

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

February 19, 2019
City of Hood River Planning Commission

February 19, 2019 Hearing - File No. 2018-07

- Land Use Framework
- Residential Building Forms and Neighborhood Characteristics
- Housing Needs Analysis Assumptions



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 January 22, 2019.
- A topic of tonight's discussion (Residential Building Forms and Neighborhood Characteristics) was not specified on the "process roadmap" that was outlined before the first hearing – it was added based on the Planning Commission's October 15th discussion.

Westside Area Concept Plan Process Roadmap, Meetings 1-3

Step	Meeting	Topic
1	February 20, 2018 Planning Commission Work Session	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none">• Park and Open Space Framework• Infrastructure funding
5	August 20, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Land Use Framework meeting #1 including discussion of Scenarios A, B and C
6	City Council work session A Wednesday, October 10, 2018	<ul style="list-style-type: none">• Progress update and discussion with planning commissioners.

Westside Area Concept Plan Process Roadmap, Meetings 7-9

7	October 15, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Land Use Framework meeting #2<ul style="list-style-type: none">• Review of housing policy and approach¹ <i>¹See Concept Plan Report, "A Roadmap for Defining Westside Area Land Use" (pg. 51).</i>
8	November 19, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Land Use Framework meeting #3<ul style="list-style-type: none">• Residential building forms and neighborhood characteristics
9	December 17, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none">• Land Use Framework meeting #4<ul style="list-style-type: none">• Residential building forms and neighborhood characteristics <p><i>This hearing was opened and continued to January 22, 2019</i></p>

Westside Area Concept Plan Process Roadmap, Meetings 9-11

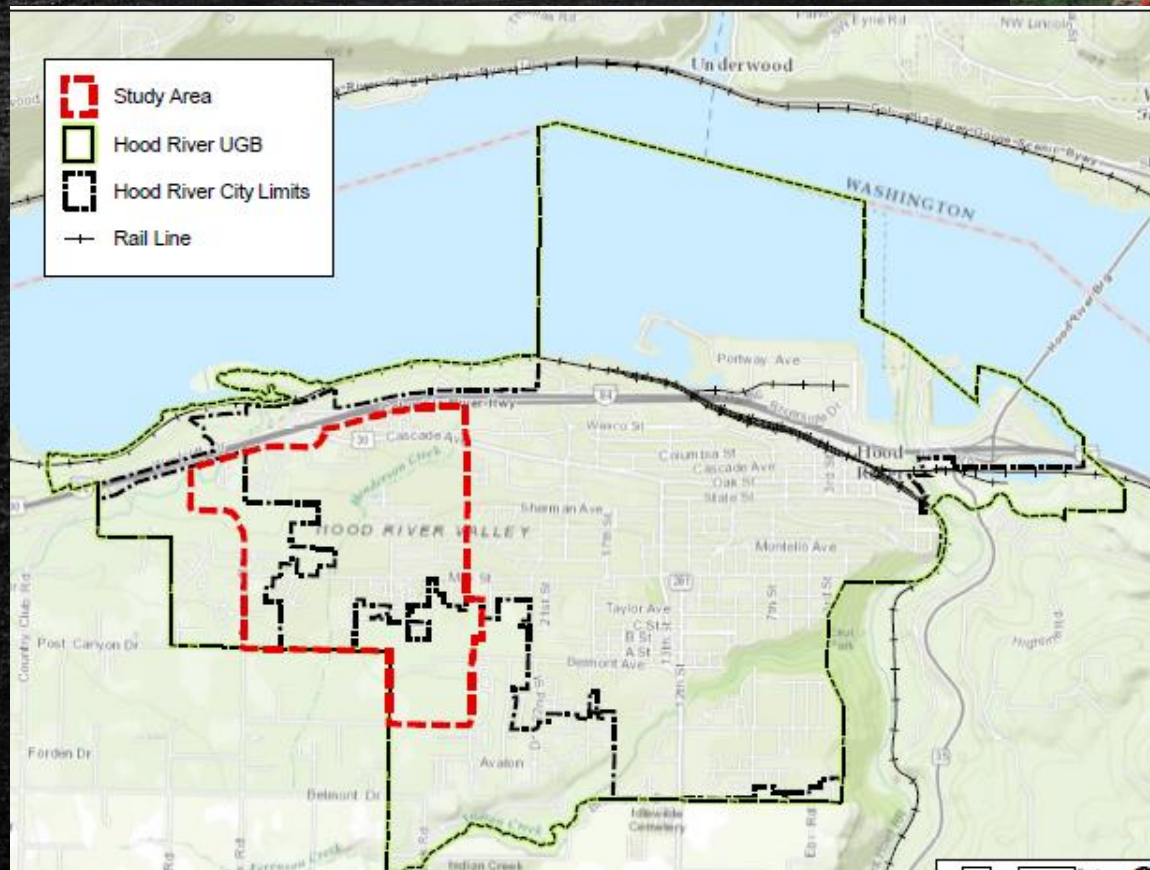
9	January 22, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none"> Land Use Framework meeting #4 <ul style="list-style-type: none"> Residential building forms and neighborhood characteristics
10	February 19, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none"> Land Use Framework meeting #5: working toward a plan map² <p>² 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.</p>
11	PC 10 Date TBD	<ul style="list-style-type: none"> Land Use Framework meeting #6 (if needed): Identify draft plan mapⁱ Implementation: Comprehensive Plan policies and supporting documents Implementation: Code discussion #1, including code topics to be addressedⁱⁱ <p>³ 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.</p>

