

PARKDALE COMMUNITY PLAN NOVEMBER 2023



ACKNOWLEDGEMENTS

Planning Commission	Board of Commissioners
Erick von Lubken, Chair	Jennifer Euwer, Chair
Jay Lyman	Leti V. Moretti
Ryland Moore	Arthur Babitz
Josh Kitts	Ed Weathers
Jon Kelter Gehrig	Les Perkins
Liz Terhaar	
Alex H. Johnson	

County Community Development Staff	Consulting Team
Eric Walker, Director	MIG APG
Nick Kraemer, Principal Planner	The Next Door, Inc.
Jake Edwards, GIS Coordinator	Alcance Consulting, LLC

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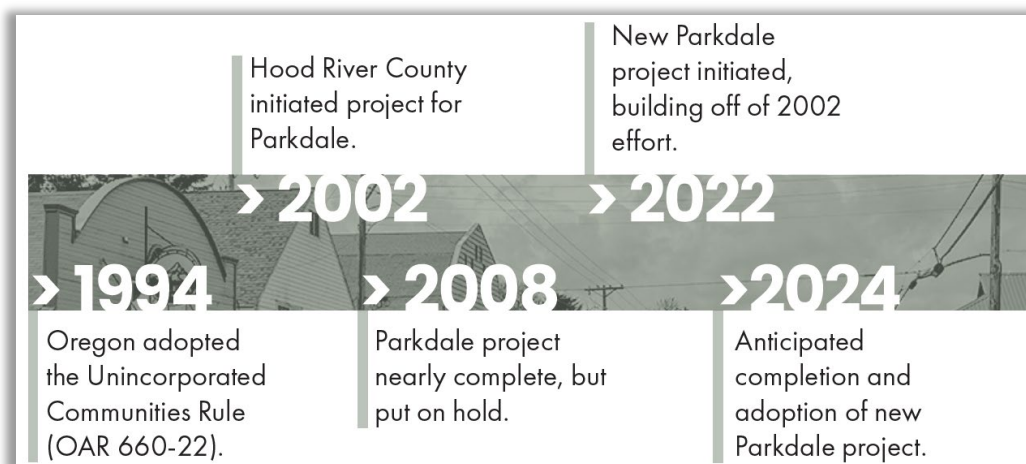
EXECUTIVE SUMMARY

The Parkdale community is located in the upper Hood River Valley, approximately 15 miles south of the Columbia River in Hood River County, Oregon. The community is known for its picturesque landscapes, fruit orchards, and proximity to scenic Mt. Hood.

The local economy in Parkdale is primarily based in the agriculture industry, including fruit growing on surrounding farmlands and one fruit packing plant (Diamond Fruit). Parkdale's secondary economy is based on tourism. The community is also home to a number of businesses including a brew pub, general merchandise store, gas station, museum, and other commercial and industrial establishments. Parkdale also includes several public or community-oriented uses such as the Parkdale Library/Community Center, Parkdale Elementary School, Parkdale Fire Station, and the Parkdale Grange Hall. Clear Creek Road, which bisects Parkdale running north to south, is part of the Hood River Fruit Loop, a collection of agricultural businesses that promote tourist activities in Parkdale and other areas in the Hood River Valley. The Mt. Hood Railroad terminates in Parkdale adjacent to the Hutson Museum.

BACKGROUND

The genesis of this community plan traces back to 1994 when the Department of Land Conservation and Development (DLCD) established the Unincorporated Communities Rule (OAR 660, Division 22). This rule enables counties to identify and plan for unincorporated communities outside of incorporated cities' urban growth boundaries. In response, Hood River County initiated a planning effort in 2002 to designate Parkdale as an unincorporated community. However, adoption was deferred in 2008 due to compliance issues with the Parkdale Sanitary District Wastewater Treatment Facility. This current planning effort represents a continuation of the earlier project, building upon prior work and updated information to establish the Parkdale Community Plan.



The planning process included a technical analysis of existing and future conditions and a community engagement effort to understand local values and preferences. Activities undertaken since the project's initiation in 2022 include confirming the community boundary, analyzing land use data, reviewing zoning designations for compliance with the Unincorporated Communities Rule, assessing development impact on public facilities, and setting requirements for future development to ensure it aligns with infrastructure capacity.

COMMUNITY OUTREACH

The community outreach strategy for this project sought to share information about the project and gather input from the community regarding their vision for the community's future and the need for specific types of land uses and services. This included the development of a bilingual survey (Spanish and English), hosting a community meeting and open house, and providing project updates and FAQs to those who shared their contact information.



Parkdale Community Meeting

Bilingual survey: The project team developed a bilingual non-statistical survey to gather feedback from residents in and around Parkdale. The survey was developed using the survey associated with the original Parkdale Community Plan planning effort initiated around 2002 as a starting point. Like the 2002 survey, the updated survey asked respondents about how the community should grow from a residential and commercial standpoint. The survey was mailed to more than 600 property owners in the Parkdale community and area immediately surrounding the community. Project team members also conducted in-person surveys throughout the community through one-on-one interactions and by holding information sessions outside Mclsaac's store in the community. Overall, the survey received 327 responses. Most respondents completed the survey in English (287), while the remainder completed it in Spanish (40).

Community meeting: The project team also held a community meeting on November 16, 2022, at the Parkdale Elementary School. The purpose of the meeting was to share information about the Unincorporated Community Plan and process and address questions and comments related to the project. More than 100 people from the community attended the meeting.

Community open house: A second event was conducted on October 26, 2023 at the Parkdale Elementary School where the project team shared additional information about existing and future growth in the community as well as potential changes to the County's development ordinances. About 40 people attended this meeting.

LAND USE PLANNING

This report delves into the land use planning for the Parkdale community. In accordance with OAR 660-022-0030, authorized land uses encompass industrial, commercial, and residential uses, aligned with Statewide Planning Goals 3 and 4.

Presently, the Parkdale area is governed by existing zoning regulations. The R-1 (7,500) zone caters to single-family residential development. The C-1 zone permits various residential and commercial uses. The M-1 zone allows for more intensive industrial activities, including manufacturing, processing, and storage activities.



The County is proposing new zoning regulations and allowances as part of the Parkdale Community Plan adoption. The changes to the zoning code are largely driven by the need to be consistent with the Unincorporated Communities Rule, which in part requires that the cumulative development “will not exceed the carrying capacity of the soil or existing water supply resources and sewer services.” As described further in the Public Facilities section of this Plan, the Parkdale Wastewater Treatment Plant has limited capacity to support new development, which limits the County’s ability to permit or zone land for an expanded level of development.

The P-R1 zone will replace the R1 zone, with key differences including the removal of duplexes as a conditional use and retaining of the current minimum lot size of two acres. The P-C1 zone, replacing the C-1 zone, limits dwellings to those that are created in conjunction with an onsite business and imposes size limits on certain new commercial buildings. The P-M1 zone, replacing the M1 zone, disallows outright commercial uses. One area, comprising 6 lots near the commercial business core between 2nd and 3rd Streets will receive a new P-M2 zone designation, which allows for commercial and industrial uses outright, while placing some limits on new industrial use to ensure they are more compatible with adjacent residential and commercial uses. All new commercial and industrial development in the P-C1, P-M1, and P-M2 zones would require an engineering assessment to determine the potential impact on sewage capacity prior to approval. Appendix B includes recommended ordinances to adopt and implement the new zones.

POPULATION AND GROWTH

This report provides historical and projected population data for the Parkdale community. Historical growth information is based on the Parkdale Census Designated Place (CDP). In the past decade, Parkdale experienced a slight population decrease of 12 people, with an average annual growth rate (AAGR) of -0.4%. Conversely, Hood River County as a whole saw a population increase of 1,631 people, translating to an AAGR of 0.7%.

