

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

January 22, 2019
City of Hood River Planning Commission

January 22, 2019 Hearing - File No. 2018-07

- Land Use Framework
- Residential Building Forms and Neighborhood Characteristics



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 December 17, 2018 (which was continued without a presentation in order to focus on a different agenda item).
- The 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

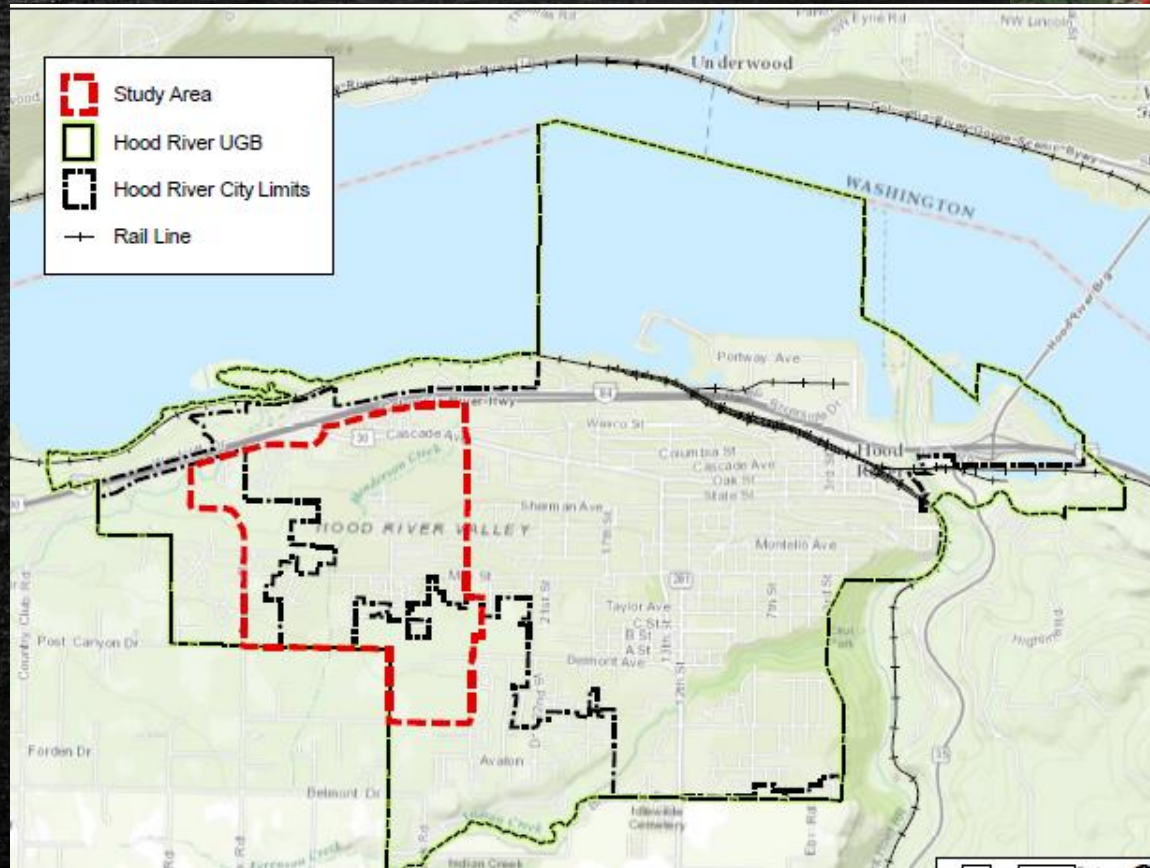
9	January 22, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none"> • Land Use Framework meeting #4 <ul style="list-style-type: none"> • Residential building forms and neighborhood characteristics
10	PC 9 Date TBD	<ul style="list-style-type: none"> • Land Use Framework meeting #5: working toward a plan map² <i>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.</i>
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 <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>

