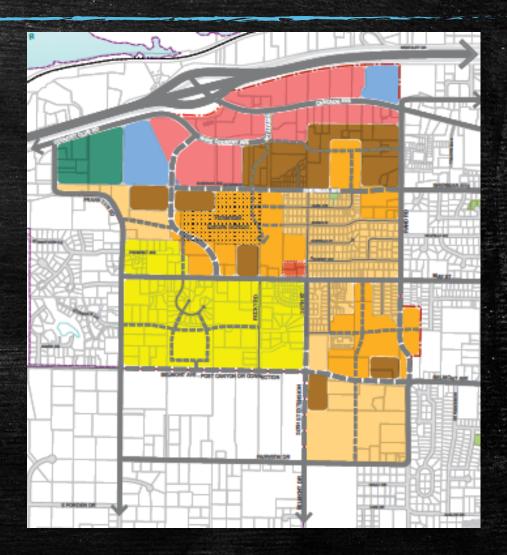
Study area, approximately 450 acres





Westside Area Concept Plan Report Framework Plans

- Neighborhoods and Districts
- Streets and Transit
- Pedestrian and Bicycle Connections
- Parks and Open Space
- Land Use (three scenarios drafted)



Legislative File No. 2018-07 Planning Commission Deliberation Neighborhoods and Districts – April 1, 2019

Figure 4 – Framework

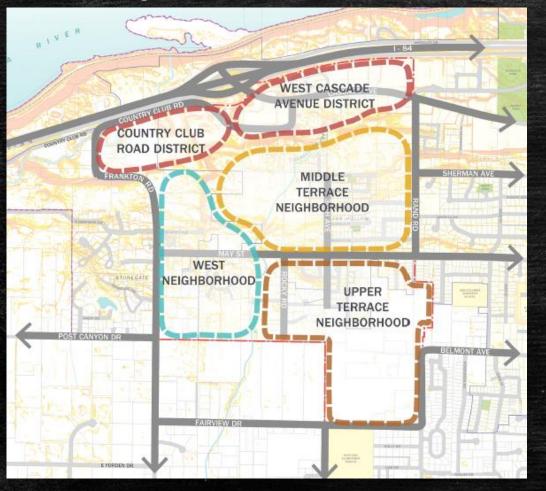
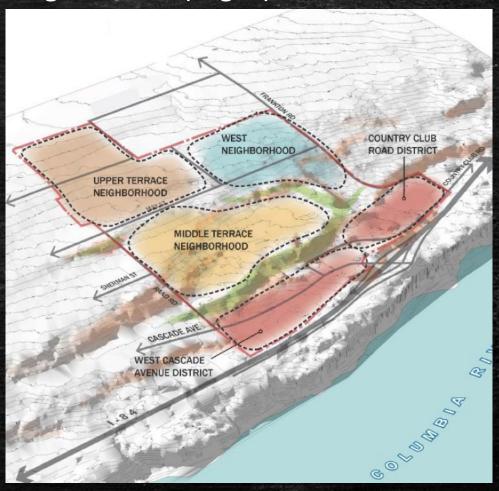
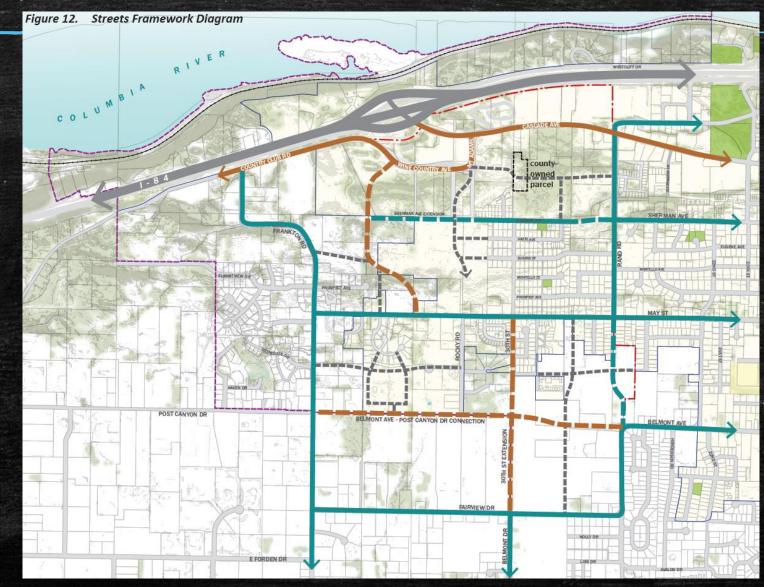


Figure 5 – Topographical Model



Legislative File No. 2018-07 Planning Commission Deliberation Streets and Transit Framework – April 15, 2019



