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## CHAPTER I. BACKGROUND

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### A. LOCATION AND COMMUNITY DESCRIPTION

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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 accessed from State Highway 35 via the Hood River Highway (State Highway 281).

The local economy in Parkdale is primarily based in agriculture, including fruit growing on surrounding farmlands and one (Diamond) fruit packing plant. The community also is home to a number of businesses including a brew pub, general merchandise store, gas station, antique store, market and other commercial and industrial enterprises. The Mt. Hood Railroad terminates in Parkdale adjacent to the Hutson Museum. Other community facilities include the Parkdale Community Center, post office and Parkdale Elementary School. Parkdale is served by the Parkdale Water Company and Parkdale Sewer District. The community enjoys beautiful views of Mt. Hood to the southwest. Most of Parkdale's residents live there year-round, though the community also includes a number of vacation homes.

The 2000 US Census identified a population of 226 people in the Parkdale Census Defined Place (CDP). Of this population 62, or 23% of the total, were identified as "Hispanic or Latino." There were 92 housing units within the Parkdale CDP, with a vacancy rate of 4.3%.

Oregon Administrative Rules(OAR 660-022-0020) identify the following requirements for lands that may be included within an unincorporated community boundary.

- "3) Only land meeting the following criteria may be included within an unincorporated community boundary:
- (a) Land which has been acknowledged as a Goal 3 or 4 exception area and historically considered to be part of the community provided the land only includes existing, contiguous concentrations of:
    - (A) Commercial, industrial, or public uses; and/or
    - (B) Dwelling units and associated residential lots at a greater density than exception lands outside rural communities.
  - (b) Land planned and zoned for farm or forest use provided such land meets the criteria in section (4) of this rule.
- (4) Community boundaries may include land that is designated for farm or forest use pursuant to Goals 3 and 4 if all the following criteria are met:
- (a) The land is contiguous to Goal 3 or 4 exception lands included in the community boundary;
  - (b) The land was occupied on the date of this division (October 28, 1994) by one or more of the following uses considered to be part of the community: Church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility;
  - (c) Only the portion of the lot or parcel that is occupied by the use(s) in subsection (b) of this section is included within the boundary; and
  - (d) The land remains planned and zoned under Goals 3 or 4.

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- (5) Site specific unincorporated community boundaries that are shown on an acknowledged plan map on October 28, 1994, are deemed to comply with subsections (2) and (3) of this rule unless the boundary includes land designated for farm or forest use that does not meet the criteria in section (4) of this rule.
- (6) Communities which meet the definitions in both OAR 660-022-0010(6) and (9) shall be classified and planned as either resort communities or urban unincorporated communities.”

In Parkdale, these requirements translate into contiguous areas zoned for commercial, industrial and residential use (i.e., exception areas). Most of the residential land within the community boundary is within a long narrow strip of properties which flank Clear Creek Road, south of Baseline Drive. Additional residential land is found in the northeast corner of the community, north of Baseline Drive and east of Cooper Spur Road. Commercial properties are located on either side of Baseline Drive both east and west of Clear Creek Road. Land zoned for industrial use is located northwest of the intersection of Clear Creek Road and Baseline (Diamond fruit packing plant) and north of the commercial properties along the north side of Baseline, east of Clear Creek. Most of this area is within both the Parkdale Water Company District and all of it is within the Parkdale Sewer District, each of which are somewhat larger than the unincorporated community. Some properties in the southernmost portion of the community are within the Crystal Springs Water District but are served by the Parkdale Water District through a cooperative agreement between the two districts. The proposed boundary does not necessarily include specific parcels requested for inclusion by individual property owners during public meetings or as part of other public comments provided to the County.

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## **B. PROJECT HISTORY**

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In December 1994, the State of Oregon’s Land Conservation Development Commission (LCDC) adopted Oregon Administrative Rule (OAR) Chapter 660, Division 22, or the Unincorporated Communities Rule (“the UCR”). The UCR provides a framework for counties to use in identifying and designating unincorporated communities outside established Urban Growth Boundaries, and establishes planning rules for unincorporated communities pertaining to development standards, allowed land uses and public facilities.

Hood River County initiated a project in August 2002 to plan for the rural communities of Odell and Parkdale in accordance with the UCR. The project is partially funded by the State’s Department of Land Conservation and Development (DLCD) as part of a periodic review grant. The County’s periodic review process has been ongoing since 1995.

The County selected a consultant team led by Cogan Owens Cogan, LLC, to lead the unincorporated communities planning efforts for the communities of Odell and Parkdale. The consultant team was chosen through a competitive process, and began work in August 2002.

The consultant team had the primary responsibility for reviewing and evaluating information on existing land uses and public facilities, drafting community questionnaires for Odell and Parkdale, preparing draft zoning ordinance amendments and accompanying maps, and updating the commercial and industrial land inventories. The consultant team’s responsibilities related to the public involvement process included drafting meeting agendas and informational materials, facilitating community meetings, preparing summaries of the meeting results, and assisting County staff in responding to inquiries from residents and property owners.

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County staff was responsible for providing existing land use and public facility information to the consultants, distributing the community questionnaires, identifying venues for public meetings, notifying residents and property owners about the public meetings and proposed zoning changes, providing assistance at the public meetings, and responding to inquiries from residents and property owners.

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## C. PLAN PROCESS

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Work on this project began in August, 2002. The County and its consultants engaged in the following activities between the project start date and March, 2003, leading to the development of draft Community Plans for Odell and Parkdale.

- ◆ Identified preliminary community boundary options based upon UCR rules, discussion with county staff, and public comment.
- ◆ Obtained and analyzed planning data related to existing land uses (including building sizes), access to and capacity of public services, parcel size and location, current plan and zone designations, and development constraints.
- ◆ Updated information for the existing commercial and industrial land inventory database to include information about sizes of selected commercial and industrial uses in Odell and Parkdale.
- ◆ Reviewed existing zoning designations within the proposed community boundaries and compared these to the requirements from the UCR.
- ◆ Prepared commercial, industrial, and light industrial zoning designations that would comply with the goal and rule requirements without differing substantially from the existing plan and zoning ordinances or representing changes in existing land use patterns.
- ◆ Analyzed current development and anticipated future buildout as compared to available and planned public facilities capacity. Identified public facility improvements planned or needed to serve anticipated buildout, cost of said improvements, and anticipated sources of needed funding.
- ◆ Established limitations to ensure that development will not take place within the designated community boundaries until the necessary public improvements have been made to serve those developments (necessary in Odell only).

In addition to the above activities, the County and its consultants engaged in an extensive public process to involve residents and landowners in Odell and Parkdale in the unincorporated communities planning effort. This process included three public meetings in Odell, two in Parkdale, and one Spanish language meeting in Hood River.

The first meeting took place on October 7, 2002, in the Community Room at the Hood River County Fairgrounds in Odell. The purpose of this meeting was to provide residents of Odell and Parkdale with an overview of the project background and purpose, describe the process of research and public input that would go into the project, and solicit comments and answer questions from property owners and residents. This meeting was attended by about 55 people.

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A second set of meetings was held on November 12 in Parkdale and November 14 in Odell. These meetings were attended by about 40 and 50 people, respectively. At these meetings, the County's consultants presented an overview of the project and presented preliminary community boundaries and land use and planning options. The consultants then solicited and responded to questions and comments from meeting participants. The results were considered and incorporated in the planning process.

Community surveys were compiled and distributed by the County in February, 2003. The surveys asked residents of Odell and Parkdale their opinions on community character (preference for more urban versus more rural development) and the types of residential zoning densities and commercial land use and zoning that they would like to see in their communities. The surveys also allowed respondents to write in any additional comments or suggestions that they had about the project. The results of the community survey are available in Appendix B.

A third set of public meetings took place on February 24, 2003 in Parkdale and March 3, 2003 in Odell. These meetings were attended by about 30 and 20 people, respectively. In these meetings the consultants presented the results of the community surveys and discussed the draft Community Plans, changes to zoning ordinances, and public facility requirements. Public input was received and considered in the creation of the final community plans and zoning ordinances.

An additional meeting was held on March 23, 2003 with members of the Latino community from Odell and Parkdale. This meeting was similar in format to the final set of public meetings in the two communities, and was conducted with the assistance of a Spanish interpreter. This meeting was attended by three people.

Summaries of the meeting conducted for both Odell and Parkdale (first meeting), those conducted for Parkdale only, and the meeting for the Latino community, as well other written comments related to Parkdale are included in Appendix D. Future land use decisions will be reviewed and approved by the Planning Director and/or Planning Commission through a public process. Citizens and property owners in Parkdale will be notified of such decision-making processes and have opportunities to comment through public hearings and other processes.

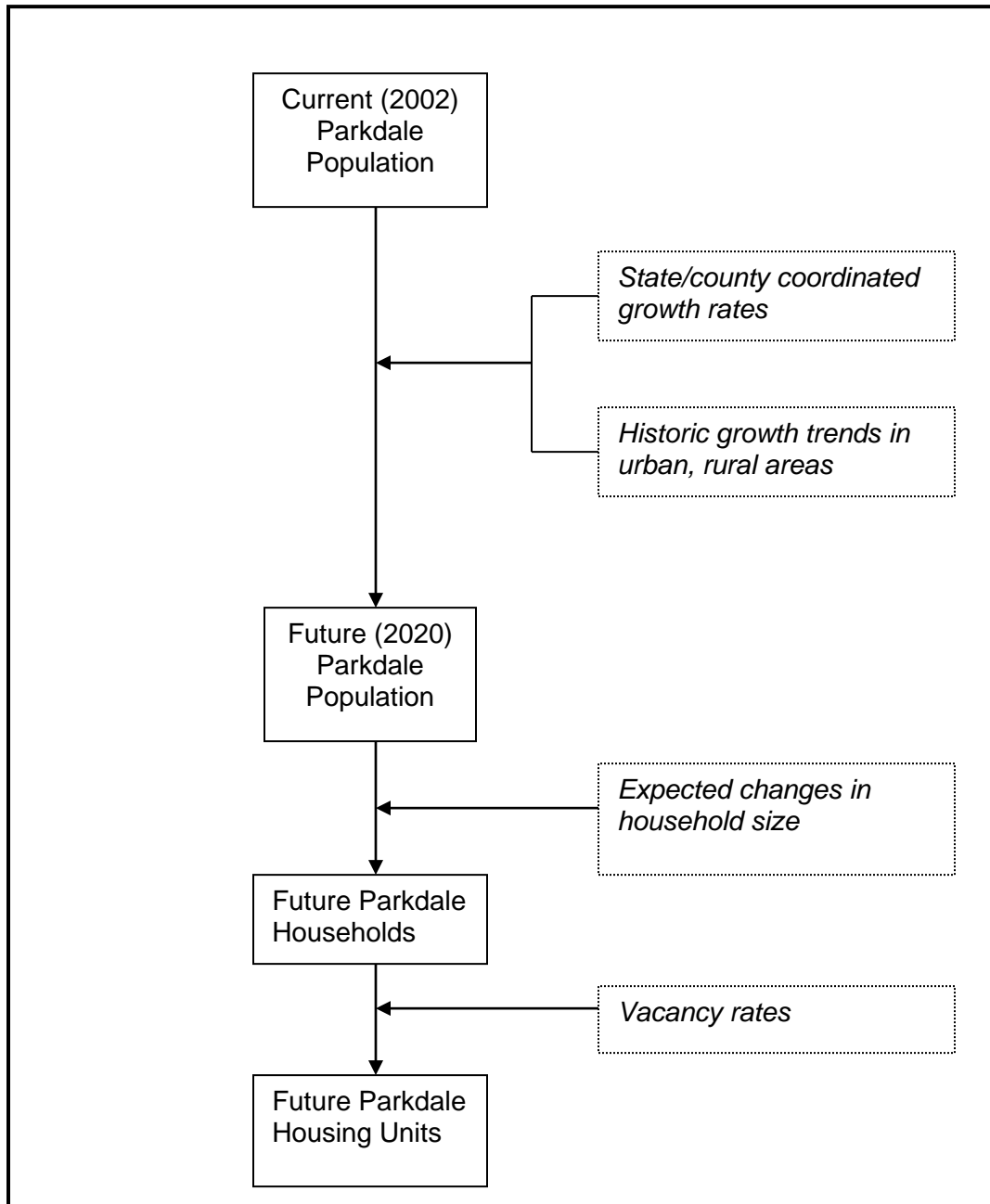
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## **D. POPULATION AND GROWTH FORECASTS**

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Population estimates and future forecasts have been developed for this plan to help identify likely future growth and development patterns. Populations forecasts prepared for this project are based on projected growth rates for the county prepared by the Oregon Office of Economic Analysis (OEA), and coordinated among the county, its cities and unincorporated communities by Hood River County and the cities of Hood River and Cascade Locks. Projections for the Parkdale area are based on these coordinated county projections, as well as local historic growth rates and current population estimates based on US Census and tax assessor data. Factors that will affect the future population growth rate in Hood River County include employment opportunities, available land area for development, and community efforts to manage growth. **Figure 1** summarizes the forecasting methodology, which is described in detail in this section.

**Figure 1  
Population Projection Methodology**



The 2000 US Census provides statistical information for the Parkdale “Census County Division” (CCD) and “Census Defined Place” (CDP). The boundaries of the Parkdale CDP are fairly similar to the boundaries of the unincorporated community, though the CDP includes some additional land to the east and west of the unincorporated community boundaries. An illustration of the CDP boundary is shown in **Figure 2**. The 266 people in the Parkdale CDP represent 35% of the population of the surrounding Parkdale CCD. Statistics for the Parkdale

CDP provide the most accurate analysis of existing conditions within the Parkdale community boundary. However, 1990 Census figures are not available for the Parkdale CDP, meaning that historical trends cannot be used to directly estimate population and housing projections for this area. Therefore, these projections are made using figures from the 1990 and 2000 Censuses for the Parkdale CCD. For the purposes of these projections, it is assumed that trends in population and housing growth for the Parkdale CCD are similar to trends within the community boundary.

**FIGURE 2  
PARKDALE CENSUS DEFINED PLACE (CDP)**



**Base Case (2000) Population**

Historic and current population estimates were derived from the U.S. Census. **Table 1** presents historic and current population levels for the Parkdale CCD as compared with the other CCDs in Hood River County. The 2000 census population for Hood River County is 20,411.

