

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

July 29, 2019
City of Hood River Planning Commission

July 29, 2019 Hearing - File No. 2018-07

- “Streets & Transit Framework”
Planning Commission
Recommendations
- “Pedestrian & Bicycle Framework”
Planning Commission
Recommendations
- “Park & Open Space Framework” deliberation



BACKGROUND - File No. 2018-07

- Tonight's hearing is a continuance of the legislative amendments hearing from July 1, 2019.
- Tonight's discussion is expected to include a summary of the Planning Commission's recommendations for the Westside Area Concept Plan Report's "Streets & Transit Framework" and "Pedestrian & Bicycle Framework" before the Commission begins deliberating on the "Park and Open Space 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 12-14

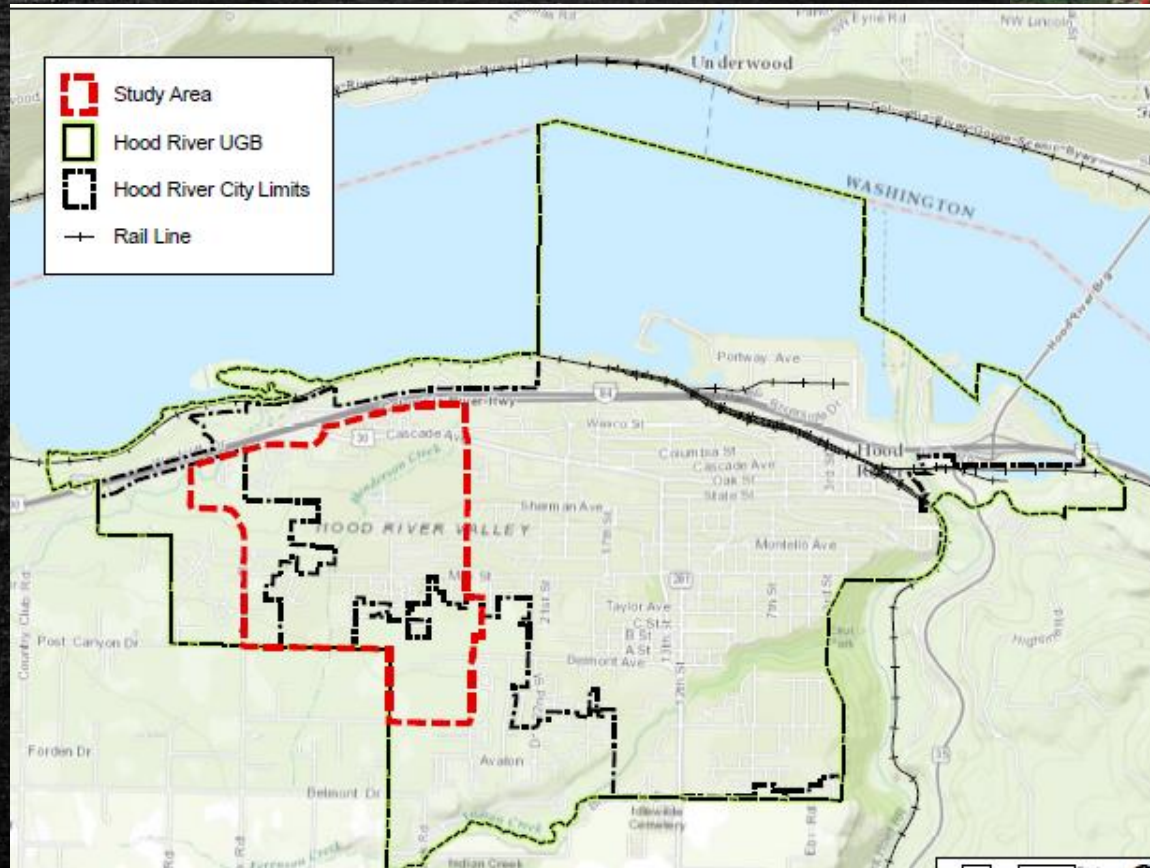
Step	Meeting	Topic
12	April 1, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Neighborhoods and Districts Framework
13	April 15, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Streets and Transit Framework
14	May 20, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Streets and Transit Framework• Pedestrian and Bicycle Framework

Westside Area Concept Plan Process Roadmap, Meetings 15-18

15	June 3, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Streets and Transit Framework
16	June 17, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Summary of deliberation regarding Streets and Transit Framework• Pedestrian and Bicycle Framework
17	July 1, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Summary of deliberation regarding Streets and Transit Framework• Summary of deliberation regarding Pedestrian and Bicycle Framework
18	July 29, 2019 Planning Commission Public Hearing	<ul style="list-style-type: none">• City Planning Commission deliberation• Summary of deliberation regarding Streets and Transit Framework• Summary of deliberation regarding Pedestrian and Bicycle Framework• Park and Open Space Framework

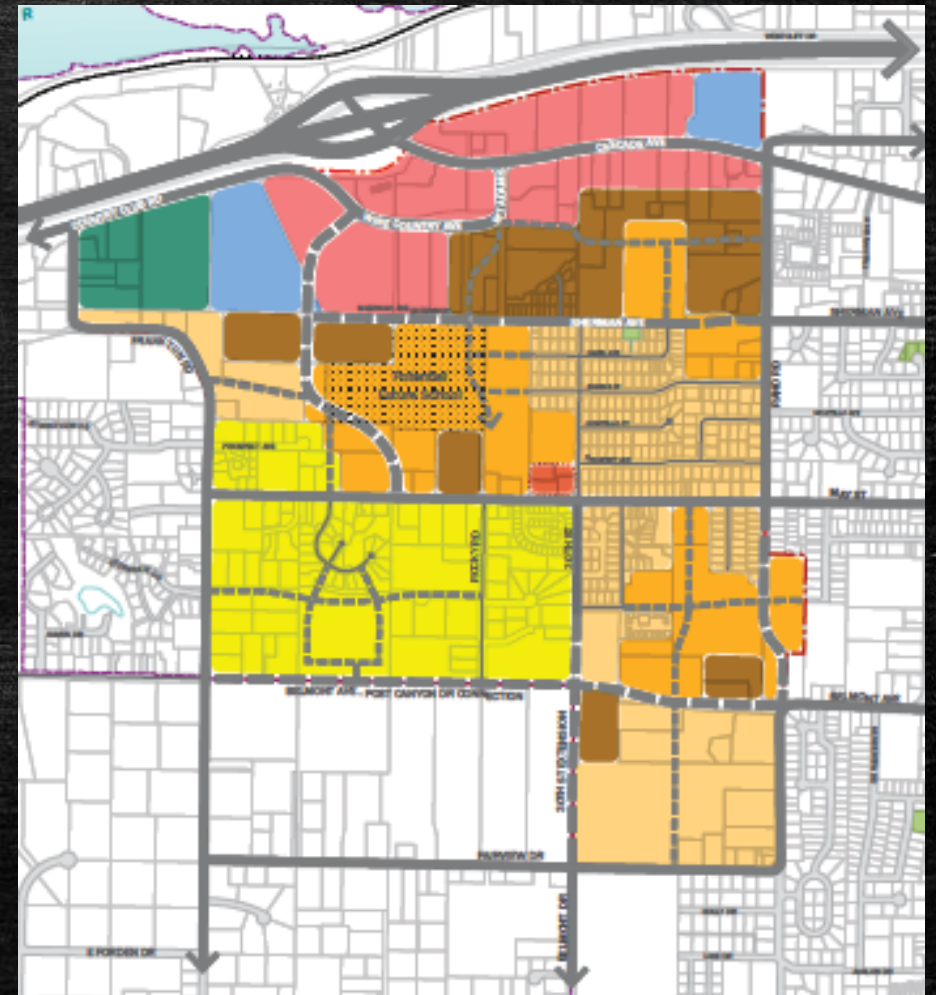
Westside Area Concept Plan Report Study Area