Westside Area Concept Plan Report Streets and Transit Framework

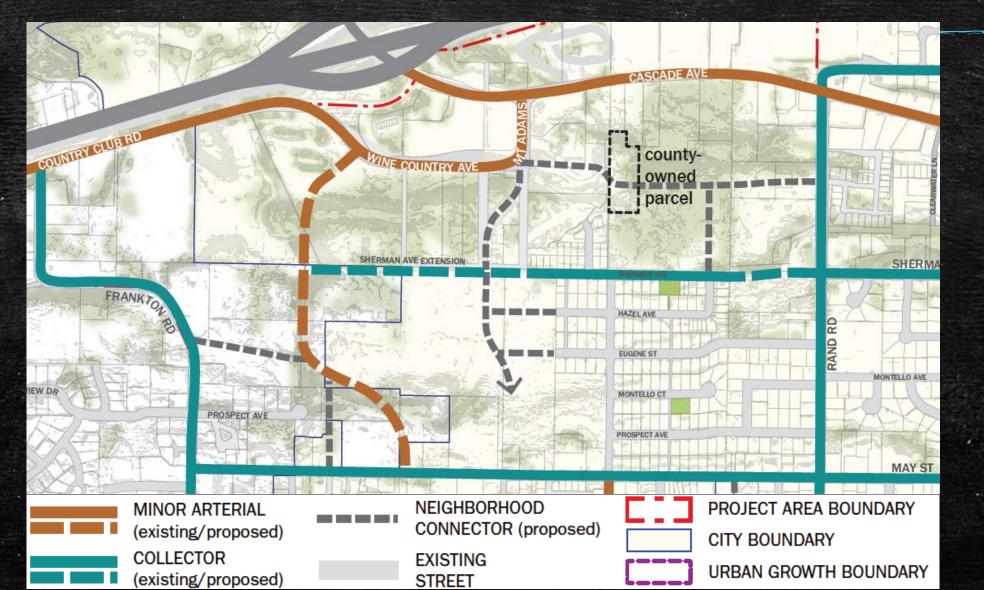
- Intended to implement the vision to create an interconnected community that includes streets, trails, and paths that are "walkable, connected, and green."
- Depicts the hierarchy of street types for the Westside Area, consistent with the street classifications used in the City's Transportation System Plan (TSP).
- Also depicts proposed "Neighborhood Connector" Streets local streets that are intended to be continuous through neighborhoods, providing direct and convenient connectivity with wider planter strips to better accommodate stormwater treatment.

Westside Area Concept Plan Report Streets and Transit Framework

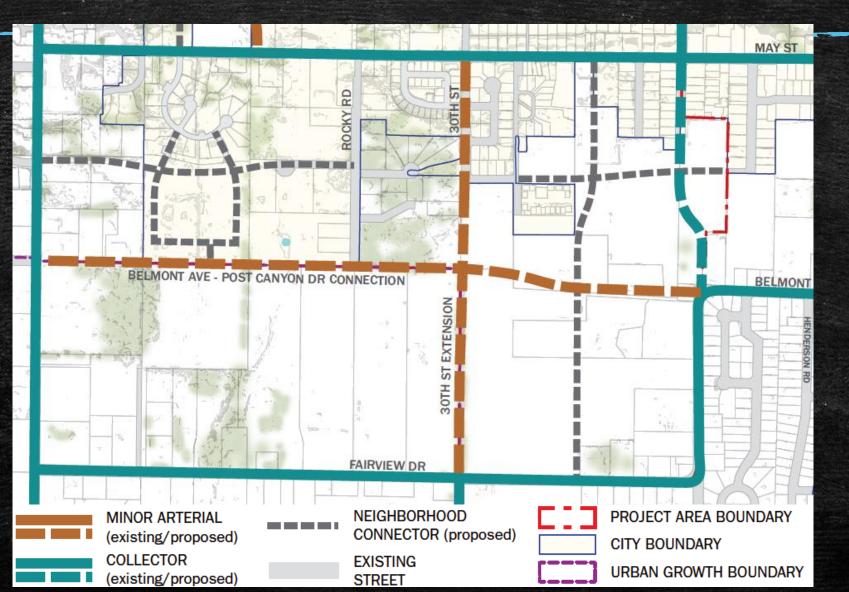
Policy Issues for Planning Commission input:

- Relocation of "Mt. Adams extension" (to Alignment D), including signals
- Refinement of traffic control method at intersection of Wine Country Ave./Mt. Adams Ave.
- Refinement of Neighborhood Connector locations
- New cross sections for Minor Arterial, Neighborhood Connectors and Local Streets to apply throughout City
- Traffic signal vs. roundabout at Cascade Ave./Mt. Adams Ave.
- Transportation system design and land use affect Transit feasibility
- 30th Avenue North of May Traffic Calming
- 30th Avenue South of May where temporary on street parking is converted back to bike lanes
- Update of the Transportation System Plan Financially Constrained List

Westside Area Concept Plan Report Streets and Transit Framework - North of May St.



Westside Area Concept Plan Report Streets and Transit Framework - South of May St.



Westside Area Concept Plan Report Streets and Transit Framework - TSP Updates

The transportation analysis for the Concept Plan validated the need for the transportation projects listed in the existing TSP (adopted 2011) and it identified several updates to streets and projects, including:

- Relocation of the "Mt. Adams Extension" Minor Arterial to "Alignment D"
- Relocation of the traffic signals previously proposed at Mt Adams/Wine Country and 30th/May to "Alignment D"/Wine Country and "Alignment D"/May (shifting the signals west).
- A signal or mini-roundabout at the Rand/27th/May St. intersection
- Updates are recommended to the TSP functional classifications for several streets in the Westside Area.

Westside Area Concept Plan Report Streets and Transit Framework

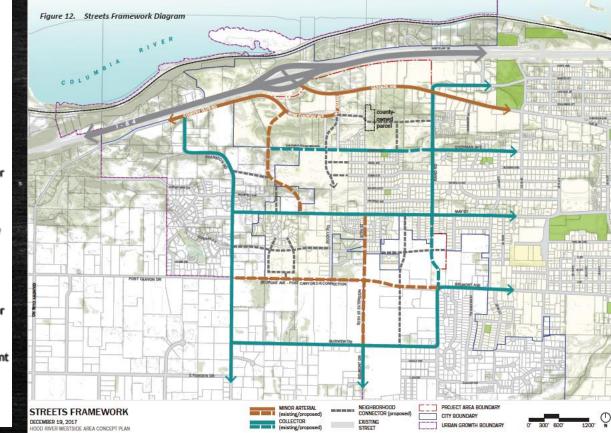
Existing Transportation System Plan (TSP) Street Classifications





