



# Oregon

John A. Kitzhaber, M.D., Governor

**Department of Land Conservation and Development**

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[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## **NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: 01/12/2015  
Jurisdiction: City of Hood River  
Local file no.: 2014-34  
DLCD file no.: 002-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 12/29/2014. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD less than 35 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)

# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

<b>FOR DLCD USE</b>
File No.: 002-14 {22532}
Received: 12/29/2014



Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Hood River

Local file no.: 2014-22

Date of adoption: 12/22/2014

Date sent: 12/29/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 10/28/2014

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

**The Waterfront Overlay Zone text was amended to change designs standards, maximum footprint, and allowed uses. There were also three (3) parcels that were rezoned from General Commercial (C-2) to Light Industrial (LI) within the Waterfront Overlay Zone boundary.**

Local contact (name and title): Cindy Walbridge

Phone: (541) 387-5217

E-mail: cindy@ci.hood-river.or.us

Street address: 211 2<sup>nd</sup> Street

City: Hood River

Zip: 97031-

## PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

### For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

N/A

### For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

- |                 |       |             |                                                |
|-----------------|-------|-------------|------------------------------------------------|
| Change from C-2 | to LI | 1.77 acres. | A goal exception was required for this change. |
| Change from     | to    | acres.      | A goal exception was required for this         |
| change.         |       |             |                                                |
| Change from     | to    | acres.      | A goal exception was required for this         |
| change.         |       |             |                                                |
| Change from     | to    | acres.      | A goal exception was required for this change. |

Location of affected property (T, R, Sec., TL and address): 3N 10E 2S tax lots 127 (portion) and 128 (portion of)

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve amendment** including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

Adoption of a new chapter to the Hood River Municipal Code: 17.03.130 Waterfront Overlay Zone

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from C-2	to LI	Acres: 1.77
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: Waterfront Overlay	Acres added: 46 acres	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

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List affected state or federal agencies, local governments and special districts: ODOT and Port of Hood River

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Notice of Decision, Implementing Ordinance with Attachments and Findings of Fact



December 29, 2014

### **NOTICE OF CITY COUNCIL DECISION**

**TO:** All Participating Parties  
**FROM:** Cindy Walbridge, Planning Director  
**SUBJECT:** Legislative Code Amendments – File No. 2014-22 (Ordinance No. 2015)

**DATE OF DECISION:** The Hood River City Council read Ordinance No. 2015 for the second time on Monday, December 22, 2014. The ordinance shall take effect on January 21, 2015 (the 31<sup>st</sup> day following the second reading).

**DESCRIPTION OF ACTION:** The City Council approved legislative code amendments as addressed in Ordinance No. 2015. The amendments include:

- A. Amendments to the Hood River Municipal Code (HRMC) to add a new chapter to the Zoning Ordinance, Chapter 17.03.130, Waterfront Overlay Zone.
- B. Amend the Comprehensive Plan and Zoning Map to add an overlay zone called Waterfront Overlay Zone affecting the following properties (*see "B" on Exhibit "A" reference map*):
  1. Land north of Portway Ave. including The Hook and 3N10E25 Tax Lots 112, 113, 114, 122 and a portion of 100;
  2. Portway Ave. and all lots/parcels adjacent to the southern boundary of the Portway Ave. right-of-way that are located east of N. 8<sup>th</sup> St. including 3N10E25 Tax Lots 124, 125, 126 and 127;
  3. All lots/parcels adjacent to the western boundary of the N. 2<sup>nd</sup> St. right-of-way that are located south of Portway Ave. and north of Riverside Dr. including 3N10E25 Tax Lot 127 (Parcel 2 of CS No. 2012-031), the eastern 363.98 feet of Tax Lot 128 (Lot 5 of the Waterfront Business Park Subdivision, CS No. 2009-055), the eastern 165 feet of Tax Lot 108 (CS No. 2009-012), and Tax Lot 132;
  4. 3N10E25 Tax Lot 120 (CS No. 2009-012) located north of Riverside Dr. and west of N. 2<sup>nd</sup> St.;
  5. 3N10E25DB Tax Lots 500, 600, 700, 800 and 900 located south of Riverside Dr. and east of N. 2<sup>nd</sup> St. (CS Nos. 97068 and 2014-007);
  6. All lots/parcels between N. 2<sup>nd</sup> St. and the Nichols Boat Basin including 3N10E25 Tax Lots 102, 109, 115 and 133.

This area includes lands owned by the Port of Hood River, Ryan Holdings, Inc., Parkside Lands LLC, and Fluvian, Inc.

C. Amend the Comprehensive Plan and Zoning Map to rezone property designated as Parcel #1 (19,145 square feet) and Parcel #2 (23,445 square feet) of City Partition File No. 2014-13 which is located at the southwest corner of N. 2<sup>nd</sup> St. and Portway Ave. from General Commercial (C-2) to Light Industrial (LI). This property is owned by the Port of Hood River and is vacant. (See “C” on Exhibit “A” maps):

D. Rezone Lot 5 of the Waterfront Business Park Subdivision (3N10E25 Tax Lot 128), from General Commercial (C-2) to Light Industrial (LI). This lot is located at the southwest corner of N. 2<sup>nd</sup> Street and Anchor Way, owned by the Port of Hood River and is vacant with the exception of a storm water facility. Approximately 0.17 acre of the 0.96-acre lot was rezoned from General Commercial (C-2) to Light Industrial (LI) through Ordinance No. 2012. The current proposal rezones the remainder of the lot so that it is zoned Light Industrial (LI) in its entirety. (See “D” on Exhibit “A” maps).

E. Remove the following condition associated with Zone and Comprehensive Plan Map Change File No. 98-24 (Ordinance 1762) from the General Commercial (C-2) portion of Parcel 3 of County Survey No. 2012-031 (3N10E25 Tax Lot 126): “The use of the subject property will be limited to the specific use as identified in the need – Expo Center, parking lot, Conference Center, Visitor’s Center and Chamber of Commerce. This condition can be removed upon approval of the proposed commercial designation of the subject properties through the legislative rezones for the Waterfront Plan.” The affected property is located on the south side of Portway Ave. between N. 2<sup>nd</sup> St. and N. 8<sup>th</sup> St. and the building on the site includes tenant Solstice Wood Fire Cafe. (See “E” on Exhibit “A” maps):

A copy of the findings of fact as well as a copy of all documents and evidence in the record on which the decision is based are available for inspection at no cost and copies will be provided at the cost of \$.39 per page at City Hall, 211 2<sup>nd</sup> Street, Hood River, Oregon, between the hours of 8 a.m. and 5 p.m., Monday through Friday excluding holidays.

**APPEAL:** The decision of the City Council shall be final unless the decision is appealed to the Land Use Board of Appeals in accordance with the appeal procedures in Oregon Revised Statutes 197.830-197.860.

Please call or email me at (541) 387-5217 or [cindy@ci.hood-river.or.us](mailto:cindy@ci.hood-river.or.us) if you have any questions.

**BEFORE THE CITY COUNCIL  
FOR THE CITY OF HOOD RIVER, OREGON**

**ORDINANCE NO. 2015**

**An ordinance adopting Chapter 17.03.130, Waterfront Overlay Zone, to the Hood River Municipal Code; amending the Comprehensive Plan and Zoning Map to rezone specified properties in the overlay zone from General Commercial (C-2) to Light Industrial (LI); and amending Ordinance No. 1762 to remove restrictive use language.**

The Hood River City Council finds as follows:

**WHEREAS**, the Port of Hood River has expended considerable resources and effort planning its remaining waterfront assets, and it has engaged the public in discussion of Lot 1 as a whole and the design of "Zone C" of Lot 1 in particular; and

**WHEREAS**, the community has reached a level of understanding of the possibilities of these lands and can now build upon all the previous work to create a Refinement Plan for the waterfront. This refinement plan affects areas known as Lot 1, the Expo Site, the Event Site, the Luhr Jensen Building, the Waterfront Park, the Western Power Building, and the Hook (*see Exhibit "A" reference map*); and

**WHEREAS**, as some of the last pieces of the land use puzzle are being placed, it becomes more apparent that a series of individual lot specific planning activities will not result in a desired comprehensive planned approach to this area. Such a quasi-judicial process involving the Hood River Planning Commission and City Council would be expensive and focused on a piecemeal lot by lot approach. The City is interested in a collaborative approach with the Port that is comprehensive of all issues in the greater area; and

**WHEREAS**, the City Council voted on May 12, 2014 to address the changes to the Port property through a legislative process; and

**WHEREAS**, a consultant was hired and a project advisory committee (PAC) was assembled of representatives of the Port and City and interested citizens to draft a "Waterfront Overlay Zone"; and

**WHEREAS**, the PAC met for five consecutive weeks to draft the "Waterfront Overlay Zone" and to consider zone changes (*see Exhibit "A" zone change map*), and their recommendation was sent to the Planning Commission;

**WHEREAS**, the Department of Land Conservation and Development (DLCD) was notified on October 28, 2014 for a December 1, 2014 public hearing before the Planning Commission. Hearings were held before the Planning Commission on December 1, 2014 and December 8, 2014; and

**WHEREAS**, the Hood River County Planning Commission, after reviewing the PAC's recommendation and considering public testimony and staff reports, recommended that the Hood River City Council adopt the components of the Waterfront Refinement Plan subject to amendments;

**WHEREAS**, the Hood River City Council held a duly noticed public hearing on the Planning Commission's recommendation at the Council's December 15, 2014 meeting at which time the Council accepted written and oral testimony; and

**WHEREAS**, the Hood River City Council deliberated at its December 15<sup>th</sup> meeting, after which a majority voted in favor of adoption of amendments to the City's Comprehensive Plan and Zoning Map; the Hood River Municipal Code; and to amend Ordinance No. 1762.

**NOW, THEREFORE**, the Hood River City Council Ordains as follows based upon the Findings of Fact and Conclusions of Law set forth in Exhibit "B" which is approved and hereby incorporated by reference as follows:

A. Amendments to the Hood River Municipal Code (HRMC) to add a new chapter to the Zoning Ordinance, Chapter 17.03.130, Waterfront Overlay Zone.

B. Amend the Comprehensive Plan and Zoning Map to add an overlay zone called Waterfront Overlay Zone affecting the following properties (*see "B" on Exhibit "A" reference map*):

1. Land north of Portway Ave. including The Hook and 3N10E25 Tax Lots 112, 113, 114, 122 and a portion of 100;
2. Portway Ave. and all lots/parcels adjacent to the southern boundary of the Portway Ave. right-of-way that are located east of N. 8<sup>th</sup> St. including 3N10E25 Tax Lots 124, 125, 126 and 127;
3. All lots/parcels adjacent to the western boundary of the N. 2<sup>nd</sup> St. right-of-way that are located south of Portway Ave. and north of Riverside Dr. including 3N10E25 Tax Lot 127 (Parcel 2 of CS No. 2012-031), the eastern 363.98 feet of Tax Lot 128 (Lot 5 of the Waterfront Business Park Subdivision, CS No. 2009-055), the eastern 165 feet of Tax Lot 108 (CS No. 2009-012), and Tax Lot 132;
4. 3N10E25 Tax Lot 120 (CS No. 2009-012) located north of Riverside Dr. and west of N. 2<sup>nd</sup> St.;
5. 3N10E25DB Tax Lots 500, 600, 700, 800 and 900 located south of Riverside Dr. and east of N. 2<sup>nd</sup> St. (CS Nos. 97068 and 2014-007);
6. All lots/parcels between N. 2<sup>nd</sup> St. and the Nichols Boat Basin including 3N10E25 Tax Lots 102, 109, 115 and 133.

This area includes lands owned by the Port of Hood River, Ryan Holdings, Inc., Parkside Lands LLC, and Fluvian, Inc.

C. Amend the Comprehensive Plan and Zoning Map to rezone property designated as Parcel #1 (19,145 square feet) and Parcel #2 (23,445 square feet) of City Partition File No. 2014-13 which is located at the southwest corner of N. 2<sup>nd</sup> St. and Portway Ave. from General Commercial (C-2) to Light Industrial (LI). This property is owned by the Port of Hood River and is vacant. (See "C" on Exhibit "A" maps):

D. Rezone Lot 5 of the Waterfront Business Park Subdivision (3N10E25 Tax Lot 128), from General Commercial (C-2) to Light Industrial (LI). This lot is located at the southwest corner of N. 2<sup>nd</sup> Street and Anchor Way, owned by the Port of Hood River and is vacant with the exception of a storm water facility. Approximately 0.17 acre of the 0.96-acre lot was rezoned from General Commercial (C-2) to Light Industrial (LI) through Ordinance No. 2012. The current proposal rezones the remainder of the lot so that it is zoned Light Industrial (LI) in its entirety. (See "D" on Exhibit "A" maps).

E. Remove the following condition associated with Zone and Comprehensive Plan Map Change File No. 98-24 (Ordinance 1762) from the General Commercial (C-2) portion of Parcel 3 of County Survey No. 2012-031 (3N10E25 Tax Lot 126): "The use of the subject property will be limited to the specific use as identified in the need – Expo Center, parking lot, Conference Center, Visitor's Center and Chamber of Commerce. This condition can be removed upon approval of the proposed commercial designation of the subject properties through the legislative rezones for the Waterfront Plan." The affected property is located on the south side of Portway Ave. between N. 2<sup>nd</sup> St. and N. 8<sup>th</sup> St. and the building on the site includes tenant Solstice Wood Fire Cafe. (See "E" on Exhibit "A" maps):

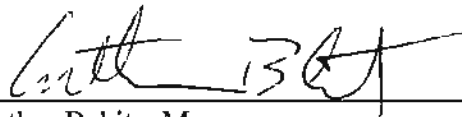
**Read for the First Time** this 15th day of December, 2014

**Read for the Second Time** and approved this 22nd day of December 2014.

This ordinance shall take effect on the 31<sup>st</sup> day following the second reading.

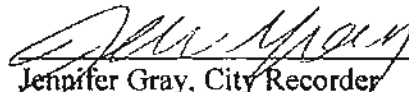
////

AYES: 6  
NAYS: 0  
ABSTAIN: 0  
ABSENT: 1

  
\_\_\_\_\_  
Arthur Babitz, Mayor

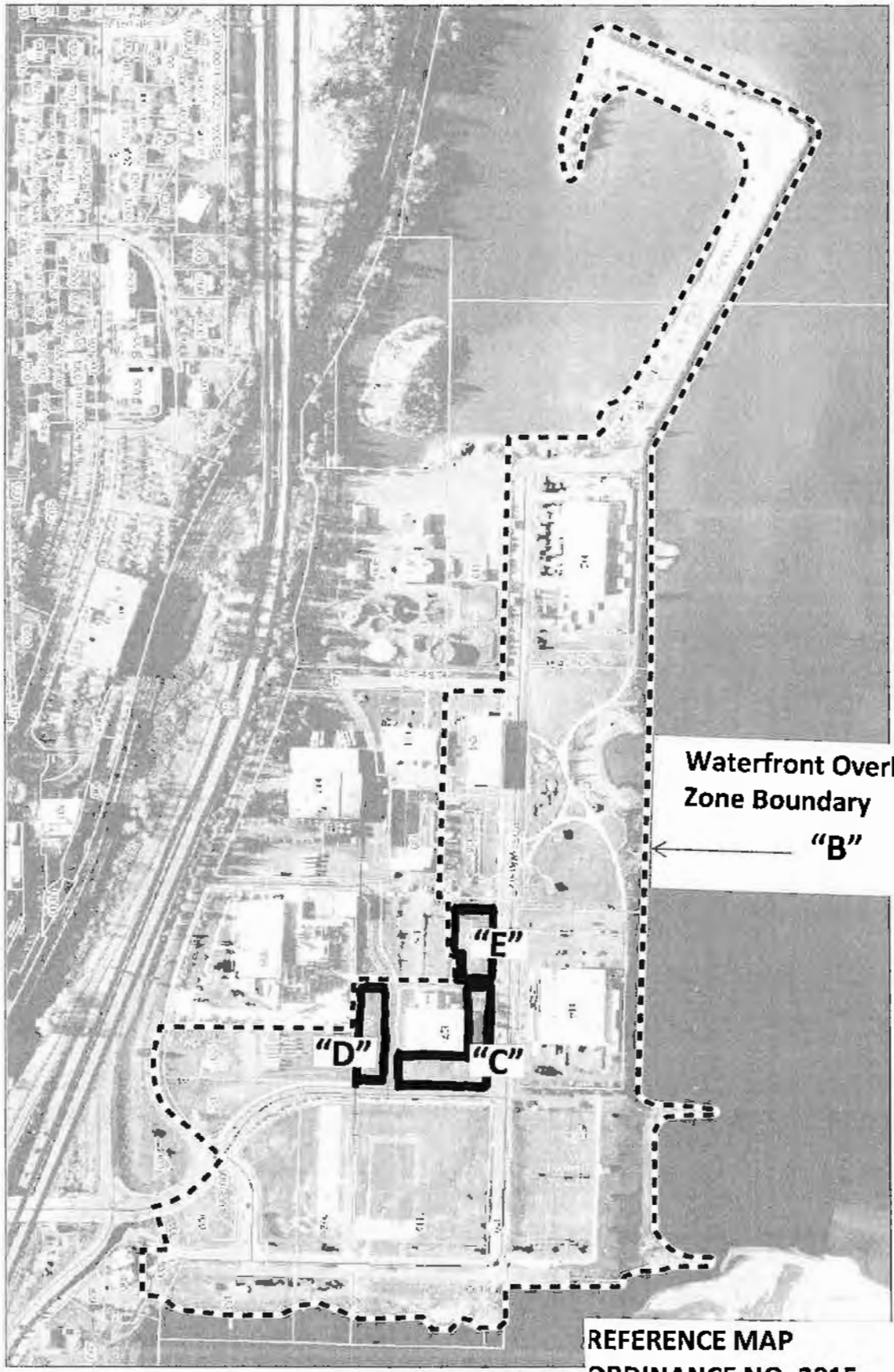
ATTEST:

Approved as to form:

  
\_\_\_\_\_  
Jennifer Gray, City Recorder

\_\_\_\_\_  
Daniel Kearns, City Attorney





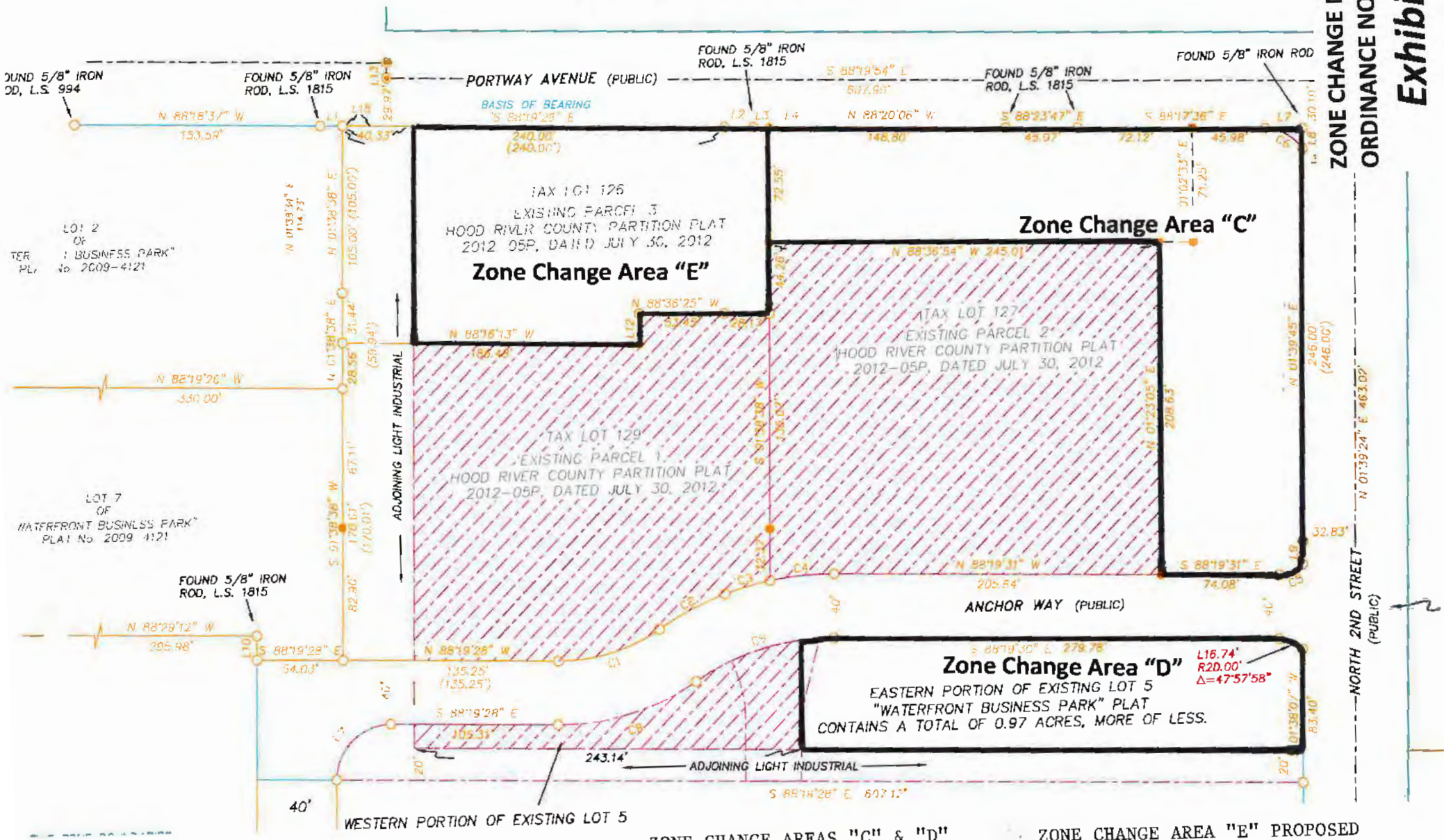
Waterfront Overlay  
Zone Boundary  
"B"

REFERENCE MAP  
ORDINANCE NO. 2015  
*Exhibit A*

**ORDINANCE NO. 2015  
WATERFRONT OVERLAY ZONE  
PROPOSED ZONE CHANGES**

**ZONE CHANGE MAP  
ORDINANCE NO. 2015**

**Exhibit A**



Hatching represents previously approved Zone Change From General Commercial (C-2) to Light Industrial (LI) approved by Ordinance No. 2012

ZONE CHANGE AREAS "C" & "D" ARE PROPOSED TO CHANGE FROM GENERAL COMMERCIAL (C-2) TO LIGHT INDUSTRIAL (LI) WITH WATERFRONT OVERLAY ZONE

ZONE CHANGE AREA "E" PROPOSED TO REMOVE TEXT CONDITION FROM ORDINANCE NO. 1762 AND RETAIN GENERAL COMMERCIAL (C-2) WITH WATERFRONT OVERLAY ZONE

**BEFORE THE CITY OF HOOD RIVER PLANNING COMMISSION  
HOOD RIVER, OREGON**

In the matter of Amendments)  
To the Hood River Municipal)  
Code: To add Chapter )  
17.03.130 Waterfront Overlay)  
Zone and rezone of certain)  
Waterfront area lands)

**FINDINGS AND CONCLUSIONS**

**I. GENERAL INFORMATION:**

**A. REQUEST:** A hearing to consider amendments to the Hood River Municipal Code, Comprehensive Plan and Zoning Map (File No. 2014-22) through Ordinance No. 2015, including:

1. Amendments to the Hood River Municipal Code (HRMC) to add a new chapter to the Zoning Ordinance, Chapter 17.03.130 Waterfront Overlay Zone:
2. Chapter 17.03.130 Waterfront Overlay Zone:
  - a. Allows a very limited amount of commercial use on certain industrial sites.
  - b. Establishes design standards for new commercial and industrial uses.
  - c. Establishes design standards and public access requirements for the Waterfront Trail.
3. Amend the Comprehensive Plan and Zoning Map to add an overlay zone called Waterfront Overlay Zone affecting the following properties (*see attached map*):
  - Land north of Portway Ave. including The Hook and 3N10E25 Tax Lots 112, 113, 114, 122 and a portion of 100;
  - Portway Ave. and all lots/parcels adjacent to the southern boundary of the Portway Ave. right-of-way that are located east of N. 8<sup>th</sup> St. including 3N10E25 Tax Lots 124, 125, 126 and 127;
  - All lots/parcels adjacent to the western boundary of the N. 2<sup>nd</sup> St. right-of-way that are located south of Portway Ave. and north of Riverside Dr. including 3N10E25 Tax Lot 127 (Parcel 2 of CS No. 2012-031), the eastern 363.98 feet of Tax Lot 128 (Lot 5 of the Waterfront Business Park Subdivision, CS No. 2009-055), the eastern 165 feet of Tax Lot 108 (CS No. 2009-012), and Tax Lot 132;
  - 3N10E25 Tax Lot 120 (CS No. 2009-012) located north of Riverside Dr. and west of N. 2<sup>nd</sup> St.;
  - 3N10E25DB Tax Lots 500, 600, 700, 800 and 900 located south of Riverside Dr. and east of N. 2<sup>nd</sup> St. (CS Nos. 97068 and 2014-007);
  - All lots/parcels between N. 2<sup>nd</sup> St. and the Nichols Boat Basin including 3N10E25 Tax Lots 102, 109, 115 and 133.

This area includes lands owned by the Port of Hood River, Ryan Holdings, Inc., Parkside Lands LLC, and Fluvian, Inc.

4. Amend the Comprehensive Plan and Zoning Map to rezone property designated as Parcel #1 (19,145 square feet) and Parcel #2 (23,445 square feet) of City Partition File No. 2014-13 which is located at the southwest corner of N. 2<sup>nd</sup> St. and Portway Ave. from General Commercial (C-2) to Light Industrial (LI). This property is owned by the Port of Hood River and is vacant.

**ORDINANCE NO. 2015**

***Exhibit B***

5. Rezone Lot 5 of the Waterfront Business Park Subdivision (3N10E25 Tax Lot 128), from General Commercial (C-2) to Light Industrial (LI). This lot is located at the southwest corner of N. 2<sup>nd</sup> Street and Anchor Way, owned by the Port of Hood River and is vacant with the exception of a storm water facility. Approximately 0.17 acre of the 0.96-acre lot was rezoned from General Commercial (C-2) to Light Industrial (LI) through Ordinance No. 2012. The current proposal rezones the remainder of the lot so that it is zoned Light Industrial (LI) in its entirety.

6. Confirm application of General Commercial (C-2) Zoning to a portion of Parcel 3 of County Survey No. 2012-031 (3N10E25 Tax Lot 126). The property is located on the south side of Portway Ave. between N. 2<sup>nd</sup> St. and N. 8<sup>th</sup> St. and the building on the site includes tenant Solstice Wood Fire Cafe.

Approximately 28,502-square feet of the 35,015-square-foot parcel is zoned General Commercial (C-2) *subject to conditions*. The remaining 6,513-square feet of the parcel is zoned Light Industrial (LI).

In 1998, following approval of Zone Change File No. 98- 24, Ordinance No. 1762 was adopted including the following condition: “The use of the subject property will be limited to the specific use as identified in the need – Expo Center, parking lot, Conference Center, Visitor’s Center and Chamber of Commerce. This condition can be removed upon approval of the proposed commercial designation of the subject properties through the legislative rezones for the Waterfront Plan.” This condition limiting uses affects the subject parcel.

The condition of Ordinance No. 1762 limiting uses on the former Expo Center site is being removed in association with adoption of the current Waterfront Refinement Plan (Ordinance No. 2015). As such, 28,502-square feet of the parcel will be zoned General Commercial (C-2) with no limiting conditions, and 6,513-square feet will remain zoned Light Industrial (LI).

**B. APPLICANT:** City of Hood River

**C. APPLICABLE HOOD RIVER MUNICIPAL CODE (HRMC) CRITERIA:**

1. 17.08.020 – Legislative Zone Changes and Plan Amendment Criteria
2. 17.09.050 – Legislative Actions
3. Oregon Statewide Planning Goals

**D. COMMENTS:** Property owners entitled to notice pursuant to ORS 227.186 were notified of this request. Notice also was published in the Legal Notices section of the Hood River News.

A Project Advisory Committee was formed of interested citizens, (2) City Councilors, (1) Planning Commissioner; and (1) Port Commissioner to work with the Port and City Staff and a consultant to prepare a plan for review by the Planning Commission. The correspondence they received and body of their work will be forwarded to the PC.

**E. AGENCY COMMENTS:** The Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) were notified of this request. No comments were submitted prior preparation of the findings and conclusions.

**F. HISTORY:**

1. City Council authorized the staff to hire a consultant to assist in the preparation of a Waterfront Refinement Plan on May 12, 2014.
2. Joint City/Port open house to discuss upcoming Waterfront Refinement Plan project on September 30, 2014.
3. Waterfront Advisory Committee met on October 22, 2014, October 28, 2014, November 5, 2014, November 11, 2014 and November 21, 2014.

4. Notice of Proposed Amendment mailed to DLCD on October 28, 2014.
5. ORS 227.186 (BM56) notices mailed to property owners on November 21, 2014.
6. Notice of proposed municipal code amendments published in the Legal Notices section of Hood River News on November 26, 2014.
7. Planning Commission work session held November 24, 2014
8. Planning Commission hearing held on December 1, 2014
9. City Council hearing held for December 15, 2014 and Ordinance 2015 read for the first time.
10. City Council to read Ordinance 2015 for the 2<sup>nd</sup> and final time on December 22, 2014.

#### **G. ATTACHMENTS:**

1. Attachment "A" – HRMC 17.03.130
2. Attachment "B" – Map amendments
3. Attachment "C"- Testimony from the Planning Commission and Council hearings
4. Attachment "D" - Hood River Waterfront Amendments Trip Generation from DKS Engineering dated December 12, 2014.

#### **II. BACKGROUND**

The Waterfront district has changed significantly over the last 75 years. The Port of Hood River provides a comprehensive history of development of the Waterfront district at [www.portofhoodriver.com/info/history.php](http://www.portofhoodriver.com/info/history.php), summarized in part and augmented with zone-change information as follows:

- 1933: Port of Hood River established as a part of the Bonneville Dam Project.
- 1960s: Fill completed at the second waterfront site located west of the Hood River.
- 1970: Fill completed at third site in the Marina Park area and general improvements began. Waterfront Industrial Park businesses included Luhr Jensen, Western Power Products, Hood River Distillers and Jantzen.
- 1975: First Port of Hood River Waterfront Plan produced.
- 1980: With the adoption of the City's Comprehensive Plan, property north of Interstate 84 and west of the "Boat Basin" was zoned Light Industrial, property surrounding the Boat Basin was zoned Industrial, and property surrounding the Hood River (SR-35) Bridge was zoned General Commercial.
- 1983: Hood River Waterfront Plan, Phase I, set waterfront development in process.
- 1989: Cruise ships began stopping at the commercial dock. Hood River Waterfront Plan updated.
- 1993: Clark Door building began its transformation into Expo Center exhibition hall and Visitors Center. Commercial use of the property was permitted in the Light Industrial zone at that time.
- 1997: City changed Light Industrial zone to prohibit commercial uses.
- 1998: Zone change approved on the Expo Center property (3N10E25 Tax Lots 116, 117, 118) from Light Industrial to General Commercial (File No. 1998-24, Ordinance No. 1762). Planning Commission adopted conditions of approval limiting use of the property to the Expo Center, Visitor's Center, Parking (west side) and Conference Center with an expectation that these conditions would become null if/when the Waterfront Master Plan was adopted.
- 1999: Zone change approved on the Hattenhauer property near the southwestern corner of Boat Basin (3N10E25DC#200) from Light Industrial to General Commercial (File No. 1999-10, Ordinance No. 1772). Approval was based on historic use as vehicle service station.
- 2006: Zone change approved for the Nichols Boat Works property (3N10E25DB Tax Lots 100 and 200) from Industrial to General Commercial. The Planning Commission found that the rezone would allow uses associated with recreation such as restaurants, recreational rental, hotels and similar amenities for tourists and recreational users, and that it was consistent with the City's 1999 Goal 9 inventory which identified a need for 8 acres of lodging development including approximately 275 lodging rooms.

- 2007: Port developed Waterfront Development Strategy.
- 2010: Zone change approved for the western edge of the Boat Basin (3N10E25 Tax Lots 100, 102, 109, 115 and 500) from Industrial to Light Industrial (File No. 2010-17, Ordinance No. 1989).
- 2011: City conducted an Economic Opportunities Analysis (EOA) under State-wide Planning Goal 9 (Economic Development), was adopted by the City Council (Ordinance 1994).
- 2012: Port initiated planning process for "Lot 1" on Waterfront resulting in three development concepts and a market research paper considering potential development scenarios.
- 2014: Port receives grant for trail improvements and initiates Nichols Basin West Edge Trail Planning
- 2014: City Council initiates Waterfront Refinement Plan project

### Waterfront Refinement Planning

Since the land was created from dredge spoils and rock in the 1960s it has been zoned, described in the city's Comprehensive Plan, rezoned, subject of attempts at a waterfront "master plan," subject of several comprehensive planning processes by the Port District, subject of lawsuits and initiative petitions.

These processes have considered fundamental issues:

- the balance between employment lands, recreation spaces, and habitat
- viewsheds
- vehicular and non-vehicular transportation
- building height, setbacks, design standards
- acceptable uses in each zone
- parks and trails

Recently, the Port has expressed an interest in rezoning the Expo Center parcel, and their ongoing planning process for "Lot 1" (East of N. Second Street) presumes additional zone changes. The Port has expended considerable resources and effort planning their remaining waterfront assets, and they have engaged the public in discussion of Lot 1 as a whole and the design of Nichols Basin waterfront in particular.

As some of the last pieces of the land use puzzle are being placed, it has become apparent that a series of individual lot specific quasi-judicial decisions would not result in a desired comprehensive planned approach to this area. Given this, the City initiated a legislative process so that the interaction and relationship of the parcels could be considered. Rather than start from scratch, this planning process is intended to build upon or "refine" all the previous work to resolve the outstanding issues for this area.

### Project Advisory Committee

The project advisory committee (PAC) was appointed by the City Council on October 22, 2014, October 28, 2014, November 5, 2014, November 11, 2014 and November 21, 2014. Participants included: Jaime Athos, Gary Bushman, Stephen Ford, Kate McBride, Victor Pavlenko, Heather Staten, Mark Zanmiller, Rich McBride and Steve Gates (alternate). The PAC met five times (10/22, 10/28, 11/5, 11/11, and 11/21) to review a preliminary draft of a Waterfront Overlay Zone prepared by the project consultant, Angelo Planning Group, and identify needed code amendments. All of the meetings were public and well attended by other community members.

### *Summary of PAC Recommendations*

The PAC worked through a wide range of issues and was able to reach full consensus or close to it on most of them. The recommendations to the Planning Commission include:

- Adopt a Waterfront Overlay Zone. Attachment “B” (HRMC 17.03.130) reflects the PAC’s recommendations related to the Waterfront Overlay Zone.
- Rezone from General Commercial (C-2) to Light Industrial (LI) Parcel #1 (19,145 square feet) and Parcel #2 (23,445 square feet) of City Partition File No. 2014-13 and Lot 5 of the Waterfront Business Park Subdivision (3N10E25 Tax Lot 128).
- Retain the C2 zoning and remove the 1998 condition limiting uses on the 3N10E25 Tax Lot 126 (“Solstice Building”) to Expo Center, Visitor Center, and similar uses.