In 2000, there were 266 people in the Parkdale CDP, living in 88 households. Based on tax assessor records, there are approximately 120 housing units within the proposed rural unincorporated community boundary of Parkdale. This represents about 18% of all housing units in the Parkdale CCD. Assuming a 9% vacancy rate and average of 2.98 persons per household in this area, consistent with the entire CCD, this equates to about 109 households and 325 people living within the proposed boundary in the year 2002.

**TABLE 1  
HISTORIC POPULATION GROWTH TRENDS**

Census County Division	1990 Population	2000 Population	Percentage of Total 2000 County Population	Growth Rate (AAGR <sup>1</sup> ) (1990-2000)
Parkdale division	1,687	1,966	9.6%	1.5%
Odell division	4,381	5,222	25.6%	1.8%
Cascade Locks division	951	1,128	5.5%	1.7%
Dee division	917	1,024	5.0%	1.1%
Hood River division	8,947	11,071	54.2%	2.2%
<b>Total</b>	<b>16,903</b>	<b>20,411</b>	<b>100.0%</b>	<b>1.9%</b>

1. Average Annual Growth Rate (compounded)

Source: U.S. Census Bureau (County historic data)

### Projected (2020) Population

As part of another County planning project to update Hood River County's Transportation System Plan, population projections for the Parkdale CCD were estimated based on historical trends, consultation with the Hood River County planning department, and growth rates prepared by the Oregon Office of Economic Analysis (OEA). Countywide growth rates are based on OEA projections, as required by state laws and administrative rules.

According to the growth rates projected by the state, the population in Hood River County is projected to grow at an average of approximately 1.2 percent per year over the next 20 years. This is somewhat lower than the growth rate experienced during the last ten years, which averaged about 1.9% per year. Under these assumptions, the county would have a population of 25,888 in 2020.

In estimating how much growth will occur in the Parkdale CCD, it is assumed that urban areas will absorb a larger share of the County's anticipated growth than rural areas. This is consistent with past and current local, state, and national trends. Currently, approximately 40 percent of the county's population lives in rural areas outside the Hood River and Cascade Locks CCDs. This portion of the county's population residing in rural areas is projected to decline slightly as the county develops vacant land on the urban fringe. The Hood River CCD is expected to have the highest percentage of growth. None of the CCDs were assumed to decline in population over the next 20 years. Based on these assumptions and a continuation of trends during the past 10 years when Parkdale grew more slowly than the County as a whole, Parkdale is expected to grow at just under one percent per year (0.8% annual growth rate).

The average number of people in each house in Parkdale also is expected to change over the next 20 years. US Census figures indicate that the average household size in Parkdale increased from 2.69 persons in 1990 to 2.98 persons in 2000, while the average household size in the State of Oregon increased only slightly (from 2.51 to 2.52). If the average household size within the Parkdale CCD were projected to increase over the next 20 years at the same rate that it had increased from 1990-2000, the result would be an average of 3.56 persons per household in the year 2020.

At the same time, the Department of Land Conservation and Development predicts, in its *HB 2709 Buildable Lands Handbook*, that average household sizes will decrease over the next 20 years throughout Oregon, due in large part to the aging of the "baby boomer" generation and a decreasing birth rate. This trend may be balanced out in Hood River County and other portions



of the state that have an increasing percentage of residents of Hispanic or Latino origin. The Hispanic/ Latino population rose from 23% of the Parkdale CCD in 1990 to 33% in 2000, and the average household size for Hispanic/ Latino households in the Parkdale CCD was 4.36 persons in 2000. The Hispanic/ Latino population in Parkdale is expected to continue to grow over the next 20 years, although at a slower rate than from 1990 to 2000.

After considering all of these factors, the average household size in the Parkdale CCD, and the other CCD's in the County, is expected to grow over the next 20 years at about one half the rate that it increased from 1990 to 2000. As a result, the average household size in Parkdale is expected to increase to 3.27 persons per household in 2020.

The above trends in population growth, household size and vacancy rates were used to estimate the future population and number of households in the Parkdale unincorporated community. Based on an average annual growth rate of 0.8%, the population there is expected to increase from 328 in 2002 to 386 in 2020. With an average household size of 3.27 persons, there would be a projected 118 households in the unincorporated community in 2020. Assuming a vacancy rate of 9% (same as year 2000 vacancy rate), there are expected to be 129 housing units in the Parkdale unincorporated community in 2020 (see **Table 2**).

This would represent development of only nine (9) additional housing units over the next 20 years. This is well below the potential build-out capacity for new development within the boundary based on proposed zoning and the supply of vacant and redevelopable land. Alternatively, if there were no change in household size and the same projected growth rates during the next 20 years, there would be an increase of 22 housing units. These projections do not assume a significant increase in the percentage of vacation homes in Parkdale or an increase in employment in the surrounding area which could generate more significant increases in population and housing development.

**TABLE 2  
EXPECTED HOUSING UNITS, PARKDALE UNINCORPORATED COMMUNITY**

<b>Estimated Current (2000) Population</b>	<b>Projected 2020 Population</b>	<b>Projected Average Household Size</b>	<b>Projected Number Households</b>	<b>Vacancy Rate (2000)</b>	<b>Expected Housing Units</b>
328	386	3.27	118	9%	129

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## CHAPTER II. LAND USE PLANNING

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### A. EXISTING LAND USE AND ZONING

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As described in Chapter I, the Parkdale community includes a mix of land used and zoned for residential, commercial and industrial land, as well as several community facilities. All land currently zoned for residential use in Parkdale is zoned R1-7,500, which allows for single family residential development on lots of at least 7,500 square feet in size. Most existing residential lots are significantly larger than 7,500 square feet. The average existing residential lot size in Parkdale is about 0.7 acres or 30,000 square feet. There are approximately 23 vacant residential lots, 12 of which are larger than 7,500 square feet. There are another 125 non-vacant residential lots. About 44 of the non-vacant lots could accommodate additional development, assuming one-half of an acre (14,000 square feet) were reserved for the existing home on each.

There are 26 properties zoned for commercial use, located on both sides of Baseline drive. About half of these properties are vacant. Several also are occupied by residential uses. Most of the vacant commercial properties could accommodate only one business, though two larger vacant commercial properties located behind the commercial properties along the south side of Baseline Drive could accommodate several new businesses. Most commercial businesses are relatively small though some are as large as 10,000 square feet in floor area (e.g., McIsaacs General Store). As noted below, six additional properties are proposed to be rezoned from industrial to commercial use as part of adoption of this Plan.

There are 48 properties zoned for industrial use in Parkdale. Most of these are fairly small, with a total of 26 acres of industrially zoned land. Very few are vacant with less than two acres of total vacant industrial land in Parkdale. The Diamond Fruit growers packing plant is located on the largest occupied industrial parcel within the community. Six of these properties totaling approximately 0.89 acres are proposed to be rezoned from industrial to commercial use in part due to property owner comments and requests (see page 12).

### B. ADMINISTRATIVE RULE REQUIREMENTS (OAR 660-022-0030)

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The need to adopt land use and zoning measures specific to unincorporated communities is explained in OAR 660-022-0030(1):

- (1) For rural communities, resort communities and urban unincorporated communities, counties shall adopt individual plan and zone designations reflecting the projected use for each property (e.g., residential, commercial, industrial, public) for all land in each community. Changes in plan or zone designation shall follow the requirements to the applicable post-acknowledgment provisions of ORS 197.610 through 197.625.

The purpose of the zoning laws for unincorporated communities is best described in OAR 660-022-0030(8):

- (8) Zoning applied to lands within unincorporated communities shall ensure that the cumulative development:

- (A) Will not result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations; and
- (B) Will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.

To accomplish these objectives, the rule sets restrictions on the type of commercial uses that counties may allow in unincorporated communities. Counties may authorize any residential use or density in unincorporated communities, subject to the further requirements of the rule.

The Unincorporated Communities Rule allows new commercial uses that are:

- Authorized under Goals 3 (Agricultural Lands) and 4 (Forest Lands);
- “Small-scale, low impact;” or
- Intended to serve the community and surrounding rural area or the travel needs of people passing through the area.

In rural unincorporated communities, a commercial use is considered “small-scale, low impact” if it takes place “in a building or buildings not exceeding 4,000 square feet of floor space” (OAR 660-022-0030(10)).

Additionally, hotels and motels of up to 35 units may be authorized in Parkdale and other unincorporated communities that are at least 10 miles from any urban growth boundary bordering Interstate Highway 5, but only if they are served by a community sewer system.

## **C. CHANGES TO ZONING AND DEVELOPMENT REQUIREMENTS**

Hood River County’s existing commercial zoning ordinances do not satisfy all of the zoning and development requirements for unincorporated communities found in OAR 660-022. To comply with these requirements the County and its consultants have created new commercial, industrial and light industrial zones specifically for use in unincorporated communities. Separate zones have been created for urban unincorporated communities and rural unincorporated communities to account for the differences in the applicable state regulations.

The existing Commercial (C-1) zone also lacked the limitations on types of use within unincorporated communities required by state rules. The new Parkdale Unincorporated Community Commercial Zone (P-C1) is based upon the existing C-1 zone, but includes the following modifications to be consistent with requirements for urban unincorporated communities:

- ◆ Uses permitted under the C-1 zone, other than signs and billboards, are allowed in the P-C1 zone.
- ◆ Building expansions are allowed to a maximum size of 4,000 sq. ft. Expansions to greater sizes are allowed as conditional uses, based upon findings that the use will serve the

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community and the surrounding area or the travel needs of people passing through the area.

- ◆ New buildings are allowed with no maximum size limitation for the following uses: Single family, two family, or multi-family dwellings; a mobile home (under certain conditions); motels and hotels of up to 35 units if served by a community sewer system; service and retail uses serving the farm and forest industries; airports; health services; funeral services; cemeteries and similar uses; churches; community club buildings; public buildings such as for parks or fire stations; and schools.
- ◆ New buildings are allowed to a maximum size of 4,000 sq. ft. for all other retail trade establishments and commercial and professional service establishments.
- ◆ New or expanded buildings are allowed to a maximum size of 8,000 sq. ft. for the following uses: general merchandise stores; automobile repair and services; and second hand stores. One-time expansions of up to 20% for existing uses also will be allowed, even if they exceed the 8,000 sq. ft. limit.

The uses that have a proposed maximum size of 8,000 sq. ft. are those that are considered to be intended to serve the community and surrounding rural area or the travel needs of people passing through the area. All of these types of commercial businesses typically are intended and sometimes needed to serve the needs of residents of local communities and surrounding rural areas. Most people would not be expected to and generally do not drive more than five miles to obtain the types of services provided by these establishments unless there are no closer viable alternative providing the same types of services. Parkdale is approximately 15 miles from the urban growth boundary of Hood River. All of these services are provided by similar establishments within the urban growth boundary of Hood River for that city's residents, and it is unlikely that Hood River residents would travel to Parkdale to obtain the same services.

In addition, several of these types of establishments typically require more than 4,000 square feet of floor area, including automobile repair and services (particularly if vehicles are stored indoors overnight) and general merchandise. There are existing uses in Parkdale in these categories that exceed the size limits of "small-scale, low impact uses," including McIsaac's General Store (general merchandise establishment of approximately 11,000 sq. ft.).

While Parkdale is a small rural, unincorporated community, a significant number of people travel through it on their way to destinations on Mt. Hood and as part of excursions on the Mt. Hood Railroad which terminates in Parkdale. As a result, it is appropriate to allow for larger uses that would accommodate these visitors, such as general merchandise stores, second-hand shops and health services. It also is appropriate to allow for expansion of existing uses within reasonable limits. Therefore, one-time floor-area expansions of up to 20% are proposed to be allowed, even if they result in a size larger than 8,000 square feet.

The County and its consultants have also proposed changes to the Hood River County Zoning Code and Policy Document to implement the minimum lot size requirements of OAR 660-004-0040, Application of Goal 14 (Urbanization) to Rural Residential Areas. These changes are applicable County-wide, rather than just in designated Unincorporated Communities.

The proposed Zoning Code amendments implement a two-acre minimum lot size for all new lots in residential areas of the County that are not within a UGB or a designated unincorporated community, as called for in OAR 660-004-0040. These amendments are included in the

following sections of the Zoning Code: Article 15 – Rural Residential; Article 16 – Mobile Homes; and Article 41 – Planned Unit Development (PUD). The County has also proposed an amendment to Section IV.A. of the Comprehensive Plan and a new Strategy under the Goal 10 – Housing section of the Policy Document, both of which implement the minimum lot size requirement as described above.

In addition, the County has recently adopted “shadow platting” amendments to the Subdivision Ordinance, under Chapter 4 – Major Partitions, as part of the process of updating its Transportation System Plan (TSP) and associated ordinance amendments. These amendments require applicants for major partitions to allow for the future development of all other parcels that could be created through further partitions of the original property as allowed under the existing zoning. In addition to the existing preliminary plat requirements for a major partition, these amendments require the applicant to draw a plan for the property as it would look if partitioned to the fullest extent allowed under the existing zoning. This plan would indicate all future lot patterns, utility line locations and easements, and would include a Future Street Plan illustrating how proposed future roadways on the property would align with existing and planned roadways adjacent to the property, including those identified on previously recorded tentative plans or Future Street Plans. The applicant would also have to identify how proposed utilities align with existing or planned public utilities on adjacent properties.

In addition to these changes to zoning ordinance provisions, several small parcels are proposed to be rezoned from industrial to commercial use. All of these parcels are less than 0.25 acres in size, total less than one acre and have limited suitability for future industrial use. All currently are used for residential or commercial use. Given the size, existing use and preferences of individual property owners, it is appropriate and reasonable to rezone these properties.

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## CHAPTER III. PUBLIC FACILITIES PLANNING

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The State of Oregon's rules related to unincorporated community planning (Goal 14 and OAR 660-022) require a 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."

