

 Port of  
**HOOD RIVER**

# 2021-2026 STRATEGIC BUSINESS PLAN



## ACKNOWLEDGMENTS

This plan was developed by Port of Hood River staff with assistance by consultants as directed by the Port of Hood River Commission. For more information about the Port of Hood River, visit [www.portofhoodriver.com](http://www.portofhoodriver.com).

**Port of Hood River****2021 Board of Commissioners**

John Everitt, President

Ben Sheppard, Vice President

David Meriwether, Secretary

Kristi Chapman, Treasurer

Hoby Streich, Commissioner



**John Everitt**



**Ben Sheppard**



**David Meriwether**



**Kristi Chapman**



**Hoby Streich**

**Port of Hood River Staff**

Michael McElwee, Executive Director

Fred Kowell, Chief Financial Officer

Genevieve Scholl, Special Projects Manager

John Mann, Facilities Manager

Kevin Greenwood, Bridge Replacement Project Director

Genevieve Scholl, Special Projects Manager

Daryl Stafford, Waterfront & Marina Manager

Jana Scoggins, Senior Accountant

Marcela Diaz, Finance Specialist

Patty Rosas, Administrative Specialist

Linda Hirata, Lead Toll Collector

**Port Legal Counsel**

Jerry Jaques

Anna Cavalieri

**Special Thanks to**

Citizens of the Port District, Port of Hood River employees, City of Hood River, Hood River County, Pageworks Design, EnviroIssues, Terry Moore, Good Next Steps, and the Business Oregon Port Planning and Marketing Fund.

<b>Acknowledgments</b> .....	2
<b>Table Of Contents</b> .....	3-4
<b>Summary</b> .....	5-6
<b>1. Overview</b> .....	7-9
<b>1.1</b> About The Port Of Hood River .....	7
<b>1.2</b> About This Plan.....	8
<b>1.2.1</b> Purpose.....	8
<b>1.2.2</b> Contents .....	8-9
<b>1.2.3</b> Process.....	9
<b>2. Situation Assessment</b> .....	10-13
<b>3. Vision, Mission, Values</b> .....	14-15
<b>3.1</b> Vision .....	14
<b>3.2</b> Mission.....	15
<b>3.3</b> Values .....	15
<b>4. Service Areas And Actions</b> .....	16-35
<b>4.0</b> Overview .....	16-17
<b>4.1</b> Bridge And Other Highway Transportation .....	18-20
Background.....	18
Actions .....	19-20
<b>4.2</b> Ken Jernstedt Airfield .....	21-23
Background.....	21
Actions .....	22-23
<b>4.3</b> Economic And Real Estate Development And Management .....	24-26
<b>4.4</b> Marina .....	27-29
<b>4.5</b> Waterfront Recreation.....	30-32
<b>4.6</b> Central Services .....	33-35
<b>5</b> Next Steps .....	36-38
<b>List Of Appendices</b> .....	39-629

## List of Appendices

Appendix A	Map of Port Boundaries .....	41
Appendix B	Port of Hood River History .....	45-53
Appendix C	Port Activities and Facilities.....	57
Appendix D	Port Organizational Structure and Supporting Policies .....	61
Attachment 1	Port of Hood River Governance Manual.....	65-88
Attachment 2	Port Marina policies .....	91-105
Attachment 3	Ordinance 23-2018.....	109-121
Attachment 4	Ordinance 24-2018.....	125-133
Attachment 5	Real Estate Transaction Policy .....	137-141
Attachment 6	Financial Policies.....	145-159
Appendix E	Strategic Business Plan 2014-2018 (full document) .....	163-211
Appendix F	Assessment of options for development of 2021 SBP update, March 2021.....	215-224
Appendix G	Public Engagement in the development of the 2021 SBP .....	227-265
Appendix H	Commission Work Session on Drivers of Change & Possible Port Actions, Nov 2019.....	269-273
Appendix I	Schedule of Capital Projects for Maintenance of Existing Bridge.....	277
Appendix J	Commission Work Session on Existing and Replacement Bridge: Work Plan, Feb 2021 .....	281-340
Appendix K	Schedule for Bridge Replacement Activities, 2021 - 25.....	343
Appendix L	Airfield Strategy Recommendation, May 2021.....	347-360
Appendix M	Hood River Waterfront Development 2009-2017.....	363
Appendix N	Summary of Port Planning Efforts Related to Development of Lot 1, Nov 2019.....	367-370
Appendix O	Hood River Waterfront - Development Feasibility Analysis, Oct 2017 .....	373-383
Appendix P	Lot 1 - Public Infrastructure Framework Plan, Jan 2019.....	387-434
Appendix Q	Real Estate Asset Strategy, May 2018 .....	437-450
Appendix R	Lease Rate Methodology and Template Review, June 2019.....	453-474
Appendix S	Real Estate Development Options, Fall Planning Session, Nov 2020.....	477-482
Appendix T	Interstate 84 Exit 63 & 64 Interchange Area Management Plan, September 2011.....	485-543
Appendix U	Marina Basin Planning Study, Dec 2007 .....	547-560
Appendix V	Strategic Business Plan Excerpt, Marina Basin, May 2021.....	563-564
Appendix W	Waterfront Recreation Draft Modified Strategies, June 2021.....	567-571
Appendix Y	Hood River Waterfront Development Strategy, Sep 2007.....	575-606
Appendix AA	Funding Options for Bridge Replacement, May 2021.....	609-629

## Summary

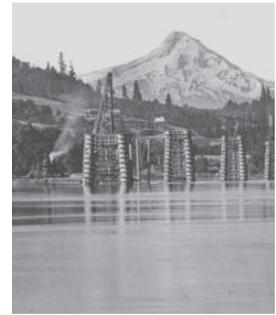
The Strategic Business Plan serves as the primary strategy document for the Port Commission, staff, and Port constituents to guide operations, projects, and practices for the next five years. This 2021-2026 Strategic Business Plan provides an update to the Port of Hood River's prior plan, published in 2014 (see Appendix E). Since the Port provides several diverse services and facilities to residents and visitors to the Port District, the Port strives to make the contents of the Plan accessible to different audiences with different areas of interest or need for detail.

- This summary focuses on the key actions (construction, maintenance, programs, policies and regulations) the Port intends to take over the next five years regarding the facilities and services.
- The Plan document gives more information about why and how the Port created the Plan, why and how the Port is pursuing its selected goals with certain actions, and the schedule and cost for implementing improvements.
- The Plan document has 33 Appendices that contain the background information and analysis that support its recommendations. Those documents and more are available at website [portofhoodriver.com/StrategicBusinessPlan](http://portofhoodriver.com/StrategicBusinessPlan).

The Port Commissioners hosted several planning workshops, conducted public meetings, and solicited public input via paper and online surveys while the Plan was developed. The discussions held throughout this process led to several overarching agreements, including:

- **The replacement of the Hood River-White Salmon Interstate Bridge is a central concern to all areas of Port service delivery.** The Bridge is the dominant Port facility; it affects most people in the Port district; it is functionally obsolete and must be replaced; it is the Port's responsibility to support the efforts to find funding for bridge replacement and assist in all reasonable efforts to replace the bridge by removing barriers to success in all potential pathways forward. The Port is not expected to own the future bridge. However, without the ongoing Port efforts in support of the project, replacement is likely to be greatly delayed.
- **Establishing financial self-sustainability in all non-bridge arenas of Port operations is an overarching concern.** Replacement of the bridge will require that future bridge tolls be used for repayment of construction debt, so they will no longer be available to support other Port facilities and services.
- The Port must strive to provide the facilities and services it now provides at equal or higher levels of service in the future. The Port will look for additional funding sources and operational efficiencies before making decisions to reduce or eliminate services.

The table below provides a summary of the key projects planned for each service area during the years of 2021-2026. Each is expected to be carried out if financing sources are available.



*The Hood River-White Salmon Interstate Bridge under construction in 1923*

## Summary of the key projects planned for each service area during the years of 2021-2026

Project	Cost	Year	Funding	Priority
<b>Interstate Bridge - Existing</b>				
Complete Bearing Repair	\$50,000	2021	POHR	1
Pave Approach Ramps	\$500,000	2021	POHR	1
Weight Limit Structural Upgrades	\$1,000,000	2022	POHR	1
Replace Rack Pinion Shafts/Couplings	\$250,000	2023	POHR	2
<b>Interstate Bridge - Replacement</b>				
Complete EIS/ROD	\$200,000	2021	ODOT	1
Complete 30% Preliminary Engineering	\$12,000,000	2023	Grants/POHR	1
Approve Bi-State Compact Legislation	\$200,000	2022	POHR	1
Identify Project Delivery Approach	\$500,000	2023	POHR	2
<b>Industrial Infrastructure</b>				
Fill Wetland @ Lower Mill	\$350,000	2022	POHR	1
Construct E. Anchor Way	\$1,500,000	2022	Grants/POHR	1
Construct N. 1st Street	\$3,300,000	2023	Grants/POHR	1
<b>Industrial/Commercial Buildings</b>				
Remodel Port Bldg./Expand Interior Space	\$125,000	2022	POHR	1
Replace Jensen Bldg. Roof	\$1,000,000	2023	POHR	1
Replace Jensen Bldg. N. Side Windows	\$100,000	2023	POHR	2
<b>Property Development</b>				
Re-develop Barman Property	\$100,000	2023	POHR/Private	1
Lower Mill Industrial Building (25-30k s.f.)	\$5,000,000	2025	POHR	2
Acquire Industrial Property	\$5,000,000	2026	POHR	2
<b>Airport</b>				
Purchase/Install AV Gas Tank	\$225,000	2021	POHR	1
Construct Commercial Hangar	\$3,500,000	2022	POHR/Grant	1
New Tie-Down Paving	\$200,000	2023	POHR/FAA	2
Taxi-Way Hangars Paving Ph. I	\$250,000	2025	FAA/POHR	2
<b>Marina</b>				
Construct Ramp Boarding Floats	\$350,000	2022	POHR/OSMB	1
Restore/Expand South Basin Dock	\$600,000	2024	POHR	3
Construct Dinghy launch Ramp & Dock	\$550,000	2025	POHR	3
Rehabilitate Existing Docks	\$400,000	2026	POHR	2
<b>Waterfront Recreation</b>				
Install Interpretive Signage	\$50,000	2021	POHR	1
Construct New Rigging Areas at Hook	\$40,000	2021	Grant	2
Replace Ped. Bridge Deck	\$30,000	2022	POHR	1
Install Ped. Bridge Lighting	\$45,000	2023	POHR	2
Pave Nichols Dock Parking Lot	\$100,000	2022	POHR	2
Replace Trees @ Nichols Park	\$15,000	2022	POHR	1
Re-Pave Marina Park Access Road	\$800,000	2024	POHR	2

## 1. Overview

### 1.1 About the Port of Hood River

The Port of Hood River is a public agency that provides five major facilities and services to people in the Hood River area (Bridge, Marina, Airport, Recreation, Property Development). Port owned and operated facilities provide the following services to the region:

- **Transportation:** (The Hood River Interstate Bridge, Port-owned roads, parking facilities, and transit centers)
- **Air Service:** (The Ken Jernstedt Airfield)
- **Recreation & Tourism:** Hood River Waterfront Recreation sites, the Waterfront Trail, the Hood River Marina, Port Marina Park.
- **Industrial and Economic Development:** The Waterfront Business Park, the Lower Mill Industrial Redevelopment site, and all other Port-owned commercial and industrial buildings and developable lands.