UGB

Figure 12 – Proposed Framework Will Require Amendments to TSP



Westside Area Concept Plan Report Streets and Transit Framework

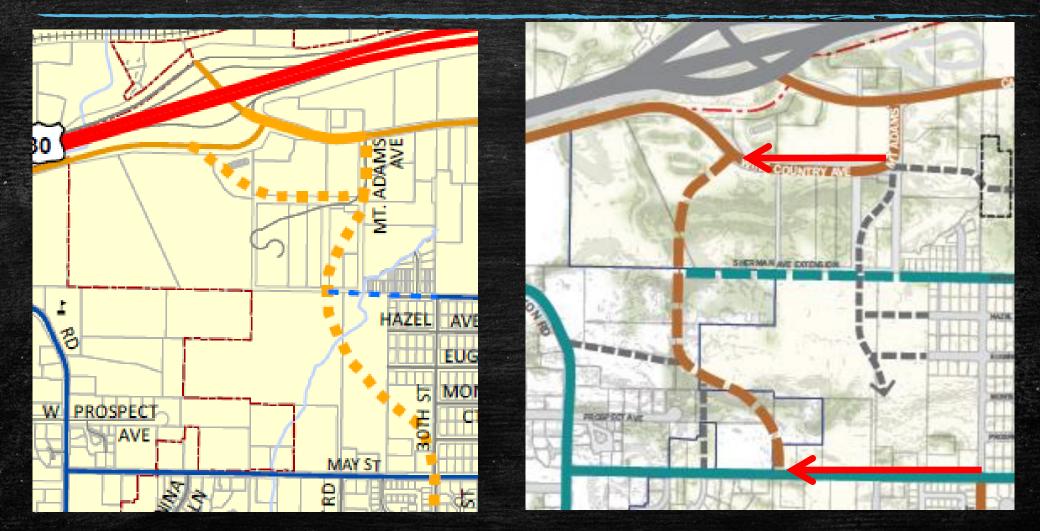
- The TSP will need to be amended to implement recommendations from the Streets Framework.
- The primary update is the relocation of a future North-South Minor Arterial street ("Mt. Adams Ave.") between Wine Country Avenue and May Street previously designated in the TSP. As the city grows, this street is expected to be a critical connectivity improvement in western Hood River that alleviates a significant amount of traffic from other corridors including Cascade Avenue, Rand Road, and 13th Street.

Westside Area Concept Plan Report Streets and Transit Framework - Mt. Adams Ave.

Given its importance, three alternatives were evaluated. The recommended route ("Alignment D") runs from Wine Country Avenue to May Street in the transition area between the West Neighborhood and the Middle Terrace Neighborhood. The rationale for this alignment is that it:

- Can be designed to be less steep than other alternatives;
- Has less overall impact on developable properties;
- Avoids placement of a Minor Arterial at the front of the future school; and
- Has less disruption of neighborhood connectivity than other alternatives.

Westside Area Concept Plan Report Streets & Transit Framework - Mt. Adams Ave.



2011 TSP Alignment

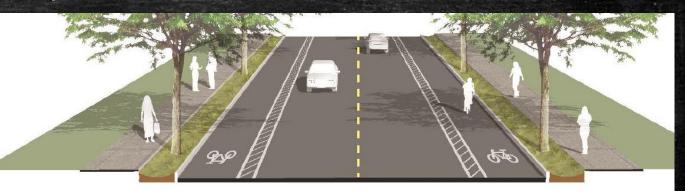
Westside Area Concept Plan Report "Alignment D"

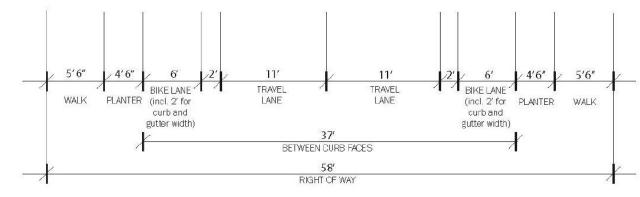
Westside Area Concept Plan Report Streets and Transit Framework - "Alignment D"

- Balances the multiple needs of active transportation, north-south mobility, neighborhood impacts, street connectivity, physical constraints, and cost.
- It will serve the function of a Minor Arterial, but must be the most "peoplefriendly" Minor Arterial that can be implemented.
- A new minor arterial cross-section is recommended, for "Alignment D" and it could be used on other minor arterial connections in the City.
- The project team recommends following elements:

Westside Area Concept Plan Report Streets and Transit Framework - "Alignment D"

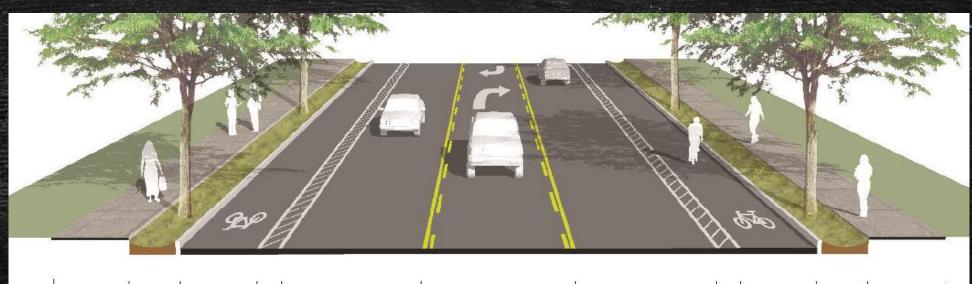
- Center turn lane: Not continuous; turn pockets where needed. Result is a 2-lane street instead of the typical 3-lane street.
- Auto lane widths: 11 feet instead of the typical 12 feet.
- Buffered bike lanes: A striped 2-foot buffer and 6-foot bike lane is recommended
- Design speeds and curve radii: Consider designing to accommodate slower speeds.
- Storm water: Incorporate lowimpact designs.