Furthermore, rural unincorporated communities are required to adopt public facility plans meeting the requirements of OAR 660-011, and include these in their community plans, if they meet one of the following criteria from OAR 660-022-0050(1):

- (a) Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or
- (b) The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or
- (c) The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or
- (d) Land in the community has been declared a health hazard, or has a history of failing septic systems or wells, or a community sewage or water system is projected to be needed by the next periodic review.

A public facilities analysis was conducted to determine the capacity of the local water, sanitary sewer, and transportation systems to meet future demand increases that may arise from the designation of Parkdale as a rural unincorporated community. This analysis concluded that all systems will be able to accommodate projected growth within the proposed boundaries of the Parkdale rural unincorporated community. In addition, the community does not rely on groundwater, nor does it have land that has been declared a health hazard or a history of failing septic systems or wells. The community sewage and water systems are already in place. Therefore, a full Community Public Facility Plan is not required for Parkdale at this time.

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### A. EXISTING PUBLIC FACILITY CONDITIONS

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The Parkdale Water Company has a permit to draw approximately 675 gallons of water per minute, or 972,000 gallons per day. The peak usage within the service area is now around 350 gallons per minute, with a summer average of 175 gallons. The average usage is lower in winter. Water use in Parkdale may go down as the local Diamond Fruit Company packing house, which once accounted for nearly 2/3 of the District's total water use, continues to institute water conservation measures. These measures have reduced Diamond's share of

local water use to about 50% in just a few years. Parkdale Water has installed meters on about half of its hookups, and is in the process of metering the remaining half. They are also drafting a master plan, which includes plans to construct a reservoir that will provide for water storage and detention and allow more time for water chlorination.

The Parkdale Sanitary District is currently using about 52,000 gallons per day, or 52% of its 100,000 gallon capacity. The District includes a total of 228 residential and commercial hookups, and serves a population of about 425 residents. The Oregon Department of Environmental Quality uses an estimate of 65 gallons per person for the construction of new sewage treatment plants. Using this figure, the District’s existing capacity could serve 738 additional residents if there was no increase in commercial or industrial consumption. DEQ also sometimes uses an estimate of 225 gallons per household, which means that Parkdale Sanitary could serve 213 new households with its current excess capacity. The District does not have a master plan.

Major roads within Parkdale include Bassler Drive, Allen Road, Base Line Drive, Clear Creek Road, Van Nuys Drive, Woodworth Drive, Cooper Spur Road, and Hood River Highway (Highway 281). Assumptions about current and future projected conditions in Parkdale are based on a planning-level analysis conducted by David Evans and Associates, Inc., as part of the process of updating the Hood River County Transportation System Plan (TSP). The TSP update was conducted concurrently with preparation of this community plan. For the community plan, DEA conducted additional planning-level analysis to assess traffic impacts on the major roads that would be expected to result from projected buildout conditions in Parkdale. The Hood River County Transportation System Plan (TSP) identifies Baseline Drive, Cooper Spur Road and Clear Creek Road as being in “very good” condition. County Public Works staff describes Culbertson Road as being in “good” condition.

Assumptions about current and future projected conditions in Parkdale are based on analysis conducted by David Evans and Associates, Inc., as part of the process of updating the Hood River County TSP, which was conducted concurrently with preparation of this community plan. Currently, all major roads in Parkdale are operating at acceptable levels of service. Current (2002) and projected future (2020) traffic data for selected major road sections in and near Parkdale is described in **Table 3**.

**TABLE 3  
TRAFFIC DATA FOR MAJOR ROAD SECTIONS**

<b>Roadway Section</b>	<b>2002 ADT</b>	<b>2020 ADT</b>	<b>Average Annual Linear Growth Rate 2002-2020</b>	<b>Total Growth 2002-2020</b>
Clear Creek Road (1)	1335	1620	1.20	21.6
Clear Creek Road (2)	940	1140	1.20	21.6
Clear Creek Road (3)	235	285	1.20	21.6
Clear Creek Road (4)	185	225	1.20	21.6
Cooper Spur Road (1)	770	935	1.20	21.6
Cooper Spur Road (2)	935	1135	1.20	21.6
Cooper Spur Road (2)	155	190	1.20	21.6
Cooper Spur Road (4)	120	140	1.20	21.6

ADT = Average Daily Traffic

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**B. CAPACITY TO SERVE ANTICIPATED GROWTH**

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This plan estimates that Parkdale will have an additional nine homes within its unincorporated community boundary by the year 2020, based on population projections developed for this and other studies in Hood River County.

At the same time, the land within the boundary with the potential for future development could accommodate more dwellings and businesses.

There are approximately 23 vacant residential parcels of land in Parkdale with the potential for up to 108 new housing units based on current zoning. In addition, another 44 properties have the potential for additional development based on their size and current zoning requirements (i.e., allowable lot sizes). The properties could accommodate another 90 housing units, assuming one-third of an acre (14,000 square feet) were reserved for the existing home on each. If all land within the boundary were developed to its current planned density, approximately 198 additional housing units and 12 - 15 new businesses could be developed. This assumes no change in current zoning designations. It also assumes that a certain percentage of each vacant or underdeveloped lot would be needed for roads and utilities, and that a certain percentage of land would not be developed due to sizes and shapes of specific properties, access limitation and other factors.

Development of all land within the unincorporated community to its current zoning would result in a total of about 342 homes and 35 - 45 total businesses within the boundary. Assumptions about development are described in more detail in Appendix D.

Parkdale Water Company currently has a permitted capacity of 675 gallons and a normal peak usage of 350 gallons. This results in an excess capacity of 325 gallons above peak usage, meaning that the system could accommodate a growth in demand of up to 93%. Similarly, the excess capacity for the Parkdale Sanitary District should be able to serve an additional 213 households, well above anticipated population growth in the community and slightly higher than the expected residential buildout.

In addition to the analyses conducted for the TSP, DEA conducted a supplementary analysis on the effects of additional development along the roads listed in Table 3-4. Their analysis assumes an increase in traffic of 2,050 weekday vehicle trip ends (calculated based on 210 build-out dwelling units) primarily along Clear Creek Road. The traffic analysis was confined to an assessment of the capacity of existing roads to handle future traffic. Analysis of specific intersections in Parkdale was beyond the scope and resources available for this project.

Generally, capacity improvements are not warranted along rural roadway sections until Average Daily Traffic (ADT) volumes reach/exceed 10,000 vehicles/day. The supplementary analysis on the effects of additional development indicated that Clear Creek Road would be well below the 10,000 ADT volume criteria, even if build-out development was primarily directed onto only one of the sections.

Highway 281 is expected to operate at Level-of-Service (LOS) of C or better and with a Volume to Capacity (v/c) 0.37, This v/c ratio is well below the Oregon Department of Transportation (ODOT) criteria of maximum v/c ratio of 0.80 for a district highway in an unincorporated community.



The supplemental analysis resulted in 2,050 weekday trips, which are approximately 200 peak hour trips. Comparing the peak hour trips generated from the supplemental analysis to those generated by the Cooper Spur Development (195 peak hour trips), they are approximately equal. The TSP analysis for the Cooper Spur Development did not assume any trips traveling north via Clear Creek Road, similarly, the supplemental analysis of Clear Creek Road did not assume any trips traveling north via Cooper Spur Road.

Additional local roads may need to be constructed to serve future development. Road standards for Parkdale are specified in the County's subdivision ordinance. As part of the TSP update process, ordinance provisions related to streets have been updated to require application of urban road design standards to any future urban level development in Parkdale. Urban level development has been defined as a subdivision or major partition potentially resulting in creation of 10 or more lots with an average lot size of 10,000 square feet or less. Rural road standards will be applied in non-urban or rural development within Parkdale.

In addition, pedestrian improvements (i.e., sidewalks) may be needed along Clear Creek Road if Parkdale is developed to its maximum potential. Virtually all of the residential properties with the potential for additional development within Parkdale are adjacent to or within approximately 400 feet of Clear Creek Road.

The increase in demand for transportation, sewer and water services that would result from the population increase anticipated under this Parkdale Community Plan does not exceed the existing capacity for these systems as described above. As the anticipated level of development can be accommodated by existing public facilities, no Community Public Facility Plan is required for Parkdale at this time.

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## **APPENDIX A. RURAL UNINCORPORATED COMMUNITY ZONES**

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This Appendix includes the following new or updated zoning ordinance provisions:

- Article 25. Parkdale Unincorporated Community Commercial Zone (P-C1)
- Article 30. Parkdale Unincorporated Community Light Industrial Zone (P-M2)
- Article 28. Parkdale Unincorporated Community Industrial Zone (P-M1)
- Article 51. Off-Street Parking and Loading

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**ARTICLE 25 – PARKDALE UNINCORPORATED COMMUNITY COMMERCIAL  
ZONE (P-C1)**  
(Effective \_\_\_\_)

**Section 25.05 – Purpose and Intent**

This section is adopted to implement the policies of the Comprehensive Plan for rural unincorporated communities. These provisions accommodate local shopping needs, recognize and protect the historic character of rural centers and rural communities while preserving and protecting the agricultural or forestry character of the surrounding areas.

**Section 25.10 - Uses Permitted Outright**

In a P-C1 zone, the following uses and their accessory uses are permitted outright:

- A. Retail trade establishment.
- B. Commercial and professional service establishments unless otherwise listed.
- C. Single family, two family, or multi-family dwellings.
- D. A mobile home for agricultural purposes, security personnel, and as a temporary use while constructing a dwelling for a period not exceeding two years. Applicable provisions in Article 16 shall apply.
- E. Motels and hotels, up to 35 units, if served by a community sewer system.
- F. Service and retail uses serving the farm and forest industries, including but not limited to feed stores, logging equipment sales and service, and farm implement dealers, unless otherwise listed.
- G. Airport
- H. Cemetery including mausoleum, crematorium, columbarium
- I. Church
- J. Community club building
- K. Public building or use such as a park or fire station
- L. School – nursery, primary, elementary, high
- M. Home occupation
- N. Health services
- O. Funeral service and crematories

- P. Eating and drinking places
- Q. General merchandise
- R. Grocery Stores
- S. Automobile repair and services
- T. Second hand stores

### **Section 25.20 - Conditional Uses Permitted**

In the P-C1 Zone, the following uses and their accessory uses are permitted when authorized in accordance with the requirements of Article 60:

- A. Animal hospital.
- B. Trailer park. Mobile home parks shall comply with applicable provisions in Article 16.
- C. Mobile homes for a dependent relative (temporary use) shall comply with provisions in Article 16, Section 16.25.

### **Section 25.30 - Limitations on Use**

In a P-C1 zone, the following conditions shall apply:

- A. All business, service, repair, processing, storage, and merchandise display on property abutting or facing a residential or farm zone shall be conducted wholly within an enclosed building unless screened from the residential or farm zone by a site-obscuring fence or planting permanently maintained at least six feet in height or a character in keeping with residential development. Screening shall allow for vision clearance at driveways. Screening shall be located outside of public right-of-way.
- B. Openings to structure on sides adjacent to or across a street from a residential or farm zone shall be prohibited if such access or openings will cause glare, excessive noise or other adverse effects on residential or farm properties.
- C. Light from a sign shall be directed away from a lot in a farm or residential zone.
- D. Dwellings shall comply with the lot size, setbacks, height and lot coverage requirements of an R-2 zone.

### **Section 25.35 – Building Size**

- A. Existing Buildings. Uses listed in Section 25.10 and 25.20 may be established in buildings of any size that existed on October 28, 1994. Commercial uses that existed on

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October 28, 1994 shall be deemed to comply with this section (i.e., not nonconforming on the basis of size) regardless of building size.

- B. Expansion of existing buildings. Buildings in the P-C1 zone that existed on October 28, 1994 may be expanded as follows:
1. For uses listed in Section 25.10, after expansion no use shall occupy a building or buildings exceeding 4,000 square feet of floor space, or up to 20% greater than their original size, whichever is greater, except as identified in lines 2. through 4. below. Only one expansion of an existing use will be allowed if the resulting total area exceeds 4,000 sq. ft of floor space.
  2. For uses listed in Sections 25.20 and 25.10 C. through O., no building size limitation applies in the Parkdale Unincorporated Community.
  3. For uses listed in Section 25.10 P. through T., a maximum size limitation of 8,000 sq. ft. of floor space, or up to 20% greater than their original size, whichever is greater, applies in the Parkdale Unincorporated Community, based on findings in the County Comprehensive Plan that these uses typically serve the community and the surrounding rural area or the travel needs of people passing through the area. If the expansion results in a total building area greater than 8,000 sq. ft. of floor space, no further expansion will be allowed.
- C. New Buildings. Any new building constructed in the P-C1 zone shall comply with the following standards.
1. For uses listed in Section 25.10, no use shall occupy a building or buildings exceeding 4,000 square feet of floor space, except as identified in lines 2. through 4. below.
  2. For uses listed in Sections 25.20 and 25.10 C. through O., no building size limitation applies in the Mt. Hood, Unincorporated Community.
  3. For uses listed in Section 25.10 P. through T., a maximum size limitation of 8,000 sq. ft. of floor space applies in the Mt. Hood Unincorporated Community, based on findings in the County Comprehensive Plan that these uses typically serve the community and the surrounding rural area or the travel needs of people passing through the area.

#### **Section 25.40 - Lot Coverage Requirements**

In the P-C1 zone, buildings, except covered parking and loading areas, shall not cover more than 50 percent of the lot area.

#### **Section 25.50 - Setback Requirements**

In the P-C1 zone, setbacks shall be as follows:

- A. No building shall be closer to a lot in a residential or farm zone than a distance equal to the height of the building, or 20 feet, whichever is greater.

- B. No building shall be constructed closer to the centerline of a street than 50 feet.
- C. Vision clearance setbacks from all street intersections shall be 35 feet.

**Section 25.60 – Site Design Standards<sup>1</sup>**

At the time of new development, or change of use, the applicant shall demonstrate:

- A. Site access will not cause dangerous intersections or traffic congestion. They will have adequate visibility for motorists and pedestrians and will be kept at the minimum needed for safe ingress and egress. Roadway capacity, speed limits and number of turning movements shall all be considered.
- B. The storm drainage or natural drainage system will handle the increased runoff created by the new development.
- C. No new building site shall be located within the 100-year floodplain without a floodplain permit.

