**Hood River City Council**
**211 Second St.**
**Hood River, OR 97031**
**(541) 386-1488**
**www.cityofhoodriver.gov**

March 1, 2021 **SPECIAL MEETING AGENDA** 6:00 p.m.

Kate McBride, Mayor

| | | | |
|---|---|---|---|
| Councilors: | Mark Zanmiller (President) | Megan Saunders | Tim Counihan |
| | Jessica Metta | Erick Haynie | Gladys Rivera |

*All public meeting locations are accessible. Please let the City Recorder know if you will need any special accommodations to attend any meeting. Call (541) 387-5212 for more information. Oregon Relay Service 1-800-735-2900*

The City of Hood River is taking steps to limit exposure and spread of COVID-19 (novel coronavirus). In support of state and federal guidelines for social distancing, the City of Hood River will hold this meeting by using Zoom Conferencing.

**Please use the following phone number or video link:**
https://us02web.zoom.us/j/89453875737
**(253) 215 8782**
**Meeting ID: 894 5387 5737**

Members of City Council and City staff will participate by Zoom, they will not be on site at City Hall during the meeting. The audio recording of the meeting will be posted shortly after the meeting on the City's website. Please check the City's website for the most current status of planned public meetings. https://cityofhoodriver.gov/administration/meetings/

## I CALL TO ORDER

## II BUSINESS FROM THE AUDIENCE

Hood River City Council encourages community members to talk about issues important to them. If you wish to speak during "Business from the Audience", there are two options to choose from:

1. Submit written comments to the City Recorder at j.gray@cityofhoodriver.gov by Monday, March 1, no later than 12 noon in order to distribute to the City Council in one packet for review by 3pm. All comments will be added to the record.

2. To address Council during Business for the Audience, email the request (name of speaker and topic) to j.gray@cityofhoodriver.gov by Monday, March 1, no later than 12 noon. Please specify the topic your testimony addresses. Testimony will go in order of requests received. Attendees that have registered will be unmuted by the IT Administrator for 3 minutes to address Council. Public comment will be by audio only. At the Mayors discretion, public comments may be received prior to a specific topic of relevance during the meeting.

## III DISCUSSION ITEMS

1. 5-yr Utility Rate Plan, W. Norris *(60 mins)* — Pages 3-38
2. Missing Middle Housing Code Workshop, D. Nilsen, *(45 mins)* — Pages 39-99

## IV ADJOURN

# CITY COUNCIL AGENDA ITEM COVER SHEET

**Meeting Date**: March 1st, 2021

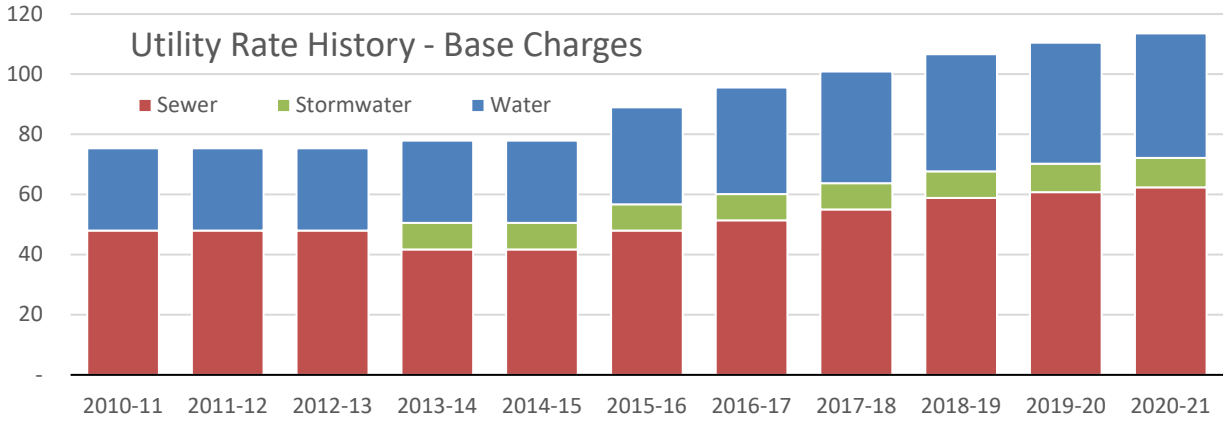
**To:** Honorable Mayor and Members of the City Council

**From:** Will Norris, Finance Dir. / Asst. City Manager

**Subject**: Utility Rate Setting Meetings

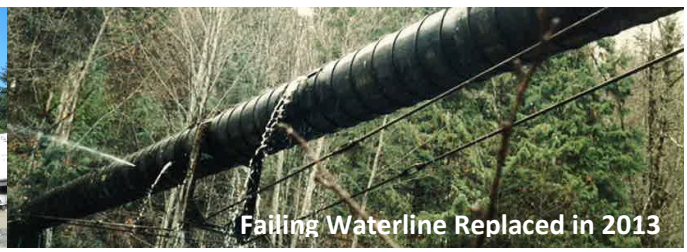
## Background

The City of Hood River operates its own potable water distribution, sanitary sewer, wastewater treatment plant, and stormwater systems. The City's utility assets exceed $50 million in value. The system is maintained by professional staff with certifications in water and wastewater operations. Hood River's utilities are financially separate from the City's General Fund and supported by charges to utility customers. Utility rates are set by City Council resolution.




*Utility Rate History* – Utility rates were mostly unchanged from FY2010-11 to FY2014-15. The exception being the inclusion of a stormwater charge in FY2013-14 that was mostly offset by a sewer charge decrease (see graph above). In 2015, the City adopted a 5-year rate plan to support its capital improvement program. Rate increases allowed the City manage debt incurred for the 2013 waterline replacement, rehabilitate the Riverdale Reservoir, and build a new wastewater treatment plant outfall into the Columbia River.


Riverdale Reservoir Rehabilitation


Failing Waterline Replaced in 2013

The City continues to have a major backlog of utility infrastructure projects. Upcoming capital projects are less visible but as vitally important. They include underground pipe

replacements, wastewater treatment plant upgrades, and new sewer lift stations. FCS Group was hired to develop a new five-year rate plan to pick up where the 2015 rate plan left off to ensure the City continues to make progress on its infrastructure backlog.

## Discussion

FCS Group will present their analysis and recommendations to the City Council over three meetings. The recommended rates are designed to meet the following objectives:

1. Produce sufficient revenue for operations and maintenance of utility infrastructure. The rates are designed to produce enough revenue to support utility operations, debt service, and capital replacement program in a financially responsible manner.
2. Distribute system costs equitably among system users.
   Prior rate changes uniformly increased charges across all user classes (ex. residential, commercial, industrial) without an analysis of which users placed the most burden on the City's infrastructure. The FCS rate recommendations adjust the rate burden based on which users are driving the need for upcoming capital expenditures.
3. Ensure rates do not exceed user's ability to pay.
   The City instituted a utility discount program for low-income households in 2008. The program has fallen short of expectations and needs to be updated. The FCS group will recommend options to improve the program and explain the resulting impacts to system-wide rate payers.

FCS Group will present their analysis and recommendation in the following order:

March 1st: Water and Sewer Utility Rates
March 8th: Stormwater Utility Rates and System Development Charges
March 15th: Low-income Affordability Programs

After FCS Group's presentations, City staff will bring a resolution implementing new utility charges based on City Council direction. The new charges will take effect on July 1st, 2021. A subsequent and separate project will address modifications to Water & Sewer SDCs to promote housing stock diversity and affordability.

## Staff Recommendation:

Receive the scheduled presentations from FCS Group, deliberate, and adopt new utility rates for FY2020-21.

## Fiscal Impact

Water, Sewer, and Stormwater charges will generate $7.66 million in FY2020-21

## Suggested Motion:

Not applicable

Attachment:
FCS Group PowerPoint Presentation

# Utility Rate Study


Presented by
Doug Gabbard, Project Manager
Wyatt Zimbelman, Senior Analyst

March 1, 2021

FCS GROUP
Solutions-Oriented Consulting

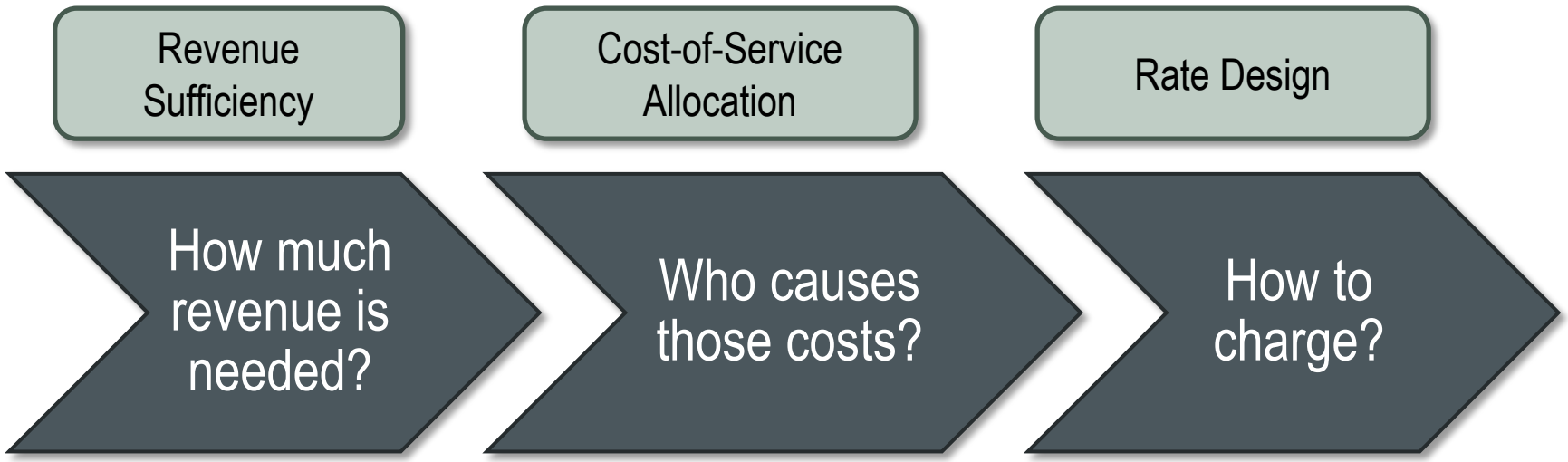
# Presentation Overview

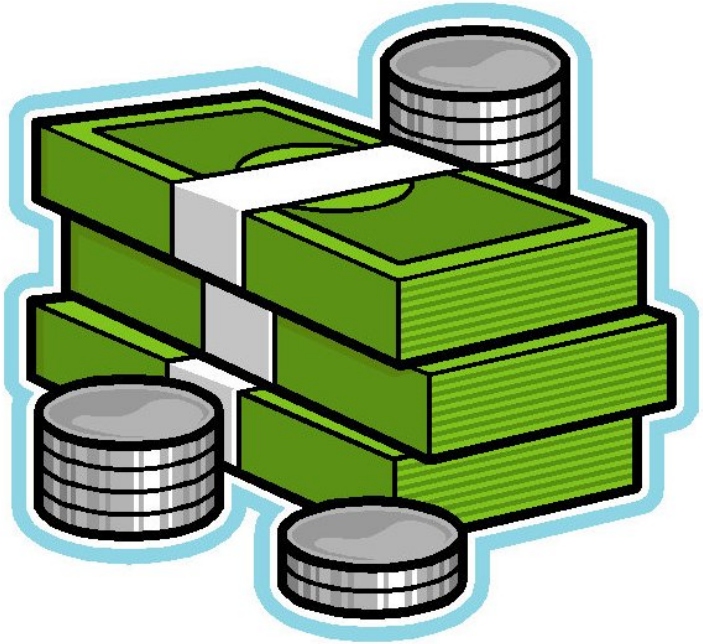
- **Recap of rate study**
- **Overview of rate setting process**
- **Water and sewer rate study results**
  - » Revenue requirement
  - » Cost of service
  - » Rate design
- **Questions / discussion**
- **Next steps**

# Where We Are

| Status by Task | | | Gathering Data | Performing Analysis | Reviewing with City | Refining Analysis | Communicating Results | Task Complete |
|---|---|---|---|---|---|---|---|---|
| Revenue requirement | Water | 2.1 | | | | | | |
| Revenue requirement | Wastewater | 2.2 | | | | | | |
| Revenue requirement | Stormwater | 2.3 | | | | | | |
| Cost-of-service analysis | Water | 3.1 | | | | | | |
| Cost-of-service analysis | Wastewater | 3.2 | | | | | | |
| Credit analysis | Stormwater | 3.3 | | | | | | |
| Rate design | Water | 4.1 | | | | | | |
| Rate design | Wastewater | 4.2 | | | | | | |
| Rate design | Stormwater | 4.3 | | | | | | |
| System development charge | Stormwater | 7.0 | | | | | | |
| Affordability analysis | | 8.0 | | | | | | |

# Components of a Rate Study





# Revenue Requirement Analysis

## *How much revenue should rates generate?*

# Key Assumptions

## Annual Cost Inflation

- Salaries: 2.21%
- Benefits: 3.00%
- Other operating costs: 2.21%
- Construction costs: 3.00%

## Annual Customer Growth Rates

- Growth in customer accounts: 1.40%
- No change in per capita water use

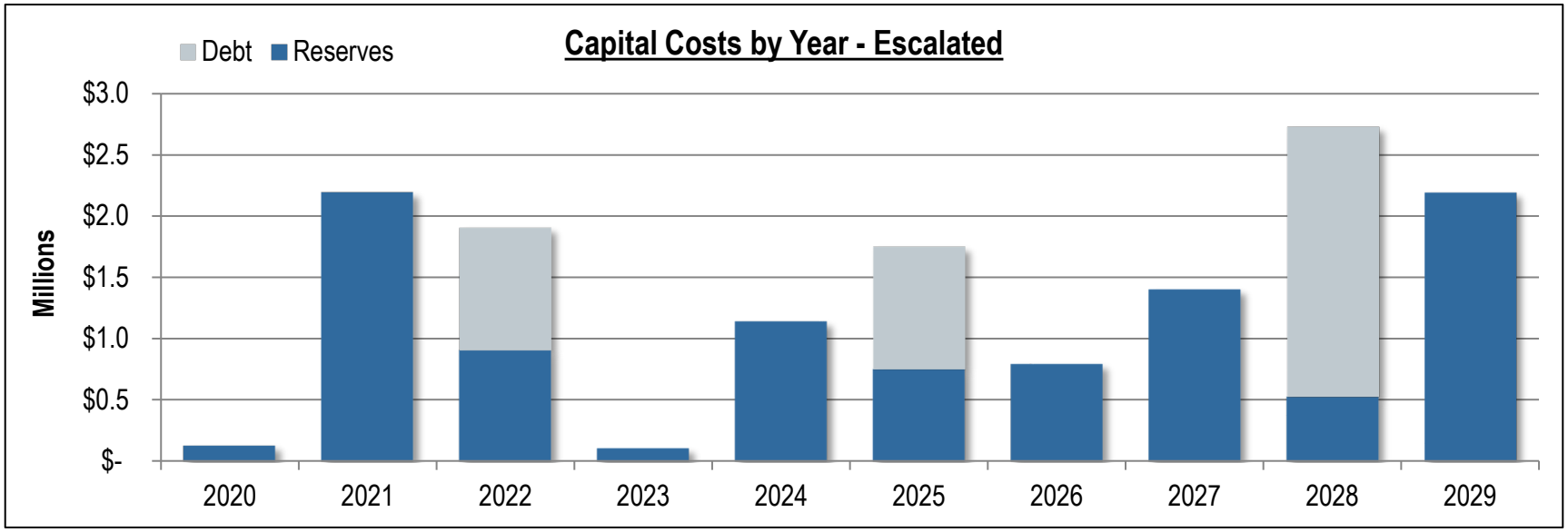
## Operating Forecast

- Rate revenue based on FY 2017-18 actuals, validated with customer billing statistics
- Operating costs and non-rate revenues based on FY 2020-21 Budget
  - Adjusted for inflation in future years

## Future Debt Issuance

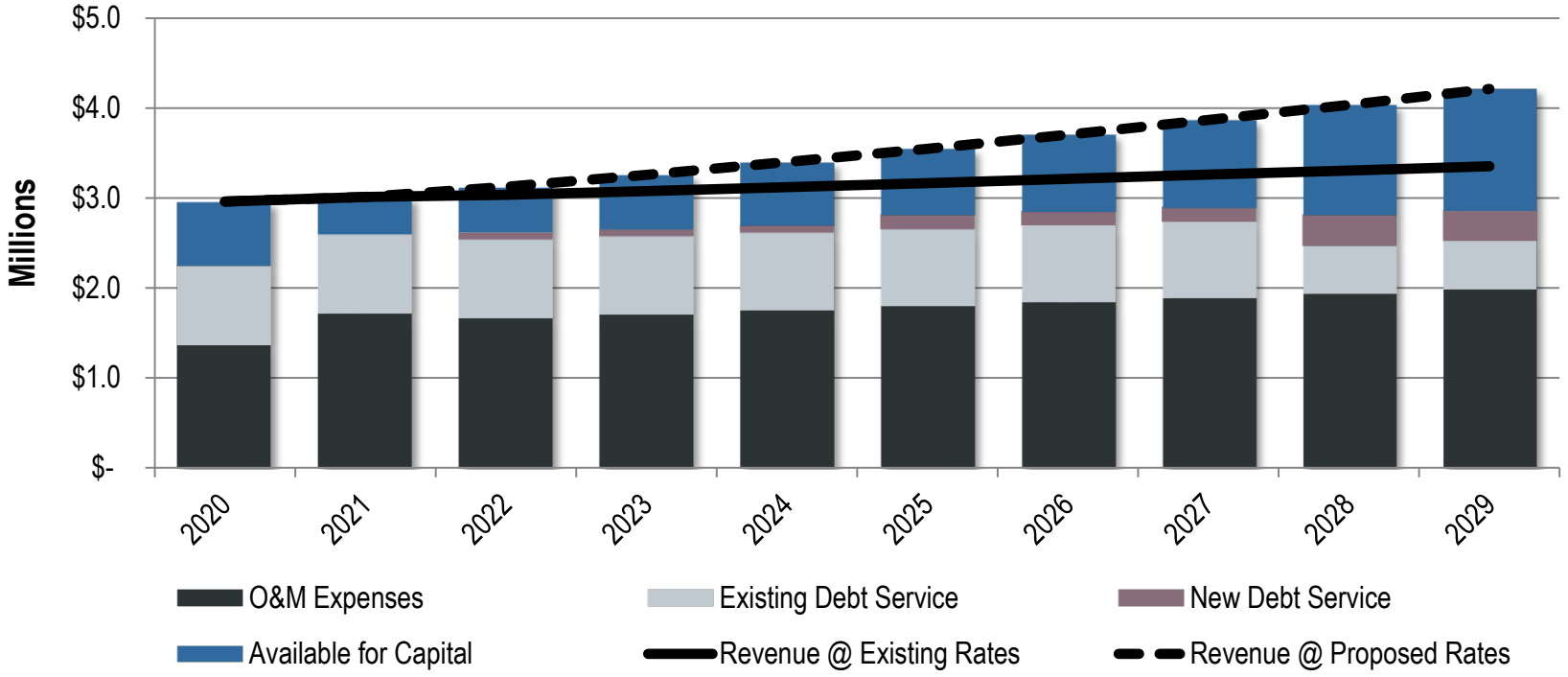
- Interfund loan from Equipment Fund
  - Interest rate: investment earning rate (~1.0%)
  - Repayment term: 10 years
- Revenue bonds
  - Interest rate: 4.0%
  - Repayment term: 20 years
  - Issuance costs: 1.0% of amount issued

# Capital Funding Forecast - Water



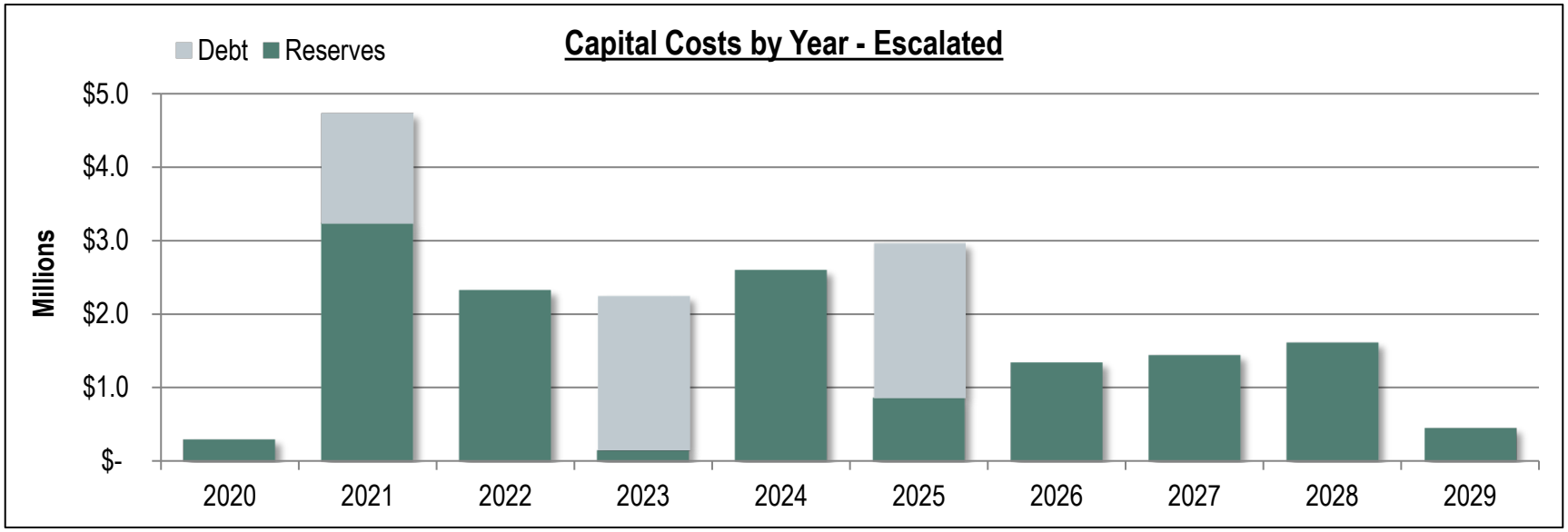

- **$14.4 million in capital projects (escalated) from FYs 2019-20 through 2028-29**
  - In-Line Hydro: $2.3M
  - 6th & Cascade: $1.6M
  - Columbia, 9th, Oak: $1.6M
  - East Heights Improv: $1.5M
  - Heights Area Improv: $2.0M
  - Montello, Sherman Improv: $3.0M
- **Cash resources are expected to be insufficient to cover projected costs**
  - » $1.0 million revenue bond issuances in FYs 2021-22 and 2024-25
  - » $2.2 million revenue bond issuance in FY 2027-28

# Revenue Requirement Forecast - Water



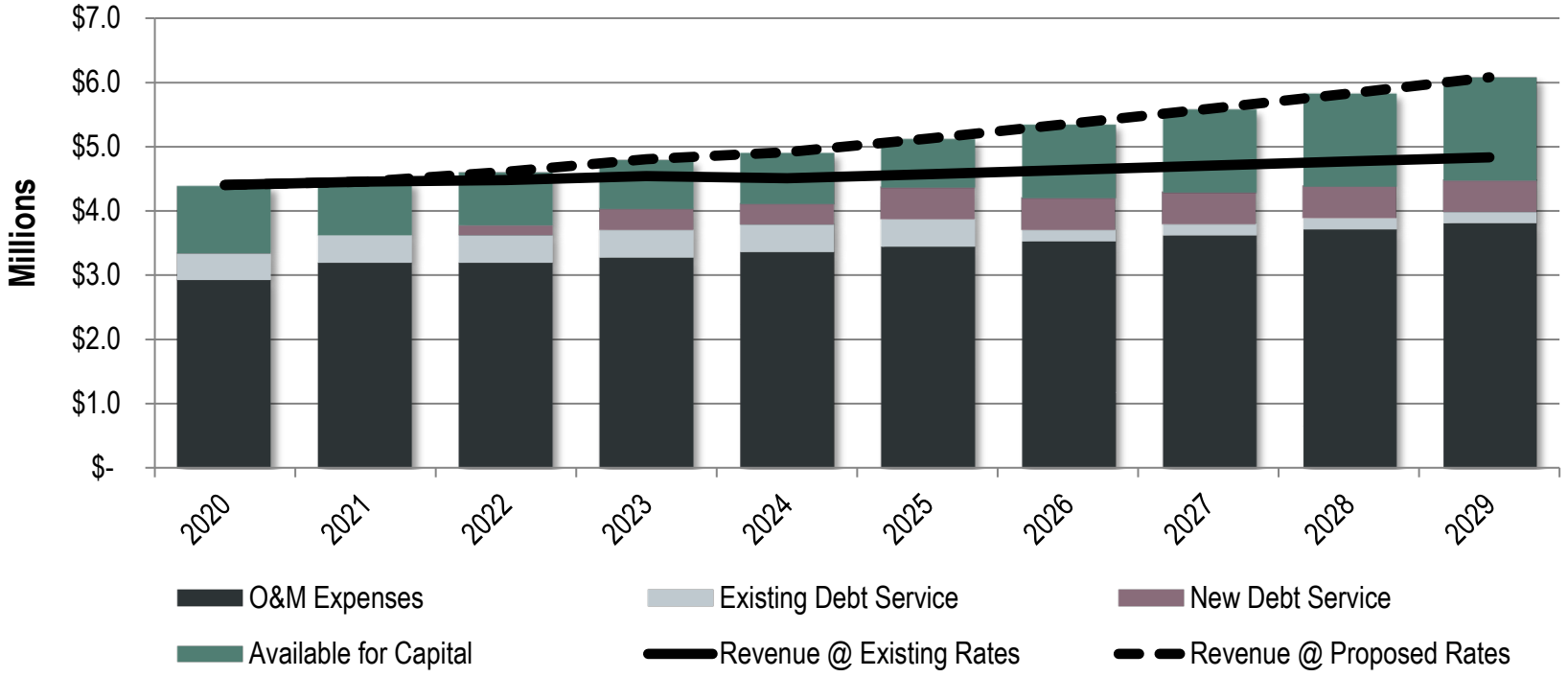

- **More rate revenue is needed to support capital projects and debt service**
  - » 3.0% overall annual rate increases recommended from FYs 2021-22 through 2028-29