The Port District extends south from the Columbia River through the Hood River Valley. It covers about half of Hood River County, including the City of Hood River and the unincorporated towns of Odell and Parkdale. (Appendix A: map of the Port District).

The Port of Hood River was incorporated in 1933 to facilitate industrial development. As the Hood River area has grown, so has the number and importance of the Port's facilities and services. Its role in the local economy significantly expanded in 1950 with the purchase of the Hood River-White Salmon Interstate Bridge, and the responsibilities and revenues that accompanied that purchase. Later, the Port developed the Hood River waterfront with fill projects throughout the 1960's and 70's. The Port acquired the airport in 1976 and has acquired and renovated several commercial buildings since the 1980s. In the 1990's the Port developed a business park in Odell and expanded industrial, commercial, and recreation facilities along the waterfront beginning in the early 2000's - work that continues today.

For more history, see Appendix B.

For more information about the Port's activities and facilities, see Appendix C.

For more information about its organizational structure, see Appendix D.

## 1. Overview

### 1.2 About This Plan

#### 1.2.1 Purpose

Every person, and every organization, should dedicate some time to thinking about how to improve its conditions. Call that effort “planning.” The effort is undertaken based on a commonly shared belief that, though the future is uncertain, things can be done to affect the future in ways that will make conditions better for a person, a family, a business, a community.

Too much time spent thinking about the future can leave pressing tasks undone while spending too little time can cause foreseeable and correctable problems to become crises. Along any pathway, one should occasionally look at the compass and a distant landmark to check on general progress toward a desired destination, but current and pressing needs usually demand the majority of one’s attention.

The Port Commission, and its managers, have made it a practice to do this type of thinking, periodically looking up from day-to-day operations and the pressing demands of the people that use its facilities to ask, “Are we delivering the right type and level of facilities and services and what can we do to deliver them in a better way?” That look up is called strategic planning, and this document is the Port of Hood River’s Strategic Business Plan (the Plan).

#### 1.2.2 Contents

The Port has a history of strategic planning. It prepared a thorough plan in 2014 (the 2014 Plan) which replaced a prior Plan developed in 2006. The Port organized the 2014 Plan to comply with the state of Oregon’s template for strategic plans for its ports, which recommended an organization typical of most strategic plans: (1) What the Port’s goals? (2) What conditions now and in the future provide opportunities or challenges for meeting those goals? and (3) What strategies / actions are priorities for pursuing those goals?

The Port began this Plan update in Fall 2019. Staff and Commissioners recognized that much of the information in 2014 Plan remains relevant today and needed little updating. The Commission made decisions to compress those parts of the planning process and the report that would simply repeat work previously completed. Then, in March 2021, the COVID-19 pandemic required further adjustments to schedule: the strategic planning process was postponed for nearly a year while the Port addressed several urgent issues related to COVID and key facilities.

The Port staff and Commissioners recognized that the Port (1) had much work already completed that did not have to be repeated in a new strategic plan, and (2) had many urgent issues that staff and the Commission had already evaluated and decided needed their attention. That raised important questions: What is the most efficient yet diligent path for completing the Plan update? Can the Port do anything to enable development of a usable document more quickly so staff and Commissioners can turn sooner from planning the work to doing it?



photo: Michael Peterson

Appendix F answers those questions with an assessment done by an independent consultant specializing in strategic planning. In summary, the assessment found:

- There are several good reasons for the Port to complete its Plan update.
- There are several things the Port can do to reduce the time it takes to complete that update, without significantly diminishing the usefulness of the Plan. A shorter Plan document, with details in supporting appendices, is probably more useful for users of the Plan than a longer document with more detail.

This Plan's structure follows recommendations in that assessment, which were largely identical and consistent with the structure approved by the Commission in Fall 2019. The overarching recommendation is to focus on actions in the Plan and provide appendices of other documents that show how those decisions were made.

### 1.2.3 Process

The Port began its process to update the Plan in Fall 2019. In November 2019, the Commission met in a work session to review and discuss (1) a proposed scope of work for developing the Plan, (2) a proposed outline for the final Plan, (3) factors that might affect the Hood River area and the Port over the next 10 years, and (4) the implications those factors for the Port's vision, mission, and activities.

In December of that year the Commission approved a process for public engagement and receipt of public comment. The Port held a public open house, distributed paper and online surveys, and tabulated survey results in February 2020. The Commission had just received the full survey report when the pandemic arrived in the Gorge in March 2020.

By April, the demands of COVID led the staff and Commission to set aside programmed tasks on the development schedule for the update to the Plan. In November of 2020, the Commission returned to the effort, assessed its options and created a modified work plan and schedule for the development of the Plan. The Commission received a draft of the Plan in May 2021. After public review and comment, the Commission unanimously adopted the Plan in June 2021.

See Appendix G for more information about how the Port communicated with the public during the development of this Plan.



## 2. Situation Assessment

The Port concurs with the consensus in the professional literature on the central role of evidence to decision making in a strategic plan—or for any policy decision. Standard practice in strategic planning is to start with an evaluation of conditions: past, present, and potential conditions of the future. Those conditions may support an organization’s goals and activities, or they may be obstacles to them. They may be internal to the organization, and thus things it can change, or external to the organization, and thus things it can only respond to. They may be conditions that relate broadly to forces that are social or demographic; economic; environmental; technological; or political (public policy). And each of those categories could have several force categories of their own, all acting upon a community or an organization in an individual way. The analysis gets complicated.

However, as the evidence ultimately gets structured and presented, its purpose is to describe an organization’s situation: the big forces (drivers of change) that will affect (positively or negatively) an organization’s ability to achieve its goals, vision, and mission, subject to its values. An assessment of that situation is the part of the strategic plan called the Situation Assessment.

A common way for an organization to present that assessment is as a “S.W.O.T.” analysis (for its internal Strengths and Weaknesses in delivering services, and external Opportunities and Threats it faces as it tries to do so. The presumption is that information and discussion about those factors will help the organization identify and prioritize areas for improvement and action.

The Port did a SWOT analysis as part of its 2014 Plan. A summary of its conclusions is at right:

### Strengths

---

- Attractive quality of life in town and region
- National "brand" of Hood River
- Strength of local economy
- History of sound management
- Solid financial footing
- Good relationships with City, County, Business Organizations
- Commitment to community engagement
- Proximity to Portland

### Opportunities

---

- Growing high tech/entrepreneurial cluster
- Greater involvement in Upper Hood River Valley
- Bicycle tourism associated with Scenic Highway
- Collaboration with local businesses
- Lot 1 / Nichols Basin
- Expo Center Site

### Weaknesses

---

- Diminishing supply of buildable lands
- Limited tax base
- Heavy reliance on bridge income
- Cost of maintaining existing infrastructure
- Limited engagement on local economic issues
- Workforce housing costs
- Education/workforce training limitations
- Lack of access to federal funding

### Threats

---

- Bridge accident or failure
- Opposition to waterfront development
- Impact of future debris flow
- Limited land supply
- Cost of new infrastructure
- Accidents on Port property
- Reduction in FAA funding
- Environmental issues (e.g. E-Coli)

A lot of work was done and reported in the 2014 Plan to arrive at these conclusions. Many things that were true in 2014 remain true today. Every strength listed is still a strength of the Port. Most of the weaknesses and threats are still there, though some manifest themselves differently. The economic uncertainties resulting from the COVID pandemic are certainly something that is new but will remain difficult to characterize – and plan for – for some time. Some of the opportunities listed in 2014 have been pursued, some remain, others now exist.

The Commission discussed drivers of change at its work session in November 2019. The Commission generated a list of topics for staff to consider as it conducted its situation assessment for the Plan update, but was clear that its list was preliminary, almost certainly incomplete, and a starting point for other staff analysis. Staff scheduled work to begin that analysis in the first quarter of 2021. As noted, that intention had to give way to the demands on staff and Commission time created by COVID response and later, recovery. As staff returned to the Plan in November 2020, they started with an evaluation of the best way to finish that Plan so that it could be a practical guide for future action and avoid unproductive time on research and writing. The key conclusions were as follows:

- An extensive Plan, or a new or extensive Situation Assessment amid the constant change presented by COVID response and recovery efforts, would cost more than the additional value it delivered. The Port does not have significant problems in areas that are commonly problems for other jurisdictions such as the lack of clarity or agreement on Vision, Mission, and Values; or lack of focus or agreement on top priorities; lack of long-run financial planning; poor decision-making process that confuses policy and budget decisions; inefficient communication and relationships between and among policymakers and staff; or poor quality of information about key factors affecting outcomes. In other words, though there is always room for improvement, the Port is a well-managed organization that does not have significant internal weaknesses that need attention.
- Similarly, many of the external opportunities and threats are unchanged. No reasonable amount of research into regional demographics, the regional economy, technology advances, or environmental issues will change the Port's clearly stated priorities to continue work on (1) the multiple aspects of securing approval and funding for a replacement bridge, and (2) maintaining and improving service levels in other Port service areas of transportation, recreation, aviation, and economic development.
- Moreover, the Port Commission, staff, and stakeholders have, in the last two years, done a lot of work on priority issues within each service area of the Port. It is better to use the Plan to consolidate and integrate that work than to work from new data to come to new conclusions about priorities.
- Among the many lessons of COVID: the future is uncertain; past trends are no assurance of future conditions. ***A better strategy than predicting specific conditions and developing a Plan to optimize on that set of conditions is to consider a range of possibilities, monitor conditions, and have the institutional procedures that facilitate timely course correction.***

## 2. Situation Assessment *(cont.)*

### Key Assumptions

In that context, here are this Plan's assumptions about key conditions:

- **Bridge replacement is a central concern of all Port service delivery.**

The bridge is the dominant Port facility; it affects most people in the Port district; it is functionally obsolete and must be replaced; it is the Port's role at this time to manage and find funding to get approval and more funding for a replacement bridge (without Port efforts, replacement is likely to be many years farther

out) while anticipating conveying the project to another entity at some point. Finally, bridge replacement means that bridge tolls will no longer be available to support other Port services.