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

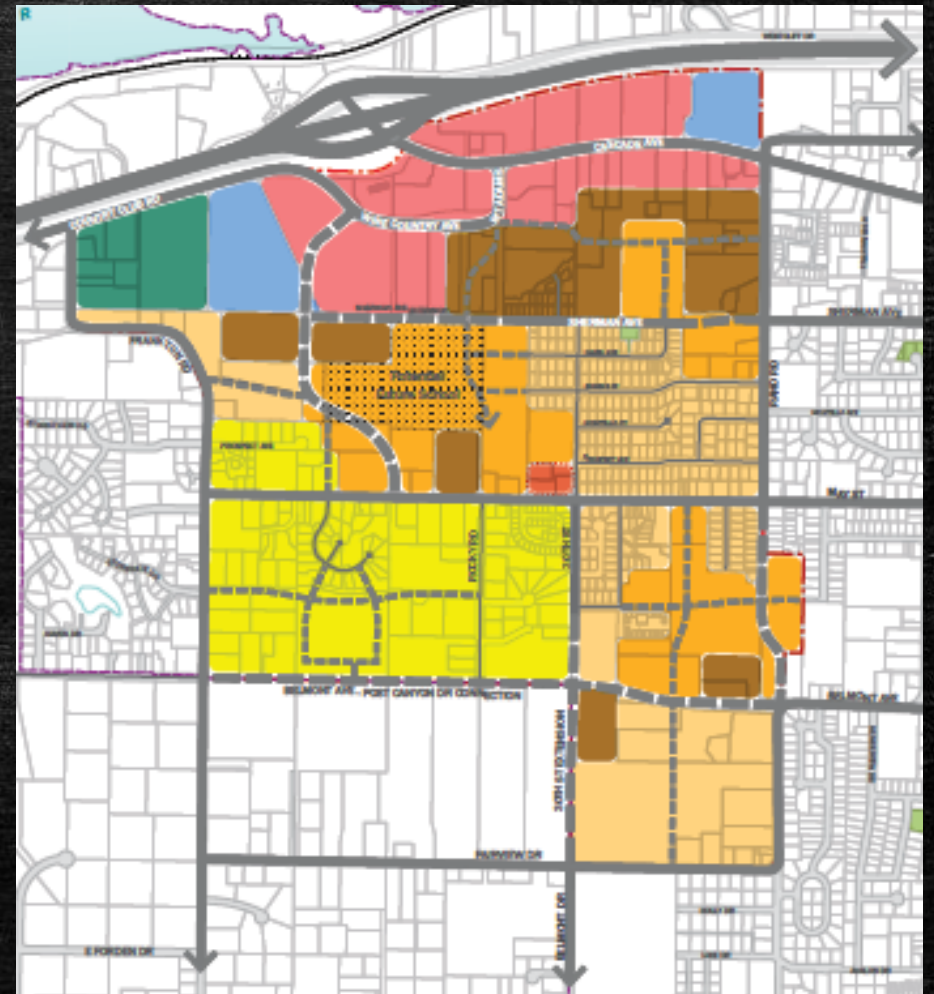
Westside Area Concept Plan Report Study Area

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 19th hearing

Questions/issues raised by commissioners included:

- Interest in exploring tools to achieve a variety of housing types.
- Can design standards help avoid monotony in building- and site design?
- Interest in examples of inclusionary zoning to address housing affordability.