**Section 25.65 – Street Design Standards**

- A. The following street design standards for Urban Commercial/Industrial Roads only apply outside of the Urban Growth Areas and shall apply to new streets built within the C-1, M-1 and M-2 zones for new developments with a proposed or potential average lot size of one-half acre or less:

ROW	Roadway	Travel lanes	Center lane	Bike Lanes	Parking	Planting strip	Sidewalk	Utility easement*
60'-70'	30'-42' <sup>1</sup>	Two 11'	12' min., if needed.	None	8' one or both sides	See note 2	Two 6'-8'	One or two 5'-10'

- 1. 42' with center turn lane
- 2. 4' - 6' wide planting strip, or tree wells with 8 foot sidewalk
- \* = Optional

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

<sup>1</sup> Locational Criteria are listed in the County Policy Document under Goal 9- Economy of the State.

- B. The following street design standards for Rural Commercial/Industrial Roads shall apply to new streets built within the C-1, M-1, and M-2 zones for new developments outside the Urban Growth Areas with a proposed or potential average lot size of more than one-half acre:

ROW	Roadway	Travel lanes	Center lane	Shoulder	Parking	Planting strip	Sidewalk	Utility easement*	Other/ Comments
60'-68'	32' - 40'	Two 12'	None	None	8' one or both sides	None	None	One or two 5'-10'	2' gravel shoulder both sides; 12' ditch one or both sides

\* = Optional

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

**Section 25.70 – Access Management**

Access management guidelines are addressed in Article 19 (Access Management Standards) of the Hood River County Zoning Ordinance.

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**ARTICLE 30 – PARKDALE UNINCORPORATED COMMUNITY LIGHT  
INDUSTRIAL ZONE (P-M2)**

(Effective \_\_\_\_)

**Section 30.10 - Purpose and Intent**

This section is adopted to implement the policies of the Comprehensive Plan for rural unincorporated communities. These provisions accommodate rural and natural resources oriented industries which are not generally labor intensive, which compliment rural character and development, and are consistent with rural facilities and services. The P-M2 zone provides for types of manufacturing or other industries which, because of their characteristics, can be permitted in relatively close proximity to residential, commercial, and farm zones. The development standards for the P-M2 zone are more stringent than those of the RUM-1 zone.

**Section 30.15 - Uses Permitted**

In an P-M2 zone, the following uses and their accessory uses are permitted subject to the standard set forth in a land use permit. Permitted uses shall not be obnoxious for reasons of smoke, fumes, noise, sewage or other nuisances or threats to man or property.

A. Commercial:

Commercial uses incidental and directly related to the services and operations of the permitted industrial use as permitted and pursuant to the standards in Article 25 of this code (Parkdale Unincorporated Community Commercial Zone).

B. Manufacturing and Assembly:

1. Automotive - Trucking
  - a. Assembly
  - b. Body and fender works
  - c. Repair
  - d. Painting
  - e. Trailers
2. Boats
3. Ceramic Products
4. Electrical parts
5. Engines



6. Garments
  7. Gas and electric fixtures
  8. Machinery shops
    - a. Carpentry and cabinet shops
    - b. Machine shops
    - c. Paint shops
    - d. Sheet metal shops
  9. Manufacturing, compounding, processing, and/or packing of products such as:
    - a. Bakery goods
    - b. Candy
    - c. Cosmetics
    - d. Food products
    - e. Fruit and vegetables
  10. Signs
  11. Manufacturing, compounding, assembly or treatment of articles made from the following: bone, canvas, cellophane, cloth, cork, feathers, fiber, fur, glass, hair, horn, leather, paper, plastics, precious or semi-precious metals or stones, sheet metal, shell, textiles, wax, and yarns.
  12. Radio and television storage, assembly repair, rebuilding and wholesale.
  13. Rubber and metal stamps
  14. Shoes
  15. Textiles
  16. Furniture
- C. Processing
1. Creameries

- 2. Laboratories
- 3. Cleaning, laundry and dyeing plants
- 4. Tire retreading

D. Fabrication

- 1. Products made of finished rubber
- 2. Assembly of electrical or electronic equipment

E. Wholesaling and Warehousing of All Types

F. Utilities

- 1. Distribution plants and substations
- 2. Service yards

G. Other

- 1. Research and development facilities
- 2. Printing and publishing
- 3. Building material yards, excluding lumber manufacturing and planer mills.
- 4. Contractors' equipment yard. Repair facilities shall be enclosed.
- 5. Single family dwelling, or mobile home, for security purposes only, subject to compliance with applicable provisions in Article 16.
- 6. Recycling center

**Section 30.20 - Conditional Uses Permitted**

- A. Junk yards
- B. Motor vehicle wrecking yards
- C. Parks or Community facilities
- D. Other uses determined by the Planning Commission or Director to be in keeping with the purpose and intent of this zone may be permitted as conditional uses, providing they meet the requirements of Sec. 30.25.

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**Section 30.25 - Conditional Use Criteria**

The Planning Commission may grant a conditional use permit for uses described in Sec. 30.20 if each of the below criteria is met, as determined by the Planning Commission:

- A. The use shall not discharge smoke, fumes, sewage or other nuisances beyond the property line on which it is located. Discharges, which are maintained and utilized solely to serve as warning devices or originate from highway vehicles, and will not cause nuisance on adjacent properties, are excluded.
- B. The use must primarily manufacture, assemble, process, fabricate, wholesale, or store materials or products.
- C. The use shall comply with all Limitations On Use, Building Size Limits and Dimensional Standards applicable to this zone.

**Section 30.30 - Limitations on Use**

In addition to State Department of Environmental Quality and Federal Environmental Protection Agency regulations, and all other applicable State and Federal Statutes, the following Limitations on Use shall apply to all uses in the P-M2 zone.

- A. Liquid and Solid Wastes:  
Animal, vegetable, or other wastes shall not be stored in a way which attracts insects or rodents or otherwise create a health hazard shall be prohibited.
- B. Discharge Standards:  
There shall be no emission of smoke, fly ash, dust, vapor, gases, or other forms of air pollution that may cause nuisance or injury to human, plant, or animal life, or to properties as determined by the County Planner. Discharges created by highway vehicles or trains are excluded.
- C. Lighting:  
Sign lighting and exterior lighting shall not project into an adjoining residential zone.
- D. Landscaping:
  - 1. Site Plans submitted with an application for a land use permit must include a landscaping plan, which shows the location and type of plant materials.
  - 2. New industrial uses, which abut a residential zone, shall provide and maintain a dense evergreen landscape buffer, landscaped berm, or site obscuring fence which effectively screens the operation and which attains a (mature) height of at least six (6) feet. Screening shall allow for vision clearance at driveways. Screening shall be located outside of public right-of-way.

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3. All unused property shall be maintained in native or existing vegetative ground cover or planted grass, shrub and barkdust, or other suitable ground cover in an uncluttered manner.
  4. Responsibility for establishment and maintenance of landscaping rests with the industrial property owner.
- E. Noises from within any site shall not be permitted which produce disturbing or obnoxious sounds for extended time periods beyond the property line. Noise devices which are maintained and utilized solely to serve as warning devices and noise created by highway vehicles or trains are excluded.
- F. Drainage
1. Site plans submitted with an application for a land use permit shall include a drainage plan which identifies the location and flow direction of all surface and subsurface waterways, the 100-year flood plain of any stream(s), the location of any standing water during wet seasons, and all improvements which will mitigate any potential flooding outside of the 100-year flood plain.
  2. The installation of uses and improvements shall not substantially change the flow of surface water during future flooding.
  3. A storm drainage system of sufficient quality to mitigate all flooding outside the 100-year flood plain shall be required to preclude future flooding.
- G. Parking
1. Any site plan submitted with an application for land use permit must include a parking plan which shows the location and number of parking spaces, circulation patterns, and ingress and egress provisions.
  2. All uses within a Rural Unincorporated Community Light Industrial zone shall provide at least two parking spaces for every three employees on the major shift during normal season.
  3. All parking lots shall have an all weather surface.
  4. Adequate provisions for safe and convenient circulation, ingress, and egress shall be provided.

### **Section 30.35 - Dimensional Standards**

- A. Minimum street frontage of lots: Fifty- (50) feet.
- B. Minimum front yard setback: Twenty (20) feet from the edge of the right-of-way.

- C. Vision clearance setback from all street intersections: Thirty-five (35) feet.
- D. No building shall be closer to a residential or farm zone than the height of the building in the P-M2 zone.
- E. Maximum height: Two (2) stories or 30 feet, whichever is less, if not equipped with a sprinkler system. Three (3) stories or 45 feet, whichever is less, if equipped with a sprinkler system approved by the Fire Marshall.

### **Section 30.38 – Building Size**

- A. Existing Buildings. Uses listed in the P-M2 zone may be established in buildings of any size that existed on October 28, 1994. Industrial uses that existed on October 28, 1994 shall be deemed to comply with this section (i.e., not nonconforming on the basis of size) regardless of building size.
- B. Expansion of existing buildings. Buildings in the P-M2 zone that existed on October 28, 1994 may be expanded.
- C. New Buildings. Any new building constructed in the P-M2 zone and expansion of any building built after October 28, 1994, shall comply with the following standards.
  - 1. For uses listed in Section 30.15 A, B., C., D., E., and G., no use shall occupy a building or buildings exceeding 40,000 square feet of floor space, except that no size limitation applies when buildings are approved through a Post Acknowledgement Plan Amendment (PAPA) and meet the following conditions:
    - a. The use requires proximity to a rural resource, as defined in OAR 660-004-0022(3)(a); or
    - b. The use will not exceed the capacity of water and sewer service available to the site on October 28, 1994, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage
  - 2. For uses listed in Section 30.15 F., no building size limitation applies.
  - 3. No building size limitation applies to any use allowed in the F-1, F-2 or EFU zones.
  - 4. No building size limitation applies to any new use sited on an abandoned or diminished industrial mill site that was engaged in the processing or manufacturing of wood products, provided the use will be located only on the portion of the mill site that was zoned for industrial uses on October 28, 1994.
  - 5. The County may permit new buildings of any size within this zone until provisions of House Bill 2614 (OAR 660-022-0030) allowing such buildings expire on January 3, 2006. If provisions of OAR 660-022-0030 allowing industrial buildings of any size

are renewed by new legislation, the County may continue to permit industrial buildings of any size in this zone.

- 6. At the time that the County considers permitting a building under the provisions of the above subsection for land within 10 miles of the UGB of a city, the County shall give notice to the City at least 21 days prior to taking action. If the City objects to the authorization of industrial development under this provision the City and County shall negotiate to establish conditions on the industrial development or changes in the development necessary to mitigate concerns raised by the City’s objection.

**Section 30.40 - Site Design Standards<sup>2</sup>**

At the time of new development, or change of use, the applicant shall demonstrate:

- A. Site access will not cause dangerous intersections or traffic congestion. They will have adequate visibility for motorists and pedestrians and will be kept at the minimum needed for safe ingress and egress. Roadway capacity, speed limits and number of turning movements shall all be considered.
- B. The storm drainage or natural drainage system will handle the increased runoff created by the new development.
- C. No new building site shall be located within the 100-year floodplain without a floodplain permit.

**Section 30.45 – Street Design Standards**

- A. The following street design standards for Urban Commercial/Industrial Roads shall apply outside the Urban Growth Areas to new streets built within the M-1, M-2, and C-1 zones for new developments with a proposed or potential average lot size of one-half acre or less:

ROW	Roadway	Travel lanes	Center lane	Bike Lanes	Parking	Planting strip	Sidewalk	Utility easement*
60’-70’	30’-42’ <sup>1</sup>	Two 11’	12’ min., if needed.	None	8’ one or both sides.	See note 2	Two 6’-8’	One or two 5’-10’

- 1. 42’ with center turn lane
- 2. 4’- 6’ wide planting strip, or tree wells with 8’ sidewalk
- \* = Optional

<sup>2</sup> Locational Criteria are listed in the County Policy Document under Goal 9 (Economy of the State) and apply at the time of a Plan or Zone Change to P-M2.

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

- B. The following street design standards for Rural Commercial/Industrial Roads shall apply to new streets built within the M-1, M-2 and C-1 zones for new developments with a proposed or potential average lot size of one-half acre or more:

ROW	Roadway	Travel lanes	Center lane	Shoulder	Parking	Planting strip	Sidewalk	Utility easement*	Other/ Comments
60'-68'	32'– 40'	Two 12'	None	None	8' one or both sides	None	None	One or two 5'-10'	2' gravel shoulder both sides; 12' ditch one or both sides

\* = Optional

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

**Section 30.50 – Access Management**

Access management guidelines are addressed in Article 19 (Access Management Standards) of the Hood River County Zoning Ordinance.

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**ARTICLE 28 - RURAL UNINCORPORATED COMMUNITY INDUSTRIAL ZONE (P-M1)**

(Effective \_\_\_\_\_)

**Section 28.05 – Purpose and Intent**

This section is adopted to implement the policies of the Comprehensive Plan for rural unincorporated communities. These provisions accommodate rural and natural resources oriented industries which are not generally labor intensive, which compliment rural character and development, and are consistent with rural facilities and services. Uses in the P-M1 zone are generally less stringently regulated than in the P-M2 zone and therefore the zone is not suited to be in close proximity to residential zones.

**Section 28.10 - Uses Permitted Outright**

In a RUM-1 zone, the following uses and their accessory uses are permitted outright:

- A. Manufacturing, repairing, compounding, processing, packing or storage
- B. Wholesale distributing or outlet
- C. Railroad facilities such as switching yards, spur or holding tracks
- D. Kennels
- E. A mobile home for agricultural purposes, security personnel, and as a temporary use while constructing a dwelling for a period not exceeding two years. Applicable provisions in Article 16 shall apply.
- F. Signs
- G. Dwelling or mobile home exclusively connected with a business
- H. Airport
- I. Cemetery including mausoleum, crematorium, columbarium
- J. Church
- K. Community club building
- L. Public building or use such as a park or fire station
- M. School – nursery, primary, elementary, high
- N. Home occupation



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**Section 28.20 - Conditional Uses Permitted**

In a RUM-1 zone, the following uses and their accessory uses are permitted when authorized in accordance with the requirements of Article 60.