# Capital Funding Forecast - Sewer




- **$20.0 million in capital projects (escalated) from FYs 2019-20 through 2028-29**
  - Mt. Hood Lift Station: $3.6M
  - 3rd, Pine St. Pipes: $1.6M
  - UV System: $2.2M
  - Clay Pipe Replacement: $2.9M
  - Digester Gas Mixing: $1.7M
  - Short-Lived Assets: $1.5M
- **Cash resources are expected to be insufficient to cover projected costs**
  - » $1.5 million interfund loan from Equipment Fund budgeted in FY 2020-21
  - » $2.1 million revenue bond issuances in FYs 2022-23 and 2024-25

# Revenue Requirement Forecast - Sewer

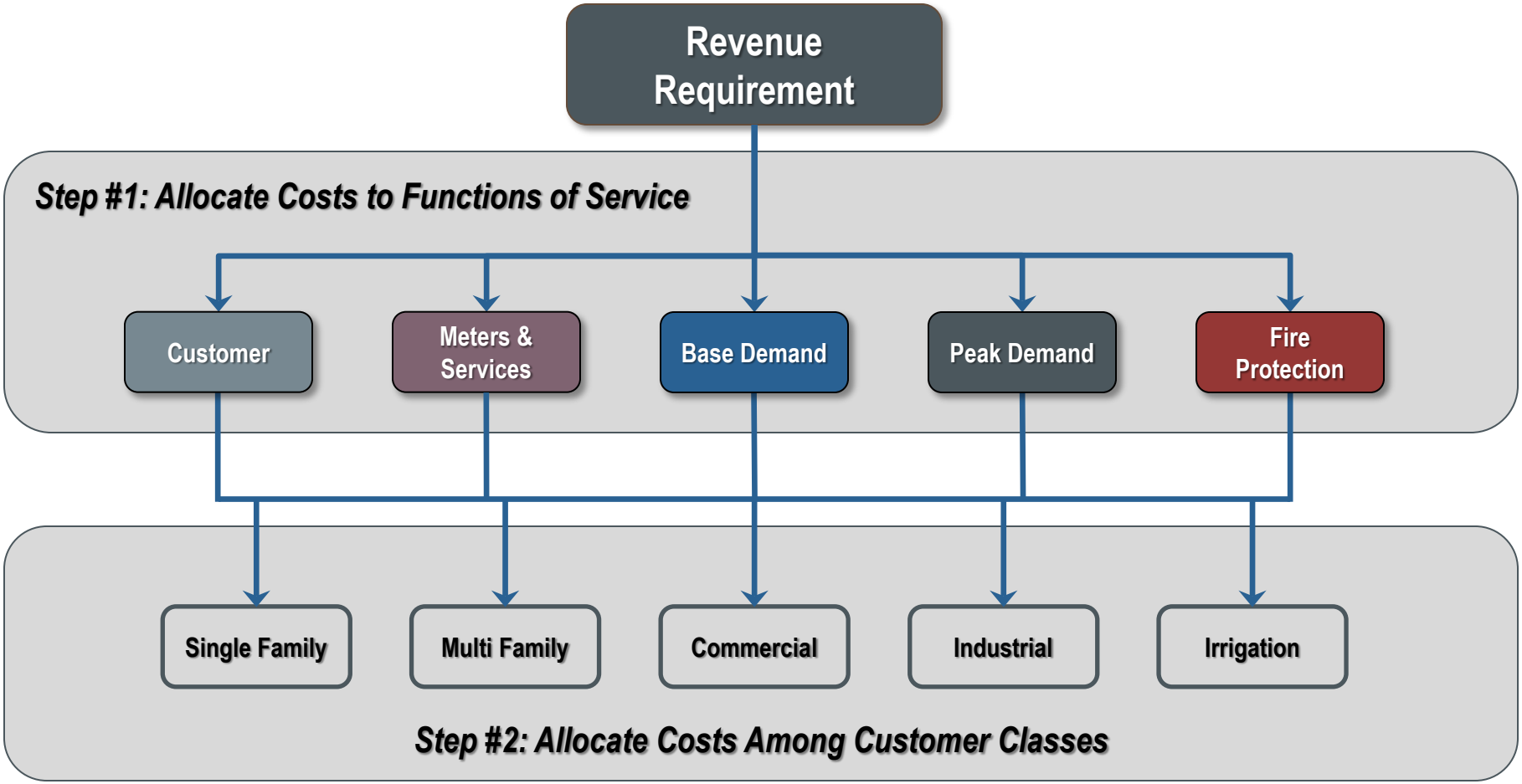



- **More rate revenue is needed to support capital projects and debt service**
  - » 3.0% overall annual rate increases recommended from FYs 2021-22 through 2028-29

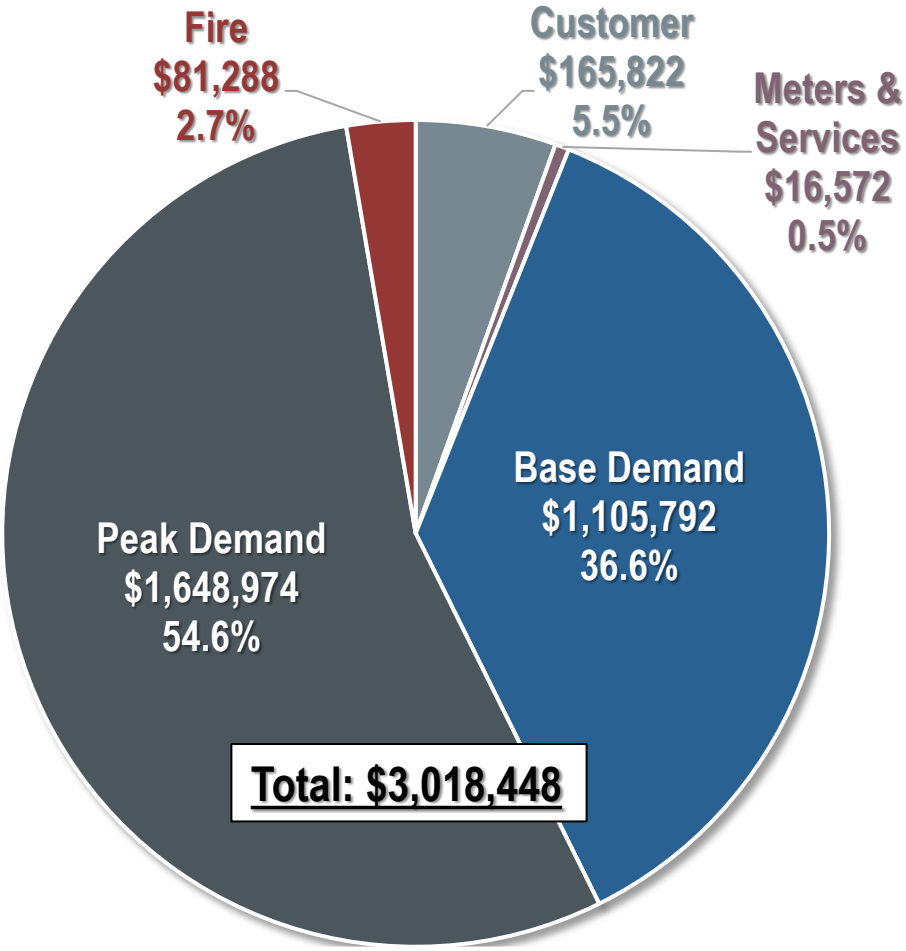
# Cost-of-Service Analysis

## *How much should each customer class pay?*

# Water COSA Methodology



# Allocation of FY 2021-22 Water Revenue Requirement



# Water Customer Classes

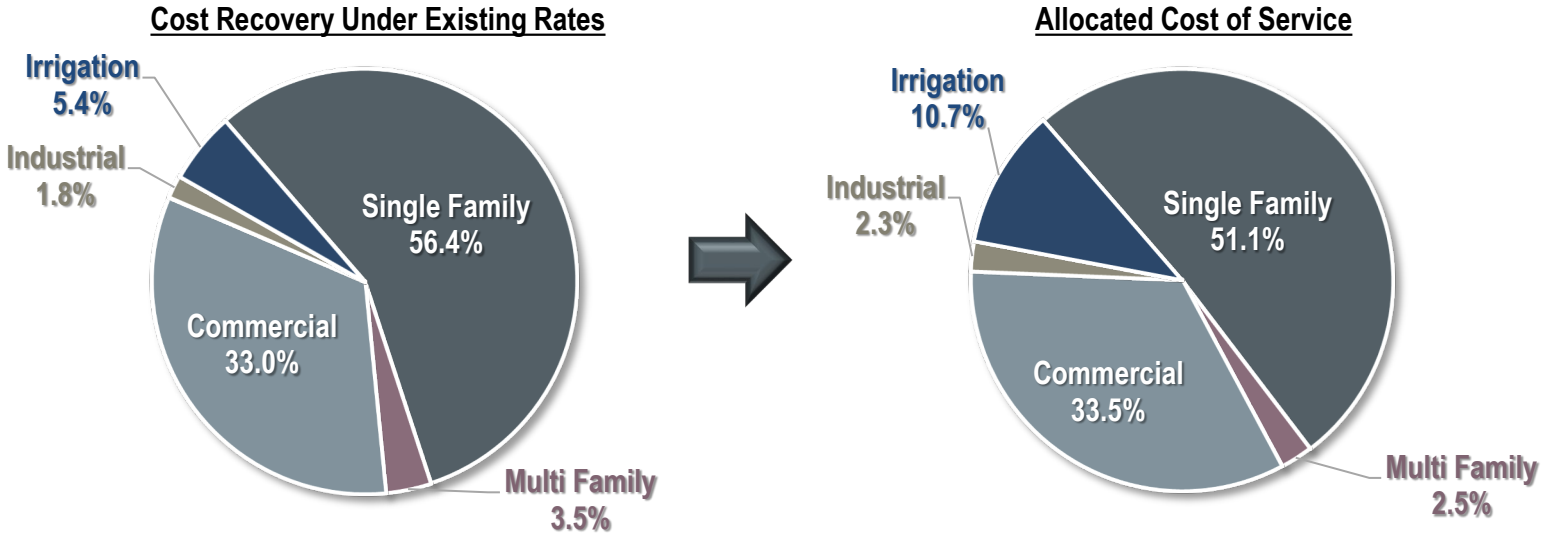
| | |
|---|---|
| **Single Family** | • Largest customer group<br>• Relatively low usage per account, high peak demand |
| **Multi Family** | • Usage per dwelling unit lower than single family account<br>• Relatively constant use |
| **Commercial** | • Diversity in use per account<br>• Relatively constant use |
| **Industrial** | • High volume significant industrial customers<br>• Lowest peaking, most constant use |
| **Irrigation** | • Majority of use in peak season<br>• No fire flow requirement |

# Allocating Costs to Customer Classes

| | Customer | Meters & Svcs | Base Demand | Peak Demand | Fire Protection |
|---|---|---|---|---|---|
| Allocation Basis | Accounts | MSEs | Annual Use | Peak Month Use | Fire Wtd Acts [1] |
| Projected FY 2021-22 Metrics: | | | | | |
| Single Family | 2,749 | 2,769 | 221,856 | 40,246 | 4,124 |
| Multi Family | 47 | 100 | 14,970 | 1,829 | 94 |
| Commercial | 435 | 652 | 199,931 | 25,476 | 871 |
| Industrial | 3 | 15 | 16,176 | 1,594 | 6 |
| Irrigation | 59 | 78 | 40,661 | 11,071 | - |
| Total | 3,293 | 3,615 | 493,593 | 80,216 | 5,094 |
| | | | | | |
| Percent of Total: | | | | | |
| Single Family | 83.5% | 76.6% | 44.9% | 50.2% | 80.9% |
| Multi Family | 1.4% | 2.8% | 3.0% | 2.3% | 1.8% |
| Commercial | 13.2% | 18.0% | 40.5% | 31.8% | 17.1% |
| Industrial | 0.1% | 0.4% | 3.3% | 2.0% | 0.1% |
| Irrigation | 1.8% | 2.2% | 8.2% | 13.8% | 0.0% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |

[1] *Accounts weighted by fire flow requirement*

# Allocation of FY 2021-22 Revenue Requirement




| Customer Class | Allocated Shares of FY 2021-22 Revenue Requirement by Function | | | | | | Current Cost Recovery | % Adj. to Reach COS |
|---|---|---|---|---|---|---|---|---|
| | Customer | Meters & Services | Base Demand | Peak Demand | Fire Protection | Total (COS) | | |
| Single Family | $ 138,432 | $ 12,696 | $ 497,022 | $ 827,319 | $ 65,799 | $1,541,268 | $1,651,990 | -6.7% |
| Multi Family | 2,361 | 456 | 33,537 | 37,605 | 1,496 | 75,456 | 101,484 | -25.6% |
| Commercial | 21,928 | 2,990 | 447,903 | 523,708 | 13,897 | 1,010,426 | 966,365 | +4.6% |
| Industrial | 151 | 70 | 36,239 | 32,761 | 96 | 69,316 | 52,046 | +33.2% |
| Irrigation | 2,951 | 359 | 91,092 | 227,580 | - | 321,982 | 158,647 | +103.0% |
| **Total** | **$ 165,822** | **$ 16,572** | **$1,105,792** | **$1,648,974** | **$ 81,288** | **$3,018,448** | **$2,930,532** | **+3.0%** |

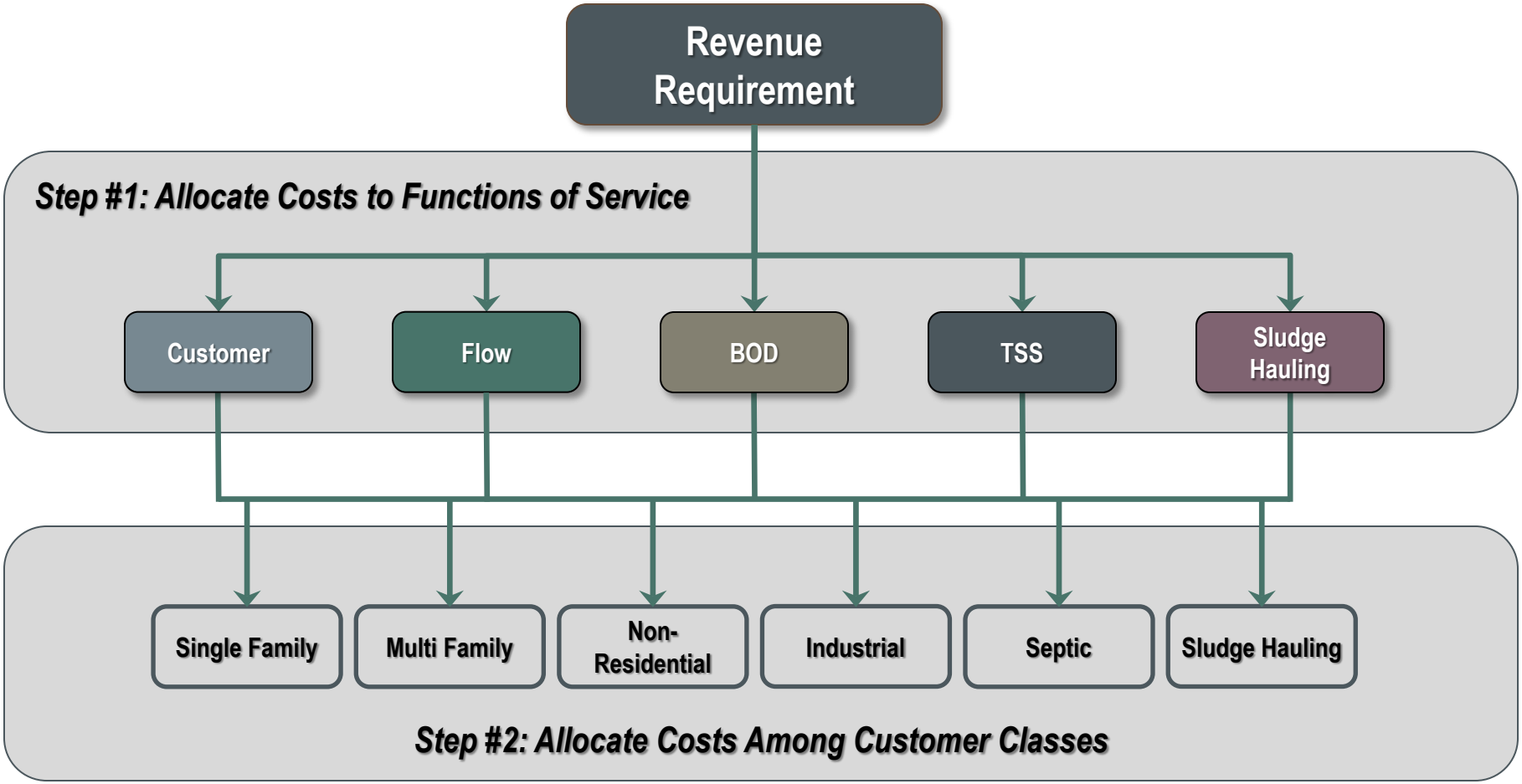
# Water COS Implementation Strategy

| Rate Increases | 2022 | 2023 | 2024 | 2025 | 2026 |
|---|---|---|---|---|---|
| Single Family | +1.00% | +1.00% | +1.00% | +1.00% | +1.00% |
| Multi Family | +0.00% | +0.00% | +0.00% | +0.00% | +0.00% |
| Commercial | +3.50% | +3.50% | +3.50% | +3.50% | +3.50% |
| Industrial | +8.50% | +8.50% | +8.50% | +8.50% | +8.50% |
| Irrigation | +18.00% | +18.00% | +18.00% | +18.00% | +18.00% |
| **Total** | **+2.84%** | **+2.99%** | **+3.16%** | **+3.34%** | **+3.54%** |

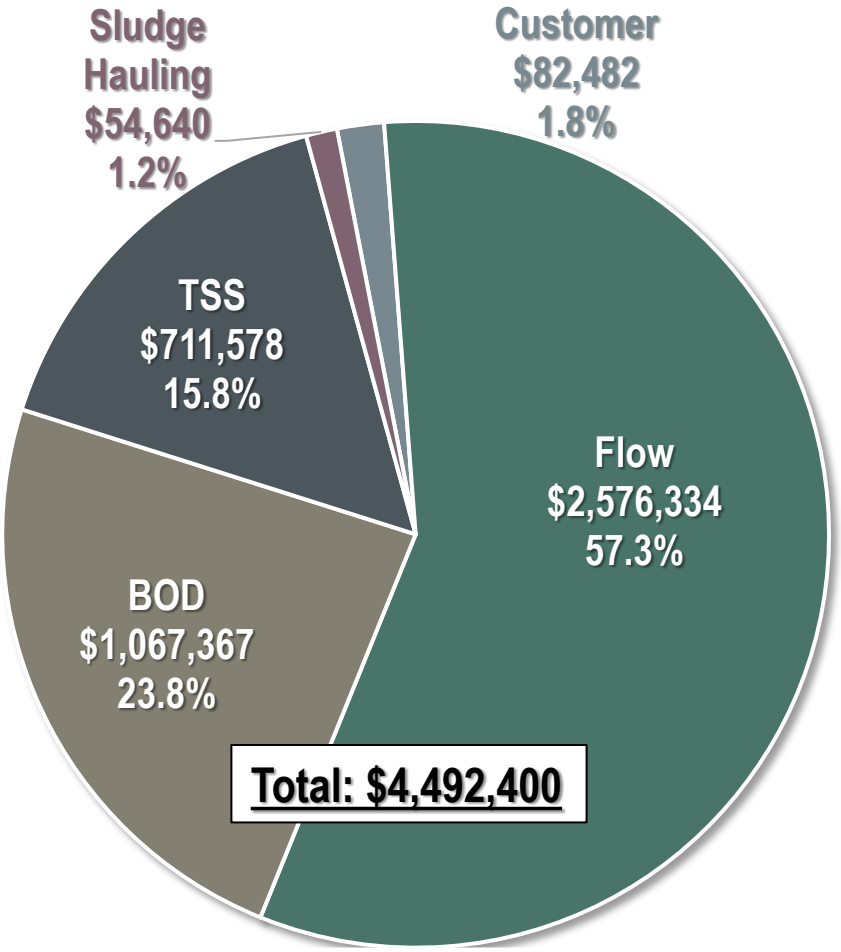
| 2026 Revenue Req. | Amount | % of Total |
|---|---|---|
| Single Family | $1,835,549 | 50.7% |
| Multi Family | 107,287 | 3.0% |
| Commercial | 1,213,375 | 33.5% |
| Industrial | 78,259 | 2.2% |
| Irrigation | 383,702 | 10.6% |
| **Total** | **$ 3,618,172** | **100.0%** |

- **Recommended strategy: phase COSA findings in over five years**
  - » Rather than decreasing multi family rates, they are held at existing rates until the other classes catch up
  - » All classes except for multi family reach their allocated cost of service by FY 2025-26
  - » Overall annual increases deviate slightly from 3.0% target to facilitate logical progression of rates over time
- **Beyond FY 2025-26, rate revenue adjustments would apply across-the-board**

# Sewer COSA Methodology



# Allocation of FY 2021-22 Sewer Revenue Requirement



# Sewer Customer Classes

| | |
|---|---|
| **Single Family** | • Largest customer class by number of accounts<br>• Not billed for usage, sewer flow estimated |
| **Multi Family** | • Lower use per unit than single family accounts<br>• Sewer strength similar to single family |
| **Non-Residential** | • Fewer accounts, but majority of sewer flow<br>• Varying sewage strength |
| **Industrial** | • High volume, high strength industrial users<br>• Billed on measured flows and loadings |
| **Septic** | • Commercial septic haulers<br>• Billed per gallon of septage |
| **Sludge Hauling** | • Sludge hauled to WWTP from neighboring communities<br>• COS considers direct costs (i.e. sludge transportation) |

# Allocating Costs to Customer Classes

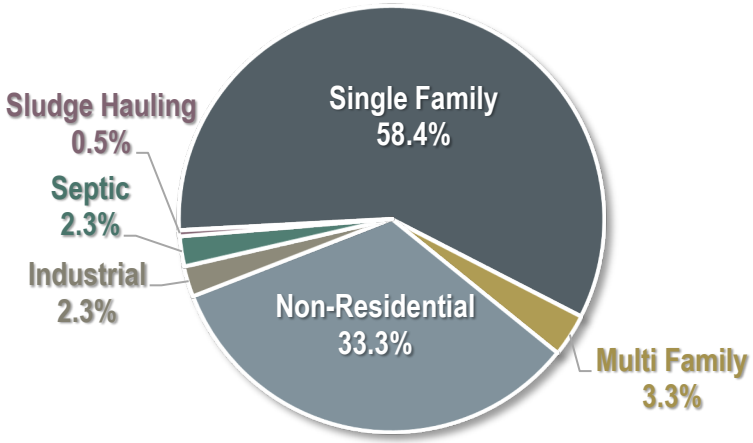
| | Customer | Flow | BOD | TSS |
|---|---|---|---|---|
| Allocation Basis | Accounts | Sewer Flow[1] | BOD Loading[2] | TSS Loading[2] |
| Projected FY 2021-22 Metrics: | | | | |
| Single Family | 3,407 | 162,741 | 749,140 | 515,130 |
| Multi Family | 48 | 15,700 | 72,272 | 49,696 |
| Non-Residential | 488 | 197,229 | 1,376,565 | 946,565 |
| Industrial | 2 | 25,194 | 233,115 | 50,818 |
| Septic | 5 | 657 | 29,600 | 6,578 |
| Sludge Hauling | 3 | - | - | 3,869 |
| Total | 3,953 | 401,521 | 2,460,692 | 1,572,656 |
| | | | | |
| Percent of Total: | | | | |
| Single Family | 86.2% | 40.5% | 30.4% | 32.8% |
| Multi Family | 1.2% | 3.9% | 2.9% | 3.2% |
| Non-Residential | 12.4% | 49.1% | 55.9% | 60.2% |
| Industrial | 0.1% | 6.3% | 9.5% | 3.2% |
| Septic | 0.1% | 0.2% | 1.2% | 0.4% |
| Sludge Hauling | 0.1% | 0.0% | 0.0% | 0.2% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% |

*[1] Flow estimated for Single Family, billed usage for all other classes*

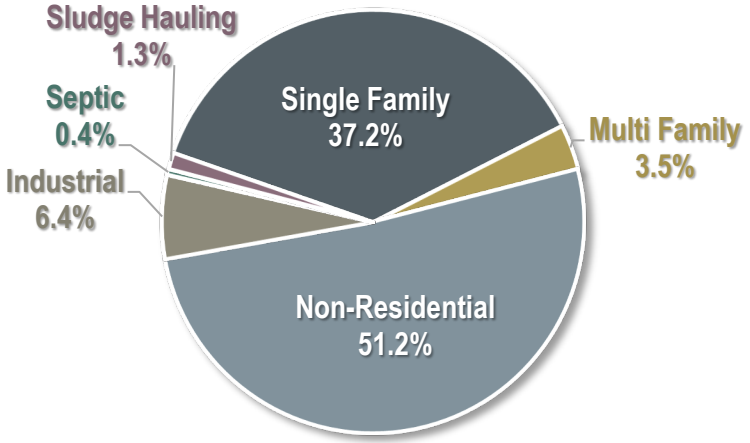
*[2] Loadings based on assumed strength by class, known loadings for Industrial*

