

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

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August 20, 2018  
City of Hood River Planning Commission



# August 20, 2018 Hearing - File No. 2018-07

- Background
- Land Use Framework





## BACKGROUND- File No. 2018-07

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- Continuance of legislative amendments hearing from July 16, 2018.
- The topic of tonight's discussion is based on the "process roadmap" that was outlined before the first hearing.
- Planning Commission is reviewing Westside Area Concept Plan Report, and refinements will be made prior to sending recommendations to the City Council.



# BACKGROUND - Westside Area Concept Plan Process Roadmap, Meetings 1-3

| Step | Meeting   | Topic  |
|------|---|--|
| 1    | February 20, 2018<br>Planning Commission Work Session | <ul style="list-style-type: none"> <li>• Background and project history</li> <li>• Outline the process for moving forward including public involvement, City and County coordination, opportunities for public comment, code changes</li> <li>• Overview of documents and issues</li> <li>• Refinement of the work plan</li> </ul> |
| 2    | March 19, 2018<br>Planning Commission Public Hearing  | <ul style="list-style-type: none"> <li>• Open evidentiary hearing, record and public testimony</li> <li>• Introduction chapter</li> <li>• Background and project history</li> <li>• Vision, guiding principles</li> <li>• Land Use Framework (background and preview)</li> </ul>   |
| 3    | May 21, 2018<br>Planning Commission Public Hearing    | <ul style="list-style-type: none"> <li>• Neighborhood-District Framework, neighborhood design and block guidelines</li> <li>• Streets Framework</li> <li>• Bicycle and Pedestrian Framework</li> </ul>   |

# BACKGROUND - Westside Area Concept Plan Process Roadmap, Meetings 4-6

| Step | Meeting   | Topic   |
|------|---|---|
| 4    | July 16,<br>2018<br>Planning<br>Commission<br>Public<br>Hearing   | <ul style="list-style-type: none"> <li>• Park and Open Space Framework</li> <li>• Infrastructure funding</li> </ul>   |
| 5    | August 20,<br>2018<br>Planning<br>Commission<br>Public<br>Hearing | <ul style="list-style-type: none"> <li>• Land Use Framework meeting #1 including discussion of Scenarios A, B and C</li> </ul>  |
| 6    | CC work<br>session A<br><br>Date to be<br>determined              | <ul style="list-style-type: none"> <li>• Solidify vision, guiding principles, and housing policy and approach<sup>1</sup> <ul style="list-style-type: none"> <li>• Step 1: Articulate overall housing policy direction, including review of City Housing Strategy Action 1.1</li> <li>• Step 2: Review housing options citywide, then determine conceptual role for Westside for providing workforce and affordable housing</li> </ul> </li> </ul> <p><i>This work session is intended as a check point to ensure the Council has early input into, and validation of, the direction for housing policy. The PC Chair and other PC members should be "at the table" with the CC. See Concept Plan Report pp. 51, "A Roadmap for Defining Westside Area Land Use" for specific questions and issues to be discussed.</i></p> |



# BACKGROUND - Westside Area Concept Plan Process Roadmap, Meetings 7-9

| Step | Meeting          | Topic   |
|------|------------------|---|
| 7    | PC 6<br>Date TBD | <ul style="list-style-type: none"> <li>Housing policy and approach<sup>1</sup> <ul style="list-style-type: none"> <li>Step 1: Overall housing policy</li> <li>Step 2: Review housing options citywide and conceptual role for Westside for providing workforce and affordable housing</li> </ul> </li> <li>Land Use Framework for the Westside and Scenarios</li> </ul> |
| 8    | PC 7<br>Date TBD | <ul style="list-style-type: none"> <li>Land Use Framework meeting #2: Scenarios continued, working toward a plan map<sup>2</sup></li> </ul>   |
| 9    | PC 8<br>Date TBD | <ul style="list-style-type: none"> <li>Land Use Framework meeting #3 (if needed): Identify draft plan map<sup>2</sup></li> <li>Implementation: Comprehensive Plan policies and supporting documents</li> <li>Implementation: Code discussion #1, including code topics to be addressed<sup>3</sup></li> </ul>   |

<sup>1</sup> See Concept Plan Report, "A Roadmap for Defining Westside Area Land Use" for specific questions and issues to be discussed in the housing policy and land use framework steps.

<sup>2</sup> When a draft map is prepared, the City should assess whether revisions are required to the transportation analysis, Transportation Planning Rule findings, and park acreage calculations.

<sup>3</sup> The City should consider being selective about which of the draft code amendments should move forward as part of the Concept Plan. It may be possible to "shortlist" the higher priority ones that can be finalized in fewer discussions. The list noted in Step 9 will identify which code updates are important to accompany an updated Westside land use map and which can wait until a future process.



## BACKGROUND - File No. 2018-07

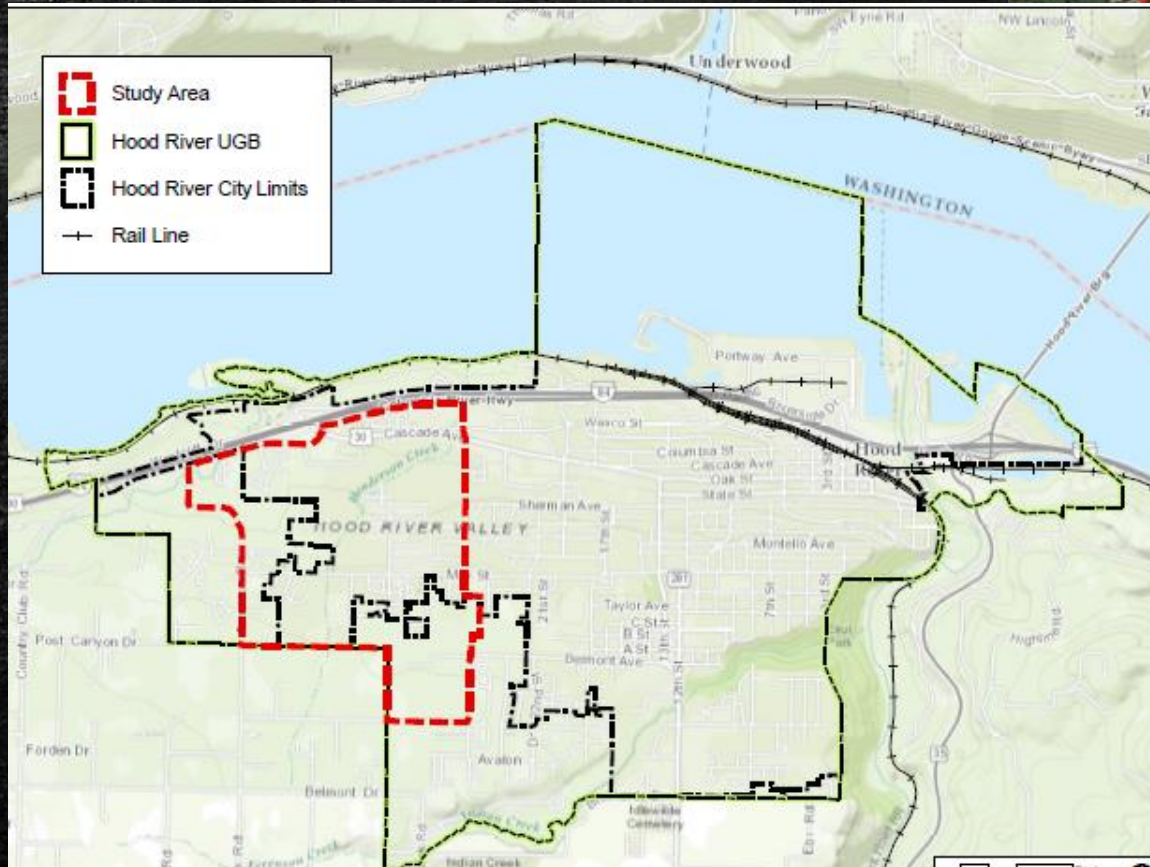
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- The Westside Area Concept Plan Report recommends amendments to the City's Comprehensive Plan, Transportation System Plan, Capital Facilities Plans, Zoning Map, Subdivision Ordinance and Zoning Ordinance.
- Amendments may not be limited to the Westside, and could be applied throughout the City and Urban Growth Area.



# BACKGROUND - Westside Area Concept Plan Report Study Area

Study area,  
approximately 450 acres





# BACKGROUND - Westside Area Concept Plan Report Vision

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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:

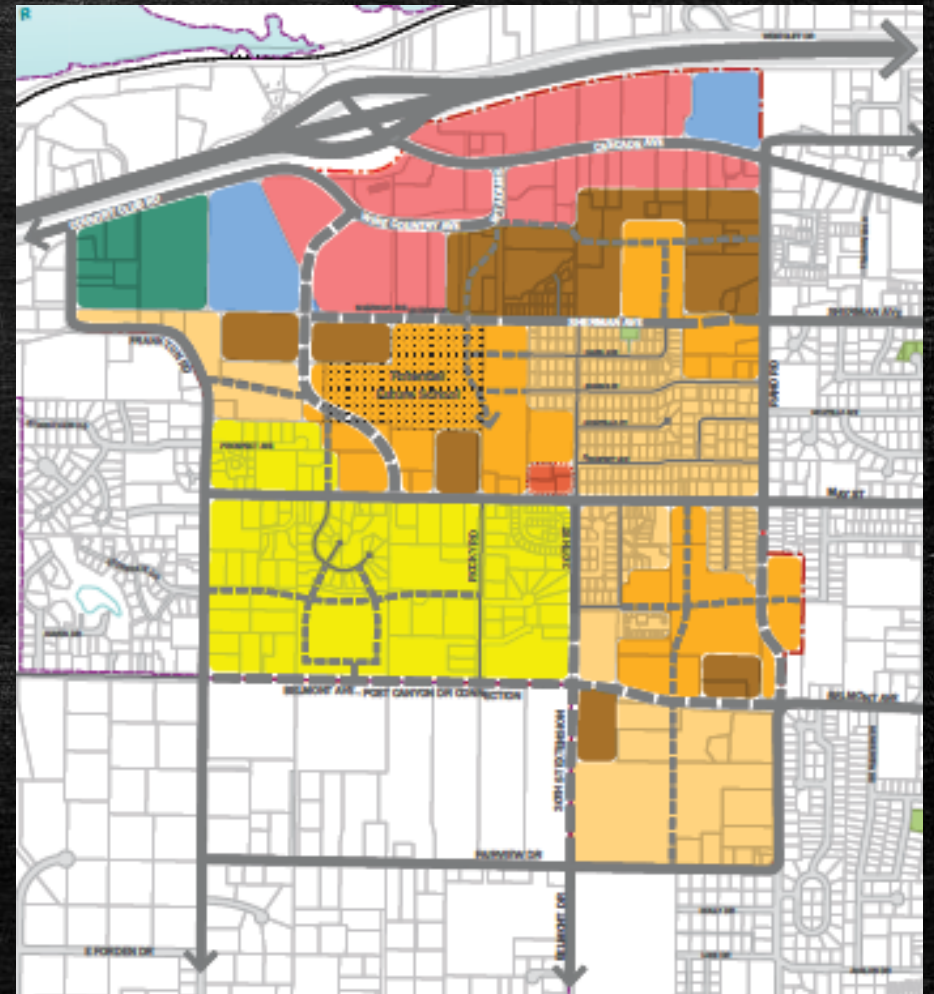
- Housing options that provide choices for all income levels, life stages, and cultures within Hood River.
- Streets, trails, and paths that are walkable, connected, and green.
- Neighborhood design that celebrates the landforms, views, and magnificent landscape of Hood River.
- Open spaces and parks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