- A. Motor vehicle wrecking yard.
- B. Junk yard.

**Section 28.30 - Limitations on Use**

In an RUM-1 zone erection of a building or the use of property within 100 feet of a lot in farm or residential zone shall be subject to the review and approval of the Commission. The Commission may impose limitations on openings, access or other restrictions in order to reduce any adverse effects the use may be on adjacent properties.

**Section 28.35 – Building Size**

- A. Existing Buildings. Uses listed in Section 28.10 A. and B. and 28.20 may be established in buildings of any size that existed on October 28, 1994. Industrial uses that existed on October 28, 1994 shall be deemed to comply with this section (i.e., not nonconforming on the basis of size) regardless of building size.
- B. Expansion of existing buildings. Buildings in the P-M1 zone that existed on October 28, 1994 may be expanded.
- C. New Buildings. Any new building constructed in the P-M1 zone and expansion of any building built after October 28, 1994, shall comply with the following standards.
  - 1. For uses listed in Section 28.10 A. and B., no use shall occupy a building or buildings exceeding 40,000 square feet of floor space, except that no size limitation applies when buildings are approved through a Post Acknowledgement Plan Amendment (PAPA) and meet the following conditions:
    - a. The use requires proximity to a rural resource, as defined in OAR 660-004-0022(3)(a); or
    - b. The use will not exceed the capacity of water and sewer service available to the site on October 28, 1994, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage
  - 2. For uses not listed in Section 28.10 A. and B., no building size limitation applies.
  - 3. No building size limitation applies to uses allowed in the F-1, F-2 and EFU zones.
  - 4. No building size limitation applies to any new use sited on an abandoned or diminished industrial mill site that was engaged in the processing or manufacturing of

- wood products, provided the use will be located only on the portion of the mill site that was zoned for industrial uses on October 28, 1994.
5. The County may permit new buildings of any size within this zone until provisions of House Bill 2614 (OAR 660-022-0030) allowing such buildings expire on January 3, 2006. If provisions of OAR 660-022-0030 allowing industrial buildings of any size are renewed by new legislation, the County may continue to permit industrial buildings of any size in this zone.
  6. At the time that the County considers permitting a building under the provisions of the above subsection for land within 10 miles of the UGB of a city, the County shall give notice to the City at least 21 days prior to taking action. If the City objects to the authorization of industrial development under this provision the City and County shall negotiate to establish conditions on the industrial development or changes in the development necessary to mitigate concerns raised by the City's objection.

#### **Section 28.40 - Setback Requirements**

In an P-M1 zone, the setbacks shall be as follows:

- A. The front yard shall be a minimum of 20 feet from the edge of the right-of-way.
- B. No building shall be closer to an Exclusive Farm Use (EFU), R-1 or R-2 zone property line than the height of the building in the Industrial Zone or to the required setback of buildings in the EFU, R-1 or R-2 zones, whichever distance is greater.
- C. Vision clearance setbacks from all street intersections shall be 35 feet.

#### **Section 28.50 - Lot Coverage**

In the P-M1 zone, buildings, except covered parking or loading areas, shall not cover more than 60 percent of the lot area.

#### **Section 28.60 Site Design Standards<sup>3</sup>**

At the time of new development, or change of use, the applicant shall demonstrate:

- A. Site access will not cause dangerous intersections or traffic congestion. They will have adequate visibility for motorists and pedestrians and will be kept at the minimum needed for safe ingress and egress. Roadway capacity, speed limits and number of turning movements shall all be considered.
- B. The storm drainage or natural drainage system will handle the increased runoff created by the new development.

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<sup>3</sup> Locational Criteria are listed in the County Policy Document under Goal 9 (Economy of the State) and apply at the time of a Plan or Zone Change to P-M1.

- C. No new building site shall be located within the 100-year floodplain without a floodplain permit.

**Section 28.65 – Street Design Standards**

- A. The following street design standards for Urban Commercial/Industrial Roads shall apply outside the Urban Growth Areas to new streets built within the M-1, M-2 and C-1 zones for new developments with a proposed or potential average lot size of one-half acre or less:

ROW	Roadway	Travel lanes	Center lane	Bike Lanes	Parking	Planting strip	Sidewalk	Utility easement*
60’-70’	30’- 42’ <sup>1</sup>	Two 11’	12’ min., if needed.	None	8’ one or both sides	See Note 2	Two 6’-8’	One or two 5’-10’

1. 42’ with center turn lane
  2. 4’- 6’ wide planting strip, or tree wells with 8’ sidewalk
- \* = Optional

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

- B. The following street design standards for Rural Commercial/Industrial Roads shall apply to new streets built within the M-1, M-2 and C-1 zones for new developments with a proposed or potential average lot size of one-half acre or more:

ROW	Roadway	Travel lanes	Center lane	Shoulder	Parking	Planting strip	Sidewalk	Utility easement*	Other/ Comments
60’ - 68’	32’- 40’	Two 12’	None	None	8’ one or both sides	None	None	One or two 5’-10’	2’ gravel shoulder both sides; 12’ ditch one or both sides

\* = Optional

Standards are illustrated in diagrams in the County TSP and Road Design Standards document.

**Section 28.70 – Access Management**

Access management guidelines are addressed in Article 19 (Access Management Standards) of the Hood River County Zoning Ordinance.

ARTICLE 51 - OFF-STREET PARKING AND LOADING

**Section 51.10 - Off-Street Parking**

At the time of erection of a new structure at the time of enlargement or change in use of an existing structure as set forth, off-street parking spaces shall be provided in accordance with this section. If parking space has been provided in connection with an existing use or is added to an existing use, the parking space shall not be eliminated if elimination would result in less space than is required by this section. Where square feet are specified, the area measured shall be the gross floor area primary to the functioning of the particular use of the property but shall exclude space devoted to off-street parking or loading. Where employees are specified, persons counted shall be those working on the premises during the largest shift at peak season including proprietors.

<u>Use</u>	<u>Standard</u>
A. Residential	
1. Dwelling	One space per dwelling unit.
2. Residential hotel;	Four spaces per five guest accommodation. rooming or boarding house
B. Commercial residential	
1. Motel	One space per guest room or suite, plus one additional space for the owner or manager.
2. Club; lodge:	Spaces to meet the combined requirements of the uses being conducted such as hotel, restaurant, auditorium, etc.
C. Institutional	
1. Welfare or correctional	One space per five beds for institution patients or inmates.
2. Convalescent hospital,	One space per two beds for patients or inmates. nursing home, sanitarium rest home, home for the aged:
3. Hospital:	Three spaces per two beds.
D. Place of public assembly.	
1. Church:	One space for four seats or eight feet bench length in the main auditorium.

- 2. Library; reading room: One space per 400 square feet of floor area plus one space per two employees.
  - 3. Preschool nursery; kindergarten Two spaces per teacher.
  - 4. Elementary or junior high school: One space per classroom plus one space per: administrative employee or one space per four seats or eight feet of bench length in the auditorium or assembly room, whichever is greater.
  - 5. High school: One space per classroom plus one space per administrative employee plus one space for each six students or one space per four seats or eight feet of bench length in the main auditorium, whichever is greater.
  - 6. Other auditorium; meeting: One space per four seats or room: eight feet of bench length.
- E. Commercial amusement.
- 1. Stadium; arena; theater: One space per four seats or eight feet of bench length.
  - 2. Bowling alley: Five spaces per alley plus one space per two employees.
  - 3. Dance hall; skating rink: One space per 100 square feet of floor area plus one space per two employees.
- F. Commercial
- 1. Retail store except as provided in subsection (B) of this subsection. One space per **500** square feet of floor area.
  - 2. Service or repair shop  
Retail store handling exclusively  
Bulky merchandise such as:  
Automobiles and furniture: One space per 600 square feet of floor area.
  - 3. Bank; office (except medical and dental): One space per 600 square feet of space per area plus one two employees.

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|---|--|
| 4. Medical and dental clinic:                         | One space per <b>500</b> square feet of floor area plus one space per two employees. |
| 5. Eating or drinking establishment:                  | One space per <b>300</b> square feet floor area.                                     |
| 6. Mortuaries:  | One space per four seats or eight feet of bench length in chapels.                   |
| 7. Home Occupation to Host Weddings & Related Events: | One space per three guests.  |

G. Industrial:

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|--|---|
| 1. Storage warehouse; - manufacturing establishment; rail, or trucking freight terminal: | One space per employee.   |
| 2. Wholesale establishment:  | One space per employee plus one space per 700 square feet of patron serving area. |

**Section 51.20 - Off-Street Loading**

- A. Passengers. A driveway designed for continuous forward flow of passenger vehicles for the purpose of loading and unloading children shall be located on the site of any school having a capacity greater than 25 students.
- B. Merchandise, materials or supplies. Buildings or structures to be built or substantially altered which receive and distribute material or merchandise by truck shall provide and maintain off-street loading berths in sufficient numbers and size to adequately handle the needs of the particular use. If loading space has been provided in connection with an existing use or is added to an existing use, the loading space shall not be eliminated if elimination would result in less space than is required to adequately handle the needs of the particular use. Off-street parking areas used to fulfill the requirements of this ordinance shall not be used for loading and unloading operations except during periods of the day when not required to take care of parking needs.

**Section 51.30 - General Provisions -- Off-Street Parking and Loading**

- A. The provision and maintenance of off-street parking and loading spaces are continuing obligations of the property owner. No zoning permit shall be issued until plans are presented that show property that is and will remain available for exclusive use as off-street parking and loading space. The subsequent use of property for which the zoning permit is issued shall be conditional upon the

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unqualified continuance and availability of the amount of parking and loading space required by this ordinance. Use of property in violation hereof shall be violation of this ordinance. Should the owner or occupant of a lot or building change the use to which the lot or building is put, thereby increasing off-street parking or loading requirements, it shall be unlawful and a violation of this ordinance to begin or maintain such altered use until the required increase in off-street parking or loading is provided.

- B. Requirements for types of buildings and uses not specifically listed herein shall be determined by the Planning Commission or Planning Director, based upon the requirements of comparable uses listed.
- C. In the event several uses occupy a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately.
- D. Owners of two or more uses, structures, or parcels of land may agree to utilize jointly the same parking and loading spaces when the hours of operation do not overlap, provided that satisfactory legal evidence is presented to the zoning administrator in the form of deeds, leases, or contracts to establish the joint use.
- E. Off-street parking spaces shall be located on the same or abutting lot with the building or use they are intended to serve.
- F. Required parking spaces shall be available for the parking of operable passenger automobiles of residents, customers, patrons and employees only, and shall not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use.
- G. Unless otherwise provided, required parking spaces in a R- or R-2 zone shall not be located in a required front yard.
- H. Plans shall be submitted in sufficient detail so that they may be reviewed and approved by the zoning administrator.
- I. Design requirements for parking lots;
  - 1. Areas used for standing and maneuvering of vehicles shall have durable and dustless, but not necessarily paved, surfaces maintained adequately for all weather use.
  - 2. Except for parking to serve residential uses, parking and loading areas adjacent to or within residential zones or adjacent to residential uses shall be designed to minimize disturbance of residents.
  - 3. Access aisles shall be of sufficient width for all vehicle turning and maneuvering.

4. Groups of more than four parking spaces shall be served by a driveway so that no backing movement or other maneuvering will be required within a street.
  5. Lighting of the parking area shall be deflected from a residential zone.
- J. Completion time for parking lots, required parking spaces shall be improved and available for use by the time the use served by the parking is ready for occupancy.

#### Section 51.40 – Bicycle Parking

New developments shall include bicycle parking as follows:

- A. Multi-Family Residences. Every multi-family residential use of four (4) or more dwelling units shall provide at least one sheltered bicycle parking space for each unit. Sheltered bicycle parking spaces may be located within a garage, storage shed, basement, utility room or similar area. In those instances in which the residential complex has no garage or other easily accessible storage unit, the required bicycle parking spaces shall be sheltered under an eave, overhang, an independent structure, or similar cover.
- B. Parking Lots. All public and commercial parking lots and parking structures shall provide a minimum of one bicycle parking space for every 10 motor vehicle parking spaces.
- C. Schools. Elementary and middle schools, both private and public, shall provide one bicycle parking space for every 10 students and employees. High schools shall provide one bicycle parking space for every 5 students and employees. All spaces shall be sheltered under an eave, overhang, independent structure, or similar cover.
- D. Commercial Zones. In commercial zones with on-street parking, bicycle parking for customers shall be provided along the street at a rate of at least one space per land use. Spaces may be clustered to serve up to six (6) bicycles; at least one cluster per block shall be provided. Bicycle parking spaces shall be located in front of the stores along the street, either on the sidewalks or in specially constructed areas such as pedestrian curb extensions. Inverted "U" style racks are recommended. Bicycle parking shall not interfere with pedestrian passage, leaving a clear area of at least 5 feet. Bicycle parking is not required to be sheltered.
- E. Rural Schools, Service Centers, and Industrial Parks. For schools, service centers, and industrial parks located 5 or more miles from the closest urban area or rural residential subdivision with a density of more than one dwelling unit per 20 acres, a minimum of two bicycle parking spaces per use shall be required.
- F. The following formulas for calculating the number of required bicycle parking spaces shall be used:



1. Fractional numbers of spaces shall be rounded up to the next whole space.
2. For facilities with multiple uses (such as a commercial center), the bicycle parking requirements shall be calculated by using the total number of motor vehicle parking spaces required for the entire development.

## APPENDIX B. FINDINGS FOR CONFORMANCE TO OAR 660-022

### Summary

This appendix provides findings to support zoning and comprehensive plan amendments to show compliance with OAR Chapter 660, Division 22, the Unincorporated Communities Rule.

#### OAR 660-022-0010 Definitions

(7) "Rural Community" is an unincorporated community which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area.

**Finding:** *The unincorporated community of Parkdale includes a fruit-packing plant, a school, post office, and various other public uses, along with numerous commercial businesses serving residents, the surrounding rural area, and persons passing through.*

(9) "Urban Unincorporated Community" is an unincorporated community which has the following characteristics:

- (a) Include at least 150 permanent residential dwellings units;
- (b) Contains a mixture of land uses, including three or more public, commercial or industrial land uses;
- (c) Includes areas served by a community sewer system; and
- (d) Includes areas served by a community water system.

