

Hood River Westside Area Concept Plan

Technical Advisory Committee



Date: November 2, 2016
Time: 3:00 to 5:00 PM

Hood River City Hall
211 Second Street
Hood River
Council Chambers

Agenda

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|-----------|---|--|
| 3:00 p.m. | Welcome and Introductions <ul style="list-style-type: none">• Welcome and self-introductions• Agenda overview and where we are in the process | All Joe Dills, Angelo Planning Group |
| 3:10 p.m. | Vision, Guiding Principles and Evaluation Criteria <ul style="list-style-type: none">• See attached memorandum• Presentation, discussion and Committee input into the vision, guiding principles and evaluation criteria for the Plan | Joe Dills |
| 3:40 p.m. | Land Use Program <ul style="list-style-type: none">• See attached memorandum• Presentation, discussion and Committee input into the land use program that will be used as a starting point for Plan alternatives | Beth Goodman, ECONorthwest |
| 4:15 p.m. | Community Designs <ul style="list-style-type: none">• See attached memorandum• Presentation, discussion and Committee input into the text and images for community design | Ken Pirie, Walker Macy |
| 4:45 p.m. | Public Involvement Updates <ul style="list-style-type: none">• Translation of materials into Spanish• Upcoming Open House (November 17, 6-8 PM, Hood River Fire Station Training Room, 1785 Meyer Parkway) | Joe Dills Kevin Liburdy |
| 5:00 p.m. | Next Steps and Adjourn | |

For additional information, visit the project website at www.hrwestsideplan.com or contact Kevin Liburdy, City of Hood River, via Kevin@hrwestsideplan.com or 541.387.5224. All public meeting locations are handicapped-accessible. Please let the City Recorder know if you will need any special accommodations to attend the meeting. Call (541) 387-5217 for more information. OREGON RELAY SERVICE 1-800-735-2900.

Memorandum



10/11/2016

To: Technical Advisory Committee
Cc: Project Management Team
From: Joe Dills and Andrew Parish, Angelo Planning Group
Re: **DRAFT** Summary of October 5th, 2016 TAC Meeting

INTRODUCTION

This memorandum provides a summary of the October 5, 2016 meeting of the Hood River Westside Area Concept Plan Technical Advisory Committee (TAC), including meeting discussion, decisions made and next steps. Committee members will have the opportunity to make changes to these notes at their next meeting.

SUMMARY OF DISCUSSION

Date: October 5, 2016
Time: 3pm
Location: Hood River City Hall,
301 Oak St, Hood River, OR 97031

Members:

- Kevin Liburdy, City Planning Dept.
- John Roberts, Director, Hood River County Community Development Dept.
- Gail Curtis, Oregon Department of Transportation, Transportation and Growth Management Program
- Dave Peters on behalf of Joel Madsen, Executive Director, Mid-Columbia Housing Authority
- Saundra Buchanan (CFO) and Don Benefield (Operations Director), Hood River County School District
- Ron Nails, Co-Director, Columbia Area Transit **(ABSENT)**
- Mark Hickok, Director, Hood River Valley Parks District
- Scott Edelman, Central Oregon Regional Representative, Oregon Department of Land Conservation and Development **(ABSENT)**
- Kim Travis, North Central Regional Solutions Team, Oregon Department of Housing and Community Services **(ABSENT)**
- Avi Tayar, P.E., ODOT Region 1
- Mark Lago, Director, City Public Works and Engineering Dept.
- Mikel Diwan, Director, County Public Works and Engineering Dept
- Cindy Walbridge and Jennifer Kaden, City Planning Dept.
- Steve Wheeler, City Manager
- Kip Miller, City Fire Dept.
- Neal Holste, City Police Dept. **(ABSENT)**

Visitors: Andy von Flotow, Heather Staten

Agenda Item 1: Welcome and Self Introductions

Kevin Liburdy introduced the City's goals for this integrated land use and transportation plan:

- Refining the Transportation System Plan (TSP)
- Recommending updates to the City and County comprehensive plans
- Using smart growth strategies
- Increasing affordable/workforce housing
- Planning the funding of infrastructure
- Incorporating bicycle/pedestrian access in the area

Agenda Item 2: Project Overview

Joe Dills introduced his role as consultant project manager and facilitator for the committee. Committee members introduced themselves and the organizations they represent.

Discussion of the project timeline

- Project Kickoff and Opportunities/Constraints have occurred to date. But we are still learning – tell us what we need to know to do this job right.
- Public event scheduled for mid-November. Open house format with an online component.
- December we begin drawing (up to three) alternatives. We expect to create a hybrid with the best features of all three alternatives.
- Mid-March we hope to have a preferred alternative – this is a critical path item.
- March to June we work on zoning recommendations, infrastructure funding, and other elements to implement the concept plan.

Discussion of Meeting Guidelines

- Intended to provide some structure for the way that committee forms recommendations.
- Suggestion is that the committee use consensus, which means either you are behind the suggestion or you can live with it.
- When there is disagreement, we capture that and report it out.
- Interjurisdictional coordination is an important part of the TAC's work
- Do we have consensus to move forward with consensus? (head nods) First point of consensus!

Discussion of Opportunities and Constraints

- This report is primarily focused on the physical aspects of the study area. Landscape context, City context, zoning, buildable lands, physical conditions and slopes.
- Transportation discussion from John Bosket, regarding the 2011 Transportation System Plan (TSP).
 - The Mt. Adams conception is conceptual – there is a lot of flexibility in both the alignment and design of the road, so long as it fulfills its function of taking traffic from Cascade.
 - Safety issues at Cascade and Mt. Adams are strongly felt by the community. Street lighting have been added which may help the intersection.
 - Significant improvements to Exit 62 are called for but no funding is identified.
 - Bicycle and pedestrian infill is needed in this area. Trails such as the connection to Post Canyon and the Westside Community Trail are shown conceptually on TSP.
 - There is no fixed-route transit currently, but we don't want to preclude it in the future.

- Truck circulation discussion – Trucks use Frankton from agricultural uses to the south. It is steep. When Mt Adams gets extended it could become more attractive for trucks, so we need to take that into consideration in its location and design.
 - County identified a truck route at Fairview/Belmont.
 - Wine country is not identified officially but thought to be a truck route.
- Other transportation discussions
 - Topography is the biggest constraint to North/South.
 - Access to school site is important. Challenges with topo, contractual obligation to provide access to neighboring property. It will be either an elementary/middle school or both.
 - Historic designation of Cascade Highway (Curb-to-curb, linear historic designation) might be a concern. Roundabouts are an opportunity/constraint.
 - Gail Curtis mentioned that the Gorge commission doesn't seem interested in design of Cascade (urban, not historic anymore). Historic highway commission is the "watchdog" to check with. There may be opportunity to re-connect it or re-design it for a better experience.
 - When we improved Mt Adams and Wine Country, we needed to receive an exception of the "curb-to-curb" designation. An interpretive kiosk was part of the mitigations for this exception.
 - There is an approved cross section of the highway. A roundabout would be outside of that exception.
 - Community value on bike/ped. We need to make sure we're dialed into that. Also, what land uses are needed to support transit in the future?
 - Columbia Area Transit should be brought in to this conversation. (They are on this committee, but not present today).
 - How do kids get to school? Every way. Walk bus bike drive. The Westside trail connected to the school would be an opportunity.
 - The TSP shows need for north-south connectivity through the neighborhood for cars and trucks.
 - Property owner Andy von Flotow has been working with an engineer to design options for roadways through the project area.
 - Trucks are going to continue heading south from Exit 62. The routes they have now are not acceptable. Concern that Country Club can't be fixed. This plan should designate a truck route, and solve a long-term problem. Chance to fix that.
- This area is a gateway to the city, this project could help that with design considerations.
- Discussion of 2001 Hood River Stormwater Plan and Low Impact Development.
- Views to Mt. Hood and Mt. Adams are opportunities.

Discussion of "Landform Maps" and neighborhood framework

- Introduction to the Cascade District, Country Club Road District, Middle Terrace, Upper Terrace, and West Neighborhood concepts.
- These neighborhood concepts can influence proposed zoning, and visa versa.
- Transportation connections will influence the boundaries and connectedness of these neighborhoods as well.
- Municipal staircases are a possibility for connecting between terraces, as is a municipal elevator like Oregon City.

Agenda Item 3: Smart Growth Principles

Presentation of principles:

- Using land efficiently
- Full utilization of infrastructure

- Mixed use
- Transportation options
- Human-scaled design.

Other principles and relevant topics:

- Affordability is a big topic. Zoning is on the table in this process and we may be able to benefit affordable housing types.
- Greenhouse gas reduction.
- Aging and diversity in population.
- Healthy Communities.
- Heritage, art, culture.
- Role of commercial nodes in this area – feeling that it would not be successful because it’s a short drive to a shopping area.
- Density needs to take care to incorporate livability.
- Townhouse code amendment work is being done at the City now, focusing on updating the process with limited discussion of design. Recognition that design of townhouses (and other types) need to be looked at, and this project may be able to help.

Agenda Item 4: Envisioning the Westside in 20 years

Joe led a visioning exercise, asking the committee to “Imagine you’ve left to a tropical island for 20 years. You come back, and the Westside Area has been built – the plan has been implemented and really worked. You like what you see. What do you see?”