# BACKGROUND - 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)





# BACKGROUND - Westside Area Concept Plan Report Neighborhoods and Districts Framework

Figure 4 – Framework

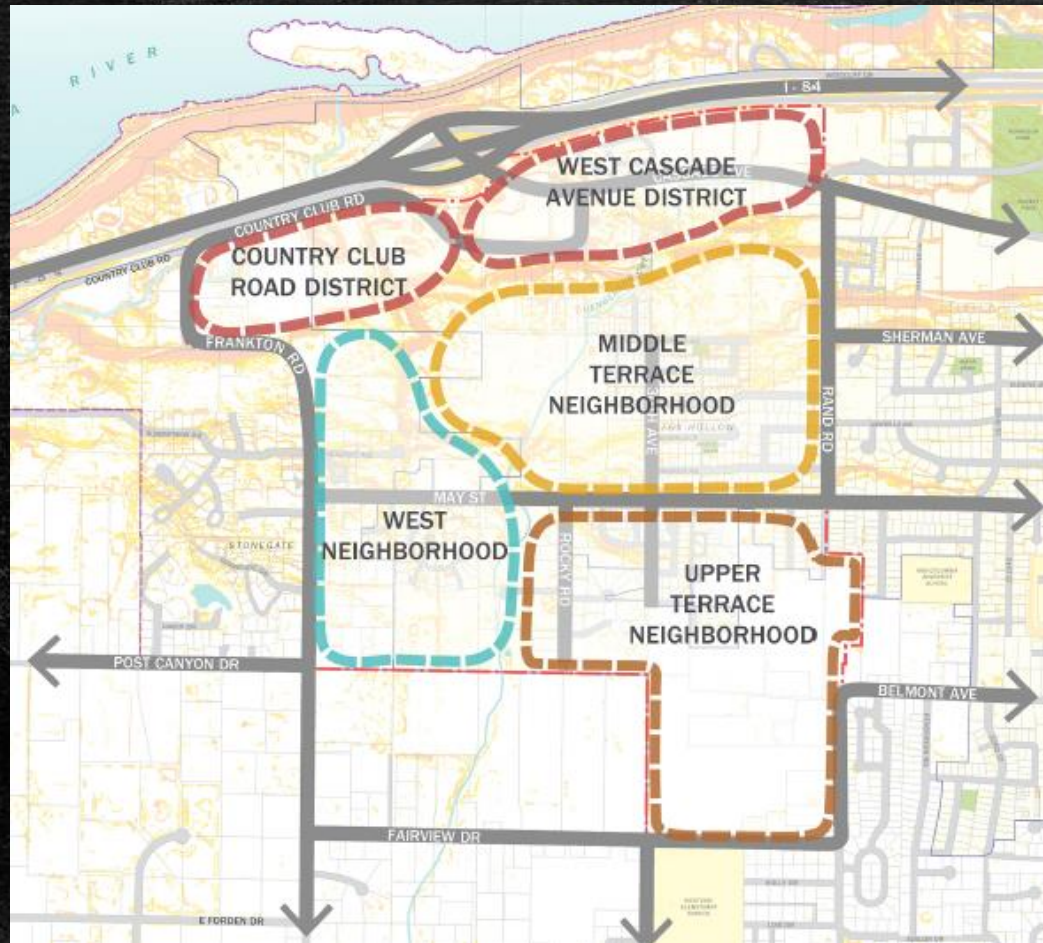
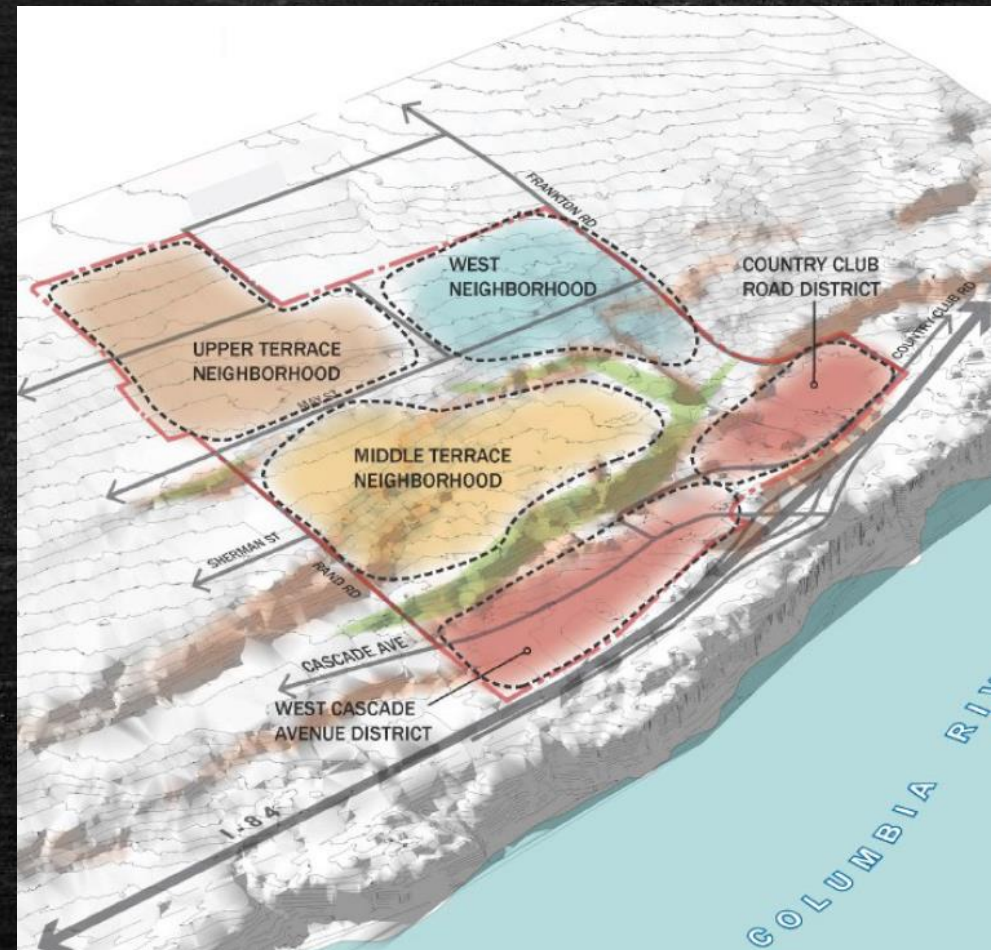