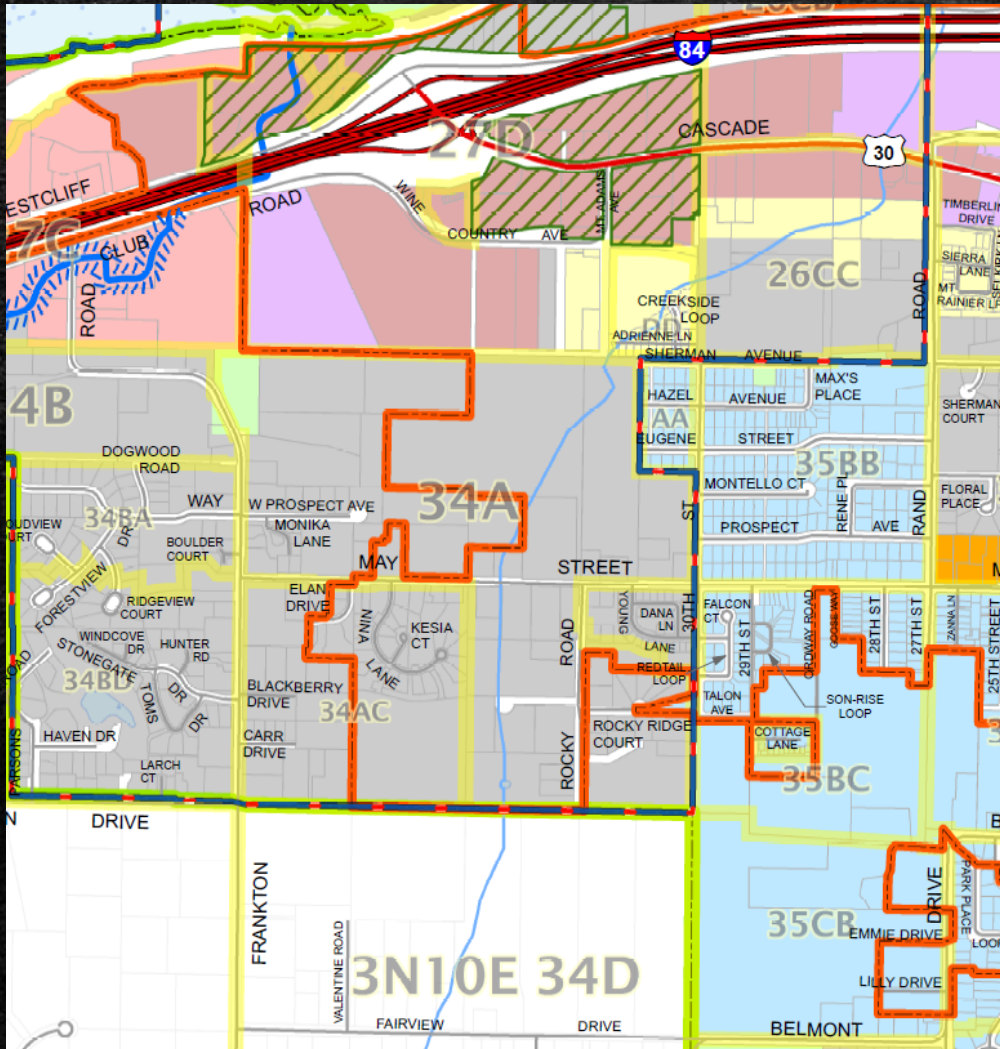
BACKGROUND - Westside Area Concept Plan Report 2015-2035 Forecast of Needed Housing Type

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

	New Dwelling Units (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	

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% ←

Westside Area Concept Plan Report

Land Use Framework

Estimated Mix of Housing Types:
 SFD – Single Family Detached
 SFA – Townhouse
 MF – Duplex, Triplex and
 Apartments

Housing Needs Analysis -
Allocation of Needed Housing:
 SFD = 55%
 SFA = 10%
 MF = 35%

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

Westside Area Concept Plan Report

Appendix D – Draft Code Concepts Summary

Memorandum



12/28/2017

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

Appendix D – Draft Code Concepts Summary

Residential Zones and Development:

- Maximum and Minimum Density for Land Divisions
- Lot Size Standards
- Affordable Housing Incentives
- Flexibility for Innovative Housing Types
- Housing Mix Requirements
- Residential Design Standards

Westside Area Concept Plan Report

Appendix D – Draft Code Concepts Summary

Protecting Natural Features:

- 25%+ Slopes
- Henderson Creek

Streets, Trails and Parks:

- Implement concept plan frameworks

Commercial Development and Design Standards:

- Pedestrian oriented

Westside Area Concept Plan Report

Draft Code Concepts – Max. & Min. Density

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.

Method for density calculation recommended citywide by adding code provisions to HRMC 17.04.

Westside Area Concept Plan Report

Draft Code Concepts – Max. & Min. Density

Draft Code Concept Summary:

- Set maximum density for each zone based on current minimum lot size standards.
- Set minimum density for each zone so there is a continuum – e.g. the minimum in the R-2 Zone should be equal to or just above the maximum in the R-1 Zone.
- Calculate the maximum and minimum number of lots by allowing, not requiring, transfer of density from significant natural resources areas; and, allow smaller lot sizes when constrained land is preserved.
- Account for right-of-way dedication for streets in a way that encourages a connected street network.
- For land divisions, regulate number of lots/parcels rather than number of dwelling units (preserve allowances for duplexes and townhouses on lots).