Committee member responses:

- Walk to open space
- People out and about in front yards, facing the community, social mixing
- Green space integrating community, open space where people live
- It's a great gateway to Hood River
- There is an alternative to cascade Ave for cyclists
- The community uses natural landforms to make a walkable and transit supportive place
- There is a variety of housing and diversity of residents
- There are small commercial nodes
- Safe bike routes, especially to schools
- Little off-street parking
- People live on hillsides, not the valley floor
- Transportation system that works in all kinds of weather
- Vastly improved housing situation
- Great, sustainable maintenance of greenspace
- Transit system is a great hub of social activity
- Housing supports all ages and incomes
- Children can come back from college and afford to live here
- Large school in the area, walkable and connected with sidewalks, not along a big road, with efficient school bus routes
- Diversity of incomes
- Public spaces that bring community together
- Well-planned parks
- Exit 62 is really nice, a gateway
- Mt Adams is done and not a truck route
- School is built, kids don’t cross an arterial street.
- Greenspace connects neighborhoods
- Continued grid system
- Everyone who works here can live here

- Homes are well-designed

Additional discussion included the following schools and parks topics:

- Walking radius for school attendance – typically 1 mile if sidewalks are present.
- Schools are used often in the evenings, and also as the de-facto park in some cases.
- Standards for the amount of parks in a neighborhood – NRPA standards are starting point. City and County do not have an adopted parks master plan.
- “Barrett Park” is outside the UGB and is unavailable for ball fields – there is a need for large community parks (20-30 acres) in addition to new neighborhood parks.
- It is more expensive to manage 5 small parks than 1 larger one. This would be a good topic to address in alternatives (lots of smaller parks versus one central park)

NEXT STEPS

Comments on any materials for today’s meeting will be accepted through the end of the week. The committee will meet again on November 2nd to provide feedback on Draft Tech Memos 2, Vision Statement, Guiding Principles, and Evaluation Criteria; Draft Tech Memo 3, Land Use Program; and Tech Memo 4, Community Designs and discuss TAC issues related to the Project.

Memorandum



10/26/2016

To: Technical Advisory Committee and Project Advisory Committee
Cc: Project Team
From: Joe Dills and Andrew Parish, Angelo Planning Group
Re: Vision, Guiding Principles, and Evaluation Criteria

INTRODUCTION

The following vision statement and guiding principles were derived from the Project Advisory Committee and Technical Advisory Committees' discussions held on October 5, 2016 in Hood River. Themes from the early project work (e.g. the Opportunities and Constraints Report, and Smart Growth Principles) have also been included. Please see Figure 1 below and the minutes and materials from the October 5th meetings for background information about the input received.

The vision statement will serve as the overarching and long range intent for the Concept Plan. The guiding principles will serve as the guidance to achieve the vision. The vision and guiding principles will be the evaluation criteria used to compare alternatives developed during the process. This memo includes a set of draft "performance indicators," which are the project team's initial thoughts about what we intend to measure and compare between Concept Plan alternatives in order to evaluate how well a given alternative meets the guiding principles.

VISION

The Westside Area will grow to become an interconnected community of great neighborhoods, an attractive gateway of commercial and mixed use activity, and an affordable and diverse area of the City. The Westside's hallmarks will be:

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

The Westside Area will be an integral part and extension of the larger Hood River community.

GUIDING PRINCIPLES

The Hood River Westside Area Concept Plan will:

- A. Create livable neighborhoods that make good use of the Westside’s limited land supply.
- B. Create well-planned and commercially successfully mixed use districts in the Westside gateway area.
- C. Create a plan that works for all ages and abilities of the community.
- D. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.
- E. Incorporate natural features and a sense of place into each neighborhood and district.
- F. Include open space and parks integrated in neighborhoods.
- G. Provide a connected transportation network with walkable, bike-friendly, and green streets..
- H. Promote active and healthy living through community design.
- I. Plan land uses and transportation facilities so the area may be served by fixed route transit in the future.
- J. Integrate Westside Elementary School and future new schools as key community places.
- K. Promote human-scaled building designs.
- L. Plan for efficient water, sewer, and stormwater infrastructure, utilizing green practices for stormwater management.
- M. Provide a realistic infrastructure funding strategy

Guiding Process Principles:

The planning process will:

- N. Provide an open and transparent planning process.
- O. Embrace cultural and community diversity throughout the plan and planning process.

Figure 1. Results from October 5 visioning exercise with the Committees



EVALUATION CRITERIA AND PERFORMANCE INDICATORS

The Westside Area Concept Plan will be developed through the preparation of alternatives that provide options and choices for how land uses, streets, and other elements might be arranged within the project area. The alternatives will be compared and discussed by the Committees and community, ultimately leading to the crafting of a single “preferred alternative” to use as the basis for the final Concept Plan. It is common that such an alternatives evaluation process leads to the creation of a hybrid plan that includes desirable elements from each of the alternatives.

The process of creating the preferred alternative will be a combination of art and science, combining technical information from the team with pros and cons as identified by the Committees and community. The list below outlines the project’s guiding principles and an initial list of suggested “performance indicators.” These indicators are intended to help assess specific elements of the land use and transportation alternatives. The indicators will not be used as a simple “report card” for each alternative. Rather, they will provide information to support discussions about the benefits and drawbacks of each alternative.

Each guiding principle is stated below in bold type. Collectively, they are the evaluation criteria that will be used. The bullets are the performance indicators for each criterion. They are the types of information that will be assembled to support the evaluation.

- A. Create livable neighborhoods that make good use of the Westside's limited land supply.**
 - Total number of units expected (by zone, by unit type)
 - Units per residential acre in project area (density)
 - Units per total acre in the project area (gross density)
 - Appropriate transitions between residential zones (qualitative)
- B. Create well-planned and commercially successful mixed-use districts in the Westside gateway area.**
 - Housing units within walking distance of "Gateway" area
 - Amount of commercial/mixed use expected in "Gateway" area (acres and built square footage)
 - Effects of alternative on the design of the district (qualitative, may not vary between alternatives)
 - Percent of city-wide commercial land need accommodated in the Westside Area
 - Percent of city-wide industrial land need accommodated in the Westside Area
- C. Create a plan that works for all ages and abilities of the community.**
 - (Qualitative, may not vary between alternatives)
- D. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.**
 - Total number of units expected (by zone, by unit type)
 - Location of unit types (qualitative, addressing proximity to services and transit accessibility)
 - Percent of R-2 medium density relative to base case.
 - Percent of R-3 high density relative to base case.
 - Information on expected home prices (specific metrics to be determined)
 - Discussion of subsidized affordable housing (qualitative; county property location, zone, role in the overall plan).
- E. Incorporate natural features and a sense of place into each neighborhood and district.**
 - (Qualitative, may not vary between alternatives, unique features of each neighborhood to be noted)
- F. Include open space and parks integrated in neighborhoods.**
 - Assumed park space per dwelling unit
 - Other qualitative discussion about park design and location
- G. Provide a connected transportation network with walkable, bike-friendly and green streets.**

- Integration of Westside Area street network into the context of citywide transportation system plan and ODOT facilities (Qualitative, to be followed by detailed transportation analysis of preferred alternative)
 - Degree to which network supports feasible land development
- H. Promote active and healthy living through community design.**
- Qualitative discussion of land use and transportation attributes and their role in active and healthy design (may not vary between alternatives)
- I. Plan land uses and transportation facilities so the area may be served by fixed route transit in the future.**
- Households within 1/4 mile of proposed transit route
- J. Integrate Westside Elementary School and future new schools as key community places.**
- Design issues in alternative that affect schools (qualitative; pedestrian access, role of schools in overall plan)
- K. Promote human-scaled building designs**
- (Qualitative, may not vary between alternatives)
- L. Plan for efficient water, sewer and storm water infrastructure, utilizing green practices for storm water management.**
- Degree to which alternative address identified problem areas for water, sewer and storm water infrastructure
 - (May not vary between alternatives)
- M. Provide a realistic infrastructure funding strategy**
- The infrastructure funding strategy will be prepared after the preferred alternative is created, and used to finalize it

DATE: October 26, 2016
TO: Project Advisory Committee
CC: Technical Advisory Committee
FROM: Beth Goodman
SUBJECT: HOOD RIVER WESTSIDE AREA CONCEPT PLAN: DRAFT LAND USE PROGRAM

Introduction and Purpose

This memorandum presents the draft land use program for the Westside Area Concept Plan (Concept Plan). The purpose of the land use program is to present alternatives of development in the Westside Area. The central questions of the memorandum are: (1) What mix of uses is appropriate for the Westside Area, given existing zoning, potential changes to city policy and zoning, and housing and employment land needs across the city; and (2) How can changes to zoning help address the City's need to provide more workforce and affordable housing?

As used here, the term "land use program" means the amount and types of land uses to be considered for Concept Plan's alternatives. It serves a practical purpose of quantifying how much of various land uses should be drawn in each plan alternative. It also serves a strategic purpose of defining the intended land use outcome of each plan alternative.

This memorandum presents three alternatives for the land use program in the Westside Area. It identifies the range of land uses by type, density and mix of residential development, capacity for a range of housing types, potential development of parks, opportunities for mixed use development, commercial land needed to provide services to households in the Westside Area, and commercial and industrial development.

The land use programs presented in this memorandum are intended as programmatic guidance to the alternatives that will be substantively prepared by the design team. These programs are preliminary and based on draft assessments of buildable land within the project area, together with housing and other land needs previously studied by the City. They will be adjusted based on discussions about this land use program and a separate memorandum discussing land use and community design in the Westside Area. The alternatives will be adjusted and tested as they are "fit" to the spatial realities of the project area.

This memorandum includes the following sections:

- **Context for the Westside Area Land Use Program** includes key findings from the City's *Housing Needs Analysis* and *Economic Opportunities Analysis* and a summary of buildable land in the Westside Area.
- **Land Use Program Alternatives** presents three alternatives for development in the Westside Area, focusing on capacity for residential development.
- **Conclusions** summarizes the land use alternatives.