Population estimates and forecasts have been developed to understand future growth patterns. Projections for Parkdale are based on the Portland State University Population Research Center's growth rates, which estimate that Hood River County's population will grow at an average rate of 0.8% per year. This growth is expected to be more pronounced in urban areas than rural ones, with rural areas projected to grow at a slower rate of 0.4% AAGR. Applying this 0.4% AAGR to the Parkdale CDP, it is estimated that Parkdale will add around 30 people by 2045, representing a 10% increase overall during this period.

This population growth has been translated into future housing projections. Assuming no changes to the average number of persons per household (PPH) in rural areas, it is estimated that an additional 16 houses will be needed to support projected growth in Parkdale and maintain a five-percent vacancy rate over the next two decades.

PUBLIC FACILITIES

The State of Oregon's rules related to unincorporated community planning require consideration of the capacity of local water, sewer, and transportation systems to meet the service needs of any new developments approved in the community or allowed under changes to the local zoning code. For example, OAR 660-022-0030(3)(e) says that county plans and land use regulations may only authorize new industrial uses that "will not exceed the capacity of water and sewer service available to the site." Additionally, OAR 660-022-0030(8)(b) requires the zoning of lands within unincorporated communities to ensure that the cumulative development of the area "will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services."

The Parkdale Sanitary District is responsible for sanitary services in the area, managing the Parkdale Wastewater Treatment Plan (WWTP). The WWTP's capacity to accommodate additional development currently stands at approximately 32 new Equivalent Dwelling Units (EDU's). Additional information about this analysis is provided in Appendix F. The WWTP's available capacity is a critical factor in determining future development. Proposed zoning, including a two-acre minimum lot size in the P-RI zone and elimination of multi-family dwellings as an allowable use in the P-CI zone, aims to ensure development aligns with the available sanitary system capacity.

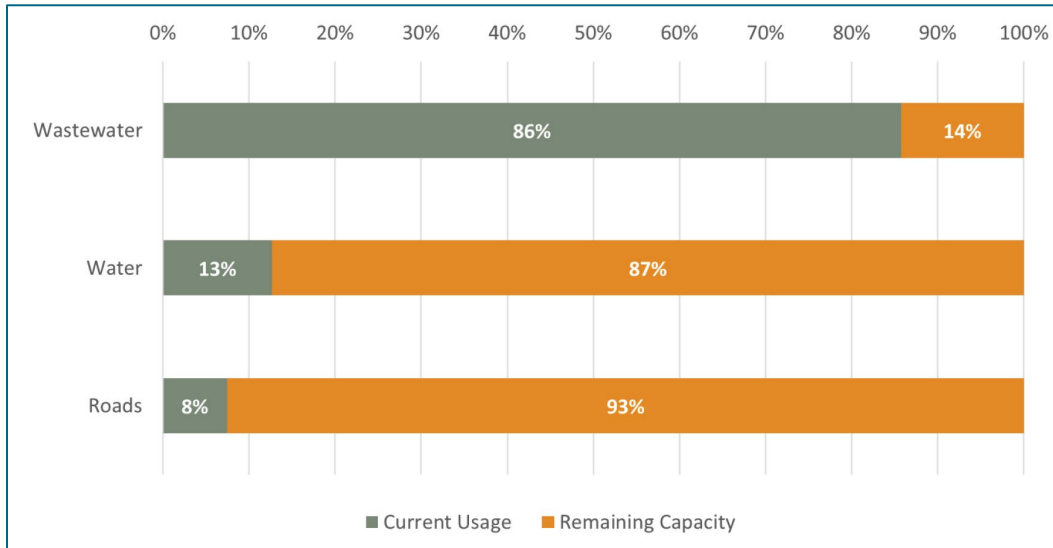
The Parkdale Water Company serves both residential and commercial/industrial customers in the Parkdale community. With a permitted draw of 1.5 cubic feet per second from their "A" spring, the project water demand is expected to remain well below this limit.

The analysis of transportation facilities in Parkdale shows available roadway capacity to support growth, meeting ODOT intersection operation requirements both presently and in a worst-case development scenario. See Appendix G for the detailed analysis of transportation capacity. Additional local roads may need to be constructed to serve future development, adhering to specified street design standards included as part of the existing County Zoning Code.

Emergency services, including fire protection and law enforcement, are provided by the Parkdale Rural Fire Protection District and the Hood River County Sheriff's Department. Both organizations are well-equipped to continue serving the Parkdale community, including projected future growth.

Figure 1 provides a summary of available capacity for sanitary, water, and transportation facilities.

Figure 1: Public Facilities Capacity



CONCLUSION

In conclusion, the findings from the community outreach paint a clear picture of Parkdale's distinct preferences and the impending challenge posed by the capacity of public facilities. The majority of residents express a strong desire for Parkdale to remain rural in character. At the same time, many residents note a desire for the community to accommodate a wider range of housing types that could meet more peoples' needs for different forms of housing. However, the sanitary system's limited capacity poses a barrier to expanding housing or other uses in a significant way.

The connection residents feel toward Parkdale's small community charm, its agricultural heritage, and thriving local businesses is apparent through community outreach efforts. However, this affection for the community's character is in contrast to the challenge of accommodating the community's varied housing preferences. The desire for single-family homes dominates, yet an openness to accessory dwelling units (ADU's) and duplexes/triplexes hints at an openness to diversified housing options.

This diverse housing preference is further mirrored in the call for inclusivity, with a portion of survey respondents advocating for housing solution catering to various income groups. It also is important to acknowledge that respondents who completed Spanish surveys place

greater emphasis on affordable housing for low to moderate-income families and larger households.

While there is a desire to accommodate an expanded range of housing options, Hood River County must manage growth within the confines of the wastewater system's capacity, consistent with state law. Towards this end, establishing a two-acre minimum lot size requirement for residential uses and placing limits on the potential amount of new commercial and industrial development will minimize the impact that new development will have on infrastructure capacity, while still maintaining an adequate supply of land to support 20-year growth forecasts.

In the longer term, if the sanitary system's capacity can be increased to be able to support additional growth, the County can revisit the proposed approach to planning and zoning for new development.

BACKGROUND

LOCATION AND COMMUNITY DESCRIPTION

The Parkdale community is located in the upper Hood River Valley, approximately 15 miles south of the Columbia River in Hood River County, Oregon. The community is known for its picturesque landscapes, fruit orchards, and proximity to scenic Mt. Hood.

The local economy in Parkdale is primarily based in the agriculture industry, including fruit growing on surrounding farmlands and one fruit packing plant (Diamond Fruit). Parkdale’s secondary economy is based on tourism. The community is also home to several businesses including a brew pub, general merchandise store, gas station, museum, and other commercial and industrial businesses. Parkdale also includes a number of public or community-oriented uses such as the Parkdale Library/Community Center, Parkdale Elementary School, Parkdale Fire Station, and the Parkdale Grange Hall. Clear Creek Road, which bisects Parkdale running north to south, is part of the Hood River Fruit Loop, a collection of agricultural businesses that promote tourist activities in Parkdale and other areas in the Hood River Valley. The Mt. Hood Railroad terminates in Parkdale adjacent to the Hutson Museum.

Parkdale is accessible via OR-281 via OR 35 (Hood River Highway). The road provides access to nearby towns and recreational areas, including the Mt Hood National Forest.

Parkdale is served by the Parkdale Water Company and Parkdale Sanitary District. Additional information on each of the service providers is described further in other sections of this Plan.