### **Summary by Subsection Attachment “B” 17.03.130 Waterfront Overlay Zone**

The purpose of the Waterfront Overlay zone is threefold: to implement a design concept for the west side of the Nichols Basin in order to create an active recreational area with recreational facilities and some limited commercial development within the Light Industrial (LI) zone; establish urban design standards for new industrial and commercial development within the Overlay Zone consistent with the character of the Port and the City of Hood River to ensure an attractive and pedestrian friendly street character; and improve local access and visibility to and along the waterfront by protecting public access to the Waterfront Trail.

- A. **Boundary.** The study area for the project was initially the area north of Portway, and east of N. Second Street (Lot 1, the Event Site, the Luhr Jensen Building, the Waterfront Park, the Western Power Building, and the Hook). However, the PAC recommends that the boundary be expanded. The PAC’s recommended boundary for the Waterfront Overlay Zone and a corresponding text description prepared by City staff are reflected in Attachment “B” and accepted by the Planning Commission and the City Council.
- B. **Subareas.** This subsection is new to the revised draft. It includes new maps and names for the four subareas within the overlay zone that have unique standards: Subarea 1 (formerly described as Lot 1a), Subarea 2 (formerly described as Expo II), Subarea 3 (Industrial land north of Portway Avenue), and Subarea 4 (formerly described as Lot 1).
- C. **Applicability.** This subsection establishes when the Waterfront Overlay Zone applies. An overlay zone sits over top of base zones (e.g. LI, C2, etc) and establishes special or modified standards that are unique to that geographic area. The overlay zone is applied in conjunction with the base zones, so this section clarifies that the overlay zone takes precedence over the base zones in the case of a conflict.
- D. **Permitted Land Uses.** The PAC was concerned about the potential for fast-food restaurants and other highway-oriented commercial being sited within the overlay zone and recommends prohibiting drive-through uses and facilities as a means of discouraging such businesses. In addition, there are two locations (subareas) within the overlay zone where the PAC has recommended that additional uses be allowed and one location (Subarea 4) where the PAC was split in its recommendation:
1. **Subarea 1 Uses.** Subarea 1 is zoned LI. This section would allow some non-accessory commercial uses if they meet the size limits in Section F. In addition, storage of non-motorized watercraft/recreational equipment has been added to allow for the community boathouse.
  2. **Subarea 2 Uses.** Subarea 2 is recommended to be rezoned to LI. This section would allow up to 10% or 1500 sf of non-accessory commercial on Subarea 2 provided that the total commercial (accessory and non-accessory) does not exceed 2500 sf or 25% of the building; and

allow up to 25% professional office uses with the exception of Lot 5 corner of Anchor Way and Second Street) which the Planning Commission and City Council kept as LI only in order to address Hood River Distiller's concerns about vehicular traffic on Anchor Way which was not light industrial in nature.

- E. Development and Design Standards for Commercial and Industrial Development. These standards would apply to all new commercial and industrial development in the Overlay. The PAC provided direction regarding the standards, including establishing requirements for building facades, windows, building orientation and materials. To allow for further design flexibility and creativity, there is a new adjustment process included in Subsection M.
- F. Development and Design Standards for Subarea 1. These standards would work in conjunction with subsection E, to implement the preferred design concept for the west side of the Nichols Basin. This subsection establishes size limits for buildings on Subarea 1 and other special design standards. Changes to these standards recommended by the PAC are reflected in Exhibit "A". The PAC had a lengthy discussion over the amount of commercial and industrial square footage that should be allowed (7,000 sf vs. 10,000). The majority of the PAC supported the 10,000 sf. The Planning Commission decided that the total commercial and industrial floor area, including but not limited to buildings, private patios and decks, within Subarea 1 shall not exceed 7,000 square feet. The exterior dimensions of transient vending carts and other temporary structures shall be included in this calculation. The City Council accepted the Planning Commission's recommendation.
- G. Development Standards for Subarea 3 and Subarea 4. This is a subsection that includes the height limit of 28' for the industrial land north of Portway Avenue (Subarea 3) as well as the maximum building footprint of 50,000 square feet for both Subarea 3 and Subarea 4. The Planning Commission recommended and the City Council accepted that the maximum building footprint within the areas designated as Subarea 3 and Subarea 4 is 25,000 square feet.
- H. Street Trees and Landscaping. This subsection establishes enhanced parking lot and street tree standards for the entire Overlay area.
- I. Lighting. This subsection establishes enhanced lighting standards for the entire Overlay area including a requirement that "classic" light fixtures be used for street lighting.
- J. Screening and Storage. This subsection establishes enhanced screening standards for the entire overlay zone. The PAC recommendation includes new screening requirements for rooftop mechanical equipment to help preserve views from downtown and the City Council adopted this recommendation.
- K. Design Standards for Waterfront Trail Improvements. This subsection establishes development and design standards for the Waterfront Trail. It includes requirements for a public access easement. The revised draft reflects the varying conditions along trail (e.g., unique constraints at the "hook"). The PAC recommends a minimum required width of 10 feet for consistency with the recently awarded trail grant and that recommendation was accepted by the Planning Commission and City Council.
- L. Signs. This section includes a reference to the City's sign standards.
- M. Adjustments to the Standards. In the City's current zoning code, the approval criteria for a variance would be difficult to meet if an applicant simply wanted to vary from a design requirement (e.g., use different materials). In order to address this problem, this subsection establishes approval criteria that are aligned with the purpose of the Waterfront Overlay Zone.



*Goal 9: To diversify and improve the economy to the Hood River planning area while preserving and promoting the City's quality of life and small-town atmosphere.*

*POLICIES:*

- 1. Preserve and promote the city's "quality of life" including small town atmosphere, family-oriented community, good schools, open space and recreational opportunities, urban bike and walking system, beautiful natural setting and space for existing business to expand as an incentive for economic development.*
- 2. Support a mix of light and heavy industrial development on the Waterfront that is compatible with recreational activities and that supports recreational commercial development.*
- 3. Allow for new and existing business expansion needs that support retention and growth of strategic employment clusters community which include: health care; advanced manufacturing (e.g., avionics, composite materials, electronics, etc.); athletic/outdoor gear (e.g., wind sports gear, apparel, etc.); clean-tech (e.g. utilities, wind energy research and development, etc.); food and beverage processing (e.g., fruit juice, wine, beer, organic supplements, etc.); creative services (e.g., computer software development, electronic publishing, etc.); and advanced education and create a desired balance between the quality of life of this community and economic health of the city.*
- 4. The majority of the targeted businesses that consider expanding/relocating to Hood River will consist of small businesses (less than 10 employees) that can locate within existing office or industrial buildings or within new office or flex/industrial buildings that are developed on vacant sites under 5 acres of size.*
- 5. Ensure provisions of adequate public facilities in association with development to support economic development and maintain consistency between the public facilities plans and the Goal 9 goals, policies and implementation strategies.*
- 6. The City has several commercial areas that can be set apart in the City and each have their own unique characteristics: Central Business District, The Heights Business District, the Waterfront, and West Cascade. The City will seek to distinguish these differences and propose ways to maintain these district employment districts.*
- 7. Limit commercial use on lands reserved for light industrial and industrial use.*
- 8. Minimize conflicts between uses that generate pollution, noise and similar adverse conditions (e.g. industrial) with other uses.*
- 9. Engender economic sustainability by supporting small businesses.*
- 10. To continue to recognize the City's role in the Hood River planning area, county and beyond.*
- 11. Maximize the potential use of the Waterfront and Exit #62. Policy actions should reflect the possibility of large-scale, denser development at the Waterfront and where there are areas for higher density, industrial uses including a campus setting.*
- 12. Transportation impacts may be the defining issue for the projects within the I-84 corridor. The EOA should emphasize the need to work proactively with ODOT to solve access/egress issues and the need to emphasize transportation demand management measures (TDM).*

### IMPLEMENTATION STRATEGIES:

- 1a. Require uses that generate pollution, excessive noise, and similar adverse conditions to obtain a conditional use permit.*
- 1b. Adopt building and site design standards in the commercial and industrial zones consistent with quality of life characteristics.*
- 2a. Amend the land use code to allow for light industrial uses that have emerged into the Hood River market not already defined in the code.*
- 3a. Amend the land use code to allow for light industrial uses that have emerged into the Hood River market not already defined in the code.*
- 3b. Write standards for development review that improve clarity and reduce uncertainty. Consider adopting a two-track review process: the first relying on detailed standards for administrative review, the second relying on more discretionary standards for quasi-judicial review.*
- 3d. Adopt building and site design standards in the commercial and industrial zones consistent with quality of life characteristics.*
- 4a. Maintain an inventory of appropriately zoned land consistent with the needs, to include maintenance of short-term and long-term land supplies.*
- 6a. Define boundaries of existing commercial districts and develop building and site design standards for each district.*
- 7a. Maintain an inventory of appropriately zoned land consistent with the needs, including maintenance of short-term and long-term land supplies.*
- 8a. Adopt building and site design standards in the commercial and industrial zones consistent with quality of life characteristics.*
- 9a. Amend the land use code to allow for light industrial uses that have emerged into the Hood River.*
- 10a. Cooperate with the Port of Hood River, regional, state and federal agencies and private businesses to develop and implement plans to improve the diversity the economic bases of the planning area.*
- 11a. EOA implementation strategies should also emphasize the need to maximize the use of the Waterfront are and Exit #62.*

### City of Hood River Economic Opportunities Analysis (EOA):

The adopted EOA includes revised goals, policies and implementation strategies under Goal 9 of the Comprehensive Plan associated with improving employment opportunities.

Goal 9 policies affecting the Waterfront include:

- 2. Support a mix of light and heavy industrial development on the Waterfront that is compatible with recreational activities and that supports recreational commercial development.*
- 6. The City has several commercial areas that can be set apart in the City and each have their own unique characteristics: Central Business District, The Heights Business District, the Waterfront,*

and West Cascade. The City will seek to distinguish these differences and propose ways to maintain these distinct employment districts.

8. Minimize conflicts between uses that generate pollution, noise and similar adverse conditions (e.g. industrial) with other uses.
11. Maximize the potential use of the Waterfront and Exit #62. Policy actions should reflect the possibility of large-scale, denser development at the Waterfront and where there are areas for higher density, industrial uses including a campus setting.

### **III. ZONING ORDINANCE APPROVAL CRITERIA:**

#### **A. CHAPTER 17.08 – ZONE CHANGES AND PLAN AMENDMENTS:**

17.08.010 Legislative Zone Changes and Plan Amendments. Legislative zone changes or plan amendments ("zone or plan changes") may be proposed by the Planning Commission or City Council. Such proposed changes shall be broad in scope and considered legislative actions. The City Council shall obtain a recommendation on the proposed changes from the Planning Commission. The recommendation of the Planning Commission shall be forwarded to the City Council within sixty (60) days after it is requested from the Planning Commission. The Planning Commission shall conduct at least one (1) public hearing to assist in formulating its recommendation. The City Council shall conduct its own public hearing. Public notice of the legislative zone or plan change hearing before the City Council shall be published in a newspaper of general circulation within the city at least twenty (20) days prior to the date of the hearing.

**FINDINGS:** The City Council initiated the legislative Waterfront Refinement Plan process order to consider issues related to implementation of the design concept for the west side of the Nichols Basin, urban design standards for new industrial and commercial development, and improvements to Waterfront Trail in a comprehensive fashion. This process has resulted in the Waterfront Advisory Committee recommendations summarized above.

The Planning Commission will hold a hearing to consider legislative amendments to the Hood River Municipal Code and made recommendations to the City Council. Notice of the proposed legislative amendments was published in the Hood River News greater than 20 days prior to the date of the City Council hearing. As such the proposal is consistent with these requirements.

#### 17.08.020 Legislative Zone Changes and Plan Amendments Criteria

- A. Legislative zone or plan changes may be approved if
  1. The effects of the change will not be unreasonably harmful or incompatible with existing uses on the surrounding area; and
  2. Public facilities will be used efficiently; and
  3. No unnecessary tax burden on the general public or adjacent land owners will result.

**FINDINGS:** The effects of the change will not be unreasonably harmful or incompatible with existing uses in the surrounding area because the Waterfront district is zoned primarily for purposes of employment generation and for recreation. The vision for the Waterfront as stated in the Comprehensive Plan policies is to:

*Support a mix of light and heavy industrial development on the Waterfront that is compatible with recreational activities and that supports recreational commercial development.*

As noted below, the proposal represents a balance between these two functions:

- The proposed Waterfront Overlay Zone includes a very limited amount of non-accessory commercial uses within Subareas 1 and 2, which will allow for some additional recreation

supportive commercial uses in areas that are close to existing recreation facilities (i.e., event site and Waterfront Trail).

- The design standards will help ensure that industrial and commercial uses are designed to be compatible with existing development and recreational uses.
- The Waterfront Trail standards will help enhance a valuable recreation resource.
- The recommendation includes rezoning approximately 1.9 acres of land from General Commercial (C2) to Light Industrial (LI), which will increase the opportunities for employment.
- The Waterfront Overlay Zone will prohibit drive-through and drive-up facilities and uses, which could reduce the potential for conflicts with industrial traffic.

All of the land within the overlay zone is currently zoned for urban levels of development and served with public facilities. With the exception of the proposed height limit of 28 feet on Subarea 3, the overall intensity and density of urban development is not expected to be significantly changed by the proposal. Therefore, public facilities are not expected to be impacted by the proposal.

No unnecessary tax burden on the general public or adjacent land owners will result. The proposal is intended to facilitate high quality improvements and development at Waterfront which would be expected to have a positive impact on property taxes. In addition, the existing restriction on the former Expo site renders the existing C-2 zoning useless for new development on that site. There is no longer any need for an Expo Center, Visitor Center, and similar uses. The proposal would rezone most of the former Expo site back to its original zoning Light Industrial, which will remove the condition. Doing so will allow for the potential redevelopment of this portion of the Expo site; thus increasing the potential for additional property tax revenue. The remainder of the site is already developed with a new high value building 3N10E25 Tax Lot 126 (“Solstice Building”). The condition also makes this existing development potentially non-conforming, which could impact the long term value of the improvements and potentially result in a costly lawsuit for the City.

- B. Legislative zone or plan changes may be approved if subsection (A) above is met and one or more of the following, as applicable, are met:
1. A mistake or omission was made in the original zone or plan designation.
  2. There is not an adequate amount of land designated as suitable for specific uses.

**FINDINGS:** According to the Economic Opportunities Analysis (EOA), there is not an adequate amount of land designated as suitable for office uses. The Light Industrial (LI) Zone allows industrial office uses. In addition, the overlay zone would allow up to 25% of the floor area within Subarea 2 to be used for offices which are not accessory to industrial uses. The proposal would also rezone approximately 1.9 acres from C-2 to LI. The EOA identifies a need for additional industrial land in the “high growth” scenario, and there is no corresponding shortage of commercial land. There is no longer any need for an Expo Center, Visitor Center, and similar uses. The overlay zone allows a limited amount of non-accessory commercial on Subareas 1 and 2 as well as a community boat house in Subarea 1. Allowing these specific uses in these limited locations will improve the interface between recreation and employment along Portway Avenue and the Waterfront trail.

- C. The hearing body shall consider factors pertinent to the preservation and promotion of the public health, safety, and welfare, including, but not limited to
1. The character of the area involved;
  2. It’s peculiar suitability for particular uses;
  3. Conservation of property values; and
  4. The direction of building development.

**FINDINGS:** Factors pertinent to the preservation and promotion of the public health, safety and welfare were considered including:

- The vision or character of the area as stated in the Comprehensive Plan policies is to:  
*Support a mix of light and heavy industrial development on the Waterfront that is compatible with recreational actives and that supports recreational commercial development.*  
As described above, the proposal addresses the needs of both these functions.
- Because of its location, the Waterfront is uniquely suited to provide for both employment uses and recreation activities and recreational commercial uses. The mix of uses and proposed standards included in the proposal are intended to balance these needs and resolve potential conflicts.
- Property values should be expected to benefit. The proposal is intended to facilitate high quality improvements and development at Waterfront which would be expected to have a positive impact. In addition, the existing restriction on the former Expo site renders the existing C-2 zoning useless for new development on a portion of that site since there is no longer any need for an Expo Center, Visitor Center, and similar uses. The condition also makes existing development on 3N10E25 Tax Lot 126 (“Solstice Building”) potentially non-conforming, which could impact the long term value of the improvements.
- The direction of building development features several new commercial and industrial employers who have located in the Waterfront district recently. The proposed design standards will ensure that future development is compatible with this new high quality development
- Other factors considered include traffic impacts.

**17.08.050 Transportation Planning Rule (Legislative and Quasi-Judicial)**

- A. Zone changes and amendments to the comprehensive plan and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:
  - 1. Limiting allowed land uses to be consistent with the planned function of the transportation facility;
  - 2. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule;
  - 3. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes;
  - 4. Amending the Transportation System Plan to modify the planned function, capacity or performance standards of the transportation facility.
- B. A plan or land use regulation amendment significantly affects a transportation facility if it
  - 1. Changes the functional classification of an existing or planned transportation facility;
  - 2. Changes standards implementing a functional classification system;
  - 3. As measured at the end of the planning period identified in the adopted transportation system plan or, when evaluating highway mobility on state facilities, as measured at the end of the 20 year planning horizon or a planning horizon of 15 years from the proposed date of the amendment adoption, whichever is greater:
    - a. Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility;
    - b. Would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan; or

- c. Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.
- C. Traffic Impact Analysis. A Traffic Impact Analysis or Traffic Assessment Letter shall be submitted with a plan or land use regulation amendment or a zone change application. (See Section 17.20.060 Transportation Impact Analysis).

**FINDINGS:** Transportation impacts must be evaluated when zoning is amended in a manner that increases the potential for vehicular trip generation. While the proposed Waterfront Overlay Zone will allow a very limited amount of non-accessory commercial uses within Subareas 1 and 2, the recommendation also includes rezoning approximately 1.9 acres of land from General Commercial (C2) to Light Industrial (LI). In addition, the Waterfront Overlay Zone will prohibit drive-through and drive-up facilities and uses.

DKS Associates completed the required report (Attachment “E”) addressing transportation impacts. The memorandum documents trip generation changes associated with the proposed comprehensive plan amendment to the Hood River Waterfront Area. The comprehensive plan amendment includes a Waterfront Overlay Zone and several zone changes, as described in the attached staff report, and shown in Attachment “B” – Amendment Map (of this report).

Based on the assumptions presented for each of the areas that are expected to have trip generation impacts in the study area, the trip generation changes associated with each are summarized in Table 5.

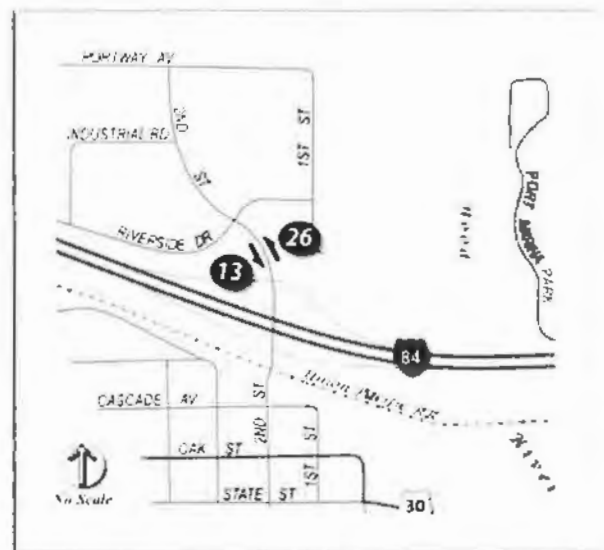
**Table 5: Trip Generation Changes Associated with Each Amendment Action**

Amendment	Current Zoning	Proposed Zoning	Net Trip Change
Subarea 1	LI	LI – plus	-11
Subarea 2	LI/C-2 (Expo)	LI – plus	+32
Lot 5 / Rezone “D”	C-2 (Expo)	LI	+19
<b>Total</b>			<b>+40</b>

LI/LI zoning (e.g. no professional office) would generate the same number of trips as LI/C-2 (Expo) zoning, as shown previously in Table 3a. Therefore, if Subarea 2 were developed under light industrial (LI), without the professional office overlay, trip generation for the overall zone change and waterfront overlay would be reduced by 32 trips, demonstrated by the 32 trip increase associated with the LI – plus zoning shown in Table 5.

The proposed amendments are expected to result in a relatively small trip generation increase in the Hood River Waterfront area. Trip changes to and from the interchange are also summarized in Figure 1, and are expected to increase by 26 trips in the northbound direction and 13 trips in the southbound direction.

No changes are proposed to the functional classification of an existing or planned transportation facility. No changes



are proposed to standard implementing the functional classification system identified in the City's Transportation System Plan (TSP).

The proposed changes will not allow types or levels of land use that will result in levels of travel or access that are inconsistent with the functional classification of a transportation facility. The proposed changes are not expected to reduce the level of service of a transportation facility below the minimum acceptable level identified in the TSP. The proposed changes are also not expected worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP.

#### **IV. STATEWIDE PLANNING GOALS AND OREGON ADMINISTRATIVE RULES**

**The following Statewide Planning Goals are applicable to the subject request:**

##### **GOAL 1: CITIZEN INVOLVEMENT**

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

**FINDINGS:** The City, through the HRMC has created proper procedures to ensure citizens the opportunity to have input in any proposed text and map amendments. In addition, there was a joint City/Port open house to discuss upcoming Waterfront Refinement Plan project on September 30, 2014. The Project Advisory Committee met on October 22, 2014, October 28, 2014, November 5, 2014, November 11, 2014 and November 21, 2014. A Planning Commission work session was held November 24, 2014

The City has therefore met its obligation of providing for Citizen Involvement under Statewide Planning Goal 1, as defined through the City's adopted procedures.

##### **GOAL 2: LAND USE PLANNING**

*To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**FINDINGS:** The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The City of Hood River Comprehensive Plan was adopted by the City and acknowledged by the Land Conservation and Development Commission (LCDC) as being in compliance with the statewide goals, state statutes and state administrative rules, in 1981.

The proposed amendments are consistent with existing City plan policies and are consistent with Statewide Planning Goal 2.

##### **GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES**

*To conserve open space and protect natural and scenic resources.*

**FINDINGS:** Applicability of Goal 5 to post-acknowledgment plan amendments is governed by OAR 660-023-0250. The proposed amendments do not modify the acknowledged Goal 5 resource list, or that portion of HRMC adopted to protect a significant Goal 5 resource, or a policy that addresses specific requirements of Goal 5. The proposed amendments do not allow uses that would conflict with a particular Goal 5 resource site on an acknowledged resource list. The proposed text amendments do not alter existing protections for natural resources codified in Chapter 16.34 (Natural Resources Overlay Zone) or Chapter 16.35 (Flood Management Overlay Zone).

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 5.

#### GOAL 6 - AIR, WATER AND LAND RESOURCES QUALITY:

*To maintain and improve the air, water and land resources of the state.*

**FINDINGS:** The proposed amendments do not affect policies associated with Goal 6 established by the Hood River Comprehensive Plan. Approval of the proposed text and map amendments will not eliminate the requirement for future development to meet the requirements of the HRMC. Oregon Department of Environmental Quality (DEQ) regulates air, water and land with CWA Section 401 Water Quality, Water Quality Certificate, State 303(d) listed waters, Hazardous Wastes, Clean Air Act (CAA), and Section 402 NPDES Construction and Stormwater Permits. DSL and ACE regulate jurisdictional wetlands and CWA Section 404 water of the state and the country respectively. Future development will still need to comply with these state, national and regional regulations and protections for air, water and land resources quality.

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 6.

#### GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

*To protect life and property from natural disasters and hazards.*

**FINDINGS:** The proposed map and text amendments do not affect policies associated with Goal 7 established by the City of Hood River Comprehensive Plan. Approval of the proposed amendments will not eliminate the requirement for future development to meet the requirements of the HRMC.

The proposed map amendments are therefore consistent with Statewide Planning Goal 7.

#### GOAL 8: RECREATIONAL NEEDS

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**FINDINGS:** The proposed standards for the Waterfront Trail outlined in Exhibit "A" help ensure that the trail will meet the recreational needs of the citizens of Hood River. The uses proposed to be allowed in Subarea 1 include a community boat house.

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 8.

#### GOAL 9: ECONOMIC DEVELOPMENT

*To provide adequate opportunities through the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**FINDINGS:** Goal 9 requires local comprehensive plans for urban areas to:

1. Include an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends;
2. Contain policies concerning the economic development opportunities in the community;
3. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and policies;
4. Limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.

Hood River completed its latest Goal 9 Economic Opportunity Analysis (EOA) in 2011 to address the above statewide requirements. Regarding items 1-4, the EOA sets forth the economic opportunities, policies and land need versus supply analysis for employment lands. The EOA included the following policies related to the Waterfront:

2. Support a mix of light and heavy industrial development on the Waterfront that is compatible with recreational activities and that supports recreational commercial development.



6. The City has several commercial areas that can be set apart in the City and each have their own unique characteristics: Central Business District, The Heights Business District, the Waterfront, and West Cascade. The City will seek to distinguish these differences and propose ways to maintain these distinct employment districts.

8. Minimize conflicts between uses that generate pollution, noise and similar adverse conditions (e.g. industrial) with other uses.

11. Maximize the potential use of the Waterfront and Exit #62. Policy actions should reflect the possibility of large-scale, denser development at the Waterfront and where there are areas for higher density, industrial uses including a campus setting.

The proposed text and map amendments recognize the needs for industrial development as well as recreational activities and recreational commercial development. The proposed design standards will help distinguish the Waterfront as a unique employment district and help maximize the potential use of the Waterfront.

The proposed map and text amendments are therefore consistent with the adopted EOA and Statewide Planning Goal 9.

#### GOAL 10: HOUSING

*To provide for the housing needs of citizens of the state.*

**FINDINGS:** The proposed amendments do not impact any land designated for housing in the Comprehensive Plan.

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 10.

#### GOAL 11: PUBLIC FACILITIES AND SERVICES

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

**FINDINGS:** The proposed amendments are not expected to increase the demand for utility infrastructure and services beyond what was anticipated in the Comprehensive Plan. No amendments to the public facilities plans are necessary in order to accommodate the proposed map and text amendments.

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 11.

#### GOAL 12: TRANSPORTATION

*To provide and encourage a safe, convenient and economic transportation system.*

**FINDINGS:** See the finding under OAR 660-012-0060, below. As described below, the proposed amendments are consistent with Statewide Planning Goal 12.

#### GOAL 13: ENERGY CONSERVATION

*To conserve energy.*

**FINDINGS:** The proposed application text and map amendments do not affect policies associated with Goal 13 established by the Hood River Comprehensive Plan. However, the proposed amendments do support Goal 13 policies by allowing for a more efficient use of land within the current Urban Growth Boundary

The proposed map and text amendments are therefore consistent with Statewide Planning Goal 13.

**The following Oregon Administrative Rules (OAR) are applicable to the subject request:**  
*OAR Chapter 660, Division 12 (Transportation Planning)*

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility [...];
- (b) Change standards implementing a functional classification system;
- (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

**Findings:**

**FINDINGS:** Transportation impacts must be evaluated when zoning is amended in a manner that increases the potential for vehicular trip generation. While the proposed Waterfront Overlay Zone will allow a very limited amount of non-accessory commercial uses within Subareas 1 and 2, the recommendation also includes rezoning approximately 1.9 acres of land from General Commercial (C2) to Light Industrial (LI). In addition, the Waterfront Overlay Zone will prohibit drive-through and drive-up facilities and uses.

DKS Associates completed the required report (Attachment “E”) addressing transportation impacts. The memorandum documents trip generation changes associated with the proposed comprehensive plan amendment to the Hood River Waterfront Area. The comprehensive plan amendment includes a Waterfront Overlay Zone and several zone changes, as described in the attached staff report, and shown in Attachment “B” – Amendment Map (of this report).

Based on the assumptions presented for each of the areas that are expected to have trip generation impacts in the study area, the trip generation changes associated with each are summarized in Table 5.

**Table 5: Trip Generation Changes Associated with Each Amendment Action**

<b>Amendment</b>	<b>Current Zoning</b>	<b>Proposed Zoning</b>	<b>Net Trip Change</b>
Subarea 1	LI	LI – plus	-11
Subarea 2	LI/C-2 (Expo)	LI – plus	+32
Lot 5 / Rezone “D”	C-2 (Expo)	LI	+19
<b>Total</b>			<b>+40</b>

LI/LI zoning (e.g. no professional office) would generate the same number of trips as LI/C-2 (Expo) zoning, as shown previously in Table 3a. Therefore, if Subarea 2 were developed under light industrial (LI), without the professional office overlay, trip generation for the overall zone change and waterfront overlay would be reduced by 32 trips, demonstrated by the 32 trip increase associated with the LI – plus zoning shown in Table 5.

The proposed amendments are expected to result in a relatively small trip generation increase in the Hood River Waterfront area. Trip changes to and from the interchange are also summarized in Figure 1, and are expected to increase by 26 trips in the northbound direction and 13 trips in the southbound direction.

No changes are proposed to the functional classification of an existing or planned transportation facility. No changes are proposed to standard implementing the functional classification system identified in the City's Transportation System Plan (TSP).



The proposed changes will not allow types or levels of land use that will result in levels of travel or access that are inconsistent with the functional classification of a transportation facility. The proposed changes are not expected to reduce the level of service of a transportation facility below the minimum acceptable level identified in the TSP. The proposed changes are also not expected to worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP.

The proposed land use amendments are therefore consistent with Statewide Planning Goal 12 and the Transportation Planning Rule.

**V. CONCLUSIONS:** The approval criteria for the proposed amendments are met.

The proposed amendments are consistent with the City's approval criteria for legislative amendments, the statewide planning goals and the City's Economic Opportunity Analysis, Transportation Planning Rule and Comprehensive Plan. The proposal balances the unique functions of the Waterfront by supporting a mix of light and heavy industrial development on the Waterfront that is compatible with recreational activities and that supports recreational commercial development.

**VI. RECOMMENDATION:** Based on the above findings of fact and conclusions of law, staff recommends that the Planning Commission forwards a recommendation of approval of the proposed Legislative Code Amendments:

1. Attachment "A" – HRMC 17.03.130
2. Attachment "B" – Map amendments

### 17.03.130 Waterfront Overlay Zone

The purpose of the Waterfront Overlay Zone is to: implement a design concept for the west side of the Nichols Basin in order to create an active recreational area with recreational facilities and some limited commercial development within the Light Industrial (LI) zone; establish urban design standards for new industrial and commercial development within the Overlay Zone consistent with the character of the Port and the City of Hood River to ensure an attractive and pedestrian friendly street character; and improve local access and visibility to and along the waterfront by protecting public access to the Waterfront Trail.

#### A. Boundary

The following land is included within the Waterfront Overlay Zone:

- 1) All land north of Portway Avenue including The Hook and 3N10E25 Tax Lots 112, 113, 114, 122 and a portion of 100;
- 2) Portway Avenue and all lots/parcels adjacent to the southern boundary of the Portway Avenue right-of-way that are located east of North 8th St. including 3N10E25 Tax Lots 124, 125, 126 and 127;
- 3) All lots/parcels adjacent to the western boundary of the North 2nd Street right-of-way that are located south of Portway Avenue and north of Riverside Drive including 3N10E25 Tax Lot 127 (Parcel 2 of CS No. 2012-031); the eastern 363.98 feet of Tax Lot 128 (Lot 5 of the Waterfront Business Park Subdivision, CS No. 2009-055), the eastern 165 feet of Tax Lot 108 (CS No. 2009-012); and Tax Lot 132;
- 4) 3N10E25 Tax Lot 120 (CS No. 2009-012) located north of Riverside Drive and west of North 2nd Street;
- 5) 3N10E25DB Tax Lots 500, 600, 700, 800 and 900 located south of Riverside Drive and east of North 2nd Street (CS Nos. 97068 and 2014-007);
- 6) All lots/parcels between North 2nd Street and the Nichols Boat Basin including 3N10E25 Tax Lots 102, 109, 115 and 133.

The boundary of the Waterfront Overlay Zone is shown on the City of Hood River Zoning Map and also is depicted in Figure 17.03.130-1, below.

FILE NO. 2014-22  
**ATTACHMENT "A"**

Figure 17.03.130-1 Boundary of the Waterfront Overlay Zone

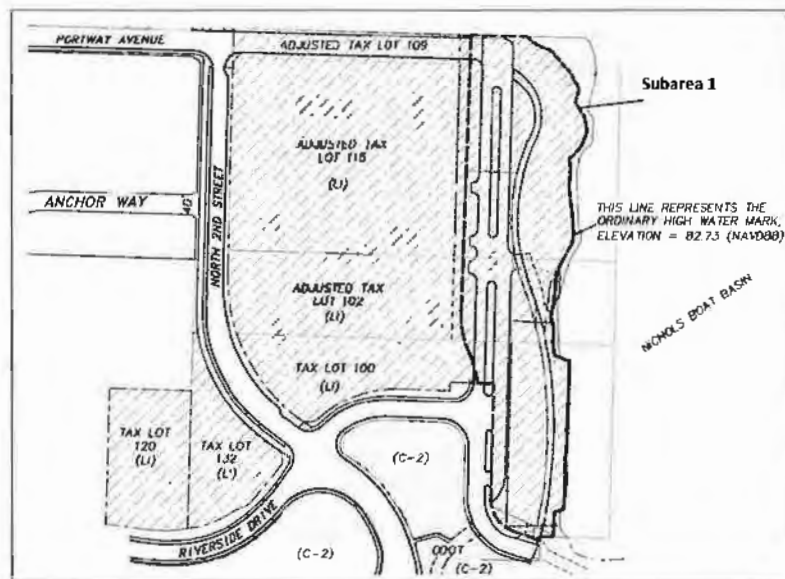


**B. Subareas**

The following subareas are established within the Waterfront Overlay Zone:

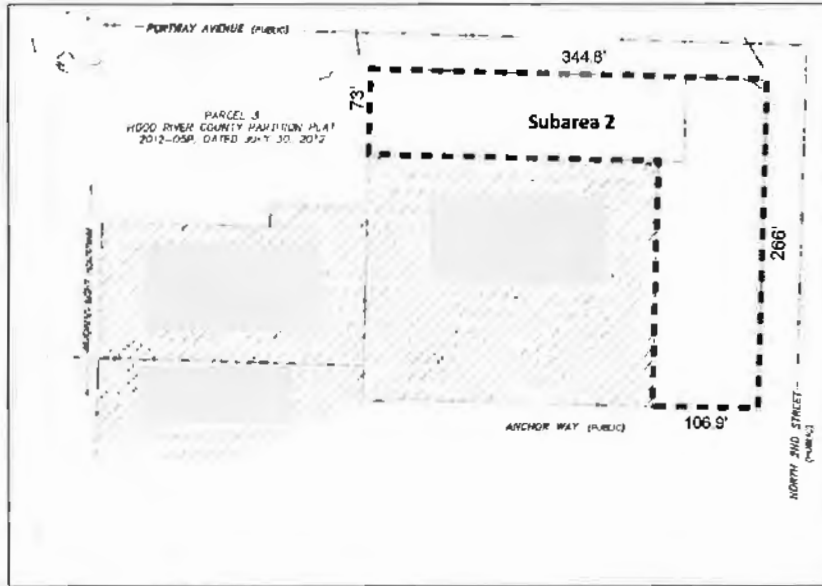
1. Subarea 1. The boundary of Subarea 1 is depicted in Figure 17.03.130-2.