Westside Area Concept Plan Report

Draft Code Concepts – Lot Size Standards

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

Draft Code Concept 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

Lot size flexibility recommended citywide by adding code provisions to HRMC 17.04.

Draft Code Concepts – Affordability Incentives

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).
- **Potential housing density bonuses** for a guarantee of workforce and affordable housing (sometimes called “voluntary inclusionary zoning”).

Westside Area Concept Plan Report

Draft Code Concepts – Affordability Incentives

Affordable Housing Incentives:

Draft Code Concept 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.

Westside Area Concept Plan Report

Draft Code Concepts – Innovative Housing Types

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).

Standards for cohousing, cluster housing and cottage court housing recommended citywide by adding code provisions to HRMC 17.04.

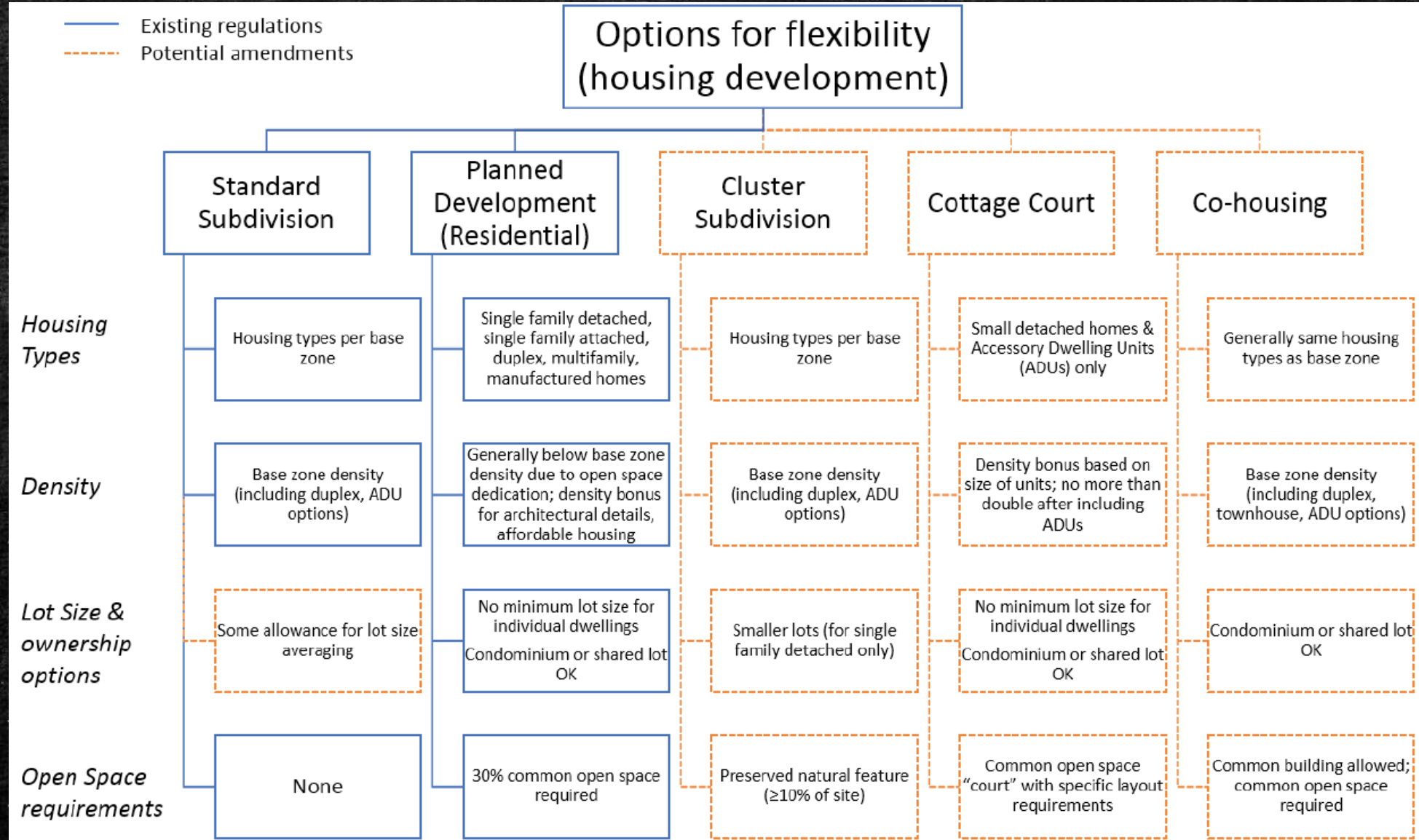
Westside Area Concept Plan Report

Draft Code Concepts – Innovative Housing Types