- Demographic and economic conditions. The Hood River region has fundamentals that strongly suggest it will grow at least as fast, and probably faster, than the national economy, on average. COVID largely halted, or paused growth in the Hood River region, but as the national economy recovers so will the region. Like other recreation destination areas, and especially because of its strong agricultural, manufacturing, and technology-based economy, the population the Port serves will continue to be diverse in terms of ethnicity, income, and use of Port facilities. Moreover, diversity, inclusion, and equity are increasingly important parts of community planning and discourse nationally. The Port can anticipate constituent pressure to do more for the underserved, and pressure to do more for businesses that drive economic development.
- Housing costs will continue to increase because of increasing demand throughout the Columbia Gorge region, increasing cost of materials, and constraints on land supply and building type. That effect will have ripple effects on labor supply, economic development, distribution of households by location, the need to develop new and diverse recreation facilities, and property tax revenues. The Commission, along with every local government and economic development entity in the Gorge will need to make decisions about property development and management that provides opportunities for industrial and commercial development while also supporting regional efforts to address affordable housing. Historically, the region has relied on the Port for maintaining a supply of industrial land.



photo: Blaine Franger

- There are no technological trends that suggest that the demand for Port services, or the way it delivers them, will change significantly in ways that would change the Port's priorities. For example, electronic tolling might improve, and state and federal transportation authorities might look more favorably on the bridge replacement, but that will not change the fact that the Port has a huge amount of work to do to make the replacement happen, and that a significant part of its staff effort will go in that direction. With the 2020 implementation of License Plate Recognition technology, tied to the Breezeby electronic tolling system, the Port of Hood River is already the most advanced tolling entity in the state.
- Each Port service area (Bridge, Marina, Airport, Recreation, Economic Development) has its own special issues. The Port is addressing these issues through the development, with the help of stakeholders, of service area plans and priorities for each individual service area.. Those are discussed in Chapter 4 of this Plan.
- Internally, the Port organization is well managed. Modest efficiency gains are always possible and probably likely, but so are increases in the cost of materials, supplies, and labor. Two areas for possible prioritization in this planning period: (1) succession planning (the Port's good operation derives in large part from experienced senior management), and (2) diversity at all levels of staffing, boards, and public outreach.

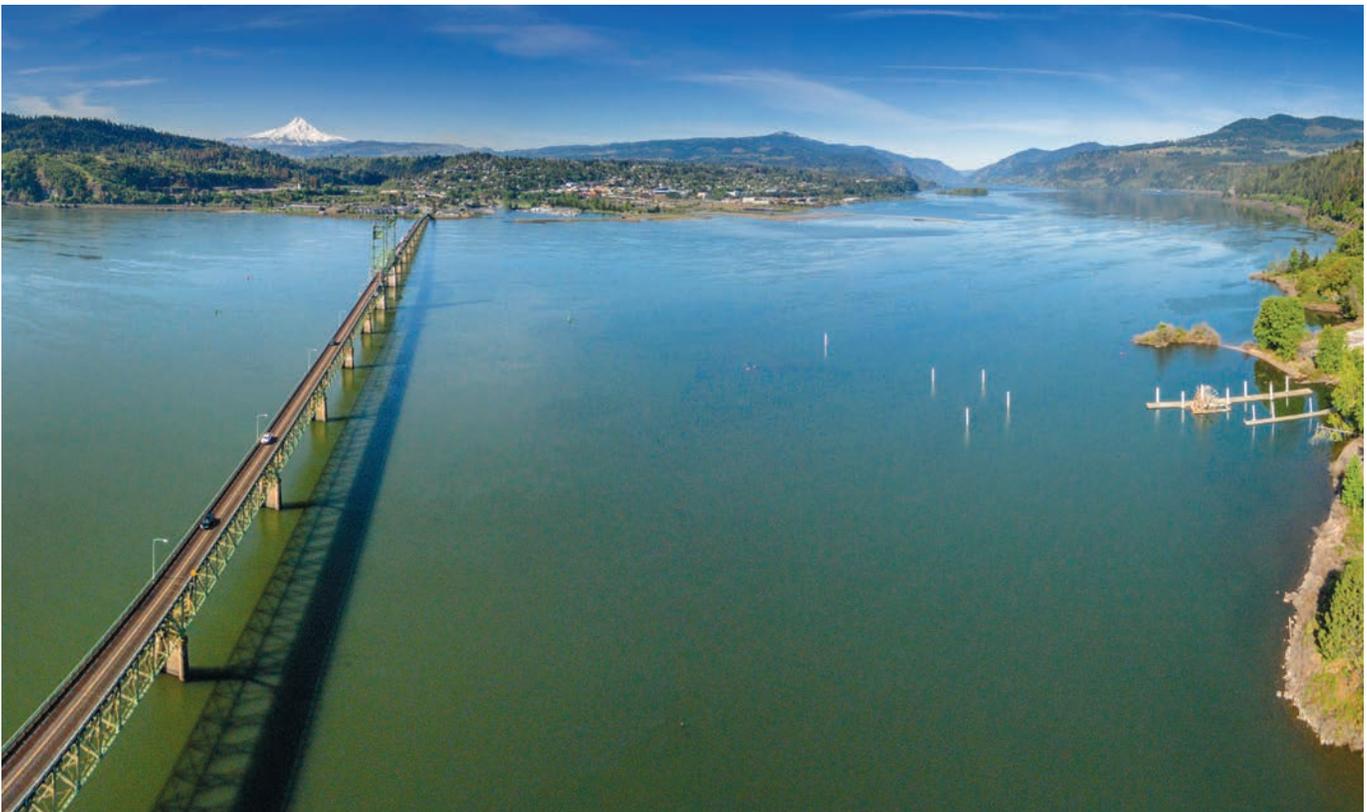


photo: Blaine Franger

### 3. Vision, Mission, Values

At a work session in November 2019, the Port Commissioners confirmed the Organization's Vision, Mission and Values Statement:

- **Vision:** a statement of what the Port would to achieve, how it would like to operate, and how it would like to be viewed by the community.
- **Mission:** a simple, overarching statement of what the Port activities aim to achieve, consistent with the Vision.
- **Values:** as the Port strives for the vision by carrying out the mission, what will it consider and how will it behave? Values are principles that guide activities of the agency and the conduct of the Commission and staff.

The Commission concluded that the statements in the 2014 Plan addressing these topics still did a good job of capturing the Port's current intent. They allowed that the update process might suggest some amendments that they would consider, but that the language of the 2014 Plan was the place to start and may be sufficient without amendment.

Neither the public open house nor the public input survey (Feb 2021) revealed any strong opinions about changes to the Port's vision, mission, or values. In its creation of the draft Plan in Spring 2021, staff added language related to diversity, equity, and inclusion that the Commissioners discussed and adopted in the final language that follows.

#### 3.1 Vision

The Port works with the community to create an environment that promotes economic growth and vitality for all citizens. The Port establishes and maintains collaborative relationships with all stakeholders and promotes consensus to meet competing needs. It engages in prudent, cost-effective investments that achieve public objectives but maintain its long-term economic self-sufficiency. The Port is a high-performing organization - a model of best practices among special districts in Oregon - providing high quality services. The Port is efficient and careful with public resources to which it has been entrusted. The Port focuses its efforts on its district while collaborating with other entities in the Mid-Columbia region in recognition of the interdependence of communities in the area.