Figure 17.03.130-2 Boundary of the Waterfront Overlay Zone - Subarea 1



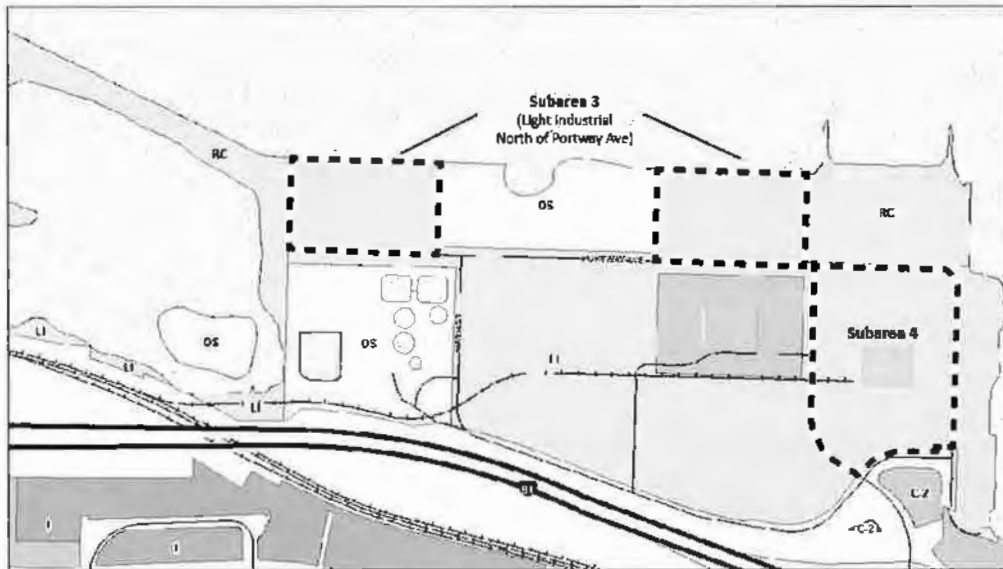
- 2. Subarea 2. The boundary of Subarea 2 is depicted in Figure 17.03.130-3.

Figure 17.03.130-3 Boundary of the Waterfront Overlay Zone - Subarea 2



- 3. Subarea 3 and Subarea 4. The boundaries of Subarea 3 (Industrial land north of Portway Avenue) and Subarea 4 are depicted in Figure 17.03.130-4.

Figure 17.03.130-4 Boundary of the Waterfront Overlay Zone - Subarea 3 and Subarea 4



**C. Applicability**

The provisions of this section shall apply to any land use application pursuant to Section 17.09 that is for a parcel within the Waterfront Overlay Zone, as defined by Section 17.03.130.A. Any conflict between the standards of the Waterfront Overlay Zone and those contained within other chapters of the Zoning Ordinance shall be resolved in favor of this chapter.

**D. Uses.**

Except as modified below, uses allowed in the underlying zoning districts are allowed within the Waterfront Overlay Zone subject to applicable provisions in the Zoning Ordinance and in Title 16, Subdivision Ordinance.

1. Waterfront Overlay Zone.
  - a. Commercial drive-through uses and facilities are not allowed within the Waterfront Overlay Zone.
2. Subarea 1 Uses.
  - a. Additional Permitted Uses. Within the area identified as Subarea 1 on Figure 17.03.130-2, the following additional uses are allowed:
    - i. Launch sites for non-motorized water sports.
    - ii. Transient vending carts subject to the size limitations in 17.03.130.D.2.d, below.
    - iii. Open space.
    - iv. Non-motorized water sport schools and rentals, excluding any permanent structures, provided that temporary structures are subject to the size limitations in 17.03.130.D.2.d, below.
  - b. Additional Permitted Uses subject to Site Plan Review. Within the area identified as Subarea 1 on Figure 17.03.130-2, the following additional uses are allowed subject to Site Plan Review:
    - i. Commercial retail uses, including the provision of goods and/or services for sale to the public, which are not accessory and essential to a permitted light industrial use provided (a) the size limitation in 17.03.130.D.2.d, below, is met; and (b) over-night lodging facilities are prohibited.
    - ii. Parks and playgrounds.
    - iii. Public Facilities limited to restrooms, lockers, showers, storage and related facilities owned and utilized by a non-profit or public entity to facilitate public recreational use of non-motorized watercraft. All other Public Facilities require conditional use approval in accordance with Section 17.03.060(C).
  - c. Restriction on Light Industrial Uses. Within the area identified as Subarea 1 on Figure 17.03.130-2, commercial and industrial uses permitted or conditionally allowed by the underlying Light Industrial zone are subject to the size limitation in 17.03.130.D.2.d, below.

- d. Size limitation for commercial and light industrial uses. The total commercial and industrial floor area, including but not limited to buildings, private patios and decks, within Subarea 1 shall not exceed 7,000 square feet. The exterior dimensions of transient vending carts and other temporary structures shall be included in this calculation.

3. Subarea 2 Uses.

- a. Additional Permitted Uses subject to Site Plan Review. Within the area identified as Subarea 2 on Figure 17.03.130-3, the following additional uses are allowed subject to Site Plan Review:
  - i. Commercial retail uses, including the provision of goods and/or services for sale to the public, which are not accessory and essential to a permitted light industrial use provided: (a) commercial retail uses which are not accessory and essential to a permitted light industrial use shall not exceed 1,500 square feet or 10% of the gross floor area within the building, whichever is less; and (b) in no case shall the total commercial retail square footage in the building (accessory to industrial and non-accessory) exceed 2,500 square feet or 25% of the gross floor area within the building, whichever is less.
  - ii. Professional Office uses which are not accessory and essential to a permitted light industrial use provided: (a) they do not exceed 25% of the gross floor area within the building; and (b) that those Professional Office uses which provide personal services, including but not limited to hair, tanning or personal care salons, massage therapy, medical, dental or chiropractic offices, shall be classified as Commercial Retail Uses subject to 17.03.130.D.3.a.i for the purposes of this section.

E. Development and Design Standards for Commercial and Industrial Development.

In addition to the standards of the base zone and the Site Plan Review criteria, the design standards of this section shall apply to all industrial and commercial development within the Waterfront Overlay Zone. Buildings and developments in existence on January 22, 2015, are not subject to these standards and shall not be made non-conforming by their adoption provided that any remodel, addition or new construction, which requires Site Plan Review, complies with the applicable standards.

- 1. Façade Variation. All buildings shall incorporate design features. Design features include offsets, balconies, projections, window reveals, or other similar elements to preclude large expanses of uninterrupted building surfaces in areas which are visible to the public. Design features shall occur at a minimum of every thirty (30) feet for all building facades within thirty (30) feet of the street, plaza, or other public open space within the Waterfront Overlay Zone; and a minimum of every fifty (50) feet for other facades which are visible to the public from a street, plaza, or other public open space within the Waterfront Overlay Zone.

The facade shall contain at least two (2) of the following features:



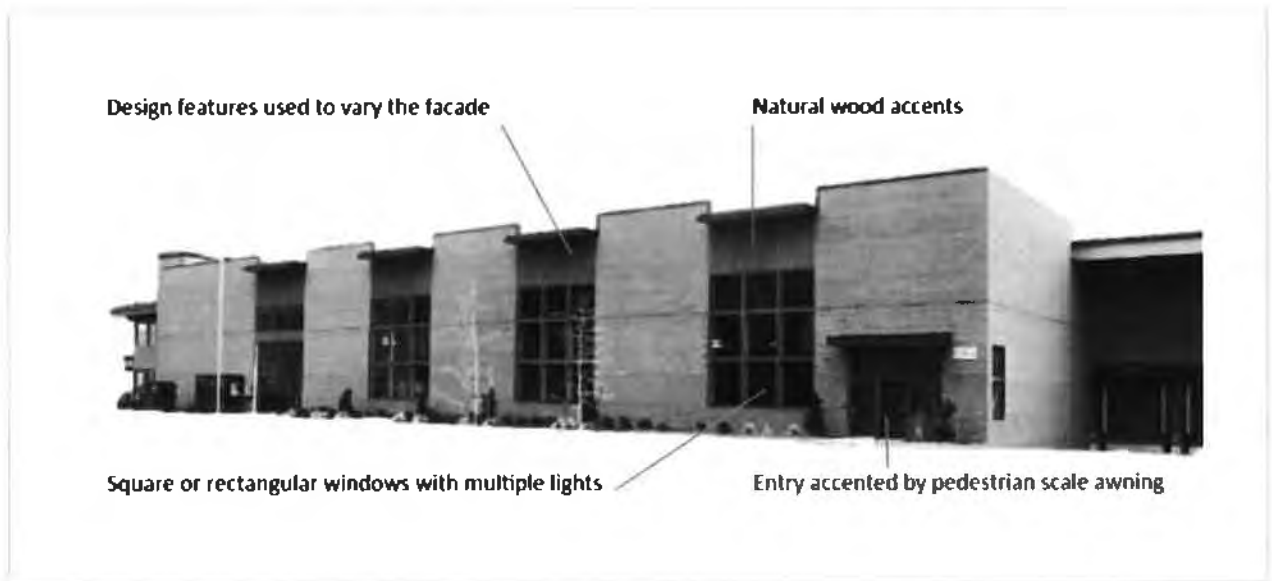
- a. Recess (e.g., deck, patio, courtyard, entrance or similar feature) that has a minimum depth of six (6) feet;
  - b. Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of two (2) feet and runs horizontally for a minimum length of four (4) feet;
  - c. Offsets or breaks in roof elevation of two (2) feet or greater in height; and/or
  - d. Natural wood, weathering steel trim/accents with a minimum dimension of four (4) feet by six (6) feet.
  - e. Other similar façade variations approved by the review authority (planning staff or planning commission).
2. In order to avoid façade variations that are out of scale with the building, on buildings that are less than 3,000 square feet, the minimum dimensions (e.g., depth and width) of the features described in a – d, above, may be reduced by up to 50%.
3. Required Windows.
- a. Any facade which is within thirty (30) feet of the street, plaza, or other public open space within the Waterfront Overlay Zone shall contain at least the minimum percentage of windows specified in Table 17.03.130-1, below. For buildings in which all facades are within thirty (30) feet of the street, plaza, or other publicly accessible open space, the percentage of windows required by Table 17.03.130-1 may be reduced by 50% on two of the four sides.

Table 17.03.130-1 Required Windows for Certain Facades

Location	Ground Floor Wall	Total Wall Area
Buildings in Subarea 1	50% of the length	40% of the total wall area
Buildings in Subarea 2	40% of the length	30% of the total wall area
All other buildings	20% of the length	15% of the total wall area

- b. For all other facades which are visible to the public from a street, plaza, or other publicly accessible open space at least 15% of the façade shall contain windows.
  - c. Windows must allow views into ground floor working areas or lobbies, pedestrian entrances, or display areas.
  - d. Windows should be square or rectangular with multiple lights. Windows with applied muntins which have no profile, or smoked glass or mirrored glass are prohibited.
4. Building Entries. The primary entrance shall be highlighted with architectural features (e.g. windows, recesses, canopies, etc.) and shall have an awning or other protection from natural elements.

Figure 17.03.130-5 Design Standards for Industrial and Commercial Development



5. **Exterior Building Materials.** Buildings shall be constructed using high quality and long-lasting exterior building materials. A "primary material" is the predominant building material(s) that covers a minimum of sixty (60) percent of the building's exterior walls. An "accent material" is not the predominant building material. Any one accent material shall not cover more than forty (40) percent of the building's exterior walls. Permitted materials are as follows:
  - a. Brick, natural stone (e.g. basalt), split- and ground-faced concrete masonry units, tilt-up concrete (concrete form liner w/color-integral or stain) or a combination of these materials may be used as primary or accent materials.
  - b. Glass (other than smoked glass or mirrored glass) may be used as primary or accent material.
  - c. Wood may be used for soffits, overhangs, entrance canopies and as an accent material.
  - d. Metal (e.g., weather steel) may be used for roofs and as an accent material.
  - e. Other similar materials that are approved by the review authority (planning staff or planning commission) may be used as primary or accent materials.
  
6. **Building Placement and Orientation.** Except as provided in this section, buildings shall have their orientation toward the street rather than the parking area, whenever physically possible.
  - a. All buildings in Subarea 2 shall have a primary entrance oriented to a street. For purposes of this subsection, "Oriented to a street" means that the building entrance faces the street. Buildings shall have an entrance for pedestrians directly from the street to the building interior. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyard entrances (i.e., to a cluster of units or commercial spaces). Other buildings within the Waterfront Overlay should meet this standard to the extent practicable.

- b. Publicly accessible sidewalks shall be provided adjacent to public or private street along the entire street frontage.
  - c. A building shall be setback not more than twenty (20) feet from a public sidewalk. This standard is met when a minimum of fifty percent (50%) of the front (street-facing) building elevation is placed no more than twenty (20) feet back from the sidewalk of a public or private street, whichever is applicable. The setback may be increased to allow for usable public space(s) with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park).
  - d. Parking is prohibited between the front elevation of the building and the street.
7. Parking Regulations for Commercial and Recreational Uses in the Light Industrial Zone. The following parking standards apply to commercial and recreational uses. All other uses are subject to the standards of the base zone.
- a. Commercial/Retail Uses: One (1) space for each 300 square feet of gross floor area.
  - b. Drinking and eating establishments: One (1) space for each 200 square feet of gross floor area, including any outside seating areas.
  - c. Open space, trails, parks and similar uses: No minimum number of parking spaces is required.
  - d. Bicycle parking as required by 17.20.040.

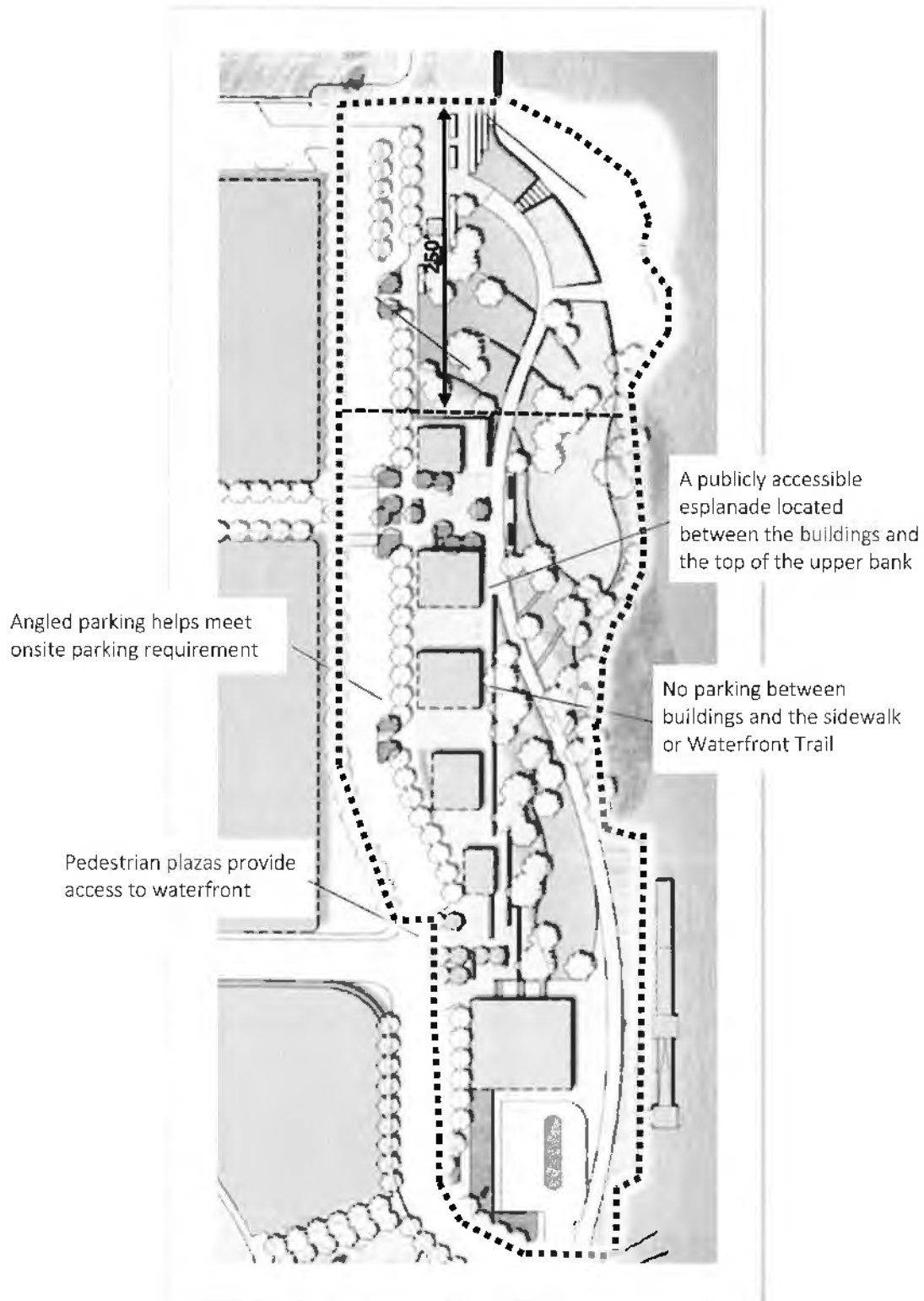
F. Development and Design Standards for Subarea 1.

In addition to the standards in 17.03.130.E, the following standards apply to Subarea 1 as identified on Figure 17.03.130-2. Any conflict between the standards of the 17.03.130.E and those contained within this subsection shall be resolved in favor of this subsection.

- 1. Total Square Footage: The total building floor area within Subarea 1 shall not exceed 16,000 square feet.
- 2. Building Placement. In order to maintain views from North First Street to the water, the following standards apply:
  - a. Commercial and industrial buildings and off-street parking are prohibited in the northernmost 250 feet of Subarea 1 east of North First Street as measured from the northern boundary of Subarea 1 and as shown on Figure 17.03.130-6.
  - b. Within the remainder of Subarea 1, buildings shall occupy no more than 50% of the street frontage of North First Street and Riverside Drive.
- 3. Maximum Building Height. Twenty-four (24) feet as measured from the highest elevation of North First Street adjacent to the building.
- 4. Public Access. Public access to the waterfront and recreational areas from streets, pedestrian and bike paths, and public dedicated rights of way must be provided. Each public access shall be a minimum of fifty (50) feet wide. The distance between each access shall not exceed 360 feet and shall be designed to encourage public access to the waterfront and Waterfront Trail.

5. **Esplanade.** A publicly accessible esplanade with a minimum width of 10 feet shall be provided adjacent to the top of the upper bank as shown on Figure 17.03.130-6. No buildings are permitted between the esplanade and the top of the upper bank.
6. **Open Space.** All undeveloped areas shall be improved with landscaping, open space amenities (including hardscape), or retained with native vegetation.
7. **Minimum and Maximum Setbacks.** No minimum setback is required. The maximum setback shall be ten (10) feet. This standard is met when a minimum of fifty percent (50%) of the front building elevation is placed no more than ten (10) feet back from the sidewalk of a public or private street, whichever is applicable. The setback may be increased to allow for usable public space(s) with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area, or town square with seating).
8. **Parking Regulations.**
  - a. Required parking may be provided on adjoining parcels provided if it is within 1,000 feet of the proposed use.
  - b. **Credit for On-Street Parking:** On-street parking spaces may be counted toward required parking where angled on-street parking is constructed as a part of the development.
  - c. No parking or vehicular circulation is permitted between a building and the sidewalk or the building and the Waterfront Trail.
  - d. Off-street parking areas in Subarea 1 shall be surfaced with pavers or other comparable decorative and permeable materials.

Figure 17.03.130-6 Subarea 1 Development Standards



**G. Development Standards for Subarea 3 and Subarea 4.**

In addition to the standards in 17.03.130.E, the following standards apply to Subarea 3 and Subarea 4 as identified on Figure 17.03.130-4.

1. **Maximum Building Height on Subarea 3.** The maximum building height within the area designated as Subarea 3 on Figure 17.03.130-4 is twenty-eight (28) feet.
2. **ESEE Setback Standards on Subarea 3.** Within the 75' ESEE setback from the top of bank, the following standards apply:
  - a. Outdoor storage of industrial materials and shipping containers and the parking of commercial trucks and heavy equipment is prohibited.
  - b. Fences shall not exceed three (3) feet in height.
  - c. The Waterfront Trail shall be landscaped with a variety of trees, shrubbery and groundcover at least twenty (20) feet landward of the edge of the trail.
3. **Maximum Building Footprint on Subarea 3 and Subarea 4.** The maximum building footprint within the areas designated as Subarea 3 and Subarea 4 on Figure 17.03.130-4 is 25,000 square feet.

**H. Street Trees, Landscaping and Fencing.**

In addition to the standards of Chapter 17.17, the following street tree and landscaping standards shall apply to development within the Waterfront Overlay Zone.

1. One street tree chosen from the City's street tree list shall be placed along the perimeter of the site or parcel fronting the street for each thirty (30) feet of frontage for that portion of the development facing the street.
2. Parking areas shall be shaded on the interior and exterior by deciduous trees and buffered from adjacent uses. A ratio of one (1) tree for each seven (7) parking spaces shall be required to create a canopy and windbreak effect. The tree species shall be selected from a street tree list provided by the City. Landscaped areas shall be fairly evenly distributed throughout the parking area and parking perimeter at the required ratio, but can be grouped around the perimeter to reduce the total area of the parking lot. The number of street trees and parking area trees shall be calculated separately.
3. Landscaping and open areas shall:
  - a. Emphasize the use of native trees, shrubs, or other plants adapted for survival or growth in this area. Shrubs and/or living groundcover shall be planted to assure fifty percent (50%) coverage within one (1) year and ninety percent (90%) coverage within five (5) years.
  - b. Provide for the planting of trees as windbreaks.
  - c. Include street trees and parking area trees that are in scale with the development.
  - d. The tree species selected shall be selected from a street tree list provided by the City, or as otherwise approved by the City.

4. Chain link fences shall include a top rail for security and maintenance and shall have a black, dark brown, or dark green powder coating and shall have a minimum of three (3) feet of landscaped screening along street frontages. Concertina wire, razor wire, barbed wire and similar materials are prohibited.
- I. Exterior Lighting. Lighting facilities throughout the development should improve night-time public safety and security, promote energy efficiency, and avoid detrimental impacts to the environment or to public use and enjoyment of public and private property. The following standards apply:
1. Light fixtures shall be full-cutoff. When installed, a full-cutoff fixture gives no emission of light above a horizontal plane.
  2. Pole-mounted lighting shall not exceed a height of 20 feet.
  3. Façade lighting shall be limited to illumination from building-mounted fixtures. Up-lighting is not permitted. When installed, up-lighting emits light above a horizontal plane.
  4. Pedestrian scale lighting is required for the public walkways, plazas, and courtyards. Pedestrian-scaled lighting includes "classic street lights" which are specified in the City of Hood River Transportation System Plan, bollard lights and similarly scaled fixtures.
  5. Street lights shall be provided on all public streets and private streets with public access. "Classic street lights" as specified in the City of Hood River Transportation System Plan are required unless an alternative is approved by the City Engineer. Spacing of lighting shall be consistent with City of Hood River Engineering Standards unless an alternative is approved by the City Engineer.
- J. Screening and Storage.
1. All exterior storage, recycling, garbage cans, and garbage collection areas shall be screened from view from the Waterfront Trail, public plazas and open space, streets, sidewalks, and any adjacent properties. Trash and recycling receptacles for pedestrian use are exempt.
  2. All truck loading areas shall be screened from view from the Waterfront Trail, streets, and sidewalks to the extent feasible.
  3. Roof-mounted mechanical (e.g., HVAC) equipment shall be screened from view as follows:
    - a. Rooftop mechanical equipment screens shall be required at a height that is as high as the rooftop equipment being screened.
    - b. Screening shall be provided in a manner that is architecturally integral to the overall appearance of the building.
    - c. Required rooftop screening of mechanical equipment (not including silos or other storage facilities) up to six (6) feet in height shall not be included in

the calculation of building height provided it is the minimum size necessary to screen the equipment and does not exceed the height of the equipment by more than one (1) foot. Equipment over six (6) in height shall be screened; however, the additional height over six (6) feet shall be included in the calculation of building height.

- d. Solar panels are exempt from the screening requirements, above.

**K. Design Standards for Waterfront Trail Improvements.**

The following standards apply to the Waterfront Trail as shown on Figure 17.03.130-7.

Figure 17.03.130-7 Existing and Future Waterfront Trail



1. Public access shall be provided paralleling the waterfront and around the waterfront area via the Waterfront Trail as shown on Figure 17.03.130-7 and as provided in this section.
2. The Waterfront Trail shall be open to the public in accordance with rules and regulations established by the City and the Port.
3. Where a subject parcel includes a portion of a Waterfront Trail, as shown on Figure 17.03.130-7, the layout, location, and construction of the Waterfront Trail shall be reviewed for approval as part of the site plan review.
4. The Waterfront Trail shall be constructed to the following standards:
  - a. The Waterfront Trail shall be a minimum of (10) feet wide except along the area identified as the "Hook" on Figure 17.03.130-7 and in other locations where natural resource impacts preclude development of the full width. In no case shall the width be reduced below eight (8) feet.



- b. The Waterfront Trail shall be constructed of an all-weather material (e.g., asphalt or concrete, preferably concrete).
  - c. Pedestrian scale (e.g., bollard lights) night lighting shall be provided along the Waterfront Trail.
  - d. The Waterfront Trail shall be Americans with Disabilities (ADA) accessible.
  - e. Seating shall be provided at periodic intervals.
  - f. Except for the area identified as the "Hook" on Figure 17.03.130-7, the Waterfront Trail shall be landscaped. This should include a variety of trees, shrubbery, and groundcover at least eight (8) feet wide on the landward side where possible.
5. The Waterfront Trail shall be located substantially as shown on Figure 17.03.130-7, although the exact location of the Waterfront Trail may vary from Figure 17.03.130-7. Safety considerations for Waterfront Trail users shall be a principal consideration in the siting and configuration of the Waterfront Trail.
  6. The Waterfront Trail may be public or private. If the proposed portion of the Waterfront Trail is private, a recorded easement in a form approved by the City must be provided, and the Waterfront Trail must be open to the public and shall not be restricted to public access except as allowed by City and Port rules and regulations pursuant.

L. Signs.

All signs shall be in conformance with the sign regulations of Title 18.

M. Adjustments to the Standards.

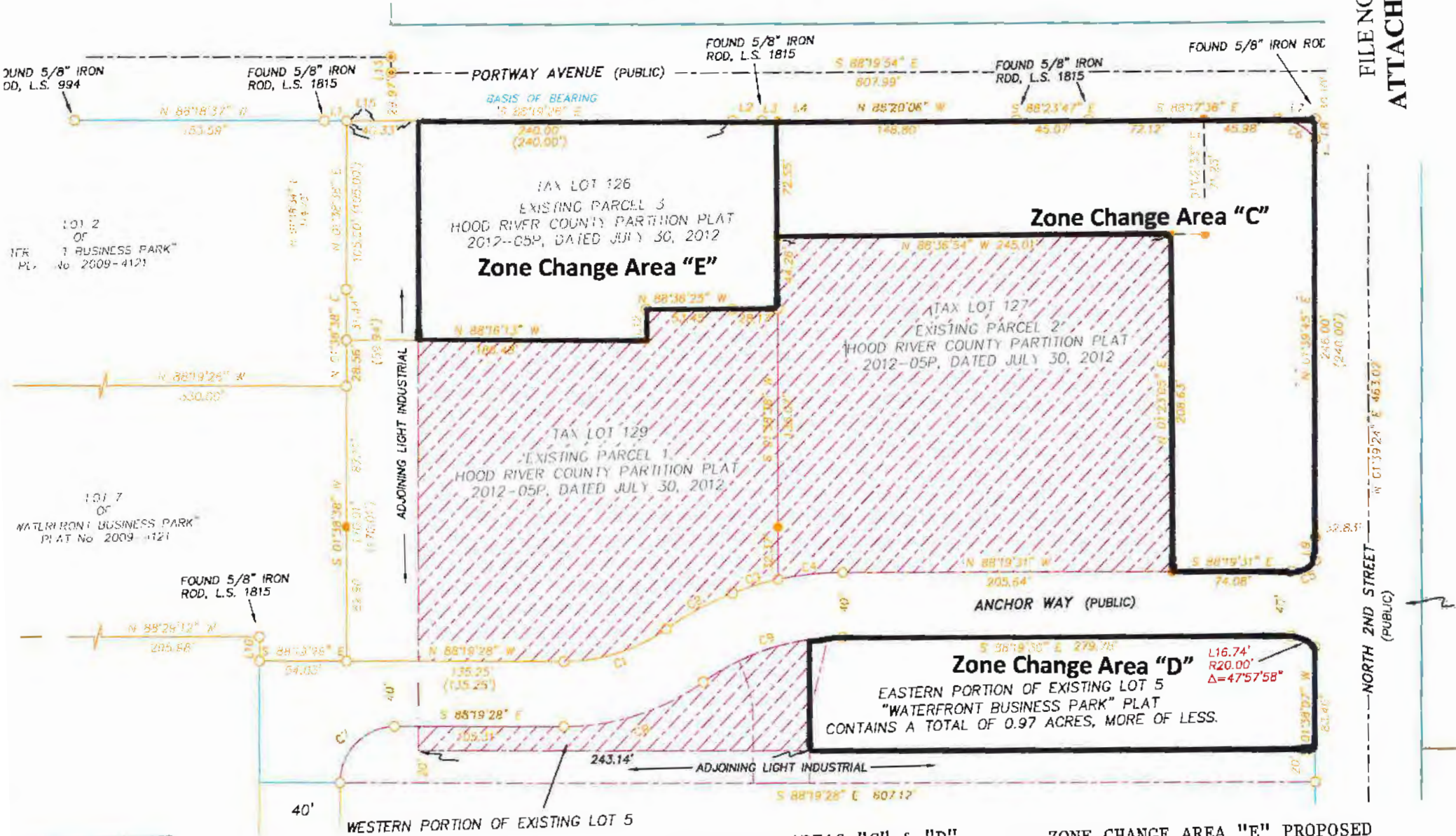
The review authority may grant a variance to the standards in subsections 17.03.130.E through 17.03.130.K if the following approval criteria are met. For each standard for which an adjustment to the standards is sought, the applicant shall demonstrate that at least one of the following circumstances is met:

1. The physical characteristics of the site or existing structures (e.g., steep slopes, wetlands, other bodies of water, trees or other significant natural features of the site, buildings or other existing development, utility lines and easements, etc.) make compliance with the standard infeasible; or
2. The alternative design better complies with the purpose and intent of the Overlay Zone to establish urban design standards for new industrial and commercial development consistent with the character of the Port and the City of Hood River; to ensure an attractive and pedestrian friendly street character; and to improve local access and visibility to and along the waterfront by protecting public access to the Waterfront Trail.

The variance shall be processed in accordance with the procedures, but not the approval criteria, in Chapter 17.18.

# ORDINANCE NO. 2015 WATERFRONT OVERLAY ZONE PROPOSED ZONE CHANGES

FILE NO. 2014-22  
ATTACHMENT "B"



Hatching represents previously approved Zone Change From General Commercial (C-2) to Light Industrial (LI) approved by Ordinance No. 2012

ZONE CHANGE AREAS "C" & "D" ARE PROPOSED TO CHANGE FROM GENERAL COMMERCIAL (C-2) TO LIGHT INDUSTRIAL (LI) WITH WATERFRONT OVERLAY ZONE

ZONE CHANGE AREA "E" PROPOSED TO REMOVE TEXT CONDITION FROM ORDINANCE NO. 1762 AND RETAIN GENERAL COMMERCIAL (C-2) WITH WATERFRONT OVERLAY ZONE



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Portland, OR 97205  
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www.dksassociates.com

## MEMORANDUM

**DATE:** December 12, 2014  
**TO:** Cathy Corliss, Angelo Planning Group  
**FROM:** John Bosket, P.E., Julie Sosnovske, P.E.  
**SUBJECT:** Hood River Waterfront Amendments Trip Generation

P#14213-000

This memorandum documents trip generation changes associated with the proposed comprehensive plan amendment to the Hood River Waterfront Area. The comprehensive plan amendment includes a Waterfront Overlay Zone and several zone changes, as described in the attached staff report, and shown in Attachment "A" – Amendment Map.

The proposed map amendments are within the City of Hood River's adopted Interchange Area Management Plan (IAMP). Since the IAMP was adopted in 2011, there have been a number of changes within the Plan area including:

- 2010 zone change for the western edge of the Boat Basin (3N10E25 Tax Lots 100, 102, 109, 115 and 500) from Industrial to Light Industrial (File No. 2010-17, Ordinance No. 1989).
- 2014 zone change of approximately 0.17 acre of Tax Lot 128 from General Commercial (C-2) to Light Industrial (LI) through Ordinance No. 2012.
- Significant new light industrial, commercial and recreation development. The City's existing LI zone allows for up to 25% or 2500 sf (whichever is less) of accessory retail to be developed in association with industrial uses. There have been two light industrial tenants within the waterfront area which have used this provision.

The proposed legislative amendments include several related actions, not all of which are expected to impact employment or trip generation estimates. The amendments include:

- Adopt the proposed draft Waterfront Overlay Zone. The Overlay zone allows additional commercial uses in two subareas: **Subarea 1** and **Subarea 2**. The potential impacts on employment and trips for each subarea are addressed in detail below.

The Overlay zone also includes a number of requirements which, while supportive of multi-modal transportation, are not expected to have any significant impact on employment or trip estimates. These include:

- Prohibition on drive-through uses
- Height limits and building footprint limits on industrial buildings in some locations.
- Design and development for commercial and industrial uses and the Waterfront Trail.



- Rezone from General Commercial (C-2) to Light Industrial (LI) Parcel #1 (19,145 square feet) and Parcel #2 (23,445 square feet) of City Partition File No. 2014-13. This action may impact employment and trip estimates and is addressed in detail below (see Subarea 2).
- Rezone from General Commercial (C-2) to Light Industrial (LI) **Lot 5** of the Waterfront Business Park Subdivision (3N10E25 Tax Lot 128). This action may impact employment and trip estimates and is addressed in detail below.
- Retain the C-2 zoning and remove the 1998 condition limiting uses on the 3N10E25 Tax Lot 126 (“Solstice Building”) to Expo Center, Visitor Center, and similar uses. This site is fully developed with a new occupied building; therefore the proposed zoning action is not expected have any impact on employment and trip estimates.

Trip generation impacts to the areas expected to be affected by the proposed amendments are summarized below:

**Subarea 1**

Subarea 1 is zoned LI. No change to the base zoning is proposed. However, the proposed Overlay zone would allow up to 7,000 sf of non-accessory commercial uses. Industrial uses would also be subject to the 7,000 sf size limit.

Public facilities are allowed as a Conditional Use in the current LI zone. The proposed Overlay zone would allow a community boat house as a Public Facility to be developed with Site Plan Review. However, because this use is already allowed by the LI zone and the general functions of boat storage and launch could occur with or without a boat house, this aspect of the zoning action is not expected to impact employment or trips.

For the purposes of estimating the number of trips possible under the existing LI zoning, trip generation assumptions similar to those used in the IAMP were used, as shown in Table 1.

**Table 1: IAMP Trip Generation Assumptions (by Employee)**

Employment Type	PM Peak Hour Trip Generation
Retail	4.04
Service	1.65
Other	0.39



Table 2 summarizes reasonable worst case employment assumptions under current zoning and with the proposed amendments in place, as well as the expected trip generation impact associated with the proposed amendments.

**Table 2: Subarea 1 Land Use Under Current Zoning and Proposed Waterfront Overlay Zone (Employment)**

Tax Lot	Current Zoning			Proposed Waterfront Overlay				Net Change			Trip Change	
	Zoning	Retail Emp	Service Emp	Other Emp	Zoning	Retail Emp	Service Emp	Other Emp	Retail Emp	Service Emp		Other Emp
115	LI	5	5	22	LI-plus	9	0	0	+4	-5	-22	
102	LI	2	2	10	LI-plus	9	0	0	+7	-2	-10	
133	LI	4	4	21	LI-plus*	0	0	2	-4	-4	-19	
<b>Total</b>		<b>11</b>	<b>11</b>	<b>53</b>		<b>18</b>	<b>0</b>	<b>2</b>	<b>+7</b>	<b>-11</b>	<b>-51</b>	<b>-11</b>

\* An approximately 6,000 SF boat house is planned for this tax lot.