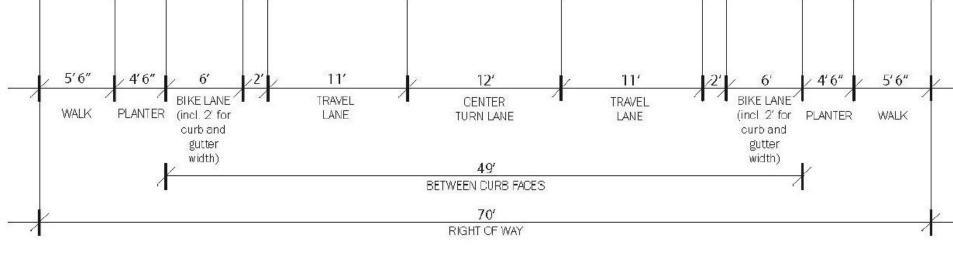




MINOR ARTERIAL ALIGNMENT D - WITHOUT TURN LANE

Westside Area Concept Plan Report Streets and Transit Framework - "Alignment D"



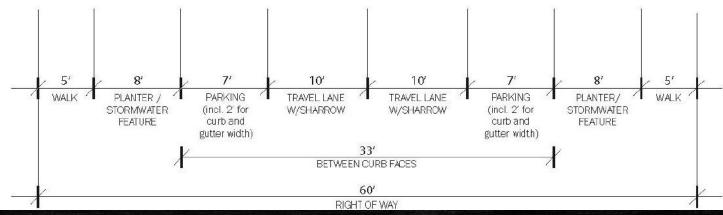


MINOR ARTERIAL ALIGNMENT D - WITH TURN LANE

Westside Area Concept Plan Report Cross Section - Neighborhood Connector

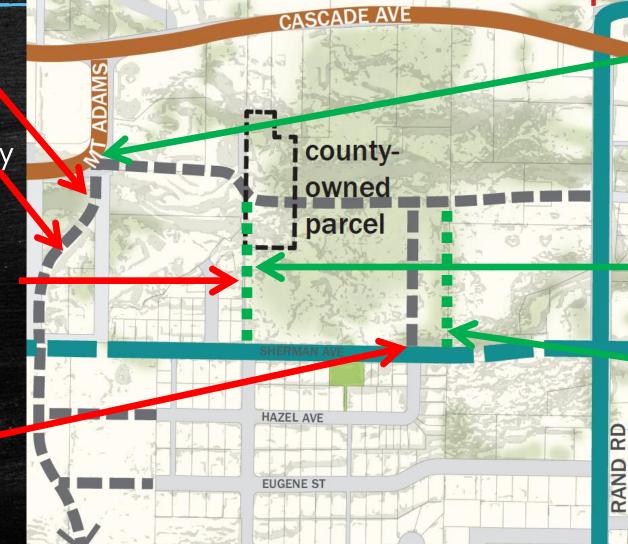
- 6o-foot-wide right-of-way
- 33-feet curb-to-curb
- On-street parking
- Travel lanes with Sharrows
- 8-foot-wide planter strips, stormwater features
- 5-foot-wide sidewalks
- Add utility easements





Westside Area Concept Plan Report Refinements to Neighborhood Connectors

- Steep grade
- Rock stability will affect width of needed right-of-way
- Future extension of 30th St. north of Sherman Ave. as Local Street (50' right-of-way)
- Alignment with Max's Loop avoids
 offset intersection but does not match existing utilities



Traffic control refinement needed at Mt. Adams Ave. & Wine Country Ave. 30th St. north of Sherman Ave. as Neighborhood Connector, or **Collector?** Allow offset intersection at Max's Loop and place street over utilities?

Westside Area Concept Plan Report Refinements to Neighborhood Connectors

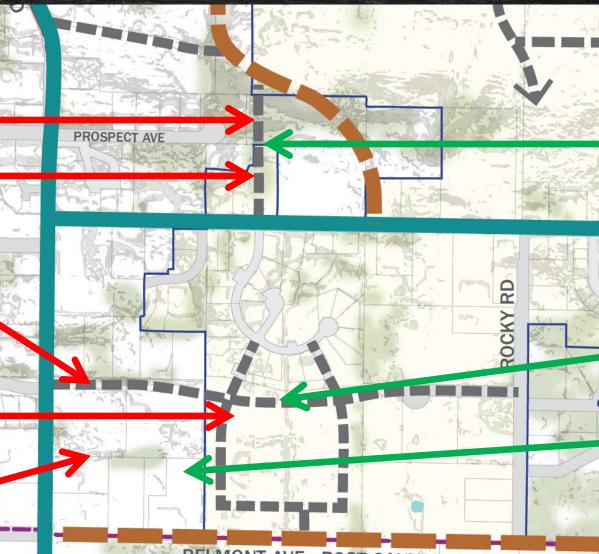
• Approx. 13% grade

Existing home

•

 Blackberry Drive off Frankton is private

- Private streets in Willow Ponds PUD
- Carr Drive is public



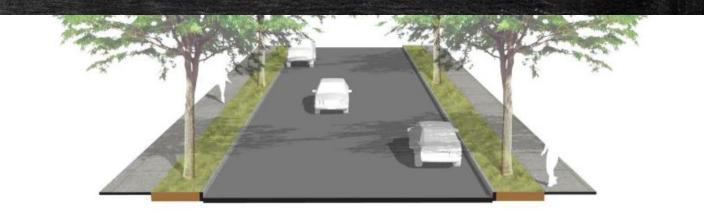
BELMONT AVE - POST CANYON DR CONNECTION

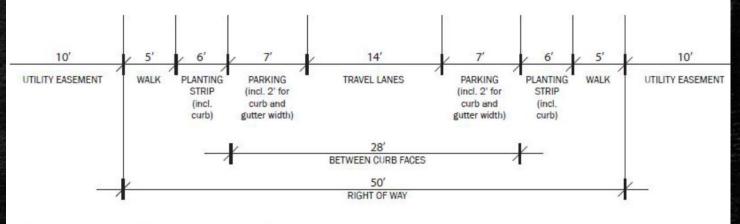
Anticipate Local Street rather than Neighborhood Connector?

Eliminate Neighborhood Connectors in Willow Ponds, and relocate west segment from Blackberry to Carr Drive?