Context for the Westside Area Land Use Program

Key Findings from the *Housing Needs Analysis* and *Economic Opportunities Analysis*

The land use program for the Westside Area builds from the findings of the City's *Housing Needs Analysis* (2015), *Housing Strategy* (2015), and *Economic Opportunities Analysis* (2011).¹ Where appropriate, the land use program is intended to implement the recommendations in these analyses. The *Housing Needs Analysis* and *Economic Opportunities Analysis* both identified the Westside Area as a key area for housing and employment development.

The *Housing Needs Analysis* concluded that: (1) the city has a limited supply of residential land for multifamily development, (2) the city has an existing deficit of housing affordable to low- and moderate-income households, (3) the city has a limited supply of land for all types of housing, and (4) the City has limited opportunities for future expansion of the urban growth boundary (given the fact that the city is surrounded by the Columbia River Gorge National Scenic Area as well as farmland).

As a result of these limitations, the *Housing Needs Analysis* and *Housing Strategy* recommended that the City develop policies to increase the supply of housing (especially multifamily housing) and increase land use efficiency. The *Housing Strategy* envisioned that the City would evaluate implementation of these policies. The Westside Area Concept Plan process offers an opportunity to evaluate the following policy changes in the Westside Area:

- **Identify land to rezone to allow additional multifamily development.** The strategy involves identifying residential land to rezone for higher development densities, with the intention of providing more opportunities for development of moderate- and high-density multifamily housing. The Westside Area Concept Planning process provides the opportunity for the City to evaluate opportunities to rezone land for housing uses. When selecting land to consider rezoning, the City should focus on land that is vacant, along transportation corridors, in areas with current or planned water and wastewater service, in areas with current or planned access to retail and other services, and in a location that will not disrupt existing neighborhoods. The Westside Area provides areas with these characteristics that may present opportunities for rezoning.
- **Consider allowing a wider range of housing types.** Several of the actions in the *Housing Strategy* focus on identifying opportunities to allow a wider range of housing. They include: (1) allowing townhouses as a permitted use in the R-2 and R-3 zones, (2) revising the development standards for accessory dwelling units to make their development easier, and (3) allowing small single-family housing (e.g., 800 to 1,300 square feet of built space) built in clusters around a common open space. These types of

¹ *City of Hood River Housing Needs Analysis* and *Hood River Housing Strategy*, September 2015 by ECONorthwest
Hood River Economic Opportunities Analysis, June 2011 by FSC Group

housing are examples of relatively affordable housing that could be developed in the Westside Area.

- **Evaluate reducing lot size in the R-1 Zone to 5,000 square feet.** This change would allow for development 5,000 square foot lots in the R-1 zone, smaller than the existing minimum lot size of 7,000 square feet. Allowing smaller-lot single-family detached housing in R-1 would increase development capacity in the Westside Area.
- **Evaluate reducing lot size in the R-2 Zone.** This would allow for development of smaller lots in R-2, such as 4,000 square foot lots, or even 2,500 square foot lots. Allowing smaller-lot single-family detached housing in R-2 would increase development capacity in the Westside Area.
- **Identify publicly-owned properties that could be used for affordable housing and partner with the Mid-Columbia Housing Authority to develop affordable housing.** The Westside Area includes one property owned by Hood River County that the County has identified as surplus that might be appropriate for developing affordable housing.

The *Economic Opportunities Analysis* presented information that shows the Westside Area is an area with significant employment growth potential, along with the Waterfront area. The *Economic Opportunities Analysis* concluded that, based on the forecast of employment growth, Hood River had a 16-acre deficit of Office/Residential land, a 46-acre surplus of General Commercial land, and a 22-acre surplus of Light Industrial land. The City has four sites larger than five acres, two in General Commercial and two in Light Industrial. Two of these sites are in the Westside Area, one in General Commercial, and one in Light Industrial. These two development sites present development opportunities to accommodate large employers in Hood River, which is important for development of the Westside Area and the entire City.

The policy recommendations from the *Economic Opportunities Analysis* with implications for development in the Westside Area are:

- **Develop policies to promote targeted development and redevelopment in the west gateway area.** The area around the West Cascade Avenue District is one of the key employment centers in the city, with a substantial amount of the vacant employment land within the city. This area was identified as having development and redevelopment potential, especially as a gateway to Hood River from the west.
- **In the General Commercial zone, residential uses are permitted and they use commercial land.** The *Economic Opportunities Analysis* recommends that the City limit low density residential uses in Commercial zones. The *Housing Needs Analysis* assumed that about 12 acres of General Commercial land will develop with multifamily housing, at a density of 25 dwelling units per acre, as part of a mixed-use development or through re-zoning General Commercial to High-Density Residential. Residential development in General Commercial land may be an area of discussion, such as changes to zoning to increase the minimum density of 11 dwelling units per acre for residential development in this zone, in the West Cascade Avenue District.

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- **Preserve prime light industrial and commercial land on large lots for development of light industrial and commercial businesses that require larger sites.** The City should protect the few larger (5-10.5 acre) Light Industrial and General Commercial sites for future employment development, including ensuring compatibility with light industrial uses and adjacent uses. This recommendation includes promoting industries that would locate on these sites, such as technology and research and development. The Country Club Road District includes one of the larger Light Industrial sites and one of the larger General Commercial sites in the city.

Buildable Land by Districts and Neighborhoods

Map 1 shows the Westside Area. Table 1 shows buildable land within each districts and neighborhoods in the study area.² The districts and neighborhoods are:

- **West Cascade Avenue District.** The existing uses in this district are predominantly commercial with some residential. The district is zoned to allow more commercial and a little high density residential development. Eight percent of the vacant land in the Westside Area is in this district.
- **Country Club Road District.** This district is predominantly vacant land with some commercial and light industrial uses. The district accounts for 14% of vacant land in the Westside Area, nearly all of it commercial and light industrial.
- **Middle Terrace Neighborhood.** This area is zoned for housing at all densities, from low to high density. It also includes a small amount of land zoned for commercial. This neighborhood has the majority of existing residential development in the Westside Area, all in Urban Standard Density Residential (R-2) zoning. Twenty-one percent of the vacant land in the Westside Area is in this neighborhood.
- **West Neighborhood.** This neighborhood is zoned for Urban Low Density Residential (R-1). Most of the land in this neighborhood is vacant. It accounts for 25% of the vacant land in the Westside Area.
- **Upper Terrace Neighborhood.** This neighborhood is zoned for a mixture of low density and standard density residential development. Most of the land in this area is vacant and it accounts for 33% of vacant land in the Westside Area.

² The buildable lands inventory is depicted in the Opportunities and Constraints Report. The estimate of vacant residential land is based on the Hood River's *Housing Needs Analysis* (2015) by ECONorthwest and excludes constrained lands (e.g., vacant land on slopes steeper than 25%). The estimate of vacant employment land is based on assessor data and aerial photograph review. Both estimates exclude constrained lands (e.g., vacant land on slopes steeper than 25%).