While retail employment would increase in Subarea 1, both service employment and other employment are expected to decrease. Overall trip generation would decrease slightly, by about 11 PM peak hour trips.

**Subarea 2**

Subarea 2 is recommended to be rezoned from C-2 to LI. In addition, the Overlay zone would allow up to 10% or 1500 sf of non-accessory commercial on Subarea 2 provided that the total commercial (accessory and non-accessory) area does not exceed the 2500 sf or 25% of the building limit permitted in the LI zone. Industrial office uses are permitted in the LI zone; however, the Overlay zone would expand the type of uses that could locate here by allowing allow up to 25% of the building to be used for professional office uses.

The Port of Hood River, which is the property owner, is currently in negotiations with a developer regarding this site. The proposed development (two 30,000 sf buildings), which is more intensive than typical light industrial development, represents a likely build-out scenario for this site under the proposed LI zoning with or without the additional uses allowed by the Overlay zone. The proposed development assumes the remainder of tax lot 127 would be allocated to parking to support the two buildings.

Since approximately half of tax lot 127 is currently zoned LI, it was assumed that an intensive light industrial development (similar to that described above) would be developed on the LI portion of the site, with the C-2 portion (with Expo Center restrictions) used for parking to support that development.

**Table 3: Subarea 2 Land Use Under Light Industrial Zoning and Proposed Waterfront Overlay Zone (Employment)**

Tax Lot	Current Zoning			Proposed Waterfront Overlay				Net Change			Trip Change	
	Zoning	Retail Emp	Service Emp	Other Emp	Zoning	Retail Emp	Service Emp	Other Emp	Retail Emp	Service Emp		Other Emp
127	LI/C-2	13	15	74	LI/LI-plus	13	38	60	0	23	-14	+32



**Lot 5 / Rezone "D"**

Lot 5 is recommended to be rezoned from C-2 to LI. There are no additional uses for Lot 5 in the Overlay zone.

This analysis focusses on the difference between development as an Expo Center (which is expected to be a relatively low PM peak hour trip generator) and typical development under LI zoning, as assumed in the previous IAMP analysis.

**Table 4: Lot 5 / Zone Change "D" Land Use Under Commercial (Expo Center) Zoning and Proposed Waterfront Overlay Zone (Employment)**

Tax Lot	Commercial Zoning (Expo)			Proposed Waterfront Overlay				Net Change			Trip Change	
	Zoning	Retail Emp	Service Emp	Other Emp	Zoning	Retail Emp	Service Emp	Other Emp	Retail Emp	Service Emp		Other Emp
128	C-2-Expo Ctr	0	0	22	LI	4	4	18	4	4	-4	+19

As indicated in Table 4, retail and service employment would increase with the zone change/overlay, while other employment would decrease slightly. Trip generation is expected to increase by about 19 trips during the PM peak hour.

**Cumulative Effect of Proposed Amendments**

Based on the assumptions presented above for each of the areas that are expected to have trip generation impacts in the study area, the trip generation changes associated with each are summarized in Table 5.

**Table 5: Trip Generation Changes Associated with Each Amendment Action**

Amendment	Current Zoning	Proposed Zoning	Net Trip Change
Subarea 1	LI	LI – plus	-11
Subarea 2	LI/C-2 (Expo)	LI – plus	+32
Lot 5 / Rezone "D"	C-2 (Expo)	LI	+19
<b>Total</b>			<b>+40</b>

The proposed amendments are expected to result in a relatively small trip generation increase in the Hood River Waterfront area. Trip changes to and from the interchange are also summarized in Figure 1, and are expected to increase by 26 trips in the northbound direction and 13 trips in the southbound direction.

**Potential Mitigation**

Since the expected trip generation increases are relatively small, they could likely be mitigated by implementing one or more Transportation Demand Management (TDM) measures as part of the Waterfront Overlay Zone. TDM measures that could be appropriate for this area might include the following, some of which are already included in the Waterfront Overlay Zone:

- Flexible/adjusted work schedules – moving shift changes away from morning and evening peak periods (7-9 AM and 4-6 PM)
- Telecommuting
- Install bicycle parking near building front entrances
- Provide priority parking spaces for carpool and/or vanpool vehicles near building entrances
- Pedestrian design treatments (included in the design standards of the Waterfront Overlay Zone)
- Provide off-site pedestrian connections (enhancements to the Waterfront Trail are included in the Waterfront Overlay Zone)
- Provide showers for those who bicycle to work
- Provide bicycle connections to multi-use trails (enhancements to the Waterfront Trail are included in the Waterfront Overlay Zone)

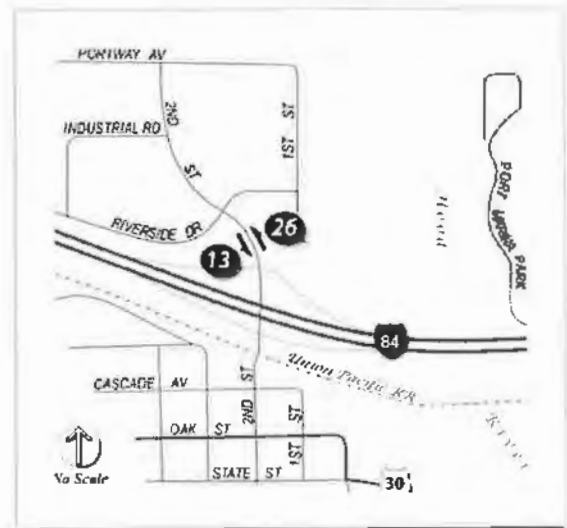


Figure 1: Trip Generation Change Due to Proposed Zoning



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# MEMORANDUM

**DATE:** December 19, 2014

**TO:** Cathy Corliss, Angelo Planning Group

**FROM:** John Bosket, P.E., Julie Sosnovske, P.E.

**SUBJECT:** Hood River Waterfront Amendments Trip Generation – Professional Office Update PH14213-000

This memorandum supplements our December 12, 2014 memorandum to address trip generation changes in Subarea 2 related to the professional office restrictions proposed as part of the Waterfront Overlay Zone. The previous memorandum assumed a trip generation rate representing a blend of service commercial uses, including professional office uses which provide personal services (e.g. hair and nail salons, tanning or personal care salons, massage therapy, medical, dental or chiropractic offices, etc.). As amended by the City of Hood River City Council at its December 15<sup>th</sup> hearing, the Professional Offices uses in Subarea 2 will be restricted to typical office environments, including single-tenant offices (e.g. accounting, insurance, law firms, etc.) and general office uses.

Trip generation rates for single-tenant and general office range from 0.46 to 0.51 trips per employee during the PM peak hour. An average of 0.49 trips per employee was assumed for the allowed service commercial employment in Subarea 2. For the purposes of estimating the number of trips possible, trip generation assumptions similar to those used in the IAMP were used, as shown in Table 1, with a special service employment rate for Subarea 2, which is lower than previously assumed.

**Table 1: Trip Generation Assumptions (by Employee) for Waterfront Overlay Zone and Subarea 2**

Employment Type	PM Peak Hour Trip Generation (Waterfront Overlay Zone, except Subarea 2)	PM Peak Hour Trip Generation (Subarea 2)
Retail	4.04	4.04
Service	1.65	0.49
Other	0.39	0.39

Trip generation impacts to the areas expected to be affected by the City Council’s amendment are summarized below:

**Subarea 1 (no change from December 12, 2014 memo)**

Table 2 summarizes reasonable worst case employment assumptions under current zoning and with the proposed amendments in place, as well as the expected trip generation impact associated with the proposed amendments. This table is unchanged from our December 12, 2014 memorandum.





**Table 4: Lot 5 / Zone Change “D” Land Use Under Commercial (Expo Center) Zoning and Proposed Waterfront Overlay Zone (Employment)**

Tax Lot	Commercial Zoning (Expo)			Proposed Waterfront Overlay				Net Change			Trip Change	
	Zoning	Retail Emp	Service Emp	Other Emp	Zoning	Retail Emp	Service Emp	Other Emp	Retail Emp	Service Emp		Other Emp
128	C-2-Expo Ctr	0	0	22	LI	4	4	18	4	4	-4	+19

As indicated in Table 4, retail and service employment would increase with the zone change/overlay, while other employment would decrease slightly. Trip generation is expected to increase by about 19 trips during the PM peak hour. This table is unchanged from our December 12, 2014 memorandum.

**Cumulative Effect of Proposed Amendments**

Based on the assumptions presented above for each of the areas that are expected to have trip generation impacts in the study area, the trip generation changes associated with each are summarized in Table 5.

**Table 5: Trip Generation Changes Associated with Each Amendment Action**

Amendment	Current Zoning	Proposed Zoning	Net Trip Change
Subarea 1	LI	LI – plus	-11
Subarea 2	LI/C-2 (Expo)	LI – plus	+6
Lot 5 / Rezone “D”	C-2 (Expo)	LI	+19
<b>Total</b>			<b>+14</b>

The proposed amendments are expected to result in a relatively small trip generation increase (about 14 PM peak hour trips) in the Hood River Waterfront area.

FILE NO. 2014-22  
**ATTACHMENT "C"**



Dear Members of the City Council,

12/15/14

Thank you for this opportunity to comment. We have concerns about the allotted 7,000 square feet of planned build-out on Lot 1A and feel it should be reduced to 4,000 square feet. Initially, this commercial/LI allotment was loosely described as "grey squares" representing possible building development, set at a maximum of 7,000 square feet. But the longer those grey squares have stayed on the park site plan, the more real their square footage has become. These squares have served as a reference or starting point upon which the Advisory Committee has based other recommendations to the City Planning Commission regarding the Waterfront Refinement Plan. For example, the AC ended up recommending that there is enough commercial space in the overall Waterfront Plan, so Subarea 4 remains zoned as LI. However, we do like the idea that the Port recommends for more zoning flexibility on the NE corner of Subarea 4 - so why not move 3000 square feet of this commercial /LI square footage over to this area? This is a way it does not increase the recommended commercial square footage, but redistributes it for a livelier waterfront experience.

Last week I felt I really needed to experience these "build-able grey squares" in a concrete way. Heather and I took flag tape and stakes down to the proposed park site. What the measurements and staking told us was that this row of smaller buildings really resembles a commercial strip more than a functional stippling of small buildings to serve the needs of park visitors. They dominate the park more than anyone could understand from looking at a two dimensional site plan. I guess that's why we have computer rendering and architectural models.

The Advisory Committee worked very hard to pull together recommendations so quickly for such a long term project ( and I applaud them), but now I can see that they should have physically surveyed the site and taken some measurements on Lot 1A to see how large this footprint of grey squares really is. This would have given them a better sense of scale earlier in the process. I'm sorry this ground-truthing idea did not occur to anyone sooner, including myself, because it really is enlightening.

Another part of our rationale for limiting the commercial space to 4,000 square feet within the park is that the building heights have been increased from 20 feet to 24 feet. Although this is not a major increase in height, when it is laid out among four to five buildings, even broken up as they are, this height along with the allowed parking between buildings creates a looming presence over this small a park. Suggestion: Flying several mylar balloons to show the proposed building height on Lot 1A (and elsewhere for that matter) would go a long way toward providing the decision makers with a sense of how this height dominates and belittles and shades the park.

I encourage the City Council to extend this hearing beyond tonight to give themselves and the public a chance for more ground-truthing before they commit to a final decision. After all, to a large extent it is our Waterfront Park and it's amenities that will draw LI businesses to locate at the Port of Hood River.

Thank you for your consideration,

Polly Wood  
President,  
The Hood River Valley Residents Committee



Susan Froehlich  
1203 Oak St  
Hood River, OR 97031

15 Dec 2014

Dear City Councilors and Planning Commission,

Wow. I am amazed that you as a group, would be so willing to quickly rezone this valuable piece of property for our city of Hood River and all of its residents. PLEASE do not do this quickly. This area is complicated and needs careful and thoughtful consideration as it will be a legacy for many lifetimes, beyond your own. Please consider what you are doing and what you will be giving away if you choose to go forward with your original plans. *It appears that Councilor Picard also agrees with this!*

From my simple understanding, the zoning distinction for the Expo Building cannot be changed until a completed waterfront plan is developed. This was a good idea as it forced everyone to work together to get a plan in place. But, is this why you all are feeling the pressure to act right now? If it is, or even if it is not the reasoning, please slow down. . . Hood River will benefit if you do. . . remember, "NO development is better than BAD DEVELOPMENT". . . Please take your time and consider the following areas:

1.) The downtown area needs to be coordinated with the waterfront area to support both, and recently, more people are taking to walking across the bridge to travel between the two. We want this to continue as it will support those businesses in both areas. How can this be done adequately and to support that "bridge" between the two. From a Feng SHui standpoint, you would want a welcoming area on the other side of the bridge with visual access to the waterfront, as if it is drawing you there - while at the same time, keeping the downtown area easily accessible by walking. This would also help to reduce the number of cars trying to access the main entry to the waterfront.

In order to make the visual and accessible area welcoming, I suggest that the **zone for the Boat Basin**, which is highly visible from downtown, be made **Recreational Commercial** - with building heights of no more than one story - and limited buildings to one or two, except for restrooms. It is a very narrow space and is a visually appealing area that needs protection. Again, this is for many lifetimes, not just for the present.

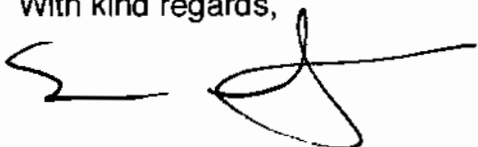
2.) Any **area north of Portway** should be zoned to **Open Space/Public Facilities**. This just makes good sense for now and for the future. The present buildings/footprint can remain, but no taller, wider, with the addition of further setbacks of 125-150 feet.

3.) Lot 1 is a large area and should have careful considerations as to building heights and density. Again, visual connection to the water is important and building heights should reflect this - closer to the water, 28', with graduated buildings up to 35'. **Density of buildings and building size should reflect the town of Hood River - small and beautiful**. One building should be no more than 20,000 - 25,000sf max.

*Big transportation issues & assumptions - take time to figure it out*  
I agree that the current zoning needs to be adapted to our changing needs. I would ask that you slow the process down to more carefully weigh out options and opinions from residents, business owners, tourists and others so that this rezone will truly reflect the good planning that can and should occur for this very valuable piece of Hood River.

Thank you for your consideration and your time.

With kind regards,



Mailing: PO Box 312  
Mosier, OR 97040

It appears that Governor Evans also agrees with this!

• Big transformation issues & opportunities - also time to think about

• 15% of 1990s  
• Off 50, 70, 80%



COLUMBIA RIVERKEEPER  
111 Third Street  
Hood River, OR 97031  
phone 541.387.3030  
[www.columbiariverkeeper.org](http://www.columbiariverkeeper.org)

December 15, 2014

Mayor Arthur Babitz  
City of Hood River  
211 Second Street  
Hood River, OR 97031

**Re: Proposed Waterfront Refinement Plan, Zoning Ordinance Amendments**

Dear Mayor Babitz,

Thank you for the opportunity to comment on the proposed Waterfront Refinement Plan. As a member of two of the Port's waterfront workgroups, I understand and appreciate all of the time and energy many people have invested in thinking about our waterfront. I believe the plan, as proposed, is a strong step in the right direction. But the four simple plan revisions below would greatly improve the greenspace and sustainability of the waterfront.

**1. 125-foot setback from the Columbia River for all property north of Portway.**

This would create a real and usable greenspace connection from the Event Site to the Hook! The current 75-foot setback is insufficient. For example, nearly everyone agrees that the "greenspace" and trail behind (north of) the Luhr Jensen building is insufficient. The distance from the Columbia to the building there is 50 feet. If that building is redeveloped, adding 25 more feet of greenspace—75 feet total—will not solve the problem. A 125-foot setback is necessary.

**2. Treat all stormwater on site**

All new buildings and parking lots should treat polluted stormwater on site through bioswales or other infiltration techniques. Because of the waterfront location and heavy recreational use, the waterfront development should have increased protection beyond the city's stormwater code. Just as the city's overlay prescribes the esthetic design of buildings in a lot of detail (e.g. how many windows, what type of awnings), the city should protect water quality as well.

///  
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### **3. Prohibit parking north of Portway and east of 1st Street.**

The current plans allow for more parking lots near the Columbia River. Parking should occur on the interior lots so as to protect water quality and recreational greenspace on the riverfront lots. The attached red and green map (Attachment A) shows that over 80% of the waterfront port area west of the Nichols Basin is currently used for roads, buildings, or parking lots. Just 10% is public parks. This is an astonishingly low number for a nationally-renowned recreation area. We can do better. To provide an alternative vision of the west side of Nichols Basin, without buildings and parking lots, Attachment B shows a plan Greenworks completed for Riverkeeper. Attachment C is the Port's original Lot 1 plan, which shows the large scale of development and parking lots proposed. The City's zoning ordinance directly decides what level of development and what level of environmental protection is allowed at the waterfront.

### **4. Restrict commercial building space along the west side of Nichols Basin to 5000 square feet total.**

The park does not need any commercial buildings. The Port seeks intense commercial development on the rest of Lot 1. See Attachment C. If commercial buildings are approved in the park, they should be small and consistent with waterfront use.

Thank you for weighing these suggestions. In 2013, Columbia Riverkeeper conducted a listening session about the waterfront with 40 concerned residents. Here are the conclusions on what the community values.

*We value families and kids playing along the Columbia River in public parks that provide a wide variety of choices and activities.*

*We value abundant and vibrant parks to improve the Hood River and Gorge economy.*

*We value safe recreational access of the Columbia River. More parks will help solve the current and future problem of overcrowding and limited access.*

*We value healthy lifestyles and family fun more than parking lots.*

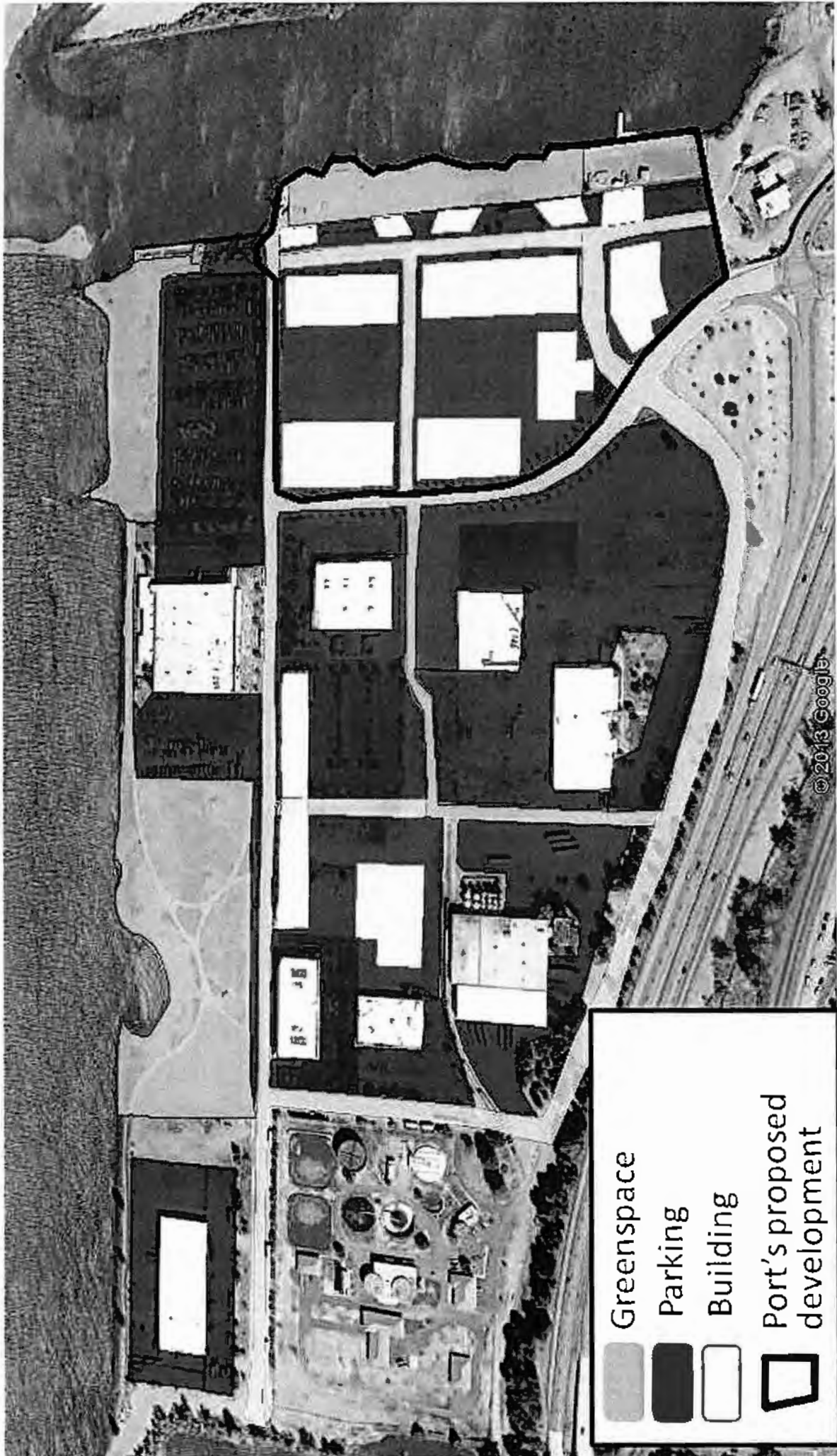
More greenspace will create a huge benefit to our community. Thank you again for all of your work on the waterfront.

Sincerely,



Brett VandenHeuvel  
Executive Director

A



Greenspace

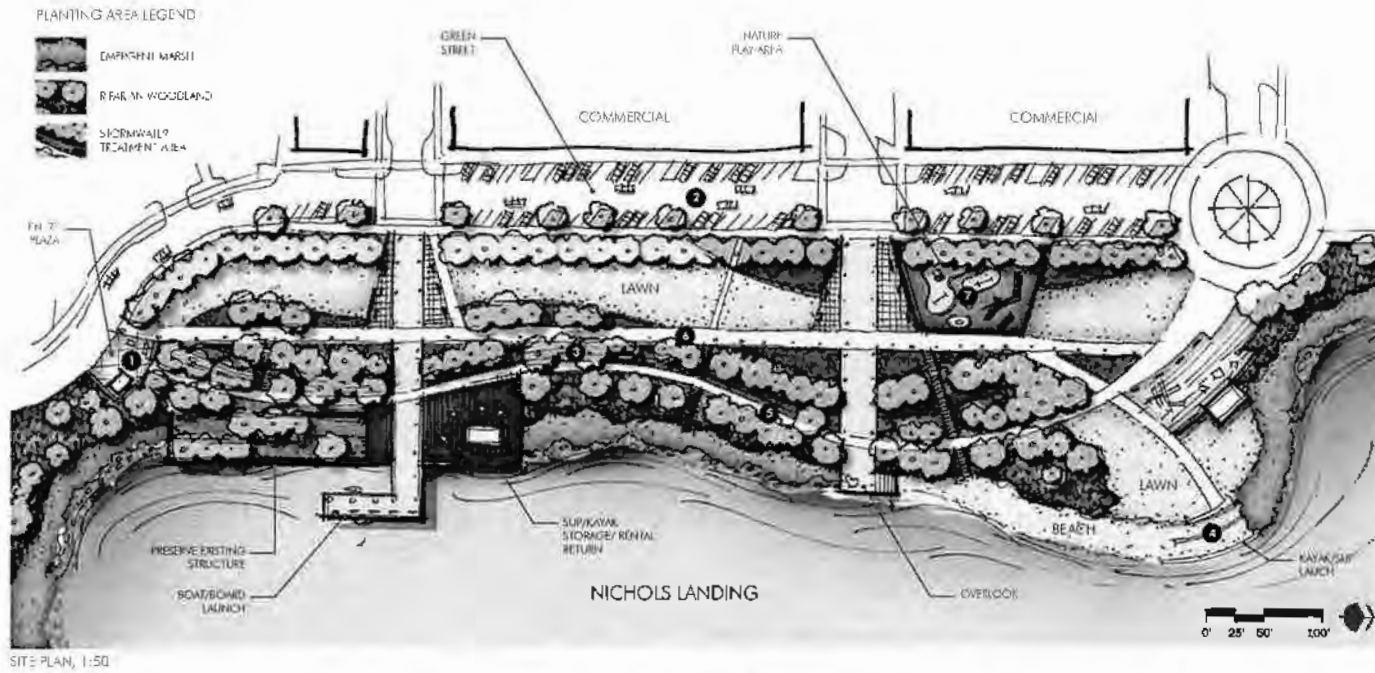
Parking

Building

Port's proposed development



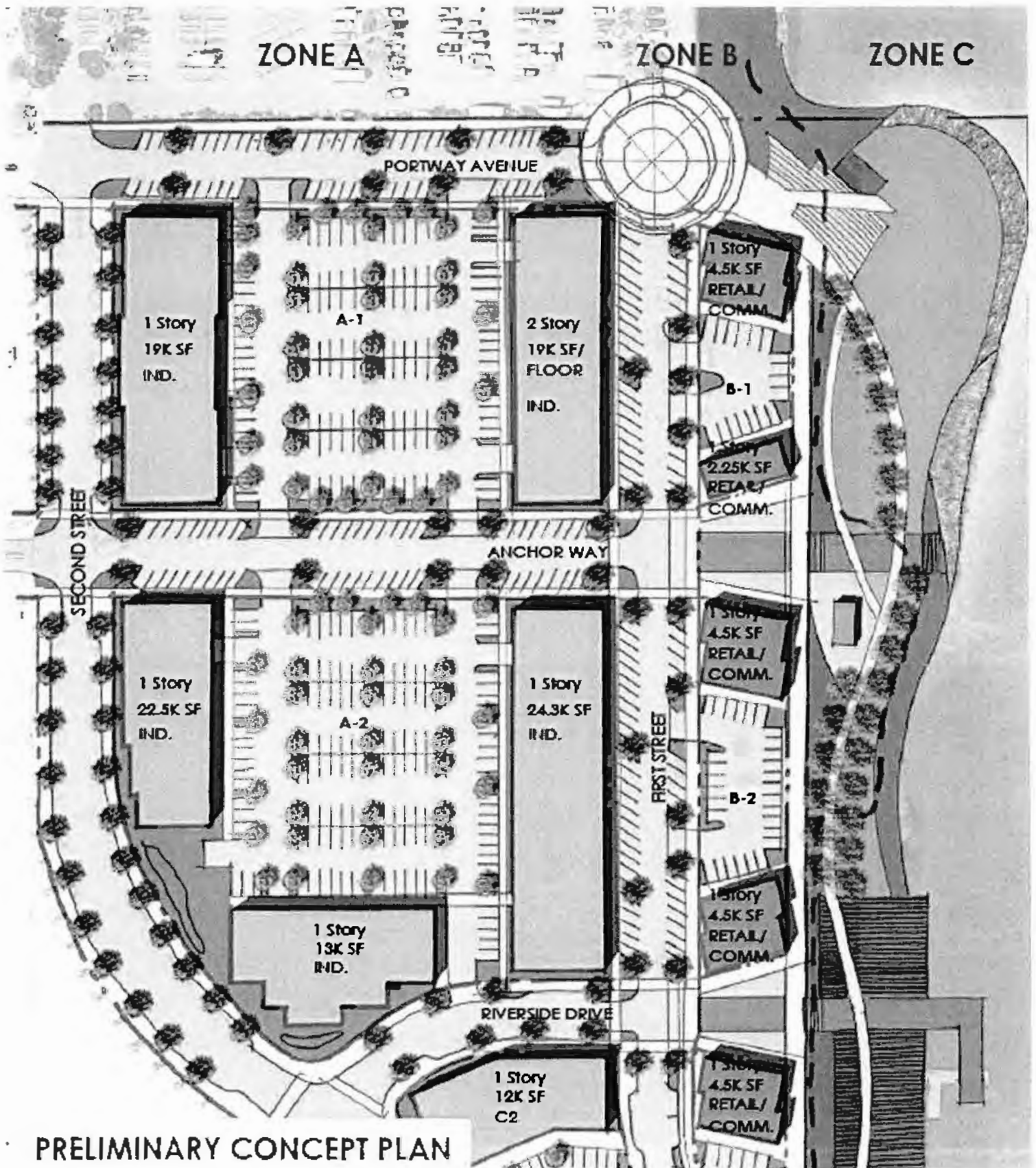
Columbia Riverkeeper Concept Plan, West End Nichols Basin





C

# Port of Hood River's Preliminary Concept Plan, West End Nichols Basin (since revised)



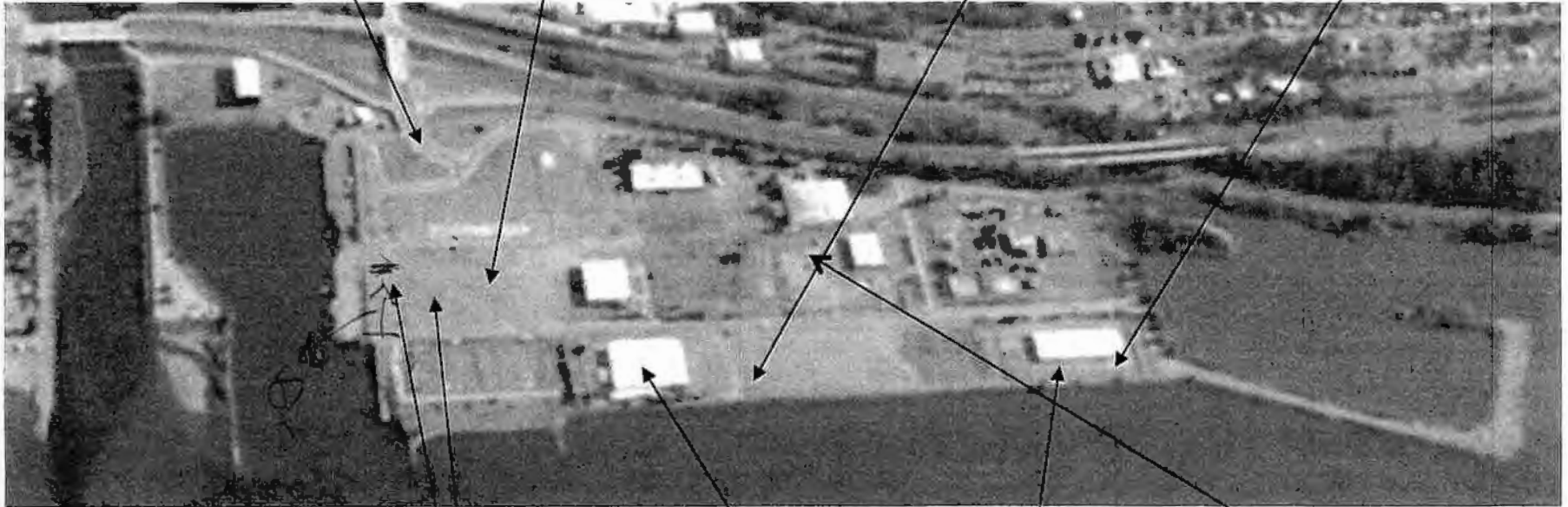


# THE CHOICE IS YOURS. THE FUTURE IS OURS!

Pedestrian friendly connection to downtown area.

Graduated heights on Lot 1 to protect view corridors, 28 ft. - 35 ft.

Average 150 foot setbacks to ensure public access and 12 ft. walkways along the Waterfront.



High quality mixed use to meet future needs.

Existing businesses stay for now. The future vision is public open space North of Portway and East of 1<sup>st</sup>. Street.

Light Industrial uses located in interior areas.

Protect Boat Basin for recreational use. Re-zone to RC. Buildings located West of 1st St.

12/15/2014

*Linda Maddox*





## Cindy Walbridge

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**From:** rod krehbiel [roryjasper@gorge.net]  
**Sent:** Sunday, December 14, 2014 6:47 PM  
**To:** Cindy Walbridge  
**Subject:** port zoning

Dear Cindy Wallbridge,

Please do not rush the zoning of the waterfront.  
The 'Legislative Re'zone' of the port needs more time for public comment.

Please consider the following recommendations for the new zoning:

**Recommendation:** Change the base zoning to Open Space/Public Facilities (OS/PF) north of Portway and Recreational Commercial (R/C) along the Boat Basin. This is the only way to ensure protection for the waterfront.

**Recommendation: Along the Boat Basin,** no buildings other than a boathouse and restrooms should be allowed in this narrow space on the water side of North First St. Building height should be limited to one story above North First Street.

**Recommendation:** North of Portway buildings should be no higher than 20 feet. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be an average of 150 feet.

**Recommendation:** On Lot 1 limit building heights to 28 feet near the water and up to 35 feet in the interior. Maximum building footprint: 25,000 SF.

**Recommendation:** The Planning Commission should work on a carefully crafted Mixed Use zone for Lot 1. This has been a city goal for a long time and would work well to help connect the waterfront area with the downtown.

Thanks,

Rod Krehbiel

## Cindy Walbridge

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**From:** Janelle Koester [jk@janelledesigns.com]  
**Sent:** Sunday, December 14, 2014 8:11 PM  
**To:** Cindy Walbridge  
**Subject:** input for waterfront meeting 12/15

Hi Cindy,

I'm emailing to add my voice of support to the recommendations below from the "Friends" group. My opinions are especially strong when it comes to height restrictions as mentioned here. I feel that the 3 story buildings SOUTH of Portway are already too tall and block a portion of the river view from much of town which, in my opinion, is a loss for us all. Thanks for your work on this.

Janelle Koester

**Recommendation:** Change the base zoning to Open Space/Public Facilities (OS/PF) north of Portway and Recreational Commercial (R/C) along the Boat Basin. This is the only way to ensure protection for the waterfront.

**Recommendation: Along the Boat Basin,** no buildings other than a boathouse and restrooms should be allowed in this narrow space on the water side of North First St. Building height should be limited to one story above North First Street.

**Recommendation:** North of Portway buildings should be no higher than 20 feet. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be an average of 150 feet.

**Recommendation:** On Lot 1 limit building heights to 28 feet near the water and up to 35 feet in the interior. Maximum building footprint: 25,000 SF.

**Recommendation:** The Planning Commission should work on a carefully crafted Mixed Use zone for Lot 1. This has been a city goal for a long time and would work well to help connect the waterfront area with the downtown.