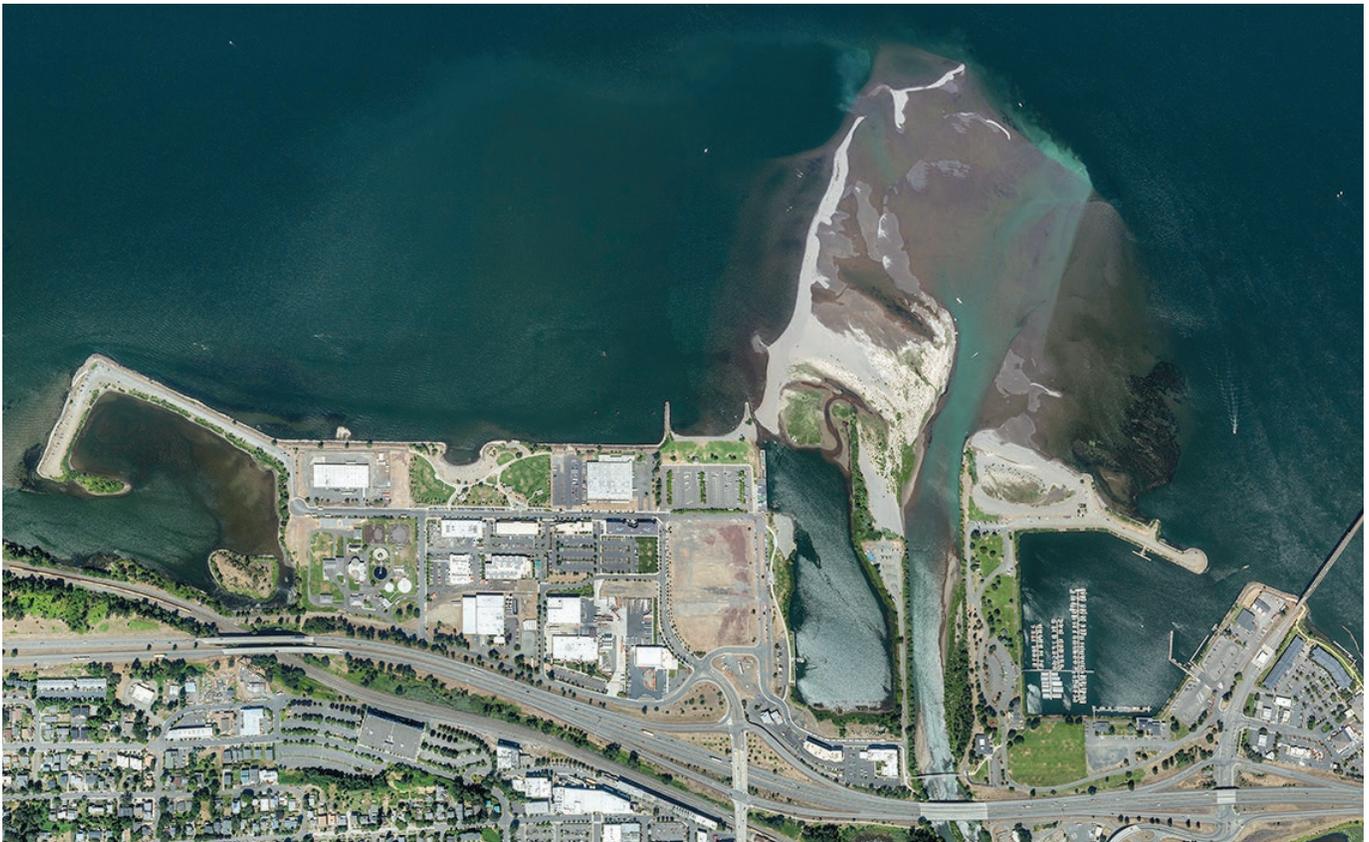
### 3.2 Mission

The Port of Hood River works to promote and maintain a healthy economy and strong quality of life in the Port District and throughout the Columbia Gorge.

### 3.3 Values

- **Integrity** - maintain a high level of professional standards
- **Responsiveness** - act in a timely way to all reasonable requests
- **Transparency** - ensure business is conducted openly, with public oversight
- **Collaboration** - actively participate with all stakeholders
- **Stewardship** - seek high standards of maintenance of the Port's assets and always consider the long-term public good
- **Innovation** - consider new approaches and best practices
- **Quality** - strive for excellence in all Port activities
- **Diversity** - be proactive, not reactive, in encouraging diversity, equity, and inclusion at all levels of Port activity: Commission, staff, volunteer boards, and public engagement

*The Port's waterfront property extends from the Hook to the west to the Port Offices and Bridge to the east*



## 4. Service Areas and Actions

There are many ways the Port could have organized this Plan's actions: for example (1) by department, (2) by goal, (3) by geographic subarea, or (4) by the headings in the state's template for Port plans. Ultimately, the Port concluded that most interested parties (Commission, staff, user and stakeholder groups) and the public understand the Port in terms of its five service areas: **Bridge, Airport, Marina, Recreation, Economic & Real Estate Development**. These service areas (1) align well with goals, (2) are what the people the Port serves care about, (3) get staff thinking and working out of departmental silos, (4) match the way staff and Commissioners have been conducting Port business, (5) engage stakeholders and advocates that would like to see the Plan give their interest some attention, and (6) match the organization of Port activities shown on the Port's web site.

In addition to these five external-facing service areas, this Plan adds a sixth. It is an inclusive, internal-facing service area that is critical to the Port's success in the other five: **Central Services** (e.g., executive management, finance, human resources, information technology, communications, building and fleet maintenance, and so on).

In creating this Plan, the Port Commission reaffirmed that all six service areas are important, and ones it will continue to support over the life of this Plan. It also said, however, that one area is at the center of Port efforts over the next five years: the replacement the Hood River-White Salmon Interstate Bridge (the Bridge).

Related to the central importance of the Bridge is the critical importance of funding: not only for a replacement bridge, but also for all other services that will lose their current funding from the revenue generated from tolls on the existing bridge. In the next few years, the Port's overarching strategy relating to funding is to (1) find new sources of revenue (consider all types: grants, loans, fees, and so on), and (2) find efficiencies to reduce the cost of service delivery. The intent is to at least maintain, if not improve, the current level of service in all service areas. In the longer run, if such efforts are not successful in getting revenue to match the cost of current levels of service, the Port will have to consider operational cuts: reducing the number or levels of services. This Plan goes as far as including in its actions some that monitor revenue and performance but does not include actions that aim at reducing its number or level of services.



Following are summaries of the Plan's proposed actions in the Port's six service areas. The Plan's focus is on actions, but it provides context for those actions by first giving some background on goals and recent Port activities. For most activities, the text is mainly a summary of recent and detailed Port efforts to address certain issues. For example, Bridge replacement has been addressed continuously and extensively by the Port for many years; and over the last year it has developed and adopted new strategies for the Marina and the Airport. For other service areas, the material is assembled from several key documents.

The concepts of vision, goals, strategies, and action overlap: what is intended gets more specific as one moves from vision to actions. And within actions, some relate to capital (construction) projects. For each service area below, the description of "Actions" includes all of these elements.

The capital plans for each service area make some reasonable estimates about potential funding, but not all funding for every listed improvement has been secured. Thus, ongoing work related to funding is a critical element that cuts across all service areas and is a key action in the area of Central Services.

Supporting documentation for all service area summaries is referenced as appendices and available on the Port website at [portofhoodriver.com](http://portofhoodriver.com).



photo: Richard Hallman



## 4.1 Bridge and other highway transportation

photo: Blaine Franger

### Background

The Port owns, operates, and maintains the Hood River-White Salmon Interstate Bridge (the Bridge), which is its largest single capital asset. The Bridge is a facility critical to the quality of life and economic prosperity of households and businesses throughout the region. Moreover, the toll revenue from the Bridge is now sufficient not only to cover the Bridge's operation and maintenance, but also to support other services the Port provides.

That situation is changing. The National Bridge Institute rates bridge condition on a scale of 0 (failing) to 9 (excellent): it rates this Bridge as 2 (Critical). The Port has been working for years on bridge replacement, and it continues to be the Port's top priority: marine and highway transportation, safety, economic development, and the ability to fund most other Port services are all linked to a successful resolution of the problem of bridge replacement.

The Port has other transportation facilities. The largest is the KenJernstedt Airfield, addressed below as a separate service area. Other highway transportation is primarily attached to the function of other services areas: for example, access to and parking at facilities like the Airfield, the Marina, and waterfront parks.

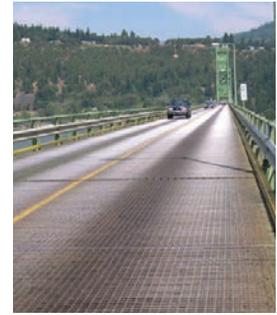


*Capital maintenance and repair needs are accelerating as the Bridge approaches its 100th year in service.*

## Actions

The Port’s actions are chosen, as they must be, to keep the existing Bridge operational and safe while simultaneously working to accomplish the technical and political work to get a replacement bridge designed, permitted, funded, and built.

Regarding the first priority—ongoing operation and maintenance of the existing Bridge—the Port has a detailed capital maintenance plan, which includes a funding plan for those capital investments. The summary of projects programmed for the next five years follows; see Appendix I for more details.



*The steel mesh bridge deck is in constant need of repair because of traffic volume and weight.*

Interstate Bridge - Existing				
Project	Cost	Year	Funding	Priority
Complete Bearing Repair	\$50,000	2021	POHR	1
Pave Approach Ramps	\$500,000	2021	POHR	1
Weight Limit Structural Upgrades	\$1,000,000	2022	POHR	1
Construct Retaining Wall @ S. Abutment	\$50,000	2022	POHR	2
Replace Rack Pinion Shafts/Couplings	\$250,000	2023	POHR	2
Pier Cap Concrete Rehabilitation	\$400,000	2024	POHR	2
Replace Guard Rail/Rub Rail	\$750,000	2025	POHR	2
Install Weigh-in-Motion System	\$600,000	2026	POHR	3

Regarding Bridge replacement, the Commission is clear about the priority and the challenges, and its goals and strategies for addressing them. This Plan documents the intention of the Port Commission and staff pursue the following goals (1 - 7) with the following actions (B-1 to B- 31):

### 1. Facilitate bi-state collaboration

- B-1 Maintain & increase Bi-State collaboration
- B-2 Complete Bridge Authority feasibility study
- B-3 Increase understanding of alternative project delivery models including P3
- B-4 Establish BSBA legislation review process
- B-5 Advocate for continue project funding at state and federal level

### 2. Increase community awareness and support

- B-6 Post-NEPA phase public information campaign
- B-7 Phase II public involvement strategy
- B-8 Formation of Project Advisory Committees (Technical, Strategic, Public Involvement)

### 3. Elevate state and federal delegation awareness and support

- B-9 BSBA Study authorization in OR and WA
- B-10 1:1 meetings with Transportation and Ways & Means Committee members
- B-11 Obtain \$5 million from OR in 2021
- B-12 Obtain \$5 million from WA in 2021
- B-13 Monitor additional federal transportation grant or earmark opportunities
- B-14 Lobby for increase in USDOT TIFIA project amounts

**SERVICE AREA AND ACTIONS 4.1**

- B-15 Pursue federal grant opportunities (INFRA, BUILD)
- B-16 Federal infrastructure legislation
- B-17 Federal loan/bond programs (TIFIA, USDA)
- B-18 P3 project delivery options evaluation

**4. Demonstrate project readiness**

- B-19 Finish FEIS and ROD
- B-20 Complete Geotechnical analysis
- B-21 Hire project engineer to complete 15-30% engineering
- B-22 Prepare preliminary cost estimates
- B-23 Obtain OR & WA legislative support for Bi-State Bridge Authority
- B-24 Identify needed statutory changes in WA

**5. Assemble a highly experienced project team**

- B-25 Add members for Phase II efforts (Project Engineering Firm, Owner’s Representative)

**6. Prepare to transition project leadership from the Port of Hood River to another entity**

**7. Evaluate multiple project delivery options and recommend the best project delivery approach.**

- B-26 Final engineering contract
- B-27 Owners Representative contract
- B-28 Construction phase modeling
- B-29 Financing alternatives assessment
- B-30 Project delivery alternatives evaluation
- B-31 Continued executive-level meetings with DOTs

These goals and actions interrelate in many ways as they evolve toward project completion. The Port has developed and adopted a schedule of milestones and products that it will monitor as the many parts of the replacement project move forward (see Appendix K):

Many of these actions require evaluations that need special expertise. The Port plans the following funding to support such evaluations over the next five years.