Study area,
approximately 450 acres

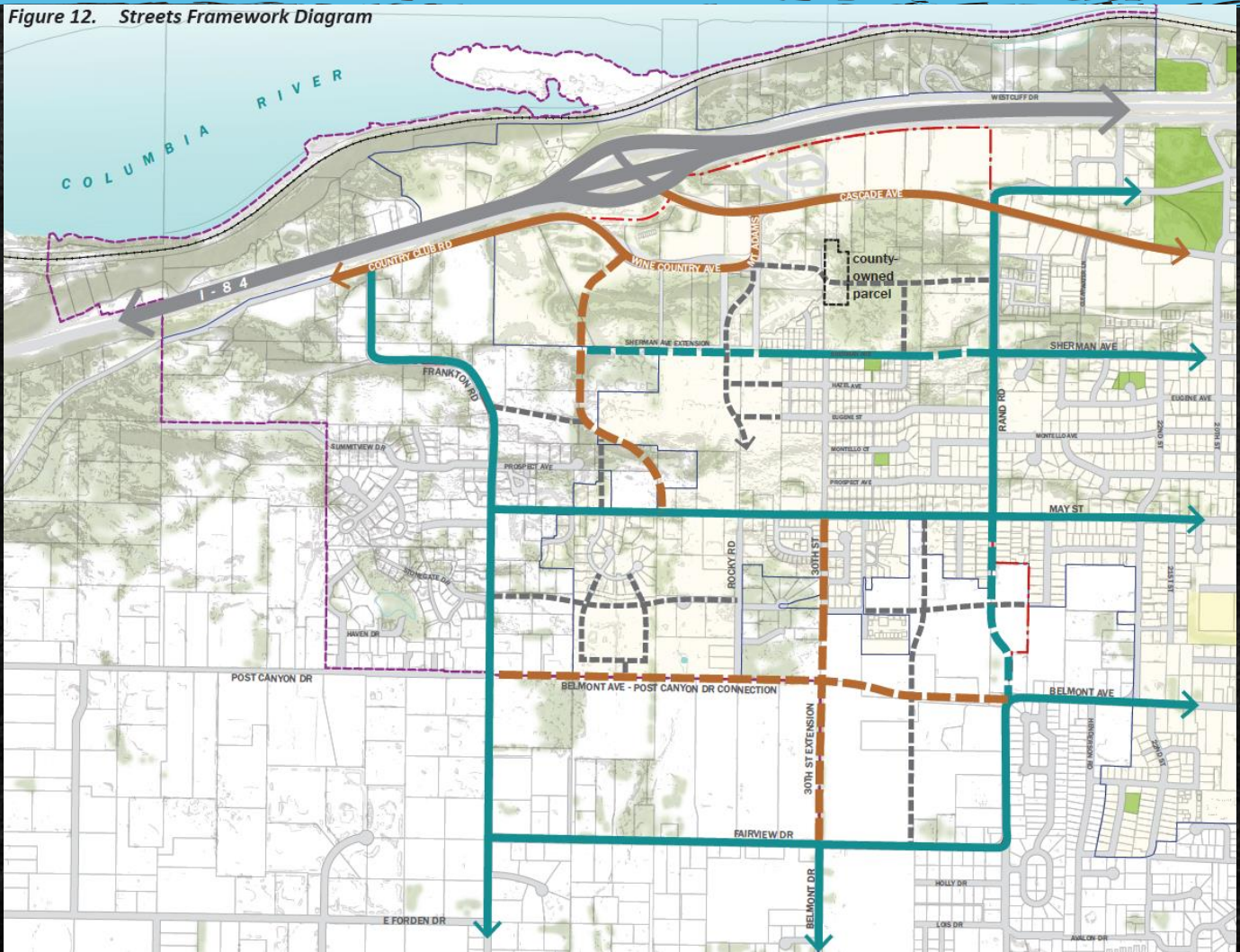


Westside Area Concept Plan Report Framework Plans

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

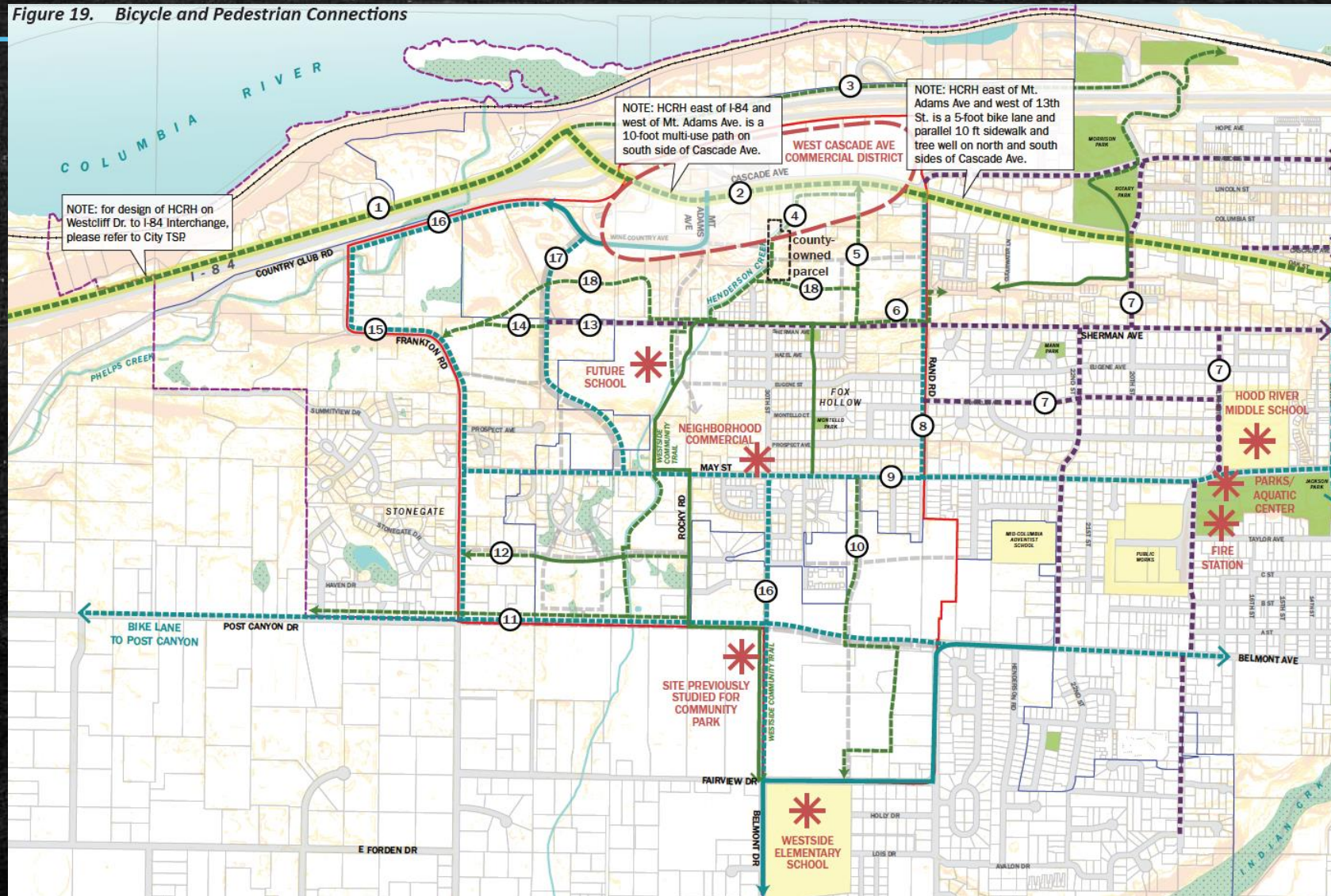


Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – 4/15, 5/20, 6/03, 6/17 & 7/1/2019



Legislative File No. 2018-07 Planning Commission Deliberation Bicycle & Pedestrian Framework – 5/20, 6/17 & 7/1/2019

Figure 19. Bicycle and Pedestrian Connections



Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework and Bicycle & Pedestrian Framework



CITY OF HOOD RIVER

PLANNING DEPARTMENT

211 Second Street, Hood River, OR 97031 Phone: 541-387-5210

To: Mayor and City Council

From: Planning Commission

Date: July 29, 2019

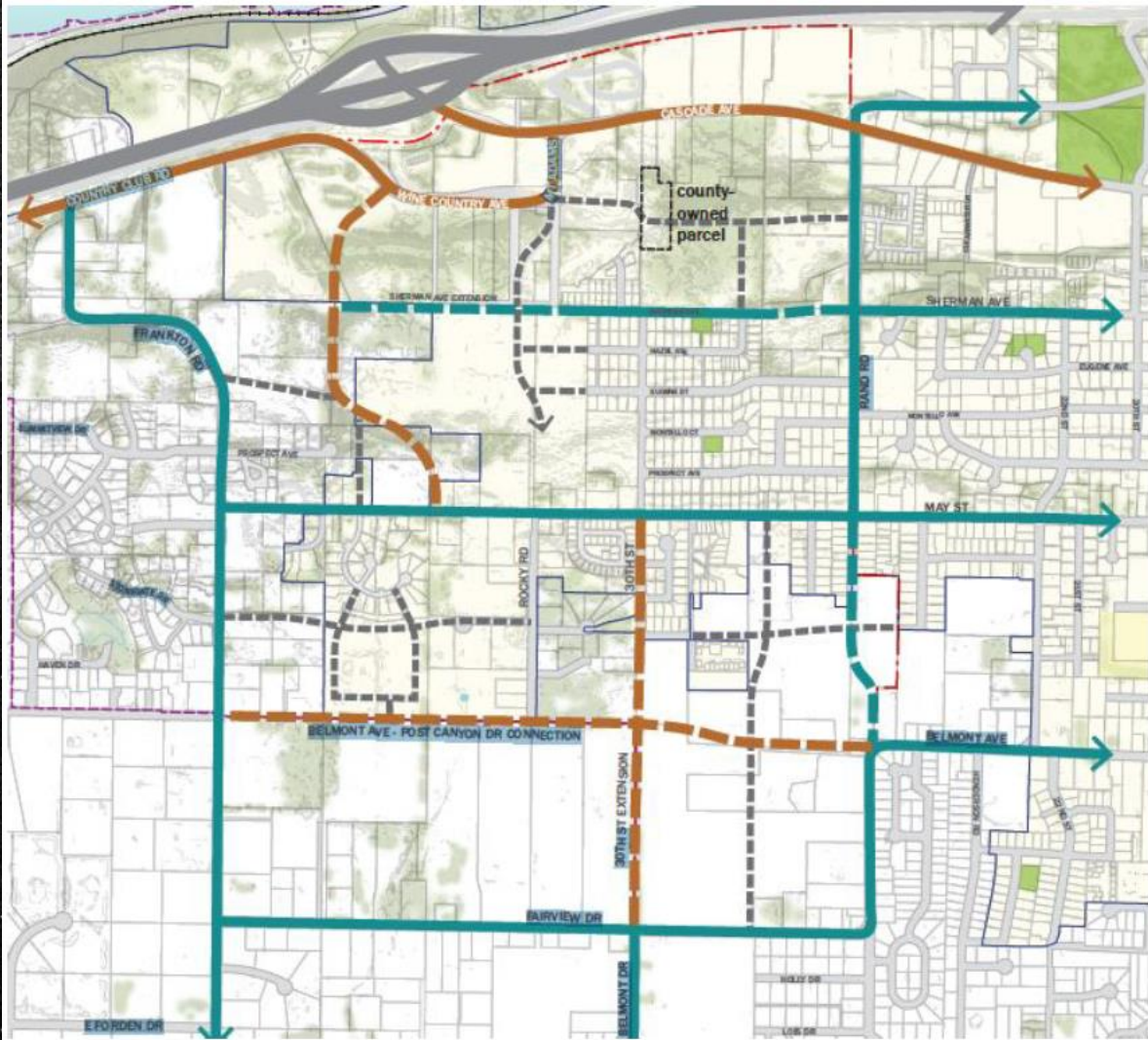
Re: Recommendations for WACP Streets, Bicycle & Pedestrian Frameworks (File No. 2018-07)

During public hearings on April 15, May 20, June 3, June 17 and July 1, 2019, the Planning Commission sought feedback from the public regarding the Westside Area Concept Plan Report's "Streets & Transit Framework" and "Pedestrian & Bicycle Framework" prior to deliberation.

As part of the Commission's review and deliberation over these Frameworks, a number of policy topics were discussed and refined into recommendations for consideration by the City Council.

The information below summarizes the Commission's recommendations for on the Streets & Transit Framework as well as the Bicycle & Pedestrian Framework of the Westside Area Concept Plan Report.