**Finding:** *The unincorporated community of Parkdale includes fewer than 150 dwelling units.*

(10) "Unincorporated Community" means a settlement with all of the following characteristics:

- (a) It is made up primarily of lands subject to an exception to Statewide Planning Goal 3, Goal 4 or both;

**Finding:** *The Parkdale community is composed primarily of state exception lands as described below in the findings for OAR 660-022-0020(3) and (4).*

- (b) It was either identified in a county's acknowledged comprehensive plan as a "rural community", "service center", "rural center", "resort community", or similar term before this division was adopted (October 28, 1994), or it is listed in the Department of Land Conservation and Development's January 30, 1997 "Survey of Oregon's Unincorporated Communities";

**Finding:** *Parkdale is listed in the Department of Land Conservation and Development (DLCD) January 30, 1997 "Survey of Oregon's Unincorporated Communities."*

(c) It lies outside the urban growth boundary of any city;

**Finding:** *Parkdale is not within a UGB.*

(d) It is not incorporated as a city; and

**Finding:** *Parkdale is not incorporated as a city.*

(e) It met the definition of one of the four types of unincorporated communities in sections

(6) through (9) of this rule, and included the uses described in those definitions, prior to the adoption of this division (October 28, 1994).

**Finding:** *Parkdale satisfies the definition of Rural Community under OAR 660-022-0010(7) (see findings for subsection 7 above).*

**CONCLUSION: The Parkdale community satisfies the rule definitions of unincorporated community and Rural Unincorporated Community.**

#### **660-022-0020 Designation of Community Areas**

(1) Except as provided in OAR 660-022-0070, county comprehensive plans shall designate and identify unincorporated communities in accordance with the definitions in OAR 660-022-0010. Counties may amend these designations as circumstances change over time.

**Finding:** *Adoption of the Parkdale Community Plan as part of the Hood River County Comprehensive Plan will designate and plan for Parkdale as a rural unincorporated community in accordance with the rule.*

(2) Counties shall establish boundaries of unincorporated communities in order to distinguish lands within the community from exception areas, resource lands and other rural lands. The boundaries of unincorporated communities shall be shown on the county comprehensive plan map at a scale sufficient to determine accurately which properties are included.

**Finding:** *The Parkdale Community Plan Map includes a boundary that distinguishes the urban unincorporated community from surrounding exception areas, resource lands, and other rural land. The map shows the Community boundary at a scale that clearly indicates the properties that are included within the boundary.*

(3) Only land meeting the following criteria may be included within an unincorporated community boundary:

(a) Land which has been acknowledged as a Goal 3 or 4 exception area and historically considered to be part of the community provided the land only includes existing, contiguous concentrations of:

(A) Commercial, industrial, or public uses; and/or

(B) Dwelling units and associated residential lots at a greater density than exception lands outside rural communities.

(b) Land planned and zoned for farm or forest use provided such land meets the criteria in section (4) of this rule.

**Finding:** *The land included within the Parkdale unincorporated community boundary includes only Goal 3 or 4 exception areas that have historically been considered part of the community and consist of commercial, industrial, residential, or public uses. The residential lots included within the unincorporated community boundary are zoned at a higher residential density than exception lands outside rural communities, with a minimum lot size of 7,500 sq. ft.*

(4) Community boundaries may include land that is designated for farm or forest use pursuant to Goals 3 and 4 if all the following criteria is met:

(a) The land is contiguous to Goal 3 or 4 exception lands included in the community boundary;

(b) The land was occupied on the date of this division (October 28, 1994) by one or more of the following uses considered to be part of the community: Church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility;

(c) Only the portion of the lot or parcel that is occupied by the use(s) in subsection (b) of this section is included within the boundary; and

(d) The land remains planned and zoned under Goals 3 or 4.

**Finding:** *No land designated farm or forest land is included within the proposed Parkdale unincorporated community boundary.*

(5) Site specific unincorporated community boundaries that are shown on an acknowledged plan map on October 28, 1994, are deemed to comply with subsections (2) and (3) of this rule unless the boundary includes land designated for farm or forest use that does not meet the criteria in section (4) of this rule.

**Finding:** *The 1984 Hood River County Comprehensive Plan does not include specific boundaries for unincorporated communities.*

(6) Communities which meet the definitions in both OAR 660-022-0010(6) and (9) shall be classified and planned as either resort communities or urban unincorporated communities.

**Finding:** *Parkdale does not satisfy the definition of a resort community in OAR 660-022-0010(6), so this subsection does not apply.*

**CONCLUSION: The Parkdale Community Plan is part of the Hood River County Comprehensive Plan and meets all designation requirements under OAR 660-022-00200.**

### **660-022-0030 Planning and Zoning of Unincorporated Communities**

(1) For rural communities, resort communities and urban unincorporated communities, counties shall adopt individual plan and zone designations reflecting the projected use for each

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property (e.g., residential, commercial, industrial, public) for all land in each community. Changes in plan or zone designation shall follow the requirements to the applicable post-acknowledgment provisions of ORS 197.610 through 197.625.

**Finding:** *The Parkdale Community Plan Map provides plan designations for each property within the community in compliance with this requirement. Changes to these designations will follow the requirements of ORS 197.610 through 197.625 as called for in the Hood River County Zoning Ordinance.*

(2) County plans and land use regulations may authorize any residential use and density in unincorporated communities, subject to the requirements of this division.

**Finding:** *The Parkdale Community Plan and Map authorize single-family residential uses at a range of densities within the community boundary. The uses and densities are the same as those existing previous to the adoption of this plan.*

(3) County plans and land use regulations may authorize only the following new industrial uses in unincorporated communities:

- (a) Uses authorized under Goals 3 and 4;
- (b) Expansion of a use existing on the date of this rule;
- (c) Small-scale, low impact uses;
- (d) Uses that require proximity to rural resource, as defined in OAR 660-004-0022(3)(a);
- (e) New uses that will not exceed the capacity of water and sewer service available to the site on the effective date of this rule, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage;
- (f) New uses more intensive than those allowed under subsection (a) through (e) of this section, provided an analysis set forth in the comprehensive plan demonstrates, and land use regulations ensure:
  - (A) That such uses are necessary to provide employment that does not exceed the total projected work force within the community and the surrounding rural area;
  - (B) That such uses would not rely upon a work force served by uses within urban growth boundaries; and
  - (C) That the determination of the work force of the community and surrounding rural area considers the total industrial and commercial employment in the community and is coordinated with employment projections for nearby urban growth boundaries.

**Finding:** *The Parkdale Community Plan includes new Rural Unincorporated Community Industrial and Unincorporated Community Light Industrial zones that permit the uses identified in OAR 660-022-0030 (3).*

(4) County plans and land use regulations may authorize only the following new commercial uses in unincorporated communities:

- (a) Uses authorized under Goals 3 and 4;
- (b) Small-scale, low impact uses;
- (c) Uses intended to serve the community and surrounding rural area or the travel needs of people passing through the area.

**Finding:** *The Parkdale Community Plan includes a new Rural Unincorporated Community Commercial zone that permits the uses identified in OAR 660-022-0030 (4). This zone includes a limit on building sizes consistent with the definition of small-scale, low impact uses (maximum 4,000 square feet of floor space) as defined by OAR 660-022-0030(10). Uses determined to serve only the needs of the local community, the surrounding rural area, and people passing through the area have a maximum building size limit of 8,000 square feet. These include general merchandise; grocery stores; automobile repair and services; and second-hand stores. The plan includes findings in support of the determination that these uses fulfill this requirement (See Appendix F).*

- (5) County plans and land use regulations may authorize hotels and motels in unincorporated communities only if served by a community sewer system and only as provided in subsections (a) through (c) of this section:

- (a) Any number of new motel and hotel units may be allowed in resort communities;
- (b) New motels and hotels up to 35 units may be allowed in an urban unincorporated community, rural service center, or rural community if the unincorporated community is at least 10 miles from the urban growth boundary of any city adjacent to Interstate Highway 5, regardless of its proximity to any other UBG;
- (c) New motels and hotels up to 100 units may be allowed in any urban unincorporated community that is at least 10 mile from any urban growth boundary.

**Finding:** *The Rural Unincorporated Community Commercial Zone allows hotels and motels up to 35 units within the community boundary if served by a community sewer system, as Parkdale does not lie within 10 miles of the UGB of a city adjacent to Interstate Highway 5. Hotels and motels of greater than 35 units are not allowed in rural unincorporated communities.*

- (6) County plans and land use regulations shall ensure that new uses authorized within unincorporated communities do no adversely affect agricultural or forestry uses.

**Finding:** *Parkdale is surrounded by Exclusive Farm Use land. The Parkdale Community Plan and other County land use regulations and policies, including those in the Hood River County Policy Document and zoning ordinance ensure that surrounding agricultural uses will not be affected. The county's zoning ordinance section for EFU land includes a number of provisions intended to protect agricultural land including right-to-farm requirements, restrictions on uses on high-value farmland and buffering requirements. Furthermore, permitted uses in Parkdale do not represent a change in existing development patterns or an extension of residential or other non-agricultural areas, as no changes in zoning are proposed. Most new development will consist of infill development on relatively small parcels. These developments will adhere to the minimum setback standards included under Article 12: Rural Residential of the Hood River County Zoning Ordinance. They include a front-yard setback of 50 feet from the centerline of*

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the road or 30 feet from the right-of-way of a local street (60 feet from the centerline or 30 feet from the right-of-way of an arterial street), a rear-yard setback of 20 feet, side-yard setbacks of 10 feet for interior lots or 45 feet for the exterior side of a corner lot, and 10 feet between buildings.

- (7) County plans and land use regulations shall allow only those uses which are consistent with the identified function, capacity and level of service of transportation facilities serving the community, pursuant to OAR 660-012-0060(1)(a) through (c).

**Finding:** *The land use regulations contained in the Parkdale Community Plan and other applicable County planning documents are consistent with the function, capacity, and level of service identified for the transportation facilities serving Parkdale in the Hood River County Transportation System Plan (TSP). The TSP is currently being updated. As part of this process, traffic forecasting and analysis indicates that existing facilities are adequate to serve current and future projected land uses in Parkdale.*

- (8) Zoning applied to lands within unincorporated communities shall ensure that the cumulative development:

(A) Will not result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations; and

(B) Will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.

**Finding:** *Hood River County does not have an overall public facilities plan. A limited public facilities analysis was completed in accordance with OAR 660-022-0050 to determine the current capacity of the community's sewer and water systems and their ability to meet the demand of the future development anticipated under this Plan. The public facilities analysis concluded that the Parkdale Water and Parkdale Sewer systems can accommodate the projected growth under this plan without any system improvements.*

- (9) County plans and land use regulations for lands within unincorporated communities shall be consistent with acknowledged metropolitan regional goals and objectives, applicable regional functional plans and regional framework plan components of metropolitan service districts.

**Finding:** *This requirement is not applicable, because there is no metropolitan or regional plan in place in Hood River County.*

- (10) For purposes of this section, a small-scale, low-impact commercial use is one which takes place in an urban unincorporated community in a building or building not exceeding 8,000 square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 4,000 square feet of floor space.

**Finding:** *The Rural Unincorporated Community Commercial Zone includes the 4,000 square foot size limit for small-scale, low-impact buildings in commercial use within rural unincorporated communities (See Appendix A of this Plan).*

- (11) For purposes of this section, a small-scale, low impact industrial use is one which takes place in an urban unincorporated community in a building or buildings not exceeding 20,000

square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 10,000 square feet of floor space.

**Finding:** *These size limitations were eliminated as part of modifications to the rule by DLCD pursuant to direction from the state legislature.*

**CONCLUSION:** **The Parkdale Community Plan is implemented through the proposed new Rural Unincorporated Community Commercial, Industrial, and Light Industrial Zones, as well as the existing the Exclusive Farm Use, Residential 1 and Rural Residential zones. The application of these zones is consistent with the requirements of OAR 660-022-0030.**

#### **660-022-0050 Community Public Facility Plans**

- (1) In coordination with special districts, counties shall adopt public facility plans meeting the requirements of OAR 660, Division 11, and include them in the comprehensive plan for unincorporated communities over 2,500 in population. A community public facility plan addressing sewer and water is required if the unincorporated community is designated as an urban unincorporated community under OAR 660-022-0010 and 660-022-0020. For all communities, a sewer and water community public facility plan is required if:
- (a) Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or
  - (b) The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or
  - (c) The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or
  - (d) Land in the community has been declared a health hazard, or has a history of failing septic systems or wells, or a community sewage or water system is projected to be needed by the next periodic review.

**Finding:** *Parkdale is a rural unincorporated community with a population of less than 2,500. A preliminary public facility analysis was conducted to determine if a full community public facility plan would be required. This analysis determined that the existing sewer and water facilities are sufficient to meet current needs and the needs of the community after it has been fully developed at densities allowed under the Parkdale Community Plan (See Chapter III, Section B of this Plan). The community is served by the Parkdale Water company, and does not rely on groundwater. Land in the community has not been declared a health hazard, and does not have a history of failing septic systems or wells. For these reasons no community public facility plan is required for Parkdale.*

*[Subsections (2) and (3) of this section relate to the required contents of a community public facility plan, and are not applicable to the Parkdale Community Plan.]*

- (2) A community public facility plan shall include inventories, projected needs, policies and regulations for the water and sewerage facilities which are existing or needed to serve the unincorporated community, including:
- (a) An inventory of the condition and capacity of existing public facilities and services;



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- (b) An assessment of the level of facilities and services needed to adequately serve the planned buildout within the community area boundary; and
  - (c) Coordination agreements consistent with ORS Chapter 195.
- (3) If existing community facilities and services are not currently adequate to serve the development allowed in the plan and zoning ordinance, the community public facility plan shall contain either:
- (a) Development restrictions to ensure development will not exceed the capacity of the land to absorb waste and provide potable water and will not exceed the capacity of public facilities; or
  - (b) A list of new facilities, and improvements for existing public facilities, necessary to adequately serve the planned buildout in the unincorporated community, including the projected costs of these improvements and an identification of the provider or providers of these improvements; and
  - (c) A discussion of the provider's funding mechanisms and the ability of these and possibly new mechanisms to fund the development of each community public facility project; and
  - (d) A requirement that development not occur until the necessary public facilities are available for that development.