Map 1. Neighborhoods and Districts in the Westside Area

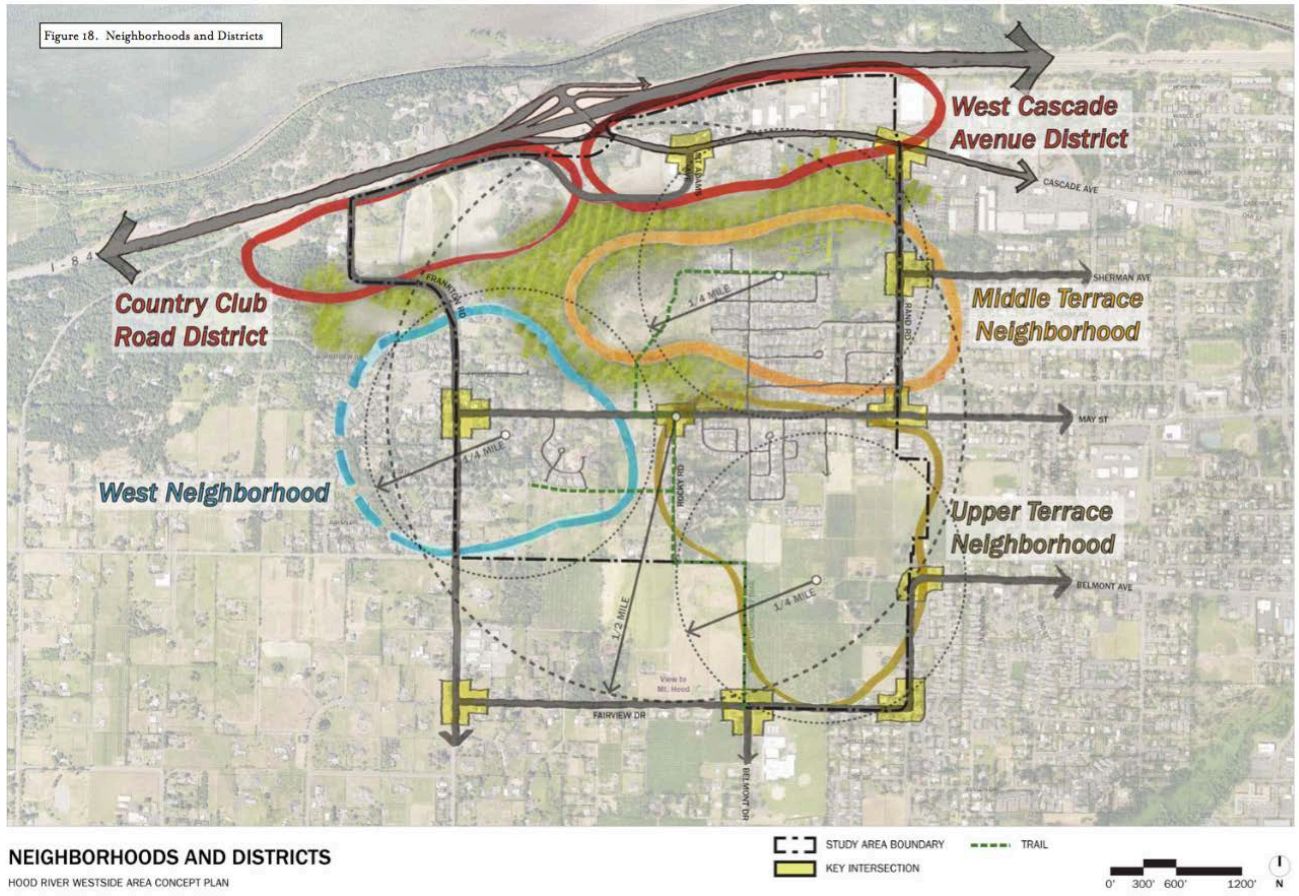


Table 1. Vacant residential and employment land, Hood River Westside Area

| Neighborhood or District | Vacant Land (acres) | Percent of Total |
|----------------------------------|------------------------|---------------------|
| West Cascade Avenue | 18 | 8% |
| Urban High Density (R-3) | 5 | 2% |
| General Commercial (C-2) | 13 | 6% |
| Country Club Road | 33 | 14% |
| Urban Low Density (R-1) | 0 | 0% |
| Urban Low Density (U-R-1) | 1 | 1% |
| General Commercial (C-2) | 8 | 3% |
| Urban General Commercial (U-C-2) | 14 | 6% |
| Light Industrial (LI) | 9 | 4% |
| Middle Terrace | 49 | 21% |
| Urban Low Density (R-1) | 29 | 12% |
| Urban Standard Density (R-2) | 5 | 2% |
| Urban High Density (R-3) | 4 | 2% |
| Urban Low Density (U-R-1) | 4 | 2% |
| General Commercial (C-2) | 6 | 2% |
| West | 58 | 25% |
| Urban Low Density (R-1) | 29 | 12% |
| Urban Low Density (U-R-1) | 29 | 12% |
| Upper Terrace | 77 | 33% |
| Urban Low Density (R-1) | 1 | 0% |
| Urban Standard Density (R-2) | 2 | 1% |
| Urban Low Density (U-R-1) | 6 | 3% |
| Urban Standard Density (U-R-2) | 68 | 29% |
| Total | 235 | 100% |

Source: The estimate of vacant buildable residential land is based on Hood River's *Housing Needs Analysis* (2015) by ECONorthwest. The estimate of vacant employment land is based on assessor data and aerial photograph review.

Vacant land excludes land that is constrained by steep slopes (over 25%), wetlands, floodplains, and other constraints.

Land Use Program Alternatives

Definitions Related to Affordable and Workforce Housing

While the land use program considers residential, employment, and parkland uses, it focuses on development potential for housing, especially affordable housing. For the purposes of this project, affordable housing is defined as: (1) housing for low-income households within income of less than 60% of Median Family Income³ (\$38,400 in 2015) and (2) housing for moderate-income households (also called workforce housing) with income between 60% and 120% of Median Family Income (\$38,400 to \$76,800).⁴

Based on HUD's standard that housing is affordable when a household spends 30% or less of their gross income on housing costs, a household earning \$38,400 could afford monthly housing costs of \$960 or a home costing about \$120,000. A household earning \$76,800 could afford monthly housing costs of \$1,920 or a home costing about \$360,800. The median home sales price in Hood River in 2016 was \$410,000.⁵

Land Use Alternatives

The land use program for the Westside Area identifies the range of land uses by type, density and mix of residential development, capacity for a range of housing types, potential development of parks, opportunities for mixed use development, commercial land needed to provide services to households in the Westside Area, and commercial and industrial development.

The land use program presents three alternatives for development of the Westside Area:

- **A – Base Case.** The Base Case illustrates development capacity using the existing zoning standards and the existing zoning of land in the Westside Area. It is meant to be illustrative of development under current policies but is not an alternative under consideration in the Concept Plan. The Base Case assumes that zoning does not change (except for annexation and conversion of County zones to City zones) in the Westside Area and that it develops at the densities forecast in the *Housing Needs Analysis*. The majority of commercial and industrial land in the area would be available for development by industrial businesses, office uses, or other services for the rest of Hood River.
- **B – Moderate increase in workforce and affordable housing.** Scenario B is meant to show capacity at a mid-point between the capacity in Scenario A and Scenario C. Scenario B assumes some changes in zoning code to allow smaller lot sizes in the low and standard density zones to increase capacity by about 200 dwelling units, as well as

³ The U.S. Department of Housing and Urban Services (HUD) determines Median Family Income for counties. In 2015, the Median Family Income in Hood River County was \$64,000.

⁴ This definition is from the *Hood River Housing Strategy*.

⁵ This information is from Redfin for the period of May to October 2016.

changes in the zoning map to increase capacity by about 300 additional dwelling units. The majority of commercial and industrial land in the area would be available for development by industrial businesses, office uses, or other services for the rest of Hood River.

- **C – Strong increase in workforce and affordable housing.** Scenario C is meant to show the results of substantial changes in the zoning code and zoning map with the purpose of increasing capacity for all housing types and emphasizing production of a range of affordable housing types, from small-lot single-family housing to apartments. This alternative proposes changes to zoning, density, housing types, and land uses to emphasize production of more workforce and affordable housing. It assumes changes in the zoning code to allow smaller lot sizes in the low and standard density zones to increase capacity by about 565 dwelling units, as well as changes in the zoning map to increase capacity by about 600 additional dwelling units.

Each of the alternatives assume:

- **Hood River County School District site.** The Hood River County School District owns an approximately 17.5-acre site, located in the West Neighborhood, where the District plans to build one or more new schools within the next 20 years. The District expects to build an elementary or middle school on the site, or both. The site is considered committed for future school uses in each of the alternatives.
- **Large General Commercial and Light Industrial sites.** Each alternative assumes that the larger (5-10.5 acre) General Commercial and Light Industrial sites in the Country Club Road District will be used for employment uses by large employers. These sites are not expected to be available for residential or neighborhood-serving commercial uses for the Westside Area.
- **Government-subsidized affordable housing.** Hood River County owns an approximately 2-acre site, straddling the West Cascade District and Middle Terrace Neighborhood. It is split-zoned R-1 and R-3. The County would like for this land to be developed with government-subsidized affordable housing. Doing so will require coordination with the Mid-Columbia Housing Authority. Each scenario assumes this coordination will occur.
- **Parkland need.** While the Hood River Valley Parks and Recreation District does not have specific plans for developing parks in the Westside Area, each alternative assumes development of small neighborhood parks. Specifically, the Scenario A and Scenario B assume development of a total of 3-acres of park land and Scenario C assumes development of a total of 5-acres of park land. These assumptions are based on a combination of a ½ mile ‘Service Area’ standard and existing park land use of about 1 acre/1000 people in other communities, such as from the Tualatin Hills Parks and Recreation District.

-
- **Mixed-use development on commercial land.** The land use alternatives do not assume development of mixed-use buildings in commercial zones. Vertical or horizontal mixed use is a desired development type for the plan, but is currently perceived as financially infeasible.⁶

Mixed-use development along a commercial corridor, such as the West Cascade Avenue District, might take the form of a building with a ground floor commercial use (such as retail or office space) and two or three stories of housing. ECONorthwest developed a high-level financial feasibility analysis for such a mixed-use building, assuming a mixture of one- and two-bedroom housing. The conclusion was that this type of mixed-use development is not currently feasible, given existing rents, but nearing financial feasibility. Rents in mixed-use development would need to be at least 10% to 20% above the current market rate (possibly more depending on the specifics of the proposed development) to make this building type financially feasible.⁷

- **Locally-serving commercial services.** Each of the alternatives assumes some need for demand for local services, such as restaurants, a coffee shop, personal services, and specialty retail. These services may be located within the Westside Area, such as along Cascade Avenue, or in other parts of the city outside of the Westside Area. One challenge in developing locally-serving commercial services within the neighborhoods of the Westside Area is the topography, which presents challenges to creating walkable areas between neighborhoods.

Table 2 presents a review of literature estimating the amount (in square feet) of retail supportable by a household. For the purposes of this analysis, we assume that each household will support about eight square feet of retail development, which is consistent with retail uses in cities like Hood River.

⁶ As stated by several developers during stakeholder interviews.

⁷ ECONorthwest modeled a mixed-use building that was wood construction and three stories high, with commercial uses on the ground floor on a hypothetical one-acre site. The model assumed 30 dwelling units, with 21 one-bedroom units of 650 square feet each and 7 two-bedroom units of 800 square feet. The model assumed the need for 45 parking spaces on site and 10 on-street parking spaces. The model assumed \$18 per square foot commercial rents (triple-net) and \$1.65 per square foot for residential rents. The results showed that development becomes feasible when residential rents increased by at least 10% to 20% (and possibly more, depending on the specifics of the proposed development). Building the first significant urban style or vertical mixed use project in this part of Hood River would be difficult to finance given limitations on comparable mixed-use projects in Hood River.

ECONorthwest also considered increasing the building height to four stories, which would require a change in construction type, to concrete podium. This change would increase the amount of rentable space (and gross revenues from rent), which would be off-set by the higher construction costs. The result shows a similar gap in achievable rents as the three story building.