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework



CONCEPT PLAN REPORT

Streets & Transit Framework Pedestrian and Bike Framework Planning Commission Recommendation

Key Modifications to crosssections Minor Arterials

- Incorporate the sidepath concept from Federal Highways Rural Modes in lieu of On-street facilities within 70' ROW

Connector

- Incorporate the advisory shoulder and single though-lane concept in 60' ROW
- Prioritize walk width over tree parkway in order to achieve 6 foot sidewalk widths

Sections Color Coordinated to Map on the Following Page

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework

Arterial Streets

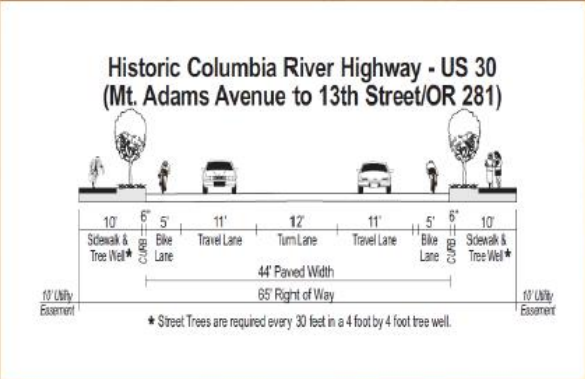
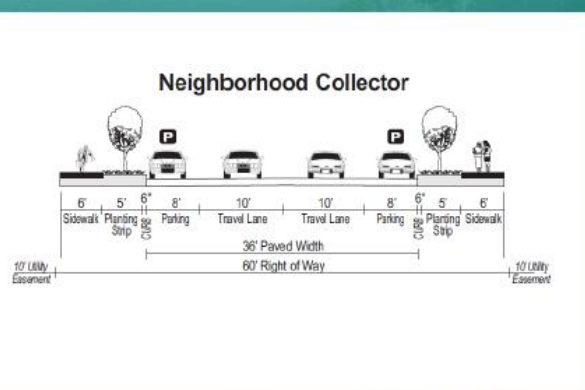
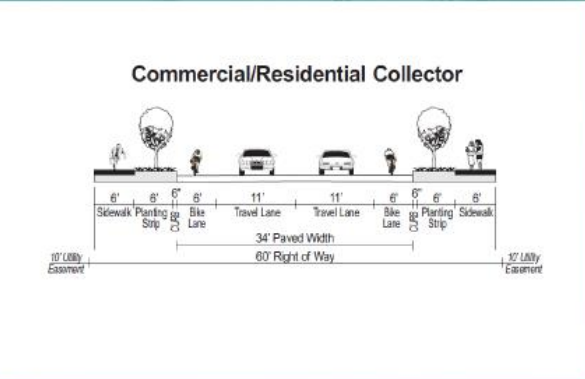


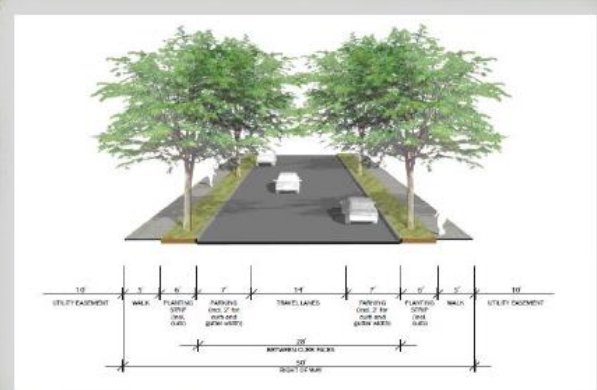
Figure 14. Minor Arterial Option Cross-Section (Without Turn Lane)



Collector Streets



Connector & Local Streets

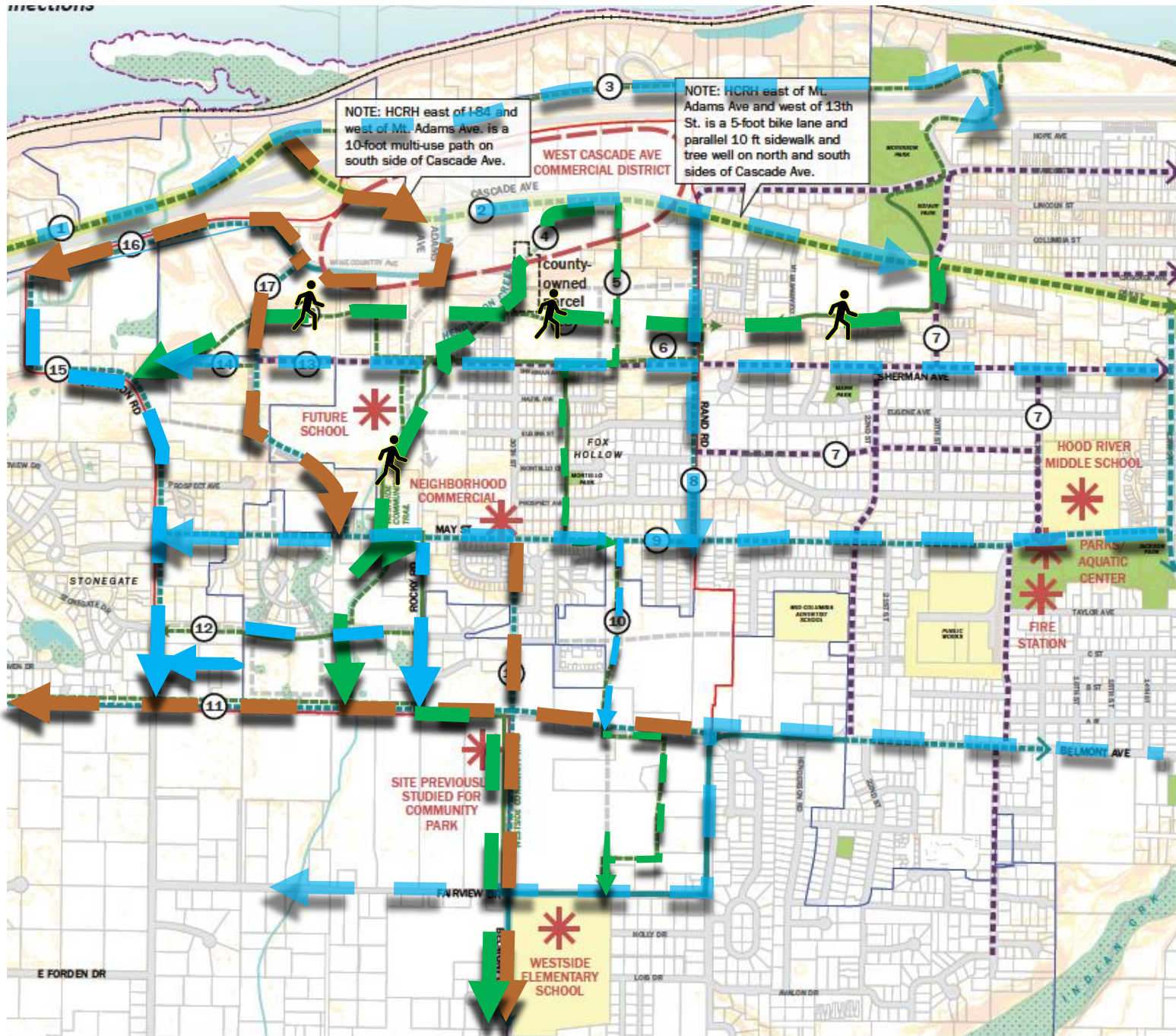


Legislative File No. 2018-07 Planning Commission Deliberation Pedestrian & Bicycle Framework with Streets



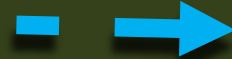



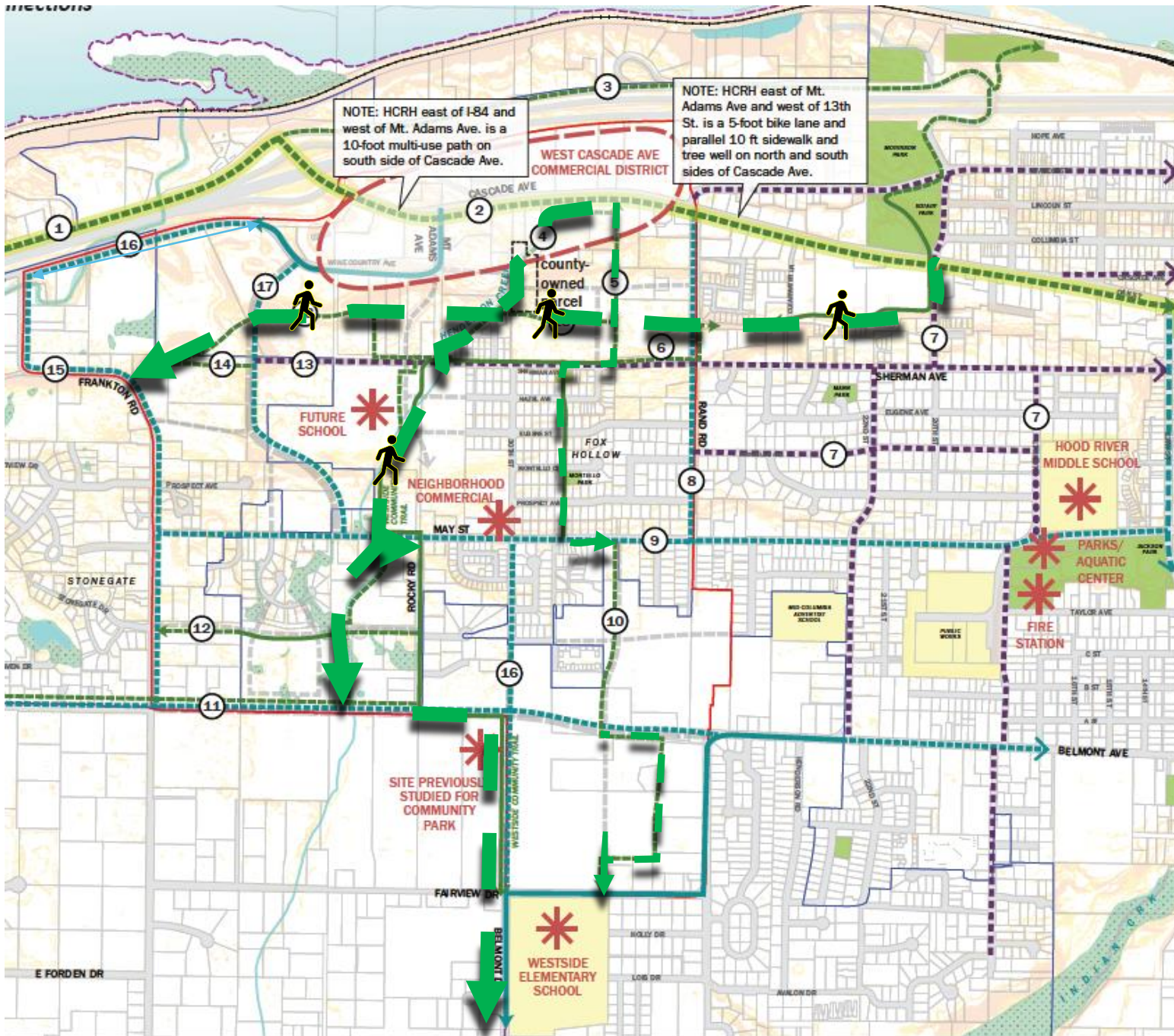
Pedestrian and Bike Framework Planning Commission Recommendation

- Facility**
- Off Road Trails 
 - Physically Separated Bike and Ped Street Facility 
 - On Street Bike Facility and Sidewalk 
 - Pedestrian Only 
 - Bike Boulevard/Neighborway shown in Purple on existing streets



Pedestrian and Bike Framework Planning Commission Recommendation

- Facility**
- Off Road Trails 
 - Physically Separated Bike and Ped Street Facility 
 - On Street Bike Facility and Sidewalk 
 - Pedestrian Only 
 - Bike Boulevard/Neighborway shown in Purple on existing streets