- 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.
- 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

Westside Area Concept Plan Report

Draft Code Concepts – Regulatory Flexibility



Westside Area Concept Plan Report

Draft Code Concepts – Housing Mix Requirement

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

Draft Code Concept 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.

Requirements are recommended to ensure a mix of housing types for larger-scale development projects through a Westside Overlay Zone.

Draft Code Concepts – Design Standards

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.

Westside Area Concept Plan Report

Draft Code Concepts – Design Standards

- 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.

Residential design standards recommended through a Westside Overlay Zone.

Westside Area Concept Plan Report

Draft Code Concepts – Steep Slopes

PROTECTING NATURAL FEATURES

Steep Slopes

Purpose and intent:

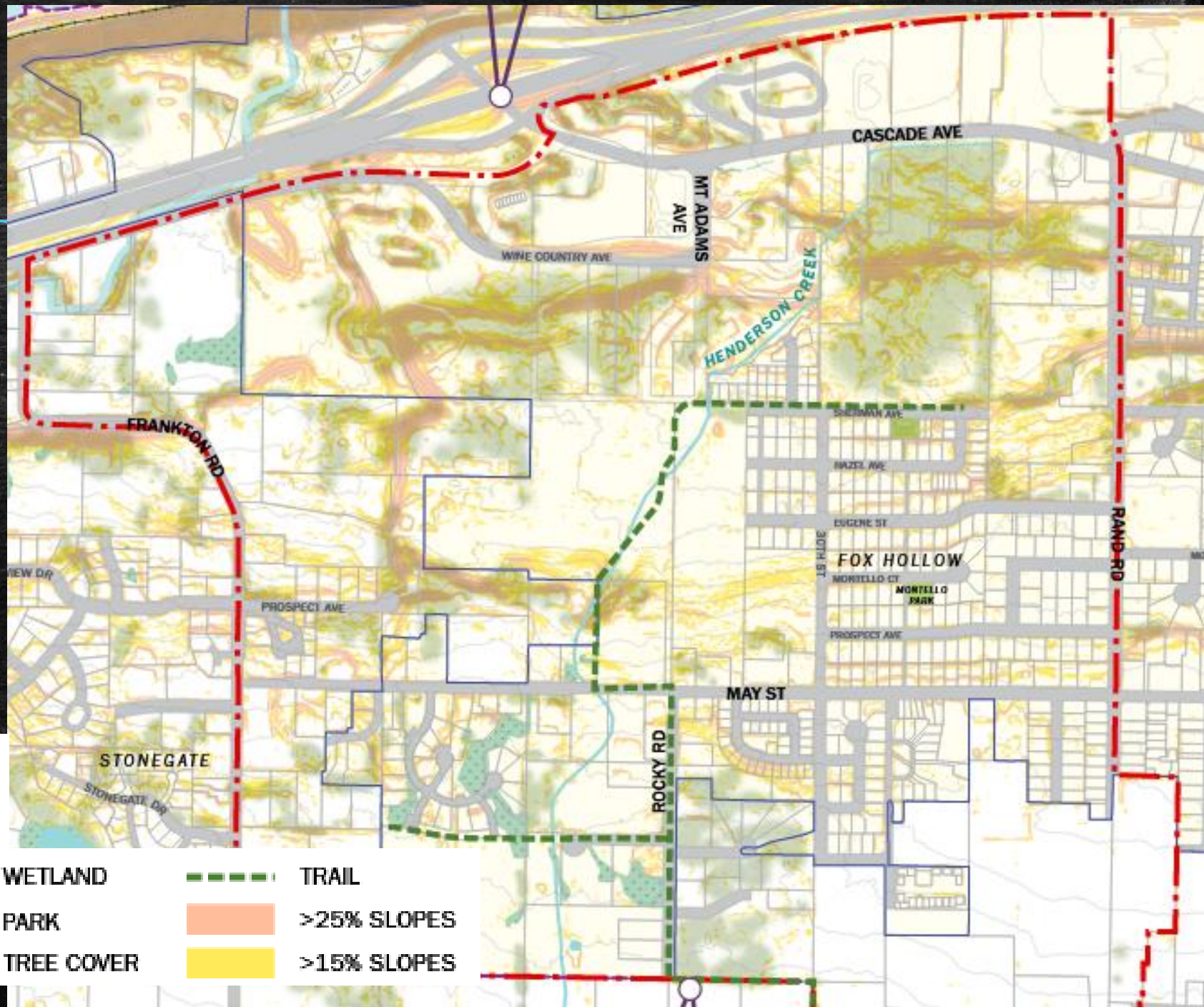
- Support retention of the terrace edges in the Westside area to protect property from natural hazards.