Westside Area Concept Plan Process Roadmap, Meetings 12+

12	<p>CC Work Session B</p> <p>Date TBD</p>	<ul style="list-style-type: none"> Hear recommendations for draft plan map preferred alternative Implementation: Comprehensive Plan policies and supporting documents Implementation: Code discussion #1, including code topics to be addressed³ <p><i>³ 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.</i></p>
13	<p>PC 11</p> <p>Date TBD</p>	<ul style="list-style-type: none"> Code update discussion
14	<p>PC 12</p> <p>Date TBD</p>	<ul style="list-style-type: none"> Code update discussion (if needed)
15	<p>PC 13</p> <p>Date TBD</p>	<ul style="list-style-type: none"> Code update discussion (if needed)
16	<p>Joint PC-CC Work Session C</p> <p>Date TBD</p>	<ul style="list-style-type: none"> Approval of final adoption package including code

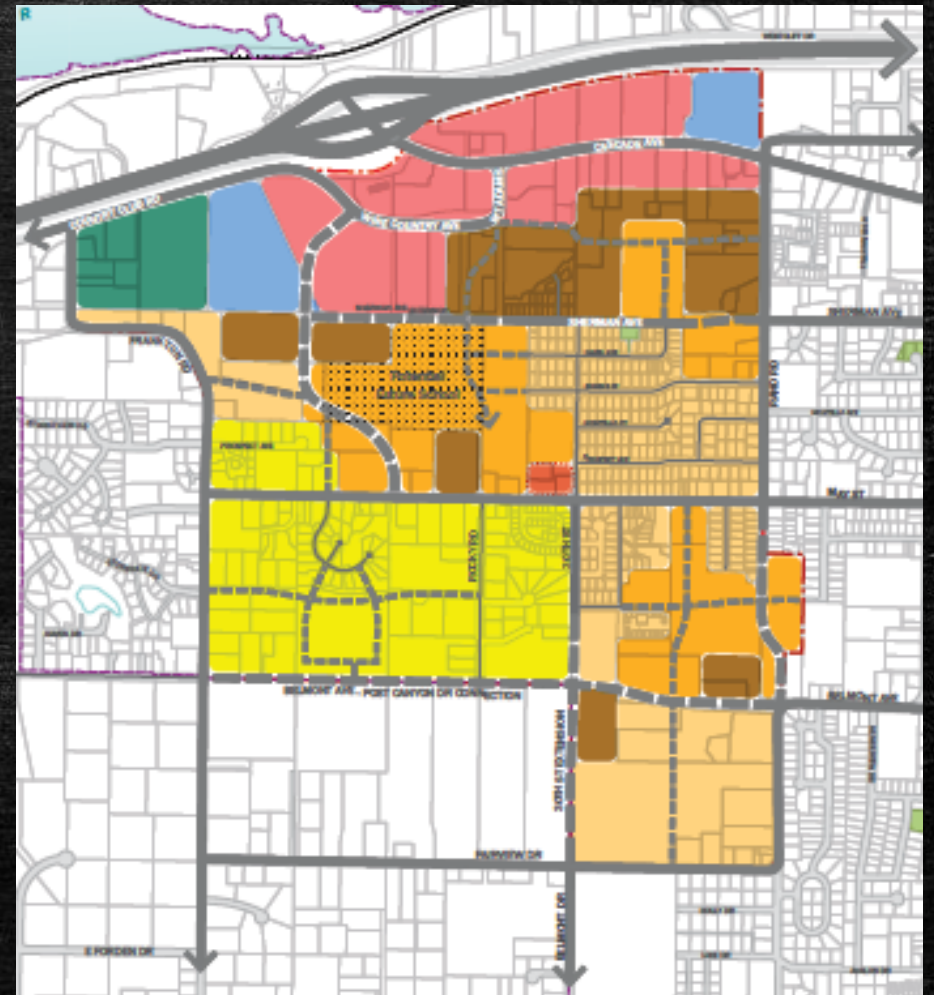
Westside Area Concept Plan Report Study Area