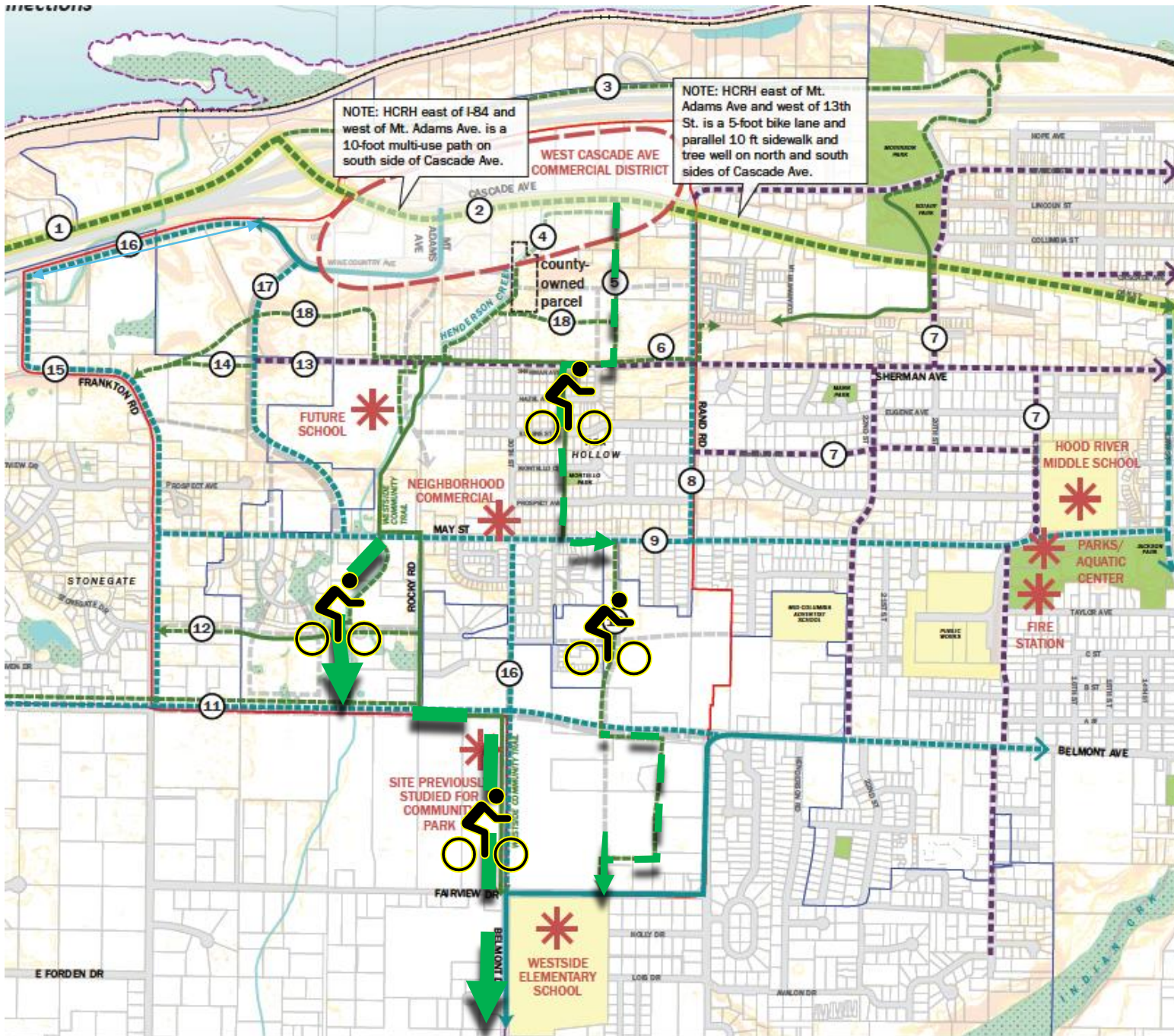


HOOD RIVER
WESTSIDE AREA
Concept Plan

CONCEPT PLAN REPORT

Pedestrian and Bike Framework Planning Commission Recommendation

- Facility**
- Off Road Trails 
 - Physically Separated Bike and Ped Street Facility 
 - On Street Bike Facility and Sidewalk 
 - Pedestrian Only 
 - Bike Boulevard/Neighborway shown in Purple on existing streets



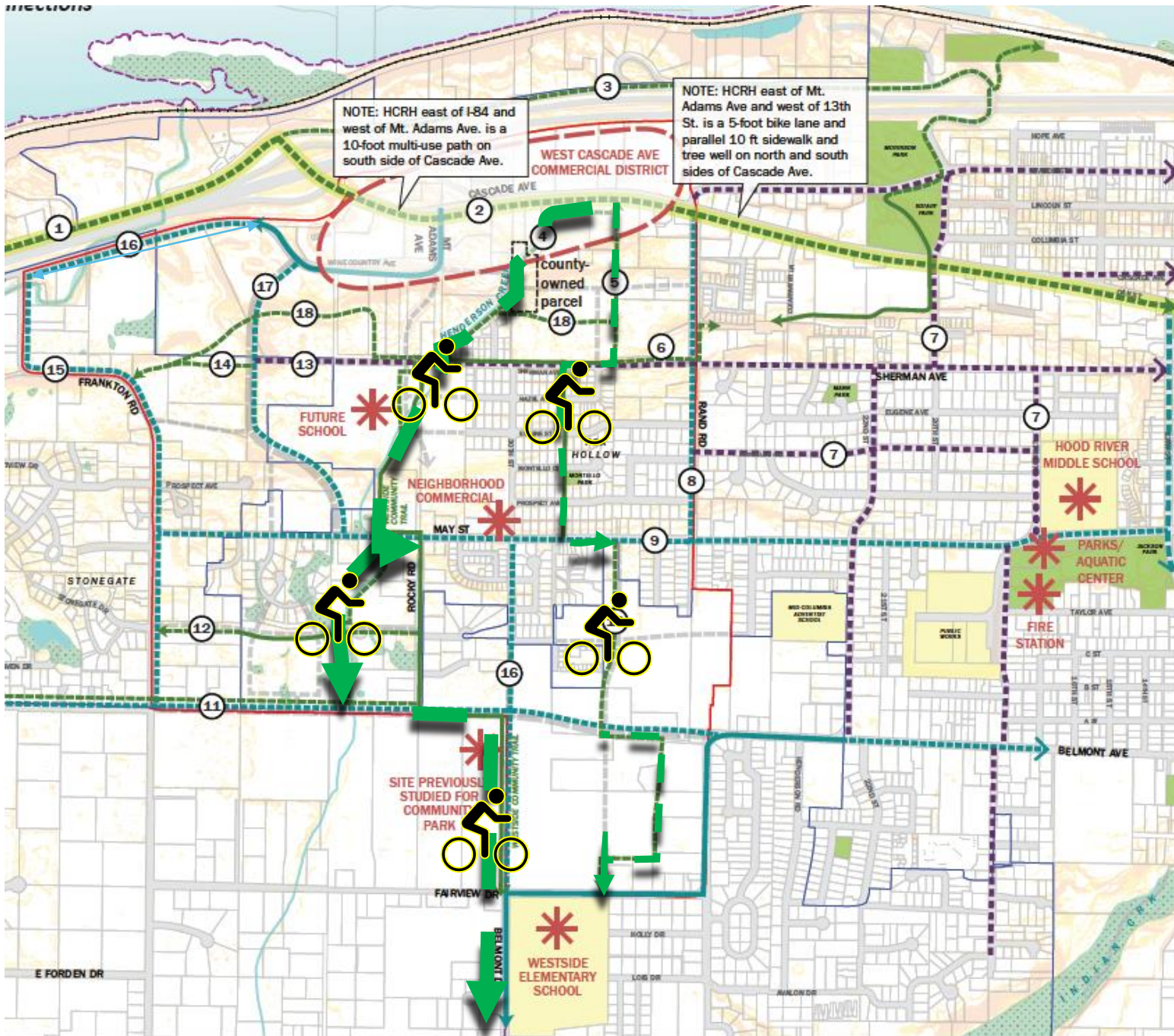
HOOD RIVER
WESTSIDE AREA
Concept Plan

CONCEPT PLAN REPORT

Pedestrian and Bike Framework Planning Commission Recommendation

Facility

- Off Road Trails 
- Physically Separated Bike and Ped Street Facility 
- On Street Bike Facility and Sidewalk 
- Pedestrian Only 
- Bike Boulevard/Neighborway shown in Purple on existing streets



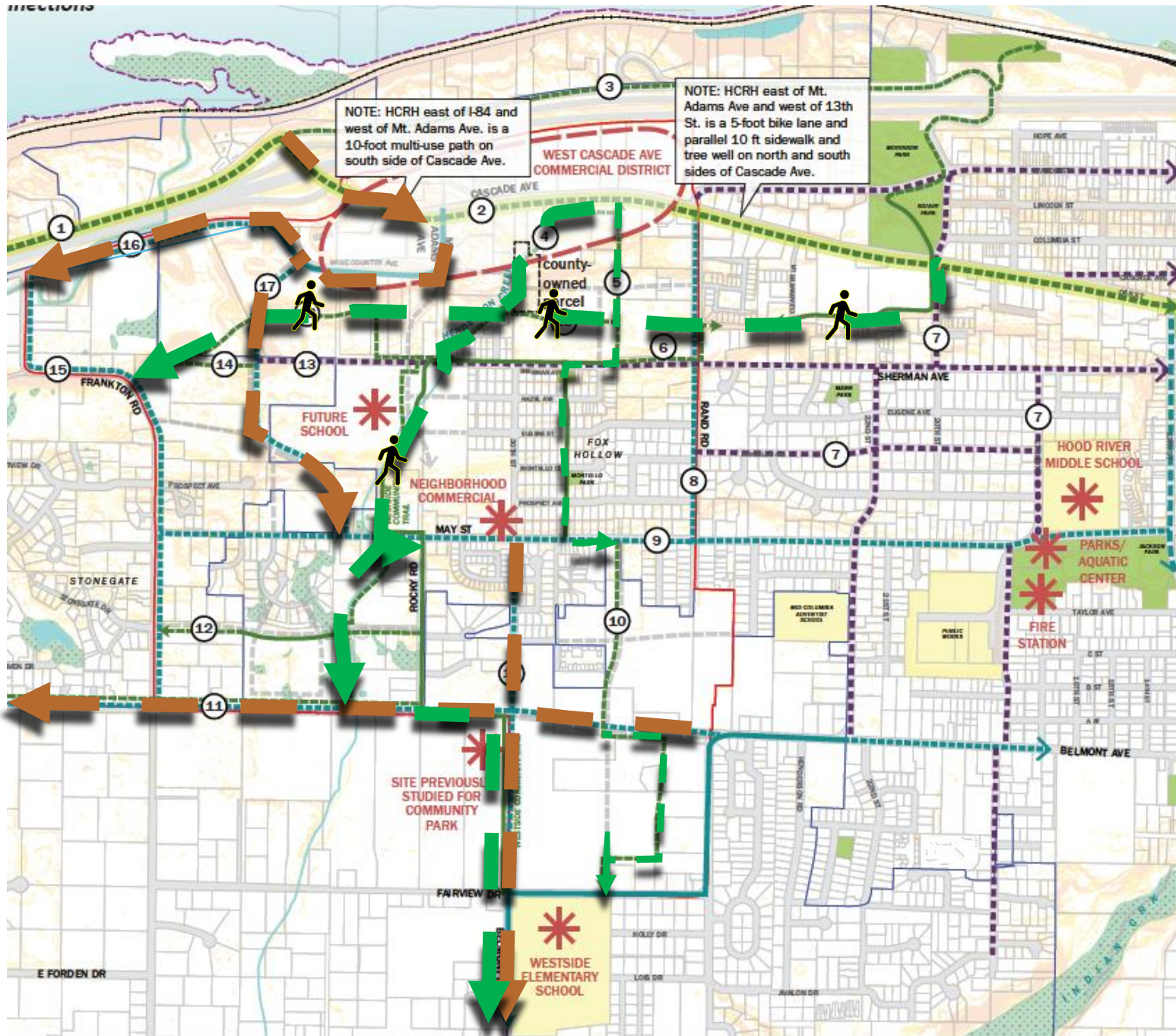
HOOD RIVER
WESTSIDE AREA
Concept Plan

CONCEPT PLAN REPORT

Pedestrian and Bike Framework Planning Commission Recommendation

Facility

- Off Road Trails 
- Physically Separated Bike and Ped Street Facility 
- On Street Bike Facility and Sidewalk 
- Pedestrian Only 
- Bike Boulevard/Neighborway shown in Purple on existing streets