**CONCLUSION: The Parkdale Community Plan satisfies the public facilities planning requirements of OAR 660-022-0050.**

**660-022-0060 Coordination and Citizen Involvement**

- (1) Counties shall ensure that residents of unincorporated communities have adequate opportunities to participate in all phases of the planning process. Counties shall provide such opportunities in accordance with their acknowledged citizen involvement programs.

***Finding:** Hood River County and its consultants engaged in an extensive public process to involve residents and landowners in Parkdale in the unincorporated community planning effort. This process included two public meetings in Parkdale and one Spanish language public meeting, held in Hood River for residents of Odell, Parkdale, and other rural areas of the County. Community surveys were also compiled and distributed by the County. These surveys asked Parkdale residents about their opinions on desired community character, preferences for residential zoning densities and commercial land use and zoning requirements, and any additional comments or suggestions that they had about the project (See Appendix B of this Plan for the results of the community survey and Appendix C for the public meeting summaries). Results of all public meetings and surveys were considered and incorporated, as appropriate, in this planning process. Citizens of Parkdale and the rest of the County will be notified of such decisions pursuant to state and county notification requirements and will have the opportunity to comment through public hearings processes and other means.*

- (2) When a county proposes to designate an unincorporated community or to amend plan provisions or land use regulations that apply to such a community, the county shall specify the following:

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- (a) How residents of the community and surrounding area will be informed about the proposal;
  - (b) How far in advance of the final decision residents of the community and the surrounding area will be informed about the proposal;
  - (c) Which citizen advisory committees will be notified of the proposal.
- (3) The information on these three points shall be included in the appropriate plan amendment proposals or periodic review work task.
  - (4) When a county proposes to designate an urban unincorporated community, the county shall adopt a citizen involvement program for that community in accordance with the provisions of Goal 1, Citizen Involvement.

**Finding:** *Subsection (4) above applies to urban unincorporated communities, and is not applicable to Parkdale.*

- (5) Proposals to designate, plan, or zone unincorporated communities shall be coordinated with all special districts, metropolitan service districts, and cities likely to be affected by such actions. For any unincorporated community, such coordination shall include a minimum of 45-day mailed notice to all cities and special districts (including metropolitan service districts) located within the distance described in OAR 660-022-0040(2).

**Finding:** *Parkdale lies more than 10 miles from the UGB of Hood River, an urban growth boundary with a population of less than 25,000. Thus the proposal to designate Parkdale as a rural unincorporated community does not have to be coordinated with the City of Hood River. Nevertheless, the project was coordinated with the City because it took place in tandem with the planning project for the urban unincorporated community of Odell, which does lie within 10 miles of the City of Hood River UGB. This project has been coordinated with the Parkdale Sanitary and Parkdale Water Districts. Notice of the proposals to designate Parkdale as a rural unincorporated community was mailed to these districts, other special districts in the County (irrigation and fire districts) and the City of Hood River prior to the first adoption hearing. The planning process was coordinated with the Parkdale Sanitary and Water Districts as described in Chapter III of the Parkdale Community Plan.*

**CONCLUSION:** The Parkdale Community planning process satisfies the requirements of OAR 660-022-0060.

## APPENDIX C. RESULTS OF COMMUNITY SURVEY

In mid-January, 2003, Hood River County staff distributed questionnaires to owners of all property within and directly adjacent to the proposed Parkdale rural unincorporated community boundary. Questionnaires were required to be returned by February 12. Forty-three (43) questionnaires were returned, representing about 35% of the households in the unincorporated community. Following is a summary of results of the survey by question.

**Community Character.** *For this question, "rural in nature" means large lot sizes throughout the community, and "urban character" means smaller lot sizes in residential areas.*

1. *In general, would you prefer Parkdale to remain more rural in nature, or progress toward a more urban character?*

*more rural*

*more urban*

**Most respondents (79%) say the community should be more rural.**

**Residential Density.** *Currently, all of the residential area within Parkdale is zoned with a minimum lot size of 7,500 sq.ft.*

2. *Are the lot sizes appropriate?*

*Yes (Skip to question 4)*

*No (Go to question 3)*

**Most respondents (67%) say current minimum lot sizes are appropriate.**

3a. *If you answered "No" to question 2, do you think lot sizes should increase?*

*Yes (Skip to question 4)*

*No (Go to question 3b)*

**About a quarter (28%) of respondents say that lot sizes should increase.**

3b. *If you answered "Yes" to (a), do you think lot sizes should increase for all residential areas?*

*Yes (Skip to question 4)*

*No (Go to question 3c)*

**A relatively small proportion of respondents (16%) say that lot sizes should increase.**

3c. *If you answered "No" to (a) and (b), where should residential lot sizes increase?  
(please check all that apply)*

*North*

*South*

*East*

*West*

*Center*

**As noted above, few respondents (9%) indicated a specific area where lot sizes should increase. Of those who did, most said in the southern portion of Parkdale or in multiple areas.**

**Commercial Land Use/Zoning.** *In Parkdale, there currently is one relatively large vacant commercial property which has been separated into several smaller pieces of land. This area could support approximately 7 - 12 additional small commercial businesses. There also are five commercially zoned properties with existing residences that ultimately could be redeveloped for commercial use.*

4. *Is additional commercially zoned land needed in Parkdale?*

*Yes (Skip to question 6)*

*No (Go to question 5)*

**Most respondents (74%) say no additional commercial land is needed.**

5. *If you answered yes to #4, where should the additional commercially zoned land be located? (check all that apply)*

*Existing industrial areas*

*Existing residential areas near the current commercial area*

*Existing residential areas at the southern end of Parkdale*

*Other (please specify) \_\_\_\_\_*

**Among those respondents who recommended locations for additional commercial land, responses were almost evenly split, with slightly more favoring existing residential areas near the current commercial area.**

6. *Are there any other land-use or zoning issues that should be addressed as part of this process?*

**Respondents cited a variety of issues, including:**

- Buffering between orchard/farm and homes and businesses.
- In order to keep the Parkdale community rural, we feel enough land is zoned commercial. We also think residential lot sizes should be bigger to keep Parkdale from over development and becoming an urban community.
- We want Parkdale to be a rural community. We feel enough land is currently zoned commercial. Residential lot sizes should be bigger to keep Parkdale from over development and becoming an urban community.
- In order to keep the Parkdale community rural, we feel enough land is zoned commercial. We also think residential lot sizes should be bigger to keep Parkdale from over development and becoming an urban community.
- Traffic through town should be considered.
- To be able to add other residences for family members on their property who own more than just lot size property.

- By not expanding commercial zoned lands perhaps future need of commercial properties will lead to upgrading of current commercial properties.
- Not for shaded area delineated in map.
- That depends on what kind of commercial industries we attract. Lets face it, we need to diversify. The orchards can't continue to support all of our employment needs, tax needs, etc.
- Enough water.
- Streams, rivers and wetlands should, to the extent possible, be excluded from high-density zoning. To do so puts undue pressure on the County to allow development in these sensitive areas.
- The overall plan should address a cohesiveness to close proximity of commercial and residential lots. Building densities, open space, paths, landscaping, etc.

**Other Comments**

7. *Do you have any other comments or suggestions about this project?*

**Respondents cited a variety of issues, including:**

- Keep Parkdale area unique. Hood River screams about Wal-Mart, Casino, etc. Let them open their doors to more commercial areas and put more people back to work.
- Mt. Hood Meadows could screw it all up.
- 1. I think there should be a maximum set for exterior lighting so that the rural night is darker than it presently is. The height of the lights is also a problem. Control could be easy through the places people purchase the lights such as Hood River Elec. Coop. 2. I also think there should be a ban on burn barrels as people often burn plastics in them thus contributing to air pollution and degrading their neighbors air.
- I believe lots should increase in size without going outside of specific perimeters. Example, 4 houses on an acre instead of 6 houses an acre (7500 sq. ft).
- I think our acre should be more diversified. 1/3 orchards, 1/6 commercial-industrial, 1/6 rec., 1/3 residential. I would like to see us attract more tourism, golf course, etc. I believe it would bring jobs and create business that would be a pleasant plus to our community. We need this growth. Too many of my neighbors drive to Portland to work. There's no money in farming, it just becomes a tax write off for the wealthy who settle here.
- Keep Cooper Spur addition out.
- Being loose with the zoning laws and UGB expansion in order to fit more people in should not take priority over prime agricultural land and preservation of natural beauty and resources of the area.

Demographic Information

8. Where do you live?

\_\_\_ In Parkdale

\_\_\_ Out of Parkdale

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**About one-third of respondents live in Parkdale. However, a significant number who live outside Parkdale appear to live nearby (e.g., Mt. Hood or south of Parkdale) based on their mailing/ contact addresses.**

9. Where do you work?

Odell

Parkdale

Hood River

Other (please specify) \_\_\_\_\_

**About 35% of respondents work in Parkdale. Another 30% are retired. The rest are relatively evenly split between working in other parts of or outside of Hood River County.**

10. What is your gender?

Male

Female

**About two-thirds of respondents are men.**

11. What is your age?

under 20

50-59

20-29

60-69

30-39

70-79

40-49

80 or older

**A significant number of respondents (44%) are between 50 and 59 years old. Most of the rest are either 40-49 (14%), 60-69 (16%) or 70-79 (16%). Only 2% were under 40 years old and none were under 30.**

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## APPENDIX D.RESULTS OF PUBLIC MEETINGS

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Following are summaries of the results of the public meetings conducted for both Odell and Parkdale (first meeting), Parkdale only, and the Latino community, including additional comments provided in writing via comment forms and other correspondence.

### PUBLIC MEETING SUMMARY

OCTOBER 7, 2002

### HOOD RIVER COUNTY FAIRGROUNDS, ODELL

#### Background

Hood River County is initiating a project to plan for the rural communities of Odell and Parkdale and other land in the County. Planning for other rural communities in the County, including Mt. Hood, Oak Grove, Pine Grove, Rockford, Van Horn and Windmaster Corner, will be undertaken at a later date. State land use planning laws and rules require all counties in Oregon to develop plans for rural communities and update zoning and other land use requirements for rural residential, commercial and industrial land outside such communities. This public meeting was the first of several planned to involve residents and property owners in these areas in this planning effort. Approximately 55 people attended the meeting, which was facilitated by Matt Hastie of Cogan Owens Cogan (COC), with assistance from County staff.

#### Welcome and Introductions

Mike Benedict, Hood River County Planning Director, welcomed participants and briefly reviewed the objectives of the project and meeting. He then introduced other members of the County Planning Department and Matt Hastie of COC.

#### *Presentation on Project Background and Objectives*

Matt Hastie summarized the objectives, activities and schedule for the project. As noted above, the overall objective of the project is to prepare community plans and associated County zoning and other planning amendments for Odell and Parkdale, as well as zoning code amendments for rural residential, commercial and industrial land outside these and other rural communities. Plans and regulation must comply with Statewide Planning goals, laws and administrative rules include Statewide Goal 14 (regarding urbanization). This planning effort also represents an opportunity for community residents and landowners to suggest changes in zoning regulations to meet future community needs.

Plans for Odell and Parkdale will specify the following:

- Community boundaries
- Allowable lot sizes, land uses and other characteristics of land within the communities
- Ability of public facilities to serve future land uses

- Standards for future public improvements (e.g., roads, water and sewer facilities)

New zoning and development regulations for land in Odell and Parkdale will need to comply with state requirements but are not expected to differ substantially from the existing plan and zoning ordinances. For example, existing guidelines for lot sizes can be maintained, assuming adequate public facilities are available to serve future land uses and development. The types of land uses allowed on specific properties also are unlikely to change, unless requested by property owners and/or community members and justified by public policy considerations.

As noted above, another component of the project is to update County zoning regulations for rural residential land outside community boundaries. For new development on rural residential land, state law currently requires new lots to be two acres or larger. The County currently follows these requirements but needs to update its zoning code to reflect these and other state requirements. County zoning regulations for commercial and residential development outside rural communities also will be updated to be consistent with state requirements.

Several public meetings will be held to present information about the planning process, review proposed plans and regulations, and solicit comments from property owners. Meetings and other opportunities for involvement will include:

- This initial meeting for all County residents to provide an overview of the process, solicit comments and answer questions
- Subsequent meetings in Parkdale and Odell to review and comment on proposed plans for those communities; two meetings in each community are planned, with the first scheduled for mid-November
- Public hearings with the County's Planning Commission and Board of Commissioners to review proposed changes to County regulations
- Opportunities to provide written and verbal comments throughout the process

The next steps in the process will be to:

- Identify proposed zoning changes or requirements
- Conduct additional meetings in Odell and Parkdale
- Based on analysis and meetings, agree on community boundaries, land uses and zoning requirements
- Prepare community plans
- Adopt changes to County Plans

### **Questions, Comments and Answers**

Next, Matt Hastie facilitated a discussion of questions, comments and concerns from participants. County staff assisted in responding to questions. A summary of discussion follows (*answers to questions are shown in italics*):

- My property is on one side of Odell Highway. I have been told I cannot subdivide my property while my neighbors on the other side of the road have done so. I would like the opportunity to divide my property also.
- I am in the Odell Sewer District but unable to subdivide my property. This does not make sense to me.