<b>Interstate Bridge - Replacement</b>				
<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Funding</b>	<b>Priority</b>
Complete EIS/ROD	\$200,000	2021	ODOT	1
Complete 30% Preliminary Engineering	\$12,000,000	2023	Grants/POHR	1
Approve Bi-State Compact Legislation	\$200,000	2022	POHR	2
Identify Project Delivery Approach	\$500,000	2023	POHR	2

Finally, the Port has some needs for other surface transportation improvements to support its other services. Those improvements are listed by service area in Section 4.2 - 4.5, following.



## 4.2 Ken Jernstedt Airfield

### Background

The Port became the owner of the Ken Jernstedt Airfield (the Airfield) in 1976. The Airfield was established in 1945 on 80 acres north of the City of Hood River. Since 1976, the Port has acquired additional land, made improvements to increase compliance with standards of the Federal Aeronautics Administration (FAA), and accommodated the Western Antique Aeroplane and Automobile Museum (WAAAM), located adjacent to the Airfield's north side (2008).

The Airfield had a Master Plan done in 2002 (updated in 2009) and again in 2018 (an extensive study consistent with the guidance of FAA). In 2020-21 the Port Commission, with the assistance of an Airport Advisory Committee (AAC) and consultant Mike Davis, did further investigations of options for the development and operation of the Airfield. That work led to a presentation and discussion of those options at a Commission meeting (March 2021) and the subsequent refinement of a vision, strategy, and actions by the AAC in May. The work of the AAC and Commission in 2021 has resulted in what could be termed a preliminary (and not yet officially adopted) strategic plan for the Airfield. The Port believes that work is the best statement of the Commission's intentions for actions related to the Airfield, and that it should therefore be the basis for this section of this strategic plan (see Appendix L for more detail).



*photo: Flying Tiger US*

*WWII Flying Tiger  
Ken Jernstedt*

## Actions

The actions assume the continuation of the Port Commission's vision for the Airfield as one that offers safe, efficient, and attractive aviation facilities and services (consistent with FAA designation B-2) to pilots, residents, businesses, and visitors. The vision is for the Airfield to support not only general aviation, and also emergency response, education, and economic development goals balanced with the needs of the surrounding community.

More specifically, the Airfield should be managed and have funding to achieve the following goals and strategies. This Plan documents the intention of the Port Commission and staff to take the following actions to help achieve those goals:

### 1. A high level of safety

### 2. A reputation as a welcoming, user-friendly airport

A.1 Identify and evaluate locations to enhance observation amenities, food & beverage availability for visitors

### 3. Financial self-sustainability

A-2 Monitor the FBO Agreement and fueling operations to maximize Port revenue while maintaining excellent customer service.

A-3 Assess ground lease options for private hangar and light industrial development.

### 4. A high level of services commensurate with the airport size and market

A-4 Develop light industrial hangars to provide leased space for aviation related businesses

A-5 Expand mechanic services and capabilities. Utilize mechanic shop facilities to enhance STEM and vocational training opportunities for high school students

A-6 Evaluate locations to increase number of tie-down parking spots

A-7 Partner with local taxi & ride-share companies and consider locating an electric vehicle to enhance ground transport for visiting pilots.



**5. A mutually supportive relationship with WAAAM**

**6. Growth and development of aviation technology and light industrial businesses**

A-8 Evaluate and consider new technologies that can provide useful data about airport operations and area impacts.

**7. Support for wildfire and search & rescue emergency response operations.**

**8. Growth and development of aviation technology and light industrial businesses**

A-9 Evaluate potential public/private partnerships with WAAAM, Hood River Soaring, HRVHS, CGCC, community social clubs and aviation technology businesses to develop educational programs and activities, career pathways, and course curricula.



*Glider access on the east end of the airport will be paved in 2023*

**9. A pro-active outreach and public engagement process**

A-10 Regularly convene the Airport Advisory Committee to consider airport policies, programs, and actions. Encourage volunteer participation in projects and tasks to achieve Plan goals. Review Committee charter and purpose annually

A-11 Prepare and implement an outreach strategy to enhance communication and address concerns from area residents about airport operations, particularly noise impacts.

**10. The use of data-informed decisions that manage the impact of aircraft noise generated by the Airfield**

A-12 Work with aviation technology companies to develop operating protocols that are aligned with noise mitigation community standards

Consistent with these actions, the Port intends to find funding to pursue the following capital projects related to the Airfield:

Airfield				
Project	Cost	Year	Funding	Priority
Purchase/Install AV Gas Tank	\$225,000	2021	POHR	1
Construct Commercial Hangar	\$3,500,000	2022	POHR/Grant	1
Re-Locate Wind Sensor	\$100,000	2022	POHR/FAA	1
Construct Maintenance/FBO Hangar	\$4,000,000	2024	Private	2
Construct Airport T-Hangars/Box Hangars	\$2,500,000	2025	Private	3
Aviation Activity Tracking Technology	\$60,000	2022	POHR	3
New Tie-Down Paving	\$200,000	2023	POHR/FAA	2
N. T-Hangar Block Access Paving - Ph. 1	\$100,000	2022	POHR/FAA	1
Glider Access Paving	\$750,000	2023	POHR	3
Flush Runway lights for Glider Operations	\$20,000	2022	POHR	1
Maintenance & FBO Hangar	\$4,000,000	2023	POHR/Private	3
Taxi-Way Hangars Ph. 1 - Paving	\$250,000	2025	FAA/POHR	2
Taxi-Way Box/T-Hangar Ph. 2- Construction	\$2,500,000	2026	Private	3
S. Side Utilities / Airport Drive	\$1,000,000	2027	POHR	3
Perimeter Fencing	\$200,000	2027	POHR/FAA	2
N. T-Hangar Block Access Paving- PH. 2	\$350,000	2028	POHR	3



## 4.3 Economic and Real Estate Development and Management

### Background

As part of its economic development efforts, the Port prepares industrial sites for new construction, renovates industrial buildings; assesses and responds to market conditions; encourages workforce education and training; and takes other actions to support business communities within the Port District and the Columbia Gorge region.

In the 1980s, the Port purchased the 21-acre Diamond Fruit Cannery Complex in downtown Hood River and initiated an \$11 million renovation. In 1985, the Port developed the John Weber Business Park in Odell. In the 1990s, the Port purchased and initiated development of Wasco Business Park. Through the 1990s until the present, the Port's development focus has been on the Hood River waterfront: on the development of infrastructure and of recreation and light industrial sites (Appendix E). From 2009 to 2017, investment in the waterfront from the Port and other businesses totaled \$85.9 million, with 445,000 gross square feet developed and 655 jobs created (for detail, see Appendix M). In 2016, the Port purchased the Lower Hanel Mill in Odell and converted the brownfield site to shovel-ready status. For more than a decade, the Port has completed various studies related to the development of Lot 1, which is zoned for light-industrial use and is the largest remaining developable site on the waterfront (for detail, see Appendix N, Appendix O and Appendix P).

The Commission approved a Real Estate Investment Strategy ("REIS") in 2018 (Appendix Q). The REIS showed the overall picture of the Port's real estate portfolio, providing (1) a baseline understanding of existing building characteristics and performance, and (2) an assessment of the development potential for vacant undeveloped Port-owned properties. The Commission approved a new structure for leases in 2019 (Appendix R) with the goal of full cost recovery and market rates of return.

*Aerial image of  
Lot 1 and Nichols  
Basin west edge.*

In the opinion of the Commissioners and staff, no significant changes have occurred since the completion of the 2014-2018 Strategic Business Plan (Appendix E) that warrant changes to the Port's overall vision and goals for economic and real estate development (changes due to COVID-19 remain in flux and the subsequent impacts of COVID-19 are currently unclear). Many actions in the 2014-2018 Business Plan have been accomplished—the need now is for continuing and new actions to pursue the same vision, goals, and strategies. Staff have been working through next steps as directed by the Commission. In late 2019, the Commission held a Real Estate Work Session and consensus direction was given to staff on various real estate projects. In November 2020, the Commission approved several goals and next steps.

Collectively, these documents from 2018 – 2020, plus the 2014-2018 Strategic Business Plan, give a relatively complete picture of the Port's goals / strategies and existing policies for economic and real estate management and development, and the actions it plans to take in the future.