# Allocation of FY 2021-22 Revenue Requirement

**Cost Recovery Under Existing Rates**




**Allocated Cost of Service**



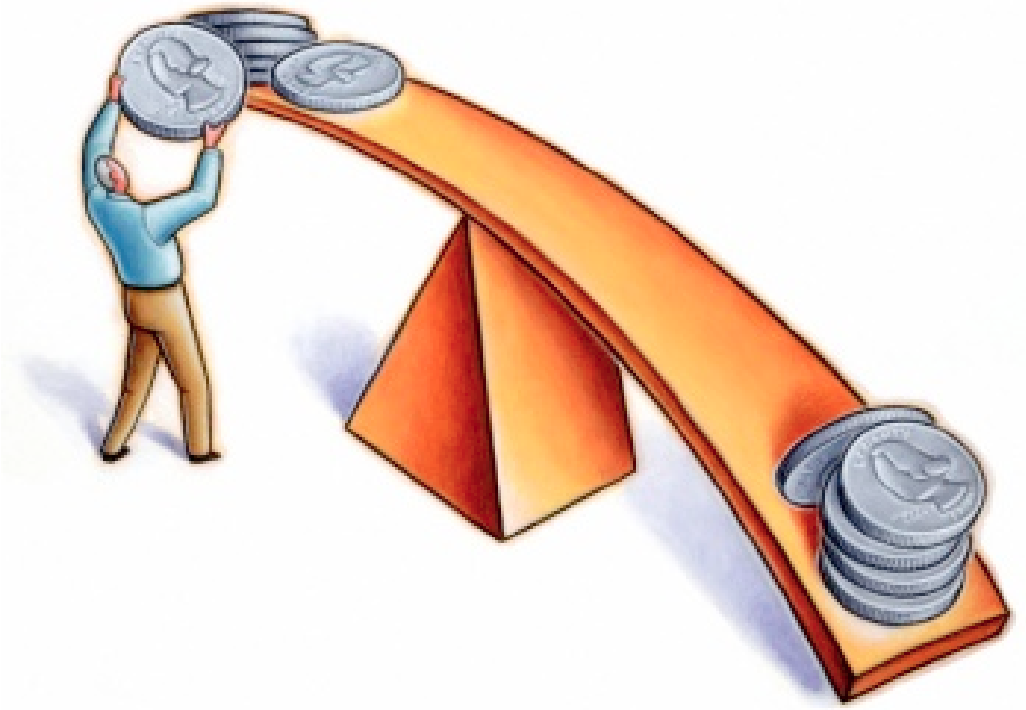

| Customer Class | Allocated Shares of FY 2021-22 Revenue Requirement by Function | | | | | | *Current Cost Recovery** | *% Adj. to Reach COS* |
|---|---|---|---|---|---|---|---|---|
| | Customer | Flow | BOD | TSS | Sludge Hauling | Total (COS) | | |
| Single Family | $ 71,081 | $ 1,044,218 | $ 324,952 | $ 233,080 | $ - | $ 1,673,331 | $ 2,547,855 | -34.3% |
| Multi Family | 1,004 | 100,739 | 31,349 | 22,486 | - | 155,578 | 142,309 | +9.3% |
| Non-Residential | 10,188 | 1,265,508 | 597,108 | 428,291 | - | 2,301,096 | 1,454,389 | +58.2% |
| Industrial | 42 | 161,654 | 101,118 | 22,994 | - | 285,807 | 100,649 | +184.0% |
| Septic | 104 | 4,215 | 12,840 | 2,976 | - | 20,135 | 100,070 | -79.9% |
| Sludge Hauling | 63 | - | - | 1,751 | 56,640 | 56,453 | 19,773 | +185.5% |
| **Total** | **$ 82,482** | **$ 2,576,334** | **$ 1,067,367** | **$ 711,578** | **$ 56,640** | **$ 4,492,400** | **$ 4,365,044** | **+3.0%** |

# Sewer COS Implementation Strategy

| Rate Increases | 2022 | 2023 | 2024 | 2025 | 2026 |
|---|---|---|---|---|---|
| Single Family | +2.00% | +2.00% | +2.00% | +0.00% | +0.00% |
| Multi Family | +4.00% | +4.00% | +4.00% | +4.00% | +4.00% |
| Non-Residential | +0.00% | +8.00% | +8.00% | +8.00% | +8.00% |
| Industrial | +15.00% | +15.00% | +15.00% | +15.00% | +15.00% |
| Septic | -79.88% | +3.00% | +3.00% | +3.00% | +3.00% |
| Sludge Hauling | +185.51% | +3.00% | +3.00% | +3.00% | +3.00% |
| **Total** | **+0.65%** | **+4.41%** | **+4.51%** | **+3.48%** | **+3.65%** |

| 2026 Revenue Req. | Amount | % of Total |
|---|---|---|
| Single Family | $2,858,426 | 52.7% |
| Multi Family | 183,042 | 3.4% |
| Non-Residential | 2,091,835 | 38.5% |
| Industrial | 202,441 | 3.7% |
| Septic | 23,958 | 0.4% |
| Sludge Hauling | 67,172 | 1.2% |
| **Total** | **$5,426,874** | **100.0%** |

- **Recommended strategy: move towards COSA findings over five years**
  - » Septic and sludge hauling fully implement COS rates in first year
  - » Rather than decreasing single family rates, they are increased at rates lower than the overall systemwide rate increases
  - » Non-residential held flat in FY 2021-22 as rate design is implemented
  - » All classes make progress towards cost of service by FY 2025-26
  - » Overall annual increases deviate from 3.0% target to facilitate logical progression of rates over time
- **Beyond FY 2025-26, rate revenue adjustments would apply across-the-board**



# Rate Structure Analysis

***How should rates be set to meet the utility's objectives?***

# Existing Rates FY 2020-21

| Water | Rate |
|---|---|
| Monthly Base Fee | |
| 3/4” | $41.35 |
| 1” | $70.29 |
| 1-1/2” | $124.06 |
| 2” | $222.02 |
| 3” | $442.42 |
| 4” | $690.47 |
| 6” | $1,376.89 |
| | |
| Charge per 1,000 gal used | |
| Residential (> than 5 kgal/month) | $2.56 |
| Commercial | $2.56 |

| Sewer | Rate |
|---|---|
| Monthly Base Fee | |
| 3/4” | $62.39 |
| 1” | $105.82 |
| 1-1/2” | $205.59 |
| 2” | $330.16 |
| 3” | $666.46 |
| 4” | $1,040.39 |
| 6” | $2,074.34 |
| | |
| Non-Residential Charge per 1,000 gal | |
| Low BOD <401 | $2.72 |
| Medium BOD <801 | $4.06 |
| High BOD >800 | $5.40 |
| Permitted Industrial Users | |
| Flow per gallon | $0.00143 |
| BOD per lbs | $0.18 |
| TSS per lbs | $0.29 |
| Sludge and Septic | |
| Sludge per lbs | $0.12 |
| Septic per gallon | $0.20 |

# Rate Design

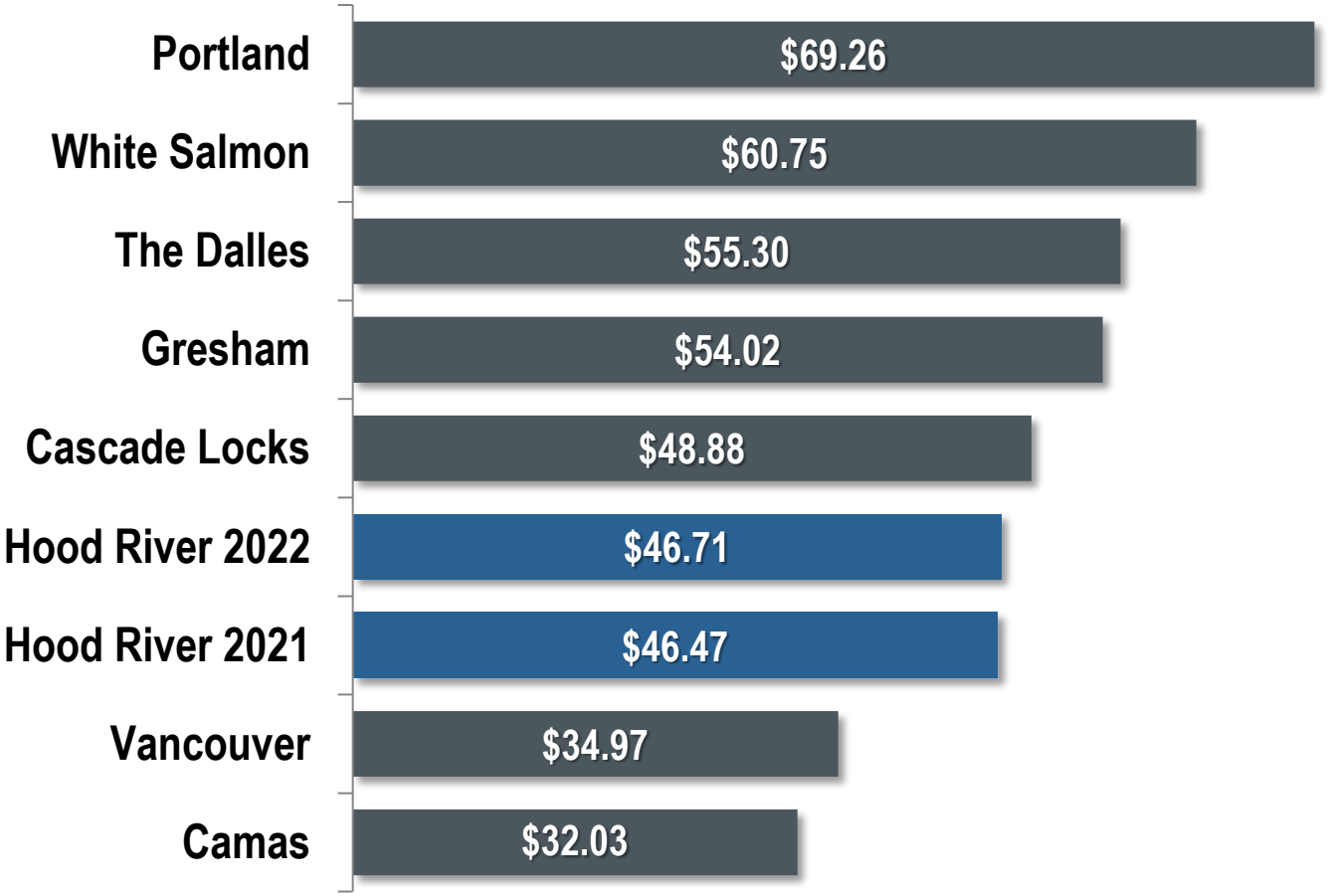
- **Produce sufficient revenue to meet utility financial requirements**
- **Collect the target phase-in revenue level for each class of service**
- **Meet the goals and objectives of the utility**
- **Rate design considerations:**
  - Water:
    - Maintain existing base fees – one charge per meter size
    - Expand volume charges – individual rates for each customer class
  - Sewer:
    - Maintain existing base fee structure – one charge per meter size
      - Increase base fees with single family rate increases
    - Expand volume charge:
      - Separate multi family from non-residential
      - Increase the number of non-residential strength classes

# COS Phase-in Water Rates FY 2021-22

| Water | Rate |
|---|---|
| Monthly Base Fee | |
| 3/4” | $41.35 |
| 1” | $70.29 |
| 1-1/2” | $124.06 |
| 2” | $222.02 |
| 3” | $442.42 |
| 4” | $690.47 |
| 6” | $1,376.89 |
| | |
| Charge per 1,000 gal used | |
| Residential (> than 5 kgal/month) | $2.68 |
| Multi Family | $2.56 |
| Commercial | $2.73 |
| Industrial | $2.83 |
| Irrigation | $3.23 |

- **Recommended strategy: implement cost of service through volume charges**
  - » Monthly base fees unchanged from FY 2020-21 – all customer classes pay same rates
  - » Volume charges increase for all classes except multi family

# Monthly Bill Comparison – 3/4” Residential, 7,000 gal



# Non-Residential Sewer Classifications

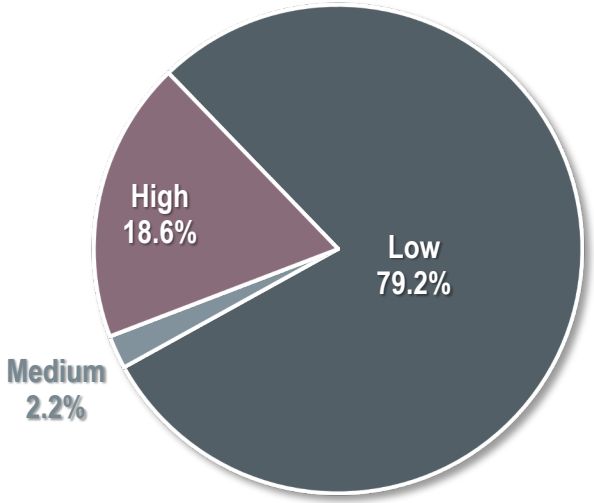
| Proposed Rate Classification | BOD Concentration (mg/L) | Example Businesses |
|---|---|---|
| Standard | < 500 | all businesses not specified in other strength categories, with City discretion to assign unspecified businesses to higher strength categories |
| Low | 501 – 1,000 | car wash, coffee shop, convenience store, gas station, hospital, restaurant, supermarket |
| Medium | 1,001 – 1,500 | bakery, meat shop |
| High | 1,501 – 2,000 | industrial laundry, mortuary |
| Super High | > 2,000 | brewery, dairy, distillery, slaughterhouse |

# Non-Residential Sewer Strength Charges

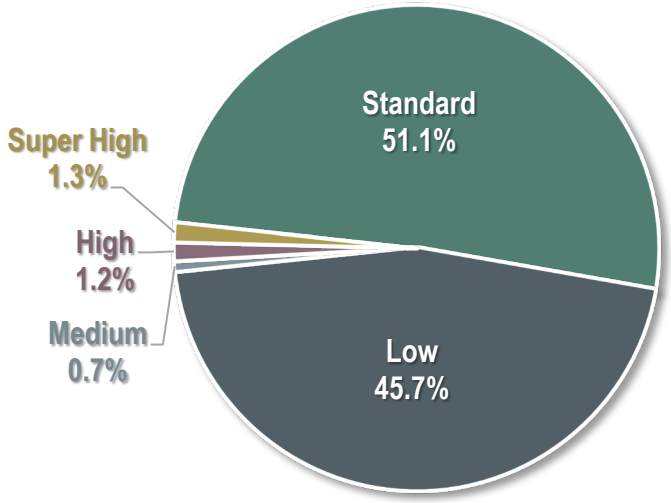
| Existing Rate Classification | BOD Concentration (mg/L) | Rate per kgal |
|---|---|---|
| Low | < 401 | $2.72 |
| Medium | 401 – 800 | $4.06 |
| High | > 800 | $5.40 |

| Proposed Rate Classification | BOD Concentration (mg/L) | Rate per kgal |
|---|---|---|
| Standard | < 500 | $3.00 |
| Low | 501 – 1,000 | $3.26 |
| Medium | 1,001 – 1,500 | $4.52 |
| High | 1,501 – 2,000 | $5.52 |
| Super High | > 2,000 | $6.13 |

**Flow with Existing Rates**




**Flow with Expanded Rates**



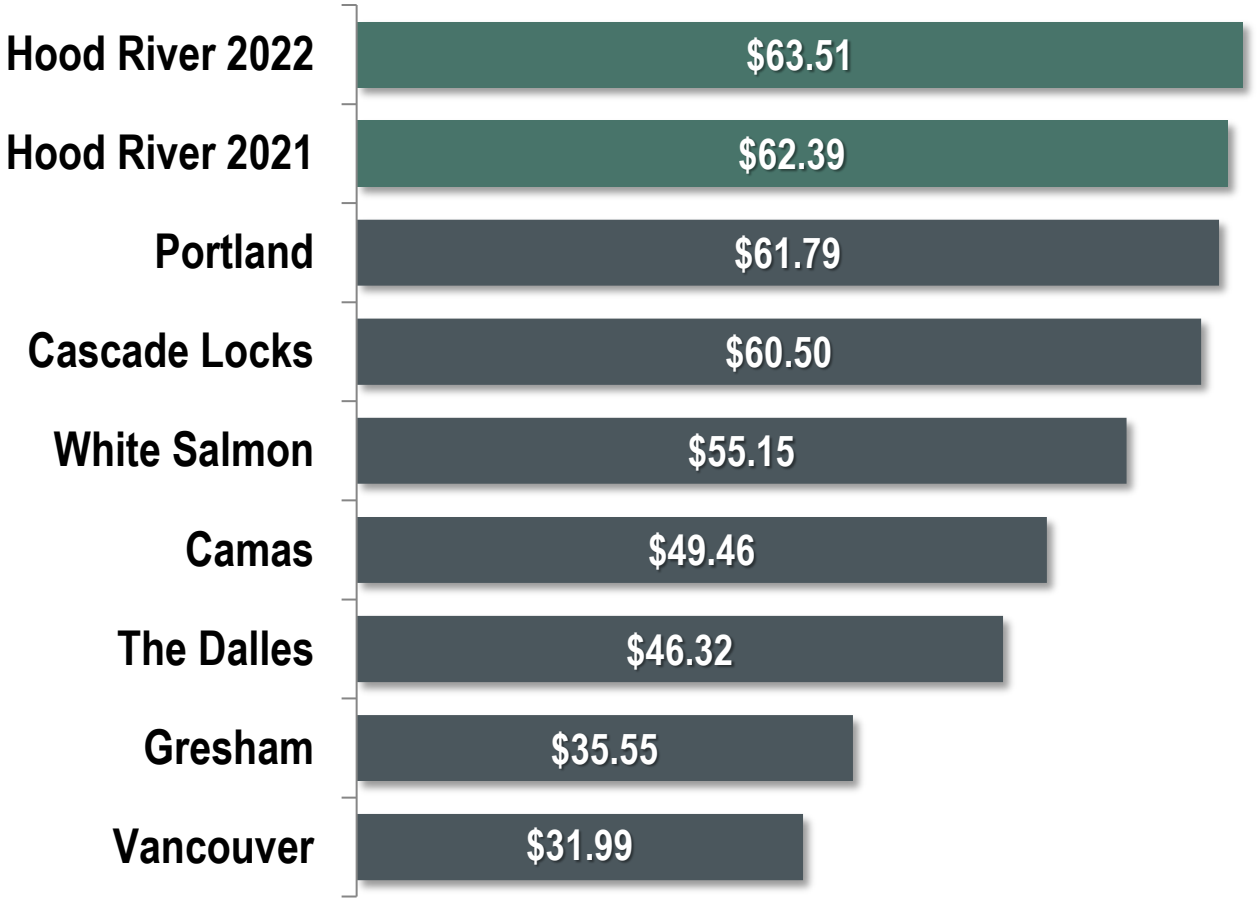
# COS Phase-in Sewer Rates FY 2021-22

| Sewer Fixed Charges | Rate |
|---|---|
| Monthly Base Fee | |
| 3/4” | $63.51 |
| 1” | $107.72 |
| 1-1/2” | $209.29 |
| 2” | $336.10 |
| 3” | $678.45 |
| 4” | $1,059.11 |
| 6” | $2,111.66 |

| Sewer Volume Charges | Rate |
|---|---|
| Non-Residential Charge per 1,000 gal | |
| Multi Family | $2.94 |
| Standard | $3.00 |
| Low | $3.26 |
| Medium | $4.52 |
| High | $5.52 |
| Super High | $6.13 |
| Permitted Industrial Users | |
| Flow per gallon | $0.00166 |
| BOD per lb | $0.21 |
| TSS per lb | $0.34 |
| Sludge and Septic | |
| Sludge per lb | $0.34 |
| Septic per gallon | $0.04 |

- **Recommended strategy: implement cost of service through volume charges**
  - » Monthly base fee increased with single family increase – all classes pay same rates
  - » Non-residential volume charges expanded to better capture high-strength users
    - – Non-residential rate differentials increase as COS is phased in
  - » Sludge hauling and septic reach cost of service in FY 2021-22

# Monthly Bill Comparison – 3/4” Residential, 4,000 gal



# Next Steps

- Finalization of stormwater revenue requirement
- Examination of stormwater credit policy
- Finalization of stormwater SDC
- Finalization of affordability analysis

# Doug Gabbard

Project Manager

(503) 252-3001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FCS GROUP
Solutions-Oriented Consulting

# CITY COUNCIL WORKSHOP COVER SHEET

**Meeting Date**: March 01, 2021

**To**: City Council

**From**: Dustin Nilsen, Director of Planning

**Subject**: Middle Housing Code Workshop (LEG 2020-37)

**Background**:
Developing code language for missing middle housing types (duplexes, triplexes and cottages) is a project on the City Council 2020 workplan. The purpose of the project is to establish a clear process and regulatory framework to allow greater diversity of these needed housing types.

On January 11 and January 25th , 2021, City Council held work sessions to discuss policy issues raised as part of the code update. These issues focused on parking and the tensions between development scale, compatibility, and marketability. City Council was supportive of a reduced parking regulation and expressed concern over a market gap between the middle housing development outcomes when compared against larger and less affordable townhouse developments permitted by Code. Council directed staff to adjust the code to narrow the gap to incentivize the development of smaller units.

Based on this direction, staff revised the draft code to allow more square footage to be built within a middle housing development and recommended a cap on the individual dwelling unit size with the intent of keeping the units within the range of entry levels of Hood River's market rate housing (120-125% MFI) while closing a potential loophole for large dwellings. The buildable area increases, an expedited permitting process, dwelling unit bonuses, greater flexibility in lot sizes, and minimum lot frontages are all included in the draft code to incentivize the construction of middle housing developments in each of Hood River's Residential Zones.

Staff presented the revised draft code to the Planning Commission again on February 1st, and solicited input from various local builders and developers including Mike Ketler of IBC, Greg Crafts, Nancy Roach, Mike Kitts, Doug Beverage, Eli Spevak of Orange Splot, Joe Sagar of Sager Design Build. During the public hearing, the Planning Commission, and representatives of the development community, who responded to staff requests for comments, also expressed concern over the ability to deliver smaller units under code limitation intended to promote compact developments in scale with existing neighborhoods. This concern is exacerbated by the growing demand for Hood River's already expensive and limited land supply. Planning Commission deliberated the code, discussed some of the issues raised in the public hearing, and made several suggestions for code revisions.

On Feb 16th Planning Commission reviewed its suggested changes from the prior meeting and finalized its recommendations to City Council. As part of its code work, Planning Commission reached consensus on revised landscape standards in lieu of a lot-coverage requirement, a code methodology that would further incent the development of smaller

dwellings, suggested revisions to the requirements of off-street parking, maintenance agreements for common areas, and many other code regulations to be included in 17.25 of the Code.

During its analysis and deliberation Planning Commission expressed concerns over the use of an alternative height methodology and recommended staying with the City's current height regulations for the purpose of simplicity until a City-wide evaluation could be completed, which it advocated to occur immediately. The draft code produced for the Council Workshop includes a revised draft height methodology recommended by staff. The revised height recommendation incorporated within the middle housing code is intended to address current code deficiencies, to clarify ambiguous code language, to better predict development outcomes, to promote the use of pitched roofs as architectural features which allow a greater amount of air and light between neighboring structures, and to rely on final grade for overall height measurement which is better suited to support the development of compact cluster housing types on small lots as infill projects. Staff agrees with Planning Commission that a city-wide look at building height regulation should be undertaken does not recommend bringing the current methodology and its associated issues into this standalone code, which must be grounded clear and objective standards to permit these housing types as outright permitted uses. Based on input from the development community and Council feedback staff may also recommend a subsequent revision of the height methodology to allow a 28' pitched roof and 25' shed roof configuration.

As requested during the January 25th Council Workshop, and as part of its code review and deliberation, Planning Commission also analyzed a floor to area building methodology based on the Portland Infill Project. This methodology provides incentives to produce more units on a parcel by increasing the allowable floor to area ratio. As part of the analysis, staff produced a Hood River Floor Area model that follows the Portland Infill Project methodology which is included as an attachment to the workshop materials. After deliberation, this approach was not recommended by staff or Planning Commission.

**Next Steps**
Now that Planning Commission has heard and made recommendations on the draft legislation, Council will have the opportunity to conduct its own hearing and choose to act on the legislation and ordinance.

The purpose of the March 1st workshop is to review the draft code, recommendations, and revised test fit designs to ensure the regulations are drafted to adequately address the Council policy regarding the regulation and approval of Middle Housing developments.

Based on Council feedback and direction staff will make any necessary modifications to the draft code and prepare the supporting ordinance for approval.

**Staff Request**
Staff requests that Council review draft Middle Housing Code and provide input, concerns, or support to the legislation as drafted.

**Attachments**
Draft Middle Housing Regulation (Chapter 17.25 of the Hood River Municipal Code)
Portland Residential Infill Project Summary

Hood River FAR Analysis
Hood River Test Fits and FAR Continuum
Side by Side Code Development and Comparison
Public Testimony

# MIDDLE HOUSING

Updates to the Hood River Municipal Zoning Code Title 17
March 1st, 2021 Hood River City Council

Amendments: Chapter 17.03 Permitted Use in R-1, R-2, R-3, and C-1 to allow development of Middle Housing as permitted uses subject to Chapter 17.25

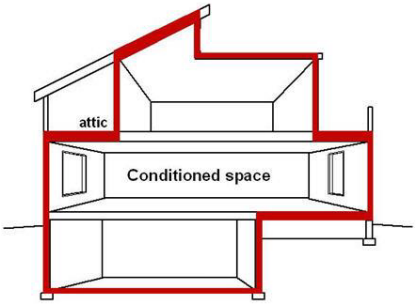
New: Chapter 17.25 -Middle Housing Development Standards
Legislative History: Ord. 20XX (2021);

Sections

17.25.010 **Definitions** The following words and phrases shall have the meanings given them in this section and chapter.

