

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

---

July 16, 2018

City of Hood River Planning Commission

# July 16, 2018 Hearing - File No. 2018-07

- Background
- Park and Open Space Framework
- Infrastructure Funding



## BACKGROUND- File No. 2018-07

---

- Continuance of legislative amendments hearing from May 21, 2018.
- Planning Commission is reviewing Westside Area Concept Plan Report, and refinements will be made prior to sending recommendations to the City Council.
- Topics for tonight's discussion are based on the "process roadmap" reviewed by the planning commission on February 20, 2018 and updated on June 15, 2018.

# BACKGROUND - 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"> <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 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 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, 2018 Planning Commission Public Hearing	<ul style="list-style-type: none"> <li>• Park and Open Space Framework</li> <li>• Infrastructure funding</li> </ul>
5	PC 5  Date to be determined	<ul style="list-style-type: none"> <li>• Land Use Framework #1 including Scenarios A, B and C</li> </ul>
6	CC work session A  Date to be determined	<ul style="list-style-type: none"> <li>• Solidify vision, guiding principles, and housing policy and approach</li> <li>• Housing Policy Step 1: Overall housing policy<sup>1</sup></li> <li>• Housing Policy Step 2: Review housing options citywide and conceptual role for Westside for providing workforce and affordable housing</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 potentially other PC members) should be "at the table" with the CC.</i></p>

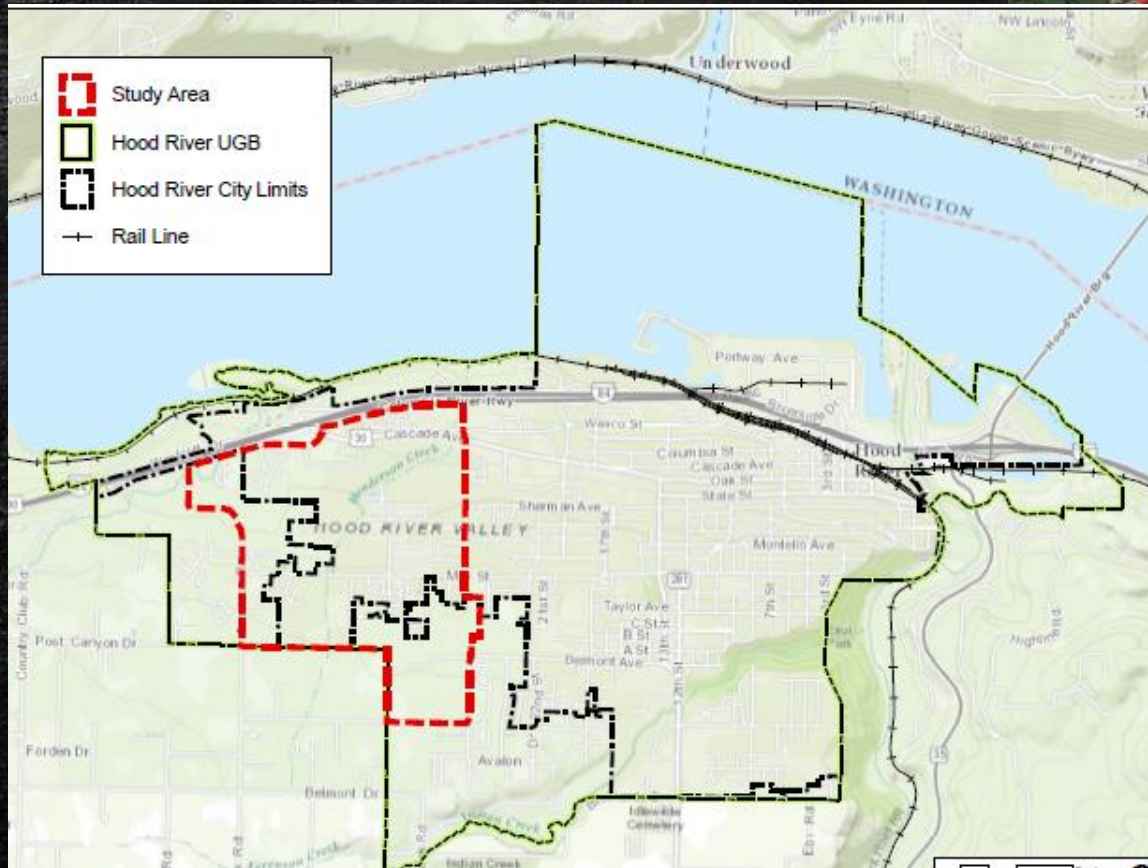
## BACKGROUND - File No. 2018-07

---

- 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.
- 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