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)



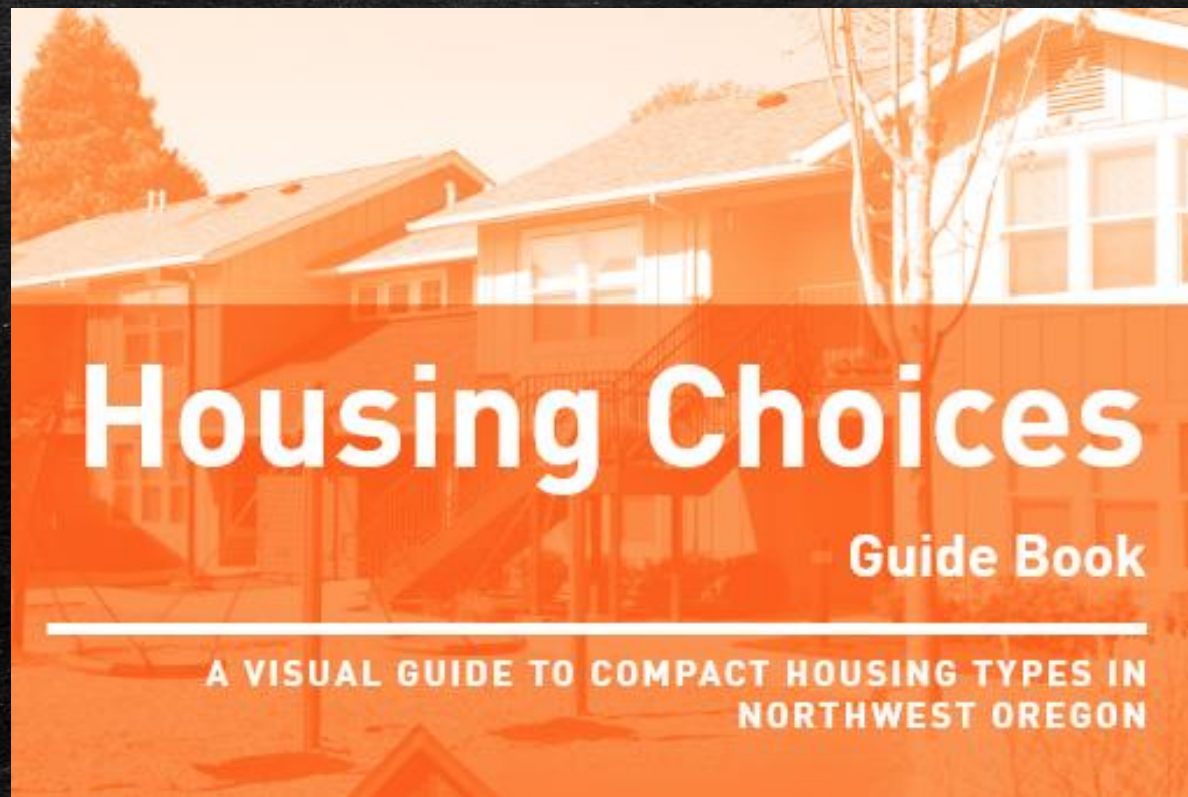
Westside Area Concept Plan Report Land Use Framework



Legislative File No. 2018-07

Planning Commission – November 19, 2018 hearing

Copies of “Housing Choices Guide Book” available for commissioners:



https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet_DIGITAL.pdf

Legislative File No. 2018-07

Planning Commission – January 22nd hearing

Questions/issues raised by commissioners included:

Why aren't cluster subdivisions recommended in the R-3 Zone?

- Cluster subdivisions are intended to allow reduced lot sizes for developments that preserve an on-site natural feature, without changing overall density of the development. The draft code is a starting point for discussion, and would allow lots in cluster subdivisions to be 40% less than the minimum lot size specified in a zone.

Legislative File No. 2018-07

Planning Commission – January 22nd hearing

Questions/issues raised by commissioners included:

Regarding a new code requirement for a certain percentage of housing other than single-family detached on subdivision sites over 10 acres in the R-2.5 and R-3 Zones, how many potential sites are there?

- Currently, three. However, development sites may include multiple existing parcels that together exceed 10 acre threshold.

Legislative File No. 2018-07

Planning Commission – January 22nd hearing

Regarding inclusionary zoning, reference to:

<https://www.citylab.com/equity/2018/07/citylab-university-inclusionary-zoning/565181/>

- Case study, Washington, D.C.
- Main argument against IZ: Penalizing homebuilders with more costs deters the creation of more housing, and raises the overall cost of market-rate homes.
- Need to carefully calibrate the ratio of affordable to market-rate units mandated by IZ policies so they do not depress overall housing production.