Figure 5 – Topographical Model





# BACKGROUND - Westside Area Concept Plan Report Streets and Transit Framework

Existing Transportation System Plan (TSP)  
Street Classifications

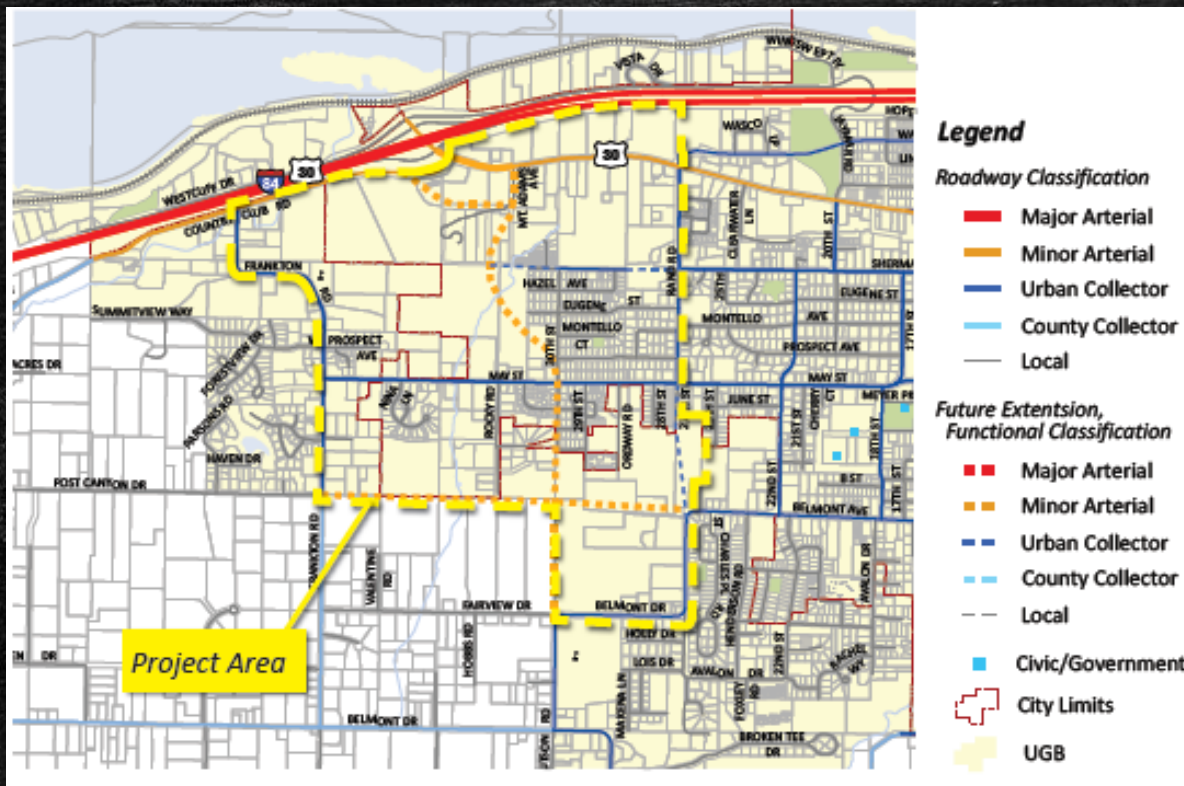
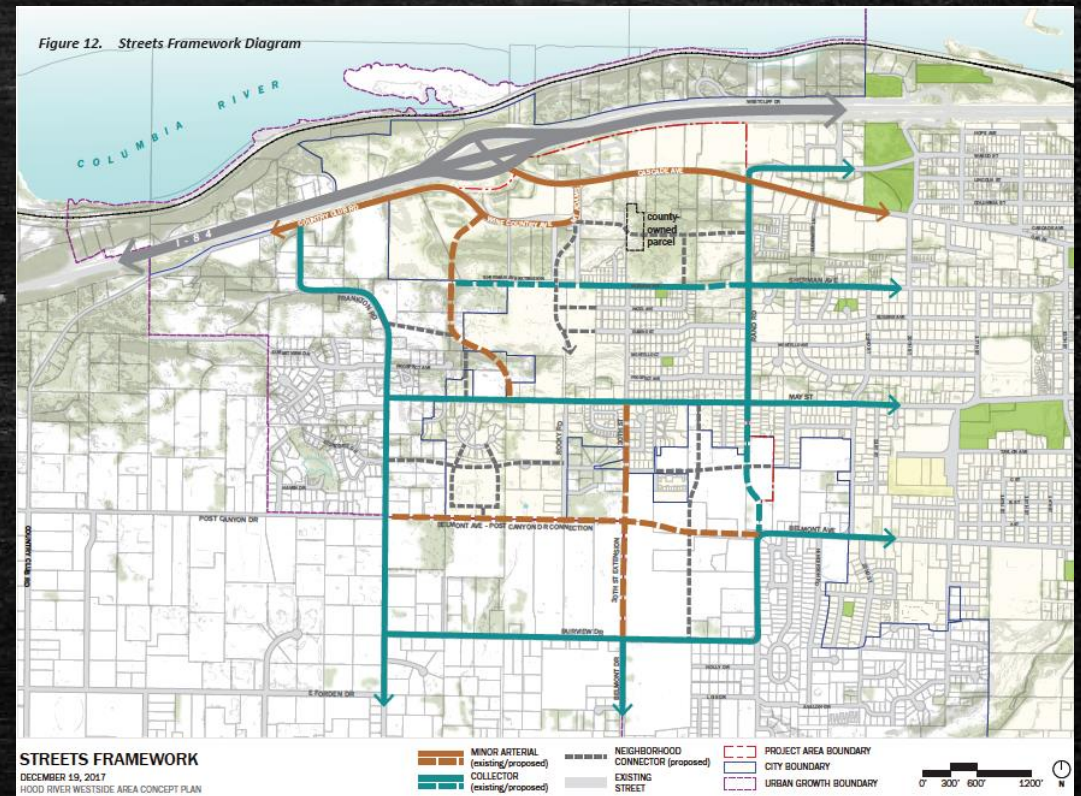


Figure 12 – Proposed Framework  
Will Require Amendments to TSP





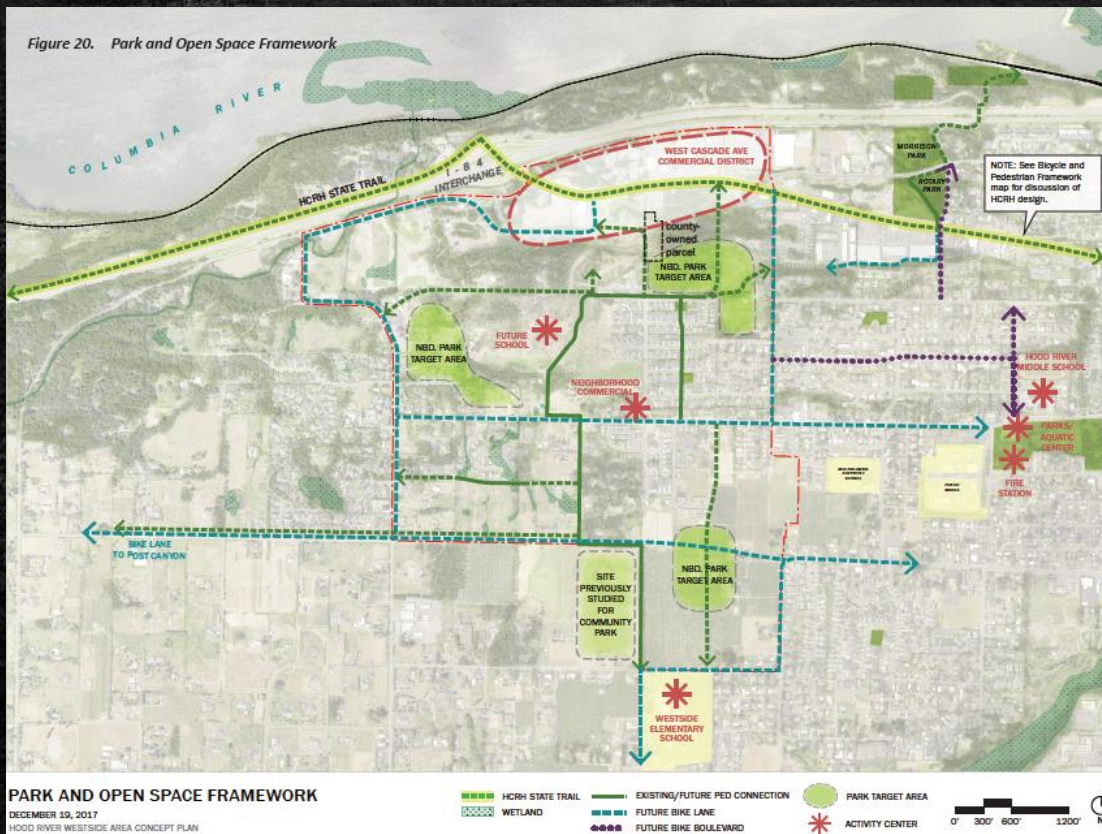




# BACKGROUND - Westside Area Concept Plan Report Parks and Open Space Framework

Figure 20 - Framework

Hood River Valley Parks District 2018  
Master Plan Update (In Process)



## A Parks Plan for All

Hood River Valley Parks & Recreation  
Multi-Jurisdictional Master Plan



# BACKGROUND - Westside Area Concept Plan Report Neighborhood Design Guidelines

- Development is likely to be incremental, over 20 years or more.
- Public investments such as the future school, new north-south arterial street connection, and parks are opportunities to enhance their surrounding neighborhoods.
- Neighborhood design frameworks are suggested to be used in conjunction with regulations to help weave together more cohesive neighborhoods.