Draft Code Concept Summary:

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

Protection of slopes greater than 25% recommended through a Westside Overlay Zone.

Westside Area Concept Plan Draft Code Concepts



PHYSICAL CONDITIONS

HOOD RIVER WESTSIDE AREA CONCEPT PLAN

- | | | | | | |
|--|-----------------------|---|------------|---|-------------|
|  | STUDY AREA BOUNDARY |  | WETLAND |  | TRAIL |
|  | CITY BOUNDARY |  | PARK |  | >25% SLOPES |
|  | URBAN GROWTH BOUNDARY |  | TREE COVER |  | >15% SLOPES |

Westside Area Concept Plan Report

Draft Code Concepts – Henderson Creek

Henderson Creek

Purpose and intent:

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

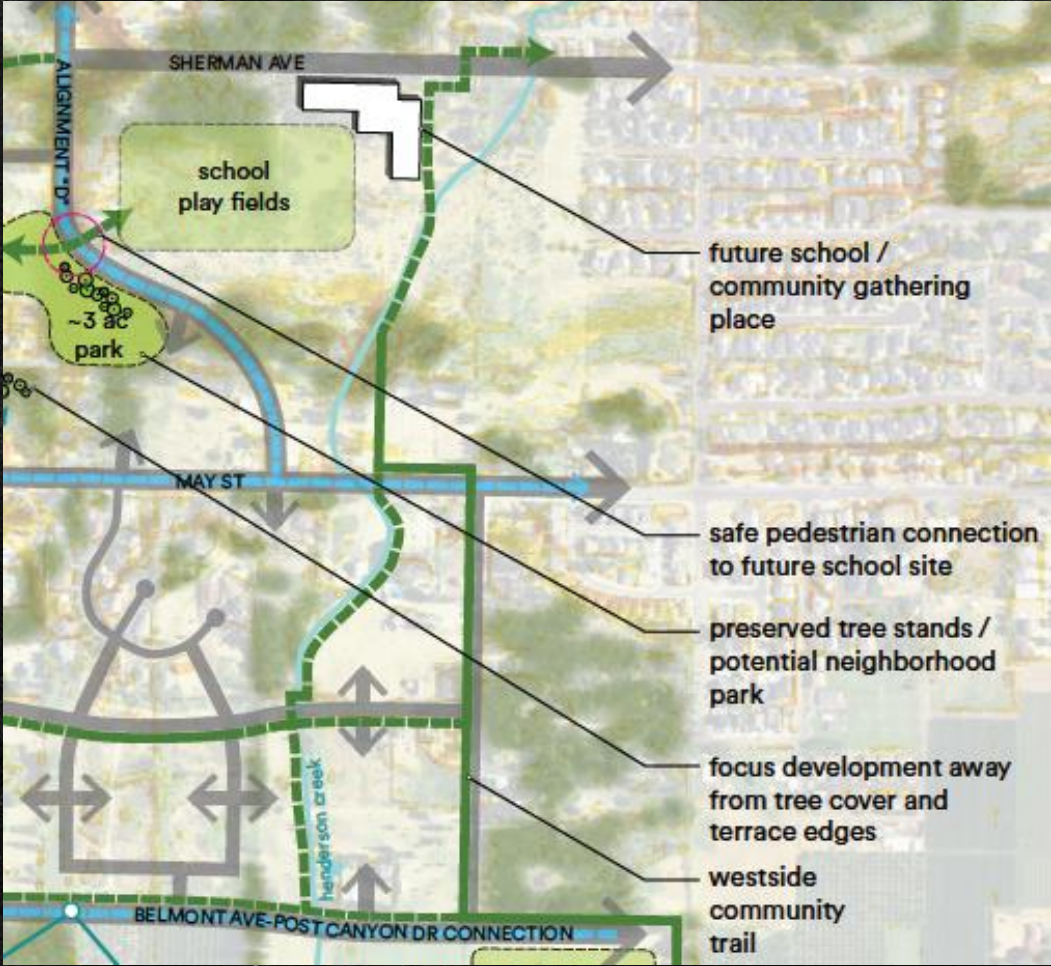
Draft Code Concept Summary:

- Require a setback (25 feet) from the centerline of Henderson Creek
- Allow density to transfer from the setback area through lot size flexibility standards and cluster subdivision provisions.

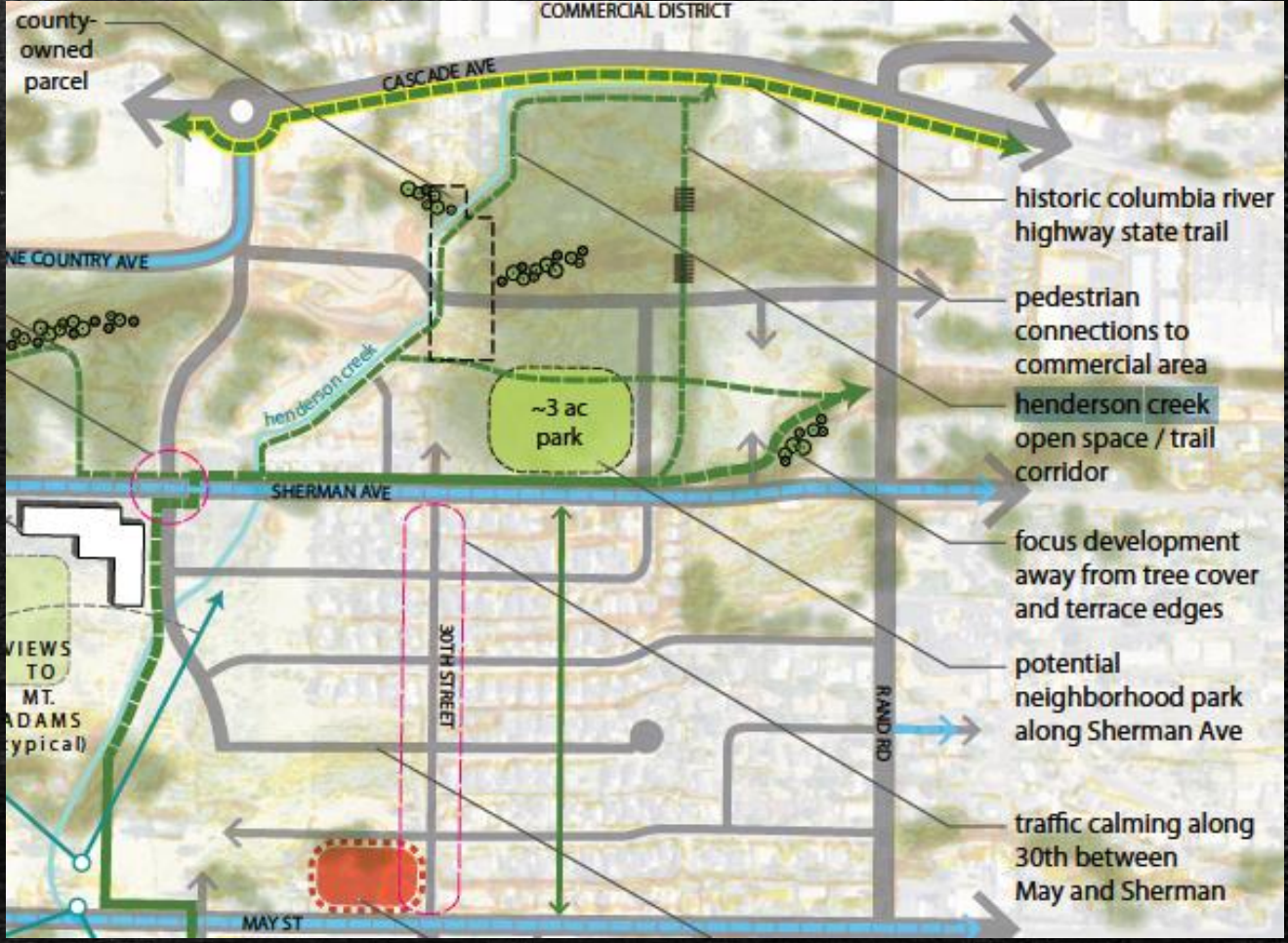
Implementation of a setback along Henderson Creek recommended through a Westside Overlay Zone as an open space and trail corridor.