Most of Parkdale’s residents live there year-round, though the community includes several short-term rental homes, vacation homes, and other lodging.

The 2020 US Census identified a population of 299 people in the Parkdale Census Defined Place (CDP). The Parkdale CDP boundary is larger than the Parkdale unincorporated community boundary. The Parkdale CDP boundary includes land zoned for exclusive farm uses to the south and east of the unincorporated community boundary. Areas zoned for exclusive farm uses do not typically have housing on the property unless it is used in conjunction with farming.



Table I provides a demographic summary for the population within the Parkdale CDP and for Hood River County as a whole. According to the 2020 US Census data, approximately

38% of the population within the Parkdale CDP and 30% of the overall County population are of Hispanic or Latino ethnicity. The concentration of Hispanic/Latino population is higher in Parkdale compared to the rest of the County. Conversely, the white population in the Parkdale CDP is lower than the rest of the County at 55% and 62% respectively. All other races, except for Black or African American populations are present in small numbers within the Parkdale CDP and follow similar patterns as the overall County.

Table 1: Race & Ethnicity

Demographic Populations	Hood River County		Parkdale CDP	
Total Population	23,977		299	
Hispanic or Latino	7,148	30%	115	38%
White	14,935	62%	163	55%
Black or African American	47	0%	0	0%
Native American & Alaska Native	149	1%	2	1%
Asian	381	2%	5	2%
Native Hawaiian or Pacific Islander	33	0%	1	0%
Other	119	0%	1	0%
Two or More Races	1,165	5%	12	4%

PROJECT HISTORY

In 1994, the State of Oregon’s Land Conservation Development Commission (LCDC) adopted OAR 660, Division 22 (Unincorporated Communities Rule). The Unincorporated Communities Rule provides a framework for counties to identify and designate unincorporated communities outside of established incorporated cities’ urban growth boundaries (UGBs), and to establish planning rules for those unincorporated communities pertaining to development standards, allowed land uses, and public facilities.

The County formally identified unincorporated communities and rural service centers, including Oak Grove, Rockford, Windmaster, Van Horn (Pine Grove), and Mt. Hood in response to the Unincorporated Communities Rule.

Hood River County initiated a project in 2002 to plan for the Parkdale community. The planning effort included a community survey and community meetings. It also considered existing and future growth needs and identified potential changes to the County’s development ordinances. The planning efforts were completed but adoption was delayed around 2008 because it was determined the Parkdale Sanitary District Wastewater Treatment Facility was out of compliance with DEQ discharge requirement, which had the potential to affect



planned development densities and land uses. Consequently, the project was put on hold to give the Parkdale Sanitary District time to work with DEQ to correct system deficiencies.

The current planning effort is a continuation of the 2002 project. The current planning effort builds on the previous work and has updated applicable information in order to adopt the Parkdale Community Plan. This planning effort includes a review of existing land uses and public facilities, community engagement activities, and updated draft zoning ordinance amendments and accompanying maps.

PLAN PROCESS

The planning process involves a technical analysis of existing and future conditions, as well as engagement with the local community to understand local values and preferences. The project team has been engaged in the following activities between the project start date in August 2022, leading to the development of the draft Unincorporated Community Plan for Parkdale:



- Reviewed and confirmed the preliminary community boundary from the 2002 planning effort.
- Obtained and analyzed planning level data related to existing land uses, capacity of public services, and current plan and zone designations.
- Reviewed existing zoning designations and proposed zoning designations from the 2002 planning effort for compliance with the Unincorporated Communities Rule.
- Revised residential, commercial, industrial, and light industrial designations from existing zoning designations and zoning designations from the 2002 planning effort based on community feedback and public facility capacity findings.
- Analyzed current development and anticipated future buildout as compared to available planned public facilities capacity.
- Established requirements for future development to study impacts to public facilities and ensure future development does not exceed capacity of facilities.

In addition to the above activities, the project team has been engaging the community to share information about the project and involve community members in the planning process. Additional information about the community engagement effort is provided in the following section.

COMMUNITY ENGAGEMENT

PARKDALE COMMUNITY SURVEY

The project team developed a non-statistical community survey to gather feedback from residents in and around Parkdale. The survey for Parkdale Community Plan was developed using the survey associated with the original Parkdale Community Plan planning effort initiated around 2002 as a starting point. The survey was designed to be consistent with the previous community survey with a few notable differences. The survey for the current effort was formatted in English and Spanish. The survey was also formatted using plain language principles to ensure that content was understandable to as many respondents as possible. Like the 2002 survey, this survey asked respondents about how the community should grow from a residential and commercial standpoint.

Survey Distribution and Project Promotion

The County distributed the community survey through several distribution methods to gather feedback. These methods included mailings to residents, making the survey available online, and completing in-person surveys with support from the project team.

- **Mailed surveys:** The County mailed paper surveys to approximately 643 property owners in the Parkdale community and areas immediately surrounding the community. The mailings included paper surveys, pre-paid return envelopes, and flyer information about the community meeting. The paper surveys included a link where respondents could complete the survey online rather than complete and return the paper survey.
- **In-person surveys:** In October and November 2022, the project team conducted in-person surveys and collected 50 surveys at gathering places throughout the community. The project team also helped community members complete the surveys (especially those with limited literacy skills) by visiting homes and helping family members complete the surveys. Many of these home visits occurred in Spanish-speaking Parkdale homes.
- **Local distribution:** The County also distributed surveys and community meeting flyers through the Parkdale Elementary School. School representatives also posted links on their digital parent news boards where respondents could complete online surveys.
- **Information sessions:** Project team members held two informational sessions outside of Mclsaac's store in Parkdale on November 7th and 10th, 2022 to collect additional surveys and share information about the community meeting.

Community Survey Results

The survey was open from October 28th to December 5th, 2022. There were 327 total responses. Most respondents completed surveys in English (287 responses, 87.8%). The

remainder of respondents completed surveys in Spanish (40 responses, 12.2%).¹ Table 2 summarizes English and Spanish responses, including both paper and online surveys.

Table 2: Summary of Survey Responses

Question / Answers	English %	Spanish %	Combined %
1. Would you prefer the area inside the Parkdale community boundary to be more rural in nature, or have a more urban character?			
Rural	240 85%	22 63%	262 82%
Urban	44 15%	13 37%	57 18%
2. What do you like most about Parkdale? (multiple choice)			
Small community character	239 83%	14 36%	253 77%
Agricultural industry	95 33%	8 21%	103 31%
Local businesses	77 27%	3 8%	80 24%
Access to parks	42 13%	14 14%	56 17%
Other	4 2%	0 0%	4 1%
3. What types of housing does Parkdale need most? (multiple choice)			
Single-family homes	199 71%	27 69%	226 70%
Accessory Dwelling Units (granny flat or guest house)	136 49%	2 5%	138 43%
Duplex or Triplex (2 or 3 homes attached to each other or within the same building)	96 34%	7 18%	103 32%
Apartments or condominiums	37 13%	26 67%	63 20%
Senior housing	21 8%	4 10%	25 8%
Other ²	17 5%	0 0%	17 5%
4. The Parkdale Plan should provide housing for... (multiple choice)			
People or families who have low or moderate incomes	132 48%	29 74%	161 51%
Local workforce	139 51%	11 28%	150 48%
Young homeowners or renters	133 49%	2 5%	135 43%
Large families	47 17%	21 54%	68 22%
Seniors	38 14%	5 13%	43 14%
Other ³	26 8%	1 0%	27 9%

¹ The percentage values in Table 3 represent the number of selected answers out of the number of respondents who completed each question. For example, 240 out 284 respondents who answered question 1 submitted “rural” as their response. Therefore, the English survey percentage of that answer was 84% (240/284).