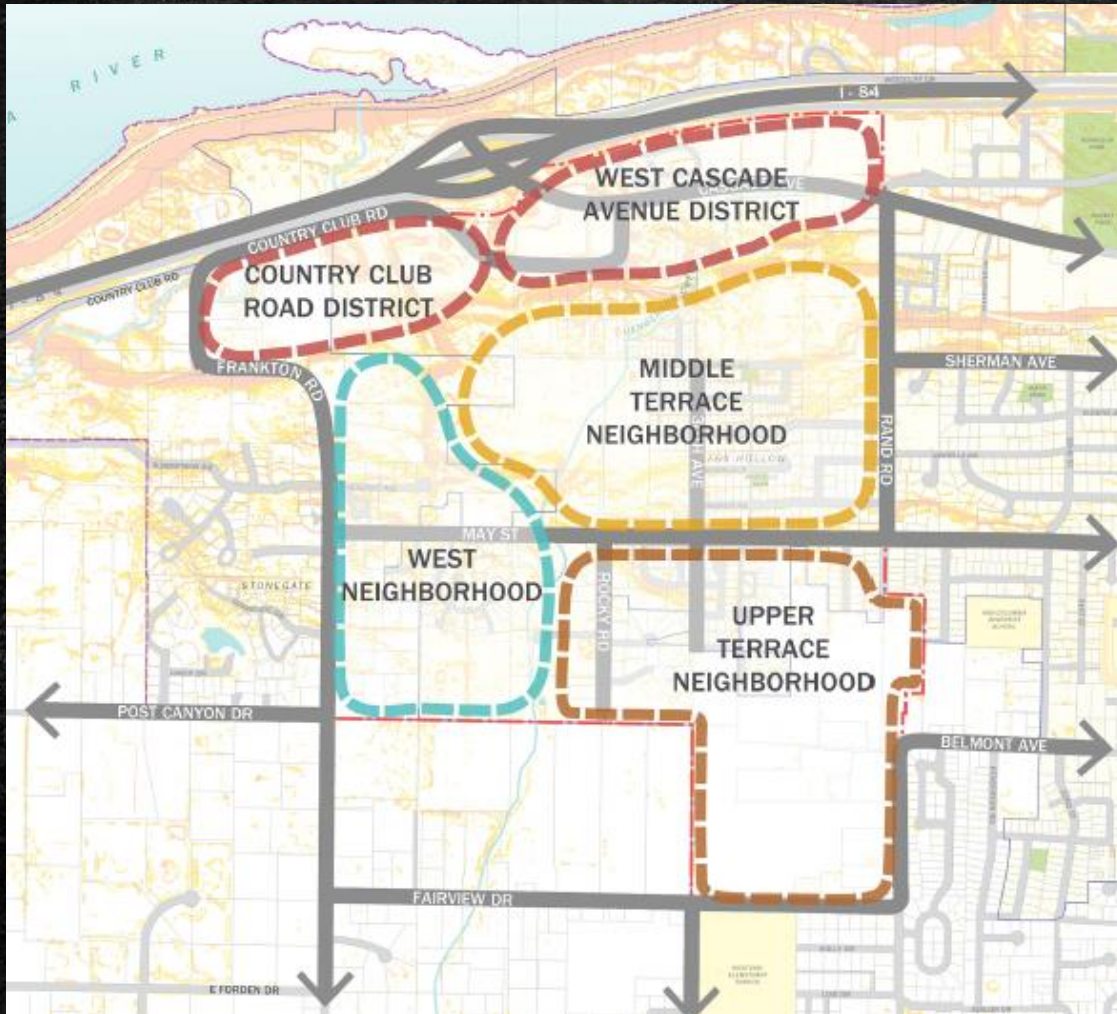
# BACKGROUND - Westside Area Concept Plan Report Framework Plans

- 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



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

---

- The three terraces sloping north toward the Columbia River are used to organize the physical aspects of the Concept Plan.
- The organization of land use and transportation within the natural topography is important to connect the livability of the neighborhoods to the landscape, and plan for walkable neighborhoods and districts of approximately a quarter-mile from center to edge.

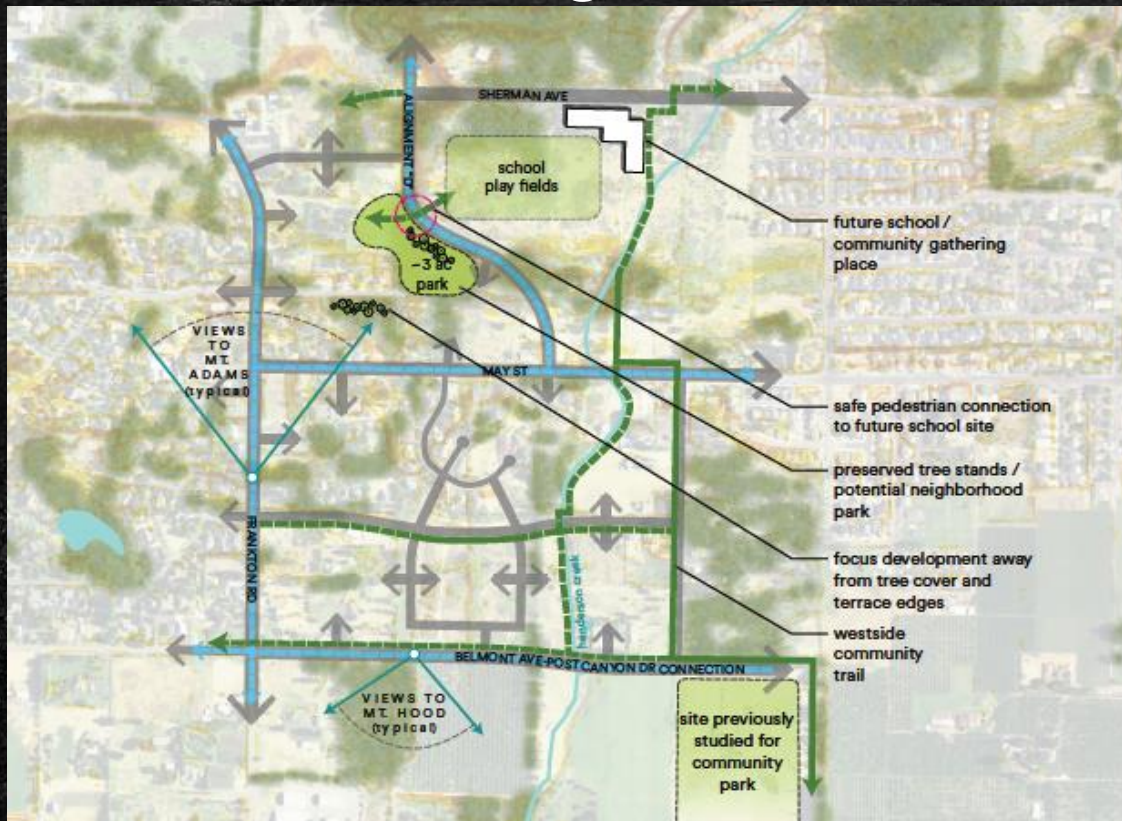
# BACKGROUND - Westside Area Concept Plan Report Neighborhood Design Guidelines