Westside Area Concept Plan Report Cross Section – Updated Local Street

- 50-foot-wide right-of-way
- 28-feet curb-to-curb
- On-street parking with staggered driveways
- 5.5-foot-wide planter strips between curb and sidewalks
- 5-foot-wide sidewalks
- Io-foot utility easements





HOOD RIVER TSP LOCAL STREET

Westside Area Concept Plan Report Streets and Transit Framework - 30th Street

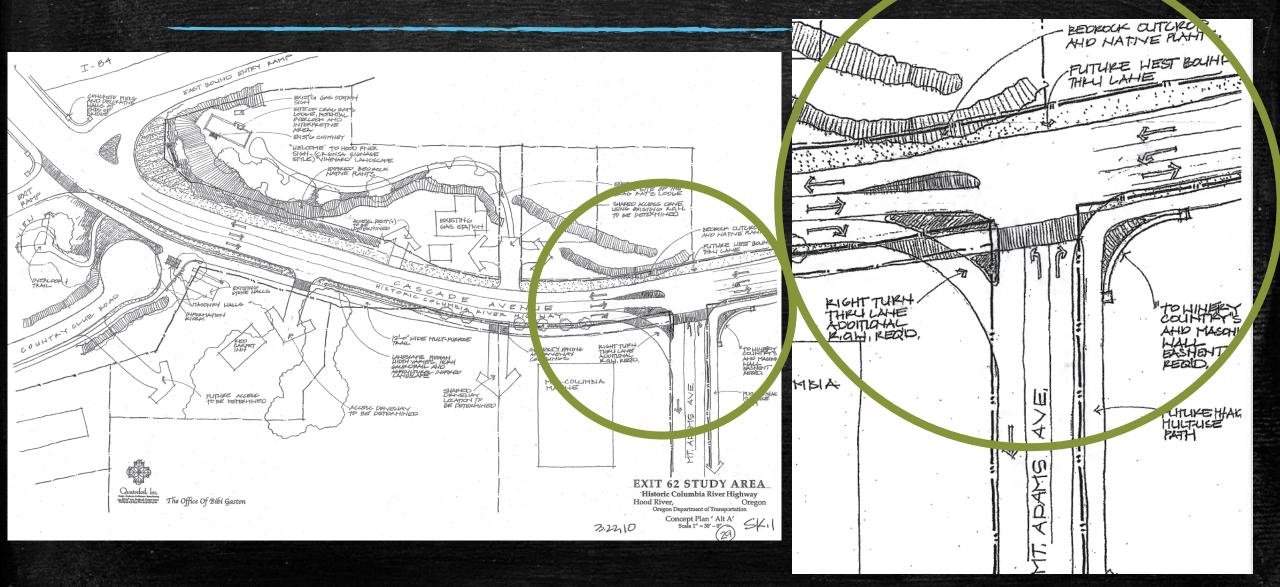
- It is anticipated that 30th Street will be extended north of Sherman Ave., connecting to Wine Country Ave.
- 30th Street, north of May Street, is designated as a Local Street in the TSP.
- The Concept Plan Report includes a section on Neighborhood Traffic Management Tools that can be used for traffic calming, and details several recommendations for traffic calming on 30th Street.

Westside Area Concept Plan Report Streets and Transit Framework - Cascade/Mt. Adams

The City's Transportation System Plan identifies improvements for the intersection on Cascade Avenue at Mt. Adams Avenue to provide sufficient capacity to accommodate future growth in auto trips. Some of these improvements have been made already. Remaining improvements include:

- Construct a second northbound left turn lane from Mt. Adams Avenue
- Construct a westbound left turn lane from Cascade Avenue (Cascade Avenue would ultimately have a center turn lane extended to Rand Road)
- Construct a second westbound lane leaving the intersection and ending at the I-84 interchange
- Construct a traffic signal

Background Historic Columbia River State Highway Sateway Design



Westside Area Concept Plan Report Streets and Transit Framework - Gateway "Option A"

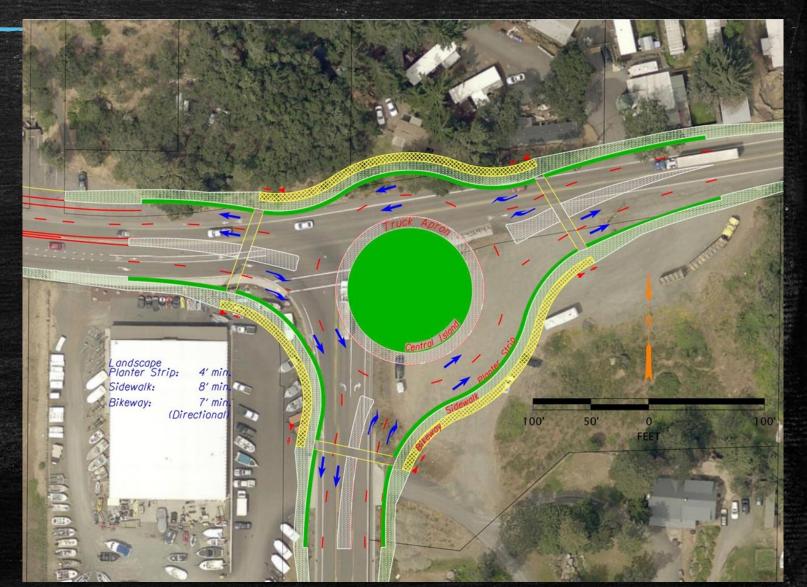


Westside Area Concept Plan Report Streets and Transit Framework – Gateway "Option B"



Westside Area Concept Plan Report Streets and Transit Framework – Roundabout Concept

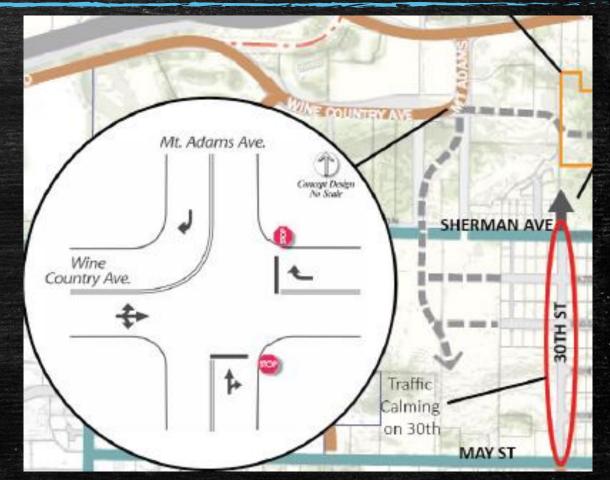
- Roundabout would require coordination with ODOT and the State Historic Preservation Office due to Historic Col. River Highway designation
- Estimate: \$2-3M for traffic signal, or \$5.5-6.5M for roundabout (with improved safety)
- Improvements have been made towards the signalized intersection, but signal or roundabout require widening for additional turn lanes.