## Actions

The Port's vision for economic development has remained the same in recent years. The Port plans to continue in its role as the main economic development agency in Hood River County. The Port's goals for economic development are the same as they were in the 2014 Strategic Business Plan (Appendix E): a thriving, balanced economy; a high quality of life for citizens; support for private businesses that create jobs, and the provision of training opportunities. Corresponding goals and actions for this Plan, adopted by the Commission, are as follows:

- 1. Manage existing buildings to cover costs, achieve market rents, produce net revenues, identify maintenance and capital improvement needs, and retain quality jobs.**
- 2. Develop and market existing vacant property to generate revenue and create and retain quality jobs. This includes conducting market demand, infrastructure and site planning studies to identify appropriate development plans, actively seek interest of local businesses for expansion opportunities, recruit new business, and assist the work of area partners to attract new business to the region.**
  - E-1 For Lot 1: Explore grant opportunities.
  - E-2 For Lot 1: Complete a 10% engineering design and project cost estimate.
  - E-3 For the Barman Property: Issue Request for Information (RFI)
  - E-4 For the Barman Property: Review submittals with Commission
  - E-5 Consider impacts of development options on vehicle trips generated
- 3. Seek opportunities to acquire and develop additional industrial property to provide sites for future business growth and expansion.**
- 6. Growth and development of aviation technology and light industrial businesses**
- 4. Participate actively and engage the public in planning and development efforts**
- 5. Support workforce development efforts by other agencies and businesses in the Mid-Columbia Region.**



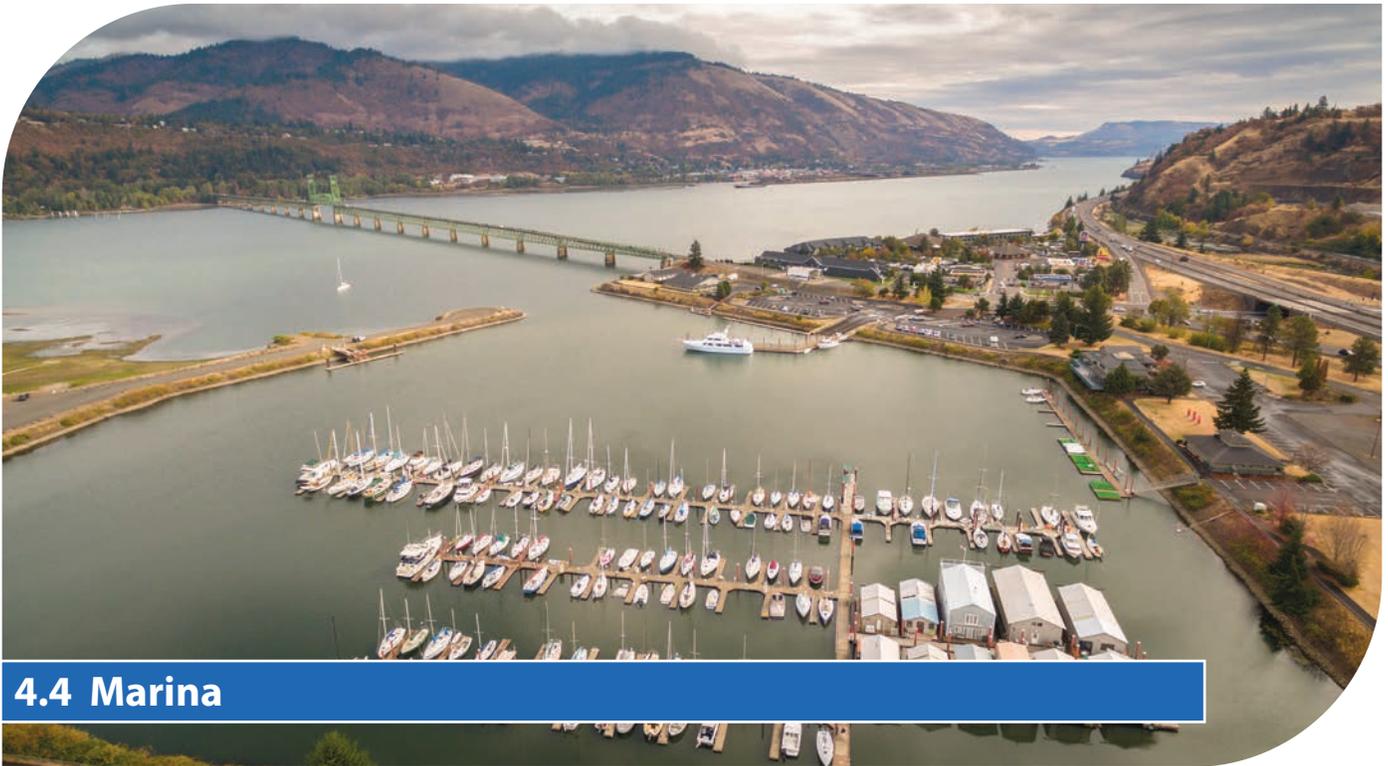
*The windows on the North side of the Jensen building are due for replacement in 2023*

The Port intends to find funding to pursue the following capital projects related to its Economic and Real Estate Development and Management goals and strategies.

<b>Industrial Infrastructure</b>				
<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Funding</b>	<b>Priority</b>
Fill Wetlands @ Lower Mill	\$350,000	2022	POHR	1
Construct E. Anchor Way	\$1,500,000	2022	Grants/POHR	1
Construct N. 1st Street	\$3,300,000	2023	Grants/POHR	2
Replace City Stormwater Line	\$4,000,000	2024	City/POHR	2
<b>Industrial/Commercial Buildings</b>				
<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Funding</b>	<b>Priority</b>
Remodel Port Bldg./Expand Interior Space	\$125,000	2022	POHR	1
Replace Jensen Bldg. Roof	\$1,000,000	2023	POHR	
Replace DMV Bldg. Roof	\$50,000	2022	POHR	
Replace Jensen Bldg. N. Side Windows	\$100,000	2023	POHR	2
<b>Property Development</b>				
<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Funding</b>	<b>Priority</b>
Re-develop Barman Property	\$100,000	2023	POHR/Private	1
Lower Mill Industrial Building (25-30k s.f.)	\$5,000,000	2024	POHR	2
Lot #1 Industrial Building (30-40k s.f.)	\$8,000,000	2025	Private	3
Acquire Industrial Property	\$5,000,000	2025	POHR	2
Replace Maritime Building	\$10,000,000	2026	POHR	3
Construct Incubator Bldg. on Portway Ave	\$3,000,000	2027	POHR	3



*Port's office building  
will be remodeled  
in 2022*



## 4.4 Marina

### Background

The Port began construction of the 22-acre Hood River Marina Basin (Marina) in 1968. Improvements and expansions occurred over the years based on demand and available funding. The Marina now has 173 boat slips and 11 boathouses, a transient dock, a fuel dock, a sea-plane dock, a boat ramp, a tour-boat dock, restrooms, parking, and office buildings. It has a long waiting list for slips. For more information about the Marina's history and amenities, see Appendix E and Appendix U.

In December 2007 the Port completed a Marina Basin Planning Study (Appendix U) to guide future development, system upgrades, and infrastructure improvements. In May 2021, the Marina Advisory Committee and Port Commissioners collaborated to draft a Strategic Business Plan Excerpt (Excerpt) for the Marina (Appendix V), which is a draft working document created to inform the actions to be included in this Strategic Business Plan. Note that there is some overlap the facilities, services, and actions in this section on Marina from those covered in the section on Waterfront Recreation: the boating facilities (mainly docks) at the Marina are surrounded by Marina Park and Marina Beach. This section (Marina) includes all elements referenced in the Excerpt. All other elements are addressed in the section on Waterfront Recreation.

*The Hood River Marina will continue to be upgraded and expanded in the coming years*

## Actions

The vision for the Marina has changed little over the years. The Port wants it to be a multi-use recreational site that is safe, functional, welcoming, and attractive; it wants it to serve the needs of marina tenants, guest boaters, and local residents and groups, particularly youth programs. The Excerpt identifies the following goals, standards, strategies, and actions consistent with that vision:



*The South Basin Dock  
will be upgraded and  
expanded in 2024-25*

### 1. Maintain the Marina as a safe and efficient facility and assure continued status as a certified “Clean Marina.”

- M-1 Collaborate with the OSMB to improve access ramps, docking facilities and the Guest Dock, and extend boat launch ramp paving.
- M-2 Prepare and implement a maintenance plan for docks and moorage facilities; conduct rigorous condition assessment of each dock.
- M-3 Conduct bathymetry (water-depth) study at Marina entrance area
- M-4 Coordinate with Department of State Lands to address conflicting uses at Marina Beach, access to Sandbar
- M-5 Study the feasibility, potential safety benefit, and cost to locate the Sheriff’s boat moorage to the Fuel Dock location, at least during summer season.

### 2. Efficiently manage the Marina wait list to ensure slips are leased in a timely manner.

### 3. Maximize launch access for smaller size boats.

- M-6 Seek reasonable opportunities to increase the use of the Marina Basin for small vessel sailing and non-motorized watercraft, special emphasis on youth programs.
- M-7 Evaluate potential expansion and upland improvements to the South Basin for small boat storage and enhance launch access. Explore potential benefit of installation of a jib crane.
- M-8 Explore potential to develop a small boating center at either the S. Basin Docks or the NW corner of the Marina Basin with a roll down gravel launch, temporary seasonal float dock configuration

### 4. Ensure compliance with proper maintenance standards for boat houses.

- M-9 Work with the Marina ad-hoc committee to encourage greater input from moorage tenants on management and maintenance practices.

### 5. Prioritize local (Mid-Columbia Gorge) resident use and access.

- M-10 Explore development of local resident discounted rate.
- M-11 Collaborate with the Hood River Yacht Club and other user groups to increase public and private events and activities in the Marina, especially youth education and sailing programs.

**6. Continuously consider improvements to the Marina that meet market demand consistent with funding availability.**

M-12 Evaluate market demand and financial feasibility of expanding the number of Marina slips.

**7. Increase year-round activity and vitality in the Marina Basin.**

M-13 Evaluate potential enhancements for observation areas, ADA water access, fishing platforms and other non-sailing uses of the Marina area.

**8. Seek ways to ensure the operation of the Marina is self-supporting through cash flow from slip lease income and Oregon State Marine Board (OSMB) funding.**

M-12 Evaluate market demand and financial feasibility of expanding the number of Marina slips.