BUILDING SITE means one or more lots or parcels grouped together to form a tract of land to be used for building one or more structures. It may also be known as the development site. The building or development site shall be measured to the exterior property lines which bound the total tract, exclusive of any public dedicated street or right of way.

FLOOR AREA: Means calculated area of all floors of the occupiable space measured from the exterior walls of the structure. Occupiable Space includes any conditioned space intended for human activities, including (but not limited to) all habitable spaces, toilets, halls, laundry areas, closets, and other storage and utility areas. Unenclosed porches, decks, patios, and stairs that are exposed to exterior elements and not conditioned are excluded from floor area calculations. A basement or attic space that is occupiable, regardless of finish, with a ceiling height of more than 6' 8" shall be calculated into floor area.




BUILDING HEIGHT: See Section J. Building height shall be measured from Average finished grade as depicted on the site development drawings as shown in Section J.

BUILDING HEIGHT means a vertical distance above a reference datum measured to the highest point of a building. The reference datum shall be selected by either of the following, whatever yields the greater building height:

1. The elevation of the highest adjoining sidewalk or upper ground surface within a five (5) foot horizontal distance of the exterior wall of the building when such sidewalk or ground surface is not more than ten (10) feet above the lowest grade.

2. An elevation ten (10) feet higher than the lowest grade when the sidewalk or ground surface described in item one (1) above is more than ten (10) feet above the lowest grade. The height of a stepped or terraced building is the maximum height of any segment of the building.

LANDSCAPE AREA. Means the planted and permeable surface area that remains after the surface area of buildings, structures, parking areas, driveways, walkways, and decorative pavement are subtracted. The landscape area is calculated from within property lines and shall be planted to comply with the regulations listed under Section H.

MIDDLE HOUSING. Means Duplexes, Triplexes, Quadplexes, and Cottage Clusters that comply with the standards of this chapter as described below. Similar housing configurations that do not comply with the regulations of this chapter shall not be considered middle housing types and not subject to these regulations.

Cottage Cluster Configuration (Middle Housing Cottage Cluster). Means a grouping of no fewer than four detached dwelling units on a building site, each with a floor area of less than 1000 square feet.

Two Dwelling Unit Configuration (Middle Housing Duplex). Means a grouping of two dwelling units on a building site configured in an attached or detached arrangement. Depending on the resulting land division, the units are not required to be located on the same lot or parcel.

Three dwelling Unit Configurations (Middle Housing Triplex). Means a grouping three dwelling units configured in an attached or detached arrangement. Depending on the resulting land division, the units are not required to be located on the same lot or parcel.

Four dwelling Unit Configurations (Middle Housing Quadplex). Means a grouping four dwelling units configured in an attached arrangement on a building site. Depending on the resulting land division, the units are not required to be located on the same lot or parcel.

MULCH AND NON LIVING GROUND COVER – Means. Nonliving plant materials that are applied to paths, plant beds, the base of trees, and shrubs. Mulches include organic materials such as wood chips and shredded bark, and inert organic materials such as decomposed granite, crushed rock, river rock, and cobble.

XERISCAPE. Means a Waterwise landscaping method that utilizes individual site

conditions to maximize efficient water usage. The principals of xeriscape are:

1. Minimize cool season turf grasses.

2. Reduce turf areas with mulched planting beds.

3. Amend soil with organic matter.

4. Zone or group plants by water, soil, and sun needs.

5. Zone irrigation by plant water needs.

6. Maintain landscape to reduce water usage by weeds and promote healthy plant growth

ZEROSCAPE. Means a site design approach that consists of natural or manmade materials such as rock that are not landscaped with turf grasses, shrubs, perennials, annuals, trees or living groundcovers. Zeroscapes, mulch, and nonliving ground cover that are not planted do not qualify as landscape coverage.

17.25.020 **Purpose:**

A. These standards are intended to: support the City's Housing goal of more efficient use of urban residential land; support development of diverse housing types in accordance with the Comprehensive Plan Housing Needs Analysis; increase the variety of housing types available for households; provide opportunities for small, dwelling units within existing neighborhoods; increase opportunities for home ownership; and provide opportunities for creative and high-quality infill development that is compatible with existing neighborhoods.

B. Standards within this code are intended to cover the zoning development standards for middle housing under one unified chapter. Code graphics are included to supplement and provide clarity to written standards.

17.25.030 **Applicability**

A. Where middle housing developments are allowed, they shall be permitted by right subject to the standards listed below. Developments that do not meet size, layout, and size restrictions, shall be subject to applicable use and zone regulations and review procedures of Title 16 and 17.

B. Developers may choose to have application requests for the development of middle housing developments processed as administrative actions subject to the procedures found in HRMC 17.09.

17.25.040 **Relationship to Other Regulations**

A. Conflicts. In the event of a conflict between this chapter and other zoning or land division standards, the standards of this code shall control. The standards listed below are the applicable development and design standards for middle housing. The base zone development standards for lot size, height, setbacks, yards, lot coverage, parking, and design standards in Title 17 are not applicable to middle housing subject to these standards.

B. Other Applicable Standards. Developments and buildings designed and constructed under this code shall comply with restrictions established on Goal Protected Lands including environmental hazard, wildland, riparian, wetland and floodplain regulations, Hood River Engineering standards (HRES) and Oregon Building Codes. This code is not written nor intended to grant Goal or design exceptions or waiver from local, county, state or federal regulations. Where goal protected regulations apply, development shall follow the regulations and notification processes that apply to ensure regulatory compliance.

17.25.050 **Exceptions and Variances**

A. Requests for variances from the requirements of this chapter are subject to the approval criteria under subsection 17.18. Exceptions to public works standards shall be processes according to HRMC, Engineering standards, and City Engineering.

17.25.060 **Land Division Options and Procedures**

A. Middle housing developments may be created as a subdivision or partition; as a condominium (pursuant to ORS Chapter 100 and HRMC 17.16); or as rental units or sold as undivided interest in development.

B. A subdivision, partition, or replat shall be reviewed and approved concurrently with the development of middle housing, to create the easements, lots, and tracts that will comprise the site development. Applicants shall submit engineering and subdivision plans as part of the application. The subdivision or partition may be reviewed as an Expedited Land Division. As an alternative, an applicant may request that its land division and site development plans be reviewed in accordance with standards in Title 16 and processed in accordance with HRMC 17.09.

C. Middle Housing developments meeting the standards of 17.25 are exempt from individual lot size, frontage width requirements, and dimensional standards as outlined in HRMC 17.03, but shall comply with building site standards listed within this chapter.

D. Access and utility easements shall be provided to ensure utility and access rights for all units of land within the development (alt that do not have frontage on a public street), and to provide vehicle, utility, and pedestrian circulation through the site.

E. Covenants, Conditions and Restrictions. Where common utilities, tracts, and facilities are included in a development, Middle Housing and Cottage developments shall require a set of conditions, covenants, and restrictions (CC&Rs) to address maintenance of common open space and other issues. Prior to final plat approval and issuance of a site development or building permit for any structure CC&Rs shall be reviewed and, if approved by the City, recorded with Hood River County. The CC&Rs must include the following provisions:

1. The creation of a homeowner's association or other maintenance agreement that will provide for maintenance of all common areas in the housing development.

2. The total square foot area of each middle dwelling unit shall not be increased for the life of the dwelling unit or duration of Middle Housing regulations.

17.25.070 **Development Standards**

**A. Required Site Area Per Dwelling Unit by Zone**

| | Zone | R-1 | R-2 | R-3 | C-1 |
|---|---|---|---|---|---|
| | **Maximum Unit/Area Ratio** | 1 dwelling per 2,500sf Attached or Detached | 1 dwelling per 1250 (800 square feet and Under 1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling per 1250 (800 square feet and Under 1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling per 1250 (800 square feet and Under 1 dwelling per 1500 (800-1200 sq ft) |
| | **Minimum Lot or Parcel Size* Site** | 5,000 SF Site N/A on individual lots | 2,500 SF Site N/A on individual lots | 2,500 SF Site N/A on individual lots | 2,500 SF Site N/A on individual lots |
| | **Minimum Units Per Development** | 2 | 2 | 2 | 2 |
| | **Max Units Per Development** | 6 Cottage | 8 | 12 | 12 |
| | **Max Units Per Building** | 2 | 4 | 4 | 4 |
| | **Max Units Allowed for Existing Building Conversion** | 4 | 4 | 4 | 4 |
| | | | | | |

**(Side by Side Based on Code Progression)**

**Middle Housing Code Matrix**

| | Zone | R-1 Current Code | R-1 Draft Code | R-1 PC Recommendations | R-2 Current Code | R-2 Draft Code | R-2 PC Recommendation | R-3/C-1 Current | R-3/C-1 Draft Code | R-3/C-1 PC Recommendation |
|---|---|---|---|---|---|---|---|---|---|---|
| | **Maximum Unit/Area Ratio** | 1 dwelling per 7,000 1 dwelling per 3,500 with ADU (SFD Only) | 1 dwelling per 2,500sf Detached | 1 dwelling per 2,500sf Attached or Detached | 1 dwelling for first 2,500sf and 2,100 after | 1 dwelling per 1,500sf Attached or Detached | 1 dwelling per 1250 (800 square feet and Under 1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling for the first 2,500sf and 1,500 after | 1 dwelling per 1,500sf Attached or Detached | 1 dwelling per 1250 (800 square feet and Under 1 dwelling per 1500 (800-1200 sq ft) |
| | **Minimum Lot or Parcel Size* Site** | 7,000* SF | 5,000 SF Site N/A on individual lots | 5,000 SF Site N/A on individual lots | 5,000* for first two units (Or any lawful lot) | 3,000 SF Site N/A on individual lots | 2,500 SF Site N/A on individual lots | 5,000* for first 2 units no min lot after that. | 3,000 SF | 2,500 SF Site N/A on individual lots |
| | **Minimum Units Per Development** | 1 | 2 | 2 | 1 | 2 | 2 | 1 | 2 | 2 |
| | **Max Units Per Development** | N/A | 6 Cottage | 6 Cottage | 2 | 8 | 8 | N/A | 12 | 12 |
| | **Max Units Per Building** | 1 plus ADU | 2 | 2 | 2 | 3 | 4 | 2 | 3 | 4 |
| | **Max Units Allowed for Existing Building Conversion** | N/A | 3 | 4 | 2 | 3 | 4 | 2 | 3 | 4 |

**B. Building Types Allowable Under the Middle Housing Code**

1). Two Dwelling Unit Configurations (attached and detached configurations)

2). Three Dwelling Unit Configurations (attached and detached configurations)

3). Four Dwelling Unit Configurations (attached configurations)

4). Cottage Cluster Configuration. Four or more detached cottages.

5). Single Family Conversion

**C. Setback/Site Perimeter Buffer Yard**

Unless otherwise noted* Setbacks/Site Perimeter Buffer Yard areas shall be measured from the exterior perimeter of the building site. Setback/Site perimeter buffer yard areas shall be landscaped in accordance Section (G) to this chapter, no structures shall be permitted in the yard areas unless allowed under Section (M) Permitted Obstructions.

| Required Site Perimeter Yards Buffer | Min. Distance | Notes |
|---|---|---|
| Public Street Buffer Yard | 10 feet | Shall be measured from the Right of Way unless a public sidewalk easement is required to accommodate frontage improvements. In that case the 10' buffer yard shall be provided from the outer edge of the sidewalk from the street. |
| Rear Yard Buffer Yard | 10 feet | The rear yard is the yard on the opposite of the street frontage. On corner lots the rear yard may be opposite either street frontage. |
| Rear Yard Buffer Yard* | 5/0 | *A project that takes access from a single driveway approach on the side of the corner lot may reduce it buffer to 5 feet. If the driveway is a shared access with adjacent property it may reduce it buffer to 0. (See Figure 2 below) |
| Interior Side Buffer Yard** | 5 feet | **6 feet in R-1 |
| Alley Buffer Yard | 5 feet | *Landscape Buffer may be located adjacent to the alley right of way or as a minimum five-foot yard between alley loaded parking and the site |
| Garage Buffer Yard from a Public or Private Street*** | 20 feet | Per section E of 17.25 Parking spaces that are not in a garage shall not be allowed in required perimeter setbacks, and, except for alleys, shall not be located between the dwellings and street frontages. ***Applied only to the garage itself. |
| Garage Buffer Yard from an Alley | 5 feet | Garages shall maintain a five-foot alley setback. However the Landscape Buffer may be located adjacent to the alley right of way or as a minimum five-foot yard between the garage and development. |

**D. Frontage and Utilities**

1). Public Street Dedications. Middle Housing Development shall comply with City Standards for frontage improvements, dedications, and the undergrounding of utilities.

2). Street Connectivity and Formation of Blocks Required. To promote efficient vehicular and pedestrian circulation throughout the City, middle housing land divisions and site developments shall produce complete blocks bounded by a connecting network of public and/or private streets, in accordance with the following standards:

a. Block Length and Perimeter: The maximum block length and perimeter shall not exceed Six Hundred (600) feet length and 1,600 feet perimeter

b. Exception: Exceptions to the above standards may be granted when blocks are divided by one (1) or more pedestrian or bike pathway at least five feet in width located in a dedicated right of way or within a public access easement.

3). Street Frontage Improvements: Shall be designed and established as part of the Plat and building site development approval. Unless waived by the City Engineer, public sidewalks and street trees shall be installed to meet Hood Rivers Street and Engineering Standards. Where insufficient right of way exists,

sidewalk and landscape improvements may be installed in public easements to satisfy frontage improvement requirements.

4). Frontage Requirements. Individual lots created as part of a middle development subdivision are not required to have frontage on a public or private street. However, the development site shall have frontage or lawful access from a public or private street.

5). Public Utilities. All lots shall be served by individual services from a private or public distribution main. Any deviations from City standards may be approved by the City Engineer. All individual service lines that cross property shall be placed in an easement.

**E. Parking:**

1). There shall be at least .75 off-street parking space per dwelling unit. Where a development requires a partial number of spaces the number of required spaces shall be rounded up to a whole number. Parking for middle housing developments shall be located on the building site, on individual lots, or in shared common areas, and identified on the tentative subdivision plan and/or site plan. Parking spaces shall be 9' by 18' minimum dimensions.

2). Parking spaces may be located within a garage attached or detached to the unit. Shared Garages may be allowed but may not contain more than 4 parking spaces, may not be attached to an individual detached dwelling unit, must be at least 10 ft from any dwelling; and shall not exceed 18 ft total height as measured from average finished grade in measured in section (K).

3). Parking spaces that are not in a garage shall not be allowed in required perimeter setbacks (Issue of Side), and, except for alleys, shall not be located between the dwellings and street frontages.

4). One bicycle storage space shall be provided and shown on the site plan for each unit.

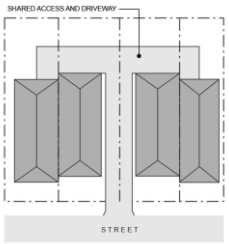
**Middle Housing Code Matrix**

| Zone | R-1 Current Code | R-1 Draft Code | R-1 PC Recommendations | R-2 Current Code | R-2 Draft Code | R-2 PC Recommendation | R-3/C-1 Current | R-3/C-1 Draft Code | R-3/C-1 PC Recommendation |
|---|---|---|---|---|---|---|---|---|---|
| **Parking Requirements** | | | | | | | | | |
| **Minimum number of parking spaces required per dwelling** | 2 | 1 | ~~1~~ .75 | 2 | 1 | .75 | 2 | 1 | .75 |
| **Maximum number of parking spaces per dwelling** | N/A | 2 | N/A | N/A | 2 | N/A | N/A | 2 | N/A |

**F. Access, Circulation, Driveways, and Approaches**

1). Driveway Approach. Driveway approaches must comply with the following:

a. The total width of a middle housing driveway approach may not exceed 14 feet per frontage as measured at the property line, unless required for Public or Emergency Access. (Figure 1)



b. Driveway approaches must meet the Hood River driveway spacing standards

c. Lots or parcels must access the street with the lowest classification.

d. When middle housing project that abuts an alley, access must be taken from the alley.

e. Only one single driveway approach per building site per frontage is allowed

*Figure 1*

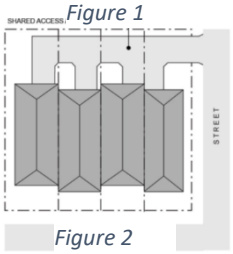
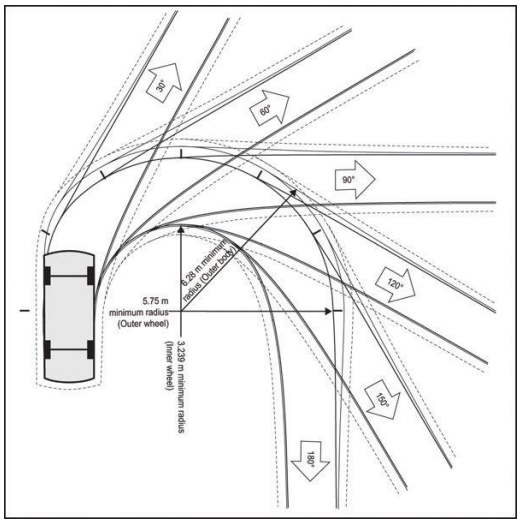
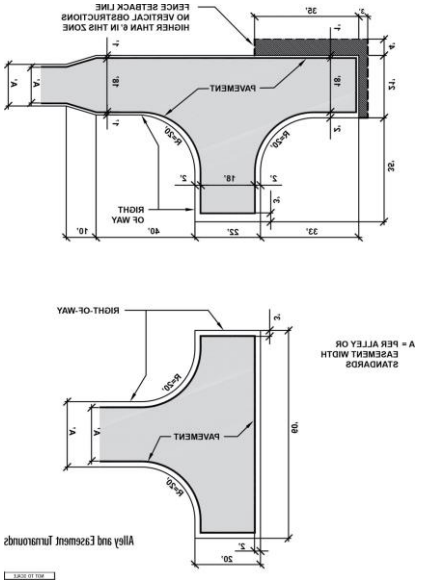



*Figure 2*

f. A middle housing project that includes a corner lot shall take access from an alley or single driveway approach on the side of the corner lot. (Figure 2)

g. Minimum driveway turning of radius 10' inside radius 18' outside radius shall be required for parking areas and garages.




**G. Stormwater, Low Impact Development, Landscaping, and Tree Preservation**

1). Storm Water and Low-Impact Development.

a. It is recommended, but not required, that Developments include open space and landscaped features as a component of the project's storm water low-impact development techniques including natural filtration and on-site infiltration of storm water.

b. Low-impact development techniques for storm water management are encouraged wherever possible. Low Impact Development techniques may include the use of porous solid surfaces in parking areas and walkways, directing roof drains and parking lot runoff to landscape beds, green or living roofs, and rain barrels.

c. Impervious surfaces should be located to maximize the infiltration of storm water runoff. Developers are encouraged to group dwellings and located parking areas to preserve as much contiguous, permanently undeveloped open space and native vegetation.

d. When vegetated, low Impact stormwater features may be permitted as required landscape area.

2). Landscape: Middle Housing Development Site shall meet the following Landscape standards: (Chart is available for reference)

**Middle Housing Code Matrix**

| Zone | R-1 Current Code | R-1 Draft Code | R-1 PC Recommendations | R-2 Current Code | R-2 Draft Code | R-2 PC Recommendation | R-3/C-1 Current | R-3/C-1 Draft Code | R-3/C-1 PC Recommendation |
|---|---|---|---|---|---|---|---|---|---|
| **Maximum Lot Coverage** | 40% | 50% | 60%<br>40% Landscape Requirements | 45% | 55% | 65%<br>35% Landscape Requirement | 55% | 65% | 70%<br>30% Landscape Requirement |
| **Additional lot coverage allowed with front porch** | 43% | 3% | N/A | 48% | 3% | N/A | 58% | 3% | N/A |
| **Additional lot coverage allowed with detached rear garage** | 45% | 5% | N/A | 50% | 5% | N/A | 60% | 5% | N/A |
| **Total Possible** | 48% | 58% Site Total | 60% | 53% | 58% Site Total | 65% | 63% | 58% Site Total | 70% |

a. All Middle Housing Project Site shall provide a minimum amount of landscape area and coverage as outlined below.

| Zone | R-1 | R-2 | R-3 | C-1 |
|---|---|---|---|---|
| Percent Landscape Area | 40% | 35% | 30% | 30% |

b. All Middle Housing Project Site shall provide a minimum amount of landscape plantings as outlined below

| Required Site Perimeter Buffer Yard | Distance | Planting Requirements |
|---|---|---|
| Public Street Buffer Yard | 10 feet | 1, 2-inch caliper# single stem street tree and 5 shrubs for every 30 feet of frontage. Required street tree frontage plants may be counted to satisfy this provision |
| Notes | | * If no sidewalk and tree parkway are developed in the right of way the required trees may be planted in the front street buffer yard within a public easement. |
| Rear Buffer Yard *(where rear access is used and buffer eliminated no planting shall be required) | 10 feet | *1, 2-inch caliper# tree and 5, 5-gallon shrubs for every 30 feet |
| Interior Side Buffer Yard** | 5 feet<br>**6 feet R1 | 1, 2-inch caliper# tree and 5, 5-gallon shrubs for every 50 feet |
| Alley Buffer Yard | 5 feet | None |
| Notes | | *Landscape Buffer may be located adjacent to the alley right of way or as a minimum five-foot yard between alley loaded parking and the site |
| | | # Caliper shall be measured at 12 inches above the root ball |
| Tree Preservation | | Existing trees preserved as part of the development will be credited inch for inch toward the perimeter (not street frontage) tree planting requirement. |

3. **Internal Pedestrian Circulation**

a. Development shall include pedestrian walkways for internal circulation on-site. The minimum width for pedestrian paths shall be 4 ft. Paths must provide a connection between each unit, adjoining rights-of-way. These walkways must be shown on the subdivision plan or site plan and be part of the common areas/tracts.

**H. Dwelling Unit Size Restrictions (method of measurements)**

1). Maximum Floor Area. The maximum floor area per dwelling unit without an attached garage is (1,200) square feet. A dwelling unit with an attached garage shall have a maximum floor area of (1,500) square feet including the garage.

Floor area is the calculated area of all floors as measured from the exterior walls of the structure. Unenclosed front porches, patios, attics and basements that are not occupiable, stairs, and unenclosed decks below 30 inches in height shall not be calculated as gross floor area. A basement or attic space that is occupiable, regardless of finish, with a ceiling height of more than 6' 8" shall be calculated into floor area.

2). The size of a dwelling may not be increased beyond the maximum floor area unless the building site plan and subdivision plat can be amended and meet all applicable landscape and building site standards. A deed restriction shall be placed on the property notifying future property owners of the size restriction.

**I. Building Orientation and Separation**

1). Interior Building Separation. A middle housing development may include attached, as well as detached, units. With the exception of attached units, there shall be a minimum separation of ten feet between the exterior walls of the dwelling units. All units including accessory buildings (e.g., carport, garage, shed, common house, multipurpose room) shall comply with building and fire code requirements for separation from residential structures.

2). The front of a dwelling is the façade with the main entry door and front porch. This front façade shall be oriented toward a public street. If a unit is not adjacent to a public street, it shall be oriented toward a common open space or an internal pedestrian circulation path.

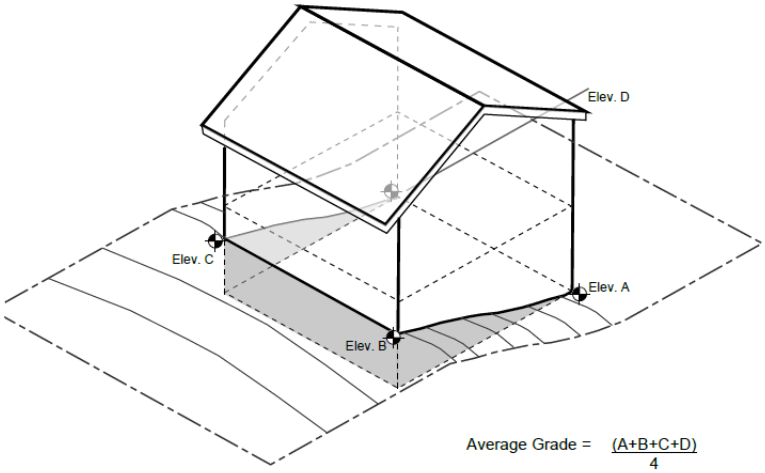
**J. Height (Method of measurements) and limit and slope impacts**

1). Height. Building height of all dwellings shall comply with following restrictions and limits.