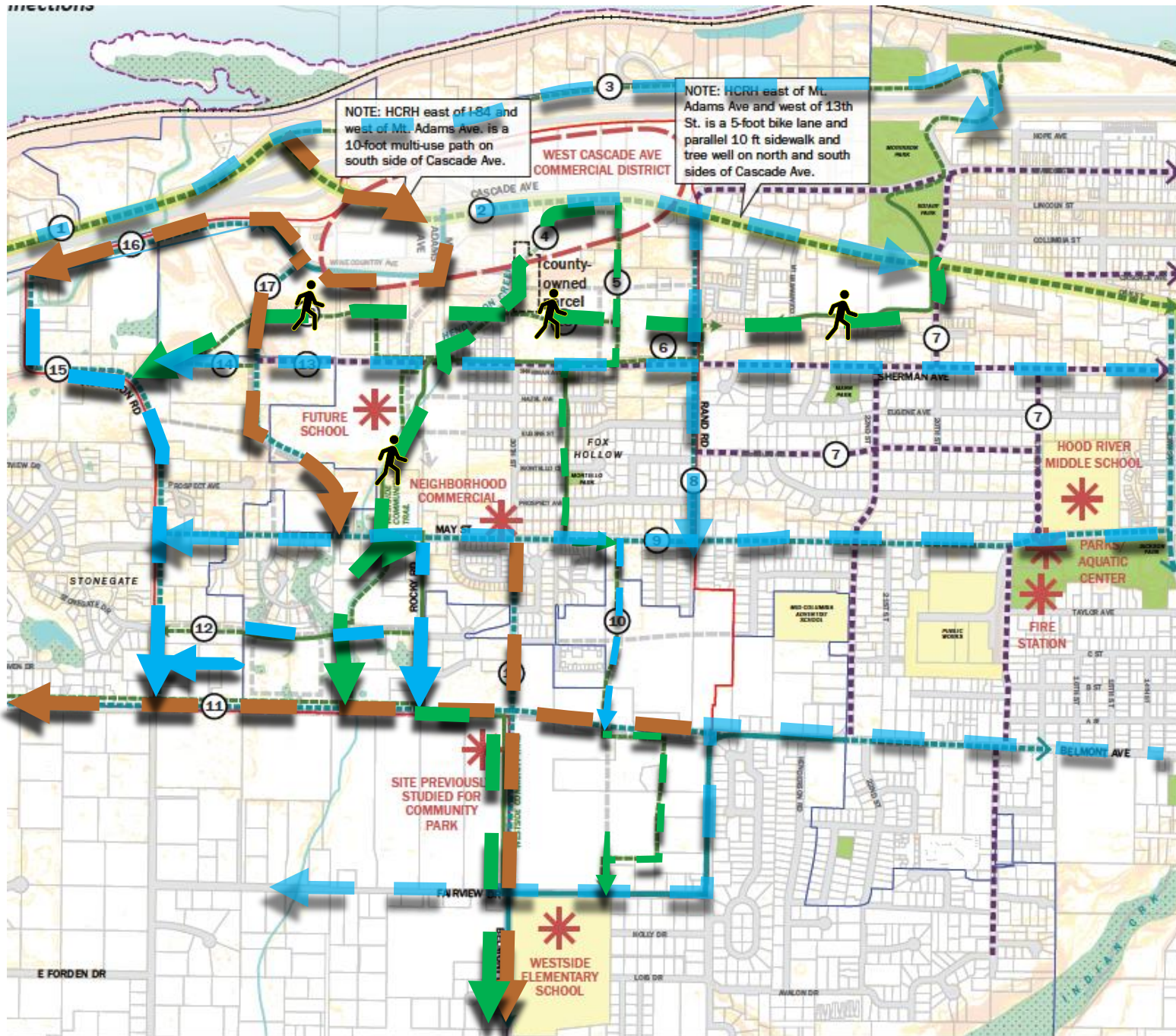
HOOD RIVER
WESTSIDE
AREA
Concept Plan

CONCEPT PLAN REPORT



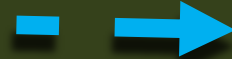

Pedestrian and Bike Framework Planning Commission Recommendation

Facility

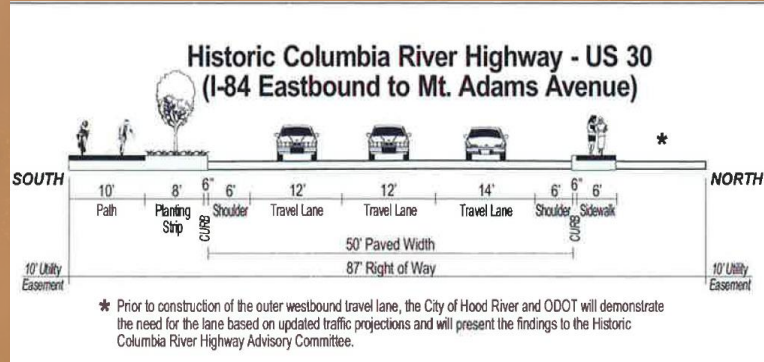
- Off Road Trails 
- Physically Separated Bike and Ped Street Facility 
- On Street Bike Facility and Sidewalk 
- Pedestrian Only 
- Bike Boulevard/Neighborway shown in Purple on existing streets



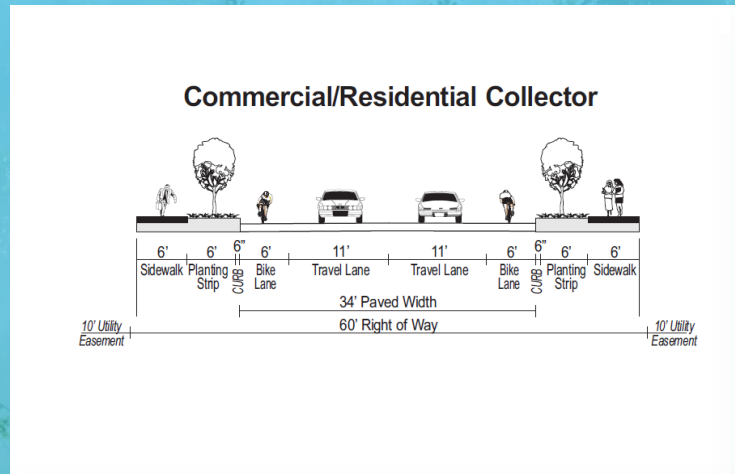
Pedestrian and Bike Framework Planning Commission Recommendation

- Facility
- Off Road Trails 
 - Physically Separated Bike and Ped Street Facility 
 - On Street Bike Facility and Sidewalk 
 - Pedestrian Only 
 - Bike Boulevard/Neighborway shown in Purple on existing streets

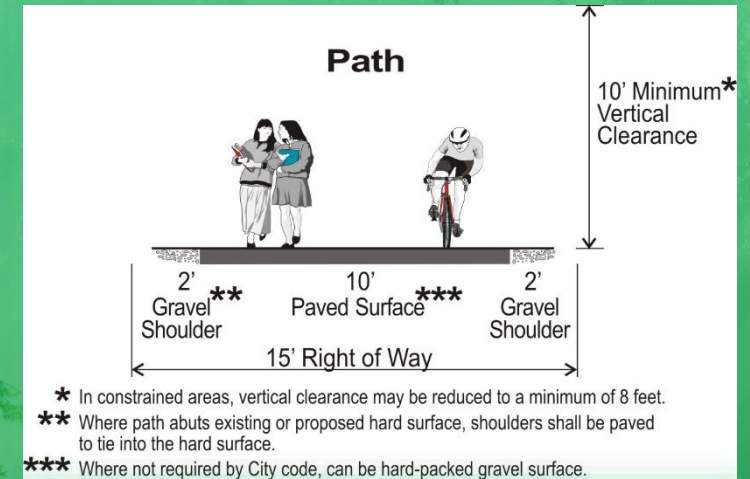
Physically Separated Ped and Bike Facility



On Street Bike Facility and Sidewalk



Off Street Path and Trail



Separated Bike Lane

A separated bike lane is a facility for exclusive use by bicyclists that is located within or directly adjacent to the roadway and is physically separated from motor vehicle traffic with a vertical element.

Exclusivity for Bicyclists
The bike lane provides space to bike. The design discourages other modes of travel.

Physical Separation
The separated bike lane should be distinct from the roadway, with curbing, materials, a curb, or other delineative edge.

Speed and Volume
For use on roads with high motor vehicle volume and moderate to high-speed motor vehicle traffic.

Network
The network provides connections to major roads through and across neighborhoods.

Benefits

- Provides a more comfortable experience on high-speed and high-volume roadways than shared shoulders.
- Separates bike users from other bicyclists, a similar riding experience to dedicated bike paths, and provides a safe and secure riding experience.
- Offers an increased level of service over shoulders in areas with high volumes of bicyclists, which are paved with asphalt.
- Can reduce the incidence of sidewalk riding and potential user conflicts.
- Increases the degree of connectivity over a sidewalk, which is configured as a one-way directional facility on both sides of the street.
- Reflects a more urban road environment than shoulders. The use of a wide delineated buffer may require visual improvements, such as trees.
- Requires a side roadside environment to provide for separation, sidewalks, and bike lane areas.

Land Use
For use on roads with high volumes of bicyclists and pedestrian traffic.

APPLICATION

Facility Type	Speed Range (mph)	Volume Range (ADT)
Separated Bike Lane	25 - 45	10,000 - 20,000
Shared Shoulder	25 - 45	10,000 - 20,000
Dedicated Bike Lane	25 - 45	10,000 - 20,000

Advisory Shoulder

Advisory shoulders are a new treatment type in the United States and no performance data has yet been collected for comparison to a substantial body of international experience. In order to install advisory shoulders, an approved Request for Experimentation is required as detailed in Section 1A.30 of the MUTCD. It will also accept requests for experimentation with a similar treatment called "delineated bicycle lanes."