# BACKGROUND - Westside Area Concept Plan Report Land Use

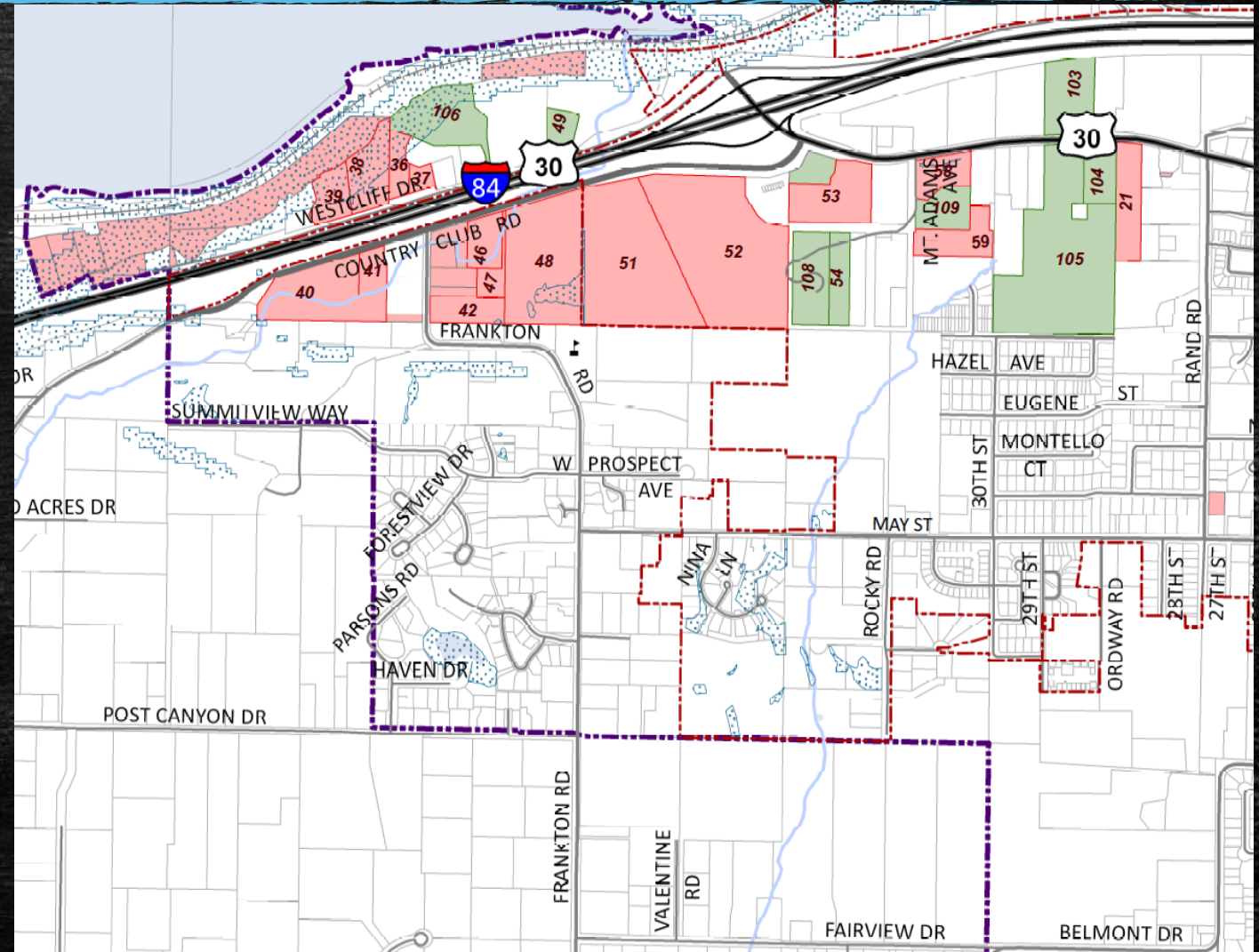
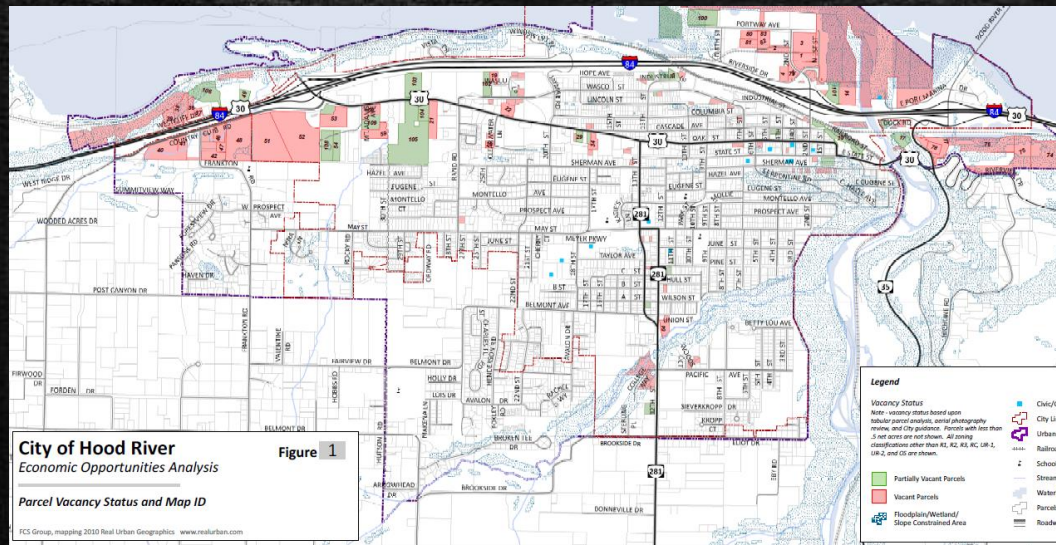
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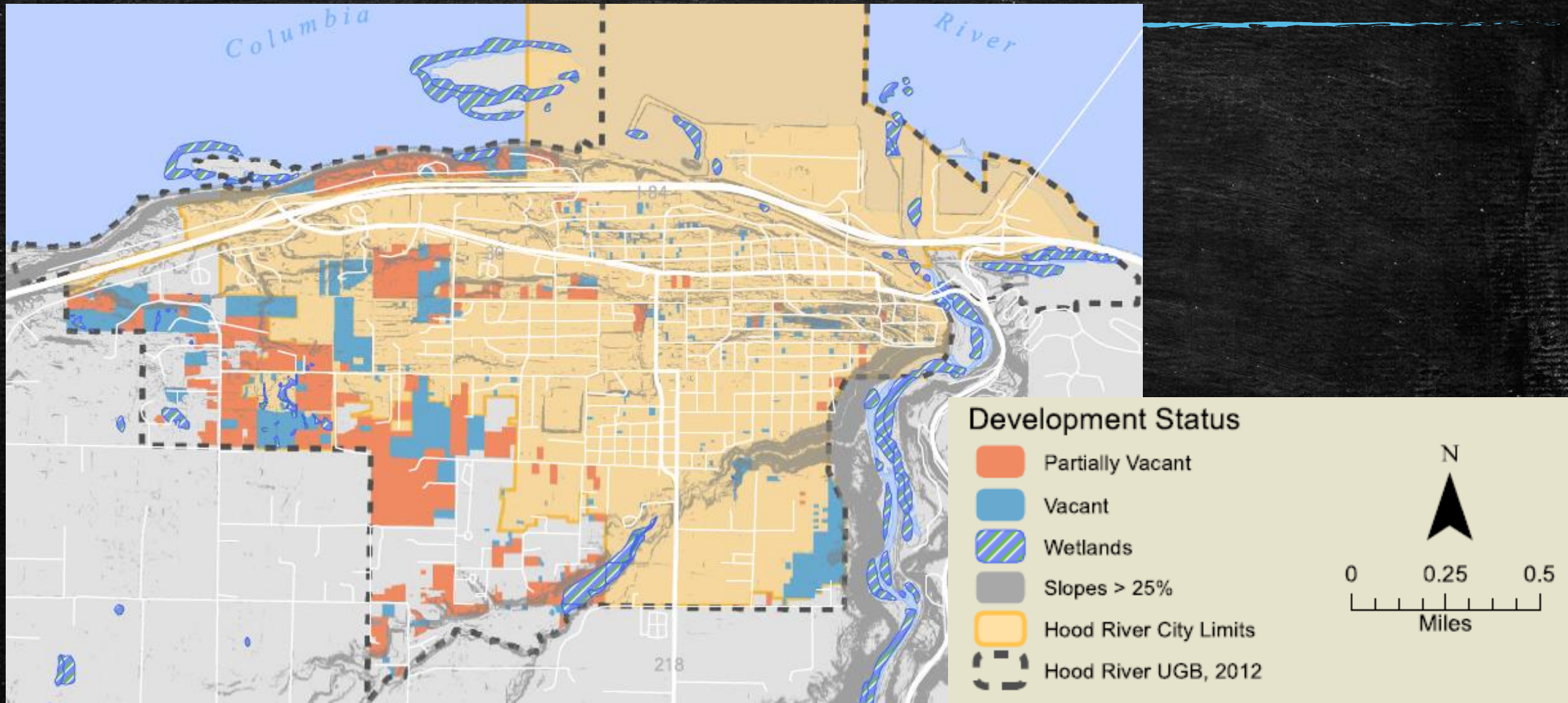
# BACKGROUND - Westside Area Concept Plan Report 2011 Economic Opportunities Analysis

## Vacant and Partially Vacant Commercial and Industrial Land (Employment Lands)





# BACKGROUND - Westside Area Concept Plan Report 2015 Residential Buildable Land Inventory





## BACKGROUND - Westside Area Concept Plan Report 2015-2035 Housing Needs Analysis (HNA)

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- Included forecast of needed housing and land for housing based on expected population growth
- Considered historical information about Hood River's housing market including recent development trends, homeownership trends, and trends in housing prices
- Considered information about the demographic and socioeconomic characteristics of Hood River's residents and trends that may affect housing choice
- Anticipated 2.0% average annual growth rate in Urban Growth Boundary (the official population forecast at the time HNA was adopted) and 4,528 new residents in UGB over 20 years



# BACKGROUND - Westside Area Concept Plan Report 2015-2035 Housing Needs Analysis (HNA)




**Table 7. Estimate of needed dwelling units by income level, Hood River, 2015-2035**

| Market Segment by Income        | Income range         | New Households 2015-2035 |                       | Financially Attainable Products   |   |
|---------------------------------|----------------------|--------------------------|-----------------------|---|---|
|                                 |                      | Number of Households     | Percent of Households | Owner-occupied  | Renter-occupied   |
| High (120% or more of MFI)      | \$76,800 or more     | 615                      | 31%                   | All housing types; moderate and higher prices   | All housing types; moderate and higher prices                             |
| Upper Middle (80%-120% of MFI)  | \$51,200 to \$76,800 | 357                      | 18%                   | Small single-family with lower values; single-family attached; duplexes; manufactured | All housing types; lower values   |
| Lower Middle (50%-80% of MFI)   | \$32,000 to \$51,200 | 397                      | 20%                   | Manufactured on lots and in parks; single-family attached; duplexes                   | Single-family attached; detached; manufactured on lots; apartments        |
| Low (30%-50% or less of MFI)    | \$19,200 to \$32,000 | 357                      | 18%                   | Manufactured in parks   | Apartments; manufactured in parks; duplexes; government assisted housing  |
| Very Low (Less than 30% of MFI) | Less than \$19,200   | 258                      | 13%                   | None  | Apartments, market-rate and subsidized; other government assisted housing |



# BACKGROUND - Westside Area Concept Plan Report 2015-2035 Housing Needs Analysis (HNA)

**Table 4. Forecast of needed housing by housing type, Hood River UGB, 2015 to 2035**

|  | New Dwelling<br>Units<br>(2015-2035) |   |
|--|--------------------------------------|---|
| Total new dwelling units (2015-2035)               | 1,985                                |   |
| Dwelling units by structure type                   |                                      |   |
| Single-family detached                             |                                      |   |
| Percent single-family detached DU                  | 55%                                  |    |
| <i>equals</i> Total new single-family detached DU  | 1,092                                |   |
| Single-family attached                             |                                      |   |
| Percent single-family attached DU                  | 10%                                  |  |
| <i>equals</i> Total new single-family attached DU  | 199                                  |   |
| Multifamily  |                                      |   |
| Percent multifamily detached DU                    | 35%                                  |  |
| Total new multifamily DU                           | 694                                  |   |
| <i>equals</i> Total new dwelling units (2015-2035) | 1,985                                |   |