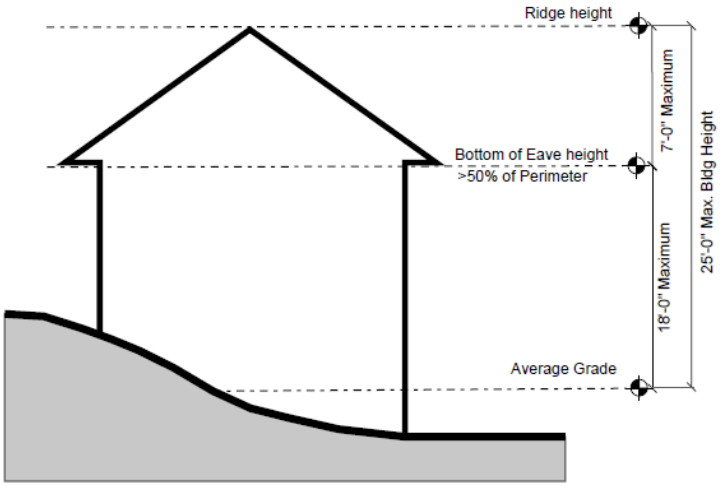
a. Building Height. Dwelling units with a pitched roof shall be no more than 28 feet in height as measured from the average grade of the building perimeter as shown below.

b. Building Height. Dwelling units with a shed roof shall be no more than 23 feet in height as measured from the average grade of the building perimeter as shown below.

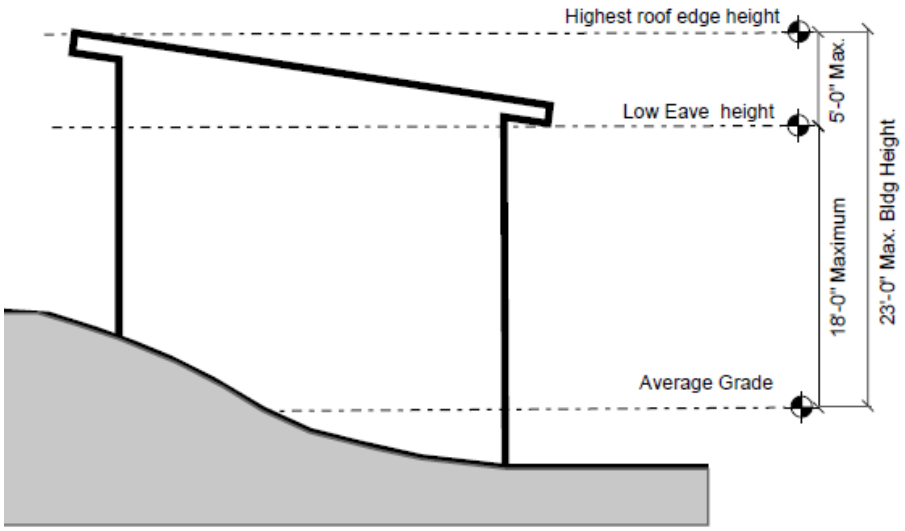
c. Building Height. Dwelling units with a flat roof shall be no more than 21 feet in height as measured from the average grade of the building perimeter as shown below.



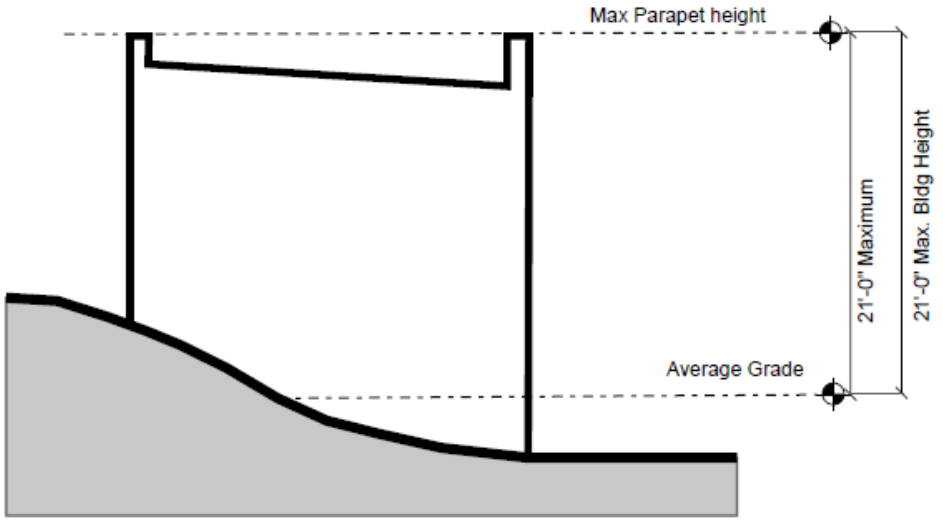

AVERAGE GRADE CALCULATION METHOD - BUILDING PERIMETER




BUILDING HEIGHT CALCULATION: PITCHED ROOF




BUILDING HEIGHT CALCULATION: SHED ROOF




BUILDING HEIGHT CALCULATION: FLAT ROOF

**K. Required architecture**

1). Units shall avoid blank walls by including at least one of the following:

(a) Changes in exterior siding material.

(b) Bay windows with a minimum depth of 2 ft and minimum width of 5 ft.

(c) Eaves of 15 inches or greater


2). Windows and doors shall account for at least 15% of the façade area for façades oriented toward a public street or common open space. Facades separated from the street property line by a separate dwelling are exempt from meeting this standard. (Figure 3)

3). Wall Elevations that exceed 20 feet in height at any point shall include a wall or plane break of at least two feet in depth and 6 feet in width for every twenty feet of elevation length.

4). Front Porches. Each dwelling unit shall have a porch and if adjacent to a public street shall have a porch facing the public street. The porch is intended to function as an outdoor room that extends the living space of the units into the semipublic area between the unit and the open space or right of way. Front Porches shall include the following

(a) The minimum porch depth shall be 6 ft. (5' min architect recommended)

(b) The covered porch area shall be at least 60 square feet.

(c) The front door of the dwelling must open onto the porch.

(d) The front porch shall be at least 50% the total front facing façade length

**L. Permitted obstructions. The following may be permitted in setback yard buffer areas.**

1). Air Conditioning Equipment under 4 feet in height.

2). Driveways approaches 14' in width and under shall be permitted to cross perpendicular to the front yard setback. Parking spaces are not permitted as an encroachment. (Shared driveways)

3). Eaves, chimneys, and gutters may project into buffer yards and building separation areas by 15 in.

4). Fences 4 feet and under in height as measured from grade.

5). Flagpoles and lights under 15'

6). Public Access Facilities and Easements.

7). Public and Private Utilities

8). Retaining walls less than four (4) feet in height. If more than one retaining wall is located within the setback, the distance between each wall must be equal to the height of both walls, and the area between the walls must be landscaped (Figure 4)

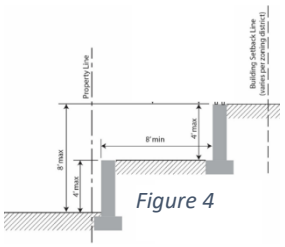


*Figure 4*

9). Sidewalks 4' or less in width. The encroachment limit shall be 15" into encroachment a side buffer yard.

10). Trash Enclosures (Rear Yard Only)

**M. Fences**

1). Fence shall be shown on middle housing site plans. Fence height is limited to four feet along interior areas adjacent to open space, in front and side yards setbacks abutting a public street, and between units. Perimeter Fences that outside the interior side and rear site perimeter buffer yards of the development and not adjacent to a street frontage may be up to 6 ft high, except as restricted by HRMC 17.04 Clear Vision at Intersection.

2). Chain-link fences are prohibited.

**N. Accessory Buildings, Common Buildings, Existing Nonconforming Structures and Accessory Dwelling Units.**

1). Accessory and Common Buildings. An accessory community building for the use of the housing development residents may be permitted as part of a middle housing development. Accessory or Common buildings shall not be attached to dwellings, shall comply with building code separations, and shall not be interfere with required landscaping amounts.

2). Existing Dwelling Units. An existing single-family residential structure built prior to the effective date of this code, which may be nonconforming with respect to the standards of this chapter, shall be permitted to remain. Existing nonconforming dwelling units shall be included in the maximum permitted unit density and parking standards.

3). Existing Dwelling Units. An existing single-family residential structure built prior to the effective date of this code, which may be nonconforming with respect to the standards of this chapter, may be converted to permit the allowed density or 4 units, whichever is less, so long as the dwelling can comply with building, fire code, and parking requirements. An existing structure may not be converted or altered in way that increases non-conformity with this chapter. Existing driveways and parking may remain, but if expanded or modified, not more than one parking space may be allowed in the front yard setback.

4). Accessory Dwelling Units. New accessory dwelling units (ADUs) are not permitted in middle housing developments, except that an existing ADU that is accessory to an existing nonconforming single- family structure may be counted as a unit if the property is developed subject to the provisions of this chapter.

5). A dwelling unit created or converted under section 17.25 may not be used as transient, short term hosted home share, or vacation rental.

# Residential Infill Project Summary

## RECOMMENDED DRAFT

### Shaping the future of our neighborhoods together

Portland's neighborhoods have always been places of change. So it's important to work together as a community to make sure that change is for the better and benefits all of us.

By 2035, Portland will grow by more than 100,000 households. The city's popularity, changes in housing demand and other factors have resulted in a housing shortage that has driven up housing costs. Also, housing market changes have made it more attractive to construct large, expensive new houses in older residential neighborhoods — even as the number of people per household is getting smaller.

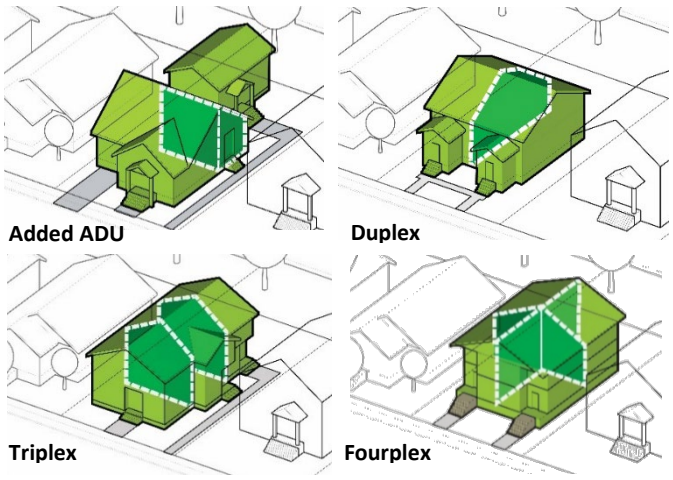
To address these issues around growth and change, the City of Portland is taking a look at the rules that determine the types of housing allowed in our neighborhoods.

This proposal would allow more housing units to be built in residential neighborhoods, *but only if they follow new limits on the size of new buildings*.

***As Portlanders, we have an opportunity to update the rules that shape our residential neighborhoods so that more people can live in them, while limiting the construction of very large new houses.***

### How this project is organized

This project addresses these concerns through the following topics:




**Housing Options and Scale**


**Building Design**

These proposals would **add more housing options to meet people's changing needs**.

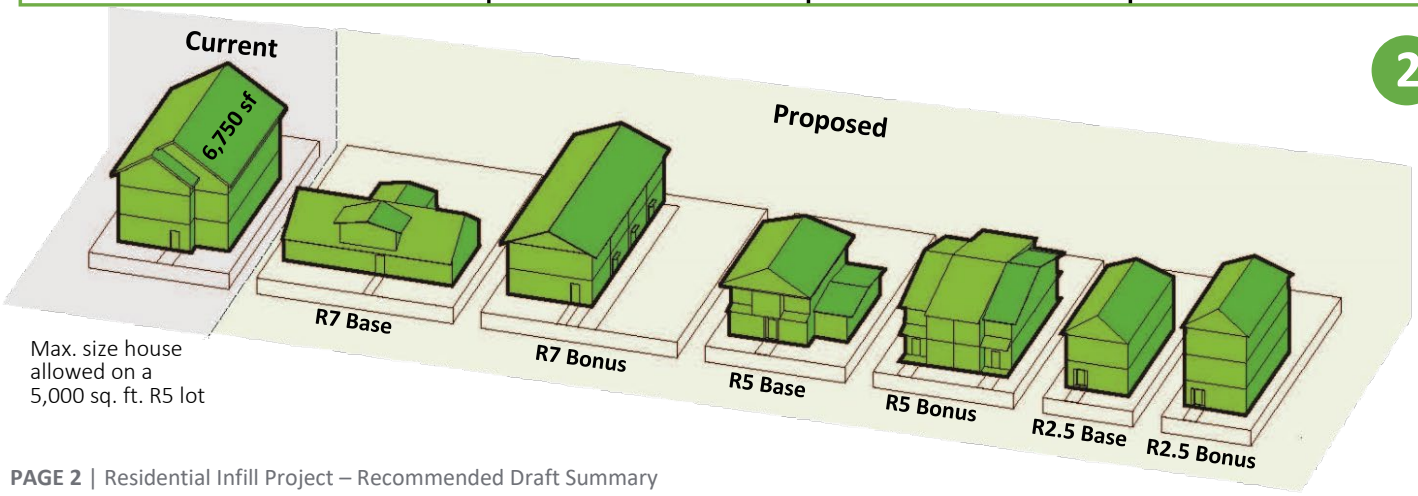
This provides a summary of the key elements in the Planning and Sustainability Commission's recommendation but is not intended to reflect all the recommended changes. For more detail, please review the full Recommended Draft.

# HOUSING OPTIONS AND SCALE

HOUSING OPTIONS AND SCALE

1. **Allow for more housing types (R7, R5 and R2.5 zones).**
   a. Allow for duplexes, triplexes and fourplexes.
   b. Allow a house to have two accessory dwelling units (ADUs) or a duplex to have one ADU.
   c. Limit lots with the following constraints to a house plus one ADU or a corner lot duplex:
      - 100-year floodplain
      - Areas identified in the natural resource inventory (NRI)
      - Landslide hazard areas
      - Unpaved streets
   d. Set a minimum lot size for lots with 1 or 2 units and a larger lot size for lots with 3 or 4 units.
2. **Limit the overall size of buildings (R7, R5 and R2.5 zones).**
   a. Set a total maximum building size, measured by floor-to-area ratio (FAR), that is less than what is achievable today.
   b. Scale the FAR to increase as the number of units increases on the site.
   c. Exclude attics and basements from FAR.
   d. Allow a bonus increase in FAR on the site if:
      - At least one of the units is affordable (80% median family income); or
      - Units are added to a site with an existing house and the street-facing facade of the house remains substantially unaltered.
   e. Allow existing houses to add up to 250 sq ft every 5 years, regardless of building size limit.

| | | Zone | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | R7 | | | R5 | | | R2.5 | | |
| # of Units | Allowed Housing Type | Min. lot size | FAR | | Min. lot size | FAR | | Min. lot size | FAR | |
| | | | Base | With bonus | | Base | With bonus | | Base | With bonus |
| 1 | House | 4,200 sq ft | .4 | n/a | 3,000 sq ft | .5 | n/a | 1,600 sq ft | .7 | n/a |
| 2 | Duplex ***or*** house + ADU | | .5 | .6 | | .6 | .7 | | .8 | .9 |
| 3 | Triplex ***or*** duplex + ADU ***or*** house + 2 ADUs | 5,000 sq ft | .6 | .7 | 4,500 sq ft | .7 | .8 | 3,200 sq ft | .9 | 1.0 |
| 4 | Fourplex | | | | | | | | | |
| **Current allowed FAR** (based on setbacks, height, building coverage) | | 1.1 FAR | | | 1.35 FAR | | | 1.75 FAR | | |

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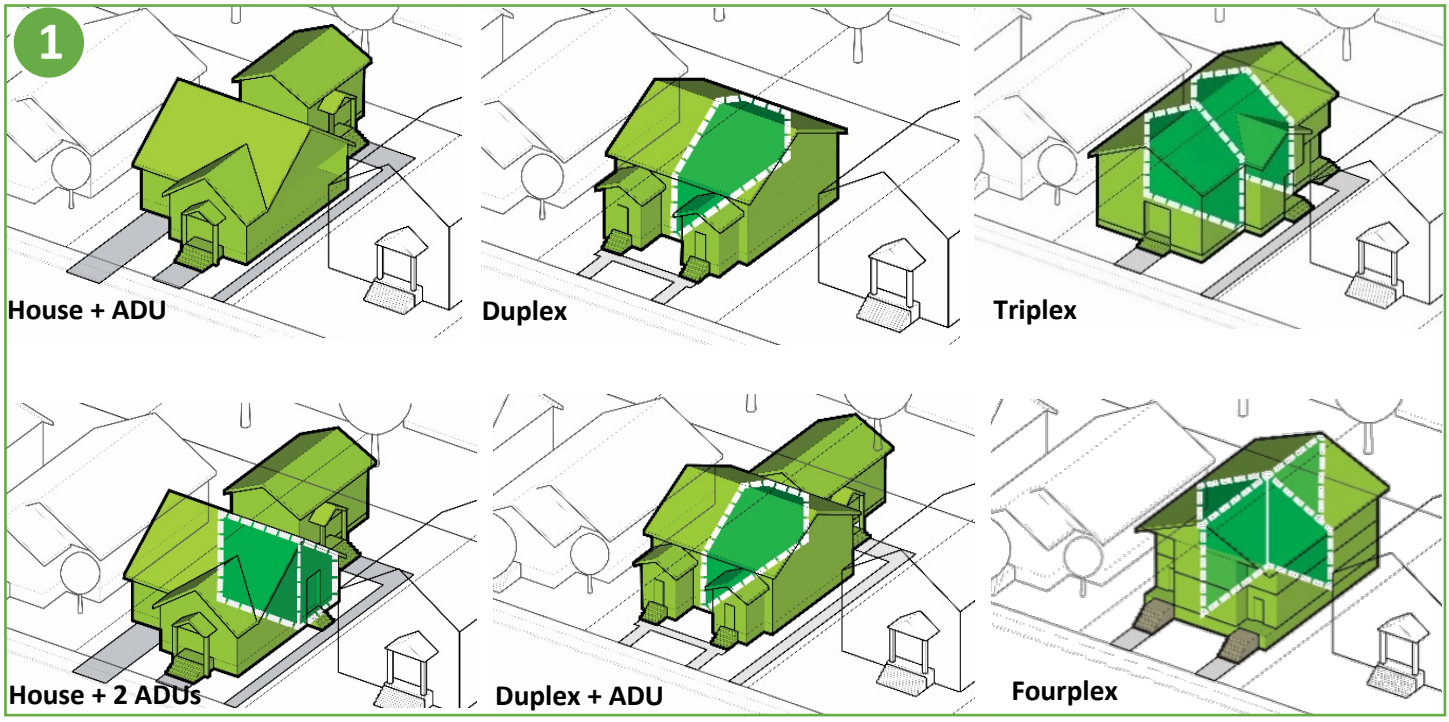
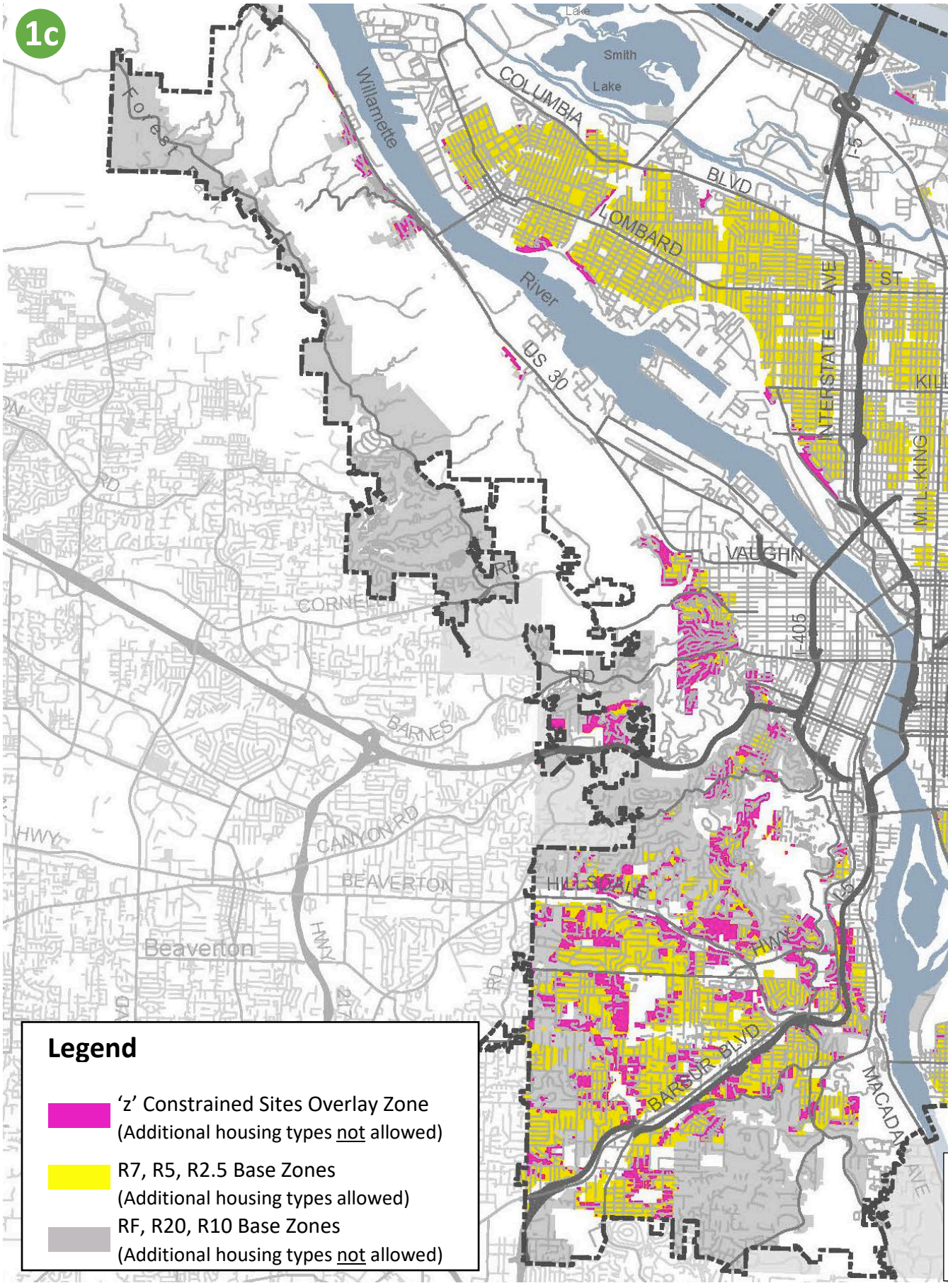
Max. size house allowed on a 5,000 sq. ft. R5 lot

HOUSING OPTIONS AND SCALE

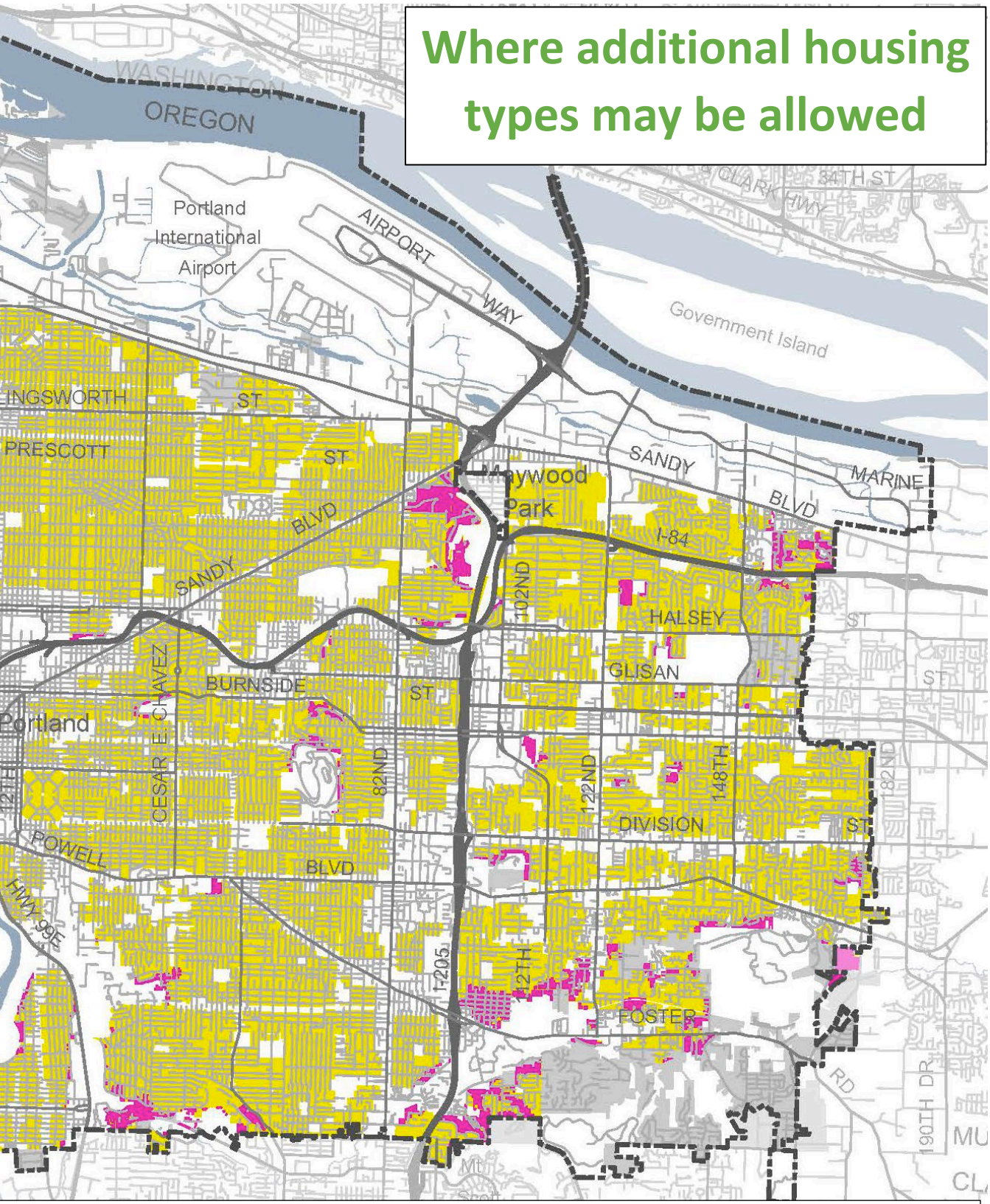
3. **For 3 or 4 units, at least 1 unit must be visitable (R7, R5 and R2.5 zones).** The visitable unit must have a no step entry, wider doorways, with a bathroom and living area on the ground floor.
4. **Require at least 2 dwelling units when developing a vacant double-sized lot (R7, R5 and R2.5 zones).**
5. **Rezone half of the historically narrow lots from R5 to R2.5. Allow the remainder of the historically narrow lots in the R5 zone to be built with pairs of attached houses.**
6. **Allow small flag lots through property line adjustments (R5 and R2.5 zones).**
   a. Require that the existing house be retained and exempt from FAR limits at the time of the property line adjustment review.
   b. In the R5 zone, limit the height of the house on the flag lot to 20 feet, limit its size to 1,000 square feet and require additional exterior design elements.
7. **Continue to allow different building forms and site arrangements through a planned development review (R7, R5, and R2.5 zones).** Align density allowances and review procedure thresholds between planned developments and land divisions.