## Cindy Walbridge

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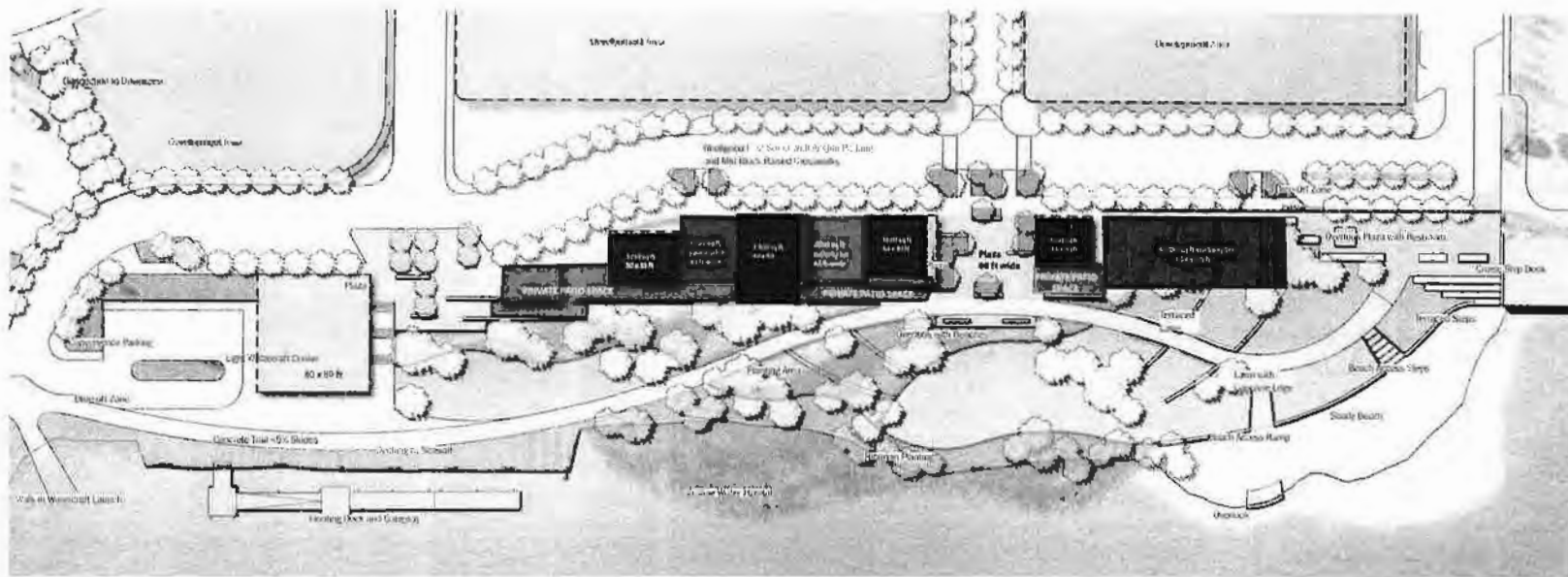
**From:** Jay Sherrerd [jaysher@gorge.net]  
**Sent:** Sunday, December 14, 2014 9:51 PM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Hi Cindy -

This is a request to the council to delay voting on the waterfront refinement plan. This is a big decision with a lot of ramifications, and yet there has been very little notice to the public and opportunity for input.

Please ask the council to delay the vote while the public has a chance to review the project and submit comments.

Thank you,  
Jay Sherrerd  
Hood River



City Council, December 15, 2014

Submitted by Hood River Valley Residents Committee

The site plan above shows a possible build out scenario of Subarea 1a under the 12/10/14 Overlay Zone Draft. It depicts the maximum 7,000 square feet of commercial building development and onsite parking for 35 cars using typical dimensions for parking spaces, aisles and handicapped parking requirements.

The Overlay zone for 1a has been through multiple iterations, it is getting better all the time but we still have concerns about:

- Public Space or Commercial Strip?** The intensity of development allowed by the Overlay Draft very nearly creates a strip mall along the top of bank. Throughout the Port's planning process with Walker Macy, public sentiment was strongly in favor of ensuring generous park spaces. HRVRC advocates very limited commercial development in 1a integrated into the public green space to serve the needs of recreationalists and tourists (ice cream stand, SUP rentals, café etc) but not to create a stand-alone shopping district.  
**Recommendation:** *Restrict total building development to 4,000 square feet.*
- The Top of Bank Overlook between Riverside and Anchor Way.** Buildings and private patios could displace one of the very nicest public places in the park, the overlook along the top of bank. The Walker Macy concept plan shows an esplanade (a 10-12 foot wide sidewalk) along the top of bank along the east edge of the commercial buildings but this public walkway is not protected in any way by the proposed code language. Even if the esplanade does get built, its narrowness will limit it to being a transit zone. In any urban park, the most common activity is people watching—the top of bank area is the very best place for that with good views of all the action on the path and water below. With varied seating (benches facing the water, tables with moveable chairs) and shade trees, we've no doubt the overlook will be one of the most popular places in the park. The site plan above shows how public access to this space could be eliminated by buildings extending to the edge of the bank or by patios that are fenced and restricted to customers of the buildings.  
**Recommendation:** *Restrict all development in a 25-foot wide strip along the top of the bank. Consider requiring a deeper plaza for at least 40 feet.*
- Parking.** The Overlay requires as many as 35 parking spaces for a development of 7,000 sq. ft. (5 spaces per 1,000 sq. ft. of restaurant space). This exceeds what is required for restaurants in any other area of the city. While there is no requirement that the spaces be provided onsite, there is also no prohibition against it. Significant onsite parking between buildings will reinforce the "strip mall" impression.  
**Parking Recommendations:** 1) *Make surface parking a prohibited use in the 250 foot no-build zone between Portway and Anchorway* 2) *Minimize on-site parking in the rest of the development by limiting it to deliveries and handicapped parking* 3) *consider adding design standards like requiring bricks or pavers instead of asphalt for on-site parking lots on 1a so that parking lots look more like plazas and can serve dual roles.*
- Light Industrial Uses.** The intent of the overlay is to allow a limited amount of commercial development to serve park users. Placing a light industrial building/use in a park setting does not serve the public interest.  
**Recommendation:** *Eliminate Light Industrial as an allowed use in 1a.*
- National chains/franchises.** Our waterfront should celebrate what is unique about our town, including the individuality of our locally owned businesses.  
**Recommendation:** *Prohibit national chains/franchises in Subarea 1a.*
- Stormwater Recommendation:** Modern, environmentally-sensitive stormwater standards should be adopted requiring onsite infiltration or other techniques to eliminate contaminated or high temperature runoff into Nichols Basin.

## Light Industrial Mixed Use: A New Zone for the Waterfront

The Hood River Valley Residents Committee's mission is to protect Hood River Valley's farm and forestland and the livability of its cities and rural communities. While we are perhaps more known for the protection of resource land, land-use within the City of Hood River has always been a focus for us. Planning is a regional activity. We have learned that the very best way to protect farmland from sprawling development is by creating a great city within the urban growth boundary.

Using our limited amount of urban land wisely and creatively is a challenge and often fraught with controversy as there are many competing interests to balance. Over our 38-year experience in land-use planning, we have come to embrace the ideas that frequently go under the terms "Smart Growth" or "New Urbanism" which advocate policies to concentrate growth in compact, vibrant, walkable urban centers to avoid sprawl.

The Waterfront Refinement Planning process currently underway provides an opportunity for our community to make some fundamental decisions about the direction future development the waterfront will take. Most of the waterfront is currently zoned Light Industrial which allows for low-impact manufacturing and offices related to research and development. Our suggestion would be to expand the possibilities by creating a new zone for the waterfront "Light Industrial Mixed Use." Light Industrial would continue to be the predominant use at the waterfront but commercial, residential and recreational uses should be layered in to increase vitality, livability and spur economic development. Other cities have employed various methods to achieve this mix of uses (e.g. require a minimum Floor Area Ratio FAR for industrial uses with density bonuses for other uses once the industrial FAR is met or set maximum percentages/square footages for the auxiliary commercial and residential uses so that most of the square footage is preserved for industrial uses). HRVRC has advocated mixed use at the waterfront for over 30 years.

## Mixed Use and Economic Development

Mixed use is good for economic development and will provide a competitive advantage to Hood River in attracting businesses to locate here. The current economy values proximity and clustering. Placing jobs, retail, homes and recreation in proximity increases business opportunities, creates a sense of place and functions as a recruiting tool for employers. 24/7 communities, as opposed to 9 to 5 Monday-Friday environments, are increasingly attractive to young professionals and the "creative class" who value vibrant street life and a hip urban energy, even in a small town. Traditional office and industrial parks, with buildings surrounded by parking and landscaping, are inward focused and do not provide many opportunities for spontaneous employee interaction. When asked if the new restaurants on Portway Avenue added value for the day-employees commuting to work at the waterfront, property owner and employer Andy von Flotow, responded "I think the answer is an emphatic YES. A "pure" industrial park is a hideous thing, particularly when on a park-enhanced shoreline." Indeed, in order to stay competitive, business parks around the country are converting to mixed-use developments.

### The 10 Principles of Smart Growth

- Mix land uses.
- Take advantage of compact design.
- Create a range of housing opportunities and choices
- Create walkable communities.
- Foster distinctive, attractive communities with a strong sense of place.
- Preserve open space, farmland, natural beauty, and critical environmental areas.
- Strengthen and direct development toward existing communities.
- Provide a variety of transportation options.
- Make development decisions predictable, fair, and cost effective.
- Encourage community and stakeholder collaboration in development decisions.

Mixed-use settings have been found to produce more employment and higher occupancy rates. Cities around the country are increasingly using mixed-use industrial districts to preserve industrial land and increase density with a payoff in higher property values. The City of Hood River Economic Opportunities Analysis, 2011 predicts a far greater need for commercial land (C-1 and C-2) than industrial (LI and I) in the 20 year study period (2010-2031) with commercial land use needs projected at 39 acres compared to 16 acres for industrial land. Employment creation is similarly weighted—530 retail jobs and 835 service jobs are expected to be created in that time period compared to just 116 industrial jobs. Hood River’s largest deficiency is in Class A office space.

In 2013, EcoNorthwest prepared an Economic Impact Analysis for the Port of Hood River that recommends the very same shift from pure industrial to mixed use that we advocate:

*“ . . . what is the best use of remaining Port property at the waterfront? Many cities provide evidence of a transition from industrial uses to other uses as property values rise. The Port has already accommodated a shift from traditional industrial and warehousing toward light industrial and commercial. The Port should consider furthering this transition, focusing on the kinds of businesses that are most compatible with waterfront recreational amenities.”*

## **The Waterfront and Downtown**

Some have expressed concern that development at the waterfront will come at the expense of downtown. HRVRC would never advocate a waterfront policy that would turn our historic downtown into a ghost town. We believe the opposite is true: No part of town has as much to gain from a vibrant waterfront as downtown. This is not a zero sum game. Growth at the waterfront will be good for all of us. The two districts are geographically close—Lot 1 is only a 3-minute walk from the corner of 2<sup>nd</sup> and Oak and development at the waterfront can and should complement and enhance downtown. HRVRC encourages the City and Port to make infrastructure improvements that strengthen the pedestrian connections between the two areas. Structured parking at the waterfront paired with a trolley service to downtown could help alleviate parking issues in both areas.

### References:

Economic Development and Smart Growth: 8 Case Studies on the Connections between Smart Growth Development and Jobs, Wealth, and Quality of Life in Communities, International Economic Development Council  
[www.iedc.org/clientuploads/Downloads/edrn/IEDC\\_Smart\\_Growth.pdf](http://www.iedc.org/clientuploads/Downloads/edrn/IEDC_Smart_Growth.pdf)

Smart Growth and Economic Success: The Business Case, November 2013, Office of Sustainable Communities, U.S. Environmental Protection Agency [http://www.epa.gov/smartgrowth/pdf/business\\_case.pdf](http://www.epa.gov/smartgrowth/pdf/business_case.pdf)

Industrial Vs. Mixed-Use Zoning: Economic Impact and Job Creation Study CBRE Consulting, 2007  
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Integrating Light Industry into Mixed-Use Urban Development, Dan Cotter, Georgia Tech Enterprise Innovation Institute, 2012, <http://stip.gatech.edu/wp-content/uploads/2012/10/STIP-Dan-Cotter.pdf>

City of Hood River Economic Opportunities Analysis, FCS Group, 2011,  
[http://centralpt.com/upload/375/16352\\_FinalEOARreport6-2011.pdf](http://centralpt.com/upload/375/16352_FinalEOARreport6-2011.pdf)

Economic Impacts of the Port of Hood River, EcoNorthwest, December 2013,  
[http://www.portofhoodriver.com/PDFs/Economic\\_Impact\\_Analysis.pdf](http://www.portofhoodriver.com/PDFs/Economic_Impact_Analysis.pdf)

**Cindy Walbridge**

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**From:** LarryJeanine [larryjeanine@earthlink.net]  
**Sent:** Monday, December 15, 2014 7:32 AM  
**To:** Cindy Walbridge  
**Cc:** Friends of the Hood River Waterfront; Jeanine Jones  
**Subject:** Waterfront Refinement Plan

Dear Ms. Walbridge,

I have just learned about the meeting tonight considering approval of the new overlay zone. I already have a commitment and unable to attend.

- **I object to this being rushed through without public notice or adequate time for discussion**
- **I ask that the commission adopt the five recommendations of the Friends of the Hood River Waterfront:**

Lawrence K. Jones

Larry and Jeanine Jones  
1517 Lincoln St.  
Hood River, OR 97031  
541-386-2877 Larry  
541-645-0859 Jeanine

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**Recommendation:** Change the base zoning to Open Space/Public Footprint (OS/PF) north of Portway and Recreational Commercial (R/C) along Boat Basin. This is the only way to ensure protection for the waterfront.

**Recommendation: Along the Boat Basin,** no buildings other than boathouse and restrooms should be allowed in this narrow space on water side of North First St. Building height should be limited to one story above North First Street.

**Recommendation:** North of Portway buildings should be no higher than 20 feet. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be an average of 10 feet.

**Recommendation:** On Lot 1 limit building heights to 28 feet near the waterfront and up to 35 feet in the interior. Maximum building footprint: 25,000 sq ft.

**Recommendation:** The Planning Commission should work on a carefully crafted Mixed Use zone for Lot 1. This has been a city goal for a long time and would work well to help connect the waterfront area with the downtown.





**Cindy Walbridge**

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**From:** tood douglass [tood@gorge.net]  
**Sent:** Sunday, December 14, 2014 9:26 PM  
**To:** Cindy Walbridge  
**Subject:** Delay Decision

To Cindy and City Council,

I urge you to delay any decision on the the new overlay zone for the Hood River Waterfront, the 'Refinement Plan'.

This rezoning demands more time, review and public input.

Thank you,

Carol Douglass  
821 Columbia Street  
Hood River, OR 97031

## Cindy Walbridge

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**From:** Kris Gann [kris@krisgann.com]  
**Sent:** Monday, December 15, 2014 9:39 AM  
**To:** Cindy Walbridge  
**Subject:** Refinement Plan vote tonight

Dear Cindy,

I will be out of town for the City Council meeting and wanted to share my concerns about this plan.

I have attended just about all of the meetings concerning this plan as well as the Port meetings discussing Nichols Basin. I think the plan as it stands needs to have more exposure to the public. This has been such a quick process and I feel that many people of our city affected by this are unaware of the breadth of the plan. I would urge a longer public comment period.

For the Nichols Basin area, Subarea 1a, there is entirely too much building construction allowed on that very small parcel. If allowed, it will completely change the experience of that area which was not the concept put forward during this summer's meetings. The plans presented this summer by Walker Macy included schematic drawings of the design concept of three small pads at top of bank and an area for boat storage/related commercial structure above where the kayak rentals are now. 7000 sq ft seems adequate to accommodate all of the uses – not the 16000 sq ft that has emerged.

In addition, the building heights of both this area and the area north of Portway are excessive and not in keeping with the scale of the area. For Nichols Basin, the mass of these buildings will cut the sunshine flowing to the basin. For the area north of Portway, taller buildings will create a tunneling effect with the existing structures south of Portway. The public has accepted this in larger cities but I think we have an opportunity to work around that here in Hood River.

I commend the Port with moving forward and have appreciated the public participation in the process but I think there needs to be more public input on this plan.

Thank you for your consideration.

Sincerely,

Kris Gann  
907 Cascade  
Hood River

December 15, 2014

Dear Mayor Babitz and City Council,

You will be hearing the proposed Waterfront Rezone Plan tonight, ordinance 2015.

While the proposal in front of you is a good start, there is still some detailed work to be done on this very important rezone. Due to the quick timeline set up for this process, this document has not really had the thorough review by the public or even the advantage of more than two short planning commission sessions. So far, the writing of this new waterfront zone, has not even met the goals the Council set last March to achieve during this Waterfront Master planning process.

As quoted from the Mayors, statement at the March 10, City Council meeting,

“ A master plan is legislative therefore it can be creative and have open discussions with community members. Babitz feels a legislative master plan makes sense to him because:

A legislative process is seen as the will and desire of the community; it is hard to sue over a legislative process decision. A legislative process allows for new tools to address issues with zonings; development can more easily be controlled. This process would also allow for clarification of ambiguities in the City's codes.”

This rezone process has not meet those goals:

1. The City/Port appointed individuals to attend committee meetings that were held during the day at 3pm, a time that is very hard for business folks to attend. The meetings were frequently held on short notice and unpublicized. This proposal has still not been covered in the newspaper, and has not meet the goals of “open public discussion forums.” Two short Planning Commission meetings were held without news coverage, where some changes were made. This new document was not even released until noon on Friday so there is no opportunity for the careful evaluation it deserves.

2. Another goal the Mayor set for this zone was to “avoid confusion and unclear zoning legislation” but this proposal does not accomplish that. The overlay process of allowing non-light industrial uses on LI zoned parcels only adds to the confusion. If this were “clear of ambiguities”, Lot 1a, (slack water beach area), would be re-zoned Recreational Commercial. We had a chance to do this 5 years ago when we changed it from Industrial to LI, and now we are addressing the same issues. An RC designation in this small area would continue to allow the uses currently taking place on the site, kayaking, SUP, and watersports equipment rentals, and any other businesses that would support recreational uses. Keeping Subarea 1 zoned “LI plus” is a mistake and creates “unclear zoning legislation”. Buildings on Lot 1A should be keep to 1 story and pushed across the street as recommended by Group Mackenzie during the Port meetings last summer. No buildings should be on the park and waterfront side of the street on Lot 1a. Just like on Portway, the street creates an open space, free of visual barriers between buildings and public waterfront space. The remainder of Lot 1 should be a carefully crafted mixed use zone area, allowing some commercial and some Light Industrial uses. Restricting this to just LI will make it harder to develop and does not allow for future flexibility. This plan needs to be flexible for future development not restrictive of the options.

3. Setbacks from the water North of Portway should be 150 ft. with NO FENCES to block public access from the river. (Development standards. b)

4. The Waterfront Trail standards should be **consistent** with the Waterfront Park at 12 ft. wide.

A lot of work has been done on this rezone and there are some good outcomes so far. But the Waterfront area is very large and diverse with complex usage goals ranging from business to recreation. The Waterfront is our towns most valuable assets so please send this back to the drawing board and work out a few more of the details until we really get a document that will guide the City and Port towards an area that will be a clear guide to benefit the community for the next 40 years. Let's truly meet the Council's goals and have “a process that is seen as the will and desire of the community.”

Thank you,  
Ann Frodel

To: the Hood River City Council  
RE: Proposed New Overlay Zone for the Hood River Waterfront  
Date: December 15, 2014.

Dear Members,

After having studied the Advisory Committee's Draft, the notice that just arrived this past Friday, I would like to make the following observation.

Many businesses not on the waterfront benefit from tourists and visitors. We have a lodging property and we advertise the availability of our waterfront. Being able to feel a part of the Columbia River, the Boat Basin and Waterfront property is unique. There isn't another location along the Gorge where the average person has access to the River to this extent. And this area is part of a designated area to protect this uniqueness and beauty.

Putting more businesses north of Portway Drive and on the west side of the Nichols Basin (on the water side of North First St) will affect the tourist, visitor, sportsman, sailor, boarder, swimmer and even the strollers.

Protect the Boat Basin with a rezone to RC, the area on the water side of North First St.

North of Portway, change the base zoning to Open Space/Public Facilities.

On Lot 1 make sure the view corridor is protected and have a carefully thought out mix use plan as this has been the City goal for a while.

And this does not need to be decided tonight. The proposed changes have not been in the paper. Those of us who have been to some of the public meetings were fortunate enough to get the Advisory Committee's Draft three days ago. Without it being in the paper, most/many citizens don't know. It is Christmas time with many people out of town. Since this affects our lives and businesses, please do not rush the proposed changes. Let the Good Citizens of Hood River have a say.

Most sincerely,  
Jane Nichols

Hood River BnB, 918 Oak St, Hood River, 541.387.2997

**Cindy Walbridge**

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**From:** GEORGE DOLACK [l.dolack@comcast.net]  
**Sent:** Monday, December 15, 2014 3:13 PM  
**To:** Cindy Walbridge  
**Subject:** Zoning

Hi Cindy,

I agree with the following recommendations. I too think there should be adequate time given to this.

**Recommendation:** Change the base zoning to Open Space/Public Facilities (OS/PF) north of Portway and Recreational Commercial (R/C) along the Boat Basin. This is the only way to ensure protection for the waterfront.

**Recommendation: Along the Boat Basin,** no buildings other than a boathouse and restrooms should be allowed in this narrow space on the water side of North First St. Building height should be limited to one story above North First Street.

**Recommendation:** North of Portway buildings should be no higher than 20 feet. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be an average of 150 feet.

**Recommendation:** On Lot 1 limit building heights to 28 feet near the water and up to 35 feet in the interior. Maximum building footprint: 25,000 SF.

**Recommendation:** The Planning Commission should work on a carefully crafted Mixed Use zone for Lot 1. This has been a city goal for a long time and would work well to help connect the waterfront area with the downtown.

Toldy Dolack

738 Columbia St

206 999 3421

## Cindy Walbridge

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**From:** Linda Maddox [lindanicemaddox@gmail.com]  
**Sent:** Monday, December 15, 2014 4:26 PM  
**To:** Cindy Walbridge  
**Cc:** Linda Maddox  
**Subject:** City Council

City Council Hearing, Dec. 15, 2014  
 Hood River Waterfront Refinement Plan Testimony

This and all previous testimony, 12-1-14 and 12-8-14 to the Planning Commission, should be made part of the record, including the map passed out tonight.

***The main points:***

***Recommendation:*** Change the base zoning to Open Space/Public Facilities (OS/PF) north of Portway and Recreational Commercial (R/C) along the Boat Basin. This is the only way to ensure protection for the waterfront.

***Recommendation: Along the Boat Basin,*** no buildings other than a boathouse and restrooms should be allowed in this narrow space on the water side of North First St. Building height should be limited to one story above North First Street.

***Recommendation:*** North of Portway buildings should be no higher than 20 feet. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be an average of 150 feet.

***Recommendation:*** On Lot 1, limit building heights to 28 feet near the water and up to 35 feet in the interior. Maximum building footprint: 25,000 SF.

***Recommendation:*** The Planning Commission should work on a carefully crafted Mixed Use zone for Lot 1. This has been a city goal for a long time and would work well to help connect the waterfront area with the downtown.

Some Background and an Idea-----

Reading from an Angelo Planning Group Report titled "Hood River 2020 Keeping Hood River on Track" prepared June 2006, Hood River can anticipate 11,500 residents by 2025. If their estimate is accurate, this is a large population increase and we need to prepare for it by zoning our waterfront for recreational uses and park space to accommodate the anticipated increased use.

Our waterfront property is the largest, best, undeveloped place in our dear city. Livability and quality of life are our community's widely held core values according to this same report. Many of us gave up money and opportunity to live here because Hood River reflects these values. It is not often that we can live in a place in sync with our values and it is wonderfully healthy to do so.

12/15/2014

The recent effort in the waterfront planning process does not reflect the core values of the community. The current draft simply does not go far enough in protecting the waterfront and in a number of respects has made things worse and more complicated with the use of the overlay zone. The new zoning also allows for more development than many of us can even conceive of, for example along the Boat Basin; it allows too much light industrial on Lot 1; and doesn't remove light industrial from north of Portway.

IF you, the City Council, would just rezone the waterfront property into the proper zones in the first place, you could avoid the confusion caused by an overlay zone. You could propose new zones, such as a new Mixed Use Zone, and rewrite and improve some of your current zones which apply to the waterfront property now and should be applied to more of it.

Most importantly, this new overlay zone needs more work before we are stuck with it and it becomes law. What you are working on are the rules governing development at the waterfront. These rules are hard to change and tend to remain in place for a long time. I hope you understand that!

We need to rewrite our Open Space and Recreational /Commercial zones to fit the time we live in. At this point, if I were in your shoes, I would ask for that and then I would choose a portion of the waterfront to study in depth, for example the West Bank, and get that area zoned correctly, once and for all. Then work on a Mixed Use zone; move on to the next portion of the waterfront, Lot 1 or north of Portway, etc. This would be a thoughtful process.

IF you choose to pass this flawed zone tonight, please consider the main points above and the details below:

Add to the purpose statement "to protect public access to the water".

In F.1. Reduce the total floor area for buildings, including the public boathouse, along the Boat basin to 4,000 SF.

In F.2. (a) (b) Delete all language. To have a small 250-foot no build area at the north end of the Boat Basin and a 50% building frontage allowance for the rest of the area defeats the entire concept of a nice park along the Basin tempting people to walk there from downtown. This is such a narrow strip of land, all the buildings except for restrooms and a public boathouse should be across N First St to the west.

in F. 3. Maximum building height: one story.

In F. 8. There should be a rear, waterside, setback of at least 20-30 feet.

In J. 3. c. In the current language all buildings can be 6 feet taller than the maximum height, if they have rooftop equipment screening.

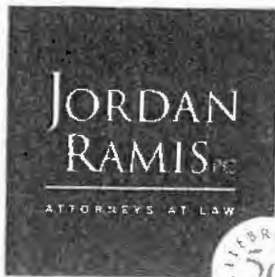
In K. 3. The width of the waterfront trail should be changed to 12 feet. That has been the consensus for safety and comfortable use.

In M. Adjustment to the Standards This variance language removes our current variance procedure and puts this very lenient language in its place. Before you pass this, think about it carefully especially regarding unintended consequences. At the meeting last week one person commented that "it un-does everything the Planning Commission has just done." Think about it.



To conclude, the new draft for this entirely new zone was available only 3 days ago. Three days in our holiday season is much too short a time to consider so much. There is no reason to rush this process which will govern what will be done on the most important property in Hood River.....our beloved waterfront.

Linda Maddox  
3018 Dana Lane  
Hood River, OR 97031



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Bend, OR 97702  
541-847-2975

BY EMAIL

December 15, 2014

Hon. Arthur Babitz and City Council  
City of Hood River  
211 2nd Street  
Hood River, OR 97031

Re: **Requested amendment to Waterfront Refinement Plan re: required windows**  
*City of Hood River Proposed Ordinance No. 2015*  
Our File No. 50805-38651

Dear Mayor Babitz and members of the City Council:

We represent Ryan's Fresh Fruit Juices/Hood River Juice Company. We write you at David Ryan's request to seek an amendment to the proposed waterfront ordinance. The amendment addresses economic and food safety issues unique to food processing.

The proposed "required windows" standard will encompass our juice processing plant. The standard is deliberately penetrating: it requires owners to allow views into "ground floor working areas," among other areas. The ground floor of our facility is used as a production area, most likely meaning it is a "working area." While we understand the benefits of windows, requiring windows on a food processing plant will have two unintended consequences.

First, the requirement poses a food safety risk. Windows or other similar glazed surfaces would be located very close to food processing equipment. Shards of glass from a broken window pose a risk of laceration if introduced into the food chain and then ingested. Moreover, constructing barriers to mask or conceal food machinery from the windows would defeat the whole purpose of the rule, as well as constitute a useless financial outlay. Needless to say, not only has Mr. Ryan not budgeted to undertake such unusual construction, or insurance to offset the risk exposure, Mr. Ryan questions whether he could obtain financing to construct a self-defeating countermeasure.

Second, the requirement poses a financial security risk. The juice that we process is sold to major national food producers. Certain of our ingredients and production techniques constitute trade secrets of one or more other companies. These customers may regard Ordinance 2015 as creating a security breach if it has the effect of allowing the public to view the working areas of our plant. These customers will hold Mr. Ryan responsible for such a breach.

We understand the City's efforts to improve appearances within the Waterfront Overlay Zone. But to protect food processing activities we request an amendment that we believe moves development towards the City's goals in a way that is sensitive to food safety and trade secrets.

December 15, 2014

Page 2

The amendment creates a design alternative to windows on buildings used for food processing. We respectfully request that Council add an additional subsection to 17.03.130(E)(3), which for reference is located on page 6 of tonight's "Planning Commission Recommended Draft" of the text for adoption.

The new subsection would be numbered 17.03.130(E)(3)(e) and read as follows:

On buildings used to process food for human consumption, a façade may offset required windows through construction of additional features listed in Section 17.03.130(E)(1), as approved by the review authority.

Thank you for your time and consideration. Please enter this letter into the record of decision for this matter.

Sincerely,

JORDAN RAMIS PC



Timothy V. Ramis  
Admitted in Oregon  
tim.ramis@jordanramis.com  
OR Direct Dial (503) 598-5573

cc: Cindy Walbridge

**Cindy Walbridge**

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**From:** Jane Camero [jane@gorge.net]  
**Sent:** Monday, December 15, 2014 4:49 PM  
**To:** Cindy Walbridge; Jane Camero  
**Subject:** Waterfront Refinement Plan

To All It May Concern:

I have been a resident of Hood River since 1987. I thoroughly enjoy the waterfront several times a week for recreation including walking my dog, kayaking, running, and birdwatching. I adopted a plot at the Waterfront Park the first season that it was planted. It has been so positive to watch the children on the beach and in the playground, families picnicking, and elders strolling or resting on the benches. This is exactly what our precious waterfront should remain.

I would like to see everything north of Portway open space. I understand this would require changing the base zoning to Open Space/Public Facilities north of Portway and Recreational Commercial along the Boat Basin. I believe this to be the only way to ensure protection for the waterfront.

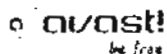
Let's not clutter the waterfront like a strip mall! Along the Boat Basin, no buildings other than a boathouse and restrooms should be allowed in this narrow space on the water side of North First St. Building height should be limited to one story above North First Street.

I encourage the Planning Commission to take it slowly to carefully design a Mixed Use zone for Lot 1 to help connect the waterfront area with the downtown. Our waterfront is our very best asset.

Thank you for taking public comment.

Sincerely,

Jane Camero  
1027 Columbia St  
Hood River, OR 97031  
541-386-3307



This email has been checked for viruses by Avast antivirus software.

[www.avast.com](http://www.avast.com)

12/15/2014

**Cindy Walbridge**

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**From:** Corie Lahr [corielahr@gmail.com]  
**Sent:** Monday, December 15, 2014 5:11 PM  
**To:** Cindy Walbridge  
**Subject:** City Council Meeting - Waterfront Plan Comment Submission

Dear Hood River City Council,

We are writing to urge you not to move forward at this time with a rushed development plan for the Hood River Waterfront. Given the significant public interest in the Hood River waterfront trying to push this through in the last hours of the current city council does not make any sense. The fact the proposed development scheme as approved by the planning commission was only first released for public review a few days ago makes clear that the public has not been given adequate time to review and consider the plan. Why the rush?

As two people who have been closely involved in working to protect the Nichols Basin over the last three years it is disappointing that such a significant new development would be legislatively hardwired pursuant to this ordinance.

We are concerned that the proposed development plan would put degrade the semi-natural character of the Nichols Basin, increase stormwater pollution into the Nichols Basin and Columbia River without any comprehensive stormwater plan, and degrade what could be a world-class waterfront in favor of commercial development that will compete with our existing downtown main street.

The recreational assets of our waterfront should not be sacrificed in this rushed proposal.

Sincerely,

Corie Lahr and Derek Bell

JOSEPH S. VOBORIL  
ADMITTED TO PRACTICE IN OREGON AND WASHINGTON

PHONE: 503.802.2009  
FAX: 503.972.3709  
Joe.voboril@tonkon.com

December 15, 2014

**VIA E-MAIL ONLY CINDY@CI.HOOD-RIVER.OR.US**

City Council  
Attn: Cindy Walbridge, Planning Director  
301 Oak Avenue  
P.O. Box 27  
Hood River, OR 97031

Re: Ordinance 2015 -- Waterfront Refinement Plan -- Zoning Code and  
Comprehensive Plan Amendments

Dear Mayor Babitz and Members of the City Council:

I represent Hood River Distillers, Inc. On behalf of my client, I have submitted both oral and written testimony to the City Planning Commission regarding this matter. A copy of my December 8, 2014 letter to the Planning Commission is included in your materials for tonight's hearing. On behalf of Hood River Distillers, Inc., I would like to restate the arguments set forth in my December 8 letter.

The purpose of this letter is to address the December 12, 2014 Memorandum from DKS which is entitled "Hood River Waterfront Amendments Trip Generation" (the "DKS Memorandum"). While we assume that the purpose of the DKS Memorandum is to address the State Transportation Planning Rule (OAR 660-012-0060), no reference is made to the State Transportation Planning Rule in the DKS Memorandum. In any event, if the intent of the DKS Memorandum is to address the State Transportation Planning Rule, it fails to do so.

During the past four weeks, my client and I have made repeated requests for the Transportation Analysis which was described as Task No. 3 in the Scope of Work for this planning process that you adopted on August 11, 2014. We were surprised that the Transportation Analysis was not presented to the Planning Commission at their hearings on December 1 and December 8. Finally, at 4:20 p.m. on Friday, December 12, we were provided with the DKS Memorandum. Since we have only had one day to review and comment on the DKS Memorandum, we are able to provide only a few examples of the problems with the report. They are as follows:

1. The DKS Memorandum evaluates the traffic impact of the uses that would be allowed by the proposed zone changes and Comprehensive Plan Amendments using trip generation assumptions by employees, which makes little sense. For example, a small restaurant might have four employees, but the trip count generated by the restaurant's customers would be a multiple of the number of individuals employed by the restaurant.

Attached is a copy of the Transportation Impact Analysis prepared by Group Mackenzie which was submitted to the City in October, 2011 with respect to the Naito Waterfront Development. Also attached is a copy of the Transportation Analysis, also prepared by Group Mackenzie, which was submitted to the City by the Port of Hood River in support of the 2.33 acre zone change that was approved in October of this year under File No. 2014-11.

Both reports were submitted to address the State Transportation Planning Rule. Neither of the reports used employee counts. Rather, both reports are based on worst-case development scenarios using the data contained in the Institute of Transportation Engineers (ITE) *Trip Generation Manual* (the "ITE Trip Generation Manual"). Comparison of the estimates of the traffic impact in the two Group Mackenzie reports to the traffic impact for the same uses that are estimated in the DKS Memorandum clearly indicates that the DKS Memorandum significantly understates the traffic impacts that can be expected to occur as a result of the zone changes and Comprehensive Plan Amendments that are included in Ordinance 2015. In order to properly address the State Transportation Planning Rule, the ITE Trip Generation Manual, together with the formulas for all of the specific land use codes, should have been used. If such methodology was appropriate for the Naito Waterfront Development and the 2.33 acre Port of Hood River zone change, then why was that methodology not used to analyze the impact of these zone changes and Comprehensive Plan Amendments?

2. The DKS Memorandum fails to analyze the worst case development scenarios that can result by virtue of these changes. The DKS Memorandum states that two 30,000 square foot buildings are proposed for Subarea 2. Subsection D.3. of the proposed Waterfront Overlay Zone would allow a significant amount of non-accessory retail and non-accessory office uses in Subarea 2. Under Subsection D.3., a 30,000 square foot building could contain as much as 2,500 square feet of accessory and non-accessory retail uses. Accordingly, if two 30,000 square foot buildings are constructed in Subarea 2, 5,000 square feet of retail space could, and likely will, be constructed in Subarea 2. Subsection D.3. of the proposed Waterfront Overlay Zone also allows up to 25% of a building in Subarea 2 to be devoted to professional office uses which are not accessory to the industrial use on the parcel. Accordingly, if two 30,000 square foot buildings are constructed in Subarea 2, 15,000 square feet of non-accessory office space could be constructed. Furthermore, since no restrictions are imposed in Subsection D.3., the entire 5,000 square feet of retail space could be restaurant space and the entirety of the 15,000 square feet of office space could be medical and dental offices.