Westside Area Concept Plan Report Streets and Transit Framework - Mt. Adams/Wine Country

The Concept Plan Report suggests a raised barrier could be used to prohibit left turn movements across traffic when new connections are added at the intersection of Mt. Adams Ave. and Wine Country Ave.

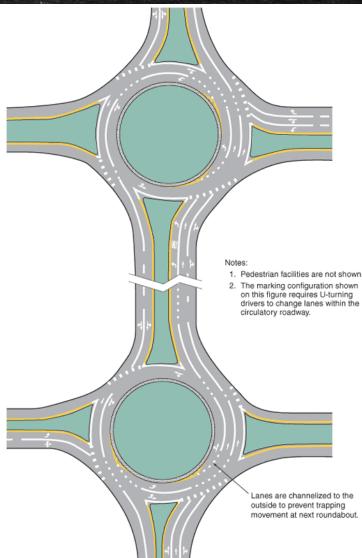
This design is preliminary and subject to further review.



Westside Area Concept Plan Report Streets and Transit Framework - Roundabout Concept

A dumbbell or "dog bone" design could be evaluated in the W. Cascade District for intersections of Mt. Adams Ave. at both Cascade Ave. and Wine Country Ave.





Westside Area Concept Plan Report Infrastructure Funding

The Concept Plan Report includes an analysis of infrastructure funding for the Westside Area, found in Appendix B, Technical Memorandum 6.1.



ECONOMICS · FINANCE · PLANNING

DATE: December 20, 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.

Westside Area Concept Plan Report Infrastructure Funding

 The funding analysis provides System Development Charge revenue estimates, infrastructure cost estimates, a comparison of costs and revenues, cost sharing ideas and specific tools for consideration.

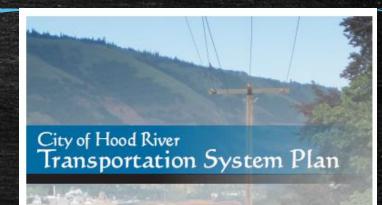
- Where project costs exceed revenues, a "gap" is identified and funding strategies are suggested.
- Typically, the City approaches funding from a city-wide perspective.
- Costs and revenues attributable to the Westside Area, and "gaps" identified, reflect assumptions stated in the analysis.

Westside Area Concept Plan Report Infrastructure Funding

Funding Plan Strategies and Issues:

- System Development Charges for Water and Sewer projects are estimated to cover the cost of needed capital construction
- Funding "gaps" were identified for stormwater (\$1.39 million), parks (\$1.7 - \$3.6 million) and transportation facilities (\$1.8 -\$3.3 million).
- City's current practice is to require developers to pay for water, sanitary sewer and stormwater costs to serve their projects, as well as to build streets to and through development sites.
- City contributes funds to oversizing facilities to meet system needs. Can be in form of SDC credits.

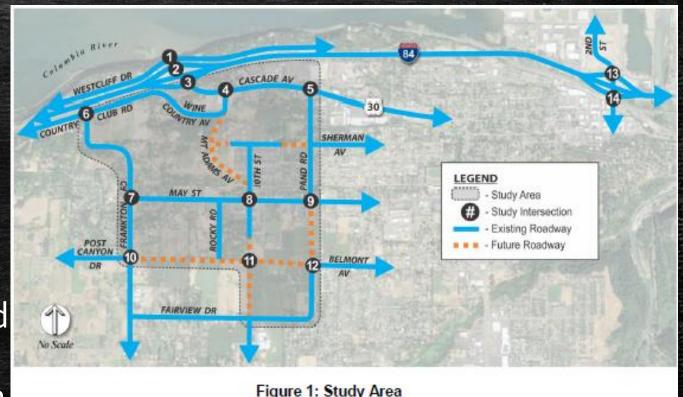
- The City plans for transportation improvements and funding through its Transportation System Plan (TSP).
- The TSP identifies a set of projects called "financially constrained" as priority projects needed for adequate system function, and to meet requirements for Oregon's Transportation Planning Rule.
- The City's Transportation SDC is based on the "financially constrained" project list.



City of Hood River

October 2011

- The Concept Plan Report includes a Transportation Analysis in Appendix B, Technical Memorandum 8 (September 29, 2017).
- The analysis modeled the impacts of the proposed plan and identified mitigation needed to ensure adequate transportation facilities will be in place to support growth.