# BACKGROUND - Westside Area Concept Plan Report

## Study Area

### Opportunities & Constraints Report

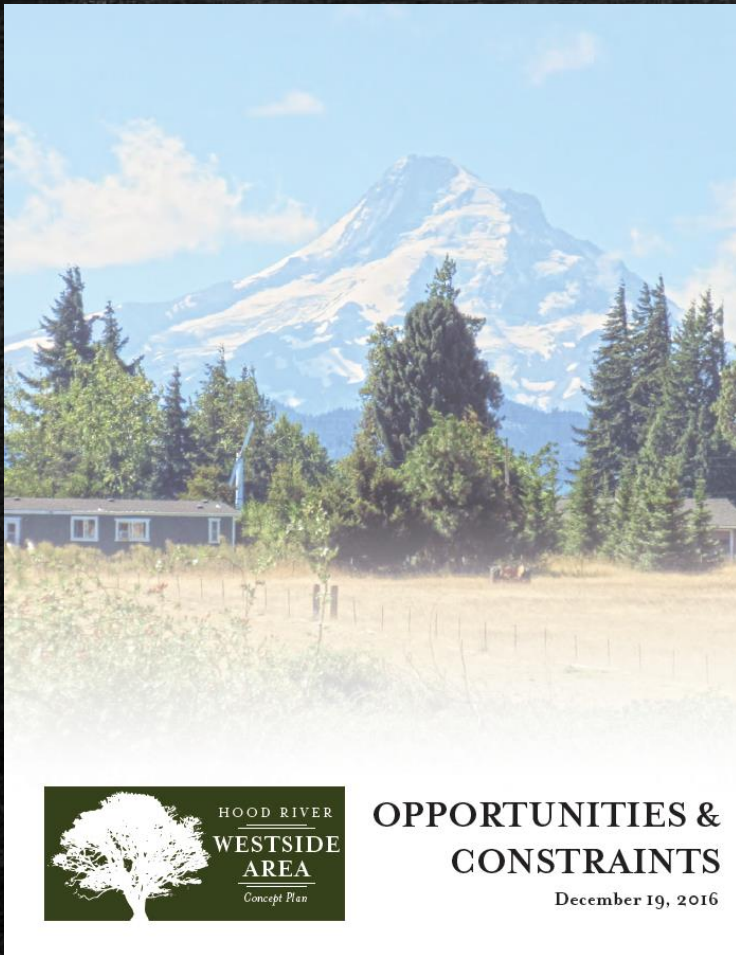


Table 2. Project Area Buildable Lands - Residential Designation

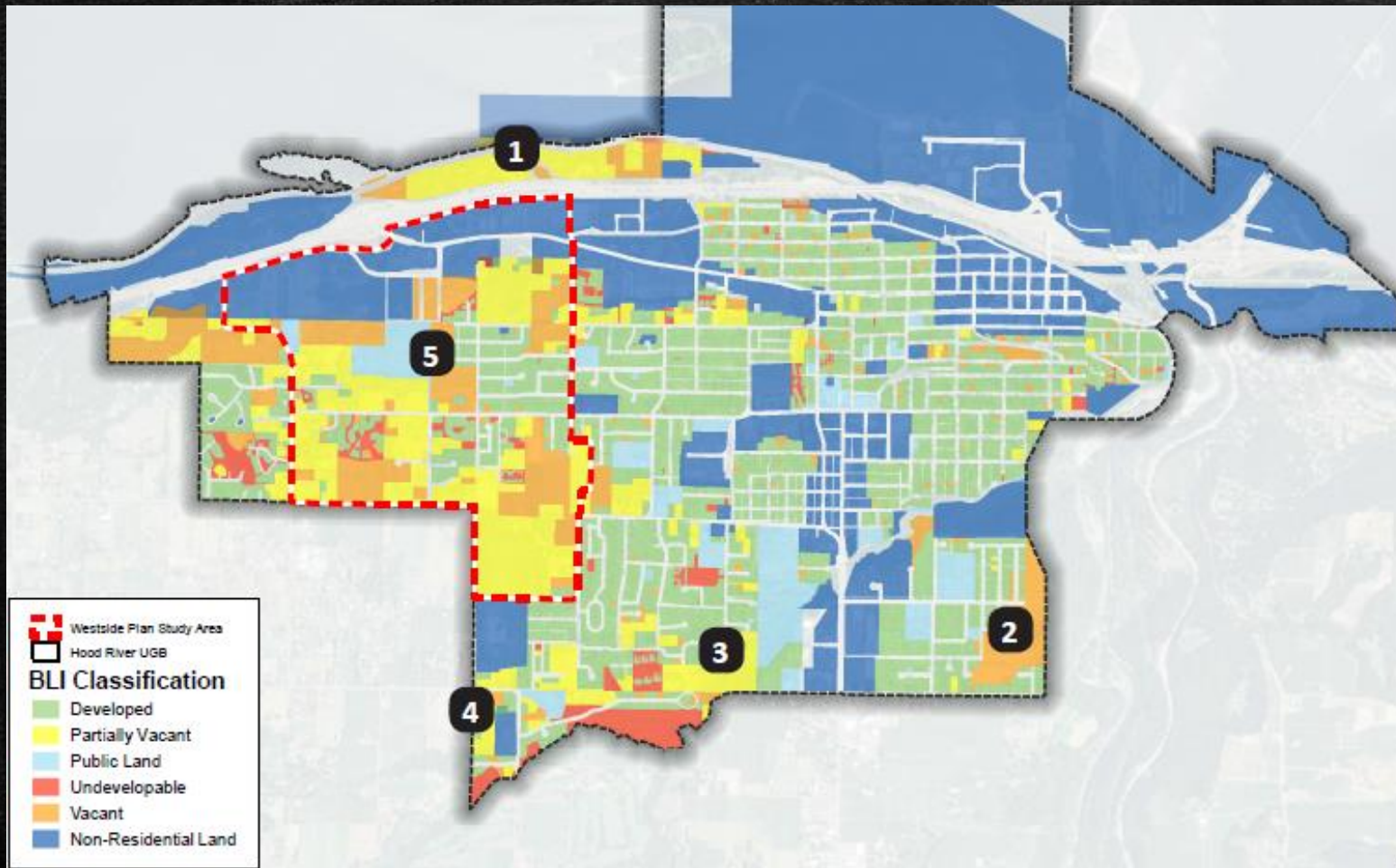
| Residential Designation | Number of Taxlots | Total Acres   | Developed Acres | Constrained Acres | Buildable Acres |
|-------------------------|-------------------|---------------|-----------------|-------------------|-----------------|
| <b>R-1</b>              | <b>123</b>        | <b>119.61</b> | <b>35.76</b>    | <b>14.03</b>      | <b>69.8</b>     |
| Developed               | 70                | 11.44         | 9.81            | 1.6               | 0               |
| Partially Vacant        | 22                | 49.49         | 5.5             | 6.55              | 37.43           |
| Public Land             | 1                 | 17.47         | 16.93           | 0.54              | 0               |
| Undevelopable           | 11                | 5.55          | 3.52            | 2.05              | 0               |
| Vacant                  | 19                | 35.66         | 0               | 3.29              | 32.37           |
| <b>R-2</b>              | <b>300</b>        | <b>48.62</b>  | <b>37.86</b>    | <b>4.45</b>       | <b>6.61</b>     |
| Developed               | 276               | 36.96         | 33.71           | 3.14              | 0               |
| Partially Vacant        | 5                 | 2.88          | 1.25            | 0.17              | 1.92            |
| Public Land             | 2                 | 0.32          | 0.31            | 0                 | 0               |
| Undevelopable           | 6                 | 2.66          | 2.59            | 0.05              | 0               |
| Vacant                  | 11                | 5.8           | 0               | 1.09              | 4.69            |
| <b>R-3</b>              | <b>33</b>         | <b>14.39</b>  | <b>3.63</b>     | <b>3.49</b>       | <b>7.32</b>     |
| Developed               | 21                | 2.6           | 2.24            | 0.4               | 0               |
| Partially Vacant        | 1                 | 2.01          | 0.25            | 0.33              | 1.43            |
| Undevelopable           | 4                 | 1.42          | 1.14            | 0.28              | 0               |
| Vacant                  | 7                 | 8.36          | 0               | 2.48              | 5.89            |
| <b>U-R-1</b>            | <b>67</b>         | <b>65.97</b>  | <b>17.45</b>    | <b>7.59</b>       | <b>40.91</b>    |
| Developed               | 27                | 7.86          | 7.21            | 0.65              | 0               |
| Partially Vacant        | 31                | 42.82         | 7.75            | 4.69              | 30.35           |
| Public Land             | 1                 | 2.41          | 2.09            | 0.32              | 0               |
| Undevelopable           | 2                 | 0.53          | 0.4             | 0.13              | 0               |
| Vacant                  | 6                 | 12.35         | 0               | 1.8               | 10.56           |
| <b>U-R-2</b>            | <b>21</b>         | <b>68.37</b>  | <b>3.58</b>     | <b>0.43</b>       | <b>64.36</b>    |
| Developed               | 5                 | 1.08          | 1.08            | 0                 | 0               |
| Partially Vacant        | 10                | 44.97         | 2.5             | 0.24              | 42.23           |
| Vacant                  | 6                 | 22.32         | 0               | 0.19              | 22.13           |
| <b>Total</b>            | <b>544</b>        | <b>316.96</b> | <b>98.28</b>    | <b>29.99</b>      | <b>189</b>      |