These are the worst case uses that should have been analyzed by DKS in the DKS Memorandum. For example, on page 9 of the Transportation Impact Analysis prepared

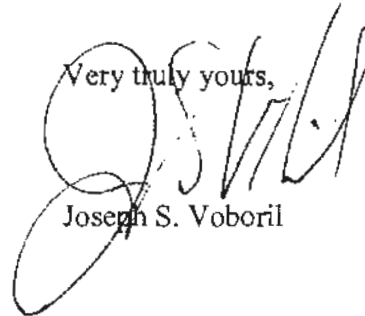
December 15, 2014

Page 3

by Group Mackenzie for the Naito Waterfront Development, using the ITE *Trip Generation* Manual and Land Use Code 932 – the code applicable to (sit down) restaurants – Group Mackenzie estimated that 3,200 square feet of restaurant space in the Naito Waterfront Development would result in 407 daily trips and 36 PM peak hour trips per day. Utilizing this formula, the 5,000 square feet of retail space in Subarea 2, if used as sit down restaurant space, would result in 636 daily trips and 56 PM peak hour trips per day. In analyzing the worst case scenario for professional office uses in Subarea 2, the ITE Trip General Manual Land Use Code 720 for medical-dental office uses should have been used.

Had the DKS Memorandum been provided to us at an earlier date, my client would have had an opportunity to obtain a true estimate of the traffic impact from a traffic engineering firm. Unfortunately, at this late date, all we can do is point out some of the obvious errors in the Transportation Analysis that is being used to support the zone changes and Comprehensive Plan Amendments. If the City Council adopts the zone changes and Comprehensive Plan Amendments proposed in Ordinance 2015, you will be doing so with a flawed Transportation Analysis.

Very truly yours,



Joseph S. Voboril

JSV/tkb

cc: Ron Dodge (via e-mail)  
Lynda Webber (via e-mail)  
Michael McElwee (via e-mail)  
Cathy Corliss (via e-mail)  
Jennifer Gray (via e-mail)

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GROUP  
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TRANSPORTATION  
IMPACT ANALYSIS

NAITO WATERFRONT  
DEVELOPMENT

Hood River, Oregon



EXPIRES: 12-31-2011

Prepared For  
Naito Development,  
LLC

Completed On  
October 10, 2011

Submittal To  
City of Hood River

Project Number  
2110148.00

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## I. INTRODUCTION

This Transportation Impact Analysis has been prepared for Naito Development, LLC in support of a proposed commercial development on the former Nichols Boatworks property in Hood River, Oregon.

The subject property is identified as Section 25 Township 3N Range 10E Tax Lots 100 -- 500. It is bound by the Columbia River Boat Basin to the north, the I-84 westbound off ramp to the south, Hood River to the east, and an existing gas station to the west. Figure 1 shows a vicinity map of Hood River's downtown, the waterfront area, and the subject site.

## PROJECT DESCRIPTION

Figure 2 presents the proposed site plan, which includes the development of two new buildings. The first building will be located along the boat basin and includes a mixture of office, specialty retail, and restaurant, plus additional space for a pro shop that will support a cable park operation in the boat basin area. The second building, located in the southeast corner of the site, includes an 89-room hotel.

As shown in the site plan, vehicles and pedestrians will access the site from North 2<sup>nd</sup> Street and use a new private road that traverses the site. Pedestrian and bicycle access will also be provided to the two multi-use path connections at the southeast site boundary which lead across Hood River to the east and under I-84 into to the downtown area to the south.

With development approval, the proposed development is expected to be fully built-out and occupied by the year 2012.

## SCOPE OF REPORT

This analysis conforms to the ODOT *Analysis Procedures Manual* (APM) and City of Hood River requirements for a traffic study. Analysis includes a review of local intersection impacts. Based on a review of the applicable standards, preparation of past transportation studies for the subject site, and a scoping agreement with the City Engineer, the analysis study area is limited to the intersections located along the 2<sup>nd</sup> Street Corridor, including:

- 2<sup>nd</sup> Street/Riverside Drive
- 2<sup>nd</sup> Street/I-84 WB ramp terminal
- 2<sup>nd</sup> Street/I-84 EB ramp terminal
- 2<sup>nd</sup> Street/Cascade Avenue
- 2<sup>nd</sup> Street/Oak Street (OR 30)

Operation analyses were performed for the weekday PM and Saturday midday peak hours at the five study intersections for the following scenarios:

- 2008 Base Conditions
- 2012 Pre-development
- 2012 Post-development

The analysis of base year 2008 conditions as a representation of current traffic conditions was approved by City staff given the availability of historical traffic count data from that year and the lack of traffic growth in the area due to flat economic conditions which have persisted over the past several years.

## II. EXISTING CONDITIONS

### EXISTING SITE CONDITIONS

The approximately 5.27-acre site is formerly known as the Nichols Boatworks property. The site was recently rezoned from *Industrial* to *General Commercial (C-2)*. Under the new zoning, the proposed mix of uses (i.e., office, retail, and hotel) is allowed outright.

### TRANSPORTATION FACILITIES

The following is a summary of the study area roadway classifications and descriptions as identified by Group Mackenzie.

Roadway	Classification	Lanes	Jurisdiction	Speed Limit	Sidewalks	Bicycle Lanes	On-Street Parking
I-84	Interstate (Principal Arterial)	4	ODOT	65	No	No	No
North 2 <sup>nd</sup> Street	Local	2	City	Not Posted	Yes (West)	No	No
2 <sup>nd</sup> Street	Arterial	2	City <sup>1</sup>	Not Posted	Yes	No <sup>2</sup>	Partial <sup>3</sup>
Riverside Drive	Collector	2	City	Not Posted	Yes	Yes	No
Cascade Avenue	Collector	2	City	Not Posted	Yes	No	Yes
Oak Street (US 30)	District Highway (Arterial)	2	ODOT	Not Posted	Yes	No	Yes

<sup>1</sup> ODOT maintains jurisdiction of the roadway from I-84 interchange to Oak Street.

<sup>2</sup> Bicycle lanes striped on I-84 overpass only.

<sup>3</sup> No on-street parking allowed on 2<sup>nd</sup> Street from Riverside Drive to Cascade Avenue. Parking is on east side only, north of Riverside Drive.

Figure 3 presents the existing lane configurations and traffic control at each of the study intersections.

#### **Interstate 84**

I-84 runs east-west through the City of Hood River along the south side of the Columbia River and just north of the downtown area. The freeway is maintained by the Oregon Department of Transportation. There are two primary travel lanes in each direction and the posted speed limit is 65 mph. The 2<sup>nd</sup> Street interchange with I-84 is a standard diamond configuration with traffic signals at both the westbound on/off ramps and the eastbound on/off ramp terminals.

#### **North 2<sup>nd</sup> Street**

Northwest of the site, North 2<sup>nd</sup> Street is a street segment that begins just north of the adjacent gasoline service station near Riverside Drive and terminates at Portway Avenue to the north. This roadway is classified as a Local Street and is under the jurisdiction of the City. The roadway is designed as a boulevard with a landscaped median and has one travel lane in each direction. There are partial sidewalks located on the west side of the street that lead to the sidewalks along Riverside Drive. There are no bicycle lanes or on-street parking.

***2<sup>nd</sup> Street***

West of the site, 2<sup>nd</sup> Street runs north-south connecting the industrial/commercial areas north of I-84 with the downtown area to the south, along with an interchange connection to I-84. This roadway is classified as an Arterial. The City of Hood River has jurisdiction over the roadway north of Riverside Avenue and south of Oak Street, but in between these streets ODOT has jurisdiction over 2<sup>nd</sup> Street from the I-84 interchange area down to Oak Street. The roadway generally has a two-lane cross-section with one travel lane in each direction. There are no bicycle lanes, except on the I-84 overpass, but there are continuous sidewalks on both sides of the street. In certain areas, on-street parking is allowed north of Riverside Drive (east side) and south of Cascade Avenue (both sides).

***Riverside Drive***

Northwest of the site, Riverside Drive runs east-west connecting the industrial/commercial businesses in the waterfront area with 2<sup>nd</sup> Street and the I-84 interchange. The roadway is now under the jurisdiction of the City of Hood River and is classified as a Collector Street. The roadway generally has one travel lane in each direction. In the vicinity of the site and 2<sup>nd</sup> Street, there are bicycle lanes and continuous sidewalks on both sides of the street. Parking is not allowed on-street.

***Cascade Avenue***

Southwest of the site, Cascade Avenue runs east-west through the downtown area, connecting the local area businesses with 2<sup>nd</sup> Street and the I-84 interchange. The roadway is under the jurisdiction of the City of Hood River and is classified as a Collector street. The roadway has a two-lane urban cross section with one travel lane in each direction. There are no bicycle lanes but there are continuous sidewalks on both sides of the street and on-street parking is allowed.

***Oak Street (US 30)***

Oak Street (US 30) runs east-west through the center of the downtown area, serving regional traffic needs as well as local access needs. The City classifies the roadway as an Arterial, but since it is also a highway under the jurisdiction of ODOT, it is also classified as a District Highway. The roadway has a two-lane urban cross-section with one travel lane in each direction. There are no bicycle lanes but there are continuous sidewalks on both sides of the street as well as on-street parking.

**EXISTING TRAFFIC**

Based on a review of previous studies and input provided by City staff, it was determined for this study that the weekday PM and Saturday midday peak hours represent the most critical time periods for evaluating intersection operating conditions. Traffic counts were collected during these two time periods at all study intersections back in the summer of August 2008. Specifically, they were conducted between 4:00 – 6:00 PM on Thursday, August 14, 2008 and between 12:00 – 2:00 PM on Saturday, August 16, 2008. As stated previously, the use of these counts to express current traffic conditions for this study was cleared with City staff. Figure 4 presents the base year 2008 intersection turning movement volumes for both analysis periods. It should be noted that the volumes shown in this figure reflect a 1.6% increase in the peak hour traffic flows observed in the traffic counts. This was done to achieve traffic levels which reflect ODOT's policy of analyzing 30<sup>th</sup> Highest Design Hour Volumes (30 DHV). This growth factor was determined from

seasonal trend information for I-84. All traffic count data sheets are provided in the appendix.

#### PEDESTRIAN AND BICYCLE FACILITIES

Sidewalks are provided along all study area roadways except for I-84. Bicycle lanes are provided only on Riverside Drive and on a portion of 2<sup>nd</sup> Street over I-84. There are two multi-use paths located in the southeast corner of the site development property. One path leads across Hood River and the other leads under the freeway and connects with 2<sup>nd</sup> Street on the south side of I-84.

#### TRANSIT SERVICE

Currently, there is no fixed route public transportation available within the study area. However, Hood River County does provide Dial-a-Ride service.

### III. PRE-DEVELOPMENT CONDITIONS

#### PLANNED IMPROVEMENTS

The City of Hood River and ODOT have no short-term plans for making any physical transportation improvements to the roadways in the study area over the next year. However, several long-range transportation projects are planned for the 2<sup>nd</sup> Street Corridor that include widening the I-84 overpass, eventual turn movement restrictions at the Riverside/2<sup>nd</sup> Street intersection, and a traffic signal at the Oak/2<sup>nd</sup> Street intersection. These improvements are identified in the draft Interstate 84 Exit 63 and 64 Interchange Area Management Plan (IAMP), as well as the update to the City's Transportation System Plan (TSP), both of which were prepared by DKS Associates and in the process of being adopted by the City. Based on a review of these two documents and subsequent discussions with City staff, none of these projects are expected to occur by the time the site becomes operational in 2012.

However, it should be emphasized here that a recent study completed for the City of Hood River (*2<sup>nd</sup> Street/Oak Street Proportionate Share Cost Study*, September 8, 2011, prepared by Group Mackenzie) indicates the 2<sup>nd</sup> Street/Oak Street intersection will exceed the ODOT mobility standard within the next 10 years and that a traffic signal installation is both warranted now and necessary in the future. It is also important to note that the original conditions of approval for the rezone of the Nichols Boatworks property to C-2 (Commercial) included language supporting a proportionate share contribution towards a future traffic signal. This contribution was seen as a way to mitigate the increased traffic impacts associated with commercial-related development activity.

#### BACKGROUND TRAFFIC GROWTH

Background growth is general growth in traffic not related to specific projects. For purposes of this analysis, a background growth rate of 2.1% per year was used based on a review of historical counts and previous analyses conducted for the 2<sup>nd</sup> Street Corridor. Figure 5 presents the background growth volumes at all study intersections during the weekday PM and Saturday midday peak hours.

#### IN-PROCESS DEVELOPMENT TRAFFIC

In-process traffic is traffic from approved projects not yet constructed at the time intersection counts were conducted in 2008. Traffic from the following identified developments is included in the analysis of in-process traffic:

- Hood River Juice Company
- Halyard Building

Because the in-process developments above employ a Monday-Friday work week, only the weekday PM peak hour volumes were considered in the analysis of peak hour volumes. Figure 6 presents in-process traffic volumes during the weekday PM peak hour.



#### PRE-DEVELOPMENT TRAFFIC

Pre-development traffic is the sum of existing traffic volumes, background growth, and in-process traffic. It is the estimated future traffic without the proposed development. Figure 7 presents the 2012 Pre-development traffic volumes during the weekday PM and Saturday midday peak hours.

**IV. SITE DEVELOPMENT**

**TRIP GENERATION**

Trip generation for the proposed development was calculated using data contained in the Institute of Transportation Engineers (ITE), *Trip Generation*, 8<sup>th</sup> Edition using Land Use Code 710-General Office, Land Use Code 932-High Turnover (Sit-Down) Restaurant, Land Use Code 814-Specialty Retail, and Land Use Code 310-Hotel. Trip generation calculations for the Cable Park/Pro Shop component of the site development are provided in the appendix and were based on data contained in a feasibility study prepared by Rixen Cableways GMBH (the "Rixen Report"). This report contains confidential business information and trade secrets which are exempt from public disclosure. The City may review the Rixen Report subject to a confidentiality and non-disclosure agreement.

Trip generation estimates for the average daily, weekday PM and Saturday midday peak hours are presented in Table 3.

Land Use	ITE Code	Size	Units	Daily Trips	PM Peak Hour Trips			Midday Peak Hour Trips		
					Total	In	Out	Total	In	Out
Office	710	11,000	GFA	121	16	3	13	5	3	2
Restaurant <sup>1</sup>	932	3,200	GFA	407	36	21	15	45	24	21
Cable Park/Pro Shop <sup>2</sup>	N/A	4,400	GFA	320	32	16	16	32	16	16
Specialty Retail	814	3,000	GLA	133	8	4	4	8	4	4
Hotel	310	89	rooms	727	53	28	25	64	36	28
<b>Total Trips</b>				<b>1,708</b>	<b>145</b>	<b>72</b>	<b>73</b>	<b>154</b>	<b>83</b>	<b>71</b>
<i>Internal capture 10%<sup>3</sup></i>				<171>	<15>	<7>	<7>	<15>	<8>	<7>
<i>External trips</i>				1,537	130	65	66	139	75	64
<i>Diverted 10%(Restaurant <sup>4</sup></i>				<41>	<4>	<2>	<2>	<5>	<2>	<2>
<b>Primary Trips (Net New)</b>				<b>1,496</b>	<b>126</b>	<b>63</b>	<b>64</b>	<b>134</b>	<b>73</b>	<b>62</b>

<sup>1</sup> - Building size reflects all 2,200 sq. ft. of building space plus 50% of the 2,000 sq. ft. deck for outdoor seating (not required by ITE but assumed for this study).

<sup>2</sup> - Trip generation estimates based on market study and capacity of site operations (see Appendix).

<sup>3</sup> - Internal capture based on mixed-use nature of site development.

<sup>4</sup> - Diverted trips limited to conservative 10% estimate based on ITE data for restaurant land use, volumes on 2<sup>nd</sup> Street, and engineering judgment.

The proposed development is anticipated to generate a net increase in primary vehicle trips on the adjacent street system consisting of 1,496 daily, 126 weekday PM peak hour, and 134 Saturday midday peak hour trips. The following sections provide additional details on the various trip type classifications and assumptions used for this study.

**TRIP TYPES**

**Total Trips**

Based on the size of the individual land uses within the proposed site development, the use of ITE average rates and the site feasibility/market study results for the cable park/pro shop operations, total trips are estimated to be 1,708 daily, 145 weekday PM peak hour, and 154 Saturday midday peak hour trips. These trips simply represent the

estimated total number of vehicle trips to and from the site development, and consist of internal, pass-by, diverted linked, and primary trips.

#### ***Internal Trips***

In a mixed-use development such as the one proposed, many workers and customers take advantage of multiple services at a site in a single trip. These are known as internal or shared trips. The *ITE Trip Generation Handbook*, 2<sup>nd</sup> Edition, estimates the shared trip reduction between retail uses at 20% to 29% during the peak hour. For this study, a more conservative estimate of 10% was used.

#### ***Pass-By Trips***

Pass-by trips are those trips already driving past the site on the adjacent roadway. Since the site development is located at the end of a private road, no pass-by trips are assumed for this study.

#### ***Diverted Linked Trips***

Diverted linked trips are those site trips already traveling in the area on streets other than those that provide direct access to the site; these vehicles change their direction to access the site. An example for this project would be 2<sup>nd</sup> Street at Riverside Drive intersection.

#### ***Primary Trips***

Primary trips are those site trips whose primary purpose is stopping only at the proposed site development then returning to their point of origin. These are considered net new trips generated on the street system.

### TRIP DISTRIBUTION AND TRAFFIC ASSIGNMENT

Trip distribution was based on a review of historical traffic count patterns, the nature of the proposed land use, and engineering judgment. Trips were distributed on the transportation system as follows:

- 25% to and from the east on I-84
- 25% to and from the west on I-84
- 5% to and from the west on Cascade Avenue
- 15% to and from the west on Oak Street
- 20% to and from the east on Oak Street
- 10% to and from the south on 2<sup>nd</sup> Street

Figure 8 illustrates trip distribution and traffic assignment of primary trips for the proposed development during the weekday PM and Saturday midday peak hours. Figure 9 illustrates the traffic assignment of diverted site trips for the same two analysis periods.

### POST-DEVELOPMENT TRAFFIC

Post-development traffic volumes are the sum of the pre-development traffic volumes shown in Figure 7 and the primary and diverted site trips shown in Figures 8 and 9. Figure 10 illustrates the 2012 post-development traffic volumes for the weekday PM and Saturday midday peak hours.

## V. INTERSECTION AND ROADWAY ANALYSIS

### OPERATION ANALYSIS DESCRIPTION

Intersection operation characteristics are generally defined by two measurements: volume-to-capacity (v/c) ratio and level-of-service (LOS). Volume-to-capacity (v/c) ratio is a measurement of capacity used by a given traffic movement or for an entire intersection. It is defined by the rate of traffic flow or traffic demand divided by the theoretical capacity. Level-of-service represents a range of average control delays for drivers and is expressed as a letter ranging from LOS "A" which indicates good operating conditions, to LOS "F" which indicates a high level of congestion and delay.

At signalized intersections, the LOS rating is based on the average control delay per vehicle for the entire intersection, while the v/c ratio is a measurement of intersection's capacity to accommodate only the critical movements. For unsignalized intersections, the LOS rating is based on the average control delay per vehicle for the critical movement, which is typically the left-turn or entire approach of the intersecting minor street.

The study intersections along 2<sup>nd</sup> Street from the I-84 interchange to Oak Street are under ODOT jurisdiction. Therefore, the mobility standards set forth in ODOT's 1999 *Oregon Highway Plan (Including Amendments November 1999 through January 2006)* apply to the intersections along this segment. Based on the OHP, the v/c ratio mobility standard for the two I-84 ramp terminal intersections is 0.85. The same v/c ratio standard of 0.85 applies to the 2<sup>nd</sup> Street/Oak Street intersection given US 30's classification as a *District level highway*. It should be emphasized here, however, that the recently adopted IAMP exempts the 2<sup>nd</sup> Street/Cascade Avenue intersection from the OHP mobility standard in order to preserve the intersection and maintain full access movements. The City and ODOT have agreed that the intersection is critical to maintaining the City's grid system, with the understanding that driver delay will become excessive on the stop-controlled approaches. At the 2<sup>nd</sup> Street/Riverside Drive intersection, the City of Hood River's new policy of LOS "D" or better applies.

### OPERATION ANALYSIS

Intersection capacity calculations were conducted using methodologies presented in the 2000 *Highway Capacity Manual*. Synchro (Version 7) was used to prepare capacity and level-of-service calculations. Data output sheets from the analyses are in the appendix.

To ensure that this analysis was based on reasonable "worst-case" conditions, the peak 15-minute flow rates during the weekday PM and Saturday midday peak hours were used in the evaluation of all intersection levels of service. For this reason, the analysis reflects conditions that are only likely to occur for fifteen minutes out of each average peak hour. The traffic conditions during all other weekday and weekend hours will likely operate under better conditions than those described in this report.

Operation analyses were performed for the weekday PM and Saturday midday peak hours at the study intersections for the following scenarios:

- 2008 Base Conditions
- 2012 Pre-Development
- 2012 Post-Development

The following table summarizes study area intersection operations during the weekday PM and Saturday midday peak hours.

Intersection	Traffic Control	Mobility Standard	2008 Base		2012 Pre-Development		2012 Post-Development	
			PM	Midday	PM	Midday	PM	Midday
2 <sup>nd</sup> Street/ Riverside Drive	All-way Stop Control	LOS D	A	A	A	A	A	A
2 <sup>nd</sup> Street/ I-84 WB Ramp Terminal	Traffic Signal	0.85	0.39	0.31	0.46	0.34	0.50	0.37
2 <sup>nd</sup> Street/ I-84 EB Ramp Terminal	Traffic Signal	0.85	0.41	0.35	0.49	0.38	0.53	0.43
2 <sup>nd</sup> Street/ Cascade Avenue	Two-way Stop Control	0.85 (Exempt)	0.88	0.80	1.24	1.01	1.37	1.17
2 <sup>nd</sup> Street/ Oak Street (US 30)	All-way Stop Control	0.85	0.62	0.61	0.73	0.70	0.78	0.75

<sup>1</sup> - Intersection is exempt from OHP mobility standards, per recently adopted I-84/2<sup>nd</sup> Street IAMP.

## OPERATION ANALYSIS SUMMARY

All study intersections are anticipated to meet agency mobility standards in both scenarios with the following exceptions and notes:

The 2<sup>nd</sup> Street/Cascade Avenue intersection is anticipated to exceed the OHP mobility standard during one or both of the peak hour analysis periods in the 2008 Base, 2012 Pre-Development, and 2012 Post-Development scenarios. However, as stated previously, the latest draft of the IAMP and update to the City's TSP exempt this intersection from the minimum OHP mobility standard. Therefore, no mitigation is required or recommended.

The 2<sup>nd</sup> Street/Oak Street intersection is anticipated to meet the minimum ODOT mobility standard in all analysis scenarios.

## QUEUING ANALYSIS

Queuing analyses were performed to determine if vehicle queues can be accommodated for movements at all study intersections. Intersection queuing analysis was performed using SimTraffic to determine 95<sup>th</sup>-percentile vehicle queues. The 95<sup>th</sup>-percentile queue length is the maximum queue length anticipated to be present 5% of the time (three minutes) during the analysis hour. All queuing analysis was done in conformance with the methodology identified in the ODOT *Analysis Procedures Manual*.

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The resulting 95<sup>th</sup> percentile queue lengths are presented in the following tables for the 2008 base year, 2012 pre-development, and 2012 post-development scenarios. Data output sheets from analyses are included in the appendix.

TABLE 5 - 95 <sup>TH</sup> PERCENTILE QUEUING - WEEKDAY PM PEAK HOUR						
Intersection	Approach	Movement	Available Storage	2008 Base	2012 Pre-Development	2012 Post-Development
2 <sup>nd</sup> Street/ Riverside Drive	EB	L,T,R	500	25	25	25
	WB	L,T,R	300	50	50	50
	NB	L	100	25	50	50
		T,R	350	75	75	100
	SB	L	75	25	25	25
T,R		500+	75	75	75	
2 <sup>nd</sup> Street/ I-84 WB Ramp Terminal	WB	L,T	500+	300	325	350
		R	150	75	100	125
	NB	L	100	75	75	75
		T	300	75	100	125
	SB	T	300	125	150	250
R		50	75	75	75	
2 <sup>nd</sup> Street/ I-84 EB Ramp Terminal	EB	L,T	150	50	75	75
		R	500+	50	50	50
	NB	T,R	300	125	150	175
		L	100	50	75	100
	SB	T	300	125	150	300
R		50	75	75	75	
2 <sup>nd</sup> Street/ Cascade Avenue	EB	L,T,R	200	200	575	950
	WB	L,T,R	200	75	100	100
	NB	L,T,R	200	100	125	125
	SB	L,T,R	300	100	250	300
2 <sup>nd</sup> Street/ Oak Street (OR 30)	EB	L,T,R	200	300	1,225	1,225
		R	50	100	75	75
	WB	L,T,R	200	150	300	250
	NB	L,T,R	200	175	225	300
		L,T	200	200	225	250
SB	R	50	100	75	75	

TABLE 6 - 95 <sup>TH</sup> PERCENTILE QUEUING - SATURDAY MIDDAY PEAK HOUR						
Intersection	Approach	Movement	Available Storage	2008 Base	2012 Pre-Development	2012 Post-Development
2 <sup>nd</sup> Street/ Riverside Drive	EB	T,L	500	25	25	25
	WB	L,T,R	300	50	50	75
	NB	L	100	25	25	25
		T,R	350	75	75	100
	SB	L	75	25	25	25
T,R		500+	50	50	50	
2 <sup>nd</sup> Street/ I-84 WB Ramp Terminal	WB	L,T	500+	275	350	350
		R	150	75	50	100
	NB	L	100	75	75	75
		T	300	100	125	125
	SB	T	300	75	100	175
R		50	50	50	75	
2 <sup>nd</sup> Street/ I-84 EB Ramp Terminal	EB	L,T	150	75	75	100
		R	500+	75	100	125
	NB	T,R	300	100	150	150
		L	100	50	75	100
SE	T	300	125	275	275	
2 <sup>nd</sup> Street/ Cascade Avenue	EB	L,T,R	200	225	650	500
	WB	L,T,R	200	75	150	125
	NB	L,T,R	200	100	100	100
	SB	L,T,R	300	200	350	350
2 <sup>nd</sup> Street/ Oak Street (OR 30)	EB	L,T,R	200	1,350	1,575	1,975
	WB	L,T,R	200	350	1,125	1,075
	NB	L,T,R	200	175	325	225
	SB	L,T	200	225	275	250
		R	50	75	75	75

#### QUEUING ANALYSIS SUMMARY

All of the study intersections and approach geometries on 2<sup>nd</sup> Street are anticipated to accommodate vehicle queues with the following exceptions and notes:

The 2<sup>nd</sup> Street/Cascade Avenue intersection queues are anticipated to exceed storage capacity for the eastbound approach on Cascade Avenue in both the pre- and post-development scenarios. Based on the current draft of the IAMP and update to the City's TSP, no changes are planned to address excessive vehicle queues and/or vehicle delays on this approach.

Additionally, vehicle queues on the southbound approach of 2<sup>nd</sup> Street slightly exceed capacity under the pre- and post-development scenarios during the Saturday midday peak hour. This approach is not stop-controlled and the reported queue is related to the spillback that is forecasted to occur at the next intersection downstream at 2<sup>nd</sup> Street/Oak Street.

GROUP  
MACKENZIE

The 2<sup>nd</sup> Street/Oak Street (OR 30) intersection queues are anticipated to exceed storage capacity for several approaches under base year 2008 conditions and all approaches for the 2012 pre- and post-development scenarios. The current draft of the IAMP and updated City TSP recommend signalization of this intersection, which would help reduce driver delay and vehicle queues on all approaches. Additionally, signalization at this intersection may help relieve queues from blocking the upstream intersection at 2<sup>nd</sup> Street/Cascade Avenue, which would, in turn help relieve excessive driver delay and vehicle queues on the eastbound approach of Cascade Avenue.



## VI. MITIGATION

### *2<sup>nd</sup> Street/Cascade Avenue*

As stated earlier, even though traffic operations for the eastbound approach on Cascade Avenue will exceed minimum ODOT mobility standards, the current draft of the IAMP and update to the City TSP exempt this intersection from meeting those standards. These draft plans also contain no measures to limit or restrict movements at this intersection. Therefore, no mitigation measures were evaluated or are recommended for this intersection.

### *2nd Street/Oak Street*

Although traffic operations at this intersection are forecast to meet the minimum ODOT mobility standard of 0.85 or less under base year 2008 and year 2012 pre- and post-development conditions, the City is likely to impose a condition requiring a proportionate share cost contribution towards the planned future traffic signal installation. The nexus of such a condition lies in the original approval criteria for the Nichols Boatworks rezone, whereby a proportionate share contribution was identified as one method of mitigating the increased traffic impacts from commercially-zoned development activity on the Nichols Boatworks property. Second, prior studies show traffic signal warrants are already met at this intersection and as the vehicle queuing analyses in this study show, vehicle queues are forecast to exceed available capacity going forward. Lastly, a proportionate share contribution was also included in the City's approval conditions for the *Nichols Landing Condominiums* development application back in 2009.

To test the planned solution for this intersection, future intersection operations for the year 2012 post-development condition were re-tested under the assumption that a traffic signal would be installed with standard permitted left-turn signal phasing on all approaches. The results indicate the intersection will operate acceptably with v/c ratios of 0.64 during both the weekday PM and Saturday midday peak hours. These results meet and exceed ODOT mobility standard and represent a significant improvement to the overall intersection v/c ratio and driver delay. Data sheets showing the operations analysis results are provided in the appendix.

Assuming a proportionate share cost contribution is required as a condition of approval for this development, the estimate fee based on the methodology specified in the *2<sup>nd</sup> Street/Oak Street Proportionate Share Cost Study* would be \$37,734. This result is based on the cost of \$662 per weekday PM peak hour trip multiplied by the 57 site-generated vehicles estimated to pass through the subject intersection during this time period.

## VII. SUMMARY

The following are key findings and conclusions supported by analysis results presented in this report:

- Traffic operations at all study intersections in the 2<sup>nd</sup> Street Corridor currently meet the transportation mobility standards enforced by the City of Hood River and the Oregon Department of Transportation. Upon completion of the Naito Waterfront Development, traffic operations in the 2<sup>nd</sup> Street Corridor will continue to meet agency standards and/or the unique exemptions specified in the current draft IAMP and City TSP update, without any off-site improvements.
- The City is likely to impose a condition requiring a proportionate share cost contribution towards the planned future traffic signal installation at 2<sup>nd</sup> Street/Oak Street. The proportionate share cost contribution for the future signal is estimated to be \$37,734 for the Naito Waterfront Development project.

# MACKENZIE.

DESIGN DRIVEN | CLIENT FOCUSED

RECEIVED

JUN 06 2014

June 6, 2014

Port of Hood River  
Attention: Michael McElwee  
1000 E. Port Marina Drive  
Hood River, Oregon 97031

CITY PLANNING DEPT.

Re: **Port of Hood River Zone Change – Expo Center Site – C-2 to LI**  
*Transportation Analysis*  
Project Number 2140228.00

Dear Mr. McElwee:

The following transportation analysis letter supports the proposed quasi-judicial zone change and plan amendment for a 2.33-acre area located in the Waterfront Business Park along Anchor Way. The following more specifically describes the transportation analysis.

## BACKGROUND

The property includes the Expo Center building (now occupied by Mid-Columbia Distributors), adjacent surface parking, some undeveloped land area, and a bioswale. The City of Hood River comprehensive plan and zoning map currently designates the property General Commercial (C-2) with an Interchange Access Management Plan (IAMP) overlay. In 1998, the property was rezoned from LI to C-2 to allow limited commercial uses, and in 2007/2008, the Expo and Visitors Centers were repurposed into warehouse and office uses and commercial/retail uses are no longer envisioned on the property. Therefore, the Port proposes to return the property to the pre-1998 LI zone designation and have the IAMP overlay remain on the property.

## SCOPE OF ANALYSIS

This analysis addresses Transportation Planning Rule (TPR) requirements outlined in Oregon Administrative Rule (OAR) 660-012-0060(1) stating, *"If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule."*

OAR 660-012-0060(2) further states, *"If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in*



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ATTACHMENT "A.4"  
FILE NO. 2014-11

*subsection (2)(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.”*

The proposed land use action effectively ‘down zones’ the subject property by proposing a zone designation allowing uses having less transportation infrastructure impacts. Therefore, this analysis concludes the proposed land use action does not significantly affect an existing or planned transportation facility.

## **DEVELOPMENT SCENARIOS**

### **Proposed LI Zone Designation**

Based on the Hood River Municipal Code Chapter 17.03.060, the reasonable worst-case development scenario in the proposed zone designation is an industrial office use. The Code limits individual building size to 25,000 square feet of gross floor area. Excluding Anchor Way right-of-way and the existing bio-swale, net developable portion of the proposed re-zone area is 2.36 acres (102,865 SF). This property can reasonably be developed with (2) 25,000 SF buildings and 150 parking spaces (assuming a rate of 3 spaces per 1,000 SF of building).

Using the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 9th Edition for General Office (Land Use 710), 50,000 SF of office generates 75 trips during the PM peak hour.

### **Current C-2 Zone Designation**

Based on the Hood River Municipal Code Chapter 17.03.050 and existing Waterfront development patterns, the reasonable worst-case development scenario in the current zone designation is a mixed-use commercial/office building. The 2.36 acre (102,865 SF) property can reasonably be developed with a 57,000 SF, 3-story building – 19,000 SF ground floor retail and (2) 19,000 SF floors office, and 209 parking spaces (assuming a rate of 5 spaces per 1,000 SF retail and 3 spaces per 1,000 SF office).

Using the ITE *Trip Generation Manual* for Specialty Retail Center (Land Use 826), 19,000 SF of retail generates 51 trips during the PM peak hour and using General Office (Land Use 710), 38,000 SF of office generates 57 trips during the PM peak hour. Total trip generation for both uses is 108 PM peak hour trips.

## **TRIP GENERATION**

As identified in the *Development Scenarios* section of this letter, the reasonable worst-case development scenario in the proposed LI zone designation generates fewer PM peak hour trips than in the current C-2 zone designation. Therefore, the proposed land use action is not anticipated to significantly affect existing or planned transportation facilities.

**M.**

Port of Hood River  
Port of Hood River Zone Change – Expo Center Site – C-2 to LI  
Project Number 2140228.00  
June 6, 2014  
Page 3

**SUMMARY**

Based on the transportation analysis presented in this letter, the proposed quasi-judicial zone change and plan amendment for the subject property from General Commercial (C-2) with an Interchange Access Management Plan (IAMP) overlay to Light Industrial (LI) without a use restriction is not anticipated to significantly affect an existing or planned transportation facility. Therefore, Transportation Planning Rule (TPR) requirements are met and no further transportation analysis is necessary.