² Other: Most respondents said affordable or workforce housing.

³ Other: Most respondents said “locals”

Question / Answers	English %	Spanish %	Combined %
5. Is there a need for more business and a larger business area in Parkdale?			
No	202 73%	6 15%	208 66%
Yes	76 27%	33 85%	109 34%
6. If you answered “yes,” where should the businesses be located?			
Existing industrial areas	48 63%	2 6%	50 46%
Existing residential areas near Baseline Drive	18 24%	26 82%	44 41%
Existing residential areas elsewhere in Parkdale	4 5%	1 3%	5 5%
Other ⁴	6 8%	3 9%	9 8%

Following are brief summaries of the themes found from written responses.

7. Are you aware of any property that you believe should be zoned differently? If so, which property and why?

- Parkdale museum
- Allow ADUs on all properties or on properties that meet a minimum size
- Protect existing farmland and natural resource areas with zoning restrictions
- Industrial lots and car/junk yard properties should be zoned industrial
- Higher density in the Parkdale core
- Allow smaller lots or subdivisions to support housing that is affordable to existing residents and workforce

⁴ Other:

- Undeveloped parcels adjacent to existing industrial/commercial land
- Hwy 35
- Mt Hood Corner at Cooper Spur
- Clear Creek Road
- Along Highway 35 at the community of Mt Hood. Have two small centers like was historically the case. Build on existing assets and intersections. No more area than that.
- Baseline Drive and Clear Creek Road
- Mas Tiendas (More stores)
- Dee Highway

8. Are there other improvements like sidewalks, utilities, parks, or bus stops you would like to see in Parkdale?

- Sidewalks
- Clinics and medical services
- Affordable food options and grocery stores
- Public transit and bus stops, shelter for existing bus stops
- Traffic control/calming measures – crosswalks, speed bumps, speed limit signs, street lights
- Underground utilities
- Water needs repairs and improvements in systems/customer management
- Sewer
- More parks and improved maintenance of existing parks
- Fiber internet
- Trails/paths
- Bike paths or wider road shoulders
- N/A – keep Parkdale the way it is

9. Do you have any other comments to share with us?

- Need more workforce housing and affordable housing, allow ADUs
- Limit vacation rentals
- Community has become expensive and congested
- More affordable food, grocery, and shopping options
- Need a clinic/medical services
- More job opportunities needed
- More support for agriculture workers, particularly affordable housing
- Keep Parkdale small and rural
- More/better grocery, food/restaurant options
- Concerns about increased traffic and traffic speed
- Maintain rural and agrarian character

Table 4 provides a demographic summary of respondents who shared information about themselves. This portion of the survey was optional for respondents to complete.

Table 4: Summary of Demographic Responses

Question/Answer	English	%	Spanish	%	Combined	%
II. Do you live or work in Parkdale?						
Live here	198	85%	34	87%	232	81%
Work here	74	32%	29	74%	103	36%

Question/Answer	English	%	Spanish	%	Combined	%
Other ⁵	31	13%	0	0%	31	11%
12. Which best describes your current housing situation?						
I own	222	91%	7	18%	229	82%
I rent	12	5%	16	41%	28	10%
I live with friends or family, so I do not own or pay rent	4	2%	3	8%	7	3%
I do not have a permanent home now	2	1%	1	3%	3	1%
Other ⁶	2	1%	12	31%	14	4%
13. How do you identify yourself?						
White non-Hispanic or Latino	186	78%	1	3%	187	64%
Hispanic or Latino	34	14%	37	95%	47	16%
Native American	1	0%	10	26%	11	4%
Asian or Asian American	3	1%	0	0%	3	1%
African American	2	1%	0	0%	2	1%
Native Hawaiian or Pacific Islander	0	0%	0	0%	0	0%
Other	6	3%	0	0%	6	2%
Prefer not to say	34	14%	1	3%	35	12%
14. What is your age group?						
65 or older	92	38%	2	5%	94	34%
50 to 64	83	35%	17	44%	100	36%
30 to 49	57	24%	17	44%	74	27%
18 to 29	8	3%	3	8%	11	4%
Under 18	0	0%	0	0%	0	0%

⁵ Other:

- Part-time resident/second home
- Retired
- Own property, planning to build
- Live nearby
- Live in Mt. Hood area or other areas of County

⁶ Of the respondents who answered other, 12 respondents said worker cabin or crew cabin (Spanish responses only). The other respondents were not residents in the Parkdale area.

PARKDALE COMMUNITY MEETING

Hood River County held the Parkdale Community Meeting in the gym at Parkdale Elementary School on November 16, 2022, between 6:00 and 7:30. The purpose of the event was to share information about the Unincorporated Community Plan and process, and address questions and comments related to the project. More than 100 people from the community attended the meeting. Due to the number of attendees, the meeting used a town hall format and included a main presentation followed by a question-and-answer session instead of the planned small-group format.

Hood River County staff provided follow-up information to attendees who provided contact information. This information covered several of the topics raised during the question and answer portion of the meeting, as well as additional details related to some of the more complex questions. The information was also provided on the County's social media outlets and posted on the Planning Department website. Attachment C of Appendix D provides a copy of the follow-up information.

Meeting Presentation

CJ Doxsee, MIG | APG, welcomed community members in attendance. He then introduced other team members who helped staff and organize the meeting, including from Hood River County and the consultant project team (MIG, The Next Door, and Alcance Consulting). Following is a summary of key points of the meeting presentation. The presentation described what an unincorporated community plan is, why it is important, and how it must comply with state requirements for unincorporated communities.

- Generally, Hood River County is responsible for permitting new development in the Parkdale area. An unincorporated community plan is the long-range guide that the County will use to help manage growth in the area. The plan needs to be consistent with statewide requirements for unincorporated community plans. These requirements provide some flexibility for the County on how to manage growth.
- The other aspect of the project's objectives is to gather information from people in the community on how the Parkdale area should grow in the future, and to gather information on the forecasted growth (how much the area is expected to grow) and the availability of water, sewer, and roads to support that growth.
- The information shared during this meeting and through available surveys, along with information the project team is gathering on available utilities, will be summarized in the unincorporated community plan. The unincorporated community plan will also provide direction to the County to support how the community wants to grow.

- The planning project started in August of 2022 and is expected to wrap up in June of 2023.⁷ The project is in the early stages where team members are gathering information. This includes community outreach and conducting technical analysis.
- Community outreach includes surveys and the Parkdale community meeting.⁸ Surveys were mailed out to nearby residents. Surveys are also made available online. Additional opportunities for people to share their opinions during the two adoption hearings will also be provided, including one hearing with the Planning Commission and another with the County Board of Commissioners.
- The technical analysis includes reviewing information on forecasted growth and the availability of water, sewer, and streets to support that growth. Parkdale is a small community and current population forecasts suggest it will continue to be a primarily rural community with low levels of growth. These population forecast estimates suggest there will be around 30 additional people living within the Parkdale boundary over the next 20 years, although anecdotally the potential for growth could be higher depending on the development opportunities provided as part of the final community plan. The ongoing technical analysis is looking at whether there is enough land and services to support such growth, although the initial work completed so far suggests that to be the case.

PARKDALE OPEN HOUSE MEETING

County staff and the consultant team conducted a community open house on October 26, 2023 at the Parkdale Elementary School where the project team shared additional information about existing and future growth in the community as well as potential changes to the County’s development ordinances and zoning maps. The meeting featured stations with poster boards and handouts summarizing the following topics.