Table 2. Supportable retail: estimates from research

| Literature Source | Supportable Square Feet Per Household |
|---|--|
| Robert Wood Johnson Foundation (2013) | Food/Grocery: 11.6 sq. ft. Eating Places: 12.4 sq. ft. <i>Drinking Places: 1.5 sq. ft.</i> <i>Gift: 1.0 sq. ft.</i> <i>Flower: 0.5 sq. ft.</i> |
| Easton and Owen (2009) | 15 sq. ft. |
| Capital Region Council of Governments, Urban Places | <i>Minimum: 12 sq. ft.</i> <i>Maximum: 25 sq. ft.</i> Average: 12 sq. ft. |
| Capital Region Council of Governments, Suburban Towns | <i>Minimum: 4.5 sq. ft.</i> <i>Maximum: 18 sq. ft.</i> Average: 4.5 sq. ft. |
| Gibbs (2011) | <i>Corner Store: 1.5-3.75 sq. ft.</i> |

Scenario A – Base Case

Table 3 shows housing capacity in the Westside Area for the Base Case, based on the following assumptions:

- **Buildable land.** The Base Case assumes no changes in zoning and that 182 acres of vacant buildable residential land is available for development.
- **Densities.** The Base Case uses the assumptions about density from the *Housing Needs Analysis*. Those assumptions are: R-1 and U-R-1 will develop at 5.3 dwelling units per gross acre; R-2 and U-R-2 will develop at 7.7 dwelling units per gross acre; and R-3 will develop at 17 dwelling units per gross acre.

The average densities in Table 3 are sometimes lower than these assumptions because many lots are not large enough to develop the lot completely to full density. For example, the minimum R-1 lot size is 7,000 square feet at a density of 5.3 dwelling units per gross acre. There may be site conditions that prevent a 15,000-square-foot parcel in the R-1 Zone from being divided into two parcels of at least 7,000-square feet each.

- **Housing types.** The Base Case would allow for continued development of townhouses, small lot single-family detached housing (in the R-2 zone), and apartments. It does not envision substantial changes in the housing types in Hood River.
- **Land for parks.** We assume that there will be a total of 3-acres of parks developed in the neighborhoods in land zoned R-1 or U-R-1. Land for parkland was subtracted from the vacant land shown in Table 1.

The Base Case results in 1,193 dwelling units at an average density of 6.6 dwelling units per gross acre.

Table 3. Residential capacity, Scenario A - Base Case, Westside Area

| Neighborhood or District | Vacant Land (acres) | New Dwelling Units | Average Density (gross acre) |
|--------------------------------|---------------------|--------------------|------------------------------|
| West Cascade Avenue | 5.1 | 83 | 16.4 |
| Urban High Density (R-3) | 5.1 | 83 | 16.4 |
| Country Club Road | 1.6 | 7.0 | 4.4 |
| Urban Low Density (R-1) | 0.2 | 1 | 4.7 |
| Urban Low Density (U-R-1) | 1.4 | 6 | 4.3 |
| Middle Terrace | 42.9 | 275.0 | 6.4 |
| Urban Low Density (R-1) | 29.2 | 149 | 5.1 |
| Urban Standard Density (R-2) | 4.9 | 32 | 6.5 |
| Urban High Density (R-3) | 4.4 | 72 | 16.5 |
| Urban Low Density (U-R-1) | 4.5 | 22 | 4.9 |
| Upper Terrace | 74.6 | 553 | 7.4 |
| Urban Low Density (R-1) | 0.8 | 4 | 4.9 |
| Urban Standard Density (R-2) | 1.7 | 12 | 7.0 |
| Urban Low Density (U-R-1) | 3.9 | 20 | 5.1 |
| Urban Standard Density (U-R-2) | 68.1 | 517 | 7.6 |
| West | 57.3 | 275 | 4.8 |
| Urban Low Density (R-1) | 28.2 | 136 | 4.8 |
| Urban Low Density (U-R-1) | 29.2 | 139 | 4.8 |
| Total | 181.5 | 1,193 | 6.6 |

The other land uses in the Base Case are:

- **Local commercial services.** Local services will require about 9,000 to 9,500 square feet of retail space to provide services for households in the Westside Area, such as a combination of a coffee shop, a restaurant, a corner store, or other service or retail. This amount of built space will require about one acre of land.⁸ The location of this need will be determined through discussions of the concept plan alternatives.
- **Other commercial and industrial development.** The majority of the 67 acres of commercial and industrial land in the Westside Area would be available for development by industrial businesses, office uses, or other services for the rest of Hood

⁸ The estimate of land needed to accommodate expected demand for retail built space uses the Floor Area Ratio of 0.25 from the *Economic Opportunities Analysis* forecast for demand for employment land.

River. The majority of these lands are located in the Country Club Road District (31 acres), with the remainder in the West Cascade Avenue District (13 acres) and the Middle Terrace Neighborhood (6 acres).

Scenario B – Moderate increase in workforce and affordable housing

Table 3 shows housing capacity in the Westside Area for the Moderate scenario, based on the following assumptions:

- **Buildable land.** This scenario begins with the 181.5 acres of vacant buildable residential land is available for development. Scenario B envisions rezoning land within the Westside Area, as discussed after Table 4.
- **Densities.** The Moderate scenario builds from the assumptions about density from the *Housing Needs Analysis*. It assumes:
 - R-1 and U-R-1 will develop at 6.5 dwelling units per gross acre or an average of 6,700 square feet. This will require changes to the zoning code to allow lot sizes of about 6,000 square feet, down from the current 7,000 square foot minimum lot size.
 - R-2 and U-R-2 will develop at 8.4 dwelling units per gross acre or an average of 4,000 square feet. This will require changes to the zoning code to allow lot sizes of about 4,000 square feet, down from the current 5,000 square foot minimum lot size.
 - R-3 will develop at 20.3 dwelling units per gross acre. This will not require a change in the zoning code but will be an increase in the historical density of development in R-3, up from approximately 16 dwelling units per gross acre. This increase in density is based on the assumption that one outcome of the Concept Plan will be a response in the housing market to build at higher densities on R-3 lands in the Westside Area.
- **Housing types.** The Moderate scenario would allow for modest changes in housing types, such as an increase in the number of townhouses, accessory dwelling units, small lot single-family detached units, and apartments developed in the Westside Area. These housing types can provide opportunities for increases in the number of affordable rental units and small-scale owner-occupied units.
- **Land for parks.** We assume that there will be a total of 3-acres of parks developed in the neighborhoods in land zoned R-1 or U-R-1. Land for parkland was subtracted from the vacant land shown in Table 1.

The Moderate scenario results in 1,391 dwelling units at an average density of 7.7 dwelling units per gross acre. Scenario B shows an increase in capacity for about 198 dwelling units beyond Scenario A resulting from the changes to the zoning code discussed above.

Table 4. Residential capacity resulting from increased densities, Scenario B - Moderate increase in workforce and affordable housing, Westside Area

| Neighborhood or District | Vacant Land (acres) | New Dwelling Units | Average Density (gross acre) |
|--------------------------------|---------------------|--------------------|------------------------------|
| West Cascade Avenue | 5.1 | 101 | 19.9 |
| Urban High Density (R-3) | 5.1 | 101 | 19.9 |
| Country Club Road | 1.6 | 8.0 | 5.0 |
| Urban Low Density (R-1) | 0.2 | 1 | 4.7 |
| Urban Low Density (U-R-1) | 1.4 | 7 | 5.1 |
| Middle Terrace | 42.9 | 331.0 | 7.7 |
| Urban Low Density (R-1) | 29.2 | 182 | 6.2 |
| Urban Standard Density (R-2) | 4.9 | 35 | 7.1 |
| Urban High Density (R-3) | 4.4 | 86 | 19.7 |
| Urban Low Density (U-R-1) | 4.5 | 28 | 6.3 |
| Upper Terrace | 74.6 | 603 | 8.1 |
| Urban Low Density (R-1) | 0.8 | 5 | 6.2 |
| Urban Standard Density (R-2) | 1.7 | 12 | 7.0 |
| Urban Low Density (U-R-1) | 3.9 | 23 | 5.9 |
| Urban Standard Density (U-R-2) | 68.1 | 563 | 8.3 |
| West | 57.3 | 348 | 6.1 |
| Urban Low Density (R-1) | 28.2 | 172 | 6.1 |
| Urban Low Density (U-R-1) | 29.2 | 176 | 6.0 |
| Total | 181.5 | 1,391 | 7.7 |

Scenario B also envisions increasing capacity by an additional 300 dwelling units through rezoning land within the Westside Area. These units are in addition to the total (1,391 units) shown in Table 4. The amount of land rezoned to accommodate 300 additional dwelling units will depend on the existing zoning and the planned change of zoning. For example, the amount of land necessary to increase capacity by an additional 300 dwelling units through rezoning is approximately:

- **Rezoning R-1 / U-R-1 to R-2 would require rezoning 160 acres to increase capacity by 300 dwelling units.** Given that there are only 100 acres of R-1 / U-R-1 land in the Westside Area, the desired increase in capacity cannot be achieved solely through rezoning R-1 / U-R-1 to R-2.
- **Rezoning R-2 / U-R-2 to R-3 would require rezoning 25 acres to increase capacity by 300 dwelling units.** There are only 75 acres of R-2 / U-R-2 land in the Westside Area, suggesting that the desired increase in capacity cannot be achieved solely through rezoning R-1 / U-R-1 to R-2.
- **Rezoning R-1 / U-R-1 to R-3 would require rezoning 22 acres to increase capacity by 300 dwelling units.** Rezoning R-1 / U-R-1 land to R-3 increases development density by

13.8 dwelling units an acre, resulting in the largest increase in capacity from rezoning residential land.

- **Rezoning C-2 to R-3 (or mixed-use) would require rezoning 12 acres to increase capacity by 300 dwelling units.**⁹ Scenario B does not currently forecast development of housing on C-2 land. This increase in capacity could be achieved through assuming 12 acres of C-2 land is developed with mixed-use development. Additional analysis will be prepared to evaluate the feasibility of mixed use.