Benefits

- Provides a delineated but non-exclusive space available for bicycling and a readily identifiable location for dedicated shoulders.
- May reduce some types of crashes. Such as reduced motor vehicle track spacing.
- Maximizes potential impacts to visual or natural resources through efficient use of existing space.
- Requires well-located and small trees and shrubs and low-lying vegetation.
- Increases predictability and clarifies desired lateral positioning between bicycling or walking and people driving in a narrow roadway.
- May function as an interim measure where plans include shoulder widening in the future.
- Supports the natural environment through reduced speed and safety requirements.

Speed and Volume
Allow operation on roads with low to moderate volume and moderate speed motor vehicle traffic.

Network
Provides unimproved connections between built-up areas.

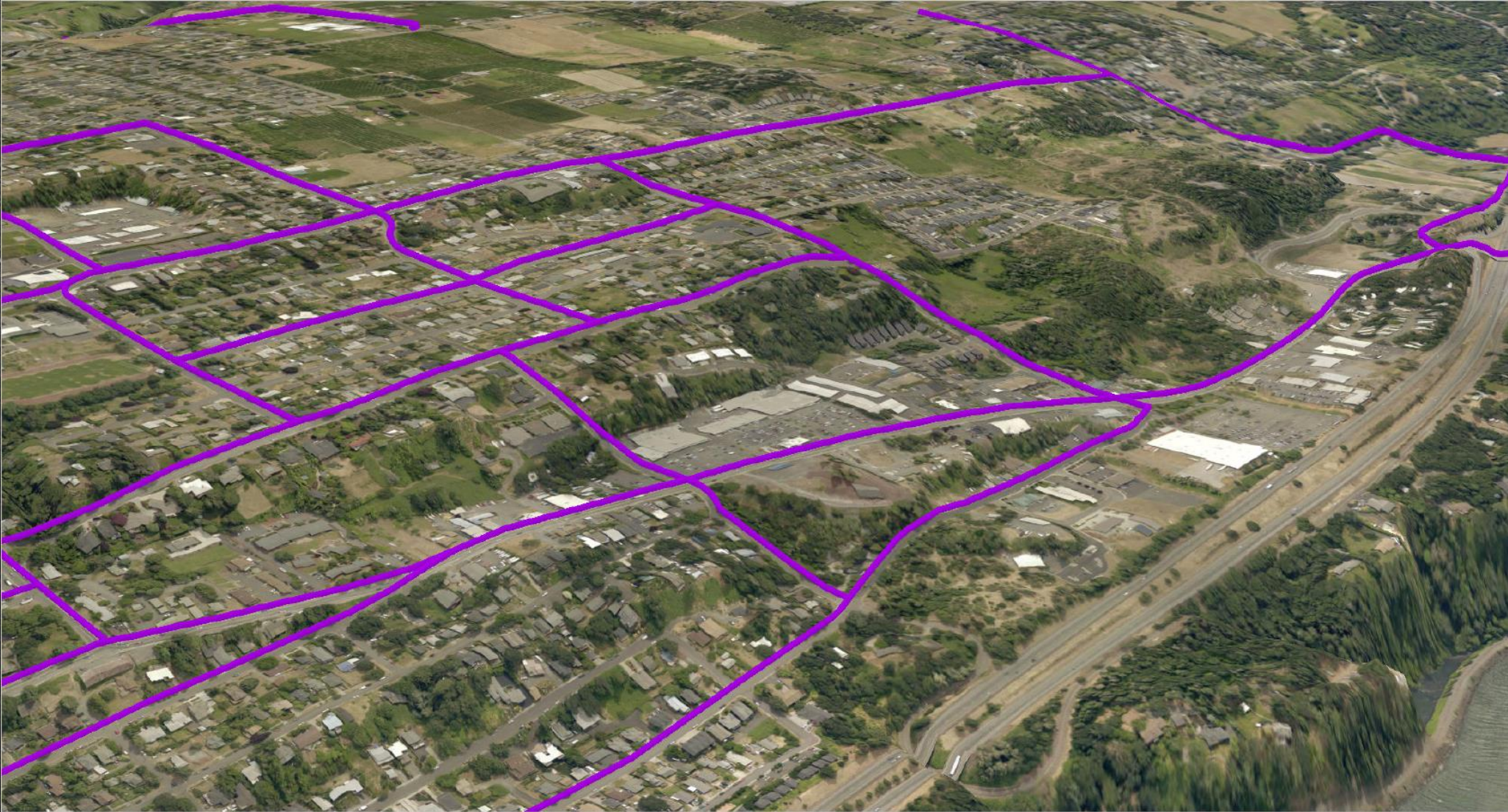
Land Use
For use on roads, boulevards, and within built-up areas with bicycle and pedestrian demand and desired, available paved roadway surface.

APPLICATION

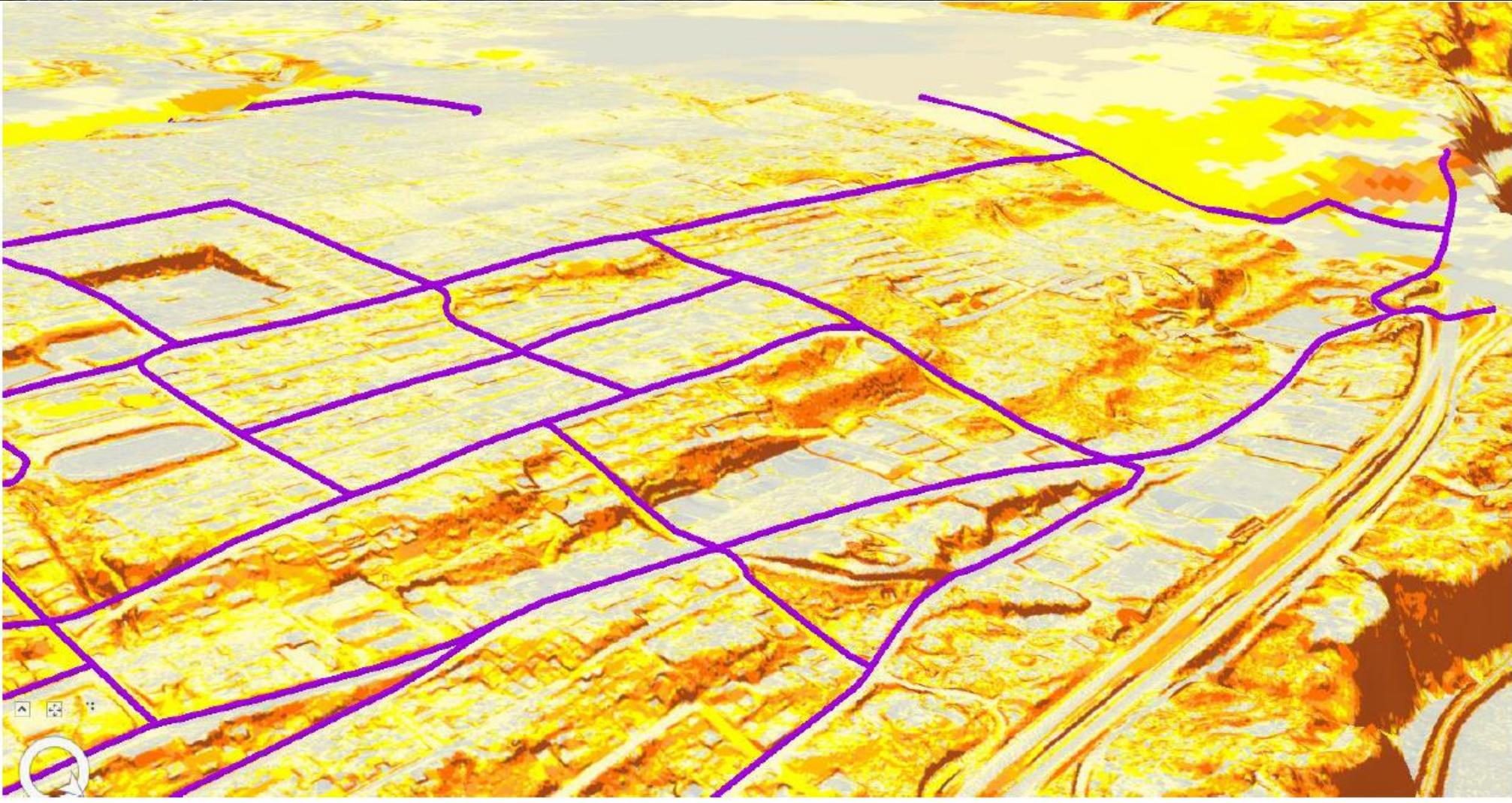
Facility Type	Speed Range (mph)	Volume Range (ADT)
Advisory Shoulder	25 - 45	10,000 - 20,000
Shared Shoulder	25 - 45	10,000 - 20,000
Dedicated Bike Lane	25 - 45	10,000 - 20,000



Legislative File No. 2018-07 Planning Commission Deliberation
Existing Roads with Imagery and Topography



Legislative File No. 2018-07 Planning Commission Deliberation
Existing Roads with LIDAR Data (Topography)



Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – Columbia Area Transit



July 5, 2019

Arthur Babitz, Chair Hood River Planning Commission
Kevin, Liburdy, Planner Westside Concept Plan
City of Hood River
211 2nd Street
Hood River, OR 97031

Dear Arthur & Kevin

This is a formal letter as follow up to CAT's testimony at the Hood River Planning Commission Meeting on Monday July 1st. CAT is pleased to have the opportunity to work with you, the Planning Commission and others at City Hall on the Westside Plan. We believe the Westside Concept Plan is a positive step toward improved livability. As noted, we believe the land use, street, pedestrian and bicycle connectivity plans outline in the Concept Plan today along with the Hood River Transportation System Plan would provide us the minimum necessary for CAT to run transit service in the area as it develops. The question for the Commission and Council is the providing for the minimum for transit enough for the goals you have set out in this plan?

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – Columbia Area Transit



July 5, 2019

In general, we are asking the City to include four key concepts into the Westside Plan:

1. Transit Friendly Streets
2. Transit Stops
3. Transit Gateways
4. Transit Supportive Development

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – Columbia Area Transit

Transit Friendly Streets

Transit friendly streets involve “balancing” street users rather than having any single mode dominate, thereby achieving equilibrium among the various transport modes: bus, car, bicycle and pedestrian.

The streets within the Westside Plan area that have potential as transit streets include the following:

- *Cascade Avenue between Mount Adams and Downtown*
- *Rand Road – between Wasco and Belmont Street*
- *May Street – between Frankton and 12th*
- *Belmont Street between 30th – and 12th Street and the*
- *new Mount Adams Road*



Transit Friendly Streets require that forethought is given to stops, turning movements and access for transit vehicles and coordination with other modes of transportation. They are designed to ensure that the community has access to transit and transit vehicles can move through the area without barriers.