1c
Lake
Smith
Lake
Willamette
River
COLUMBIA
BLVD
LOMBARD
US 30
INTERSTATE
KING
VAUGHN
CORNELL
RD
BARNES
CANYON RD
HWY
BEAVERTON
Beaverton
HILLSDALE
BARBUR BLVD
MACADAM
I-405
Legend
'z' Constrained Sites Overlay Zone
(Additional housing types not allowed)
R7, R5, R2.5 Base Zones
(Additional housing types allowed)
RF, R20, R10 Base Zones
(Additional housing types not allowed)

# Proposed New 'z' Overlay Zone




*Lots with the proposed 'z' overlay are constrained by natural hazards or natural resources and are not eligible for the additional housing types shown in Proposal #1. The 'z' overlay does not reflect lots that do not meet minimum lot size requirements or lots on unmaintained streets. Searchable parcel-specific information is available through the interactive Map App. [www.portlandoregon.gov/bps/infill/mapapp](www.portlandoregon.gov/bps/infill/mapapp)*

# BUILDING DESIGN

BUILDING DESIGN

### 8. Revise how height is measured (all zones).

a. Measure height from the lowest point near the house, not the highest point.
b. Exclude small dormers from the height measurement calculation.
c. Continue to allow 2-½ story houses (30 feet high) on standard lots.

### 9. Address building features and articulation.

a. Limit how high the front door can be above the ground (exempt lots in floodplains).
b. Allow eaves to project up to 2 feet into setbacks.
c. Allow the front door of each corner lot duplex unit to face the same street.

### 10. Provide greater flexibility for Accessory Dwelling Unit (ADU) design.

a. Maintain current ADU size allowances.
b. Allow basement ADU conversions to exceed the 800 square feet/75%-size cap in an existing house.
c. Allow the front door of an internal ADU to face the street.

### 11. Modify parking rules.

a. Eliminate minimum parking requirements for residential uses in single-dwelling zones.
b. Require that lots on alleys use alleys for parking access.
c. Limit the width of street-facing garages to 50% or less of the building façade.
d. Incorporate changes from the Better Housing by Design project by prohibiting parking between the front of the building and the street.

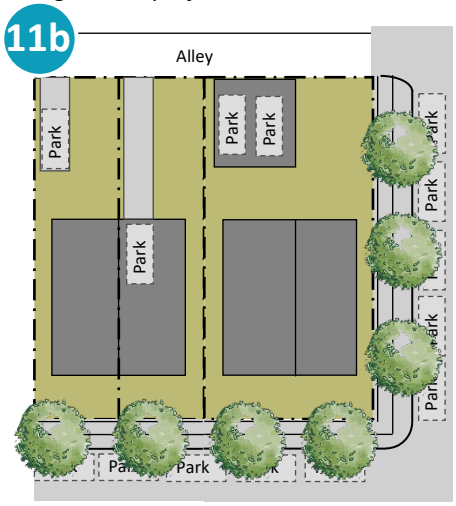
### 12. Improve building design on lots less than 32 feet wide.

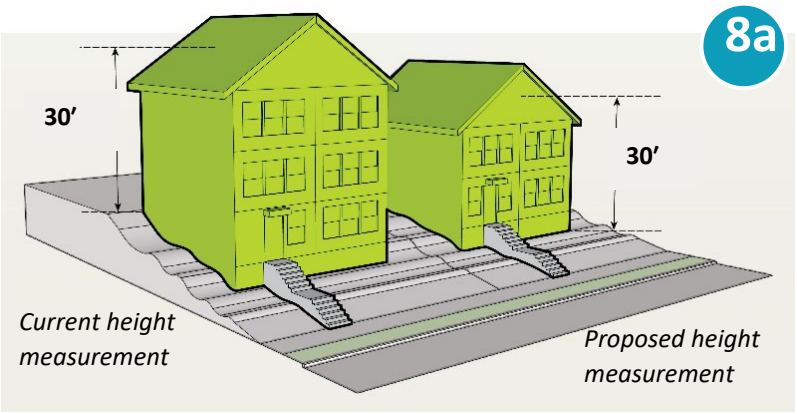
a. Limit the height of a detached house to 1-½ times its width.
b. Require attached houses on lots 25 feet wide and narrower.


*Larger eave projections would be allowed*


*Tall flights of stairs to the front door would no longer be allowed*


*Example of a pair of attached houses on 25-foot-wide lots*



# Proposed Base Zone Map Changes (R5 to R2.5)

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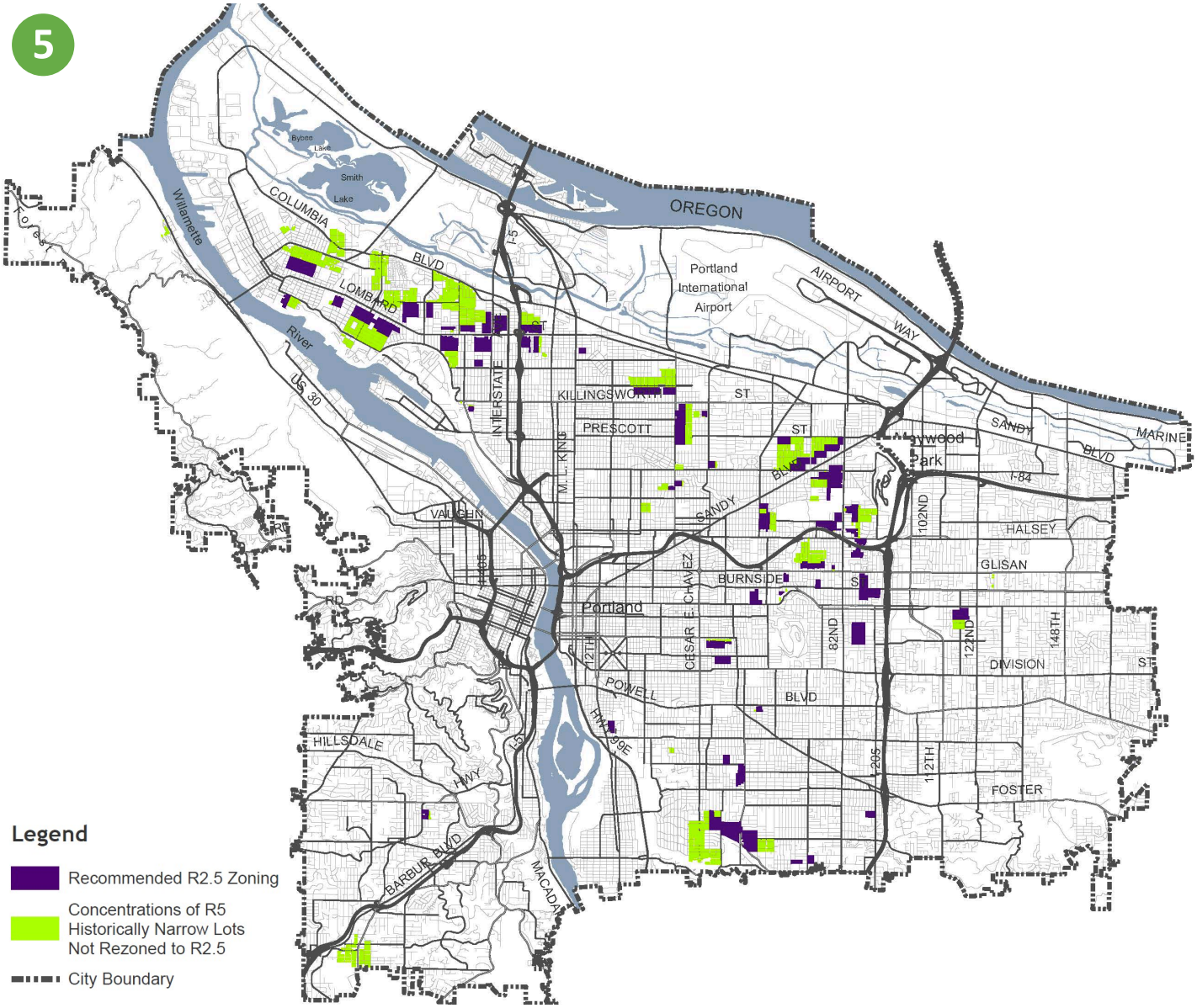


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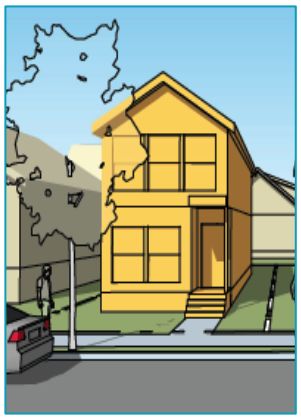

*Smaller, shorter detached houses allowed on 26- to 32-foot-wide lots*

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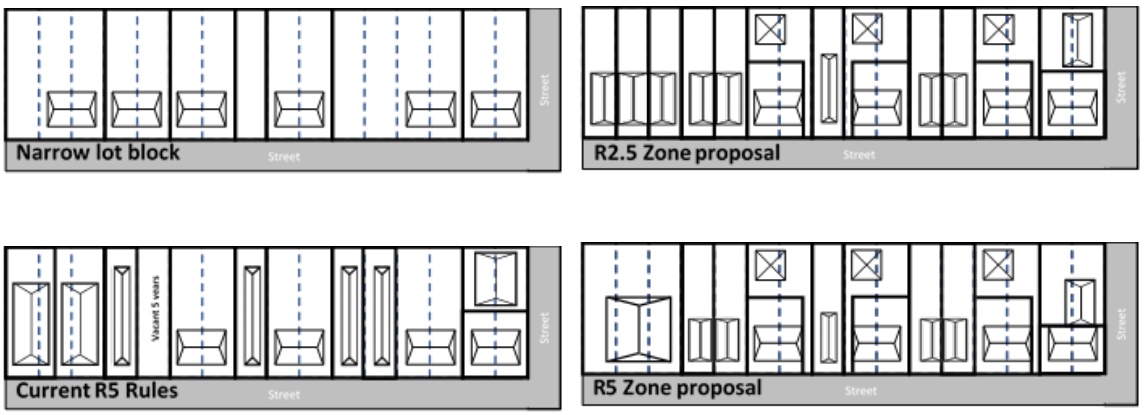

## Phase I: Concept Development

The concepts for these proposals were developed in Phase I, which took place in 2015 and 2016. In addition to the engagement of the 26-member Stakeholder Advisory Committee, more than 7,000 people participated in an online questionnaire during Phase I. After hearing public testimony, City Council unanimously accepted the Residential Infill Project Concept Report with amendments in 2016.

## Phase II: Code and Map Amendments

Staff received more than 3,700 comments on the *Discussion Draft,* which helped refine the *Proposed Draft*. The *Proposed Draft* includes the Zoning Code and Zoning Map amendments to implement the concepts from Phase I. A *Revised Proposed Draft* was developed as a result of changes that the Planning and Sustainability Commission directed in response to testimony and to further advance the goals and policies in the Comprehensive Plan.

## The Recommended Draft

During two public hearings in May 2018, the Planning and Sustainability Commission heard from more than 130 people and received more than 1,200 written pieces of testimony. In response to this public testimony, the Commission held eight work sessions with staff between June and September, resulting in several key changes from the original *Proposed Draft* that were incorporated into a *Revised Proposed Draft*. On March 12, 2019 the Commission voted to recommend City Council adopt the amendments in the *Recommended Draft,* summarized here and available on the project website.

## Learn more

Visit our project website and the interactive Map App on any computer, tablet or smart phone.

1. **Project website:** www.portlandoregon.gov/bps/infill
   Get the latest news, view documents and more.
2. **Map App:** www.portlandoregon.gov/bps/infill/mapapp
   Learn how the proposals may affect individual properties across Portland. Type in the property address to see proposed changes that may affect your property.
3. **Ask staff a question.** Call 503-823-6879 or email us at *residential.infill@portlandoregon.gov*.

## Next steps

The *Recommended Draft* will be forwarded to City Council for additional public testimony and hearings, deliberations, possible amendments and a vote.

The *Recommended Draft* is tentatively scheduled to be heard by City Council in December 2019. Check the project website for the latest information, or sign up to stay informed through monthly e-updates: www.portlandoregon.gov/bps/article/555758

| Hood River Zones | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | R-1 | | | | R-2 | | | | R-3 | | |
| Number of Units | Allowed House Type | Minimum Lot Size | FAR | | Area | Minimum Lot Size | FAR | | Area | Minimum Lot Size | FAR | | Area |
| | | | Base Zone (Max Lot Coverage%-400*3) | Residential Infill FAR | Area | | Base Zone (Max Lot Coverage%-400*3) | Residential Infill FAR | Area | | Base Zone (Max Lot Coverage%-400*3) | Residential Infill FAR | Area |
| 1 | House | 7000 | 1.118571429 | 0.536914286 | 3758.4 | 5000 | 1.2 | 0.576 | 2880 | 5000 | 1.5 | 0.72 | 3600 |
| 2 | House Plus ADU or Duplex | 7000 | 1.118571429 | 0.592842857 | 4149.9 | 5000 | 1.2 | 0.636 | 3180 | 5000 | 1.5 | 0.795 | 3975 |
| 3 | Triplex (three units) | 7000 | 1.118571429 | 0.637585714 | 4463.1 | 5000 | 1.2 | 0.684 | 3420 | 5000 | 1.5 | 0.855 | 4275 |
| 4 | Quadplex (4 unit ) | 7000 | 1.118571429 | 0.693514286 | 4854.6 | 5000 | 1.2 | 0.744 | 3720 | 5000 | 1.5 | 0.93 | 4650 |

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Current Allowed FAR | 1.29 | 1.29 | 0.42 | | 1.44 | 1.44 | 0.9 | | 1.74 | 1.74 | 0.9 | |
| Based on 28' Height and Lot Coverage | 0.43 | 0.86 | .6 at 7500 | | 0.48 | 0.96 | 1 at 6K | | 0.58 | 1.06 | 1 at 6K | |
| | 0.86 | 0.43 | .85 @1500 per unit | | | 0.5 | | | | 0.58 | | |
| 62% Reduction | 0.62 | | | | | | | | | | | |
| 40% Reduction | 0.48 | | | | | | | | | | | |

MEMORANDUM

# DRAFT - Prototypes Updates and Code Commentary (v 1.1)

## Hood River Housing Prototypes

**Date** February 25, 2021
**To** Dustin Nilsen - City of Hood River
**From** Ben Weber, Ross Determan, Emma-Quin Smith, and Elise Chelak – SERA

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**PURPOSE**

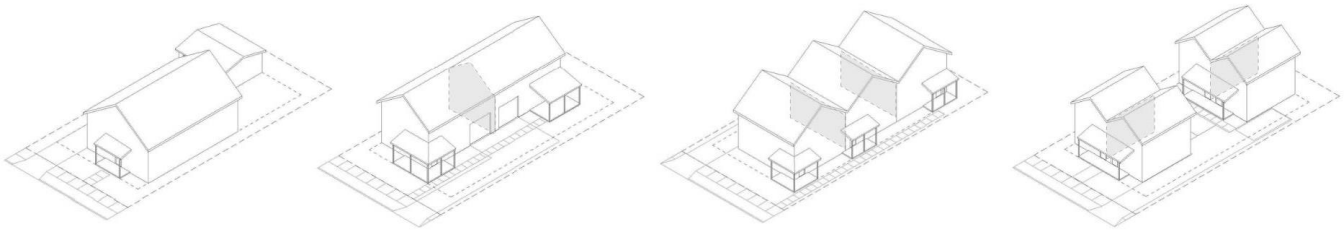
This memo supplements and updates certain findings and recommendations included in a previous memo submitted to the City of Hood River on 1/19/2021. This memo will continue to be updated for resubmission in the following several weeks.

New information presented here includes:

- A diagram depiction of four housing types executed on a "typical" Hood River site
- A revised cutsheet prototype of a triplex on a 5,000sf site
- Summary commentary on a current draft of code revisions (known as the "2/16/21 PC Draft")
- Redlines and comments included with in the 2/16/21 PC Draft text

**"CONTINUUM" OF DEVELOPMENT DIAGRAM**

The below diagram illustrates four housing types of increasing dwelling quantity compliant with 2/16/21 PC Draft standards on a 5,000sf "typical" site. The single-dwelling type reflects existing standards and is included for comparison.



| **Single Family** (Existing R-2 Code) | **Duplex** | **Triplex** | **Quadruplex** |
|---|---|---|---|
| 1 two-story house (2650sf)<br>1 detached garage (400sf) | 2 two-story units (1500 sf each incl. 240sf attached garages) | 3 two-story units (1295 sf each incl. 240sf attached garages) | 4 two-story units (800 sf each) |
| 2 Parking stalls<br>1 60sf porch | 2 Parking stalls in garages<br>2 70sf porches | 3 Parking stalls in garages<br>3 70sf porches | 3 Surface parking stalls<br>4 60sf porches (attached) |
| Total 3050sf or FAR 0.61 | 3000sf total or FAR 0.60 | 3885sf total or FAR 0.77 | 3260sf total or FAR 0.62 |
| 47% Landscape area = 2350sf (based on 53% lot coverage) | 35% Landscape area = 1750sf (2350 as drawn) | 35% Landscape area = 1750sf (1750 as drawn) | 35% Landscape area = 1750sf (1800 as drawn) |

## ATTACHED TRIPLEX LOT SIZE: 5,000 sf R2

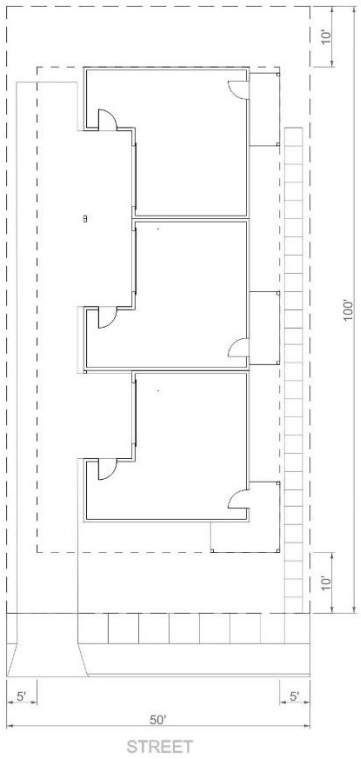
**Three attached dwelling units on a single lot. One attached parking garage per each dwelling.**

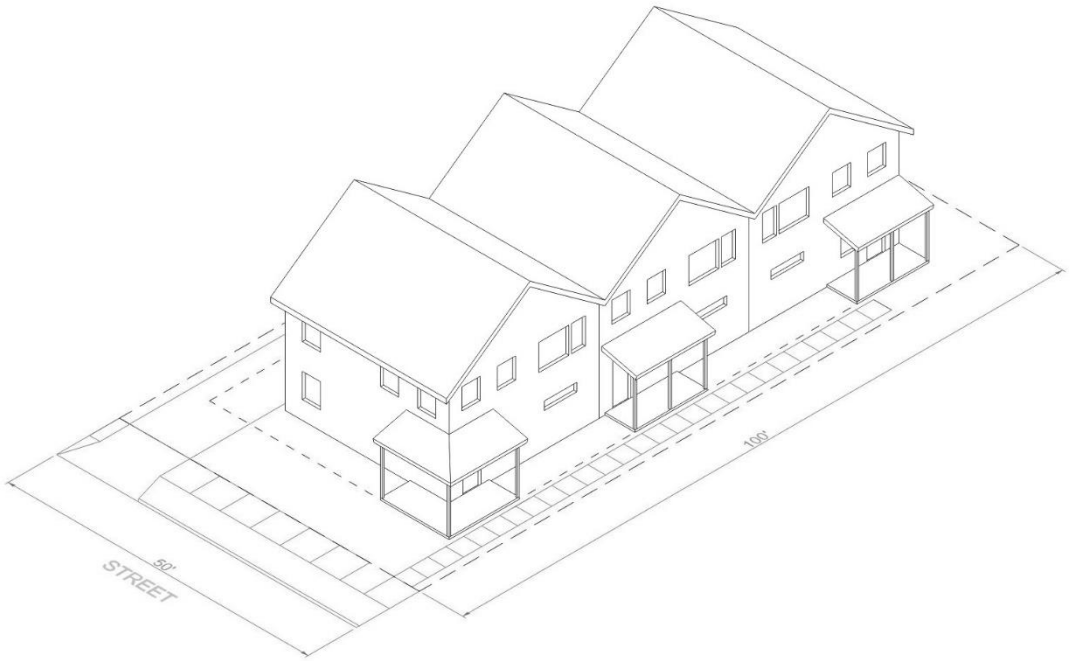
PROTOTYPE PROFILE

- **Unit sizes:** 1295sf each (includes 240 sf garage internal to dwelling)
- **Porches:** 70 sf each average
- **Unit Count:** 3 dwellings
- **Lot Dimensions:** 50’ x 100’
- **Lot Coverage: 65%**
  - **Structure, Including Porches: 45%**
  - **Driveway/Parking: 20%**
- **Landscape Area: 35%**

SITE AND DESIGN FEATURES

- One street-facing dwelling with attached dwellings running deep into the site
- Three dwellings with garages accessed via shared rear driveway
- Path to primary entrances with porches
- Potential for fee-simple lot division



# Middle Housing Code Matrix

| Zone | R-1 Current Code | R-1 Draft Code | R-1 PC Recommendations | R-1 Recommended Draft | R-2 Current Code | R-2 Draft Code | R-2 PC Recommendation | R-2 Recommended Draft | R-3/C-1 Current | R-3/C-1 Draft Code | R-3/C-1 PC Recommendation | R-3 Recommended Draft |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Maximum Unit/Area Ratio** | 1 dwelling per 7,000<br>1 dwelling per 3,500 with ADU | 1 dwelling per 2,500sf Detached | 1 dwelling per 2,500sf Attached or Detached | 1 dwelling per 2,500sf Attached or Detached | 1 dwelling for first 2,500sf and 2,100 after | 1 dwelling per 1,500sf Attached or Detached | 1 dwelling per 1250 (800 square feet and Under<br>1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling per 1250 (800 square feet and Under<br>1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling for the first 2,500sf and 1,500 after | 1 dwelling per 1,500sf Attached or Detached | 1 dwelling per 1250 (800 square feet and Under<br>1 dwelling per 1500 (800-1200 sq ft) | 1 dwelling per 1250 (800 square feet and Under<br>1 dwelling per 1500 (800-1200 sq ft) |
| **Minimum Lot or Parcel Size* Site** | 7,000* SF | 5,000 SF Site<br>N/A on individual lots | 5,000 SF Site<br>N/A on individual lots | 5,000 SF Site<br>N/A on individual lots | 5,000* for first two units (Or any lawful lot) | 3,000 SF Site<br>N/A on individual lots | 2,500 SF Site<br>N/A on individual lots | 2,500 SF Site<br>N/A on individual lots | 5,000* for first 2 units no min lot after that. | 3,000 SF | 2,500 SF Site<br>N/A on individual lots | 2,500 SF Site<br>N/A on individual lots |
| **Minimum Units Per Development** | 1 | 2 | 2 | 2 | 1 | 2 | 2 | 2 | 1 | 2 | 2 | 2 |
| **Max Units Per Development** | N/A | 6 Cottage | 6 Cottage | 6 Cottage | 2 | 8 | 8 | 8 | N/A | 12 | 12 | 12 |
| **Max Units Per Building** | 1 plus ADU | 2 | 2 | 2 | 2 | 3 | 4 | 4 | 2 | 3 | 4 | 4 |
| **Max units Allowed for Existing SF Conversion** | N/A | 3 | 4 | 4 | 2 | 3 | 4 | 4 | 2 | 3 | 4 | 4 |
| **Maximum Lot Coverage** | 40% | 50% | 60%<br>40% Landscape Requirements | 60%<br>40% Landscape Requirements | 45% | 55% | 65%<br>35% Landscape Requirement | 65%<br>35% Landscape Requirement | 55% | 65% | 70%<br>30% Landscape Requirement | 70%<br>30% Landscape Requirement |
| **Additional lot coverage allowed with front porch** | 43% | 3% | N/A | N/A | 48% | 3% | N/A | N/A | 58% | 3% | N/A | N/A |
| **Additional lot coverage allowed with detached rear garage** | 45% | 5% | N/A | N/A | 50% | 5% | N/A | N/A | 60% | 5% | N/A | N/A |
| **Total Possible** | 48% | 58% Site Total | 60% | 60% | 53% | 58% Site Total | 65% | 65% | 63% | 58% Site Total | 70% | 70% |
| **Lot Frontage** | 50’<br>30’ on a cul de sac | 0 | 0 | 0 | 50’<br>30’ on a cul de sac<br>0 for townhomes | 0 | 0 | 0 | 50’<br>30’ on a cul de sac<br>0 for townhomes | 0 | 0 | 0 |
| **Building Height Limit** | 28’ (old method) | 25’ (new method) | 28’ (old method) | 28’ (new method) | 28’ (old method) | 25’ (new method) | 28’ (old method) | 28’ (new method) | 28’ and 35’ C-1 (old method) | 25’ (new method) | 28’ (old method) | 28’ and 35’ C-1 (new method) |
| **Upper grade to ridge** | N/A | 25’ | ~~25’ (alt 28’ two story)~~ | 28’ | N/A | 25’ | ~~25’ (alt 28’ two story)~~ | 28’ | N/A | 25’ | ~~25’ (alt 28’ two story)~~ | 28’ |
| **Upper grade to eave** | N/A | 20’ | ~~20’~~ | 20’ | N/A | 20’ | ~~20’~~ | 20’ | N/A | 20’ | ~~20’~~ | 20’ |
| **Parking Requirements** | | | | | | | | | | | | |
| **Min parking spaces required per dwelling** | 2 | 1 | *75* | *75* | 2 | 1 | *.75* | *.75* | 2 | 1 | *.75* | *.75* |

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| **From:** | Roseann Johnson |
| **To:** | Mark Frost; Sue Powers; Bill Irving; Tina Lassen; Amy Schlappi; m.ramey@cityofhoodriver.com"; Erika Price |
| **Cc:** | Dustin Nilsen; Jennifer Gray |
| **Subject:** | FW: Another question - middle housing code in Hood River |
| **Date:** | Tuesday, January 19, 2021 3:58:14 PM |

Good Afternoon Planning Commission Chair Frost, Vice-Chair Powers and Hood River Planning Commissioners:

I am submitting written comments regarding the commission's Middle Housing public hearing this evening.