- Development likely to be incremental.
- 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 could be adopted in association with regulations, and applicants could be required to demonstrate consistency with them.

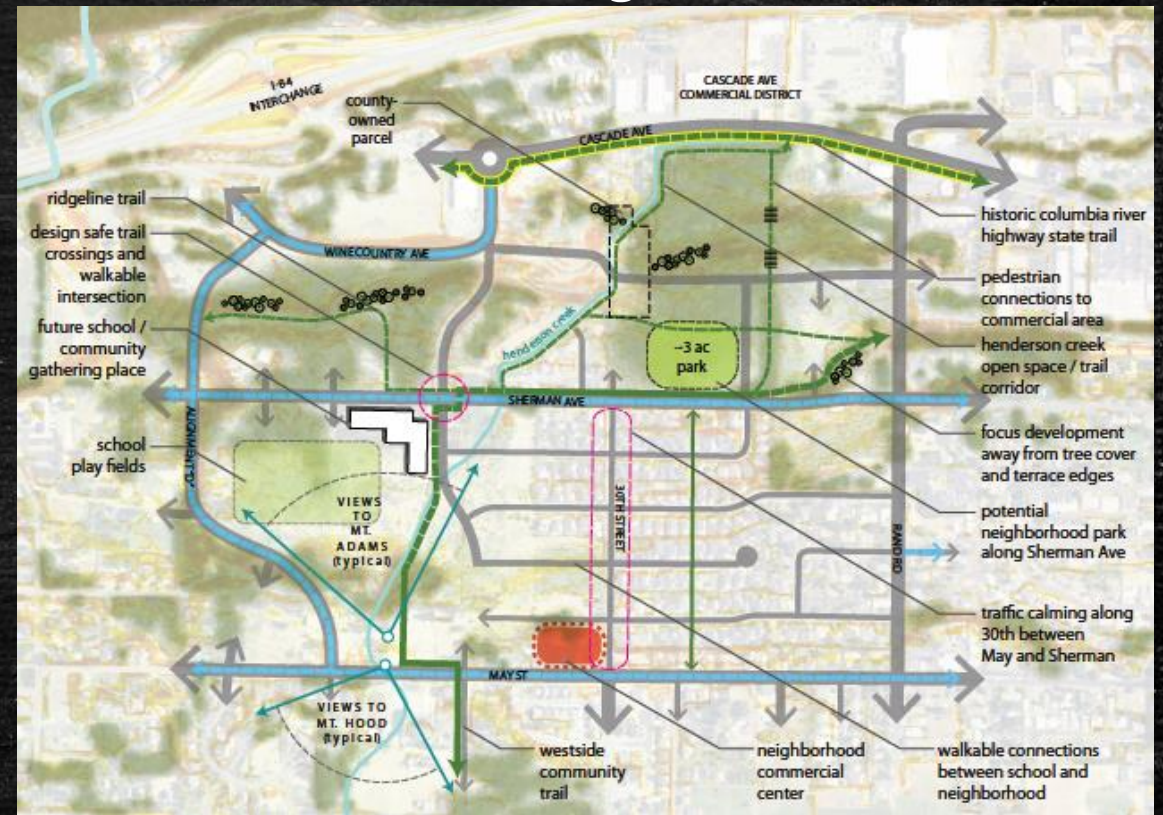


# BACKGROUND - Westside Area Concept Plan Report Neighborhood Design Guidelines

## West Neighborhood



## Middle Terrace Neighborhood



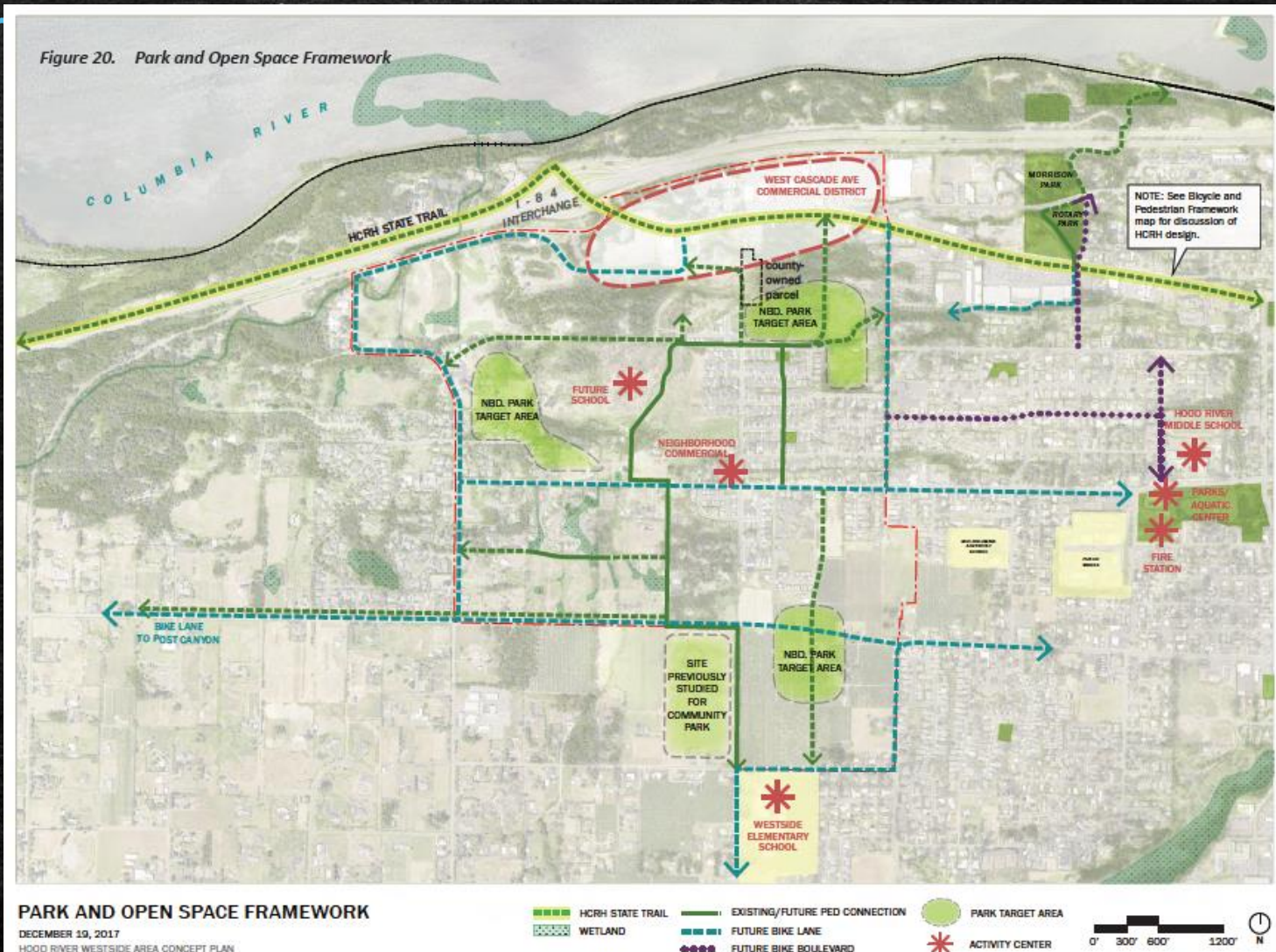
# BACKGROUND – Westside Area Concept Plan Report Bicycle and Pedestrian Framework

Three key trails are envisioned through the Westside Area.

- The Westside Community Trail, 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” through groves of trees in the West and Middle Terrace Neighborhoods is also included.



# Westside Area Concept Plan Report Park and Open Space Framework



# Westside Area Concept Plan Report

## Park and Open Space Framework

---

- The Hood River Valley Parks and Recreation District adopted a Capital Facilities Master Plan in 2005, and updated that plan in 2011.
- The District's Park and Recreation Master Plan has not been incorporated into the City's Comprehensive Plan.
- Goal 8 of Hood River's Comprehensive Plan addresses recreational needs. It has not been updated since 1983.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

- Hood River Valley Parks and Recreation District was formed in 1988 to continue the operations of the Aquatic Center (previously owned and maintained by the City of Hood River).
- The District includes all of Hood River County excluding the city of Cascade Locks.
- In 1994 a referendum was passed to expand the District's ability to expand recreational programs, trails, parks, and other recreation options.
- The District began collecting System Development Charges (SDCs) in the City of Hood River in 1996. SDCs have collected throughout the District since 2006.
- The Parks District's SDCs are used to build recreation opportunities.



# Westside Area Concept Plan Report

## Park and Open Space Framework

---

Parks and open space are referenced in several parts of the Westside Vision and Guiding Principles. Examples include:

- “The Westside’s hallmarks will [include]...Open spaces and parks that support community gathering and a connection to nature.”
- “Incorporate natural features and a sense of place into each neighborhood and district.”
- “Include open space and parks integrated in neighborhoods.”

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

### **The Vision:**

The Westside Area's parks and open spaces are envisioned to form a connected system of natural areas (tree groves, ridgelines, and Henderson Creek), parks (three neighborhood parks), and community destinations (Westside Elementary School and the future school). This network of public and private open spaces will weave through the Westside Area community, resulting in greenspaces a short distance from every home.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

A connected system of open space is to be created through the coordinated planning of the following elements:

- Up to three new neighborhood parks.
- A riparian corridor and off-street path adjacent to Henderson Creek, preliminarily sized at 25 feet on both sides of the creek, measured from the centerline.
- The Westside Trail corridor and Ridgeline Trail corridor.
- Retention of tree groves throughout the project area as much as practical.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

Additional planning elements for connected open space:

- Limited development of terraced areas that are 25% slope and greater, except where needed for street connections and pedestrian connections, resulting in a network of public and private open spaces that can benefit birds and wildlife.
- Open space tracts and community gathering spaces that are designed as part of Planned Unit Developments, and higher-density and mixed-use projects.
- Possibly a new community park, with the location to be determined in an update of the Park and Recreation District's Master Plan.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

- The precise locations of parks have yet to be determined
- The Concept Plan Report recommends one neighborhood park located within each of the three residential neighborhoods
- If a community park of 20-30 acres were determined to be appropriate in the Westside Area, it may or may not replace a neighborhood park.