The amount, type, and location of land to be rezoned under Scenario B will be identified through discussions with Project Advisory Committee and Technical Advisory Committee and development of the Concept Plan.

The other land uses in the Moderate scenario are:

- **Local commercial services.** Local services will require about 13,500 square feet of retail space to provide services for households in the Westside Area, such as a combination of a coffee shop, a restaurant, a corner store, or other service or retail. This amount of built space will require about one acre of land.¹⁰ The location of this need will be determined through discussions of the concept plan alternatives.
- **Other commercial and industrial development.** The majority of the 67 acres of commercial and industrial land in the Westside Area would be available for development by industrial businesses, office uses, or other services for the rest of Hood River. The majority of these lands are located in the Country Club Road District (31 acres), with the remainder in the West Cascade Avenue District (13 acres) and the Middle Terrace Neighborhood (6 acres).

⁹ Assuming that C-2 develops at 25 dwelling units per acre, as discussed in the *Housing Needs Analysis*.

¹⁰ The estimate of land needed to accommodate expected demand for retail built space uses the Floor Area Ratio of 0.25 from the *Economic Opportunities Analysis* forecast for demand for employment land.

Scenario C – Strong increase in workforce and affordable housing

Table 5 shows housing capacity in the Westside Area starting with changes in the densities allowed in the zoning code for the Strong increase in workforce and affordable scenario, based on the following assumptions:

- **Buildable land.** This scenario begins with the 179.5 acres of vacant buildable residential land is available for development and subtracts six acres more than Scenario A or B for parkland because Scenario C envisions a total of 5-acres of parkland (compared to 3-acres of parkland in Scenario A and B). Scenario C envisions rezoning land within the Westside Area, as discussed after Table 5.
- **Densities.** This scenario builds from the assumptions about potential changes in zoning to allow smaller lots in some areas, consistent with the *Housing Strategy*.
 - R-1 and U-R-1 will develop at 7.7 dwelling units per gross acre or an average of 5,000 square feet. This will require changes to the zoning code to allow lot sizes of about 5,000 square feet, down from the current 7,000 square foot minimum lot size.
 - R-2 and U-R-2 will develop at 12 dwelling units per gross acre or an average of 3,000 square feet. This will require changes to the zoning code to allow lot sizes of about 3,000 square feet, down from the current 5,000 square foot minimum lot size.
 - R-3 will develop at 20.3 dwelling units per gross acre. This will not require a change in the zoning code but will be an increase in the historical density of development in R-3, up from approximately 16 dwelling units per gross acre.
- **Housing types.** Scenario C would allow for changes in housing types, such as increase the number of townhouses, accessory dwelling units, cottages, small lot single-family detached units, and apartments developed in the Westside Area. These housing types can provide opportunities for increases in the number of affordable rental units and small-scale owner-occupied units.
- **Land for parks.** We assume that there will be a total of 5-acres of parks developed in the neighborhoods half in land zoned R-1 or U-R-1 and half in land zoned R-2 or U-R-2. Land for parkland was subtracted from the vacant land shown in Table 1.

Scenario C results in 1,758 dwelling units at an average density of 9.9 dwelling units per gross acre with changes to the zoning code to allow increased densities alone. Scenario C shows an increase in capacity for 565 dwelling units beyond Scenario A resulting from the changes to the zoning code discussed above.

Table 5. Residential capacity resulting from increased densities, Scenario C – Strong increase in workforce and affordable housing, Westside Area

Note: The number of vacant acres of land is lower in Scenario C than Scenario A or B because Scenario C assumes more land is used for parks than the other scenarios.

| Neighborhood or District | Vacant Land (acres) | New Dwelling Units | Average Density (gross acre) |
|--------------------------------|---------------------|--------------------|------------------------------|
| West Cascade Avenue | 5.1 | 101 | 19.9 |
| Urban High Density (R-3) | 5.1 | 101 | 19.9 |
| Country Club Road | 1.6 | 10.0 | 6.3 |
| Urban Low Density (R-1) | 0.2 | 1 | 4.7 |
| Urban Low Density (U-R-1) | 1.4 | 9 | 6.5 |
| Middle Terrace | 42.9 | 393.0 | 9.2 |
| Urban Low Density (R-1) | 29.2 | 219 | 7.5 |
| Urban Standard Density (R-2) | 4.9 | 54 | 11.0 |
| Urban High Density (R-3) | 4.4 | 86 | 19.7 |
| Urban Low Density (U-R-1) | 4.5 | 34 | 7.6 |
| Upper Terrace | 74.1 | 848 | 11.5 |
| Urban Low Density (R-1) | 0.8 | 6 | 7.4 |
| Urban Standard Density (R-2) | 1.7 | 18 | 10.5 |
| Urban Low Density (U-R-1) | 5.9 | 44 | 7.5 |
| Urban Standard Density (U-R-2) | 65.6 | 780 | 11.9 |
| West | 55.8 | 406 | 7.3 |
| Urban Low Density (R-1) | 26.7 | 197 | 7.4 |
| Urban Low Density (U-R-1) | 29.2 | 209 | 7.2 |
| Total | 179.5 | 1,758 | 9.8 |

The difference in residential capacity between Scenario A (Table 3) and Scenario C (Table 5) is about 565 dwelling units. Scenario C also envisions increasing capacity by about 600 dwelling units through rezoning land within the Westside Area. These units are in addition to the total (1,758 units) shown in Table 5. The amount of land rezoned to accommodate 600 additional dwelling units will depend on the existing zoning and the planned change of zoning. For example, the amount of land necessary to increase capacity by an additional 600 dwelling units through rezoning is approximately:

- **Rezoning R-1 / U-R-1 to R-2 would require rezoning 140 acres to increase capacity by 600 dwelling units.** Given that there are only 100 acres of R-1 / U-R-1 land in the Westside Area, the desired increase in capacity cannot be achieved solely through rezoning R-1 / U-R-1 to R-2.
- **Rezoning R-2 / U-R-2 to R-3 would require rezoning 72 acres to increase capacity by 600 dwelling units.** There are only 75 acres of R-2 / U-R-2 land in the Westside Area, suggesting that the desired increase in capacity cannot be achieved solely through rezoning R-1 / U-R-1 to R-2.

-
- **Rezoning R-1 / U-R-1 to R-3 would require rezoning 48 acres to increase capacity by 600 dwelling units.** Rezoning R-1 / U-R-1 land to R-3 increases development density by 12.6 dwelling units an acre, resulting in the largest increase in capacity from rezoning residential land.
 - **Rezoning C-2 to R-3 (or mixed-use) would require rezoning 24 acres to increase capacity by 600 dwelling units.**¹¹ Scenario C does not currently forecast development of housing on C-2 land. This increase in capacity could be achieved through assuming 24 acres of C-2 land is developed with mixed-use development. Additional analysis will be prepared to evaluate the feasibility of mixed use.

The amount, type, and location of land to be rezoned under Scenario C will be identified through discussions with Project Advisory Committee and Technical Advisory Committee and development of the Concept Plan.

The other land uses in Scenario C are:

- **Local commercial services.** Local services will require about 18,500 square feet of retail space to provide services for households in the Westside Area, such as a combination of a coffee shop, a restaurant, a corner store, or other service or retail. This amount of built space will require about 1.5 acres of land.¹² The location of this need will be determined through discussions of the concept plan alternatives.
- **Other commercial and industrial development.** The majority of the 67 acres of commercial and industrial land in the Westside Area would be available for development by industrial businesses, office uses, or other services for the rest of Hood River. The majority of these lands are located in the Country Club Road District (31 acres), with the remainder in the West Cascade Avenue District (13 acres) and the Middle Terrace Neighborhood (6 acres).

¹¹ Assuming that C-2 develops at 25 dwelling units per acre, as discussed in the *Housing Needs Analysis*.

¹² The estimate of land needed to accommodate expected demand for retail built space uses the Floor Area Ratio of 0.25 from the *Economic Opportunities Analysis* forecast for demand for employment land.

Conclusions

The three scenarios presented in this memorandum begin to describe land use concepts for the Westside Area and will be refined through discussions about development in the area. Table 6 summarizes the capacity for new housing in each scenario and compares it to the citywide forecast of housing in the *Housing Needs Analysis* (HNA).

The Westside Area has about 60% of the buildable vacant residential land within the Hood River urban growth boundary (185 acres¹³ in the Westside Area of Hood River's total 318 buildable residential acres). Table 6 shows:

- Under Scenario A, the Westside Area can accommodate about 60% of the City's forecast of housing. This scenario assumes continuation of existing development patterns. It would not increase production of affordable or workforce housing.

About 85% of development would occur in the R-1 and R-2 zones (including U-R-1 and U-R-2), which allows single-family detached housing, duplexes, accessory dwelling units, and R-2 may allow townhouses. The remaining development would occur in R-3 and be predominantly multifamily development.

- Under Scenario B, the Westside Area can accommodate about 85% of the City's housing forecast. This scenario assumes a moderate increase in density in the R-1 and R-2 zones and moderate amounts of land rezoning. Scenario B results in approximately 500 dwelling units more than Scenario A. These units are expected to be more affordable than housing developed under Scenario A, resulting in a moderate increases in production of affordable or workforce housing.¹⁴

Depending on decisions about rezoning land, about 20% to 30% of new housing in Scenario B could occur in R-3, predominantly multifamily housing types. The remaining housing would develop in the R-1 and R-2 zones (including U-R-1 and U-R-2), as single-family detached housing, cottages, small-lot single-family detached, duplexes, accessory dwelling units, and townhouses.