Home Builders Association of Metropolitan Portland (HBA) represents over 850 companies and tens of thousands of women and men who work in the residential building and remodeling industries throughout the greater Portland area. We work to promote housing affordability and are dedicated to maximizing housing choice for all who reside in the region.

The City of Hood River ("City") has conducted a 2015 and 2019 Housing Needs Analyses along with a 2105 Housing Strategy. All three documents highlight the need to use existing land for housing in a more efficient manner than is currently allowed by code. Then, in the fall 2020, approved changes to the Columbia River Gorge Management Plan limited the Hood River Urban Area to a cumulative lesser of 50 acres or 2% boundary revision moving forward. This change further restricts land available for needed housing in Hood River and as such, makes efficient land use all the more important for providing housing at a variety of income levels. Therefore, the City should adopt a flexible Middle Housing code that is able to respond to the market and produce as much housing as possible.

I would like to offer some observations and recommendations regarding the proposed Middle Housing code as presented in the public documents for this evening's public hearing:

- The draft Model Housing code appears lacking some of the development standard tables to which it and the memo both refer, such as for lot coverage, driveways and parking standards. While the draft code itself appears to have driveway and parking standards, lot coverage standards appear left out. The City should include all relevant development tables so that the public may review before moving forward to adopt the proposed code.

- The MH code should address four-unit configurations, a.k.a. quad-plexes, and allow each unit to be greater than 900 square feet. The proposed code addresses multiple two and three-unit arrangements with units over 900 square feet, and acknowledges they could have a land division applied, but seems to leave out four-unit arrangements on a site. It is important to address four-unit arrangements so they do not inadvertently fall under the cottage cluster code, which as defined would limit each unit to 900 square feet. If the lot is large enough, it is reasonable to expect that four units over 900 square feet can and would be built to increase household livability. In fact, there are many examples in the Portland area (including one such example linked here) of new four-unit arrangements that include units over 900 square feet. The City should allow four-plexes in a separate code section, or remove the 900 square feet limitation in the cottage cluster definition.

- The MH code defines two-dwelling units and three-dwelling units (a.k.a. Middle Housing Duplex and Middle Housing Triplex) as attached *or* detached. This is very positive and is

a huge win for home ownership opportunities given the demand for detached living structures and the opportunity to apply a condominium map or land division to the site.

- Proposed code Section H.a. Open space requirement is currently at 30%. In the spirit of creating more housing, it would be better to reduce this to 20% or 25% for more habitable living space. This is the opportunity to incentivize Middle Housing and should be distinguishable from other code requirements such as planned unit developments.

- Proposed code Section H.c. currently disallows wetlands and steep slopes from counting toward open space. Again, in the spirit of creating more housing, the city should consider allowing one or both of those categories to meet the requirement.

- Overall, the City should allow the market to determine placement of garages and allow for partial encroachments of garages and front porches into side yard setbacks.

- The Model Code should allow ADUs on duplex, triplex and quadplex sites and amend any other applicable development codes to allow them as well. This allows the City to incentivize the market to be creative in site design.

- Proposed parking requirements are currently 1 space per unit, and discussions related to the tradeoffs between parking and housing are ongoing with some recommending less than 1 space per unit. In 2020 the City drastically amended its parking calculation for multifamily to incentivize the creation of higher density housing in its multifamily zones. In the same spirit, the City should consider allowing .5-.75 parking spaces per unit, especially near transit.

Thank you for the opportunity to provide comment on the important topic of Middle Housing in Hood River.

Sincerely,

Roseann Johnson

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**Roseann** Johnson
Assistant Director of Government Affairs
Home Builders Association of Metro Portland
c 971.221.6734 |d 503.603.4515 | o 503.684.1880
RoseannJ@Hbapdx.org | hbapdx.org

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|---|---|
| **From:** | Tracey |
| **To:** | Mark Frost; Tina Lassen; Dustin Nilsen; Sue Powers; a.schlappi@cityofhoodriver.gov; Megan Ramey |
| **Subject:** | Photos |
| **Date:** | Sunday, January 10, 2021 11:15:41 AM |

Hi,

During last Monday's discussion, 2 neighborhoods were mentioned in terms of handling parking.

1 was the neighborhood where Dustin & Staff took some photos - the Creekside area on the westside. The other was mentioned by Sue - the PUD over around Young and Dana Lane.

I live near both so I walked over yesterday and took some photos. The photos showing cars parked partially onto sidewalks or curbs is the Young/Dana Lane neighborhood. In that PUD, houses have one garage. It's a mix of people who own units, and people renting housing. Sue is right that the streets are very narrow and it's made tighter when one does drive or walk there because people park partially onto curbs and sidewalks. If they didn't do that, I think it would sometimes be hard to get a car through the streets (let alone a fire truck).

In the Creekside neighborhood Dustin mentioned the sort of "alley" behind some homes. I tried to capture a few photos there.

I've loaded those onto Flickr for you because I'm not sure if the city's firewall will allow a bunch of emailed photos. The link is
here: https://www.flickr.com/gp/191721252@N04/Jkr48N

Interesting discussions on housing ...

Tracey Tomashpol
Hood River

**From:** Tracey
**To:** Dustin Nilsen; Erika Price; Mark Frost; Amy Schlappi; Bill Irving; Megan Ramey; Sue Powers; Tina Lassen
**Cc:** Linda Maddox
**Subject:** A few comments on February 1 2021 Discussion
**Date:** Wednesday, February 3, 2021 4:14:24 PM

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Hi,

I thought I'd weigh in with a few comments on the Monday discussion (I still have about 40 minutes to finish listening to, so more to come).

1) Someone asked about the sizes of the units around Dana Lane in response to Linda Maddox's comments about the congestion there. Here are some house sizes there and in a few other areas. I've also provided some sale prices or estimates (per Zillow or Realtor.com). Sizes per county data or real estate listings.

| Address | Size: Square Feet | Last Sale Price | Last sold | Current Estimate if sold |
|---|---|---|---|---|
| 3119 Dana Way | 1,484 | $363,000 | 2016 | $435,700 |
| 3113 Dana Lane | 1122 | $357,000 | 2017 | $431,600 |
| 3107 Dana Lane | 1216 | $259,000 | 2015 | $433,100 |
| 3005 Dana Lane | 1090 | $219,500 | 2011 | $374,555 |
| 3002 Dana Lane | 1061 | $241,500 | 2014 | $419,800 |
| 3121 May Dr | 1154 | $227,000 | 2010 | $401,604 |
| 3215 Young Lane | 1082 | | | $357,967 |
| 3204 Adrienne Lane | 1180 | $275,000 | 2014 | $411,955 |
| 3215 Adrienne Lane | 1035 | $275,000 | 2015 | $423,638 |
| 711 Katies Lane | 1176 | $322,000 | 2018 | $388,800 |
| 813 Katies Lane | 1156 | $248,000 | 2014 | $414,400 |
| 1110 Hull St | 1110 | $375,000 | 2020 | $389,457 |
| | | | | |
| Potential Teardowns | | | | |
| 906 Oak St | 816 | n/a | | $361,877 |
| 922 4th St | 1002 | n/a | | 400,500 |

2) Parking
I'm personally skeptical of the ability of any individual person, let alone a government organization, to do well in terms of long-term predictions. Some of you believe that cars will vanish; others look to electric vehicles replacing fossil fuel ones.

I'll bypass the predictions now and just use existing facts. Using the Oregon DMV data for vehicle registrations, Hood River County ranks 7th highest in Oregon counties in terms of the ratio of number of passenger vehicles registered compared to the population of people 18 and older. The other counties tend, like Hood River, to be rural and farther from denser population

areas (Sherman, Wallowa, Crook, Gilliam, Wheeler, Deschutes, Tillamook, and Grant).

Our county had 26,940 vehicles registered (passenger vehicles).

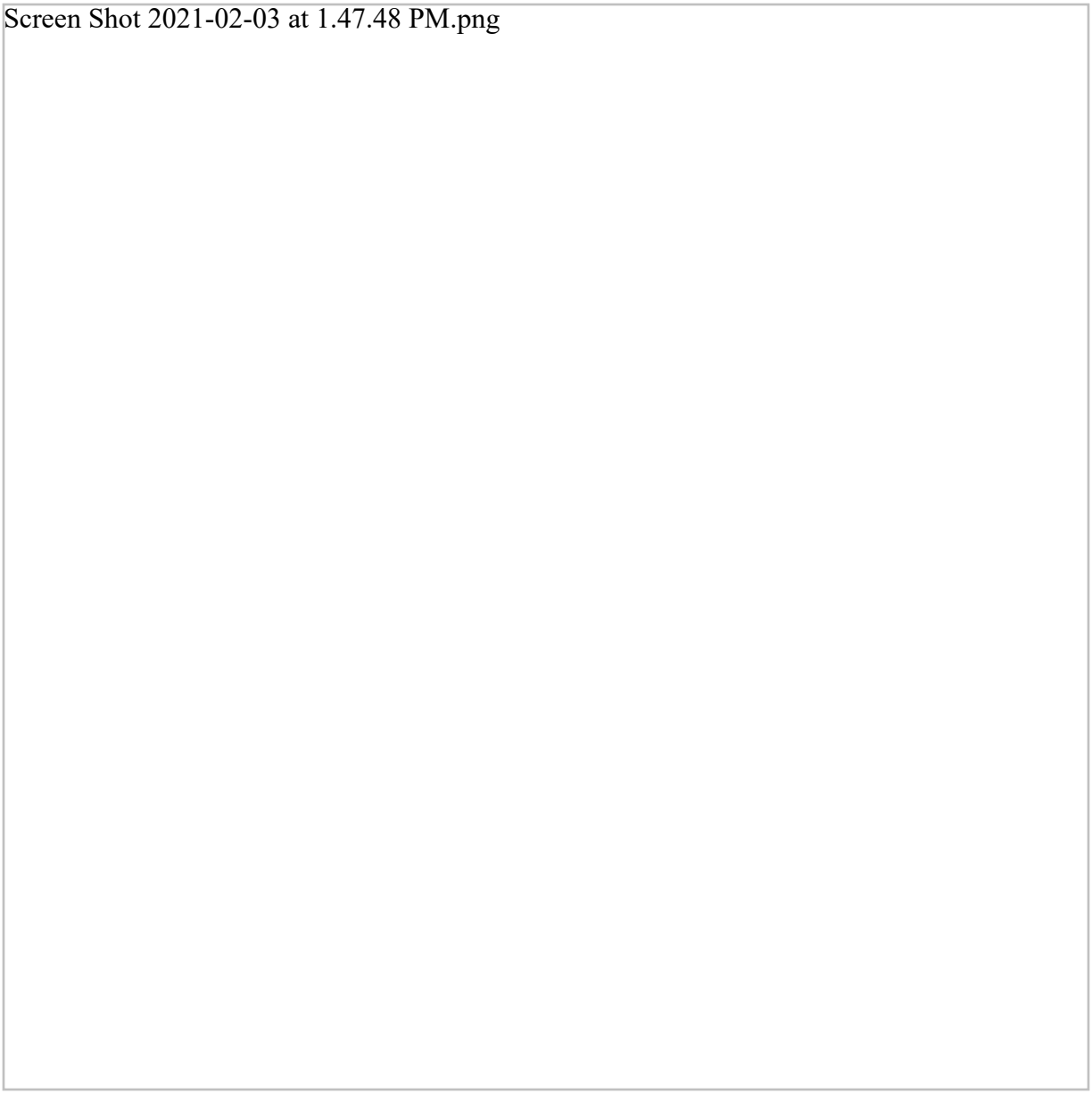
Counties with the smallest ratio of vehicles to people 18 and older are larger population centers: Multnomah, Benton, Washington, Lane, Malheur, Clackamas, and Marion.

If I get some more spare time later, I may publish a data viz on this that's more interactive with other data. If so, I'll send a link your way.

3) Population predictions
PSU is in the "business" of making predictions about county and state forecasts, and their numbers are routinely used across the state in a variety of ways. They're constantly changing these as data changes, and of course we haven't gotten the official US census #s yet for the county.

Their 2020 Hood River county forecast now predicts a 2045 county population of 29,702. Given that, it feels disingenuous to suggest that Hood River city's population will be 25,000, and even 10,000+ seems a stretch, unless one assumes things that PSU isn't looking at, namely that the city annexes most of the county. You can also see a significant change just within 4 years for their county population forecast

Screen Shot 2021-02-03 at 1.47.48 PM.png



4) The "Clown" House
I'd like to suggest that for future planning commission discussions, you use addresses when choosing homes to talk about as a reference. The term “clown house” felt pejorative, and for anyone listening to the conversation it meant understanding the context was difficult. Location plus actual characteristics (vs individual opinions about aesthetic choices) would be more professional and, dare I say, more equitable for listeners.

5) Comparisons
Thank you to commissioners who pointed out that comparing what Sacramento (pop > 500,000 or Berkeley (pop 120,000 in a metropolitan area with a population of 4.4 million) does with parking or building isn’t a reasonable comparison to Hood River. Additionally neither of those cities gets snow at any significant amount.

Hudson NY also differs from Hood River in significant ways. They’re in a denser metropolitan area even though their population is closer to ours than Sacramento or Berkeley.

In Hudson, about 41% of households  own one car, 30% own 2 cars.  Almost 14% carpool to work (perhaps to the capital Albany, 35 miles away).

In Hood River, about 41% of households own 2 cars, and another 25% own 3 cars.  Put slightly differently, in HR 66% of households own 2 or 3 cars.  In Hudson, 40% own  2 or 3 cars.

Thanks for continuing to work on this issue.  Using facts where possible and reasonable comparisons will help make the discussions more fruitful.

I also agree with Linda that I wish there was more community outreach from the city on such significant changes.  With many people impacted by covid and having to help kids with school, dealing with  job and business challenges, etc combined with our news desert and the lack pf city transparency around outreach, I suspect that very few are aware of these potential changes.

Tracey Tomashpol

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| **From:** | Tracey |
| **To:** | Dustin Nilsen; Mark Frost; Erika Price; Tina Lassen; Sue Powers; Amy Schlappi; Bill Irving; Megan Ramey |
| **Subject:** | Info to be added to public comment |
| **Date:** | Tuesday, February 16, 2021 11:19:38 AM |

Hello, planning commission members and planning director,

As you continue to debate issues for the "missing middle" housing code, I'd like to make sure that a few facts make it into the public record.

- Making analogies between the city (or county) of Hood River and areas that are vastly different in terms of population and infrastructure doesn't help advance local decision-making. The code decisions made in Sacramento (population 500,000+ within a metro area of over 2 million) and Berkeley (120,000 population in a metro area of over 4 million) have little to do with Hood River. Hudson NY is not a good comparison either. Although its city population is similar, the industries its county supports are quite different; it is close to the state's capital (Albany) where a substantial number of Hudson residents commute to (by carpool or train), and its existing car ownership and housing stats are significantly different.

This 4-minute video https://youtu.be/gtDdCnjNkbE summarizes some of those differences, as well as testimony from Linda Maddox about the dense areas and parking that she provided a few weeks ago.

A recent drive-through of streets like 29th, May Street, and so on show the effects of on-street parking after significant snowfall. Plowing is hampered by on-street vehicles. Future reduction of parking requirements will need to go hand-in-hand with a parking strategy for the city, likely including parking permits sold for residents for on-street parking, requirements to eliminate on-street parking on certain street types during snowfall of more than X inches, and so on. The Planning Commission should be transparent about the sum total of all trade-offs likely within our own city and county (and stop spending time on mistaken analogies to cities that are nothing like ours - including Sacramento and Berkeley, which also do not have winter snowfall).

- Oregon's Department of Transportation has data on the number of vehicles registered in every county in the state. I used 2019 data and created a few simple data visualizations to show the differences between Hood River's car and vehicle ownership and other areas.

1) Hood River city, Sacramento, Berkeley, and Hudson: 4 Cities Vehicle Ownership
(data from American Community Survey data - US census)

2) Changes in Hood River car ownership between 2013 and 2018: Changes in Car Ownership 2013 to 2018: Hood River (same census data sourcing)

3) Passenger vehicles per 1,000 people in Oregon counties: Oregon Vehicle Ownership by County
Source: https://www.oregon.gov/odot/DMV/docs/2019_Vehicle_County_Registration.pdf

Hood River's residents have added more vehicles to each household in the past five years, rather than reducing them. It's possible that an aging population will offset some of that growth as older folks move to different housing units provided by missing middle housing and

reduce their car ownership. On the other hand, demographic changes with population groups that have statistically larger households could increase vehicle demand. And while many residents enjoy biking for recreation and short trips, those with significant medical conditions may still not find it feasible to bike to a grocery store after a significant snowfall, or with icy roads, etc. As Sue Powers pointed out a few meetings ago, it's possible that fossil fuel vehicles will be replaced by electric vehicles, not eliminated and replaced by bikes.

Again, my plea is that the Planning Commission focus on facts that relate both to the state of Oregon and to the existing demographics of city and county rather than bringing in analogies that take up discussion time without advancing the public's understanding of both the potential costs as well as the potential benefits of the housing changes.

I'll be looking at the PSU forecasts over the past 10 years and will share data once I have some time. Their forecasts are regularly changed and recent county forecasts for Hood River show far less growth than they predicted a few years ago. Knowing those trends (and the changes) can help your group understand the risks of over-reliance on their information as well.

Thanks for your work on the various topics you're spending time on.

Tracey Tomashpol
Hood River

January 20, 2021

City of Hood River Planning Commission
211 2nd Street
Hood River, OR 97031
*Via Email* D.Nilsen@cityofhoodriver.gov and J.Gray@cityofhoodriver.gov

RE: Testimony on Missing Middle Housing and Cluster Subdivision Code 17.25

Dear Chair Frost and Members of the Commission:

Hood River embarked on the Middle Housing code to offer the possibility of greater affordability and diversity of housing types to meet the needs of the City's changing population while still building homes that are compatible in look and feel with existing neighborhoods.

**Economic Feasibility or will these homes get built?**

The Middle Housing draft code is a good start but we have concerns that the current version includes poison pills that will prevent these home products from being widely built. The code should result in real homes that people live in, not just drawings on paper.

One essential truth is that the City of Hood River does not build homes. Developers build homes. If the goal is more diverse and plentiful housing, not only do you need code that gives developers the right to build the types of units you want, but also, incentives to actually build them.

The best incentive is letting them build a greater number of units than the current code allows on a given piece of property ("more doors"). The draft code makes great strides in this direction by allowing additional dwelling units and reducing parking requirements, but it also includes development standards that will make it difficult for developers to economically build these projects (we also note that there are also some crucial items missing from the draft code, specifically, a "Development Table" that is referenced but not included in the document).

The City of Hood River should do an economic analysis of land costs, development costs and the likely selling prices for homes built under the proposed code. Not only do you need to know whether builders are interested in building these products, but whether they will they end up delivering what is hoped. It would be good to have confidence in advance that adopting this code will result in new homes at prices that serve folks making 80-120% AMI. EcoNorthwest, the consultant for Hood River's HNA, should be able to provide an analysis of the proposed housing types and their likely affordability levels.

The City should also analyze whether the Middle Housing code will lead to more production. Hood River's housing affordability crisis is exacerbated by chronic underproduction (Hood River has been hitting just 50 or 60 dwelling units a year instead of the 100 units anticipated by the 2015 HNA).

This graphic of Portland's Residential Infill Project shows additional options for Hood River to consider.


**Ask Local Builders:**

Thrive met with Mike Kitts and Greg Crafts, two longtime builders of Middle Housing in Hood River and asked them to assess the draft code. They liked many of the provisions in the draft including an expedited permitting process (compared to a PUD), reduction of onsite parking and clustered parking. However, they identified these barriers:

- 25-foot height maximum is too restrictive. The unintended consequence of 25 feet max is to incentivize flat or shallowly sloped roofs. Steeper roofs are more visually compatible with homes in our historic neighborhoods. 25 feet is very tight - it only allows for a 9 foot 1st floor, 8 foot 2nd floor, one ft. for depth of floor and maximum 7 ft. high gable roof.
- Consider making the maximum unit size 1,500 to allow for 3-bedroom projects. Let the developer and market decide whether the project should have a garage or additional living space.
- Many of the prototypes are for very tiny homes like a 600 sf cottage. The builders question whether these products are economically viable when standard 5,000 sf lots are priced at $250,000.

- Prohibition of front facing driveways and parking. While the intent of this provision is to make the front of homes have a more pleasing public face, prohibiting front parking might result in less efficient use of limited space in some instances. There are ways to handle parking and garages in front that are visually minimized.
- ADUs should be allowed as part of Middle Housing developments. For prototypes that show a detached garage, having an ADU on the second story will help make them pencil.
- 30% open space requirement and restrictions on counting wetlands and slopes towards open space take away too much land that could be used for habitable living space. What is the purpose of open space in these developments? Is it expected that the space is somehow used by residents or is it to give breathing room around homes and between the project and its neighbors?
- Be careful about the amount of common open space required for Cottage Clusters. Builders of PUDs have said that in actuality shared common space rarely works as intended. Homeowners Associations for less expensive projects often don't have money to maintain common spaces and they become overgrown and unused. It would be better to give a little more yard to individual property owners.

**Compatible Neighborhood Design:**

We highly recommend that the Planning Commission review this Infill Design Toolkit from Portland's Bureau of Planning and Sustainability:
https://www.portland.gov/sites/default/files/2020-01/toolkit1208-optimized_bkmrks.pdf

The first part of the document shows photos and examples of how to make middle housing and greater density fit into existing neighborhoods and the thinking behind the solutions. While Hood River's draft code includes design and orientation requirements to "encourage a sense of community and place and traditional neighborhood characteristics" it doesn't explain how those elements achieve that objective. The first part of Portland's Toolkit breaks down all the infill design strategies and shows good and bad examples so you can see how it works in practice.

The toolbox also has prototypes based on standard 5,000 sf lots starting on page A-1. Some of the designs are excellent!

**The Zoning Code is Not Enough - Other Incentives:**

Land and infrastructure costs have skyrocketed so much in Hood River that it is unlikely that, on its own, revising the zoning code will be incentive enough to build Missing Middle homes rather than single-family dwellings or townhomes. New zoning code is not a silver bullet. While outside the Planning Commission's direct oversight, you should recommend to the City Council that they adopt additional incentives to encourage production:

a. Scale permit fees and SDCs to the size of the dwelling, smaller buildings get charged less. Consider waiving SDCs for projects aimed at residents of certain income levels.

b. Charge permit fees on sale of property rather than at time permit is applied for

c. Faster permitting compared to existing processes. The kind of homes Hood River needs most – smaller, more affordable – get an expedited process at every step.

As the 2019 Housing Needs Analysis stated "the facts all lead to the conclusion that Hood River needs to do more to provide opportunities to develop housing, especially housing that is affordable at all income levels to meet the City's Goal 10 requirements and meet its housing needs over the next 20 years." We are encouraged that the Planning Commission has begun the process.

Best regards,

Heather Staten
Executive Director

Thrive
HOOD RIVER

February 1, 2021

RE: Middle Housing Code

Dear Planning Commissioners:

Thrive Hood River is a 44-year old land use advocacy organization with a mission to enhance the livability of our urban and rural communities - including ensuring that everyone has a place to call home.

We generally support the draft Middle Housing code and believe it will provide useful incentives for developers to build the smaller and more affordable homes Hood River so desperately needs.


We encourage you to add attached four-plexes to the Middle Housing code update. Allowing four-plexes yields some real benefits for housing affordability and the design constraints in the Middle Housing code (height, setbacks, maximum unit/area ratio) will ensure they are compatible with their neighborhood by limiting their overall size. In fact, on a standard 50' x 100' lot if you use the suggested Maximum Unit/Area Ratio[1], a four-plex will actually be smaller in total size than a tri-plex. For a 5,000 square foot lot, the draft code permits four units under 800 square feet (4 x 800 = 3,200 square feet maximum) and three units up to 1,200 square feet (3 x 1,200 = 3,600 square feet).