Sincerely,



Christopher M. Clemow, PE, PTOE  
Transportation Engineer

c: Scott Kellor – BergerABAM



RENOVS 31 DEC 2015

**M.**





Joseph S. Voboril  
Admitted to Practice in Oregon and Washington

Direct Dial: 503.802.2009  
Direct Fax: 503.972.3709  
joe.voboril@tonkon.com

December 8, 2014

**VIA E-MAIL CINDY@CI.HOOD-RIVER.OR.US**

City of Hood River Planning Commission  
Attn: Cindy Walbridge, Planning Director  
301 Oak Avenue  
PO Box 27  
Hood River, OR 97031

Re: Amendments to City of Hood River Municipal Code, Comprehensive  
Plan and Zoning Map (File No. 2014-22)

Dear Members of the Planning Commission:

I have received a notice from the City which indicates that your public hearing regarding the above referenced matter has been continued to Monday evening, December 8, 2014. While I had the opportunity to present testimony to you on behalf of my client, Hood River Distiller's, Inc. on December 1, given the fact that my presentation was bifurcated and somewhat disjointed, I thought it appropriate to provide you with a list of my client's requests. They are as follows:

1. **Delete Subsection D.3. of the Proposed Waterfront Overlay Zone.**

As proposed, Subsection D.3. would allow a significant amount of non-accessory retail and non-accessory office uses in Subarea 2. Given the size of Subarea 2, it appears that it would be quite possible to construct two 20,000 square foot buildings in this Subarea. In Cathy Corliss' November 10, 2014 memorandum to the Advisory Committee, Cathy provided an example of a mix of uses that would be possible within a 20,000 square foot industrial building if the language in Subsection D.3. is adopted. Attached is a copy of a page 2 of Cathy's November 10, 2014 memorandum. It should be noted that in Cathy's example, it states that professional office use would be "other than medical/dental." Unfortunately, the prohibition which would have prevented medical/dental office uses in Subarea 2 was deleted by the Advisory Committee on November 19, 2014.

Thus, assuming that two 20,000 square foot buildings are constructed in Subarea 2, a total of 5,000 square feet of retail space and 10,000 square feet of professional



office space, which could consist solely of medical and dental offices, could be constructed. Accordingly, while Subarea 2 will be zoned Light Industrial, almost 40% of the buildings will, in all likelihood, be devoted to non-industrial uses.

The exception provided in Subsection D.3. should either be eliminated or dramatically scaled back. Otherwise, the City will have created a hybrid zone, "Commercial Light," for a parcel of land that consists of slightly less than one acre.

**2. The Development and Design Standards set forth in Subsection E should not be applicable to Subareas 2, 3 and 4.**

Since buildings are already constructed on the two parcels that have been designated as Subarea 3, as a practical matter, the question is whether to apply the development and design standards to the entirety of Subareas 2 and 4. In Michael McElwee's testimony on December 1, Michael stated that approximately 50-60% of the City's vacant land zoned for industrial use is located in the Waterfront Refinement Plan Area. My client's concern is that imposing the development and design standards on these parcels will discourage property owners and developers from constructing industrial buildings on these parcels even though they are zoned for Light Industrial use.

**3. Reconsider your recommendation regarding Tax Lot 126 (the building on the site that includes the Solstice Wood Fire Restaurant)**

We understand the desire to correct the mistake that was made in allowing the non-accessory retail and non-accessory office uses in the building on this lot. However, the fact that a mistake was made is not justification for a zone change. At your meeting on December 1, your Commission approved a recommendation from the Advisory Committee which proposed that 28,522 square feet of Tax Lot 126 would be zoned General Commercial ("C-2") with no limiting conditions and 6,513 of Tax Lot 126 would remain zoned Light Industrial ("LI"). This is a strange way to address the problem. A better way would be to leave the entire parcel zoned Light Industrial but allow the existing non-accessory uses to remain. According to information in Cathy Corliss' November 10, 2014 memorandum, in the building constructed on Tax Lot 126, which consists of 18,328 square feet, there currently exists a total of 5,105 square feet of non-accessory retail and 3,832 of non-accessory office (i.e. medical/dental office) uses. We recommend that the Light Industrial zone be retained, which will match the zoning of all of the adjacent parcels, but that language be added allowing the non-accessory uses to remain as grandfathered uses.

City of Hood River Planning Commission  
Attn: Cindy Walbridge, Planning Director  
December 8, 2014  
Page 3

4. **Revise the first sentence of Section M of the Waterfront Overlay Zone to eliminate the cross reference to Subsection 17.03.130.D.**

As currently written, this Section would allow for a variance to the list of permitted land uses set forth in Subsection D. I think there was a general consensus at the December 1 hearing that this is a mistake which needs to be corrected.

5. **Prepare and review a Transportation Analysis.**

At your December 1 meeting, there seemed to be an acknowledgement by your Planning Director as well as your consultants that a Transportation Analysis was required and will be prepared. We had assumed that such analysis would be prepared and available at the Planning Commission hearing. In any event, a Transportation Analysis needs to be prepared and distributed to interested parties with adequate time for review and comment. My client is concerned that given the amount of non-industrial uses that will be allowed under the zone changes and as a result of a number of provisions in the Waterfront Overlay Zone, the capacity and safety of the interchange as well as the local street system will be compromised. We look forward to receiving a copy of the Transportation Analysis once it has been prepared.

We hope this summary is helpful.

Very truly yours,

  
Joseph S. Voboril

JSV/sdg/tkb  
enclosure  
cc: Ron Dodge  
Lynda Webber

000163/00083/6070306v2



- “Expo I Property” refers to the portion of the Expo Site that was re-zoned from Commercial (C2) to Light Industrial (LI) in October 2014. Changing the zoning to LI automatically removed the 1998 “Expo” condition. The LI zone allows only limited commercial uses. No further changes are needed for this property.
- “Expo II Property” refers to three parcels of the Expo Site. This property is currently vacant and zoned C2, but with the text language limiting the use to Expo Center, Visitor Center, and similar uses. The AC recommendation was to rezone this site from C2 to LI, but through the Overlay to allow some office uses not ancillary to an industrial use up to XX% (e.g., 25%) of floor area and limited retail up to XX% (e.g., 10%) of floor area. NOTE: As drafted below, this language would allow the listed uses in addition to the other uses allowed in the LI zone.

*XX. Additional Permitted Uses within the Light Industrial (LI) zone on the Expo II property subject to Site Plan Review. Within the area identified as Expo II on Figure 17.03.130-2, the following additional uses are allowed subject to Site Plan Review as well as the development and design standards of subsection XX:*

*a. Commercial retail uses which are not accessory and essential to a permitted light industrial use provided: (i) Commercial retail uses include the provision of goods and/or services for sale to the public; (ii) commercial retail uses which are not accessory and essential to a permitted light industrial use shall not exceed 1,500 square feet or 10% of the gross floor area within the building, whichever is less; and (iii) in no case shall the total commercial retail square footage in the building (accessory to industrial and non-accessory) exceed 2,500 square feet or 25% of the gross floor area within the building, whichever is less.*

*b. Professional office uses which are not accessory and essential to a permitted light industrial use provided (i) they do not exceed 25% of the gross floor area within the building; and (ii) medical and dental offices are not allowed.*

Other combinations are possible, but below is one example of a possible mix of uses that would be possible within a 20,000 sf industrial building based on the standards above.

Example of Uses Possible within 20000 sf Building	Area	Percent
Commercial retail not accessory to an industrial use	1,500 sf*	7.5%
Commercial retail accessory to an industrial use	1,000 sf*	5%
Professional office other than medical/dental	5,000 sf	25%
Industrial	12,500 sf	62.5%
Total	20,000 sf	100%
* Total for retail uses cannot exceed than 2500 or 25% whichever is less		

Submitted 12/8/14  
By Heather Staten

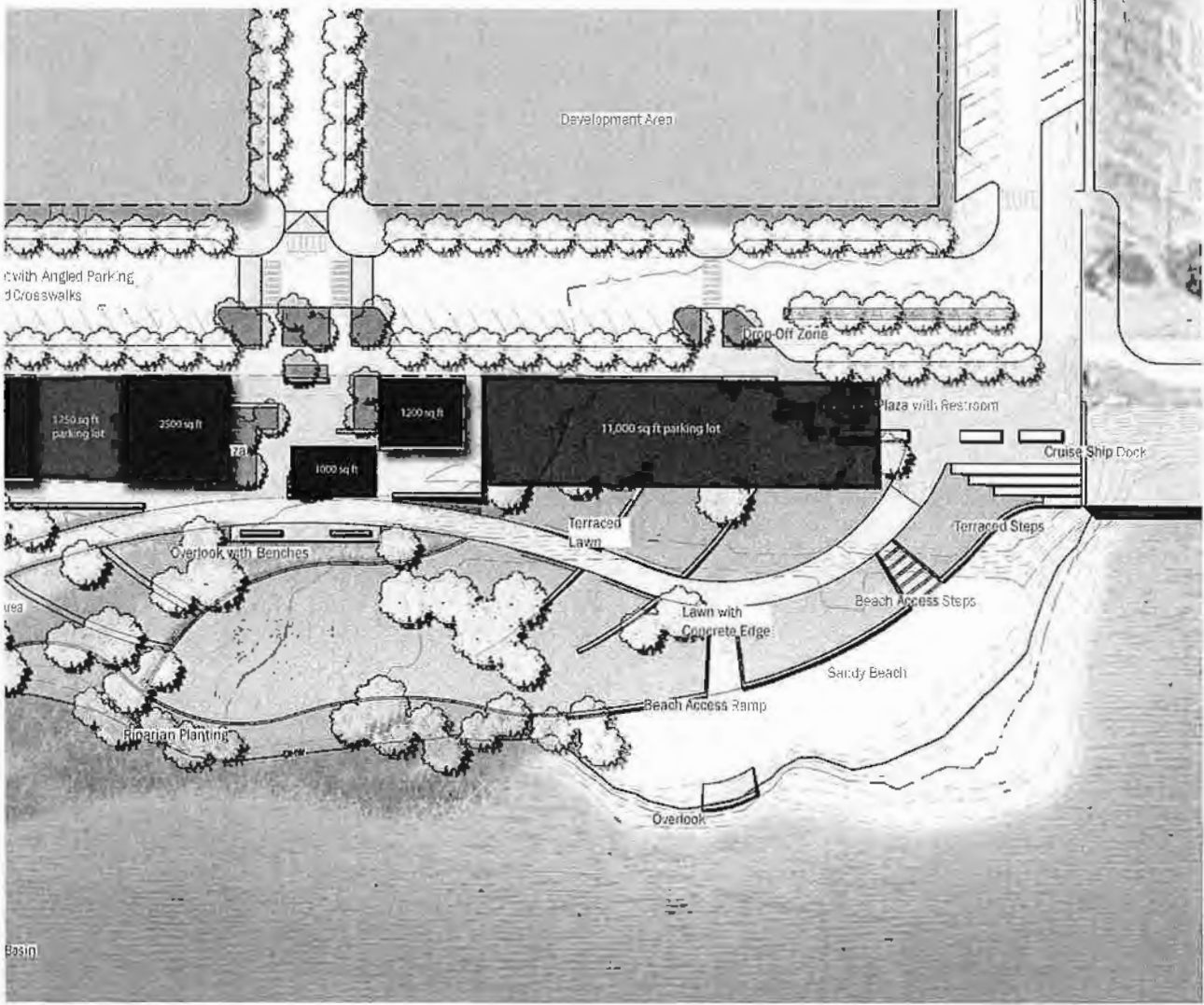
idents Committee

on-site parking for 40-50 cars using typical dimensions for parking spaces and aisles, which is the maximum development allowed by codes per 1,000 sq. ft) as many as 50 spaces would be required. While there is no requirement that the spaces be provided onsite, parking requirements and they demand onsite parking.

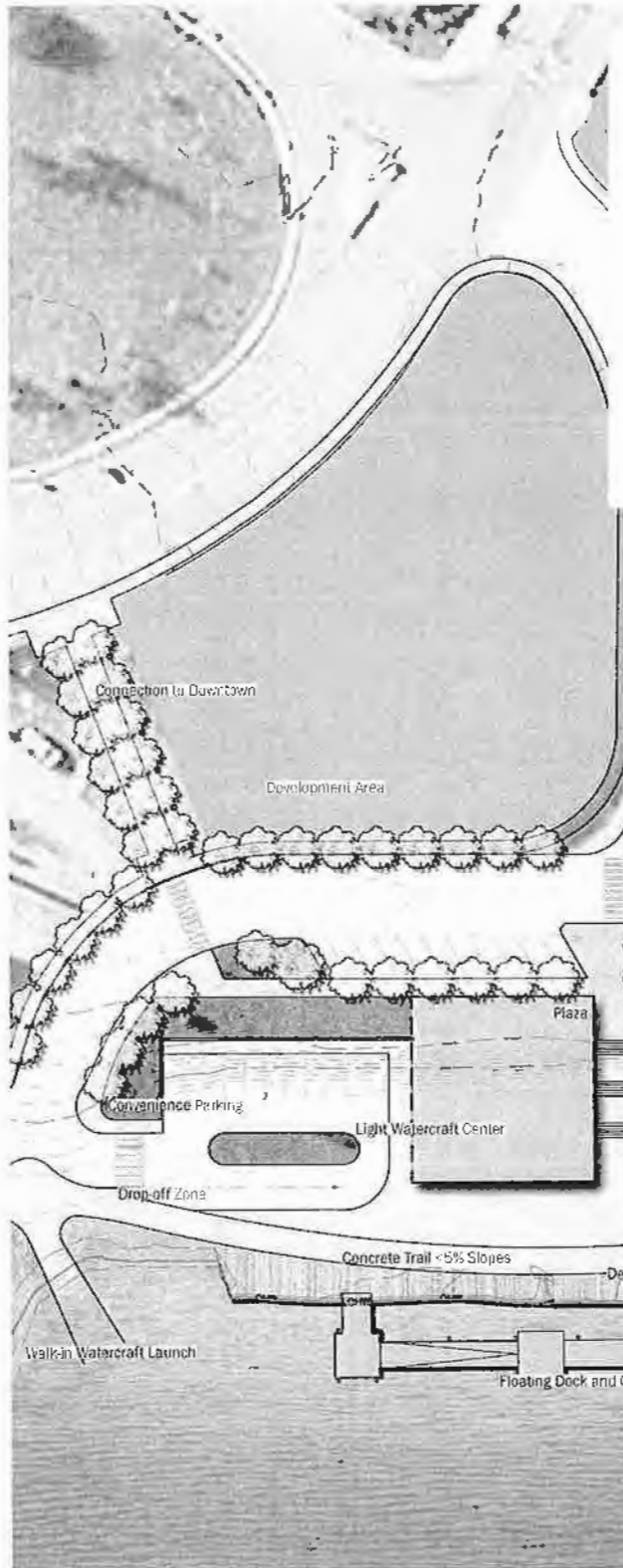
in spaces and recreational opportunities, we could have a strip mall flanked by seas of asphalt. The public has been very clear

via a limited amount of commercial to serve recreational and tourist needs. Placing a light industrial building/use in a park

front to the shore from 360 to 200 feet. A city block in downtown Hood River is 200 feet. 360 feet—nearly two blocks—is too much. The public's view of the shoreline could be blocked by buildings for the entire length between access points. The amount of buildout of Subarea 1. Total square footage is a blunt instrument. There are many different ways to configure buildings



12/8/2014



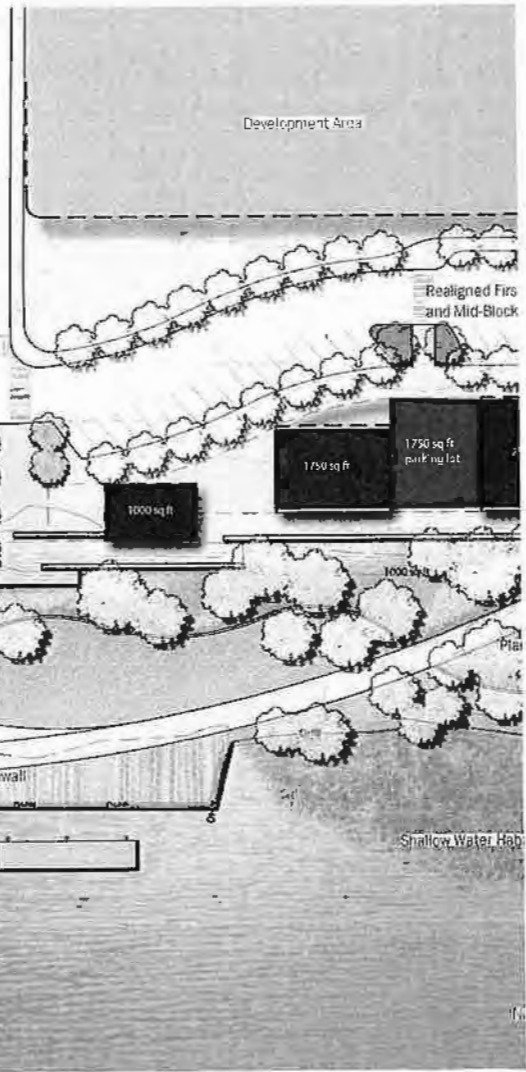
Planning Commission Hearing 12/8/14--submitted by Hood River Valley

The illustration below shows 10,000 sq. ft of developed building space in the current overlay draft. Per the parking requirements of the overlay (there is also no prohibition against it. Many national chains have their o

This density and intensity of development is excessive. Instead of public through the Nichols West Edge Planning process; more park!

Recommendations:

- Reduce commercial development to 2,000 sq. ft excluding public boat
- Eliminate Light Industrial an allowed use. The intent of the overlay is to is not in the public interest.
- Prohibit off-street parking in Subarea 1
- Prohibit national chains/franchises in Subarea 1
- Reduce the maximum distance between public access locations from t long to walk between access points to the shore, especially since th
- Consider a different mechanism than maximum square footage to regu of the same total square footage, some more successful than other:



## Cindy Walbridge

---

**From:** Linda Maddox [lindanicemaddox@gmail.com]  
**Sent:** Monday, December 08, 2014 12:01 PM  
**To:** Cindy Walbridge  
**Subject:** Fwd: Waterfront Refinement Plan

Planning Commission Hearing, Dec. 8, 2014  
 Hood River Waterfront Refinement Plan Testimony

This process needs to be slowed down to allow for a considered and careful review of this newly proposed overlay zone.

The Advisory Committee worked on the zone for one month. So far, the Planning Commission has held one public hearing during which the public was invited to speak for only 3 minutes each. Tonight you are attempting to complete your review in one meeting which in no way does justice to the task at hand.

Please remember this is all about the waterfront, Hood River's most treasured and precious community asset!

It's very important to note that this current effort will result in an entirely new Chapter in our zoning code under "Land Use Zones", Chapter 17.30. What you are working on is a major change to the zoning ordinance since it is a NEW zone. Please take the time to do it right, since it will have a lasting effect on our dear city.

Just to remind you, our present zoning ordinance states:

### 17.08.020 Legislative Zone Changes and Plan Amendments Criteria

A. Legislative zone or plan changes may be approved if

1. The effects of the change will not be unreasonably harmful or incompatible with existing uses on the surrounding area; and
2. Public facilities will be used efficiently; and
3. No unnecessary tax burden on the general public or adjacent land owners will result.

B. Legislative zone or plan changes may be approved if subsection (A) above is met and one or more of the following, as applicable, are met:

1. A mistake or omission was made in the original zone or plan designation.
2. There is not an adequate amount of land designated as suitable for specific uses.

C. The hearing body shall consider factors pertinent to the preservation and promotion of the public health, safety, and welfare, including, but not limited to

1. The character of the area involved;
2. It's peculiar suitability for particular uses;
3. Conservation of property values; and
4. The direction of building development.

As Planning Commissioners, the question you must answer is: does the new zone comply with A and B above?

A major weakness of the proposed overlay zone is that you have the overlay zone layered over other zones, called base zones, and this is confusing and complicated.. This could be especially annoying in a quasi-judicial hearing when you are examining just one property and an applicant might want part of what's allowed in the base zone with the

uses in the overlay zone or vice versa. If there is conflict the overlay is supposed to prevail, but it might or might not be what the applicant wants for his property. In addition, in the proposed overlay zone you are mixing portions of the RC and OS/PF language with LI language, especially in subarea 1. It's almost as if you want to have it all and are trying to do too much.

Both the OS/PF and the RC zones need a thorough rewrite and updating. And, if the City is relying on the Site Plan Review (SPR) process to govern what is built in the city, than SPR needs new language and criteria for denial. Presently, if an applicant checks off the requirements, they are good to go; there are no criteria for denial.

How do we turn this around? You, alone and together, have an amazing opportunity here to do the right thing: to, once and for all, change the base zones on the waterfront to reflect the desires of the community. Not many of us get this chance to do the right thing. You do!

The desires of the community are clear. On November 4, 2003, 1081 Hood River citizens voted for: Shall City policy require part of the Columbia River waterfront be preserved for public parks? The affirmative vote amounts to 67% of the vote. The area included the waterfront land you are considering in this new chapter from the centerline of Portway north to the Columbia and all the way to the Hook and from the centerline of North Second Street to the Boat Basin.

To avoid conflicts in this new chapter of the zoning code you can change the base zones to what they should be:

1. Recommendation: Change the base zone north of Portway to OS/PF. This is the only way to ensure protection for the actual waterfront and to allow for generous public access to the water.
2. Recommendation: Change the base zone along the Boat Basin to OS/PF. In this new park, no other buildings, except for a community boathouse and restrooms which are allowed in OS/PF, should be allowed in this narrow space. Building height should be limited to one story above North First Street.
3. Recommendation: Buildings north of Portway should be no higher than 20 feet, the height on the western side of the existing Luhr-Jensen building. Uses should be limited to recreational uses and services for that use. Maximum building footprint: 3,000 SF. Building setbacks from the top of the bank should be 150 feet or varied between 125 feet and 175 feet for an average of 150 feet. This allows for a more visually pleasing design.
4. Recommendation: On Lot 1 limit heights to 28 feet. Maximum building footprint: 25,000 SF. One or two-story buildings for this area were suggested in the concept plan drawn up by Group Mackenzie for the Port.
5. Recommendation: For Lot 1, a carefully crafted mixed use zone could work well especially if the commercial portions were limited to across from the Event Site serving that use and to along the west side of North Second Street serving the new park.

In making the recommendations above, it is assumed that the OS zone is rewritten (and separated from the Public Facilities zone) and improved, including lower building heights. Another option is to rewrite the RC zone allowing less commercial and to rezone the areas along the water RC.

Other suggestions: The purpose section of this new zone needs to be broadened to include "protecting public access to the water" not to just to the trail.

The trail width should be 12 feet. This has been the width of the PAW since it was first conceived.

The variance criteria in the current zoning code for the city are stringent and should be used at the waterfront as well. The proposed variance, called Adjustments to the Standards, is extremely lenient and should be deleted.

Again, there are problems with the current process. Ideally, it would have begun with an extensive visioning process involving the entire community. This would have allowed for careful consideration by all for the many possible alternatives for this property rather than just falling on your shoulders.

The bottom line is that what is being proposed along the waterfront is far more development than any of us could have imagined. Think deeply and hard about what you might be allowing. Is this in the best interest of the community?

Please take a long and cautious look at this before you vote. We don't want to repeat the mistakes other communities have made by overdeveloping waterfront property. It is indeed our most precious and valuable public asset.

Linda Maddox  
3018 Dana Lane  
Hood River, OR 97031





Submitted 12/8/14

By Bill Irving

12/3/14

**Waterfront Refinement Plan – alternatives for discussion during 12/8/14 meeting.**

**17.03.130 D.3 Subarea 3 Uses:**

Objectives – Develop “green” multiuse trail along south edge of reach CR-07. Allow port to get credit or use this towards development requirements for parking, landscaping, lot coverage, etc.

**Option 1**

a. Within ESEE seventy-five (75) foot setback for reach CR-07 the following uses are permitted:

- i. Landscaping.
- ii. Passenger vehicle parking.
- iii. Bicycle parking.
- iiii. Fences no taller than three (3) feet in height.

**Option 2**

- Apply OS zoning to the ESEE area

**17.03.130.4 Subarea 4 Uses**

Objectives – Drive more intensive use than “warehouses” in LI zone. Avoid retail conflicts with downtown.

- Add 25% professional office.

**17.03.130 F.**

Objective – Provide more open space and view corridors to basin. Avoid “strip mall” feel on western edge of park. Math - 10,000 of single story buildings at 30' is 334 lineal feet of buildings in this area.

1. Total Square Footage: the total building floor area within Subarea 1 shall not exceed Ten Thousand 10,000 square feet.
2. No more than two (2) buildings in addition to boathouse allowed in Subarea 1.
3. Maximum building height is twenty-four (24) feet as measured from foundation low point.

**17.03.130 G.**

Objective – Make buildings in this area “pedestrian” scale and provide view corridors through these parcels.

1. Maximum building footprint on Subarea 3 and Subarea 4. The maximum building footprint within both Subarea’s 3 and 4 is 25,000 square feet.
2. Maximum building height within the area designated as Subarea 4 is thirty-six (36) feet.

**17.03.130 H.**

4. Shoreline stabilization standards – refer to ESEE.

**17.03.130 K.4.G**

Objectives – Develop “green” multiuse trail along south edge of reach CR-07. Allow port to get credit or use this towards development requirements for parking, landscaping, lot coverage, etc.

- Waterfront trail shall be landscaped. This should include a variety of trees, shrubbery and groundcover at least twenty (20) feet landward of the edge of the trail (within the ESEE mandated 75’ setback from top of bank).

Waterfront Planning  
**Summary of Public Outreach/Meeting History**  
*December 1, 2014*

Summary: Provide opportunities for key stakeholder and public input on the final design of a public ped./bike path and future water access opportunities along the east edge of the Nichols Boat Basin.

**Nichols Basin West Edge Planning (2014)**

- |                    |                                                                                                                                                           |
|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>January 15</b>  | Advertised project scope and meeting schedule (HR News, web site & list)                                                                                  |
| <b>January 28</b>  | <b>Stakeholder Committee &amp; Public Meeting:</b> Overview of project, key issues and project objectives.                                                |
| <b>February 20</b> | <b>Stakeholder Committee &amp; Public Meeting:</b> Reviewed and discussed initial character sketches and design ideas prepared by Walker/Macy.            |
| <b>March 4</b>     | <b>Port Commission Meeting—</b> Discuss alternatives, public input received and key issues.                                                               |
| <b>March 11</b>    | <b>Stakeholder Committee &amp; Public Meeting:</b> Review two design alternatives for overall project area. Seek Committee/public preference.             |
| <b>March 25</b>    | <b>Port Spring Planning Meeting—</b> review progress to date and design alternatives. Review preliminary cost estimates.                                  |
| <b>April 16</b>    | <b>Stakeholder Committee &amp; Public Meeting:</b> Review refinements to preferred plan.                                                                  |
| <b>April 22</b>    | <b>Port Commission Meeting—</b> review progress on all aspects of scope particularly layout/materials plan and cost estimate. Get final Commission input. |
| <b>May 20</b>      | <b>Port Commission Meeting—</b> Present final plans and discuss next steps including contract amendment for construction document phase.                  |
| <b>July 30</b>     | <b>Stakeholder Committee &amp; Public Meeting:</b> Review 60% construction refinements to preferred plan.                                                 |

**Lot #1 Planning (2012 & 2013)**

- |                       |                                                                                                                                                                                  |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>March 16, 2012</b> | <b>Public Meeting</b><br>Provided overview of existing zoning and conditions, key planning issues, and alternative development concept by planning team lead by Group Mackenzie. |
| <b>March 20, 2012</b> | <b>Port Commission Presentation/Discussion</b><br>Development ideas from Commission collected by consultant.                                                                     |
| <b>June 18, 2012</b>  | <b>Presentation to City Planning Commission</b>                                                                                                                                  |
| <b>July 24, 2012</b>  | <b>Port Commission Presentation/Discussion</b><br>Consultant presented Commission with updated conceptual plans for further discussion.                                          |
| <b>Nov. 27, 2012</b>  | <b>Port Commission Presentation/Discussion</b><br>Overview of conceptual plans prepared before final document preparation.                                                       |

## **Stakeholder Work Sessions**

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Discussed the development of Lot #1 with selected panels of 5-6 key stakeholders.

### Key Questions

- What is the appropriate type and scale of development?
- What community objectives should be achieved?
- What role should the Port play in developing the property?

### **June 12, 2013: Panel #1: Business**

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Jim Ealer	Owner	Cascadia Tech Works
William Ayers	Consultant	Software
Jeff Nichol	Board	Gorge Tech Alliance
Romeo Raubichaud	Owner	RBS Battens
Mike Graham	Owner	Real Carbon

### **July 17, 2014: Panel #2: Market/Development**

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Jeff Pickardt	President	Key Development
Mark VanderZanden	Principal	Surround Architecture
Bob Naito	CEO	Naito Development
Eric Hovee	Owner	ED Hovee & Company
Stephan Ford	Principal	Current Commercial
Maui Meyer	Owner	Copper West

### **August 14, 2013: Panel #3: Recreation/Environment**

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Brent VandenHeuvel	Ex. Dir.	Col. Riverkeepers
Chuck Gehling	Chair	HR Watershed Group
John Hart	Owner	Kayak Shed j
Pepi Gerald	President	CGKA
Heather Stayton	Advocate	Waterfront
Steve Gates	Owner	Big Winds

### **September 18, 2013: Panel #4: Public Agency & Large Business**

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Cindy Walbridge	Plng. Dir.	City of Hood River
Cheryl Park	ED	WS Chamber
Dave Windsor	Plant Manager	Cardinal AG
Irene Firmat	CEO	Full Sail
Ron Dodge	CEO	Hood River Distillers
Seth Tibbot	President	Turtle Island

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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:39 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Waterfront Refinement Plan

-----Original Message-----

**From:** Melody Acosta [<mailto:melodyacosta@centurylink.net>]  
**Sent:** Monday, December 01, 2014 7:30 AM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Dear Cindy,

Please help keep the waterfront beautiful and accessible. Open space for the entire "new" zone would be great!  
Thanks for keeping Hood River friendly to families who want to use the river and parks.

Melody Acosta  
2759 Prospect Ave. Hood River, OR 97031



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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:39 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Waterfront Refinement Plan

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**From:** Linda Short [<mailto:lshort@gorge.net>]  
**Sent:** Monday, December 01, 2014 8:06 AM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Please save the water front from the rushed in Overlay zoning proposal.

Thank you,

Linda Short  
Hood River





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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:39 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Refinement Plan - Hood River Waterfront

-----Original Message-----

From: jane duncombe (ja@g) [<mailto:janeaduncombe@gmail.com>]  
Sent: Monday, December 01, 2014 9:47 AM  
To: Cindy Walbridge  
Subject: Refinement Plan - Hood River Waterfront

Good Morning, Cindy,

I'm very disappointed to see the proposed zoning, heights, setbacks, etc. of the Hood River Waterfront Refinement Plan set to be presented at tonight's meeting ( Dec 1, 2014 ).

I can't help but feel that this does not even approach an accurate representation of the wishes and best interests of the people of Hood River. I strongly suspect that if this proposed Refinement Plan were presented in a simple, readily understandable form to the citizens as a referendum, it would not stand a chance of passing. If that is true, of course, it would make what is happening now shamefully irresponsible government.

As I understand it, there is not a defensible argument for rushing this Plan through.  
Please delay decision until the people of Hood River have been given a fair chance to voice their opinion on this most valuable and limited resource.

Thank you for your consideration,  
Jane Duncombe



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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:40 PM  
**To:** Kevin Liburdy  
**Subject:** FW: For tonight planning commission  
**Attachments:** two concepts for nichols water to LI Nov14.pdf

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**From:** Andy von Flotow [<mailto:Andy@hoodtech.com>]  
**Sent:** Monday, December 01, 2014 10:33 AM  
**To:** Cindy Walbridge  
**Cc:** Heather  
**Subject:** For tonight planning commission

Heather:  
Thanks for motivating me to transcribe my sketches into a document.

Cindy:  
Please pass this email and the attached document to the planning commission for tonight's meeting.

I have no further comments about the remainder of the Advisory Committee's overlay recommendations.

Andy von Flotow  
Hood Tech Corp  
Hood River, OR, 97031  
ph 541-387-2288  
fax 541-387-2266

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**From:** Cindy Walbridge [<mailto:Cindy@ci.hood-river.or.us>]  
**Sent:** Tuesday, November 25, 2014 3:48 PM  
**To:** Brian Watts; Joe Voboril; [LyndaW@hrdspirits.com](mailto:LyndaW@hrdspirits.com); Andrew McElderry; Ann Frodel; Becky Brun; Ben Stenn; Brian Shortt; Claudia vonFlowtow; contact-PaulB; Greg Colt; Jane Nichols; Jeff Pickhardt; Jennifer Hutchinson; Jon Davies; Josh Sceva; Kris Gann; Lee Quintana; Linda Maddox ; Miko Ruhlen; Muir Cohen; Pepi Gerald; Polly Wood; Scott Reynier; Sean Hallissey; Stacie Creasy  
**Cc:** Andy von Flotow; Jeff Pickhardt; David Ryan  
**Subject:**



## Two Concepts for Nichols Basin Transition: Shoreline, Park, Commercial, Light Industrial

These three diagrams outline 2 concepts for the transition from shoreline to light industrial along the Nichols boat basin.

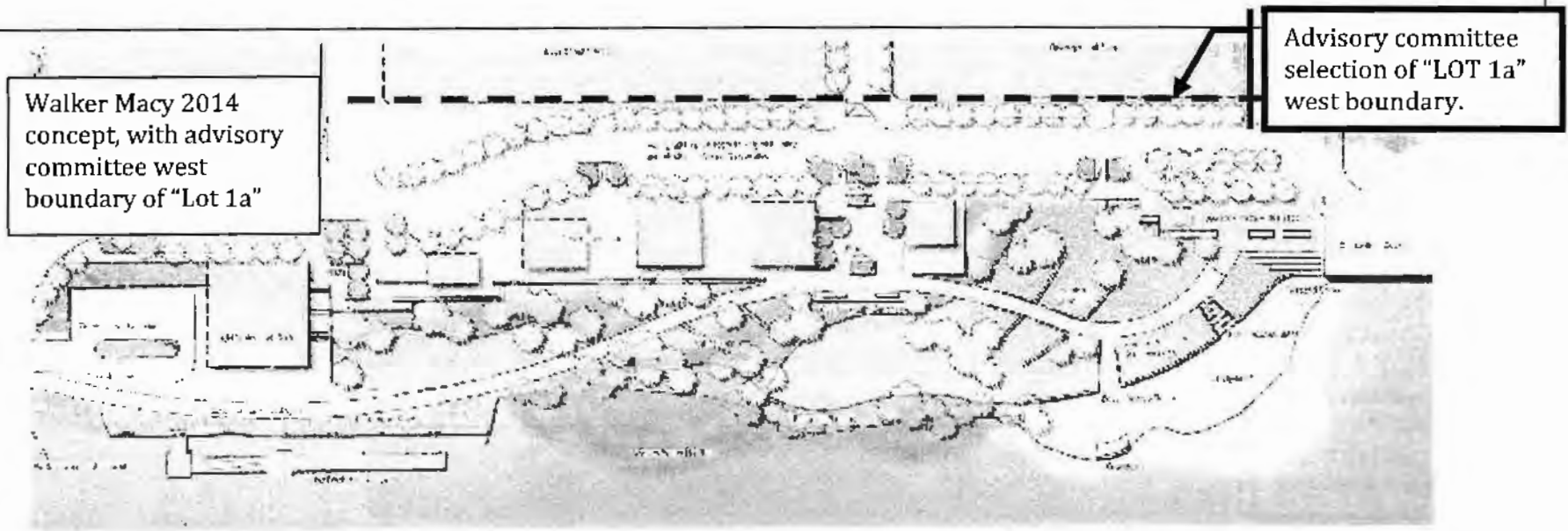
### Walker Macy Concept:

The advisory committee was strongly-influenced by this conceptual diagram, treating "**blue rectangles**" as "**buildings to be regulated.**"\* They inferred that these "buildings" should house general commercial activities. They developed recommendations to limit the "strip mall character" of such a row of buildings. They codified these restrictions by defining a "Lot 1a" and proposing a unique "zoning overlay" for Lot 1a.