**9. Monitor potential impacts of bridge replacement project and characterize mitigation needs for continued operation.**

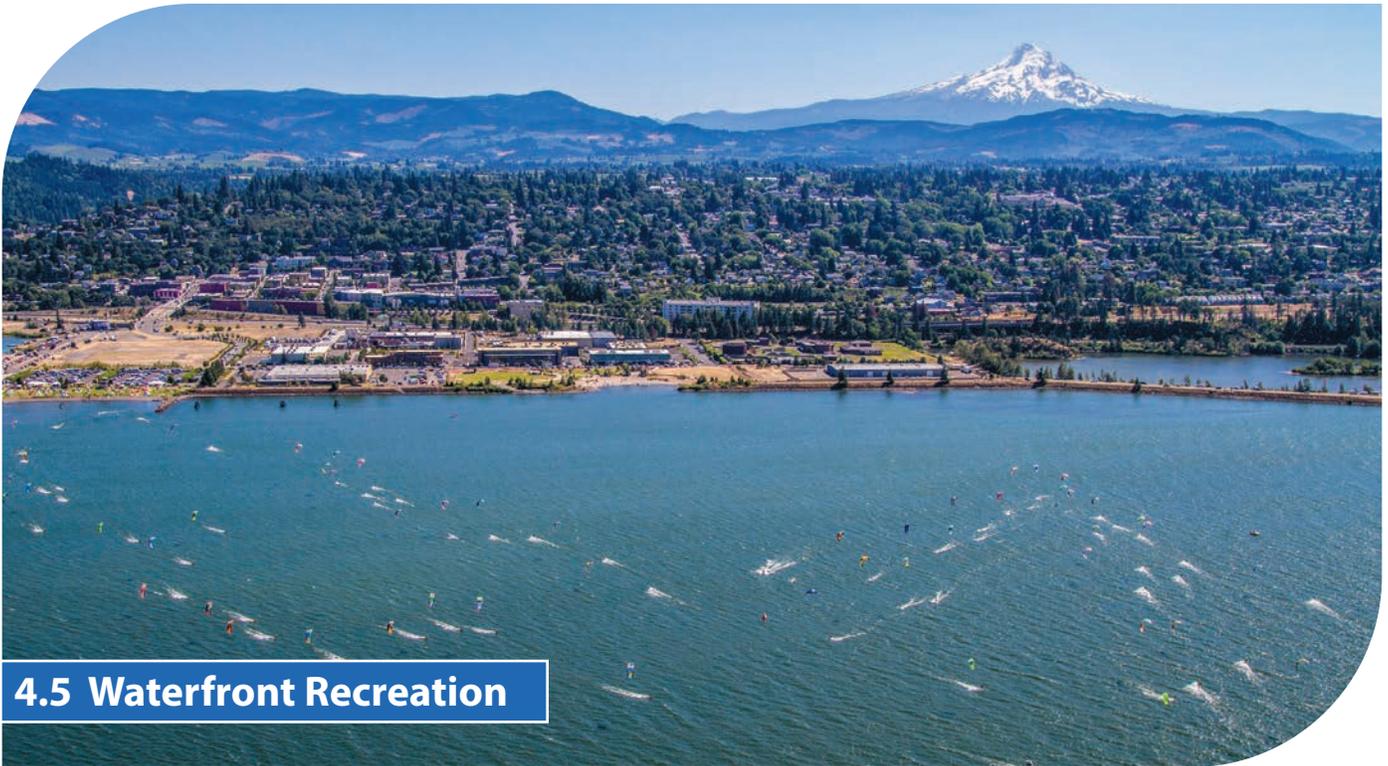
M-15 Evaluate the potential impacts of a future bridge replacement on launch ramp parking & access, and work to properly characterize mitigation needs.

Consistent with these actions, the Port intends to find funding to pursue the following capital projects related to the Marina:

Marina				
Project	Cost	Year	Funding	Priority
Construct Ramp Boarding Floats	350,000	2022	POHR/OSMB	1
Expand HRYC Boat Storage Area Fencing	\$10,000	2022	POHR/HRYC	2
Restore/Expand South Basin Dock	\$600,000	2025	POHR	3
Construct Dinghy launch Ramp & Dock	\$550,000	2025	POHR	3
Expand 'B' Dock	\$850,000	2026	POHR	3
Rehabilitate Existing Docks	\$400,000	2026	POHR	2
Construct Off-site Boat Storage facility	\$1,000,000	2027	POHR/Private	3
Rehabilitate Visitor Dock	\$650,000	2022	OSMB/POHR	3
Upgrade and Expand South Basin Dock	\$550,000	2025	POHR/Loan	2
Yacht Club Building Improvements	\$65,000	2025	HRYC/POHR	3



*The fencing around the boat storage area for the Hood River Yacht Club will be expanded in 2022 and building improvements take place in 2025.*



## 4.5 Waterfront Recreation

photo: Richard Hallman

### Background

Much of Hood River's Waterfront shoreline is owned and managed by the Port for the public's pursuit of recreation. As the popularity of water sports has increased and evolved over the past several decades, the Port has responded with projects and enhancements as permissible. Sites include Port Marina Park, the Event Site, Marina Beach, the Spit, Nichols Basin, Waterfront Park, The Hook, and pedestrian and bicycle trails. These sites attract visitors from around the world and provide a significant contribution to the tourism economy and quality of life of the Port District (Appendix W). Every waterfront location experienced record use in 2020, and spectators of waterfront recreators are becoming the Port's largest user group (Appendix X).

New and innovative types of recreation activities frequently emerge that may require new management approaches. An assessment of the Port's recreational sites is conducted every year as part of the annual budget process which serves as the basis for near-term decisions about capital and capital maintenance expenditures, as well as policies and changes to Ordinance 24 which governs conduct on Port property. In September 2007, the Port completed a Hood River Waterfront Development Strategy (Appendix Y). Overall direction for future planning and use of various functional areas of the waterfront is described in the 2013 Waterfront Site Assessment Report (Appendix Z). In June 2021, the Port staff updated the goals and strategies and actions for the Waterfront recreation areas (Appendix W).

## Actions

The Port's vision for the Hood River Waterfront is to accommodate a multitude of uses and interests — recreation, river access, industry, transportation, events and scenic values among others. To that end, the Port's vision for recreation is to maintain and develop high quality recreational sites that promote river access, active recreation and passive open space experiences for community members and visitors, while supporting the economic development goals of the Port District (Appendix X). The Port identified the following goals, standards, strategies, and actions consistent with that vision:

**1. For Port Marina Park: Consistently consider opportunities to enhance the beauty and functionality of the park grounds, facilities and open space.**

R-1 Annually consider signage and notifications protocols to enhance user awareness of the risks and safety hazards associated with use of the Columbia River.

**2. For Port Marina Park: Enhance riparian areas along the Hood and Columbia Rivers.**

R-2 Carry out a comprehensive study of the habitat functions and user impacts to the Swim Beach and Sandbar.

**3. For Port Marina Park: Support organized recreation uses particularly youth activities.**

**4. For Port Marina Park: Maintain Marina Park as an area for passive uses that limit user fees.**

R-3 Annually review policies associated with user requirements and fees associated with events and consider changes.

R-4 Review Ordinance 24 and consider changes that respond to new uses and emerging challenges, particularly parking enforcement and trespass.

**5. For Port Marina Park: Seek ways to carry out management and maintenance actions in the most efficient way possible.**

R-5 Prepare a comprehensive maintenance plan, including annual tasks, staff time and cost summary or the Port Marina Park to identify opportunities for greater efficiencies and reduced costs.

**6. For the Event Site: Annually, consider improvements to the Event Site that meet market demand, enhance the user experience and increase safety.**

R-6 Prepare a comprehensive, long-term maintenance plan for Event Site facilities and structures: jetties, beach, restroom, dock and planting.

R-7 Budget for incremental annual upgrades to improve functionality and appearance.

**7. For the Event Site: Seek ways to reasonably increase revenue from Event Site users to meet increasing maintenance costs.**

R-8 Annually review parking management actions, concessionaire agreements and event user fees.

**8. For the Event Site: Proactively respond to changing water levels, user needs, and enforcement requirements to decrease user conflicts.**

R-9 Prepare an annual review of the high-water action plan and safety requirements for users.



*Additional rigging areas at the Hook similar to the existing one pictured here, are slated to be built in 2021*

- 9. For the Event Site: Increase communication with users to obtain feedback and communicate site activities and uses rules.**
- 10. For the Event Site: Seek ways to increase use of the Event Site during shoulder seasons including as a hub for transit.**
- 11. For Other Recreational Sites: Maintain existing facilities, including access, parking and amenities.**
  - R-10 Annually assess conditions to ensure maintenance standards are met for waterfront access, ramps, jetties, roadways, and parking areas.
  - R-11 Monitor sites for invasive plants and take action to eradicate and minimize spreading.
- 12. For Other Recreational Sites: Consider long-term management costs before developing new or enhanced recreations sites.**
  - R-12 Seek ways to increase revenue for recreation sites and decrease expenses.
- 13. For Other Recreational Sites: Seek funding and partnership opportunities to design, permit and develop additional recreational enhancements in all areas.**
  - R-13 Develop a plan to increase water access opportunities and riparian enhancements at the western end of The Hook.
- 14. For Other Recreational Sites: Enhance ADA access throughout the Port's recreational areas.**
- 15. For Recreation Trails: Seek funding opportunities for the design and development of the pedestrian and bicycle trail connections with an emphasis on facilities on or near Port properties.**
- 16. For Recreation Trails: Support efforts by the Hood River Valley Parks and Recreation District and other entities to construct new pedestrian and bicycle facilities.**



*Pedestrian Bridge over the Hood River will receive a new deck and new lighting in 2022*

Waterfont Recreation				
Project	Cost	Year	Funding	Priority
Install Interpretive Signage	\$50,000	2021	POHR	1
Construct New Rigging Areas at Hook	\$40,000	2021	Grant	2
Replace Ped. Bridge Deck	\$30,000	2022	POHR	1
Install Ped. Bridge Lighting	\$45,000	2022	POHR	2
Pave Nichols Dock Parking Lot	\$100,000	2022	POHR	2
Replace Trees @ Nichols Park	\$15,000	2022	POHR	1
Construct Overlook Plaza at Swim Beach	\$150,000	2023	POHR	3
Construct New Picnic Shelter	\$200,000	2023	POHR	3
Construct Swim Dock @ Frog Beach	\$450,000	2024	POHR	3
Re-Pave Marina Park Access Road	\$800,000	2024	POHR	2
Build Accessible Ped/Bike Path @ Nichols	\$175,000	2025	POHR	2
Build New Restroom/Plaza @ Nichols Park	\$450,000	2025	Grant	2



## 4.6 Central Services

### Background

None of the Port's five external-facing facilities and services could function effectively without the support of the Port's internal-facing (administrative) services: executive management, finance, human resources, information technology, communications, building and fleet maintenance, and so on). When working well, these services may be taken for granted; if they were to stumble, other services may fall with them. The possible failures are numerous, easy to imagine, and not imaginary: there are hundreds of local governments in the U.S. struggling right now with problems in some aspect of their Central Services.

As part of the development of this plan, the Port's executive director and senior staff, with some outside evaluation, did a high-level review of central services. In general, they found high performance. Decision-making processes (e.g., strategic planning, financial forecasting and planning, life-cycle maintenance scheduling) are state of the practice. Staff and Board collaboration is very good. Citizen surveys gave Port services high marks. Staff turnover is low. Improvement in the technology and process of toll-collection at the Bridge were so well implemented that another tolling authority buys Port staff time to help it develop its system.