## Westside Area Concept Plan Report Park and Open Space Framework

---

- The Concept Plan Report anticipates approximately nine to 11 acres for neighborhood parks.
- This acreage is based on the National Recreation and Parks Association's 1996 guidelines of two acres of park land per 1,000 residents.
- City's Housing Needs Analysis assumes 2.39 residents per housing unit.
- Park acreage calculated in the Concept Plan Report is preliminary. The plan assumes it be officially determined as part of the update to the Hood River Valley Parks and Recreation District's Master Plan.
- The Parks District is currently working on an update of the Park and Recreation Master Plan.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

Target areas for the three neighborhood parks are based on a preliminary evaluation of the following criteria:

- Available buildable land (no existing development or environmental constraints);
- Proximity to natural features that could be incorporated into the park;
- Central location within the neighborhood; and
- Accessible by future pedestrian connections.

# Westside Area Concept Plan Report

## Park and Open Space Framework

---

- The neighborhood park target areas are preferred locations, but they are not intended to be mandatory locations.
- Flexibility will be needed to acquire land for parks through a variety of means: advance acquisition, dedication during development review, gifting, etc.
- The Park and Open Space Framework is intended to be flexibly applied, and to help inform efforts by the Hood River Valley Park and Recreation District to update the Parks and Recreation Master Plan.
- Westside Overlay Code drafted to help implement the plan (17.03.140 Section K).



# Westside Area Concept Plan Report

## Park and Open Space Framework

---

### Parks Timing:

- The Westside Area neighborhoods will take many years to build out fully.
- The Concept Plan Report recommends establishing a goal for “by-when” parks are in place, in order to serve Westside residents and ensure that parks are delivered before all available land is otherwise committed.
- A reasonable goal would be to have parks in place by the time 50% of the residential units have been built in a given neighborhood.

# Questions on the Park and Open Space Framework?

---

# 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.

**ECONorthwest**  
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

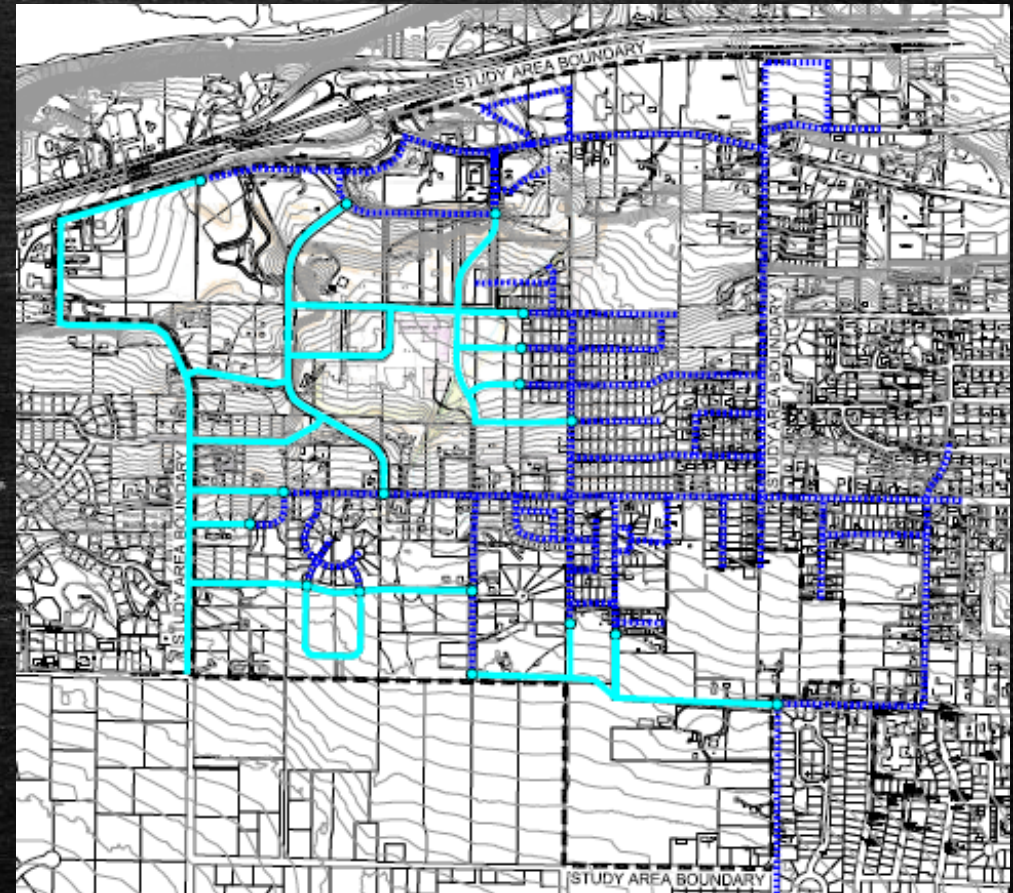
- Table 10 summarizes estimated System Development Charge (SDC) revenue in the Westside Area.
- Assumes development at 80% of Land Use “Scenario A”.
- If no changes to existing zoning, anticipates SDC revenue of \$9.56 million