- Under Scenario C, the Westside Area can accommodate more housing than the amount forecast for growth in the City's *Housing Needs Analysis* through 2035. Scenario C assumes a more significant increase in density in the R-1 and R-2 zones and more land

¹³ The estimate of 185 acres includes lands for neighborhood parks. Scenarios A and B assume a total of 3 acres of land will be used for parks, leaving 181.5 acres available for residential development. Scenario C assumes a total of 5 acres of land will be used for parks, leaving 179.5 acres available for residential development.

¹⁴ The increase in number of housing units in Scenario B (and the increase in Scenario C) is intended to result in production of affordable housing (produced in conjunction with the Mid-Columbia Housing Authority) and workforce affordable housing. While producing more dwelling units will increase overall supply of housing in Hood River, the actual price of housing built in the Westside Area will depend on the type and quality of housing built and the housing market conditions at the time the housing is built.

rezoned than Scenario B. Scenario C results in approximately 1,165 dwelling units more than Scenario A. These units are expected to be more affordable than housing developed under Scenario A, resulting in a substantial increases in production of affordable or workforce housing.

The City's *Housing Needs Analysis* forecast demand for 1,985 new dwelling units over the 2015-2035 period. Scenario C shows capacity of 2,358 new dwelling units, more than the forecast for city growth through 2035. Depending on decisions about re-zoning land, this scenario could produce opportunities for developing more than 100% of the City's forecast for multifamily housing need in the *Housing Needs Analysis*, which would both increase opportunities for development of affordable and workforce housing and decrease pressure on conversion of commercial land to residential uses.

Depending on decisions about rezoning land, about 21% to 33% of new housing in Scenario C could occur in R-3, predominantly multifamily housing types. The remaining housing would develop in the R-1 and R-2 zones (including U-R-1 and U-R-2), as single-family detached housing, small-lot single-family detached, cottages, duplexes, accessory dwelling units, and townhouses.

Table 6. Comparison of Housing Forecast in the *Housing Needs Analysis* (HNA) and the Scenarios, Westside Area

Note: Scenario C shows capacity of 2,358 new dwelling units, which is more than the forecast of housing growth through 2035 from the City's *Housing Needs Analysis*.

| | Total Dwelling units | Citywide Forecast in HNA |
|--------------------------|----------------------|--------------------------|
| Citywide Forecast in HNA | 1,985 | |
| Scenario A - Base Case | 1,193 | 60% |
| Scenario B - Moderate | 1,691 | 85% |
| Scenario C - Strong | 2,358 | 119% |

MEMORANDUM

To: Technical Advisory Committee,
Project Advisory Committee

Topic: Tech Memo 4: Land Use and Community
Designs

Date: 10/25/2016

From: Ken Pirie

Project: Hood River Westside Area Concept Plan

Project #: P3298

Distribution:

Attachments:

Precedent Imagery

Tech Memo 4: Land Use and Community Designs

Introduction

This memo provides information and imagery showing smart growth implementation, using precedents from communities of similar scale and geography as Hood River. A description of smart growth as it already exists in the Hood River area is also included.

Smart Growth Implementation: Tailored to the Westside Area

On October 5, the project Committees reviewed information about “smart growth”. The following describes how smart growth planning could be tailored to, and implemented in, the Westside Area. The project’s draft Guiding Principles are cited below in **bold** text, followed by descriptions of concepts for the Westside Area.¹

a. Create livable neighborhoods that make good use of the Westside’s limited land supply.

In order to use land efficiently and protect natural features and valuable agricultural land, new neighborhoods should be planned and built as compact, connected neighborhoods. This form of growth also promotes safety, livability, and opportunities for social connections between neighbors.

b. Create well-planned and commercially successfully mixed use districts in the Westside gateway area

New districts should also incorporate a mix of land uses, including commercial, civic and residential uses. These uses can be concentrated in key nodes along busier streets, or dispersed in appropriate locations easily accessible, including by foot or bicycle, from nearby residents. Their site designs should strive to locate parking at the rear or side of structures.

¹ Please see memorandum titled “Vision, Guiding Principles and Evaluation Criteria”, October 26, 2016, by Angelo Planning Group for additional information.

c. Create a plan that works for all ages and abilities of the community.

The district should accommodate housing types for many different potential residents, including a range of ages, cultures and family composition, to encourage diversity and allow residents to ‘age in place’ and remain in a cherished neighborhood. This should also apply to mobility, creating safe streets for children and accessible streets for the elderly and impaired populations in particular.

d. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.

A variety of housing types should be provided in order to: create housing options for a wide range of incomes, ages and families; support housing affordability in Hood River; embrace inclusiveness and diversity; and add interest to the built form of the Westside Area. These types include:

- large and standard-sized lots
- small lot single family housing
- cottages
- attached single family housing
- apartments

The concept of **Missing Middle Housing** refers to a range of housing types that are not widely provided by developers in the current market but which could provide a level of density that is context sensitive, responsive to changing demographics, and more affordable than standard single family lots. Some of these middle density housing types include live-work housing, duplexes, triplexes, and small-scale apartments in courtyard arrangements, all of which can be well-integrated with single family neighborhoods.

The variety of housing types should ideally (but not strictly) be arranged in a ‘transect’ of density, with lower density types located at the outer, rural or natural edge of the planning area, and highest densities located closer to urban services and transportation networks.

e. Incorporate natural features and promote a sense of place.

The development of the Westside Area should protect natural features as elements that provide character and definition to its neighborhoods and districts, while reminding residents of the regional landscape, and providing places for residents to explore and enjoy. The layout of new neighborhoods should also consider the potential for views to regional landmarks to further connect residents to their environment and provide an amenity that defines the area. The protection of dark skies through careful street and home lighting policies can also provide a subtle connection to the natural world and reduce the impact of urbanization.

f. Include open space and parks integrated in neighborhoods.

Open space and parks should be fully integrated into new neighborhoods, as central amenities that can be accessed on foot or by bike, minimizing potential conflicts with automobiles. Trails should connect parks. The parks

should be in easily accessed locations and faced with homes, not relegated to leftover parcels at a neighborhood's margins. A variety of park sizes should be provided, for different users, from quiet contemplation in nature, to active sports. Parks should also incorporate natural features in their siting and design, and consider maintenance requirements in the future.

g. Provide a connected transportation network with walkable, bike-friendly and green streets.

The streets in the Westside Area should connect to existing streets, minimizing cul de sacs and aligning with existing intersections. New streets should be as narrow as functionally possible, for economic reasons but also for efficient use of land. These streets should balance allocated space for multiple users, including pedestrians, bicycles, transit and autos. Street design should include provision for shade trees and storm water treatment.

h. Promote active and healthy living through community design.

New communities that meet the above principles will have taken measurable steps towards encouraging a healthier daily life for residents, primarily by encouraging safe and easy walking and cycling for commuting to work and school, recreation and a range of daily activities such as kids sports events, grocery shopping and social visits.

i. Plan land uses and transportation facilities so the area may be served by fixed route transit in the future.

Medium and high density housing can help support transit if located near transit routes and supported by safe and comfortable walking routes to bus stops. Fixed transit can help home buyers and commercial land uses invest with confidence that there will be transportation options beyond only private automobiles.

j. Integrate Westside Elementary School and future new schools as key community places.

New schools are significant civic investments that can drive real estate development, particularly for affordable 'starter homes' marketed to young families. These facilities should include open public recreational space that can serve as community amenities during evenings and weekends. The design of schools should engage with the community, minimizing parking lot impacts on nearby residences and avoiding tall fences or blank walls.

k. Promote human-scaled building designs.

Development should strive to include features that contribute to an attractive streetscape and a sense of community. Residential examples include designs such as front porches, garages set back from the street and facades with generous windows. Commercial/mixed use examples include pedestrian-scale lighting and signage, buildings and entries oriented to the street, and architectural details. Provide bicycle parking that is secure and convenient. For multifamily housing, care should be taken to ensure ample

landscaping, on-site play grounds and gathering spaces and minimized parking if possible.

l. Plan for efficient water, sewer and storm water infrastructure, utilizing green practices for storm water management.

Coordinated infrastructure investment is a crucial component of smart growth, ensuring that new growth occurs in a measured, efficient and affordable way. Given the existing drainage patterns in the study area, new development should include Low Impact Development approaches to control and treat rainwater runoff in naturalistic ways, avoiding erosion and pollution in sensitive waterways on the Westside.

m. Provide a realistic infrastructure funding strategy

A comprehensive and realistic funding strategy provides certainty for all parties involved in land development. Efficient infrastructure ultimately translates to savings for home buyers and commercial investors.

Smart Growth in Hood River

The above principles have been written for specific application in the Westside Area Concept Plan. Smart growth concepts should always be tailored and adjusted to individual communities; what works in larger urban areas may not be applicable to smaller cities. In general, settlement patterns from the first 50 years of the 20th century in many small cities, including Hood River, offer good examples of smart growth. The local history and geography of a community such as Hood River also presents some unique opportunities and constraints to new development.

In particular, the elements found in Hood River (as well as White Salmon and Stevenson) that can inspire future Westside Area development include:

- A historic plat featuring a regular, consistent and walkable street grid, adjusted for topography;
- Orientation to the river (the original loci of transportation and commerce);
- Visual connections to local landmarks such as Mt. Adams, Mt. Hood and the Columbia River, but also less dramatic points like Underwood Mountain or nearby active agricultural fields;
- A thriving downtown, with a mix of uses in a walkable, compact core, as well as more dispersed, smaller scale commercial nodes;
- Efficient streets that are walkable and offer opportunities for reconfiguration with enhanced landscape, bike facilities and other amenities;
- Easy access to the open spaces and recreational activities that draw many new residents to this area; and
- Recent examples in the area of smart growth and human-scaled design that can provide economically viable 'proof' that smart growth works well in the local real estate market.