- Project Overview and Background
- Demographics and Community Outreach To Date
- Supply of Land and Capacity of Public Facilities
- Zoning Map and Proposed Changes to Zoning Designations
- Key Zoning Ordinance Changes Proposed
- Opportunities to Comment on the Recommendations

⁷ Ultimately, completion of the project was delayed to early 2024 due to the need to perform additional analysis of infrastructure capacity.

⁸ Note, the PUC project initially planned to hold one community meeting, however a second community occurred due to the community’s interest in the project.

- Next Steps in the Planning Process

About 40 people attended this meeting. Participants were able to leave comments in the form of sticky notes placed on one of the poster boards. Below is a write-up of the questions and comments received.

1. *Is there anything else that the County should be aware of or take into consideration in developing the Parkdale Community Plan?*
 - Protect the small farmer.
 - Ongoing school system capacity and infrastructure.
 - Ensure that our farms are protected.
 - We'd like to see a plan of how this would impact parking and the need to support the people that would move to the area and current residents in need of community services.
 - The outlying community (outside of Parkdale boundary) also contributes to the "size" of the community as to road use, etc. and should be considered as to plans.
2. *Are there specific elements of the plan that you think align particularly well with community needs?*
 - Improving road access on McIsaac Drive – include if in snow removal.
 - Maybe clarify which streets can be used by industrial trucks on 5th Street.
3. *Do you support the concept of Parkdale Sanitary District expanding their Wastewater Treatment Plant to accommodate future development/housing opportunities in Parkdale? Explain why.*
 - No Parkdale seems to be carrying capacity for housing, sanitation, road use, etc.
 - No expansion – Keep Parkdale small in terms of population.
 - No – we do not support expansion.
 - Yes! Where/How will our grandchildren and children live? No room in Parkdale
 - Yes, we need to plan for growth.
 - Seems we already don't have enough resources (Parking, sewer, teachers, community services, etc.)?

Allow more access to Parkdale Sanitary if 30-40 more people move into the area.

LAND USE PLANNING

EXISTING LAND USE AND ZONING

Authorized land uses in an unincorporated community include those provided under OAR 660-022-0030. These regulations allow for a variety of industrial, commercial, and residential uses that are consistent with Statewide Planning Goals 3 and 4.



Parkdale Post Office

The Parkdale community includes a mix of land used and zoned for residential, commercial, and industrial purposes. The community also includes several community facilities. Table 5 provides a summary of existing zoning in the Parkdale area.

Table 5: Zone Descriptions

Zone	Description
R-I 7500: Residential	The R-I 7500 zone was established as part of the County Comprehensive Plan to allow for single-family residential development on lots of at least 7,500 square feet in size. However, in 2000, OAR 660-004-0040(6) went into effect requiring all residential zones located outside of a designated urban growth area, unincorporated community, or rural service center be considered rural land and subject to a two-acre minimum lot size. The Parkdale community is subject to this requirement until an unincorporated community plan – such as this planning effort – is adopted.
C-I: Commercial	The C-I zone allows for a variety of residential and commercial uses. Permitted residential uses in the C-I zone include single-family, duplex, or multi-family dwellings. Permitted commercial uses include a variety of retail and commercial/professional service establishments. Uses that are permitted conditionally in the R-I zone are also allowed in the C-I zone.
M-I: Industrial	The M-I zone allows for more intensive industrial uses. The zone permits industrial uses for the manufacturing, repairing, compounding, processing, packing, or storage of goods, as well as wholesale distributions. With some exceptions, the zone also allows non-residential uses permitted in the C-I zone, including retail and commercial/professional services.

PROPOSED ZONING AND LAND USE

The County is proposing new zones for the community as part of adoption of the Parkdale Community Plan. The proposed zoning is similar to existing zoning with some key differences. Table 6 provides a summary of the primary differences.

Table 6: Proposed Zoning

Proposed Zone	Description
P-RI	<p>The proposed P-RI zone would replace the existing RI zone in the community. Key differences between these zones include the following:</p> <ul style="list-style-type: none"> - Duplex removed as a conditional use. - Minimum lot size of two (2) acres. <p>The differences are necessary based on findings that the Parkdale Wastewater Treatment Plant does not currently have capacity to serve additional dwellings besides those that could be developed on existing vacant property at a two-acre minimum lot size. See the Public Facilities section for additional information. The County is required to ensure that the cumulative development of the area will not exceed the carrying capacity of public facilities pursuant to OAR 660-022-0030(8)(b).</p>
P-CI	<p>The proposed P-CI zone would replace the existing C-I zone. Key differences between these zones include the following:</p> <ul style="list-style-type: none"> - Single-family dwellings limited to when in conjunction with an onsite business. - Duplex or multi-family dwellings are not a permitted use. - Establishes a maximum building size limit of either 4,000 or 8,000 square feet for certain new buildings, depending on the type of business. - Adds a requirement to provide an engineering assessment for all new development in the P-CI zone to ensure the use will not exceed the sewage capacity. <p>The differences are proposed to ensure that the existing carrying capacity of the Parkdale Wastewater Treatment Plant is not exceeded pursuant to OAR 660-022-0030(8)(b) and to comply with commercial building size limitations pursuant to OAR 660-022-0030(4) and (10).</p>
P-MI	<p>The proposed P-MI zone replaces the existing MI zone. Key differences between these zones include the following:</p> <ul style="list-style-type: none"> - Commercial uses not allowed outright unless accessory to and connected with an onsite industrial use. - Allows for indoor recreational sport facilities as a conditional use.

Proposed Zone	Description
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- Adds a requirement to provide an engineering assessment for all new development in the P-M1 zone to ensure the use will not exceed the sewage capacity.
- Establishes a maximum building height of 45 feet.

The differences are proposed to maximize the limited supply of industrial land for industrial uses and to ensure that the existing carrying capacity of the Parkdale Wastewater Treatment Plant is not exceeded pursuant to OAR 660-022-0030(8)(b).

P-M2	
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The P-M2 zone would be a new zone for the Parkdale community and some properties currently zoned M1 would be rezoned to the P-M2. The P-M2 zone is based on the County's existing M2 zone, which are generally more compatible with nearby residential, commercial, and farm zones. Key differences between the P-M2 and M2 zones include:

- Allows commercial uses outright instead of in conjunction with an onsite industrial use.
- Allows for indoor recreational sport facilities as a conditional use.
- Adds a requirement to provide an engineering assessment for all new development in the P-M2 zone to ensure the use will not exceed the sewage capacity.

The new P-M2 zone is intended to accommodate existing land use activities occurring on affected lots, while minimizing future impacts upon adjacent residential and commercial properties. It is also intended to ensure that the existing carrying capacity of the Parkdale Wastewater Treatment Plant is not exceeded pursuant to OAR 660-022-0030(8)(b).

BUILDABLE LAND INVENTORY

The project team completed a preliminary buildable land inventory (BLI) to assess the capacity of land within the Parkdale unincorporated community boundary. Appendix H provides the methodology and detailed results of the BLI.

Overall, there is approximately 139 acres of land within the Parkdale unincorporated community boundary. Most of the land is zoned for residential uses (about 72%), followed by land zoned for industrial uses (21%), and land zoned for commercial uses (about 7%).

Table 7: Gross Acreage in Parkdale Land Inventory

Zone	Number of Tax Lots	Gross Acres	Proportion
R-1 7500: Residential	137	100.4	72.3%
C-1: Commercial	19	9.0	6.5%
M-1: Industrial	21	29.4	21.2%
Total	177	138.8	100.0%

The project team designated each tax lot within the Parkdale Community Boundary with a “development status” of either vacant, partially vacant, or developed. These designations are based on County tax assessor’s data and aerial photography.