# BACKGROUND - Westside Area Concept Plan Report

## Buildable Lands - Annotated

Figure 21



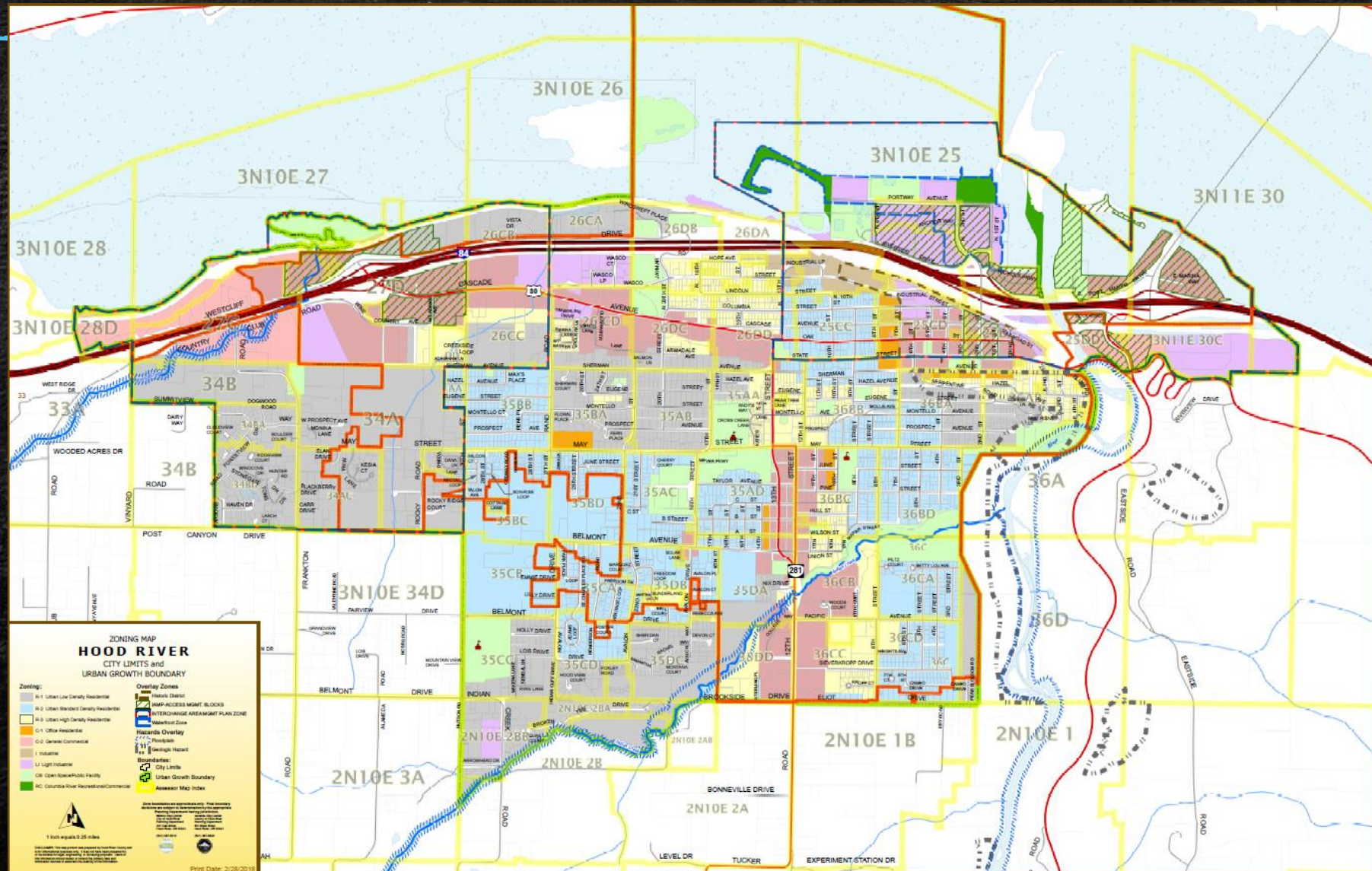
Westside Study Area





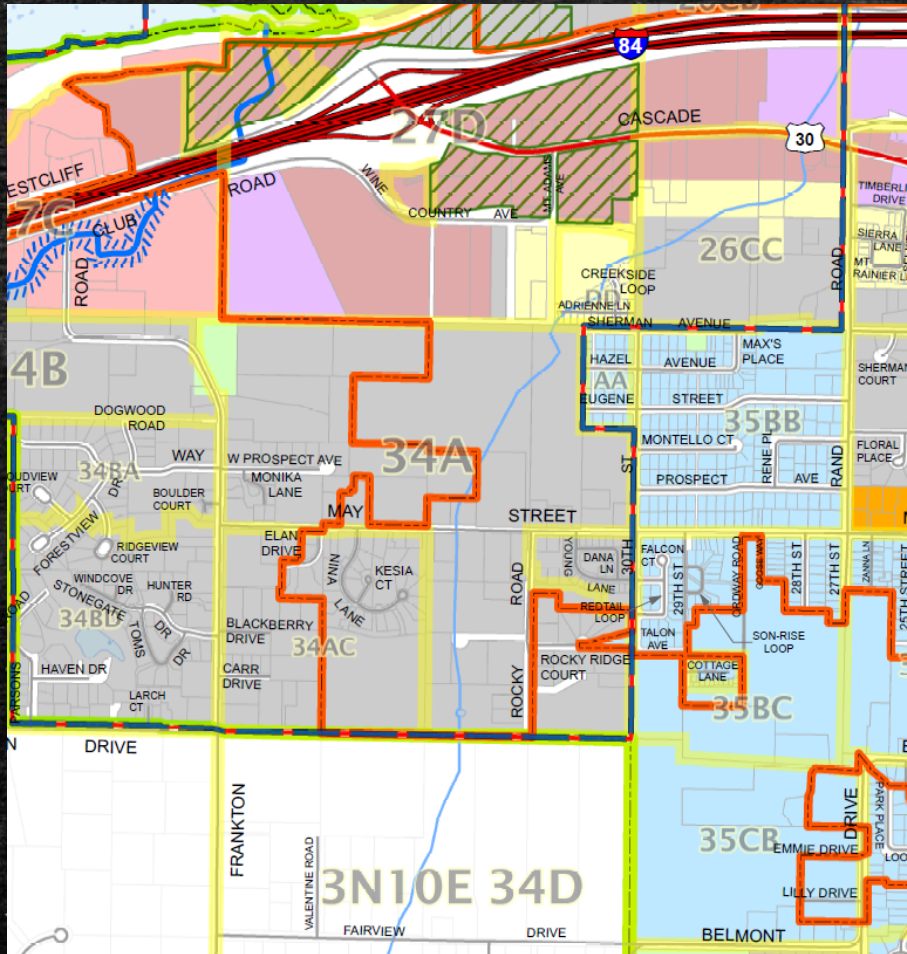
# BACKGROUND - Westside Area Concept Plan Report

## Existing Zoning





# BACKGROUND - Westside Area Concept Plan Report Existing Zoning (Base Case)



## Study Area Estimates:

- Housing Capacity = 1,133 new dwelling units
- Single-Family Detached = 78%
- Single-Family Attached (townhouses) = 9%
- Multi-Family (Duplexes, Triplexes, and Apartments) = 14%



# BACKGROUND - Westside Area Concept Plan Report “Preferred Concept Plan Report” – April, 2017

Three fundamental changes to zoning: ■ Create “R-2A” Zone with a minimum lot size of 4,000-square feet instead of 5,000

■ Change the majority of R-1 zoned lands to “R-2A”

■ Add R-3 lands in several strategic locations throughout the Westside Area, deliberately avoiding concentrating all R-3 in one large block

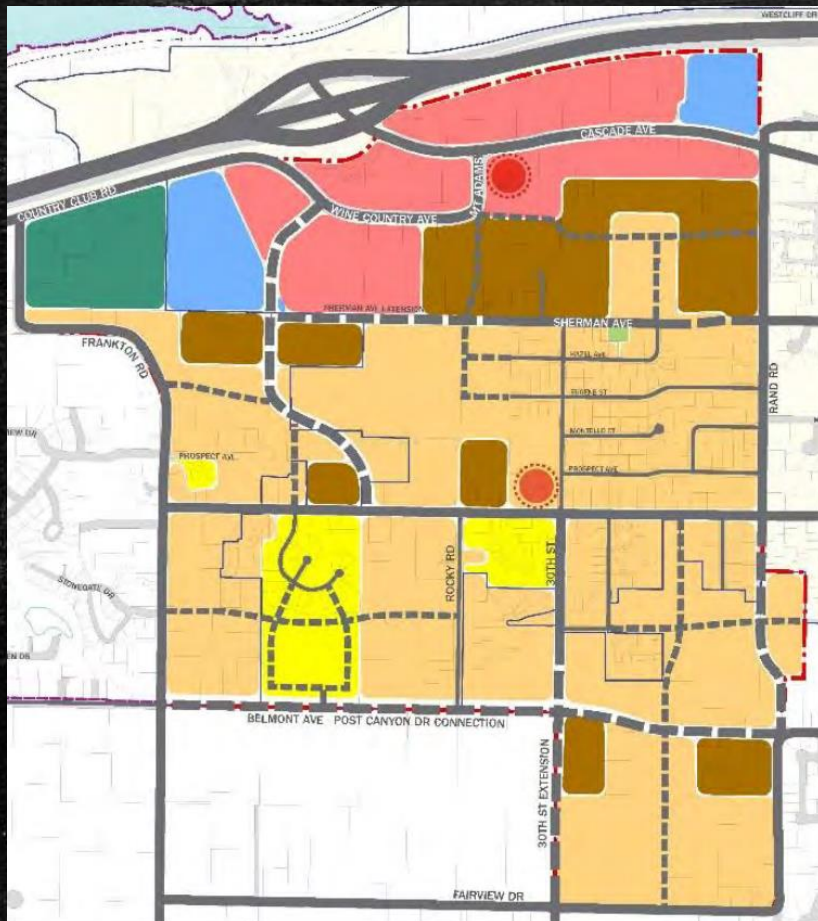


Table 2. Estimated Mix of New Housing Units

|              | R-1 | R-2A | R-3 | Total |      |
|--------------|-----|------|-----|-------|------|
| <b>SFD</b>   | 31  | 531  | 8   | 570   | 31%  |
| <b>SFA</b>   | 0   | 271  | 160 | 431   | 24%  |
| <b>MF</b>    | 0   | 200  | 630 | 830   | 45%  |
| <b>Total</b> | 31  | 1002 | 798 | 1831  | 100% |



## BACKGROUND - Westside Area Concept Plan Report Land Use Refinements (June–October, 2017)

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- Based on community feedback, two sets of Advisory Committee meetings were added to the process in order to refine plan
- Focused on “how much and where” to arrange residential uses
- Retained zoning in existing developed subdivisions
- Retained existing R-1 Zoning on properties at southwestern and western edges of study area
- Retained R-2 Zoning near southeastern corner of study area
- Reduced amount of “R-2A” Zone
- Retained proposed R-3 Zoning



# BACKGROUND - Westside Area Concept Plan Report Land Use Refinements (June–October, 2017)

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## Population Forecast Update (Portland State University, 2016)

- Reduced average annual rate from 2.0% to 1.4% through 2035
- City likely has more than a 20-year supply of land for housing in the UGB
- PSU will update population growth estimates every 3-4 years
- Westside Area Concept Plan Traffic Study was updated to reflect change in population forecast



# BACKGROUND - Westside Area Concept Plan Report Land Use Refinements (June–October, 2017)

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Despite change in population forecast:

- Hood River has an existing deficit of affordable housing, and deficit of land zoned for multi-family housing
- Expanding UGB within the Columbia River Gorge National Scenic Area is still expected to be very difficult
- Future residents are still expected to need smaller homes, townhomes, market-rate apartments and subsidized apartments
- Growth in “second homes” may continue
- 66 acres of developable land is in agricultural use