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – Columbia Area Transit



Our recommendation is to identify 6 intersections within the plan area as transit gateway stops including:

- Rand & Sherman Street*
- Rand & May Street*
- Rand & Belmont Street*
- 30th & May street*
- Mount Adams & Cascade Avenue*
- Cascade Avenue & Rand Road*
- Frankton & May*

Legislative File No. 2018-07 Planning Commission Deliberation Streets & Transit Framework – Columbia Area Transit

The design principles which define the essential characteristics of these 6 centers and 4 transit friendly streets and would be incorporated in Concept Plan refinement include:

- Greater density than community average
- A mix of uses
- Quality pedestrian environment
- Defined public realm.



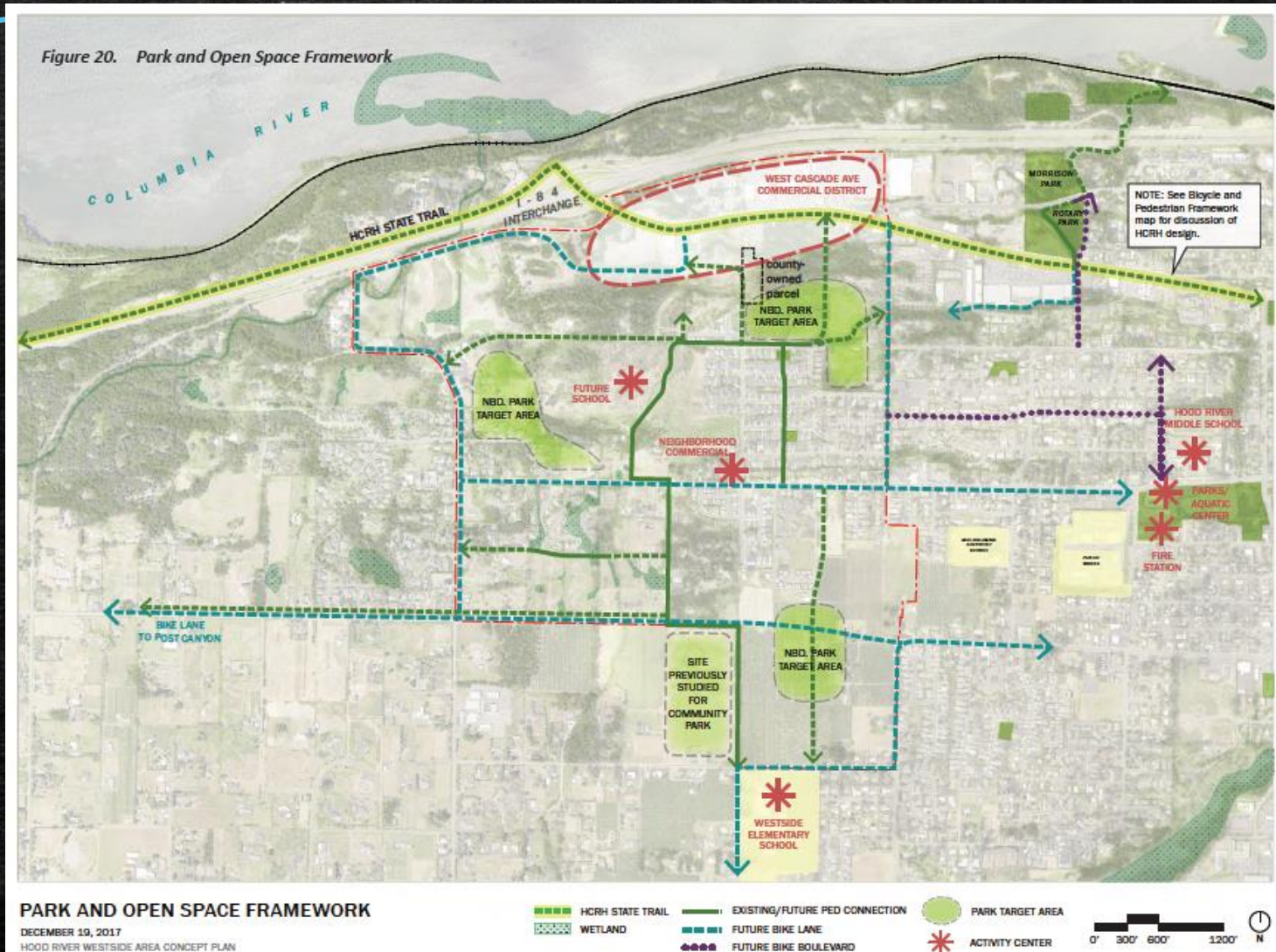
These four principles directly influence the land use, circulation, and design elements as well as the code regulatory elements that support it. A common thread running through the above guiding principles is the importance of establishing a unique neighborhood identity that is memorable and focused to promote and facilitate transit use. Improvements in public spaces, ranging from civic buildings, plazas, and streets to street signs, light fixtures and standards, specific street tree species, and pedestrian area paving materials can be used to create a unique sense of place for each priority

street or center. The intent with these principles is to develop the surround community character through the implementation of specific design palettes that are unique to the locality and enhance ridership and access.

Legislative File No. 2018-07 Planning Commission Deliberation Planning Commission Memo to City Council

Questions/comments for memo to City Council (most recent draft dated July 29, 2019) explaining the Planning Commission's deliberation and recommendations for the "Streets & Transit Framework" and "Bicycle & Pedestrian Framework"?

Legislative File No. 2018-07 Planning Commission Deliberation Park and Open Space Framework



Legislative File No. 2018-07 Planning Commission Deliberation Park and Open Space Framework

The Vision:

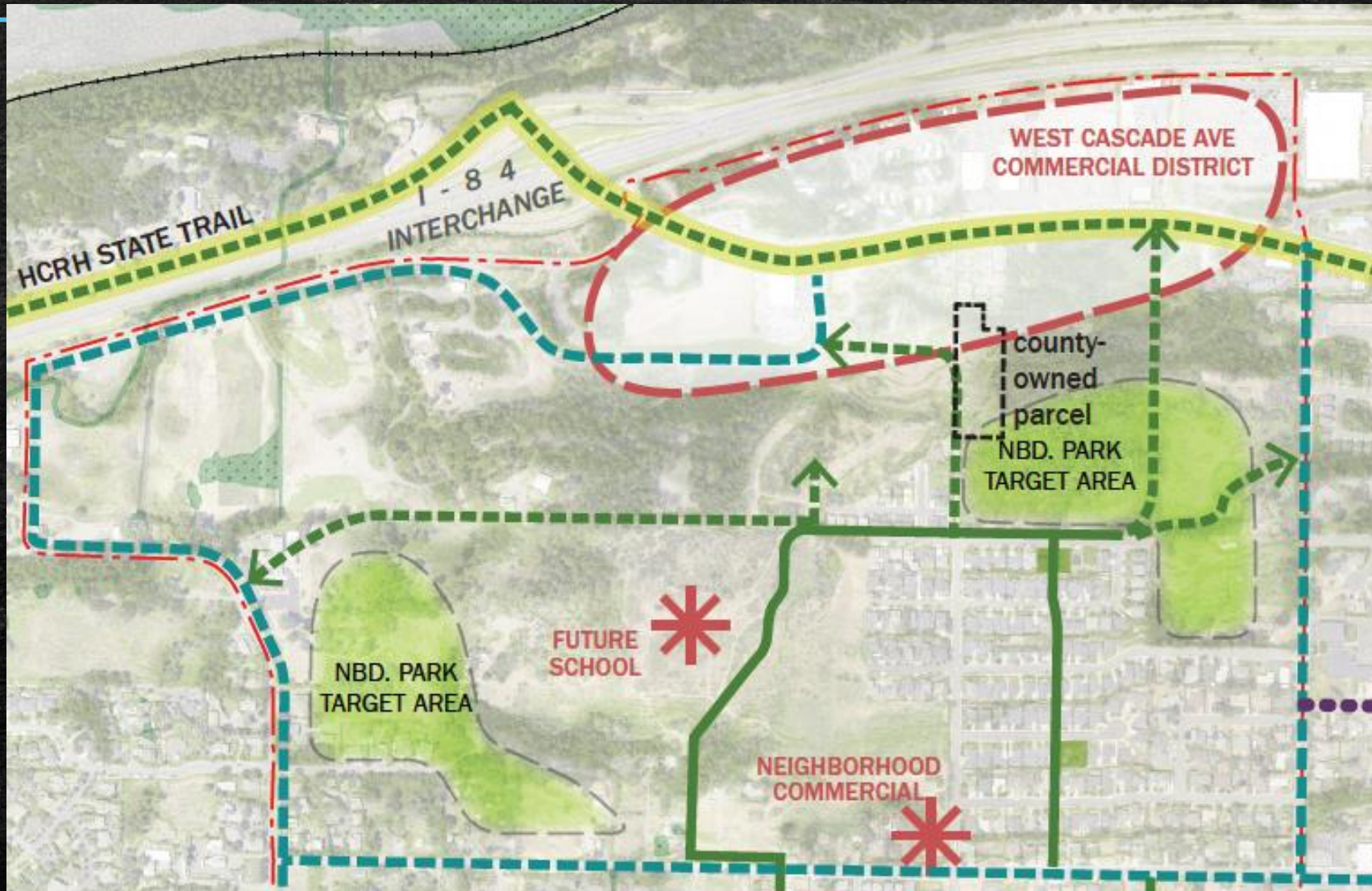
The Westside Area's parks and open spaces are envisioned to form a connected system of natural areas (tree groves, ridgelines, and Henderson Creek), parks (three neighborhood parks), and community destinations (Westside Elementary School and the future school). This network of public and private open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

Legislative File No. 2018-07 Planning Commission Deliberation Park and Open Space Framework