Legislative File No. 2018-07

Planning Commission – January 22nd hearing

Questions/issues raised by commissioners included:

The American Community Survey has been updated – how has the citywide housing mix changed?

- 2009-2013 estimates: 61.8% SFD, 3.4% SFA, 34.8% MFR (= 100%).
- 2013-2017 estimates: 60.5% SFD, 4.1% SFA, 35.2% MFR (= 99.8%).
- Notable: Comparing data from 2009-2013 with data from 2013-2017, ACS estimates Hood River added 80 mobile homes, as well as 143 apartments in structures with 20 or more units. Also estimates the total number of housing units declined from 3,541 to 3,540.

Housing Needs Analysis Assumptions 2015-2035

Table B-4. Population forecast, Hood River UGB, 2015 to 2035

Year	Hood River UGB
2015	9,317
2035	13,845
Change 2015 to 2035	
Population	4,528
Percent cha	49%
AAGR	2.00%

Source: 2014 population is based on the 2014 Certified Population Estimate for Hood River from the Portland State University's Population Research Center
Calculations by ECONorthwest

Legislative File No. 2018-07

Housing Needs Analysis Assumptions 2015-2035

Table 3. Forecast of demand for new dwelling units, Hood River UGB, 2015 to 2035

Variable	New Dwelling Units (2015-2035)
Change in persons	4,528
<i>minus</i> Change in persons in group quarters	35
<i>equals</i> Persons in households	4,493
Average household size	2.39
New occupied DU	1,880
<i>times</i> Aggregate vacancy rate	5.6%
<i>equals</i> Vacant dwelling units	105
Total new dwelling units (2015-2035)	1,985
Annual average of new dwelling units	99



Source: Calculations by ECONorthwest

2010 Census data about group quarters, average household size, and vacancy rate.

Note: The annual average number of new units (1,168) is the average number of units over the 20-year period. Development will happen in uneven cycles, with more development some years and less other years.

Legislative File No. 2018-07

PSU Coordinated Population Forecast 2016-2066

Figure 1. Hood River County and Sub-Areas—Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)

	Forecast				
				AAGR	AAGR
	2016	2035	2066	(2016-2035)	(2035-2066)
<i>Hood River County</i>	24,436	30,538	39,049	1.2%	0.8%
Cascade Locks UGB	1,231	1,464	1,714	0.9%	0.5%
Hood River UGB	9,675	12,576	16,712	1.4%	0.9%
Outside UGBs	13,530	16,498	20,623	1.0%	0.7%

Legislative File No. 2018-07

Draft Revisions to Assumptions 2016-2036

- Hood River UGB Population per PSU's 2016-2066 Forecast:
 - 2016 = 9,675
 - 2035 = 12,576
 - 2036 = 12,725 (city staff estimate per PSU methodology)
 - 2044 = 13,845 (population expected in 2035 by HNA)
- Population Change from 2016-2036 = +3,050
- Total new dwelling units by 2036 = 1,337 (city staff estimate using HNA methodology, pp. 16-17.)
- Annual average of needed new dwelling units by 2036 = 67 (city staff estimate)
- Building activity = Approx. 50 new dwelling units annually since HNA adopted

Westside Area Concept Plan Report

Land Use Framework Assumptions

The City's Housing Needs Analysis is based on a 2.0% Average Annual Growth Rate (AAGR) that was approved by the State of Oregon in 2008 and updated in 2015. The Westside Area Concept Plan (WACP) was prepared using the same population growth assumption. However, during preparation of the WACP, Portland State University (PSU) became responsible for preparing population estimates statewide. And, in 2016, PSU produced a new coordinated population forecast for Hood River County that estimates the City will have a 1.4% AAGR from 2016 through 2036.

Does the reduction in the Average Annual Growth Rate warrant significant reconsideration of the Housing Needs Analysis or Westside Area Concept Plan?

Westside Area Concept Plan Report

Land Use Framework Assumptions

It has been argued that the City has an adequate supply of land for a 20-year planning horizon and that the City does not need to take any further action to meet housing needs. And, it has been argued that policies adopted to meet housing needs could seriously degrade quality of life.

Have housing needs been overstated?

Westside Area Concept Plan Report

Land Use Framework Assumptions

A number of approaches have been discussed to increase the mix of housing types for current and future residents. Concerns have been raised this will not improve affordability.

Should efforts be made to adjust the mix of housing and increase inventory, or is such action unnecessary?

File No. 2018-07

Staff suggests a motion
to continue the Planning Commission's hearing
for File No. 2018-07
to Monday, March 18, 2019
at 5:30pm in the City Council Chambers
for further hearing and discussion.

Westside Area Concept Plan Report Land Use Framework

Next meeting: continued Planning Commission hearing with focus on Land Use Framework per “process roadmap.”