# Westside Area Concept Plan Report

## Land Use Framework – Residential Zoning

### Scenario A – Estimated Capacity and Mix

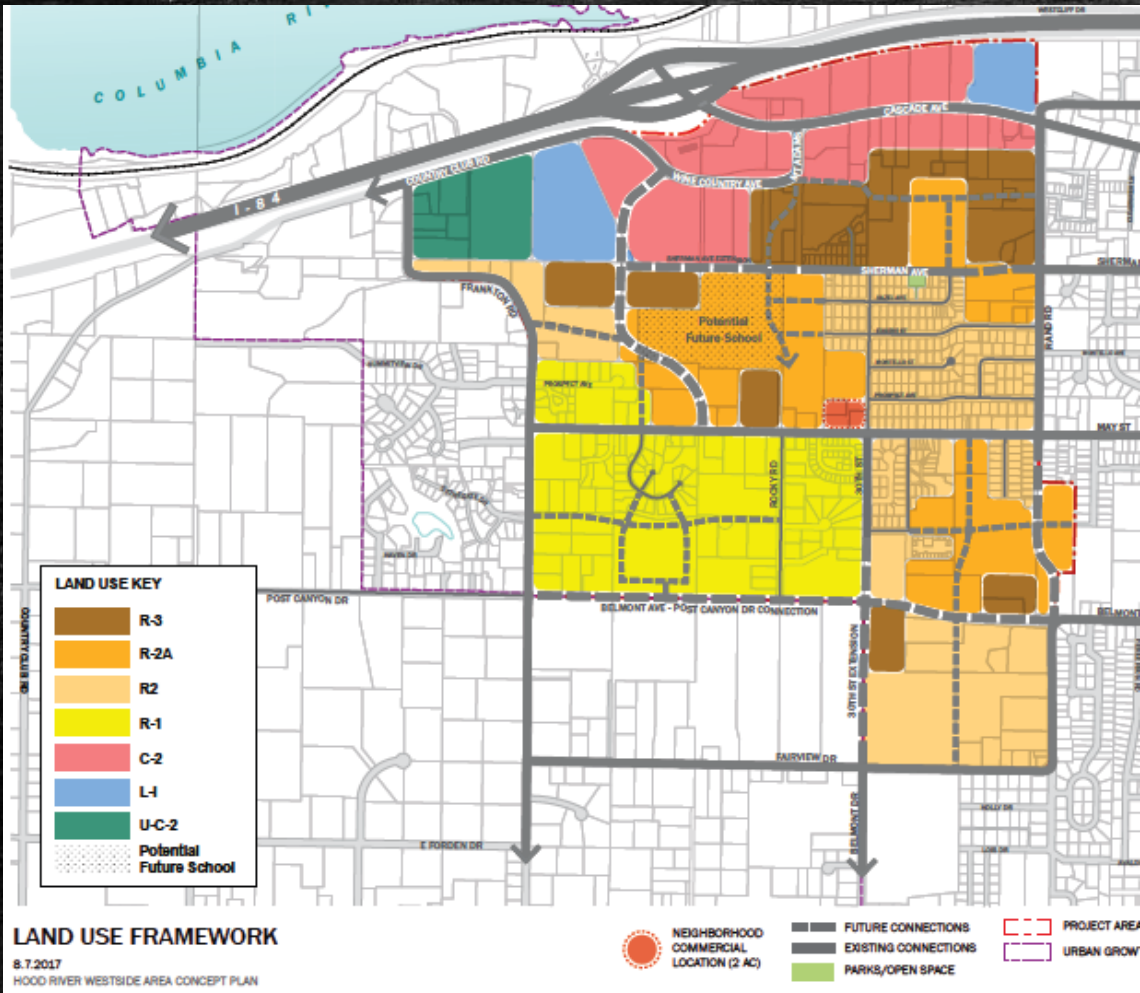


Table 3. Estimated Development Capacity of Scenario A

|  | R-1   | R-2  | R-2.5 | R-3  |
|--|-------|------|-------|------|
| Assumed Density (Units/Acre)                         | 5.3   | 7.7  | 8.4   | 20.3 |
| Developable Acreage (subtracting assumed parks)      | 41.8  | 37.0 | 51.1  | 38.9 |
| New Dwelling Units (including approved developments) | 206   | 288  | 429   | 790  |
| Total New Units                                      | 1,713 |      |       |      |
| Existing Units in Westside Area                      | 535   |      |       |      |
| New Units + Existing Units                           | 2,248 |      |       |      |

Table 4. Estimated Mix of New Housing Units – Scenario A

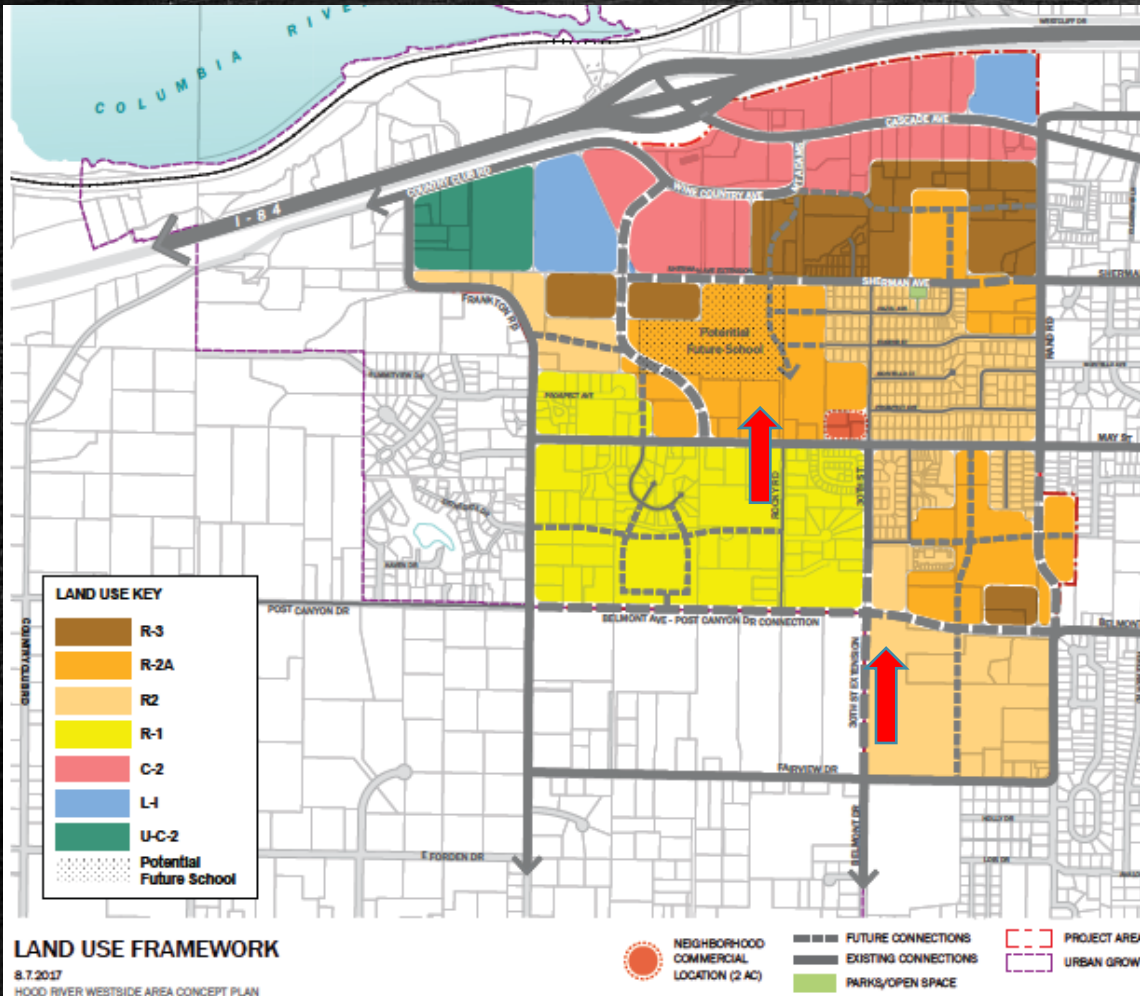
|                        | R-1 | R-2 | R-2.5 | R-3 | Total |      |
|------------------------|-----|-----|-------|-----|-------|------|
| Single Family Detached | 206 | 158 | 227   | 0   | 591   | 35%  |
| Single Family Attached | 0   | 75  | 116   | 158 | 349   | 20%  |
| Multifamily            | 0   | 55  | 86    | 632 | 773   | 45%  |
| Total                  | 203 | 288 | 429   | 790 | 1,713 | 100% |



# Westside Area Concept Plan Report

## Land Use Framework – Residential Zoning

### Scenario B – Estimated Capacity and Mix



**Table 5. Estimated Development Capacity of Scenario B**

|  | R-1   | R-2  | R-2.5 | R-3  |
|--|-------|------|-------|------|
| Assumed Density (Units/Acre)                         | 5.3   | 7.7  | 8.4   | 20.3 |
| Developable Acreage (subtracting assumed parks)      | 41.8  | 41.0 | 54.0  | 31.9 |
| New Dwelling Units (including approved developments) | 206   | 319  | 454   | 648  |
| Total New Units                                      | 1,626 |      |       |      |
| Existing Units in Westside Area                      | 535   |      |       |      |
| New Units + Existing Units                           | 2,161 |      |       |      |