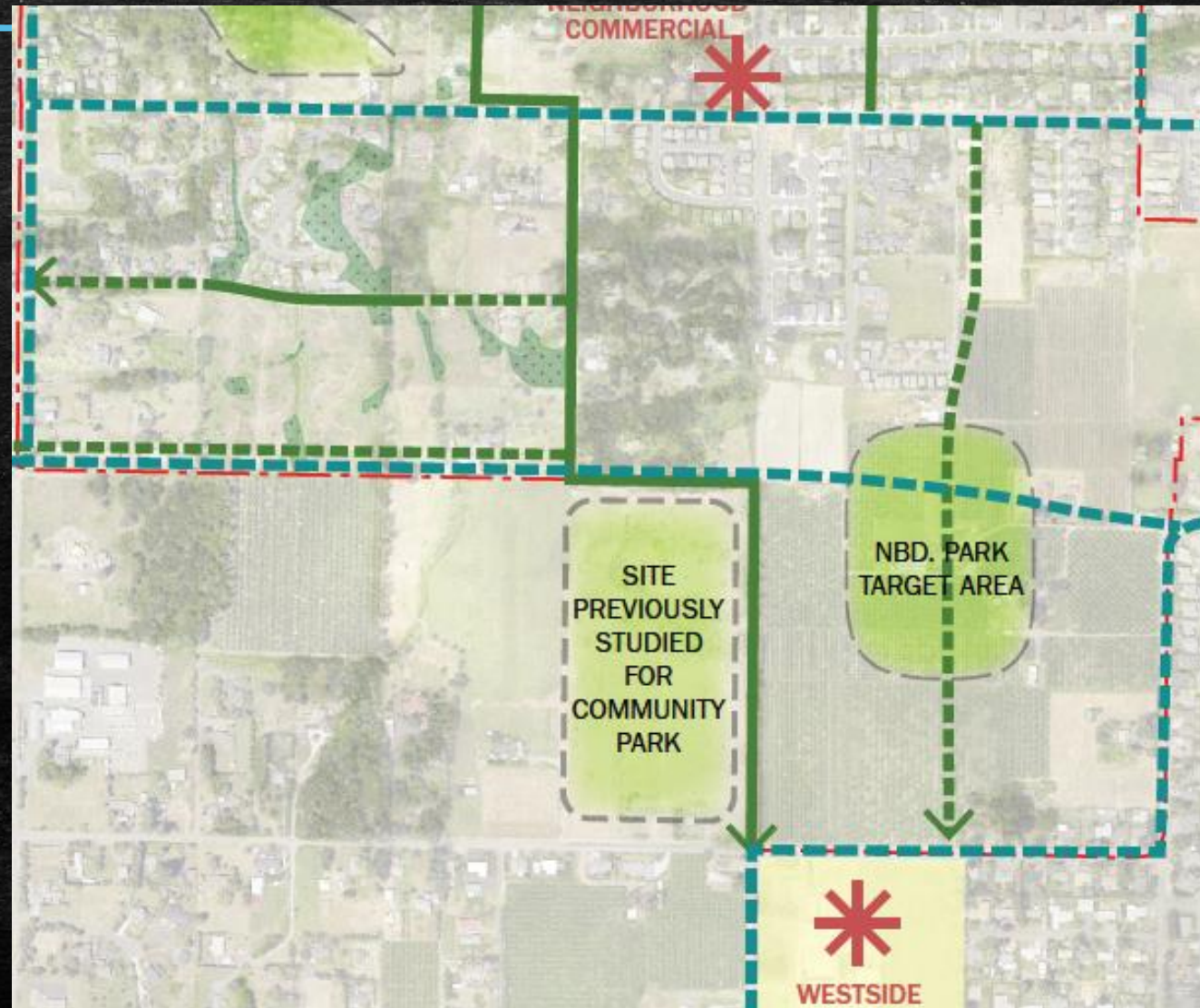
Parks and open space are referenced in several parts of the Westside Vision and Guiding Principles. Examples include:

- “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.”

Legislative File No. 2018-07 Planning Commission Deliberation Park and Open Space Framework – north of May St.



Legislative File No. 2018-07 Planning Commission Deliberation Park and Open Space Framework – south of May St.



Legislative File No. 2018-07 Planning Commission Deliberation 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.

Legislative File No. 2018-07 Planning Commission Deliberation 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 as placeholder to help implement the plan (17.03.140 Section K).

Legislative File No. 2018-07 Planning Commission Deliberation 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, as considered in an update of the Park and Recreation District's Master Plan.

Legislative File No. 2018-07 Planning Commission Deliberation 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 replace a neighborhood park.

Legislative File No. 2018-07 Planning Commission Deliberation 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 (Westside Area Concept Plan Report, pg. 39).

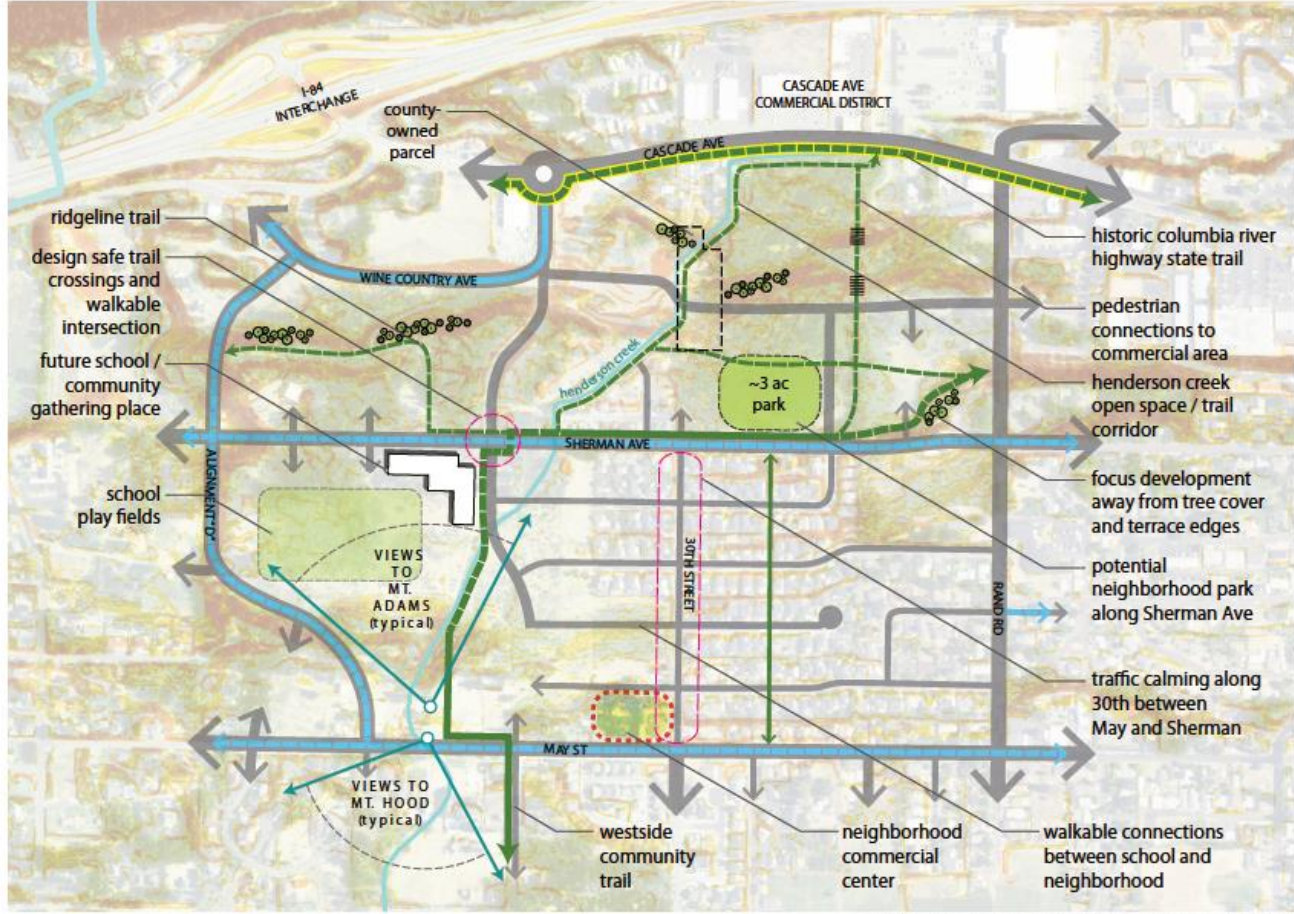
Legislative File No. 2018-07 Planning Commission Deliberation Neighborhood Design Frameworks

Figure 7. Neighborhood Design Framework – Middle Terrace Neighborhood

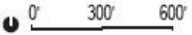
Neighborhood Design Framework Diagram
Middle Terrace Neighborhood

LEGEND

-  EXISTING TREE COVER
-  EXISTING TRAIL
-  PROPOSED TRAIL
-  EXISTING BIKE ROUTE
-  PROPOSED BIKE ROUTE
-  ROAD CONNECTIONS
-  POTENTIAL PARK LOCATION (conceptual and illustrative only)



Note: These diagrams are conceptual and for study purposes only



Legislative File No. 2018-07 Planning Commission Deliberation Park Land Acquisition – Appendix B.8



LAND USE PLANNING
TRANSPORTATION PLANNING
PROJECT MANAGEMENT

MEMORANDUM

Park Lands Acquisition: Code Research and Case Studies City of Gresham

DATE August 1, 2017
TO Ken Koblitz and Michelle Kimble, City of Gresham
FROM Jamin Kimmell, Angelo Planning Group
Joe Dills, Angelo Planning Group
Cathy Corliss, Angelo Planning Group

The purpose of this memo is to document the research performed by Angelo Planning Group (APG) on approaches to acquiring land for parks through the development review or annexation process for the City of Gresham. The memo is organized into five sections:

1. Background information on the issue and purpose of the research;
2. Legal considerations/questions;
3. Precedent examples of from other jurisdictions;
4. Findings of three case studies of jurisdictions in Oregon; and
5. Preliminary recommendations

NOTE: APG is not a law firm and therefore cannot provide legal advice. This memorandum is intended for general information. The City should discuss these issues with its legal counsel.

Legislative File No. 2018-07 Planning Commission Deliberation Park & Open Space Framework

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.

Legislative File No. 2018-07 Planning Commission Deliberation Park Land Acquisition – City of Sandy, Oregon

CHAPTER 17.86 - PARKLAND & OPEN SPACE

17.86.00 INTENT

The availability of parkland and open space is a critical element in maintaining and improving the quality of life in Sandy. Land that features trees, grass and vegetation provides not only an aesthetically pleasing landscape but also buffers incompatible uses, and preserves sensitive environmental features and important resources. Parks and open space, together with support facilities, also help to meet the active and passive recreational needs of the population of Sandy. This chapter implements policies of Goal 8 of the Comprehensive Plan and the Parks Master Plan by outlining provisions for parks and open space in the City of Sandy.

17.86.10 MINIMUM PARKLAND DEDICATION REQUIREMENTS

17.86.20 MINIMUM PARKLAND STANDARDS

Land required or proposed for parkland dedication shall be contained within a continuous unit and must be suitable for active use as a neighborhood or mini-park, based on the following criteria:

17.86.40 CASH IN LIEU OF DEDICATION

At the city's discretion only, the city may accept payment of a fee in lieu of land dedication.

Legislative File No. 2018-07 Planning Commission Deliberation Infrastructure Funding - Park & Open Space

- 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.

Legislative File No. 2018-07 Planning Commission Deliberation Infrastructure Funding – Park & Open Space

A funding “gap” was identified, \$1.7 - \$3.6 million

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.
- Park SDCs (under current methodology) could be increased to reduce or eliminate gap, and size of neighborhood parks could be reduced.



Legislative File No. 2018-07 Planning Commission Deliberation Park & Open Space Framework

- Does the commission have any general questions, comments or recommendations regarding the "Park & Open Space Framework"?

Legislative File No. 2018-07 Planning Commission Deliberation Park & Open Space Framework

- Does the commission have any recommendations to Council regarding the concept of establishing a park in each neighborhood, with the key characteristics of walkability/proximity to residents and connectivity to other neighborhoods and activity centers?

Legislative File No. 2018-07 Planning Commission Deliberation Park & Open Space Framework

- Does the commission recommend these concepts be considered by the City Council as part of the Hood River Valley Park and Recreation District's Parks Master Plan?

File No. 2018-07

Staff suggests a motion
to continue the Planning Commission's hearing
for File No. 2018-07
to Monday, August 19, 2019
at 5:30pm in the City Council Chambers
for further hearing and discussion.