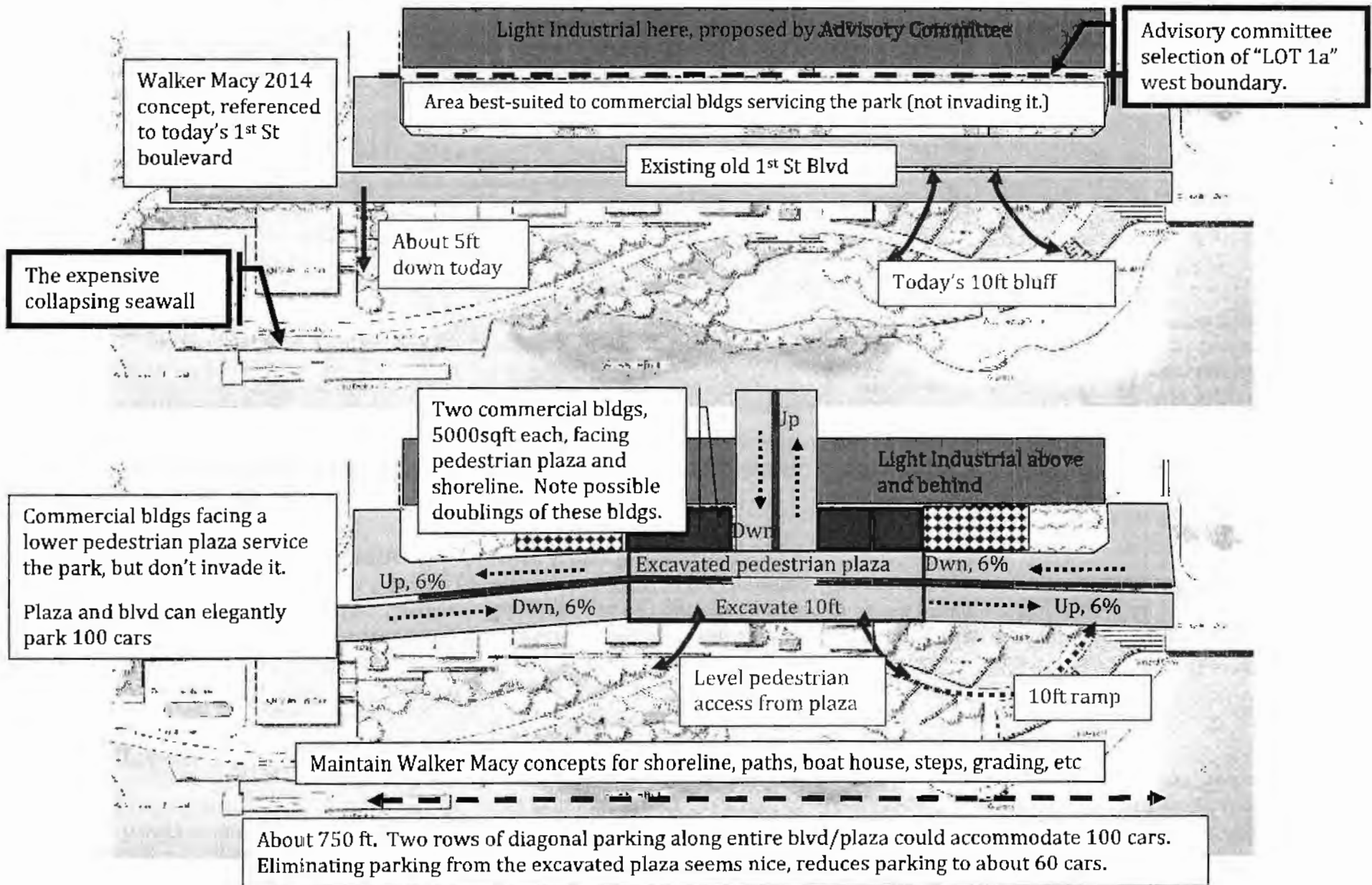
### A Derivative Concept:

The concept proposed on the subsequent page employs the committee's definition of a Lot 1a, and incorporates all of Walker Macy's concepts for the shoreline improvements. But the loathed "commercial strip mall" does not invade the shoreline park, instead it is placed on the far side of a sunken pedestrian plaza. This plaza and its boulevard access ramps can provide parking for 60 to 100 cars. The plaza provides level pedestrian access from the commercial buildings to the shoreline. The concept can accommodate over 20,000 sqft of commercial space without destroying the shoreline access, look and feel.

\* The committee's interpretation of "**Walker Macy blue rectangles = buildings**" was challenged by Arthur Babitz at the meeting on 21 November, but by this date, the committee was not motivated to revisit assumptions made during their prior 3 meetings.



## Two Concepts for Nichols Basin Transition: Shoreline, Park, Commercial, Light Industrial



DEC 01 2014

**From:** Gary Bushman <gdbushman@gmail.com>  
**Sent:** Monday, December 01, 2014 1:36 PM  
**To:** Cindy Walbridge; Kevin Liburdy; Mark Zanmiller; Victor Pavlenko  
**Subject:** Please submit as my Testimony re; Lot 1A (Sub Area 1) Section F.

CITY PLANNING DEPT.

Cindy, Kevin, Mark, Victor,

First, I wanted to take this opportunity to say it was great working with each of you on the Advisory Committee relating to the overlay zoning of Port of Hood River property. As you know, many tough areas of discussion were addressed. Personally, I believe overall we came to some solid decisions that I hope will continue to align the City and Port w/ development that will support both the Port's goals, and retain a vibrant Historic Downtown retail district. I trust the City of Hood River Planning to review the details and act in everyone's best interest.

I do have one area of concern I would like addressed, and **submitted as testimony**, that I trust City Planning will take a hard look at.

Lot 1A (Sub Area 1) the section of commercial along the water of Nichols Boat Basin.

A. I believe this stretch of property, that was always viewed as 7,000 Sq. Ft. (max) of commercial, should remain at this level. Late in the very last committee meeting, the Port requested an additional 3,000 Sq. Ft. **(43% increase)** for a total of 10,000 Sq. Ft. of commercial. With Lot 1A discussed in every meeting, I don't believe the Port showed good faith bringing this to the table that late in our extensive discussions. I also did not feel they had a solid foundation from which to make this request. Additionally, the Port did not provide any documentation from which to request such a large increase, only broad statements.

B. I strongly believe that given the additional latitude of commercial on EXPO II (Sub Area 2), Lot 3 (commonly called the Solstice building) w/ the likely direction going towards full commercial, coupled with the current commercial on Lot 1A (Sub area 1, 7000 Sq. Ft.), this is a LARGE enough step on the commercial front for Downtown business owners to deal with. Adding an additional 3,000 Sq. Ft. on Lot 1A is not appropriate. Looking out for all of Hood River, I just don't believe this request would be a smart move. I strongly urge the City to reject this request.

Given all of the proposed changes to commercial, which I support, I propose we leave Lot 1A (Sub Area 1) at 7,000 Sq. Ft. of commercial. That is enough, I believe, based on my comments above.

Thank you,  
Gary Bushman  
Hood River





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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:40 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Waterfront Refinement Plan

-----Original Message-----

**From:** Al Brown [<mailto:awbrown@gorge.net>]  
**Sent:** Monday, December 01, 2014 1:46 PM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Ms. Walbridge,

The proposed new overlay zone to the waterfront smells to high heaven. Something is going on. Keeping this quiet until now says to me that the current mayor and City Council have something up their sleeve, something that will benefit them personally. Like most "secrets" this one will come out and could harm you and others in city government or the Port just by being in close proximity.

Postpone this meeting and get all the info out. If it's a good idea it will survive, but if it's a bad one or worse a dirty one, it will take the innocent with it.

Thank you,  
Al Brown



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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:40 PM  
**To:** Kevin Liburdy  
**Subject:** FW: for Planning Commission  
**Attachments:** Park space vs. development.pdf; ATT543480.htm; industrial mixed use proposal.pdf; ATT543481.htm

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**From:** Heather [<mailto:heatherstaten@gorge.net>]  
**Sent:** Monday, December 01, 2014 1:27 PM  
**To:** Cindy Walbridge  
**Subject:** for Planning Commission

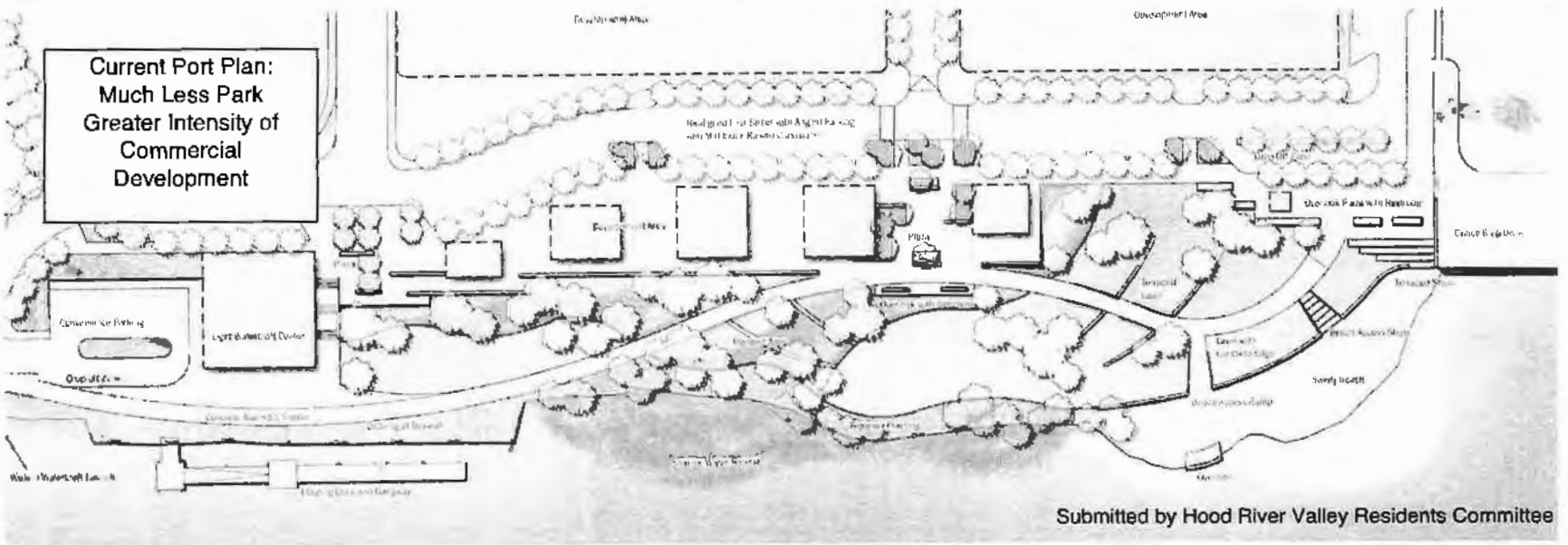
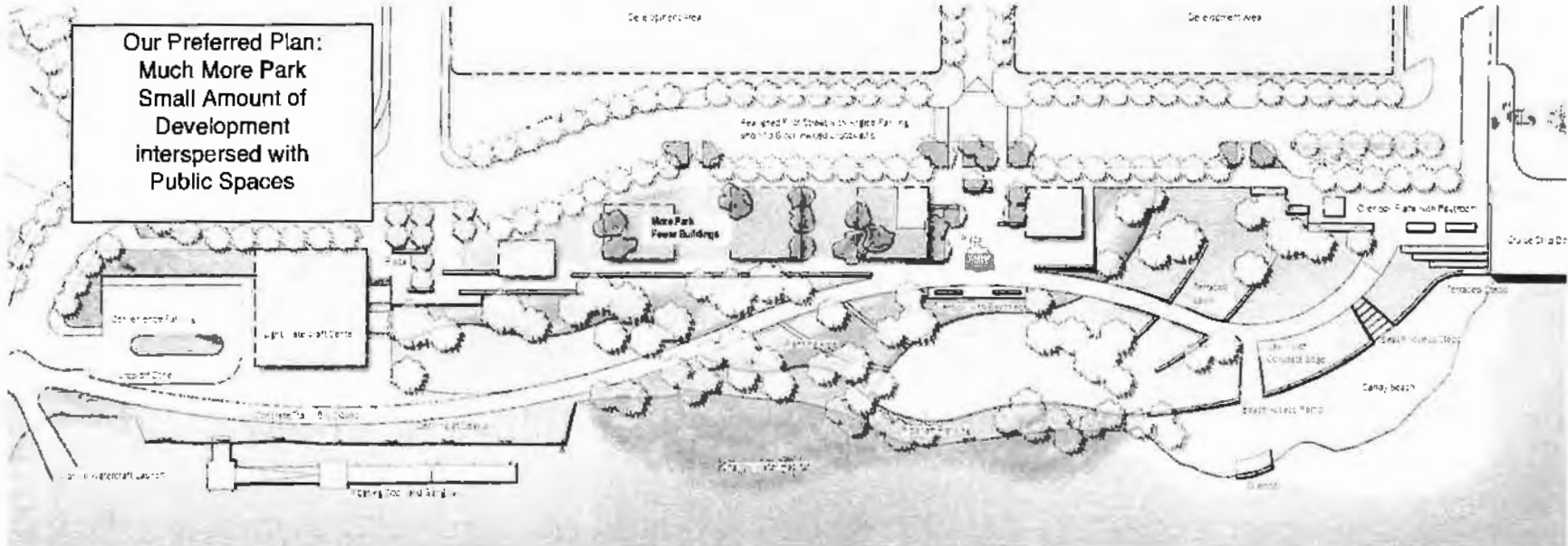
Cindy--

Would you also be able to print and distribute these two files to the Planning Commission for the meeting tonight?

Thanks,  
Heather



**Public Space or Commercial Strip?** One of the key issues is how much commercial development to allow along the top of the bank above the shore of Nichols Basin and its new park (Lot 1a). At the Port's request, the Advisory Committee approved commercial development of up to 16,000 square feet (10,000 sq. ft unrestricted commercial and up to 6,000 sq. ft for a public boathouse). This intensity of development very nearly creates a strip mall along the top of bank (see bottom site plan. Note that this plan shows 1,000 sq ft less development than approved by the Committee). Our vision is a much more limited commercial development integrated into the public green space to serve the needs of recreationalists and tourists (ice cream stands, SUP rentals, food carts, etc.) but not to create a stand-alone shopping district (see top site plan).





## Light Industrial Mixed Use: A New Zone for the Waterfront

The Hood River Valley Residents Committee's mission is to protect Hood River Valley's farm and forestland and the livability of its cities and rural communities. While we are perhaps more known for the protection of resource land, land-use within the City of Hood River has always been a focus for us. Planning is a regional activity. We have learned that the very best way to protect farmland from sprawling development is by creating a great city within the urban growth boundary.

Using our limited amount of urban land wisely and creatively is a challenge and often fraught with controversy as there are many competing interests to balance. Over our 38-year experience in land-use planning, we have come to embrace the ideas that frequently go under the terms "Smart Growth" or "New Urbanism" which advocate policies to concentrate growth in compact, vibrant, walkable urban centers to avoid sprawl.

The Waterfront Refinement Planning process currently underway provides an opportunity for our community to make some fundamental decisions about the direction future development the waterfront will take. Most of the waterfront is currently zoned Light Industrial which allows for low-impact manufacturing and offices related to research and development. Our suggestion would be to expand the possibilities by creating a new zone for the waterfront "Light Industrial Mixed Use." Light Industrial would continue to be the predominant use at the waterfront but commercial, residential and recreational uses should be layered in to increase vitality, livability and spur economic development. Other cities have employed various methods to achieve this mix of uses (e.g. require a minimum Floor Area Ratio FAR for industrial uses with density bonuses for other uses once the industrial FAR is met or set maximum percentages/square footages for the auxiliary commercial and residential uses so that most of the square footage is preserved for industrial uses). HRVRC has advocated mixed use at the waterfront for over 30 years.

## Mixed Use and Economic Development

Mixed use is good for economic development and will provide a competitive advantage to Hood River in attracting businesses to locate here. The current economy values proximity and clustering. Placing jobs, retail, homes and recreation in proximity increases business opportunities, creates a sense of place and functions as a recruiting tool for employers. 24/7 communities, as opposed to 9 to 5 Monday-Friday environments, are increasingly attractive to young professionals and the "creative class" who value vibrant street life and a hip urban energy, even in a small town. Traditional office and industrial parks, with buildings surrounded by parking and landscaping, are inward focused and do not provide many opportunities for spontaneous employee interaction. When asked if the new restaurants on Portway Avenue added value for the day-employees commuting to work at the waterfront, property owner and employer Andy von Flotow, responded "I think the answer is an emphatic YES. A "pure" industrial park is a hideous thing, particularly when on a park-enhanced shoreline." Indeed, in order to stay competitive, business parks around the country are converting to mixed-use developments.

### The 10 Principles of Smart Growth

- Mix land uses.
- Take advantage of compact design.
- Create a range of housing opportunities and choices
- Create walkable communities.
- Foster distinctive, attractive communities with a strong sense of place.
- Preserve open space, farmland, natural beauty, and critical environmental areas.
- Strengthen and direct development toward existing communities.
- Provide a variety of transportation options.
- Make development decisions predictable, fair, and cost effective.
- Encourage community and stakeholder collaboration in development decisions.



Mixed-use settings have been found to produce more employment and higher occupancy rates. Cities around the country are increasingly using mixed-use industrial districts to preserve industrial land and increase density with a payoff in higher property values. The City of Hood River Economic Opportunities Analysis, 2011 predicts a far greater need for commercial land (C-1 and C-2) than industrial (LI and I) in the 20 year study period (2010-2031) with commercial land use needs projected at 39 acres compared to 16 acres for industrial land. Employment creation is similarly weighted— 530 retail jobs and 835 service jobs are expected to be created in that time period compared to just 116 industrial jobs. Hood River's largest deficiency is in Class A office space.

In 2013, EcoNorthwest prepared an Economic Impact Analysis for the Port of Hood River that recommends the very same shift from pure industrial to mixed use that we advocate:

*"... what is the best use of remaining Port property at the waterfront? Many cities provide evidence of a transition from industrial uses to other uses as property values rise. The Port has already accommodated a shift from traditional industrial and warehousing toward light industrial and commercial. The Port should consider furthering this transition, focusing on the kinds of businesses that are most compatible with waterfront recreational amenities."*

## **The Waterfront and Downtown**

Some have expressed concern that development at the waterfront will come at the expense of downtown. HRVRC would never advocate a waterfront policy that would turn our historic downtown into a ghost town. We believe the opposite is true: No part of town has as much to gain from a vibrant waterfront as downtown. This is not a zero sum game. Growth at the waterfront will be good for all of us. The two districts are geographically close—Lot 1 is only a 3-minute walk from the corner of 2<sup>nd</sup> and Oak and development at the waterfront can and should complement and enhance downtown. HRVRC encourages the City and Port to make infrastructure improvements that strengthen the pedestrian connections between the two areas. Structured parking at the waterfront paired with a trolley service to downtown could help alleviate parking issues in both areas.

### References:

Economic Development and Smart Growth: 8 Case Studies on the Connections between Smart Growth Development and Jobs, Wealth, and Quality of Life in Communities, International Economic Development Council  
[www.iedonline.org/clientuploads/Downloads/edrp/IEDC\\_Smart\\_Growth.pdf](http://www.iedonline.org/clientuploads/Downloads/edrp/IEDC_Smart_Growth.pdf)

Smart Growth and Economic Success: The Business Case, November 2013, Office of Sustainable Communities, U.S. Environmental Protection Agency [http://www.epa.gov/smartgrowth/pdf/business\\_case.pdf](http://www.epa.gov/smartgrowth/pdf/business_case.pdf)

Industrial Vs. Mixed-Use Zoning: Economic Impact and Job Creation Study CBRE Consulting, 2007  
[https://ccala.org/downloads/LegAffrsPublications/Industrial\\_Zoning\\_Econ\\_Report.pdf](https://ccala.org/downloads/LegAffrsPublications/Industrial_Zoning_Econ_Report.pdf)

Integrating Light Industry into Mixed-Use Urban Development, Dan Cotter, Georgia Tech Enterprise Innovation Institute, 2012, <http://stip.gatech.edu/wp-content/uploads/2012/10/STIP-Dan-Cotter.pdf>

City of Hood River Economic Opportunities Analysis, FCS Group, 2011,  
[http://centralpt.com/npload/375/16352\\_FinalEOARreport6-2011.pdf](http://centralpt.com/npload/375/16352_FinalEOARreport6-2011.pdf)

Economic Impacts of the Port of Hood River, EcoNorthwest, December 2013,  
[http://www.portofhoodriver.com/PDFs/Economic\\_Impact\\_Analysis.pdf](http://www.portofhoodriver.com/PDFs/Economic_Impact_Analysis.pdf)

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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:41 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Waterfront Refinement Plan

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**From:** Linda Maddox [<mailto:lindanicemaddox@gmail.com>]  
**Sent:** Monday, December 01, 2014 3:42 PM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Planning Commission Hearing, Dec. 1, 2014  
Hood River Waterfront Refinement Plan Testimony

It is all about the waterfront, Hood River's most treasured and precious community asset!

The basis for undertaking this enormous task was incorrect and flawed: The idea was to do all the zoning for the waterfront quickly and at once through a legislative process instead of looking at individual development proposals as they move forward through the usual quasi-judicial process. In the past every waterfront planning process has stalled because there are so many issues to consider. Looking in depth at one property at a time is more manageable and, when something is built, you can consider the changes brought by the earlier decision.

There are problems with the current process. Ideally, it would have begun with an extensive visioning process involving the entire community. A normal visioning process would take 6 months to a year to complete before code writing would even begin. That would have allowed for careful consideration by all for the many possible alternatives for this property.

The consultant's process has been to break down topics into 2 or more choices and then ask the committee to decide between them which completely leaves out consideration of alternative choices. Because of the strict timetable and the amount of work to be done, the Committee did their best to complete their task. Quick decision-making for zoning code language, which becomes the law, is never a good idea and always dangerous. Even with good intentions, mistakes can be made and they are often hard to change. Since this effort is called a "legislative re-zone", it is by nature broad in scope and difficult to change, so should be done even more carefully.

Details from the current draft zone and recommendations:

Proposed: The base zone is Light Industrial (LI) everywhere: north of Portway, along the west side of the Boat Basin, all of Lot 1 and at the Expo Center.

Note: The Committee had the opportunity to change the base zoning north of Portway and along the Boat Basin to either Open Space (OP) or Recreational/Commercial (R/C) but did not.

Recommendation: Change the base zoning to OP for north of Portway and to R/C along the Boat Basin. This is the only way to ensure protection for the waterfront!!

Proposed: A total of 16,000 SF of buildings could be built along the new path/park at the Boat Basin with a maximum height of 20 feet higher than North First Street.

Recommendation: With the exception of a boathouse and restrooms, no other buildings should be allowed in this narrow space. Building height should be limited to one story above North First Street.

Proposed: Buildings north of Portway could be 28 feet tall with a 50,000 SF footprint, thereby allowing 100,000 SF buildings along the Columbia River. There was no change to the present 75-foot setback for buildings from the top of the bank of the Columbia River.

Strong Recommendation: No buildings should be higher than 20 feet, the height on the western side of the Luhr-Jensen building. Uses should be limited to recreational use and services for that use. Building setbacks from the top of the bank should be 150 feet.

Proposed: The height limit for Lot 1 remains at 45 feet. The maximum building footprint is 50,000 SF.

Recommendation: On Lot 1 limit heights to 28 feet. Maximum building footprint: 25,000 SF.

The Committee spent time discussing mixed use (MU) versus LI at the Expo Center property and the possibility of carrying that same mixed use language elsewhere, such as for Lot 1, but the Committee was divided on this.

Recommendation: This MU zone still needs work but LI should not be the base zone for the waterfront property north of Portway or along the west side of the Boat Basin. However, a carefully crafted mixed use zone has been a city goal for a long time and would work well for the other property in the overlay zone.

The bottom line is that what is being proposed right along the waterfront is far more development than any of us could have imagined. Think deeply and hard about what you might be allowing. Is this in the best interest of the community?

Please take a long and cautious look at this before you vote. We don't want to repeat the mistakes other communities have made by overdeveloping waterfront property. It is indeed our most precious and valuable asset.

Linda Maddox  
3018 Dana Lane  
Hood River, OR 97031

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**From:** Cindy Walbridge  
**Sent:** Monday, December 01, 2014 4:41 PM  
**To:** Kevin Liburdy  
**Subject:** FW: Waterfront Refinement Plan

-----Original Message-----

**From:** Alison Bryan [<mailto:alisonb@gorge.net>]  
**Sent:** Monday, December 01, 2014 3:56 PM  
**To:** Cindy Walbridge  
**Subject:** Waterfront Refinement Plan

Please don't allow excessive development in Hood River Waterfront. Let's not look like The Dalles! Alison



RECEIVED

DEC 01 2014

November 25, 2014

To: Planning Commission

CITY PLANNING DEPT.

From: Bill Irving

RE: Comments on Waterfront Refinement Plan and Land Use Process

I am sending this memo and sorry to be missing our only scheduled meeting to discuss this significant proposed legislation.

**Regarding Process:**

**We do not need to rush!** I appreciate the time and work invested by the advisory group as a starting point for this process. The stated driver mentioned for rushing this process with planning commission and city council is that the port would like to make use of grant funds available to develop the waterfront multi-use trail along the western edge of the Nichols Basin. Completion of this process is not necessary to complete the initial phases of that development. This path can be developed under the existing zoning via two different mechanisms: 1) a conditional use process for "public facilities" as allowed within the zone or 2) under the ESEE CO-6 overlay which applies to that reach.

As this is a significant change for one of the few remaining undeveloped areas in the city, I think thoughtfulness, time, and public input should be allowed. I would hope that both the planning commission and city council would not feel any need for urgency regarding these land use changes. I would like to see a timeline developed by which the planning commission would have time for sufficient work sessions and staff resource allocated to arrive at a well-formulated long-term strategy focuses on economic development but most important livability which is in the best interest of the community as a whole. Additionally as the planning commission are only appointed and city council elected, I'd also propose a joint work session between the two groups such at both parties can jointly develop a objectives and a strategy for this critical area.

Additionally, quick implementation of this type of code would have unintended consequences. For example, sec 170.03.130.D.1 prohibits drive-up uses. Without definition, these uses could be interpreted to preclude seasonal vending of food and beverage as well as pick-up / drop-off of rental equipment at locations like the event site! I'm pretty sure that was not the intention of the proposed code.

**General comments on overall land use:**

1. Establish visible and physical greenway along the water's edge to include Columbia River frontage and Nichols basin via a combination of the following:
  - a. Establish appropriate zoning for this area OS or RC and not LI.
  - b. Establish landscape standards and setbacks for this area.

- c. Specifically address improvements to and/or future development on “Jensen” and “Western Power” parcels. Currently these buildings greatly impact the waterfront experience and pedestrian trail.
  - d. I’d like to see 50’ – 100’ “greenway” established in this area with limited improvements and specifically no tall fences, barb-wire, and industrial parking/storage for things like semi-trailers and shipping containers. These parcels are approx 300’ so substantial area would remain on the southern 2/3 of these parcels for redevelopment.
2. Establish the waterfront area as a 24 x 7 point of engagement for residents of Hood River and the surrounding area, for our large and increasing number of visitors to the area, as well as employees/employers in the area.
  3. With green space and open space established along the waters edge, provide for dense use of this land. Understanding downtown business owners concern with additional commercial development at waterfront and concerns of “dark condos”, provide for mixed use development at waterfront to establish promote long term vibrancy of the waterfront and town as a whole. Suggest to specifically allow for inclusion of multi-family residential development as an allowed use as well as other commercial uses, specifically on “Lot 1” or sub area 4.
  4. Increasing residential density in this area will provide additional walking customer base to downtown businesses!!
  4. Understanding that we need LI land close to I-84, develop a plan to rezone parcels to LI by their nature are better suited for less dense LI style development and uses. Potential for this type of rezone exists at exit 62 and exit 64.

**Regarding Proposed Waterfront Refinement Plan:**

1. **Sec 17.03.130.A** I believe the boundaries of any plan should include the area between the Hood River and the bridge as this area contains a larger of undeveloped or underdeveloped land. Development of this area should be considered as continuity and use of the waterfront is considered.
2. **Sec 17.03.130.D.1** – Prohibited uses. Define or delete drive-up uses. Prohibition of drive-up uses would seem to be in conflict with following section Sec 170.03.130.D.2 and preclude existing activities at the event site.
3. **Sec 17.03.130.D.2.i.b** – Prohibition of over-night lodging.
  - a. Do we want to allow over-night lodging in any areas?
  - b. Does over-night lodging include/exclude residences?
  - c. Suggest to combine prohibited uses in a single location in the code versus sprinkled throughout.
4. **Sec 17.03.130.F** – As this relates to development of parcels in Subarea 1. The proposed density of development (Walker Macy plan) provides a string of buildings which create a visual barrier from the street to the Nichols basin. Propose fewer buildings (limit of 2) which could potentially be 2 story and take advantage of existing topography to provide walk-up access on east and west

side. These fewer larger buildings would allow for better via corridors to the Nichols basin. Establish a maximum lot coverage within this zone.

5. **Sec 17.03.130.G**

- a. As this relates to development in area Subarea 3 and 4. Limit building footprints to 20,000 sqf or less. 50,000 sqf footprint within these areas are quite large and likely intended for less dense more industrial types uses which should be located at areas other than the waterfront! I understand the footprint of the Halyard building (housing Pfriem) to be approx 20,000 sqf. Do we want a building 2 ½ time this size north of Portway?
- b. Regarding setbacks and zoning, establish greenway south of top of bank along Columbia River. This could be accomplished with either a zone change or a setback which would require landscaping and prohibit parking of trucks, storage of shipping containers, chain link fencing, and other "industrial type" activities within 50' of the top of bank. See submitted photos of greenway and multi-use path established along the Charles River in Boston.

Good luck with the meeting and look forward to participating as this process progresses.





Hood River Planning Commission  
December 1, 2014  
Testimony of Joseph S. Voboril

My name is Joe Voboril. I am an attorney with Tonkon Torp LLP. I am here this evening representing Hood River Distillers.

In 1969, my client became the first industrial business to locate in the waterfront area. At the time, the area was proposed as an industrial park where businesses such as Hood River Distillers could locate and grow. And, for the past 45 years, my client has done just that.

Unfortunately, during the past two decades, my client has found itself in an adversarial position where it has had to oppose the rezoning of nearby industrial land as well as various attempts to locate incompatible uses in close proximity to their operations. I can speak first-hand to that because I have represented them during the past two decades and have been involved in most of those efforts.

My client was pleased in August when the Port requested the rezoning of portions of Tax Lots 127, 128 and 129, approximately 2.33 acres, from General Commercial to Light Industrial. Your commission recommended approval of the zone change and one of your Findings noted that, and I quote: "conditions have changed within the affected area that make Light Industrial zoning more suitable than General Commercial zoning." Of course, that has been my client's view for some time.

While that zone change process was occurring, my client was aware that in August of this year the City Council had approved a Scope of Work for a project described as the Waterfront Refinement Plan. Much to my client's surprise, however, after the rezoning of portions of Tax Lots 127, 128 and 129, the Advisory Committee unilaterally decided to add a number of parcels located south of Portway Avenue and west of North Second Street to the Refinement Plan Area without returning to the City Council for approval of such expansion. In short, we question whether the Advisory Committee had the authority to expand the boundaries of the Refinement Plan.

While we assume that there was a desire to eliminate the restrictions imposed on the former Expo Center site in 1998 and to correct a mistake that had been made with respect to the building where the Solstice restaurant is located, we question whether those two items can be addressed through this legislative process. Rather, it was my client's expectation that those two items would be addressed through a quasi-judicial process similar to the rezoning of the 2.33 acre site, your File No. 2014-11.



While we question whether the Advisory Committee's expansion of the Refinement Plan Area boundary is authorized and whether the 1998 restrictions can be lifted through this legislative process, we do want to provide some substantive comments with respect to what is before you this evening.

My client supports the recommendation to rezone those parcels shown as parcels C and D on the Amendment Map attached to your Agenda from General Commercial to Light Industrial. Those zone changes are described as Amendments C and D on your Agenda.

We have a number of comments to offer with respect to the Advisory Committee draft of the Waterfront Overlay Zone.

1. My client opposes the allowance of non-accessory retail and non-accessory office uses in Subarea 2. (This language appears in paragraph D.3. which is found at the bottom of page 4 of the Advisory Committee draft and carries over to the top of page 5.) It is unclear to us why such an exception is being proposed for Subarea 2.

When the adjacent 2.33 acres was rezoned to Light Industrial a little more than a month ago, there was no request for non-accessory retail or non-accessory office uses. The Port of Hood River simply requested the zone change to Light Industrial.

Such an exception has not been necessary on all of the development that has occurred in the Light Industrial zoned properties located in this area within the last five or six years. Significant development has occurred and is occurring without any need for non-accessory retail or non-accessory office uses.

2. Furthermore, one has to ask how much retail can be justified in the waterfront area. The Advisory Committee's draft allows for significant retail activity to occur on Subarea 1, the land located to the east of North First Street. As shown in the figure at the top of page 9 of the Advisory Committee draft, this is a sizeable area. In addition to Subarea 1, it should be noted that the planned development at Nichols Landing has been approved which lies adjacent to the southeast corner of Subarea 1, but outside the Waterfront Overlay Zone. The Nichols Landing project will include an 88 room hotel along with 20,000 square feet of commercial development that can be expanded to 30,000 square feet.

So the question for you is simply this: How much commercial is enough? Is it really necessary to allow non-accessory commercial uses on Subarea 2? My client believes that it is not necessary and cannot be justified.



3. We also question the wisdom of imposing all of the development and design standards on the Light Industrial zoned property. In our view, the very detailed façade variation requirements, the window requirements, as well as the building entry and building material requirements, will discourage property owners and developers from constructing industrial buildings on these Light Industrial zoned properties.

The Advisory Committee draft contains an illustration of the kind of building that would result from these requirements at the bottom of page 6. In reality, that's just not what an industrial building looks like. My client's concern is that meeting these requirements will be so challenging for the property owners in the area that these parcels will ultimately be converted to commercial uses. It's just not going to make economic sense to construct industrial buildings that satisfy all of these design requirements.

4. I would also like to call your attention to the first sentence of Section M which appears on page 13 of the Advisory Committee draft. This sentence would allow the Review Authority to grant variances to a number of subsections including Subsection 17.03.130.D. Subsection D sets out the permitted land uses. For all kinds of reasons, it would be a mistake to allow the Review Authority to grant such variances. Of course, allowing variances to the development and design standards, as well as the other standards referred to in those subsections makes sense, but not to the permitted land uses.

5. Finally, we question how any of this work can go forward without a Transportation Analysis. The plan area is within the Interchange Area Management Plan Overlay Zone and under Section 17.03.120 of your Zoning Code, as well as the State of Oregon Transportation Planning Rule (OAR 660-012-0060), such a Transportation Analysis is required. With the amount of commercial uses that are being added to this area, there is a real concern on my client's part – in fact, it's my client's primary concern – that the capacity and safety of this interchange, as well as the local transportation system, will be significantly, negatively impacted.

Task No. 3 of the Scope of Work approved by the City Council on August 11 included such a Transportation Analysis. We have asked for a copy of such an analysis but have not yet received one. Has such an analysis been performed?

Conclusion: While my client supports the proposed rezoning of Subarea 2, my client has significant concerns about a number of the provisions of the Advisory Committee's draft of the Waterfront Overlay Zone. I'll be happy to respond to your questions.