*Table 10. SDC Revenue, Westside Area*

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

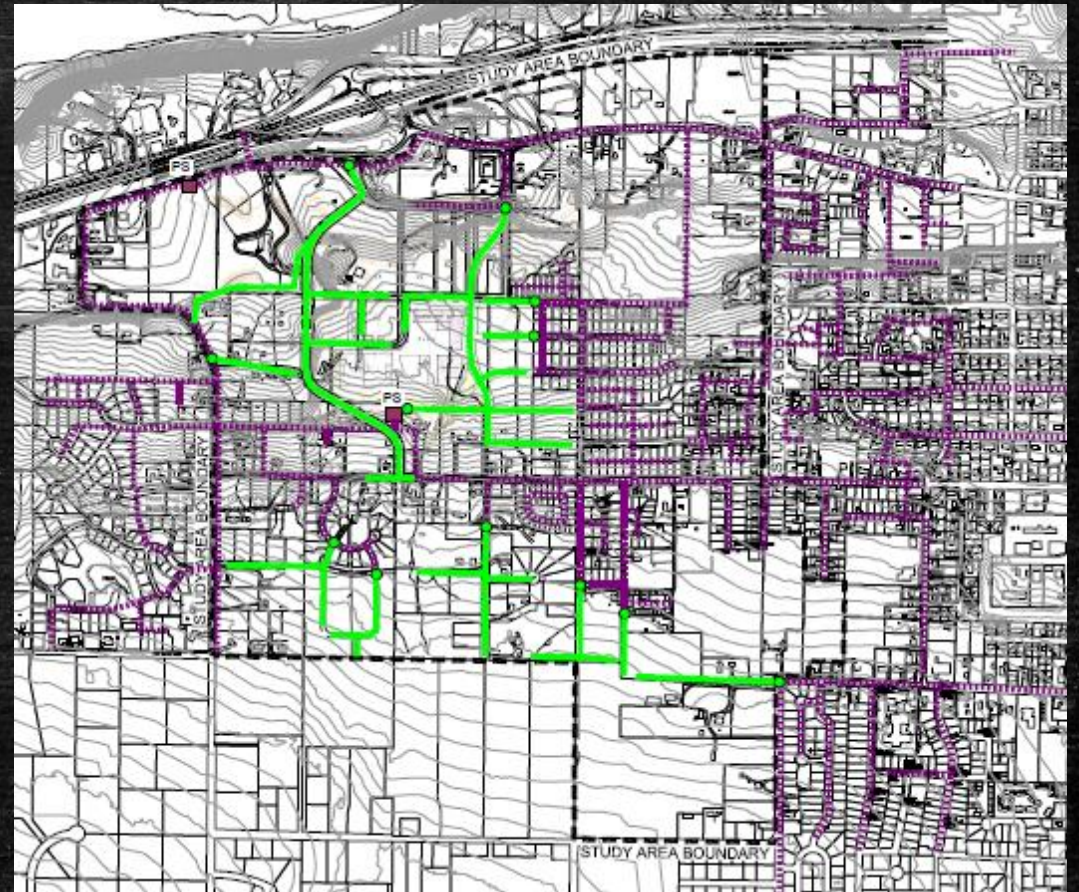
# Westside Area Concept Plan Report Infrastructure Funding - Water

- Memo in Appendix B by David Evans & Associates documents cost-estimates for water system improvements.
- The water system expansion into the Westside Area Concept Plan area will be based on the largest single point demand in the area, fire service flow, while maintaining a minimum water pressure for domestic and irrigation services.
- No funding gap for water.



# Westside Area Concept Plan Report Infrastructure Funding – Sanitary Sewer

- Memo in Appendix B by David Evans & Associates documents cost-estimates for sanitary sewer system improvements.
- Because sanitary sewer flows fluctuate throughout the day, the peak hourly design flow rate is obtained by multiplying the average daily rate by a peaking factor, which was reviewed by the City Engineer.
- No funding gap for sanitary sewer.



# Westside Area Concept Plan Report

## Infrastructure Funding

---

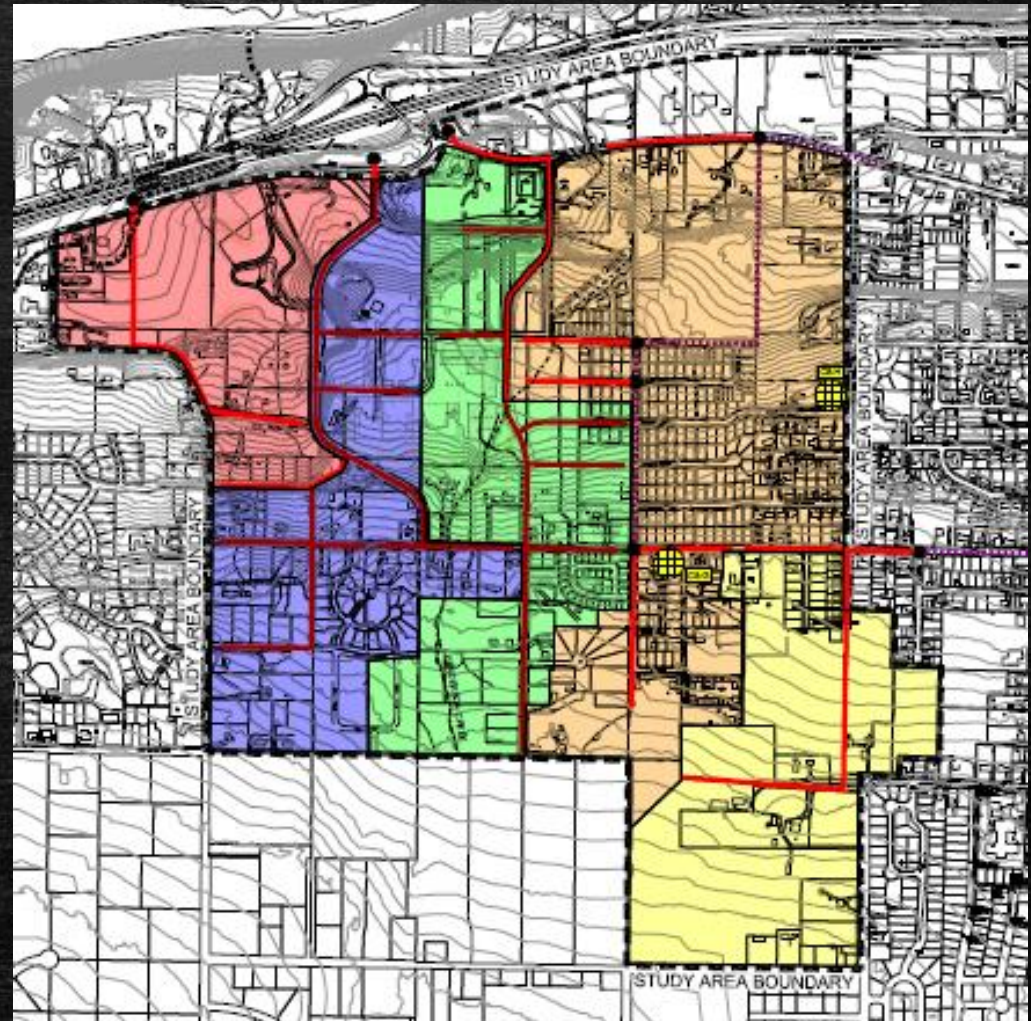
### Funding Plan Strategies and Issues:

- 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.



# Westside Area Concept Plan Report Infrastructure Funding – Stormwater

- Memo in Appendix B by David Evans & Associates documents cost-estimates for stormwater improvements.
- Memo also comments on “green” Low Impact Development (LID) concepts for use in the project area.



# Westside Area Concept Plan Report

## Infrastructure Funding - Stormwater

---

- The City is currently developing a Stormwater Management Plan that will inform an update of the City's Stormwater Capital Facilities Plan.
- The Stormwater Management Plan anticipates more on-site infiltration, which may result in smaller stormwater pipes and reduce overall system costs.
- The Concept Plan Report recommends assessing the adequacy of stormwater SDCs after completing the Stormwater Management Plan and Capital Facilities Plan update.

# Westside Area Concept Plan Report

## Infrastructure Funding - Parks

### Cost assumptions:

- \$350,000 per acre for land.
- \$4 to \$8 per square foot for improvements.
- If improvements are \$4 per square foot, Park SDCs have a 30% gap, and can fund roughly two of three neighborhood parks.
- Increase Park SDCs under current methodology to eliminate gap?



# Westside Area Concept Plan Report

## Infrastructure Funding - Parks

---

The Concept Plan Report recommends City and Parks District should work together to:

- Add Westside Area neighborhood parks to the District's Master Plan and SDC methodology. The District's existing SDC methodology anticipates three neighborhood parks in the UGB (not limited to Westside). It could be updated to reflect park acreages and cost estimates, and be aligned with the Parks Framework.
- Determine whether a higher Parks SDC should be charged. If the maximum defensible SDC were available, it would eliminate the funding gap.
- Determine whether the City or District will own and maintain Westside Area Neighborhood Parks.

# Westside Area Concept Plan Report

## Infrastructure Funding - Parks

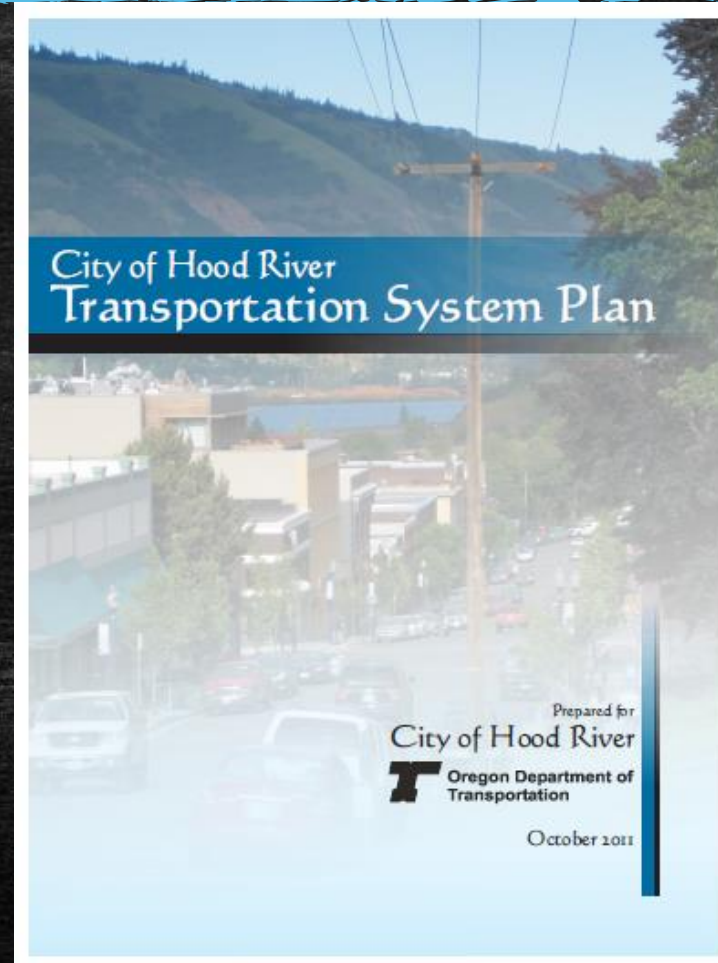
---

The Concept Plan Report recommends the City should:

- Consider requiring annexation agreements, at the time of annexation, to provide authority for the City and Parks District to acquire park land at fair market value as part of the development process.
- Seek land donations or exactions from developers. Park land dedication could reduce expenditures on land, but may affect Parks SDC revenues if SDC credits are issued in exchange for land.
- Acquire park land earlier and hold it for later development.
- Reduce park improvement expenses.
- Seek grants from State of Oregon and other sources.
- Consider applying Parks SDCs to commercial and industrial uses, subject to nexus between development of such uses and park needs of employees.