**Table 6. Estimated Mix of New Housing Units – Scenario B**

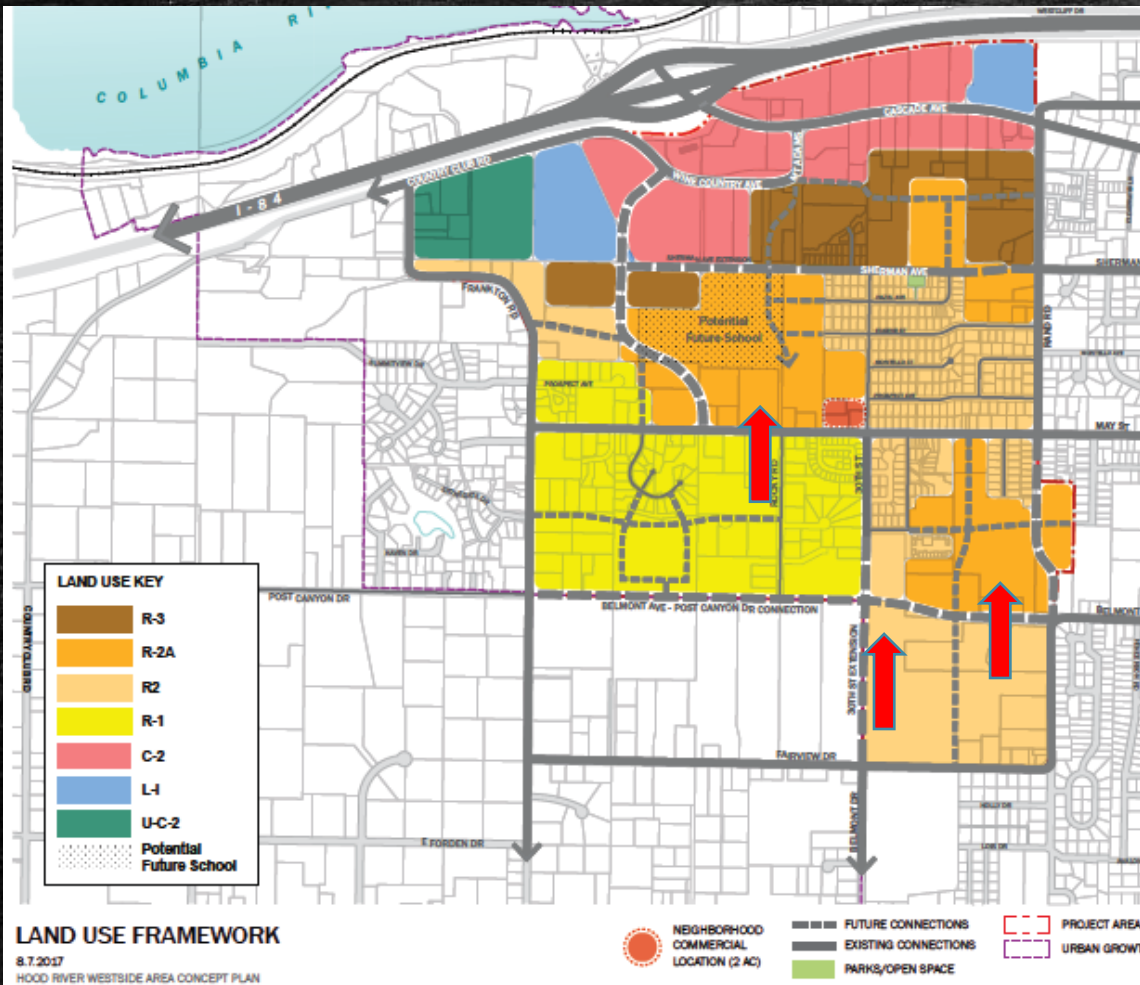
|                        | R-1        | R-2        | R-2.5      | R-3        | Total        |             |
|------------------------|------------|------------|------------|------------|--------------|-------------|
| Single Family Detached | 206        | 175        | 241        | 0          | 621          | 38%         |
| Single Family Attached | 0          | 83         | 1123       | 130        | 335          | 21%         |
| Multifamily            | 0          | 60         | 91         | 518        | 670          | 41%         |
| <b>Total</b>           | <b>203</b> | <b>319</b> | <b>454</b> | <b>648</b> | <b>1,626</b> | <b>100%</b> |



# Westside Area Concept Plan Report

## Land Use Framework – Residential Zoning

### Scenario C – Estimated Capacity and Mix



**Table 7. Estimated Development Capacity of Scenario C**

|  | R-1          | R-2  | R-2.5 | R-3  |
|--|--------------|------|-------|------|
| Assumed Density (Units/Acre)                         | 5.3          | 7.7  | 8.4   | 20.3 |
| Developable Acreage (subtracting assumed parks)      | 41.8         | 41.0 | 58.0  | 27.9 |
| New Dwelling Units (including approved developments) | 206          | 319  | 488   | 567  |
| <b>Total New Units</b>                               | <b>1,579</b> |      |       |      |
| Existing Units in Westside Area                      | 535          |      |       |      |
| <b>New Units + Existing Units</b>                    | <b>2,114</b> |      |       |      |

**Table 8. Estimated Mix of New Housing Units – Scenario C**

|                        | R-1        | R-2        | R-2.5      | R-3        | Total        |             |
|------------------------|------------|------------|------------|------------|--------------|-------------|
| Single Family Detached | 206        | 175        | 258        | 0          | 639          | 40%         |
| Single Family Attached | 0          | 83         | 132        | 113        | 328          | 21%         |
| Multifamily            | 0          | 61         | 98         | 454        | 612          | 39%         |
| <b>Total</b>           | <b>206</b> | <b>319</b> | <b>488</b> | <b>567</b> | <b>1,579</b> | <b>100%</b> |



# Westside Area Concept Plan Report

## Land Use Framework – Estimated Citywide Residential Mix

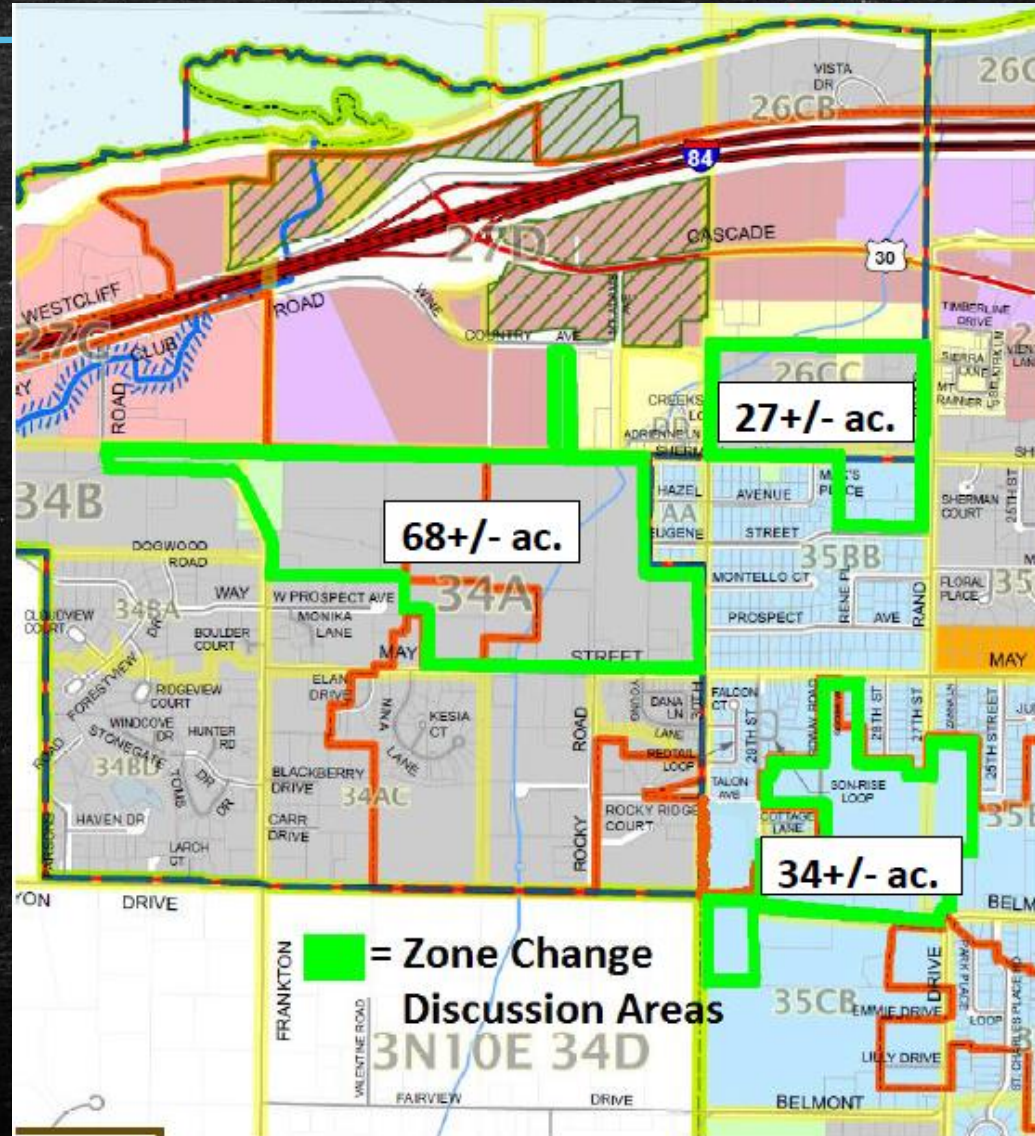
**Table 9. Estimated Mix of New Housing Units – Citywide Comparison**

|   | SFD          | SFA       | MF           | Total         |
|---|--------------|-----------|--------------|---------------|
| Citywide Housing Mix<br>(ACS 2009-2013) | 2,187<br>62% | 121<br>3% | 1,233<br>35% | 3,541<br>100% |
| Base Case                               | 879<br>78%   | 100<br>9% | 154<br>14%   | 1,133         |
| Base Case + Citywide                    | 3,066<br>66% | 221<br>5% | 1,387<br>30% | 4,674<br>100% |
| <u>Scenario A</u>                       | 591          | 349       | 773          | 1,713         |
| Scenario A + Citywide                   | 2,778<br>53% | 470<br>9% | 2,006<br>38% | 5,254<br>100% |
| <u>Scenario B</u>                       | 621          | 335       | 670          | 1,626         |
| Scenario B + Citywide                   | 2808<br>54%  | 456<br>9% | 1903<br>37%  | 5167<br>100%  |
| <u>Scenario C</u>                       | 639          | 328       | 612          | 1579          |
| Scenario C + Citywide                   | 2,826<br>55% | 449<br>9% | 1,845<br>36% | 5,120<br>100% |



# Westside Area Concept Plan Report

## Zone Change Discussion Areas (Scenarios A, B & C)





# Westside Area Concept Plan Report

## Land Use Framework – Commercial & Industrial

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### Scenarios A, B and C:

- Retain existing Commercial and Industrial zoning designations in the West Cascade Ave. and Country Club Rd. Districts
  - Important for fulfilling the city's need for employment lands as documented in the Economic Opportunities Analysis.
- Add a small Neighborhood Commercial site NW of intersection of 30<sup>th</sup> St. & May St.
  - Intended to provide locally-serving commercial services in central location.
- An alternative strategy is to focus housing as mixed-use development on the commercial parcels in the Cascade District and Country Club Road District. Allowed under today's zoning, but City has seen very little of this development to date.



# Westside Area Concept Plan Report Land Use Framework

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Next meeting: City Council work session on housing policy and approach, with planning commissioners if available.

Followed by continued Planning Commission hearing with focus on: Housing policy and approach, and Land Use Framework



Questions on Land Use Framework?

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File No. 2018-07

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Staff suggests a motion to continue the  
Planning Commission's hearing

for File No. 2018-07

to Monday, October 15 (or other specific date) 2018,

at 5:30pm in the City Council Chambers

for further hearing and discussion.