Table 8 shows the acreage of tax lots within each status category by the respective zoning. Figure 2 illustrates the location and development status of these tax lots.

Table 8: Tax Lot Development Status (in gross acres)

Zone	Vacant		Partially Vacant		Developed		Total	
	Count	Acres	Count	Acres	Count	Acres	Count	Acres
R-1 7500: Residential	13	10.6	5	14.0	119	75.7	137	100.4
C-1: Commercial	2	1.9	1	4.1	16	3.0	19	9.0
M-1: Industrial	7	2.6	0	0	14	26.8	21	29.4
Total	22	15.2	6	18.1	149	105.5	177	138.8

The capacity of residential development is estimated based on a two-acre minimum lot size. Housing densities were assumed to be 0.5 dwelling units per acre with a minimum capacity of one dwelling for vacant lots. After deductions for existing development and future public improvements (i.e., right-of-way improvements), there is an estimated 21 acres of land that could potentially support development of 21 additional dwelling units. Most of this potential capacity is associated with existing vacant lots. The actual level of future development on these lots will depend on a variety of factors, including land values, construction and infrastructure costs, and property owners’ desires to develop addition homes or divide their properties for future development. Ultimately, the amount of development could be less than the potential capacity and could take some time to fully develop.

Table 9: Buildable Acres and Housing

Zoning	Projected Density	Vacant	Partially Vacant	Total
R-1 7500: Residential	0.5 DU/acre	13	8	21

After deductions for existing development and future public improvements, there is an estimated five (5) acres of commercial and industrial land available for employment. Table 10 provides a summary for each zone. Potentially developable commercially zoned areas are primarily associated with two tax lots (see Figure 2) which have the greatest capacity to support new commercial development due to their overall size.

Figure 2: Vacant and Partially Vacant Commercial Areas

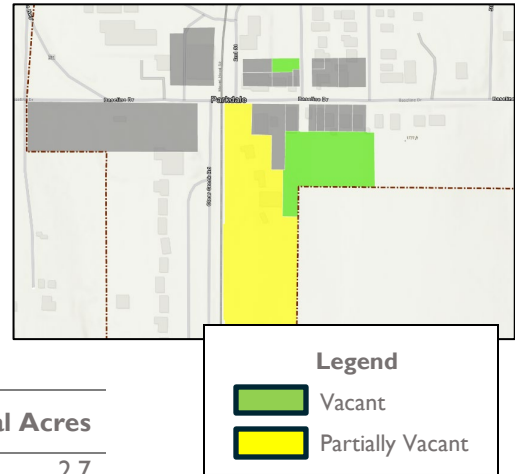
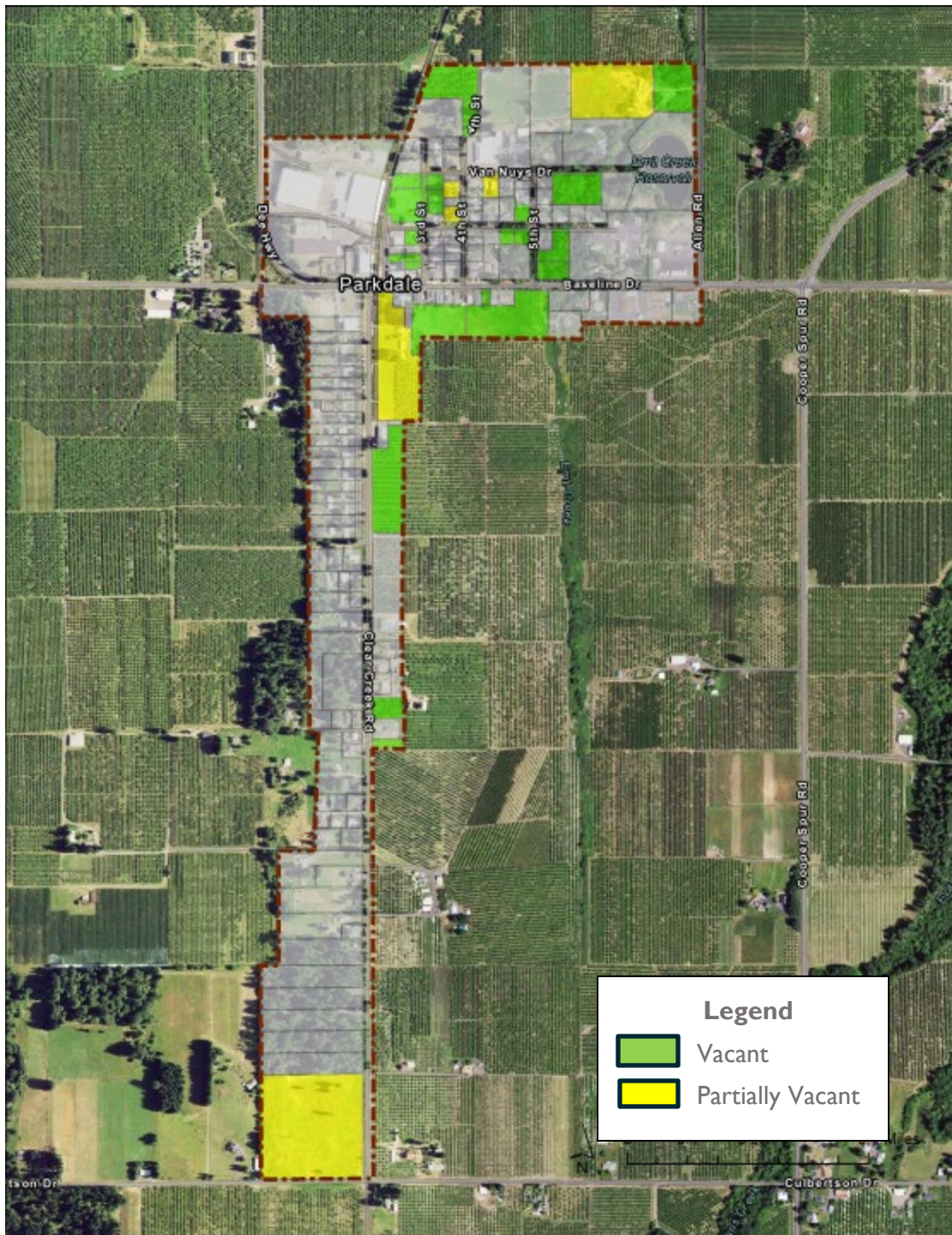


Table 10: Net Developable Acres of Employment Land

Zoning	Vacant Acres	Partially Vacant Acres	Total Acres
C-1: Commercial	1.1	1.5	2.7
M-1: Industrial	2.3	0.0	2.3
Total	3.4	1.5	4.9