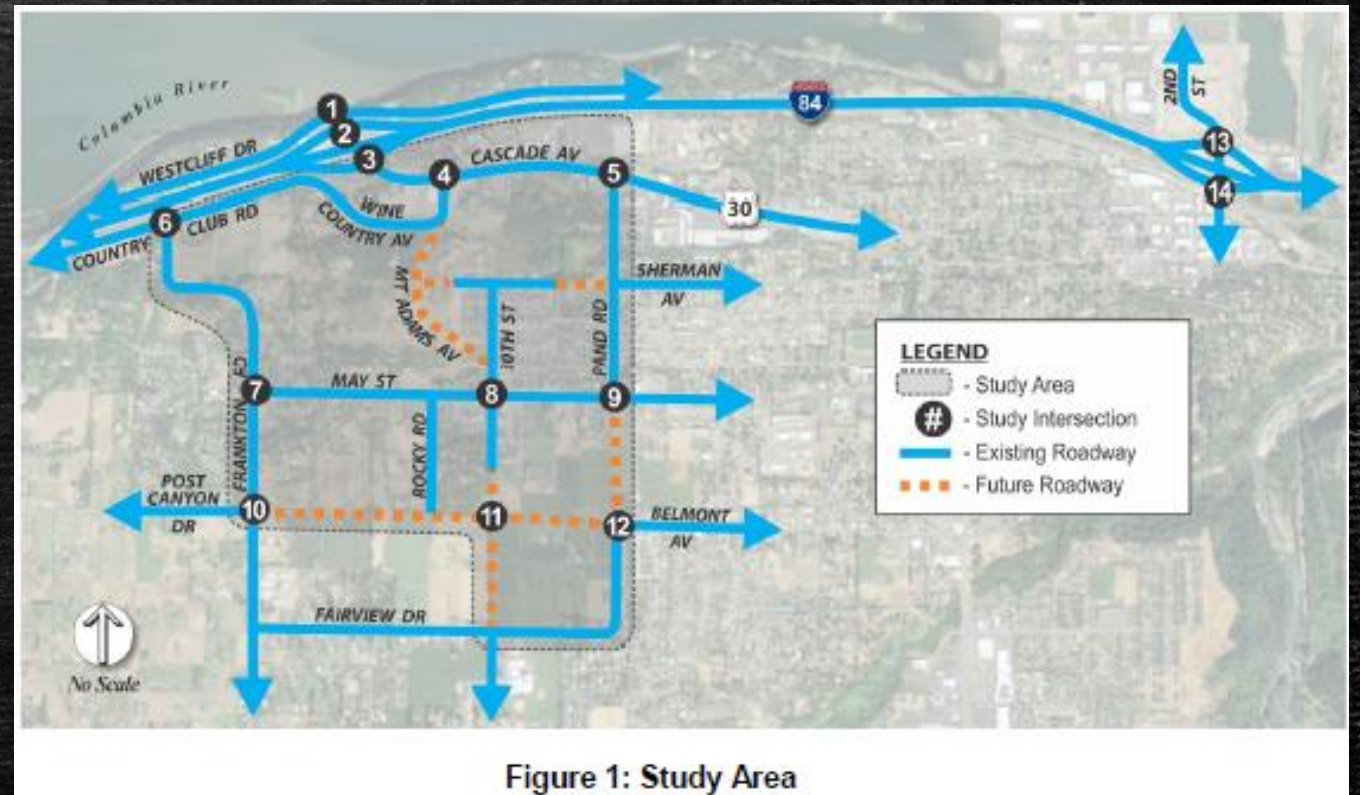
# Westside Area Concept Plan Report Infrastructure Funding - Transportation

- 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.



# Westside Area Concept Plan Report Infrastructure Funding - Transportation

- 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.



# Westside Area Concept Plan Report

## Infrastructure Funding - Transportation

---

- 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: a traffic signal or mini-roundabout at the intersection of May Street and Rand Road/27<sup>th</sup> Street.
- Recommends a key project from the existing TSP, the "Mt. Adams Extension", is shifted west to a location known as "Alignment D".
- Identified an interim improvement solution at Interstate 84 Exit 62 with an estimated cost of \$5 million (vs. \$20.9 million upgrade that is noted in the adopted TSP).
- ODOT committed to funding the \$5 million interim improvements within the planning period (by 2040) conditioned on the City adopting funding measures and policies for needed Westside Area transportation facilities.



# Westside Area Concept Plan Report

## Infrastructure Funding - Transportation

---

### 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.

# Westside Area Concept Plan Report

## Infrastructure Funding - Transportation

---

### 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.

# Westside Area Concept Plan Report

## Infrastructure Funding - Transportation

---

### 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.

# Questions on Infrastructure Funding?

---

File No. 2018-07

---

Staff suggests a motion to continue the hearing  
for File No. 2018-07  
to Monday, August 20 (or other date certain) 2018,  
at 5:30pm in the City Council Chambers  
for further hearing and discussion.

File No. 2018-07

---

Topic for next meeting:

- Land Use Framework – Scenarios A, B and C