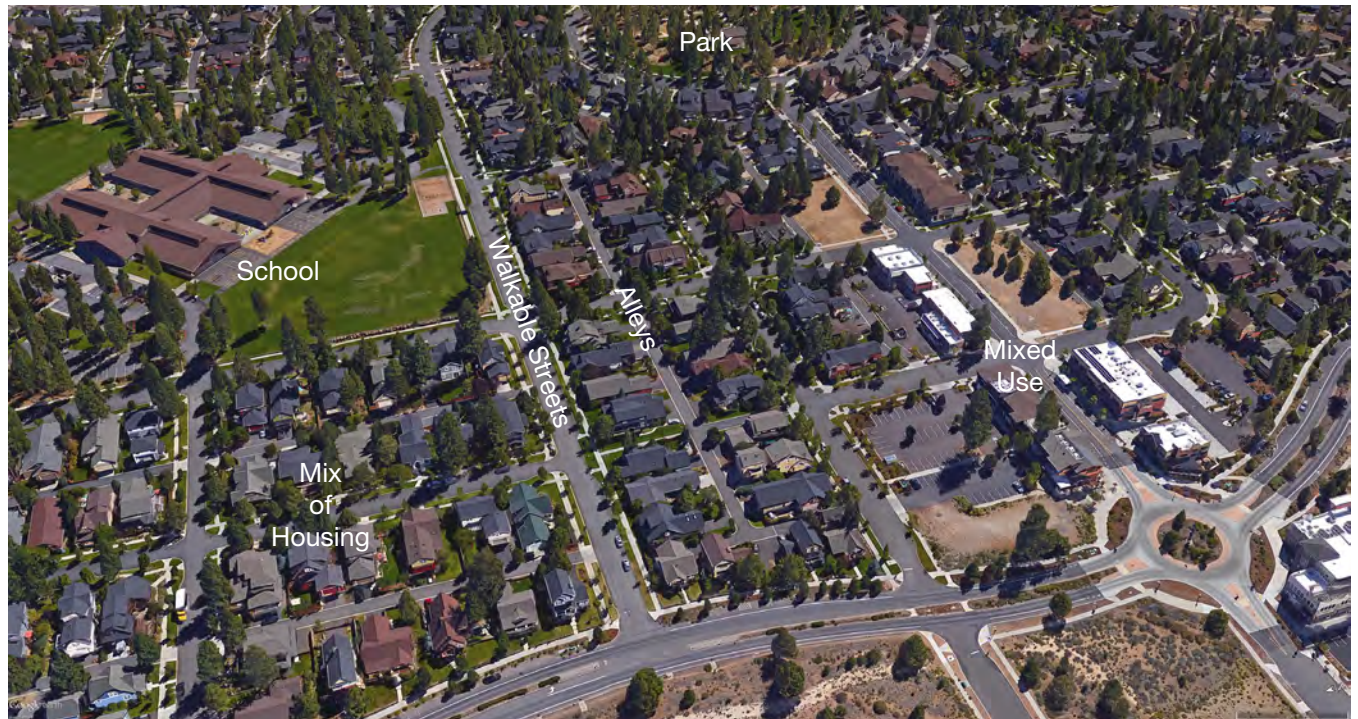
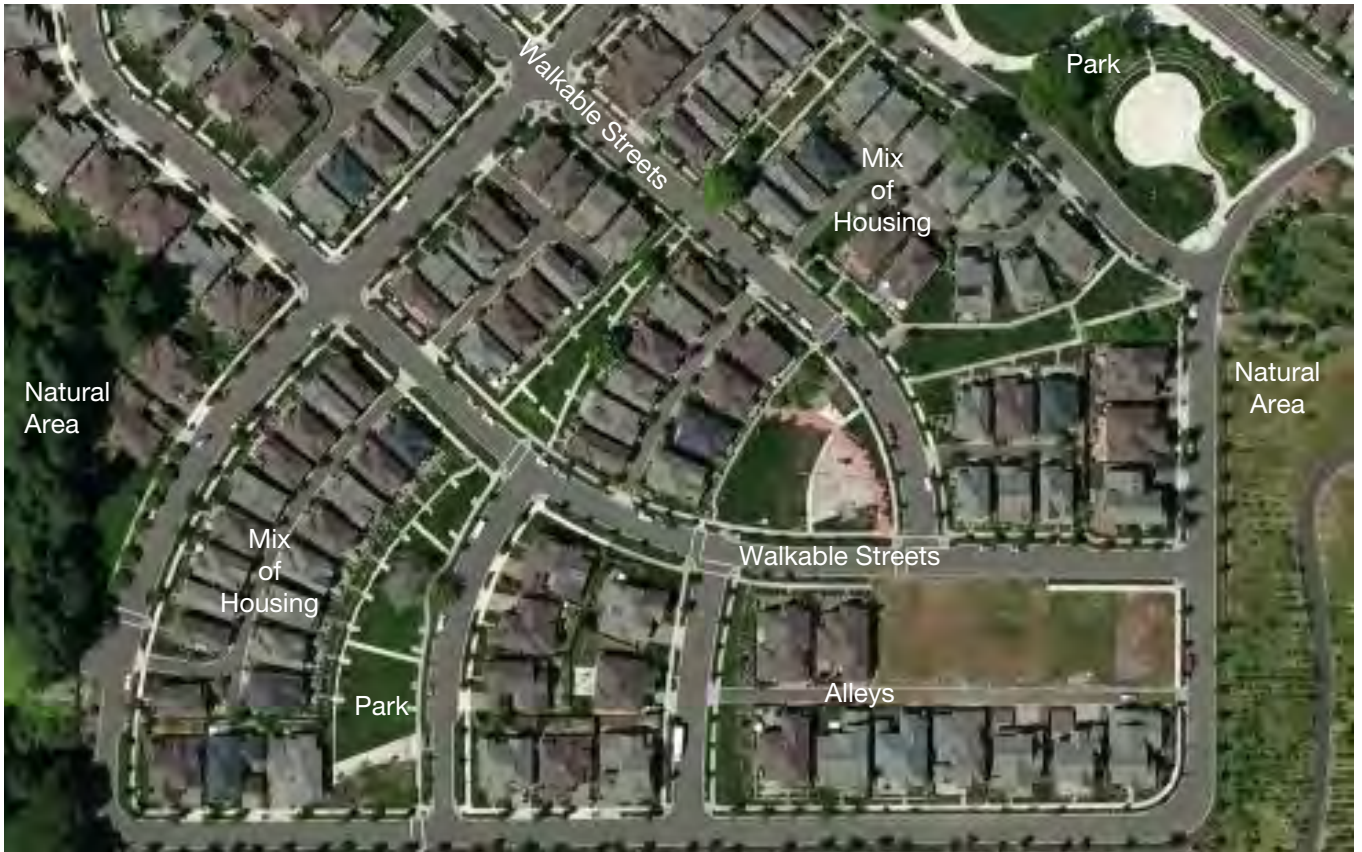
The Westside Area has certain unique qualities that can facilitate the implementation of smart growth principles. These include:

- An immediate adjacency to existing neighborhoods, allowing for an efficient extension of existing streets to provide a connected grid and reduce reliance on major new arterials or collectors;

- Adjacent new development that provides good evidence of a market for smart growth land use planning;
- A direct relationship to nearby agricultural uses, especially on the southern edge of the study area, which provides a strong sense of local history and the region's economic underpinning. Some remnants of this agriculture can also be incorporated within neighborhoods as pocket gardens or farm-to-school programs;
- A strong natural setting, including groves of native trees, wetlands and views to Mt. Adams, Mt. Hood and the Columbia Gorge; and
- An existing trail through the study area that can be extended and connected.

Please see the following pages for images that illustrate smart growth principles

A. Create livable neighborhoods that make good use of the Westside's limited land supply.



B. Create well-planned and commercially successfully mixed use districts in the Westside gateway area



Restaurants/cafes with outdoor seating



Retail building with strong architectural identity



Small-scale retail



Well-landscaped commercial district



Cohesive mixed use district; offices over retail



Example of small-scale retail in Hood River

C. Create a plan that works for all ages and abilities of the community.



D. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.



SINGLE FAMILY DETACHED



SINGLE FAMILY ATTACHED

D. Provide a range of densities and housing types, increasing affordable housing choices in Hood River.



COTTAGES



APARTMENTS

E. Incorporate natural features and a sense of place into each neighborhood and district



Orient homes and streets to volcano views



Provide access to nature for all ages



Celebrate and incorporate agricultural heritage



Protect mature trees

F. Include open space and parks, integrated in neighborhoods



Neighborhood park



Community gardens



Pocket park fronted by homes; oriented to regional landscape context



Agricultural building repurposed as community facility in neighborhood park



Mature trees incorporated in parks

G. Provide a connected transportation network with walkable, bike-friendly and green streets.



Narrow but functional neighborhood streets



Integrated stormwater treatment



Safe bicycle facilities



Generous sidewalks with homes oriented to street



Walkable neighborhood



Street trees

H. Promote active and healthy living through community design.



I. Plan land uses and transportation facilities so the area may be served by fixed route transit in the future.



J. Integrate Westside Elementary School and future new schools as key community places.



Example of neighborhood-integrated school

K. Promote human-scaled home designs



Front porches, interesting facades, well-landscaped



Front porches



Front porches, generous windows, garage setback



Positive street relationship



Green buildings, generous windows

L. Plan for efficient water, sewer and stormwater infrastructure, utilizing green practices for stormwater management.



Stormwater planter



Linear drainage swale



Retention pond



Detention pond integrated with streetscape



Swale in roadway median with pervious paving



Porous paving on sidewalk



Eco-roof