Westside Area Concept Plan Report

Draft Code Concepts – Henderson Creek



- future school / community gathering place
- safe pedestrian connection to future school site
- preserved tree stands / potential neighborhood park
- focus development away from tree cover and terrace edges
- westside community trail



- historic columbia river highway state trail
- pedestrian connections to commercial area
- henderson creek open space / trail corridor
- focus development away from tree cover and terrace edges
- potential neighborhood park along Sherman Ave
- traffic calming along 30th between May and Sherman

Westside Area Concept Plan Report

Draft Code Concepts – Framework Plans

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

Draft Code Concept 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

Among other recommendations, a reduction to maximum block length is recommended through a Westside Overlay Zone.

Draft Code Concepts – Commercial Development

COMMERCIAL DEVELOPMENT AND DESIGN STANDARDS

Purpose and intent:

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

Draft Code Concept 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 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.

Legislative File No. 2018-07

Draft Code Concepts - Inclusionary Zoning

“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).”

Inclusionary Housing Zoning Code Project, City of Portland

<https://www.portlandoregon.gov/bps/article/590320>

Inclusionary Zoning – City of Portland (Pre “IH”)

There has also been a significant amount of comments received from community organizations, professional organizations, government agency partners and private sector stakeholders with concerns about the overall impact of the Inclusionary Housing Program Recommendations on development feasibility and housing production. These comments generally recommend that the Inclusionary Housing Program be calibrated both in inclusion rate and incentive packages to maintain development feasibility across all areas of Portland. Comments under this theme generally support the development of an Inclusionary Housing Program, but are concerned that the requirements will have a chilling effect on development both in total number of housing units being delivered to meet growth projections, as well as in reducing the scale and density of development projects across the city. Staff has also received a number of comments that regardless of how an Inclusionary Housing Program is calibrated, this program will make development infeasible.

Legislative File No. 2018-07

Inclusionary Zoning – City of Portland (Post “IH”)

Feedback on Post-IH Activity from Focus Groups and Interviews

In January 2018, BPS staff conducted focus groups and interviews with people working in development in Portland to get their feedback on how the market is responding to the IH regulations. The following summarizes some of their observations:

- There was significant discussion that construction cost escalations, stabilizing rents, high land values and tighter lending standards along with recent implementation of IH is creating a perfect storm of slowing development activity...

With the understanding that there are challenges to development feasibility due to broader market fundamentals, BPS and PHB recommend we explore a process to make adjustments or modifications to the Inclusionary Housing Zoning Code and Program requirements.

<https://www.portlandoregon.gov/bps/article/672661>

Legislative File No. 2018-07

Planning Commission – January 22nd hearing

Is there support for the recommended code concepts to address mix of housing, design standards for homes and neighborhoods, and/or inclusionary housing?

Questions?

Recommendations?

Westside Area Concept Plan Report Land Use Framework

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

File No. 2018-07

Staff suggests a motion
to continue the Planning Commission's hearing
for File No. 2018-07
to Monday, March 4 or March 18, 2019
at 5:30pm in the City Council Chambers
for further hearing and discussion.