Figure 3: Parkdale Buildable Land Inventory



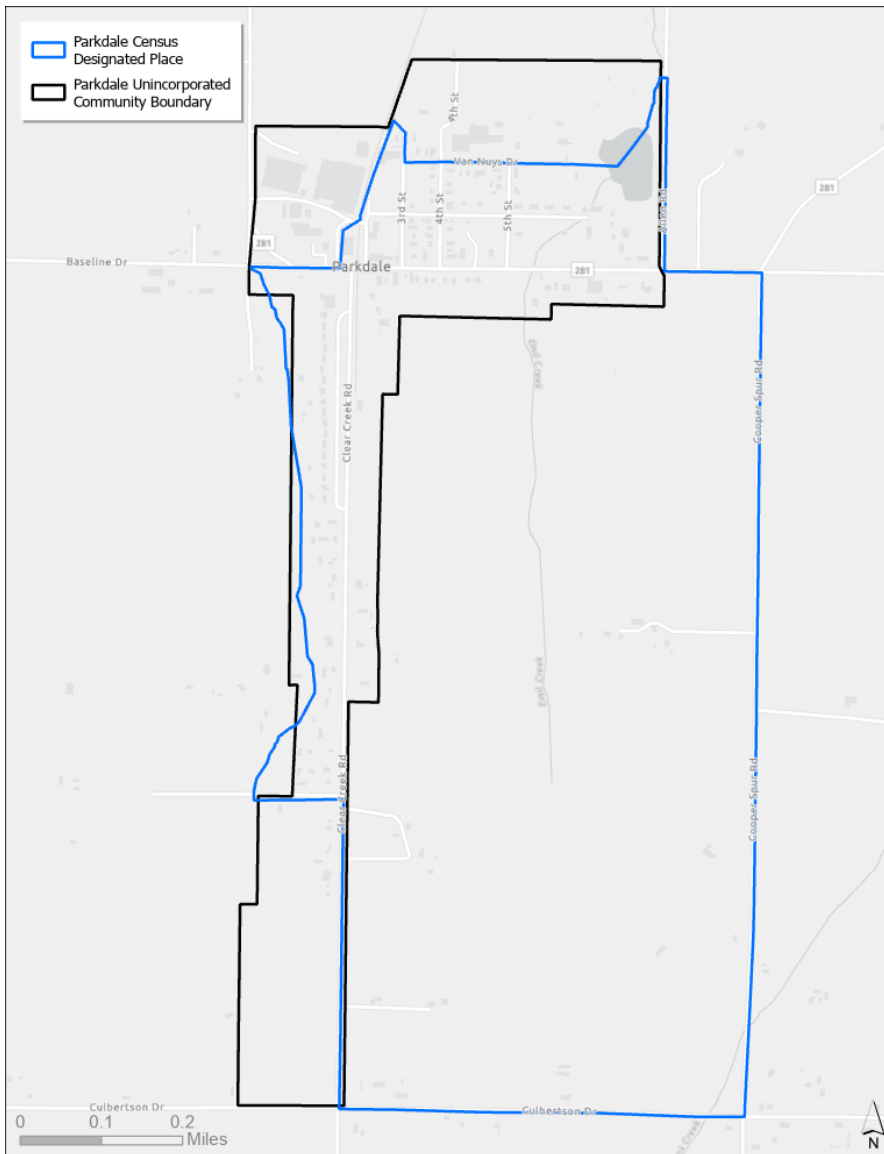
POPULATION AND GROWTH FORECASTS

HISTORICAL GROWTH

Historical and forecasted growth information for the Parkdale community is based on the Parkdale Census Designation Place (CDP) from the 2020 US Census. The US Census provides statistical information for the Parkdale CDP. The Parkdale CDP boundary is similar to the proposed Parkdale unincorporated community boundary. Figure 4 provides a comparison of the two boundaries. The CDP boundary is larger than the unincorporated community boundary. Both boundaries have overlap along portions of OR 281 and Clear Creek Road. The CDP boundary extends further south and east and includes areas zoned for farm uses. The unincorporated community boundary extends further southwest, northwest, and north. It includes areas zoned for residential and industrial uses.

Areas outside of the CDP boundary but inside the community boundary are located in the northern and southwestern portions of the boundary. Overall, there are 22 residentially zoned lots in these areas. Of those, one is developed with a religious facility, two are vacant, and there are an additional two instances where adjoining lots are under the same ownership. The remainder is an estimated 17 lots developed with residential dwellings that are not factored in the US Census CDP Boundary.

Figure 4: Parkdale Community Boundary and US Census CDP Boundary



Historic and current population estimates were gathered from 2010 and 2020 US Census data. Table II presents historic population levels for the Parkdale CDP. Between 2010 and 2020, population in the Parkdale CDP area dropped by 12 people, representing an average annual growth rate (AAGR) of -0.4%. By contrast, the overall population in Hood River County increased by 1,631 people over the same time period, an average annual growth rate of 0.7%.

Table 11: Historic Population Growth

Area	Population (2010)	Population (2020)	Change (2010 – 2020)	AAGR (2010-2020)
Parkdale CDP	311	299	-12	-0.4%
Hood River County	22,346	23,977	1,631	0.7%

Source: US Census 2010, 2020 Decennial Data

PROJECTED GROWTH

Population estimates and forecasts have been developed to identify likely future growth and development patterns. Population forecasts prepared for this project are based on growth rates established by the Population Research Center (PRC) at Portland State University. The PRC provides 50-year forecasts for each county and its subareas. Subareas include individual UGB's and a single category for all areas outside of UGB's.

Projections for the Parkdale community are based on the PRC's forecast estimate for all areas outside of UGB's in Hood River County. According to growth rates projected by the PRC, the population in Hood River County is projected to grow at an average of approximately 0.8% per year through the year 2045.⁹ Under this assumption, the County would have a population of 29,702 in 2045.



In estimating how much growth will occur in Parkdale, the PRC assumed that urban areas would absorb a larger share of the County's forecasted growth than rural areas. In 2020, approximately 52% of the County's population lived in areas outside of Hood River City and Cascade Locks. This portion of the County's population is projected to grow at a slower rate. As a result, the PRC forecasts a 0.4% AAGR between 2020 and 2045 in rural parts of the County. This information is summarized in Table 12.

⁹ Although not required for unincorporated communities, future growth is estimated using a 20-year planning horizon. A 20-year planning horizon is consistent with state requirements for several other long-range planning efforts which require a minimum 20-year time span (i.e., urban growth boundary amendments, transportation planning rule requirements, scenario planning, etc.)

Table 12: Population Forecast, Hood River County and Sub-areas

Area	Population (2020)	Population (2045)	Change (2020-2045)	AAGR (2020-2045)
Cascade Locks	1,534	1,729	195	0.6%
Hood River City	10,177	13,924	3,747	1.3%
Outside UGBs	12,905	14,244	1,339	0.4%
Hood River County	24,406	29,702	5,296	0.8%

Source: Population Research Center

PRC’s population forecast growth estimate of 0.4% is applied to the Parkdale CDP population count from the US Census. Using the 0.4% AAGR, the Parkdale area is forecasted to add an estimated 30 people by the year 2045. This represents a 10% increase in the overall Parkdale CDP population over this time period.

Persons per household (PPH) data was gathered from PRC resources and 2021 5-year American Community Survey data. As shown in Table 13, PPH across Hood River County increased by 4%. PPH in rural areas increased over this time period from 2.8 to 3.0, an increase of 7%. PPH in urban areas decreased over the same time period, with decreases from 4% to 8%.

Table 13: Hood River County and Sub-areas – Persons per Household (PPH) (2010 and 2017-2021)

Area	PPH (2010)	PPH (2017-2021)	Change (2010 – 2017-2021)
Cascade Locks	2.6	2.4	-8%
Hood River City	2.4	2.3	-4%
Outside UGBs	2.8	3.0	7%
Hood River County	2.6	2.7	4%

Source: Population Research Center and 2021 5-year American Community Survey

Assuming no changes to PPH for rural areas, there would be an estimated need for an additional 16 houses to support projected growth in Parkdale and maintain a five-percent vacancy rate over the next 20 years.