If Hood River is interested in creating more affordable homes, then it should include four-plexes. Four-plexes let people save money. A four-

[1] Thrive supports the concept of incentivizing "more doors" but thinks that a Floor Area Ratio formula is a better mechanism. There might be situations where using "Maximum unit/Area Ratio" would mean that there is non-standard lot that barely misses being able to have an extra unit, whereas with FAR you'd still get the unit, it would just need to be smaller. For instance, a 4,900 sf lot would only get 3 units under the formula in the draft code Matrix but could get 4 units using FAR. The City of Portland passed their Residential Infill code last summer and they use Floor Area Ratio to create a sliding scale that gives builders more building size for more units. For example, for a standard 5,000 sq ft lot, Portland's FAR formula gives up to 2,500 sf of building for a single family dwelling, 3,000 sf for a duplex, 3,500 sf for 3-4 units.

plex creates 33% more homes than a triplex, it splits the cost of the land four ways instead of three, and they would be more affordable because they would be smaller (see example at right from Portland). They aren't right for every household, which is why the existing and middle housing code provide so many options, but four-plexes are a great option for many.

Triplex

Fourplex

| Average Size | 1,166 Square Feet | 875 Square Feet |
|---|---|---|
| Average Sale Price | $360,500 | $270,375 |
| Average Price per SF | $309/SF | $309/SF |
| Average Rent | $2,500/month | $1,900/month |
| Average Rent per SF | $2.17/sf | $2.17/SF |

Four-plexes also offer a diverse array of tenancy configurations –owner-occupied, rentals or a combination where the owner lives in one unit and rents out the others. In fact, if the owner lives in one of the units, the four-plex qualifies for conventional bank financing (FHA backed 30-year fixed rate mortgage) which dramatically lowers the cost structure for the development.

We've included some photos of four-plexes. They look pretty similar to homes already found in Hood River's neighborhoods:

We appreciate you tackling this important work.
Best regards,

Heather Staten,
Executive Director

| | |
|---|---|
| **From:** | heather@thrivehoodriver.org |
| **To:** | Dustin Nilsen; Dustin Nilsen; Jennifer Gray; Jennifer Gray |
| **Subject:** | Testimony for tonight"s Planning Commission hearing |
| **Date:** | Tuesday, February 16, 2021 12:47:22 PM |
| **Attachments:** | sigimg0 |

Dear Planning Commissioners - We want to commend you on your thoughtful approach to the Missing Middle housing code. Each meeting and draft has yielded changes that better support the production of this much needed housing type.

Thrive has a few final comments:

**1. FAR vs. Maximum Unit/Area Ratio:** At the last meeting, we advocated for using FAR rather than the suggested Maximum Unit/Area Ratio formula to incentivize more smaller units. Both approaches would work. Maximum Unit/Area Ratio is certainly simpler (there's less math!). There might be a very few situations where FAR would allow 1 more unit than Maximum Unit/Area Ratio but overall either would be a good incentive.

**2. Four-plexes:** We have heard from builders the importance of including four-plexes in the middle housing code. Just like duplexes and townhouses, four-plexes are also regulated under the existing code and builders will have the option of whether they want to build under the Middle Housing code or the existing code (which classifies four-plexes as multifamily housing). The Middle Housing code places guardrails on the size of each unit in the four-plex (1,200 sf max) so the overall mass of building would be limited (the existing code does not have the same restriction). Additionally the Middle Housing code would provide two additional incentives to build four-plexes that the existing code does not: 1) the Middle Housing code provides for a more streamlined permitting process while the existing code requires Site Plan Review (a more complicated permitting process) and 2) the Middle Housing code draft calls for .75 parking spaces per unit while the existing code requires 1.5 spaces per unit. Adding four-plexes to the Middle Housing code provides developers incentives to build these units but ensures that each unit is small.

**3. Parking:** We support the draft which requires .75 parking spaces per unit. Along with this you could add one option that has been adopted in Tigard: they allow on-street parking credits to apply towards meeting parking minimums. This wouldn't work in every neighborhood but I can think of some neighborhoods that have a good supply of unused street parking (for instance the neighborhoods of ranch style homes developed in the 1970s and 1980s on Eugene and Prospect between 17th and 27th). These neighborhoods are mostly developed and new construction is likely to be infill or replacement of a small existing home.

Here is Tigard's code:

18.410.090 On-Street Parking Credit

A. Applicability. The following uses may partially or fully meet off-street parking requirements using the on-street parking standards of this section:

1. Residential uses in the R-3.5, R-4.5, R-7, and R-12 zones; and

2. Religious Institutions.

**B. Credit. Each on-street parking space may substitute for one required off-street parking space.**

C. Standards. An on-street parking space utilized for this credit must meet the following

standards:

1. On-street parking must be allowed on the side of the street where the space is to be provided.
2. The space must be a minimum of 24 feet long;
3. The space must be located along an improved and curbed right-of-way;
4. The space must be located adjacent to the subject site;
5. The space must not extend into the required vision clearance area as defined in Chapter 18.930, Vision Clearance Areas, and must not violate any other applicable street standard as determined by the City Engineer; and
6. If the use is a Religious Institution, local residential streets may not be utilized for on-street parking credit.

D. No exclusive use. On-street parking spaces credited for a specific development or use may not be used
exclusively by that development or use but must be available for the general public. Signs or actions limiting general public use of on-street spaces are prohibited.

Thank you again for your service and considered approach.

Heather Staten
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www.thrivehoodriver.org
(541) 490-5225

To: Hood River Planning Commission 2/16/2021

From: Greg Crafts

Re: Middle Housing code

Dear Commissioner

I am writing in response to the updated Middle Housing draft code which was forwarded to me by Dustin Nilsen.

1) At the last PC meeting I thought I heard the Planning Commission support the suggestion that 50 percent of the parking could be in front or in setback. The minutes (from the 1/31 meeting) and the draft code presented today do not reflect this. I continue to believe that requiring that all parking be in back will make real-life infill projects difficult if not impossible. Please consider "encouraged" rather than "required". If we had to put parking in the back on many of our affordable homes, it would have actually decreased the number of units and increased costs, which defeats the goal. Look at Katie's Way and Cottage Lane for examples. In addition, with respect to parking, incentivizing grasscrete instead of impermeable surfaces is a good idea.

2) Page 3 of the Draft code still defines a COTTAGE CLUSTER as dwelling units with a footprint of no more than 900 SF. In the last PC meeting I thought it was agreed this would be dropped altogether. My concern here is that single story homes can be less expensive to build – and therefore buy – and a one-story home with a garage will not fit in a 900 SF footprint. This is a concern that was also raised by Mike Kitts. Please reconsider this.

3) Last time I brought up the issue of allowing ADUs in cottage clusters. The response was that ADUs could just be considered as another unit. Please consider a 7000 SF R1 lot. This is important because there are many R1 lots which are 7000 SF, which will be re-developed in the future. When I look at that 7000 SF lot, I think "build a small house on 2500 SF, and build a larger house with detached garage on 4500 SF" … based on the regulations you are considering, I wouldn't be allowed to build an ADU on top of the garage because that would be too many units. Please reconsider this because allowing an ADU would add another 'door' to the project.

Thanks for considering my comments.

Greg

To: Hood River Planning Commission 1/18/2021

From: Greg Crafts

Re: Middle Housing code

Dear Commissioners:

I am writing in response to the Middle Housing code draft that was forwarded to me by Dustin Nilsen on January 14, 2021. Let me start by saying I am a strong proponent for some sort of Middle Housing or Cottage Housing ordinance within Hood River City. For years, I worked with builders such as Mike Kitts to try to bend the PUD rules into our Cottage Housing projects such as Katie's Way, Cottage Lane, and the 6 unit complex located at 1219 – 1229 Eugene Street. In 2003, I even submitted a 'Hood River Cottage Housing Ordinance' proposal to the then Planning Director, Cindy Walbridge, for her consideration. I am delighted to see work start on such an important densification plan to make some houses more affordable in Hood River.

That being said – I do want a realistic plan that will work for builders and fee simple buyers. The way I read this code I think there are several flaws which will prohibit (or make it more difficult) for this to happen:

1) No ADUs – the prototypes being presented have several pictures of detached 20 x 20 garages. Why not build an ADU on top of that garage? It's a simple way to get more housing and could help the home buyer afford their home.

2) Parking in back – When I started building houses, we put the parking and garages in the back for aesthetic reasons. In today's world and with these proposals, it will create several problems:
    a. More impermeable surfaces – in some cases a lot more as the prototypes show
    b. In narrow lots, it may not be possible to fit a driveway beside the cottages. Thinks of Katie's Way – there is no room to access the back of the homes while maintaining density.

3) Open Space requirements, specifically not being able to use wetlands or slope for open space. I think that the whole idea of 30% open space for these projects is too 'optimistic'.
    a. In Katie's Way, most of the open space is Adams' Creek and almost every home on Katie's Way backs up to the creek. If we couldn't have used that space as our open space, the project as it is today would not have been viable – we would have been forced to build significantly fewer traditional single family homes. Keep in mind that most of the easy lots in Hood River have been built. There is a lot of land here that's either on a slope or wetlands.
    b. Should 'common open space' even be required in projects such as these? Most of the time the open space in a project either ends up being a pain for the HOA to maintain, or the homeowners ignore the 'common' designation and take it over for their own space. In the prototypes where the open space is around the perimeter of the homes I think each unit will take the open space and use it as their private back yards as they've done in other projects.

4) Maximum number of units per Development – Section 17.25.070 seems to limit the number of homes which could be built in a project. Why put on a limit? This would make projects such as Katie's way impossible to build as it would exceed these limits.

5) Block perimeter max of 1600 feet – again, why this limit? I believe Katie's Way block may be bigger than 1600 feet – making it impossible to build under these conditions.

6) Maximum building size – the limit of 1500 sf is somewhat reasonable but 1100 for homes with no garage seems arbitrary. At least increase the 1100 to 1260 which is a 1500 foot house minus a 12 x 20 garage (240 square feet). Better yet, why not just limit it to 1500 and let the developer decide on a garage or not? Developers of this type of housing generally have a good sense of what their buyers want.

7) Height limit and pitched roof requirement of 6 to 12 – this draft code limits the height of a home to 25 feet AND imposes a roof pitch of 6 to 12. This is going to have a few side effects:
    a. This will encourage a builder to build fewer eaves, since more eave will add to the height of the building. Eaves tend to make a house look better – but this will discourage them.
    b. Why penalize a cottage home to a 25 foot heigh limit when the rest of the houses in the neighborhood can be 28 feet?

8) Front porch being at least 50% of front façade. This would mean a house would have to be at least 24 feet wide if it had a front facing garage. A typical garage being 12 feet wide, the porch would also have to be 12 feet wide. This is hard on narrow lots.

One additional point – we were forced to decrease the number of houses in Cottage Lane because of a Building Department's interpretation (which meant we had to increase the cost of the other houses). At that time, the Building Department ruled that in a 'fee simple, detached house' situation, the lot line must be 3 feet from the exterior wall and therefore the dwelling coverage was increased by 3 feet on each side of the house. For example, if a house's foundation is 20 x 30 feet (600 sf), the dwelling coverage would be calculated as 26 feet by 36 feet (936 sf). As I said, this interpretation meant we dropped one home from Cottage Lane and increased to cost of the other houses. This interpretation was made by the Building Department, not the Planning Department. The fire requirement to have homes be 6 feet apart makes sense. The requirement that the lot line and coverage calculations include the extra 3 feet doesn't make sense.

I've attached the email I received back in 2007 on how the Building Department interpreted this rule. As you can see, this interpretation has a lot of implications, including the ability to build 'fee simple' housing as opposed to rental housing. As the City looks at ways to densify, I think that clarifying this is important.

Thank you very much for taking the time to read this and allowing me to comment. In conclusion, I think a developer may choose townhomes over these cottages, so I think they need more thought to make sure this type of housing is built.

Greg Crafts

Ps: Dustin just informed me that he has made some changes base on feedback. If he has addressed these issues my apologies.

**From:** David M. Hyskell
**Sent:** Thursday, August 23, 2007 10:19 AM
**To:** Dave Bick
**Subject:** RE: overhang question.. DAVE H PLEASE REVIEW

Dave,

I concur with your interpretation. Even though the PUD ordinance tends to "muddy the waters" somewhat, the structures in question are still single-family dwellings of non-rated combustible construction and are required to meet not only the letter but the intent of the code (in this case the 2005 Oregon Residential Specialty Code). The lot lines for the individual units need to be established and maintained at not less than 3 feet from exterior walls of single family dwellings (2 feet from detached accessory garages) as indicated in R302.1 of the code. Limitations on projections from those exterior walls are also clearly specified in the section. I believe that the intent of the "common use areas" was similar to the "yard" definition (i.e. an open space unobstructed from the ground to the sky) and was intended for use by all the residents of the PUD.

The other area of the code in which "zero lot line" comes into play, though not specifically so identified, is in townhouse or rowhouse type of construction. In this type of construction, the individual dwelling units are each required to be protected by individual one hour rated walls or a common two hour rated wall. In each case, membrane penetrations of those walls are required to be suitably protected, depending on the rating of the wall, and through penetrations are prohibited. Projections beyond the common property lines are limited to a maximum of 12 inches and are required to be of not less than one hour construction. Plans for these structures are required to be designed and certified by an engineer or architect licensed to practice in the State of Oregon.

Dave Hyskell

-----Original Message-----
**From:** Dave Bick
**Sent:** Wednesday, August 22, 2007 3:49 PM
**Cc:** David M. Hyskell
**Subject:** RE: overhang question.. DAVE H PLEASE REVIEW

Dave, What do you think of this response? Dave

Cindy,

My opinion, based on definitions and commentary in the International Residential Code, is that there does need to be a lot line between the two houses. This is consistent with my email a couple of weeks ago. The specific language that I believe supports this is included in the definition of "Fire Separation distance" as copied below:

**FIRE SEPARATION DISTANCE.** The distance measured from the building face to the closest interior lot line, to the centerline of a street, alley or public way, or to an imaginary line between two buildings on the property. The distance shall be measured at right angles from the lot line.

❖ This is the distance between the exterior surface of a building and one of three locations: the nearest interior lot line; the centerline of a street, alley or other public way or an imaginary line placed between two buildings on the same lot. The measurement is perpendicular to the lot line [see Commentary Figure R202(8)]. The fire separation distance is important in the determining exterior wall protection and the potential prohibition of exterior openings based on the proximity to the lot lines.

The line used to measure fire separation distance is the nearest interior lot line or the centerline of a street, alley or other public way. The "imaginary line" is only used to measure separation if the two structures are on the same lot.

Greg's contention that the projection (eaves) may go into the open space based on the premise that projections can encroach by 3" for each foot of required setback does not apply, since there is no required setback on the side yard in the PUD. I believe that both the building code and the HRMC point to the need for a lot line at the minimum fire separation distance of three feet an that the eaves (or other projection) must be 2 feet from this line.

The concept of a zero lot line is, I understand from my conversations with Dave hyskell, used in the construction and sale of condominiums where ownership extends paint-to-paint. The term zero lot line is, to the best of my knowledge, undefined in both the building code and the HRMC. Any argument based on its use is, therefore, limited.

Since these questions continue to plague us, I believe they should be specifically addressed in our municipal code. I will be glad to work with you and Alex and others toward that end.

Dave

David H. Bick, PE

City Engineer/Public Works Director

**From:** Joe Sager
**To:** Dustin Nilsen
**Subject:** Re: Working in it...!
**Date:** Monday, January 25, 2021 8:45:14 AM
**Attachments:** Joe Sager Comments on Code Draft.pdf

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Dustin,

See my attached comments. I wrote notes in red on the draft code. You are welcome to use my drawings for any purpose.

As for the height issue, why not limit the pitch only if the building is on a sloping lot that has an elevation drop greater than 5 feet from the highest point of the footprint to the lowest (or something like that)? I totally agree with the problem of these building heights becoming too tall on sloped lots. The stepped approach does complicate the build slightly and does add a little expense but it can be done efficiently using trusses and standard framing practices so I don't think the added expense would be significant enough to be a hindrance to the project.

A few other thoughts:

1. Trash can storage - I didn't think this one through on my 5th St project and the result is trash cans in front of the houses. I think there needs to be something in the code to limit where the cans can be stored when not set out for pickup. Perhaps the cannot be within the front yard setback? (I am planning to address this at my project because it bothers me…!)
2. Driveway turning radius and practical access to parking areas - I also ran into issues with this at 5th St. In order to practically use the designated parking spaces in the back of the lot, or at least behind the house, it can be difficult to make the turn into the garage/parking area if the radius is too tight - multi-point turn every time you want to park - nobody will do that.
3. Limit the continuous length of a single wall line along neighboring properties for Attached housing. Part of why my 5th St project is successful is that I added some jogs along the South and North property lines to help break up the mass of the structure. This is not really a problem, typically, for a small 1,100 sqft detached house, but stack two or three together as attached housing and the structure starts to feel very large.

Let me know how else I can help! And thanks again for taking this on and asking for our feedback!

- Joe

**Joe Sager**
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*PO Box 1400*
*Hood River, OR 97031*
*541.490.4948*
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On Jan 24, 2021, at 12:34 PM, Dustin Nilsen <D.Nilsen@cityofhoodriver.gov> wrote:

Joe,
Thank you for taking some time to look over the parameters. A quick question relates to pitch, both your profiles with 4/12 work at 25'. So 6/12 at 28' works, what would you think about limiting it to 28' for pitched roofs at 6/12 or greater. One issue I am looking at is that our current HR 28' height measurement ends up being 38' on sloped sites and a product that is three stories with a flat roof (two over a garage). Which is a significant bulk increase especially at the upper floors of the structure which impacts air and light to neighboring properties. But since we measure to the ridge (under current code), it makes the incentive to go to a flat roof.

The step back may be a good approach, but it can get tricky (and expensive) to step the roof height. Do you mind if I use your cut sheets for presentation purposes?

Also the drawing are really effective. Huge thanks for that.

Dustin Nilsen, AICP

> On Jan 22, 2021, at 3:28 PM, Joe Sager <joesagerdesign@gmail.com> wrote:
>
> Dustin,
>
> I have spoken with many people about the pros/cons of infill developments and high density developments in general. The most common complaints are that the houses look "cookie-cutter" and lack visual diversity. The second complaint is the "sardine" issue - packed in too close together. The best way I have come up with to address these issues is to enforce more rigid design constraints and to reduce the building height along neighboring lot lines.
>
> My first thoughts on the proposed middle housing code has to do with the building height. The 25' maximum height is too limiting in my opinion and makes it difficult to create functional space in the upper level of the house. Instead I would suggest a maximum height of 28 feet but with an added constraint limiting the eave height along shared property lines. Essentially the structure would be stepped back

on the upper level. See the attached pdf for some examples of why the 25' limit is too limiting and on the second page - a visual representation of the proposed stepped back approach.

More to come…

- Joe Sager

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On Jan 22, 2021, at 2:36 PM, Dustin Nilsen <D.Nilsen@cityofhoodriver.gov> wrote:

Joe,
As you work through I have a little add possibility to give you some flexibility (see the side by side chart). There are a couple ideas that are floating around that would allow more smaller units. Also dropping down to 30% open space and one parking space per unit may add to some wiggle room.

I appreciate all good artistry and visionary designs. Id be happy to chat as well. I am planning to back to PC on Feb 1st so next week I will be open to discuss.

**Dustin Nilsen, AICP**
**Director of Planning & Zoning**
City of Hood River • CityofHoodRiver.gov
211 2nd Street • Hood River, OR 97031 • P 541.387.5210
<image001.png>

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**From:** Joe Sager <joesagerdesign@gmail.com>
**Sent:** Friday, January 22, 2021 2:24 PM
**To:** Dustin Nilsen <D.Nilsen@cityofhoodriver.gov>
**Subject:** Working in it...!

Dustin,

Just wanted to let you know that I carved out some time today to go over the proposed middle housing code and am doing some concept designs using the constraints. I hoe to get this to you later today. I am very excited to see this coming to life! Nice work!

- Joe

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<Side by Side Comparision For Code.pdf><Hood River - Height Diagram 2021.01.19.pdf>

<Building Height Proposal for Middle Housing.pdf>

**PROPOSED SOLUTION** - SLOPING LOTS AND BUILDING HEIGHT LIMITATIONS WITH A **5 FOOT GRADE CHANGE**

Below are two potential designs for buildings on a grade that drops 5 feet over the length of the structure. Both are built with standard materials and practices and have standard ceiling heights. The pitch of the shed roof in Option B is aligned with the natural grade of the land to reduce the eave height on the downhill side.

JOE SAGER DESIGN+BUILD

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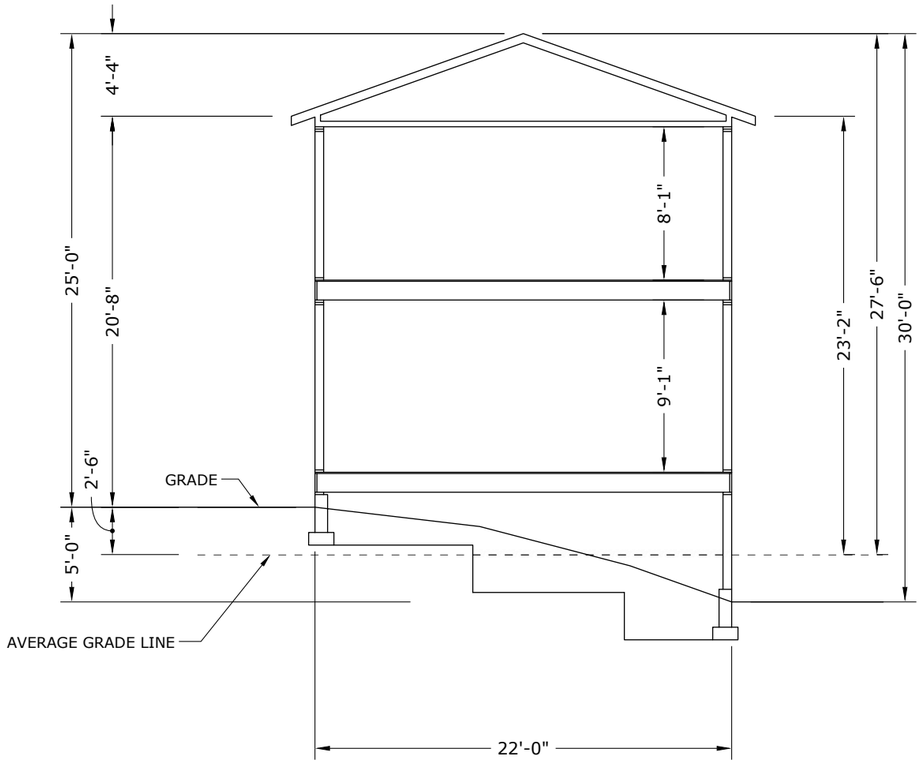
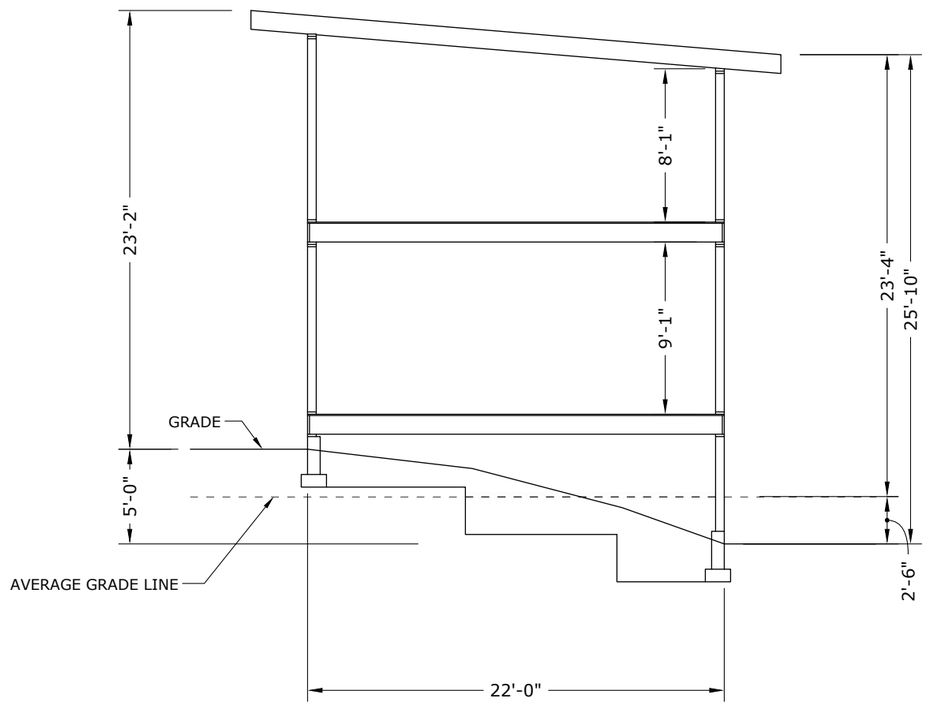
OPTION A

4:12 SLOPE GABLE ROOF




OPTION B

1:12 SLOPE SHED ROOF



**PROPOSED SOLUTION** - SLOPING LOTS AND BUILDING HEIGHT LIMITATIONS

Here is a practical building section for a sloping lot with a total grade change from the back of the house to the front of 10 feet. The nature of building on lots like this is that the build cost is going to be significantly higher than a level building site. Because of this, it is very unlikely that an affordable housing project will be planned in these locations. I think it is reasonable to place more restricting and costly limitations on these projects. Such limitations could include stepping the building back at upper levels and requiring that garage doors be recessed behind the main building and pedestrian entry. In order to reduce building height and avoid obstructing neighboring properties views, a shed roof should be required to slope with the grade unless the overall building height is under the "Low Eave" limit.

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