They also found—as nearly all local governments have—places where the demands of COVID had caused temporary reductions in the efficiency of certain operations. For example, the challenge of meeting the law for open public meetings and decision-making in a world of social distancing required the development of new staff procedures, and the time of staff and Commissioners to learn the procedures. Most of those issues were resolved. Some of the new procedures adopted may continue to be more efficient than older ones and be retained.

In general, the Port's central services are appropriate for an organization of its size performing well. The actions below are mainly about longer-term issues to address to help ensure the ongoing ability of the Port to perform efficiently and equitably.

## Actions

The most important, pressing, and ongoing demand on central services is to deal with current funding issues and prepare for the bigger issues that are inevitable if the Port is to be successful in secure a replacement bridge for the region. The Port is aware of the need, has skilled staff dealing with it, and has been systematically simulating future financial conditions and evaluating funding options that deal with both the replacement bridge and continued Port services in other areas. The point here is not that new action needs to be taken, but that the Commission understands and is committed to making sure that existing and planned actions continue.

For every local government there is always more that can be done on Public Engagement. Moreover, the combination of (1) past and expected changes in regional demographics, (2) an increasing national awareness of the need to address diversity, equity, and inclusion (DEI) in all policy and investment decisions, and (3) the likely start of a post-COVID period with changes in requirements for social distancing suggests that now would be a good time for the staff to review its public engagement policies and programs and amend them as necessary.

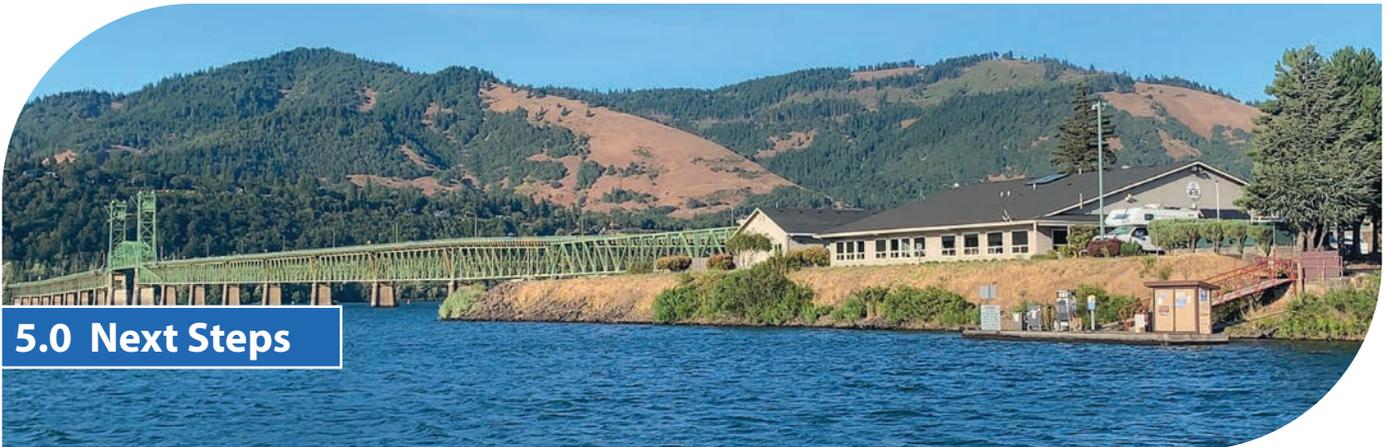


*Michael McElwee  
has served as Port  
Executive Director  
since 2006*

Related to outreach and engagement is collaboration with Port partners. For example, in 2020 the Port did an evaluation with the Hood River Valley Parks and Recreation District to see whether there were efficiencies to be gained from joint maintenance of park facilities. Though the results showed modest possibilities for cost savings typical outdoor maintenance activities for the Port (more for HRVPRD), it did find the potential for substantial savings via joint purchasing agreements with suppliers if the Port, HRVPRD, the City, and the County to collaborate to develop such agreements. Additional work on this and related topics would probably be part of the ongoing work on funding.

Directly related to the implementation of the actions in this Plan are the efficiencies that can be gained by having an improved process for developing and accomplishing an annual Commission Work Plan. Some actions in this Plan are more important than others, and some of those require more Commission attention than others. What are the important actions that, but for significant commission input, would not get done well, on time, or at all? These items should be the focus of an annual Commission Work Plan and schedule of work sessions, products, and decisions.

Finally, one of the important reasons that the Port is now functioning well is that it has a senior leadership team of experienced and competent managers that are working as a team. Many are at a point in their careers and lives that retirement is a possibility. Most organizations fail at succession planning: too little, too late, with the potential for months (even years) of lost productivity as a management team works itself through a series of “acting” directors and department heads. The Port will endeavor to structure its organization chart to anticipate these transitions.



## 5.0 Next Steps

By adopting this Plan, the Port's Commissioners let everyone know the Port's vision and goals, and the actions the Commission and staff will be taking to achieve them over the next five years. The Port does many things not addressed in this Plan to deliver its services efficiently on a daily basis: it will continue to do those things. This Plan is about the bigger programs and capital investments that will take staff resources, funding, and time to be fully implemented and produced desired results.

This Plan is a working document. It will be evaluated annually during the Fall Planning Work Sessions as the Commission formally considers policy and budget matters that may affect Plan implementation.

This Plan lists more actions than the Port can complete in a year; the Port is unlikely to complete all of them within the five-year horizon this Plan addresses (2021 - 2026). Not only may resources be insufficient, the needs for new actions may emerge and grow just as COVID, though not identified as an issue or addressed by an action in the previous Plan, became of necessity a central focus in 2020, displacing other planned actions.

But having a list of priority actions creates focus that would not otherwise exist. The Commission, when asked by some group to make some new investment, has a way to calibrate its response: (1) What, if anything, now in this Plan must be given up so as to have enough resources to do this new thing? and, (2) Is the new thing more important than the thing now in this Plan?

In that sense, this Plan is analogous to a contract between the Commission, the staff, and the people they serve: this is what we are going to do. The Plan is flexible, and it can be amended for cause. But it will be a reference and a benchmark: How well are we doing on implementation of the actions and accomplishment of the goals we adopted?

Because there is so much in the Plan, it ends with a summary of what the Commission believes to be the priorities for capital investment. All the items had a priority ranking of 1 or 2 in the tables above. Each capital project listed below is also listed in the 10-year Financial Model. The implementation of each project is dependent upon the availability of financial resources, a specific risk assessment prior to implementation, and a determination of whether new opportunities or threats exist. Each is expected to be carried out if assumed financing sources are available.

## SERVICE AREA AND ACTIONS 5.0

Project	Cost	Year	Funding	Priority
<b>Interstate Bridge - Existing</b>				
Complete Bearing Repair	\$50,000	2021	POHR	1
Pave Approach Ramps	500,000	2021	POHR	1
Weight Limit Structural Upgrades	\$1,000,000	2022	POHR	1
Replace Rack Pinion Shafts/Couplings	\$250,000	2023	POHR	2
<b>Interstate Bridge - Replacement</b>				
Complete EIS/ROD	\$200,000	2021	ODOT	1
Complete 30% Preliminary Engineering	\$12,000,000	2023	Grants/POHR	1
Approve Bi-State Compact Legislation	\$200,000	2022	POHR	1
Identify Project Delivery Approach	\$500,000	2023	POHR	2
<b>Industrial Infrastructure</b>				
Fill Wetland @ Lower Mill	\$350,000	2022	POHR	1
Construct E. Anchor Way	\$1,500,000	2022	Grants/POHR	1
Construct N. 1st Street	\$3,300,000	2023	Grants/POHR	1
<b>Industrial/Commercial Buildings</b>				
Remodel Port Bldg./Expand Interior Space	\$125,000	2022	POHR	1
Replace Jensen Bldg. Roof	\$1,000,000	2023	POHR	1
Replace Jensen Bldg. N. Side Windows	\$100,000	2023	POHR	2
<b>Property Development</b>				
Re-develop Barman Property	\$100,000	2023	POHR/Private	1
Lower Mill Industrial Building (25-30k s.f.)	\$5,000,000	2025	POHR	2
Acquire Industrial Property	\$5,000,000	2026	POHR	2
<b>Airport</b>				
Purchase/Install AV Gas Tank	\$225,000	2021	POHR	1
Construct Commercial Hangar	\$3,500,000	2022	POHR/Grant	1
New Tie-Down Paving	\$200,000	2023	POHR/FAA	2
Taxi-Way Hangars Paving Ph. I	\$250,000	2025	FAA/POHR	
<b>Marina</b>				
Construct Ramp Boarding Floats	\$350,000	2022	POHR/OSMB	1
Restore/Expand South Basin Dock	\$600,000	2024	POHR	3
Construct Dinghy launch Ramp & Dock	\$550,000	2025	POHR	3
Rehabilitate Existing Docks	\$400,000	2026	POHR	2
<b>Waterfront Recreation</b>				
Install Interpretive Signage	\$50,000	2021	POHR	1
Construct New Rigging Areas at Hook	\$40,000	2021	Grant	2
Replace Ped. Bridge Deck	\$30,000	2022	POHR	1
Install Ped. Bridge Lighting	\$45,000	2023	POHR	2
Pave Nichols Dock Parking Lot	\$100,000	2022	POHR	2
Replace Trees @ Nichols Park	\$15,000	2022	POHR	1
Re-Pave Marina Park Access Road	\$800,000	2024	POHR	2

In addition to these capital project priorities, the Port also prioritizes non-capital actions. This Plan has repeatedly made the case that its two overarching priorities are (1) staying engaged in the hard work of getting to a political, institutional, and funding commitment for building a replacement bridge, and (2) planning and getting approval for alternative funding sources for non-Bridge facilities and services that the Port now provides.

The flip side of those priorities is in the Plan, but unstated until now: the Plan does not have any actions aimed at creating, or even exploring, new service areas. Again, suggestions may arise, but the test will be as stated above: (1) Can we still do what we want with the services we now provide? and (2) if not, is the new service more important than the full, planned level of service for the existing one?



*photo: Blaine Franger*