Table 1: Expected Housing Units, Parkdale Unincorporated Community

Estimated (2020) Population	Forecasted 2045 Population	Projected Avg Household Size	Projected Households	Vacancy Rate	Expected Housing Units
299	331	3.0	110	5%	116

PUBLIC FACILITIES PLANNING

The State of Oregon’s rules related to unincorporated community planning require consideration of the capacity of local water, sewer, and transportation systems to meet the service needs of any new developments approved in the community or allowed under changes to the local zoning code. For example, OAR 660-022-0030(3)(e) says that county plans and land use regulations may only authorize new industrial uses that “will not exceed the capacity of water and sewer service available to the site.” Additionally, OAR 660-022-0030(8)(b) requires the zoning of lands within unincorporated communities to ensure that the cumulative development of the area “will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.”

SANITARY SYSTEMS

Sanitary services in Parkdale are provided by the Parkdale Sanitary District. The District owns and operates the Parkdale Wastewater Treatment Plant (WWTP) which manages and treats wastewater from homes, businesses, and other sources in Parkdale.

The available capacity of the WWTP was calculated in terms of level of service (Equivalent Dwelling Units, or EDUs) by a certified civil engineer. See Appendix E for more information. The level of service is based on current flow and maximum flow capacity and, using the estimated flow per EDU, calculates the available capacity in EDUs. The estimated level of service at the treatment plant is 269 EDUs. The level of service is 231 EDUs based on the most recent available data from 2015. The capacity at that time was approximately 38 EDUs. There have been six new dwellings constructed since 2015, resulting in a remaining capacity of 32 EDUs in the community.

In summary, about 32 new homes would be able to connect to the treatment plant before it reaches its permitted capacity. Any industrial or commercial development would need to be evaluated to identify the projected number of EDUs to ensure the available capacity of the WWTP is not exceeded.

Based on this information and in order to be consistent with state requirements, the County will need to ensure future development does not exceed the capacity of the treatment plant until the Parkdale Sanitary District increases its overall capacity. To this end, proposed zoning in Parkdale will require a two-acre minimum lot size, restrict opportunities for new ADUs and multi-family dwellings, and commercial and industrial development will be required to conduct a sewage capacity study prior to approval to ensure that capacity is not exceeded. The BLI analysis summarized in a previous section of this memo evaluated the remaining potential development capacity of vacant and partially vacant land in Parkdale assuming a two-acre minimum lot size requirement. The BLI analysis found that there would be an estimated potential to build 21 additional dwellings to accommodate projected future (20-year) growth, which would not exceed the available capacity of the treatment plant. Any new commercial or industrial development, including the approximate five (5) acres of vacant or partially vacant P-C1, P-M1, and P-M2 zoned land, would need to produce an

analysis of its impact on the sanitary system to ensure it would not exceed the treatment plant's capacity.

WATER SYSTEMS

The Parkdale Water Company serves both residential and commercial/industrial customers within the Parkdale community boundary. Overall, there are 172 residential customers and 29 commercial/industrial customers within the District. The largest estimated users are the school and fruit processing plant. The Parkdale unincorporated community area is a subset of the overall District.

The Parkdale Water Company is permitted to draw 1.5 cubic feet per second (CFS) from their "A" Spring, which is located at the south end of the service area, south of Baseline Drive and west of Clear Creek Road. The current estimated average flow rate is Parkdale is estimated at between 0.06 and 0.19 CFS based on average seasonal use. Assuming the population in the District grows at an AAGR of 0.4%,¹⁰ water demand is expected to be between 0.07 and 0.21 CFS. This is well below the permitted 1.5 CFS.

TRANSPORTATION SYSTEMS

The available capacity of the roads in Parkdale was calculated in terms of level of service by a certified traffic engineer. See of Appendix F for more information.

The Parkdale community is served by a network of local roads and OR 281 (Dee Highway). Local roads in Parkdale connect residences, businesses, and institutions

(Parkdale Elementary) with OR 281. OR 281 is classified as a District Highway under ODOT jurisdiction. District Highways function largely as arterial and collector roads, providing links between small, urbanized areas, rural centers and urban hubs, and also serving local access and traffic. OR 281 crosses east-west along Baseline Road and provides a regional connection between the City of Hood River and Parkdale and other rural communities in the upper and middle valleys.

An analysis of traffic impacts associated with potential development was completed as part of this project. The analysis included a review of existing conditions and land use impacts.



¹⁰ The 0.4% AAGR is based on Portland State University's Population Research Center population forecast estimate for areas in Hood River County located outside of an urban growth boundary.

The existing conditions portion of the analysis reviewed existing traffic volumes at two intersections. The analysis found the intersections meet the current operating conditions. Table 14 provides a summary of each study intersection.

Table 2: Existing (2023) Weekday PM Peak Hour Intersection Operations.

Intersection	Traffic Control	Mobility Target	Intersection Operations		
			V/C Ratio	Delay (secs)	LOS
Baseline Dr & Clear Creek Rd	Two-way Stop-controlled	v/c ≤ 0.80	0.06/0.00	7.5/10.2	A/B
Baseline Dr & Allen Rd	Two-way Stop-controlled	v/c ≤ 0.80	0.06/0.00	7.5/10.1	A/B

The land use impact portion of the analysis reviewed the potential impacts of a worst-case development scenario to understand future year traffic volumes and operating conditions for the study intersections. The worst-case scenario assumed full build-out development on 7,500 square foot lots. Future intersection operations under the worst-case development scenario would continue to meet ODOT intersection operation requirements, indicating Parkdale has adequate transportation facilities to support growth. Table 15 provides a summary of each intersection.

Table 3: Future (2043) Weekday PM Peak Hour Intersection Operations

Intersection	Traffic Control	Mobility Target	2043 Background			2043 Build		
			V/C Ratio	Delay (secs)	LOS	V/C Ratio	Delay (secs)	LOS
Baseline Dr & Clear Creek Rd	Two-way Stop-controlled	v/c ≤ 0.80	0.06/0.00	7.5/10.2	A/B	0.27/0.01	8.1/22.6	A/C
Baseline Dr & Allen Rd	Two-way Stop-controlled	v/c ≤ 0.80	0.06/0.00	7.5/10.1	A/B	0.21/0.00	8.1/16.8	A/C

Additional local roads may need to be constructed to serve future development. Road standards for Parkdale are specified in the County’s zoning ordinance. Street design standards in the zoning ordinance require all new streets built in Parkdale to provide right-of-way widths between 30 and 70 feet, with varying road surface widths depending on the type and amount of development proposed. The street design standards ensure streets built to serve future development will provide adequate access and mobility for the community.

Columbia Area Transit (CAT) provides public transit service within Hood River County. Service for Parkdale is provided as part of CAT’s Upper Valley route, which provides service between Hood River and the communities of Odell and Parkdale. CAT provides five round trips during weekdays with a stop located at Mclsaac’s Store. Deviations up to a ¼ mile are available with advance notice to transport people closer to their destinations. At

the time of preparation of this Plan, CAT was in the process of updating its Transit Master Plan and identifying potential ways to improve service throughout the transit service area, including to and within Parkdale.

EMERGENCY SERVICES

Emergency services are provided by the Parkdale Rural Fire Protection District and the Hood River County Sheriff's Department. The Parkdale Rural Fire Protection District is responsible for ensuring the safety and well-being of the community by responding to emergencies, including fires, medical incidents, and other public safety concerns.



In tandem, the Hood River County Sheriff's Department serves as the primary law enforcement agency in the Parkdale community. Their responsibilities encompass maintaining public safety, enforcing local laws, responding to emergencies, and engaging in community policing efforts to foster a secure environment for residents.

Both organizations work collaboratively to ensure the Parkdale community receives comprehensive emergency response and public safety services. Both organizations are expected to have the capacity to continue serving the area, including any potential growth.