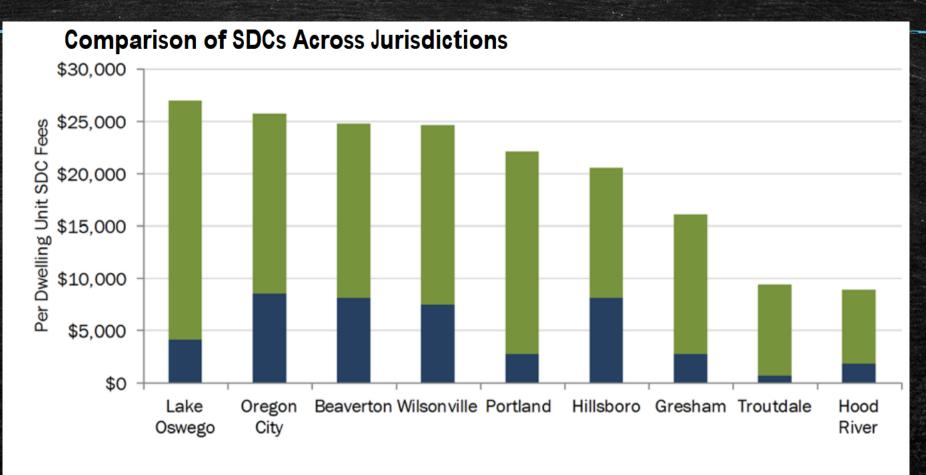


- The transportation analysis verified the need for all of the projects in the City's existing TSP, whether on the "financially constrained" list or not.
- Identified the need for one additional project depending upon preferred land use scenario: a traffic signal or mini-roundabout at the intersection of May Street and Rand Road/27th Street.
- Recommends a key project from the existing TSP, the "Mt. Adams Extension", is shifted west to a location known as "Alignment D".

- Transportation analysis identified an interim improvement solution at Interstate 84 Exit 62 with an estimated cost of \$5M(vs. \$20.9M upgrade that is noted in the adopted TSP).
- Interim improvement solution relies in part on code changes to prohibit drive-up and drive-through uses in the W. Cascade District.
- ODOT committed to funding the \$5M interim improvements within the planning period (by 2040) conditioned on the City adopting funding measures and policies for needed Westside Area transportation facilities (\$1.8-3.3M).

Funding Plan Strategies:

- Increase citywide Transportation SDC rates over time. Many Westside Area projects benefit the entire city. Requires update of the City's SDC methodology.
- Consider adopting a "sole source" SDC, charged only in the Westside Area. Should be discussed with stakeholders, compared to citywide approach, and consider in combination with other strategies.
- Use Local Improvement Districts, Reimbursement Districts and other kinds of public/private partnerships.



Single Family TSDC Single Family Other SDC

Source: League of Oregon Cities 2016 Survey; City of Beaverton, Building Development, September 2016; Hood River SDCs 2016

Funding Plan Strategies continued:

- Financial management approach, such as:
 - acquiring right-of-way earlier and holding it until new street is needed.
 - Phasing investments over time, such as first constructing "Alignment D" between Wine Country Way and a westerly extension of Sherman Avenue, and completing the segment between Sherman Ave. and May Street at a later date.
- Reducing mobility standards, and value engineering when projects are more fully designed.
- General Fund contributions, direct or through bonding.
- State or grant funding.

Timing for funding infrastructure:

- Goal of assuring that infrastructure and needed funding are provided concurrent with development.
- City's municipal code currently requires developers to provide "adequate public facilities" in association with development.
- The Concept Plan Report recommends SDC updates, capital improvement planning and development review procedures to achieve this goal.

Westside Area Concept Plan Report Streets and Transit Framework - Transit

 Guiding principle: "Plan land uses and transportation facilities so the area may be served by fixed route transit in the future."

- To achieve, the area must have good major connections to the rest of the city, an internal multi-modal circulation network that allows residents to access transit facilities, and sufficient residential density to support transit service.
- Intersection improvements in the Westside Area, such as the potential roundabout at Rand/27th/May, should be designed to accommodate transit vehicles.

Deliberation regarding the Streets and Transit Framework

Policy Issues for Planning Commission Input

- Relocation of "Mt. Adams extension" (to Alignment D), including signals
- Refinement of traffic control method at intersection of Wine Country/Mt. Adams
- Refinement of Neighborhood Connector locations
- New cross sections for Minor Arterial, Neighborhood Connectors and Local Streets to apply throughout City
- Traffic signal vs. roundabout at Cascade Ave./Mt. Adams Ave.
- Transportation system design and land use affect Transit feasibility
- 30th Avenue North of May Traffic Calming
- 30th Avenue South of May where temporary on street parking is converted back to bike lanes
- Update of the Transportation System Plan Financially Constrained List

Legislative File No. 2018-07 Planning Commission Deliberation Bicycle and Pedestrian Framework – April 15, 2019



Westside Area Concept Plan Report Bicycle & Pedestrian Framework

- The Bicycle & Pedestrian Framework depicts a network of pedestrian paths, bike routes, and trails that go "to and through" each neighborhood and district of the Westside Area.
- The goal is to provide many options for active transportation and reduced reliance on vehicle travel.
- The plan builds on designated and existing routes including the Historic Columbia River Highway State Trail, the Westside Community Trail, and routes in the adopted TSP.
- Other connections have been added to connect activity centers such as the planned parks and schools.

Westside Area Concept Plan Report Bicycle & Pedestrian Framework - TSP

- Planning for bicycle and pedestrian access is addressed in the City's Transportation System Plan, which includes "modal plans" for the pedestrian system and the bicycle system.
- These plans identify bicycle and pedestrian projects in the Westside Area including sidewalks and bike lanes, as well as the Westside Community Trail.
- TSP modal plans will need to be updated to implement new sidewalks, bike lanes, and possibly trails.

Westside Area Concept Plan Report Bicycle & Pedestrian Framework

November 2016 online open house feedback:

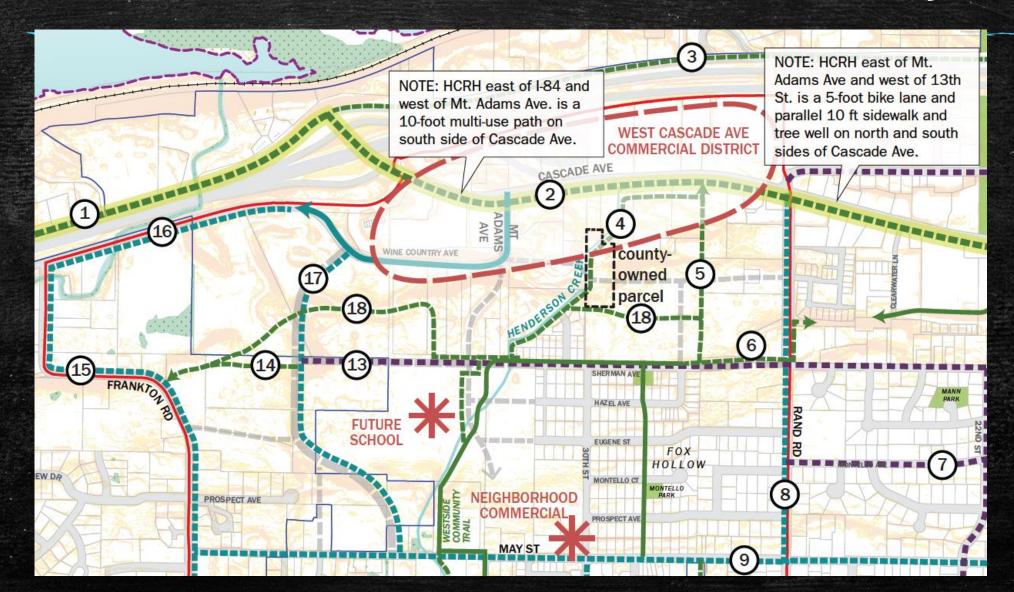
- Connecting neighborhoods with bicycle lanes was the highest-ranked transportation issue, with nearly two-thirds of respondents rating the issue as "Very Important."
- Off-street walking paths and a connected system of sidewalks also received high scores, with over half of respondents rating the issue as "Very Important."

Westside Area Concept Plan Report Bicycle & Pedestrian Framework

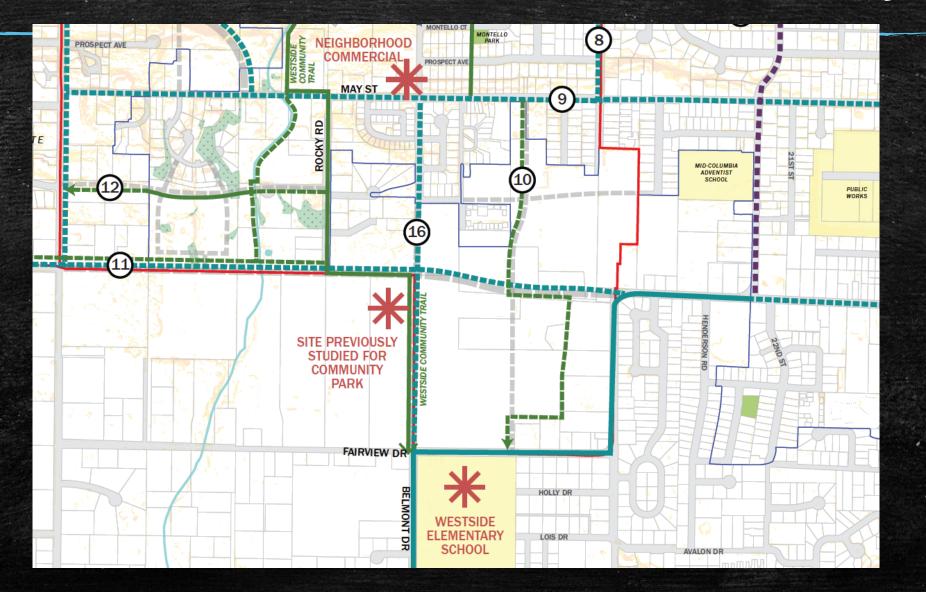
Three key trails are envisioned through the Westside Area.

- The Westside Community Trail, which currently connects from the Westside Elementary School to Sherman Avenue, will remain and be improved.
- A new trail along Henderson Creek is proposed, which can provide access to nature and an opportunity to improve the condition of the creek.
- A new "ridgeline trail" is proposed through the West and Middle Terrace Neighborhoods.

Westside Area Concept Plan Report Bicycle & Pedestrian Framework - North of May St.



Westside Area Concept Plan Report Bicycle & Pedestrian Framework - South of May St.



Westside Area Concept Plan Report Bicycle & Pedestrian Framework

- Each of the trail and path segments have been evaluated and classified.
- Tables in the Concept Plan Report describe the type, intended users, width, and surface type for each segment.

Trail Segment	Туре	Users	Approximate Width'†	Surface*
1	Historic Columbia River Hwy Trail	ऻ ⁄⊼	8'	Asphalt
2	Historic Columbia River Hwy Trail (design varies by segment; see map)	f o K /	12'	Asphalt or Concrete
3	Westcliff Dr pedestrian path	* /	6'	Concrete Sidewalk or other Firm & Stable Surface
4	Henderson Creek Trail	'† /	6'	Firm & Stable Surface
5	Westside Community Trail extension to Cascade Ave	ऻ ⁄⊼	~4'	Firm & Stable Surface
6	Westside Community Trail extension east and north to waterfront	్ 🏌	~4'	Firm & Stable Surface

The alignment, width, and surface types are preliminary and subject to refinement during design.

Deliberation regarding the Bicycle and Pedestrian Framework

Issues:

- Support addition of Henderson Creek and Ridgeline trails?
- Ensure consistency and minimize redundancy between facilities in the Bicycle and Pedestrian Framework, and Streets and Transit Framework:
 - Westside Community Trail along Rocky Road should be on sidewalk
 - Are Trail Segments 5 (4' firm and stable surface) and 10 (10' off-street asphalt or concrete path) needed parallel to future Neighborhood Connector streets?
 - Is Trail Segment 11 (10' multi-use path) needed along with 6' bike lane and sidewalk? Is path an interim improvement until road and sidewalks are constructed?
 - Trail Segment 12 should be via Carr Drive rather than Blackberry Dr., through Willow Ponds to Rocky Rd.

File No. 2018-07

Staff suggests a motion to continue the Planning Commission's hearing for File No. 2018-07 to Monday, May 20, 2019 at 5:30pm in the City Council Chambers for further hearing and discussion.