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- I would like the opportunity to subdivide my one-and-a-quarter-acre property in half. It is on Summit Drive west of Gilhouley Road.
  - How much available water and sewer service capacity exists in Odell now?
  - *We are collecting that information from service providers including the sewer and water districts in Odell and Parkdale. Each district has some available capacity and in some cases has plans to expand facilities. The Odell Sewer District is relatively close to its current capacity but has approved plans for expansion.*
  - Is service capacity based on existing capacity or planned future capacity?
  - *For the most part, it is based on existing capacity. However, capacity can be expanded to meet certain types of needs, particularly for commercial or industrial parcels. We will clarify this issue at future meetings.*
  - Is it possible to change the boundaries of an unincorporated community?
  - *Yes. There are two types of unincorporated communities – rural and urban unincorporated communities. Once a boundary is established, it is more difficult to change the boundary of an urban unincorporated community. At this point, no formal boundary has been established for Odell or Parkdale. The type of land that may be included within the boundary is prescribed fairly specifically by state requirements though there will be some flexibility in determining the boundary for each community.*
  - Are the boundaries defined by census divisions?
  - *No. The County provided information to the US Census Bureau which was used by the Census to establish County Census Districts for Census purposes. However, those boundaries do not have a direct relationship to the boundaries that will be established as part of this project. These boundaries are based on land use. An unincorporated community can only include a contiguous area of exception lands -- i.e., land that is not zoned for farm and forest use, but rather for residential, commercial or industrial use. Under certain conditions, portions of some properties zoned for farm or forest use also may be included in the boundary.*
  - The Odell Boundary should include all of the land within the Odell Sewer District.
  - I have a parcel of land that is just over 2 acres. Similar properties around me were split into 10 lots 25 years ago but now I am unable to do the same thing. That doesn't seem right.
  - You need to address the ability of property owners to subdivide their properties through this process.
  - *That is one of the purposes of this project.*
  - My property is zoned for R-7500. I am unable to subdivide it but I am being assessed for property taxes based on that zoning. This process needs to address that situation.
  - *We recently consulted the County Tax Assessor's office about your situation and were told that your property is not being assessed according to the R-7500 designation.*
  - Then I need to be told that in writing.
  - Who will make the recommendations about proposed changes in County zoning regulations?
  - *County planning staff and consultants will make the recommendations based on the state requirements, analysis of service capacity and input from residents and property owners.*
  - If a property owner is within the boundary now, how will they be affected by this process?

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- *If they are within the boundary that is ultimately established and their property is zoned for R-7500 or a similar density, they will regain the ability to subdivide and develop their property subject to other County planning and zoning requirements.*
  - *When will the changes take effect?*
  - *Once the County adopts the necessary planning and zoning ordinance amendments, assuming the state acknowledges them.*
  - *Does the state ultimately need to acknowledge this process? Is it possible they would not approve the recommendations that the County proposes to adopt?*
  - *The state does need to acknowledge the proposed Comprehensive Plan and Zoning amendments as part of the County's Periodic Review process. We will be working with state agency representatives throughout the process to ensure that what we propose is consistent with state guidelines and regulations. Assuming it is, it is unlikely the state would not approve the proposed recommendations. However, there may be a question about the State's ability to acknowledge the amendments given that we will not have completed planning for all rural communities. We will consult with the State about that issue.*
  - *When do you expect to complete this project?*
  - *We expect to present proposed amendments to the County Planning Commission and Board of Commissioners by next June and possibly sooner.*
  - *Will a similar process be undertaken for other rural communities in a subsequent phase?*
  - *Yes.*
  - *Is there a moratorium on dividing properties outside the rural communities?*
  - *There is not a moratorium per se. However, state regulations prohibit subdividing properties below 2 acres. The County complies with these regulations but needs to update its zoning code to be consistent with them as part of this process.*
  - *How was the R-7500 within the rural communities "unacknowledged?"*
  - *It was a somewhat complicated process that actually took place through a series of legal cases over the course of nearly 15 years. Based on activities and court cases in other counties, the state ultimately adopted new administrative rules that require counties to prepare plans for unincorporated communities. Until these plans are prepared and associated boundaries are adopted, land within or outside these communities cannot be subdivided. Once this process is completed for Odell and Parkdale, property owners will regain the ability to subdivide their land assuming other requirements (e.g., adequate service capacity) can be met.*
  - *What is the difference between an "urban" and "rural" unincorporated community?*
  - *An urban unincorporated community is larger and must include at least 150 properties. Odell is likely to be designated as an urban unincorporated community while Parkdale is likely to be designated as a rural unincorporated community. Planning requirements for urban unincorporated communities are more intensive. For example, public facility plans for such communities must be prepared if they exceed a certain size.*
  - *Does the boundary have to be justified on land needs within the communities?*
  - *For urban unincorporated communities, a future expansion of the boundary would have to be justified based on a demonstrated need to accommodate future growth within the community. However, this does not have to be done to establish the boundary.*

- What is the difference between an “urban growth boundary” and the boundary of an urban or rural unincorporated community?
- *An urban growth boundary is only designated around an incorporated city. Land within and unincorporated community is still under the jurisdiction of the County. There are different planning requirements for cities and counties and the level of services within an incorporated city typically is higher than in unincorporated areas. However, in other respects, the effect of being within a city or formally established unincorporated community is similar. For example, there are no restrictions on the density of development that can be allowed in an unincorporated community, assuming water and sewer services are adequate to meet the needs of the entire community.*
- Can farm or forest land be included within an unincorporated community boundary?
- *Under certain conditions, land zoned for exclusive farm or forest use (EFU) may be included within an unincorporated community boundary. Such properties must meet all of the following four conditions:*
  - *Property is contiguous to other land within the boundary*
  - *Property was occupied by one of the following uses as of October, 1994: church, cemetery, school, playground, community center, fire station, museum, golf course, or utility facility, etc.)*
  - *Only the portion occupied by the non-farm/forest use above may be included*
  - *It remains planned and zoned pursuant to requirements for farm and forest land*  
*Such land also can be included if it first is designated as an “exception” area. To do this, the property must meet certain criteria for taking an exception to state goals to protect farm and forest land. Meeting these requirements is a fairly arduous process.*
- Some EFU lands are not viable for farming.
- Are there any residential properties zoned R-7500 outside Odell, Parkdale or other rural communities?
- *There may be some but if so, very few.*
- Is it possible to rezone EFU land?
- *Yes, but as noted above, it is a difficult process.*
- How are you informing people about this process?
- *Through media releases and subsequent news stories, mailings to property owners and interested individuals, and meeting flyers posted in community gathering places.*
- If you want to reach the Hispanic community, you also could publish something in the *Cascade Weekly*.

### **Additional Questions and Comments**

After the discussion, participants were encouraged to provide additional comments about specific properties shown on maps of the Odell and Parkdale areas or on written comment sheets provided at the meeting. Participants also were encouraged to fax or e-mail comments to Matt Hastie (e-mail address was provided) or County planning staff after the meeting. Written comments included:

*Leave the existing zoning basically as is. Leave the R-1 Zoning on TIN RIDE 32DD #2700 as is and honor the minor partition tentatively approved in 1992! We bought the parcel because it*

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was zone R-1. These parcels were zoned R1-7500 based on the availability of services. The services are still available.

W. B. Connors

*It would be beneficial for speakers to use a microphone and to repeat questions from the audience—for hard of hearing persons—or have a traveling microphone. You did not put your e-mail address in writing—after you completed your presentation.<sup>4</sup> I appreciated the fact that you listened and tried to help me locate my Odell property that I would like to re-zone and/or partition—please see explanation [map provided].*

*You misunderstood my portion of the property after locating the property on the map. It has been divided into two parcels—the Odell Creek is the dividing line—yes, it is legally divided. My property is Parcel 2 on the highway side. [Sketch of parcel with measurements was included.] My house is located in the middle of Parcel 1. I would like to be able to dispose of the property both north and south (on each side) of the house. (Please send your e-mail address.)*

Mildred B. Goe

*What are the state's (LCDC) goals and regulations that control Hood River property development, which are the rules for our planners to comply with?*

*What happens to our farmers that are adjacent to community planning areas when their crops cost more to grow than what they can sell them for?*

*Where do you house farm workers that need more than a 'picker cabin'?*

William J. Frost

*The County should honor previous zoning of land and the state should take away their rights to a two-acre overlay. These people purchased their land with a rural-residential (7,500 square-foot) use, and at present, the two-acre overlay is stopping the partition of these lots.*

Jeanne Farwig

*We are requesting a rezoning of our property in Odell at 3920 Summit Drive, and the contiguous piece to the north of us owned by my parents, to R-1/7500 status. These properties are surrounded by small building lots up Kusisto, across Ackerman, down Wy'East and, with the exception of our property, along Summit between Wy'East and Kusisto. Our property has access to sewer, power, water and roads. We are close to schools, the fire department and shopping. It makes no sense to maintain these 3.85 and 4.90 parcels as farm property. I have lived in Odell for 25 years. In that time I have watched Odell change from a rural community to a small suburbia with on-going home construction to accommodate our growing population. They are clearing orchards in Hood River to meet local housing needs while our property has virtually no agricultural value. We are working people who will never use this small piece for anything other than one annual cutting of hay. It is a frost pocket, unsuited for any cold sensitive crops. It makes much more sense to use property such as ours to accommodate this valley's housing needs than to tear down existing orchards. For years we have been perplexed by the amount of small lot housing construction that has been going on all around us, while we are forced to*

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<sup>4</sup> Note: Matt Hastie's e-mail was written on a large newsprint tablet at the front of the meeting room at the end of the meeting.

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*maintain our land in 2.5 acre parcels. This is not to say that we are ready to put in a subdivision, we just don't want to be told that we must maintain "acreage" when we are surrounded by lots. Years ago I would have been appalled at the thought of other houses on my property, but that was before Blossom View, before houses lined Kusisto, before the "Ewe and I" and the "McCormick" divisions, before I could look in every direction and see houses lining streets that didn't exist when I moved to this place. Odell has become the area where the community wants to put its people. So be it. Rezone our property and we will thoughtfully plan for the future of our land.*

Michael and Karen Donahue  
3920 Summit Drive

*I am in the Odell sewer district and the Crystal Springs service area, yet I can not build on my five acres. All (the lots of) five acres around me can build because of old rules.*

Norman Graves

*Please cancel my request to be sent information.*

Fred Duckwall

*On Summit, we want (properties) 3890 and 3910 included in the growth boundary.*

Richard and Sandi Sohler

*I would like the ability to subdivide my property.*

Property owners, Section 2N 10E DB tax lot 100, Section 2N 10E DC tax lots 1500, 1600, 1700 and 1701

*I would like to but cannot divide my residential property. The other properties around me have been divided for residential use.*

Property owner, east of Odell

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## **PUBLIC MEETING SUMMARY**

**NOVEMBER 12, 2002**

**PARKDALE COMMUNITY CENTER, PARKDALE**

### **Background**

Hood River County is undertaking a project to plan for the rural communities of Odell and Parkdale and other land in the County. Planning for other rural communities in the County, including Mt. Hood, Oak Grove, Pine Grove, Rockford, Van Horn and Windmaster Corner, will be undertaken at a later date. State land use planning laws and rules require all counties in Oregon to develop plans for rural communities and update zoning and other land use requirements for rural residential, commercial and industrial land outside such communities. This public meeting was the second of several planned to involve residents and property owners in these areas in this planning effort. Approximately 35 people attended the meeting, which was facilitated by Matt Hastie of Cogan Owens Cogan (COC), with assistance from County staff.

### **Welcome and Introductions**

Matt Hastie welcomed participants and briefly reviewed the objectives of the project and meeting. He then introduced members of the County Planning and Economic Development Department as well as County Commissioner Roger Schock.

### **Presentation on Project Objectives, Progress, and Preliminary Findings**

Matt Hastie summarized the objectives, purpose, and basic state planning requirements governing the project. As noted above, the overall objective of the project is to prepare community plans and associated County zoning and other planning amendments for Odell and Parkdale, as well as zoning code amendments for rural residential, commercial and industrial land outside these and other rural communities. State planning requirements for Parkdale include a recommended designation of "rural unincorporated community," requirements for future zoning based on existing service capacity. Assuming existing water and sewer facilities can serve development that could be implemented under proposed zoning requirements, a formal public facility plan for the community is not needed.

Matt outlined the proposed community boundary and existing zoning designations in Parkdale. According to state law, the boundary must include a contiguous area of "exception lands," i.e., lands that are not zoned for farm or forest use. Adjacent lands zoned for farm and forest use may be included if they meet specific conditions. It does not appear that any of these lands existing on the periphery of the proposed Parkdale community boundary. The boundary is expected to look very similar to the informal boundary shown on the County's Comprehensive Plan map, though it likely would not include the property zoned for Exclusive Farm Use in the northwest corner of the community.

Water use in Parkdale is now at about 50% of the Parkdale Water Company's capacity, which means that the District could serve 200 – 300 more homes assuming limited commercial and industrial growth. Sewer system usage currently is at about 50% of capacity. Existing sewer

facilities also could serve 200 – 300 new homes, assuming limited commercial and industrial growth.

The County proposes to retain existing residential zoning regulations for allowed land uses and densities, unless there is significant community sentiment to change these designations or unless specific property owners petition to change the zoning for their own properties.

Commercial land use requirements within a rural unincorporated community limit new or expanded commercial development to those uses that serve Parkdale, the surrounding area, or people passing through the area. These developments are also limited in size to 4,000 sq. ft. or less, with the exception of hotels and motels.

Industrial land use requirements within a rural unincorporated community allow the expansion of existing uses and those resource-related uses allowed under state farm and forest rules, or those requiring proximity to resource land. Other new or expanded industrial uses are limited to 10,000 sq. ft. or less.

Proposed road standards within a rural unincorporated community would utilize existing state and county standards for state highways (major roads in the community), implement rural commercial and industrial road standards, and establish new urban local road standards for new developments or expansions with 7,500 sq. ft. lots.

Matt Hastie presented the audience with four slides that indicate options for local road standards that vary in the width of the right-of-way, number of lanes, and width of sidewalks and planting strips. He also showed one slide that illustrated road standard options for commercial and industrial areas.

Matt Hastie ended his presentation with a series of discussion questions for participants, including the following:

- ◆ Should any changes be made to residential zoning designations, i.e., should smaller lots be allowed or larger minimum lots required, compared to the existing minimum allowable lot size of 7,500 sq. ft.?
- ◆ Is any more commercial land needed?
- ◆ Is the proposed general approach to road standards appropriate?
- ◆ Which local road standards options are most appropriate for Parkdale?
- ◆ Do any other issues need to be addressed through zoning or planning requirements?

Matt Hastie then opened the floor for questions or comments from the audience. These are listed below, and are followed by the answers provided (responses are shown in *italics*).

Comment	There are two water suppliers in Parkdale: the Parkdale Water Co. and the Crystal Springs Water District.
Question	What is outside the boundary shown on the map and why is the parcel in the northwest corner zoned for exclusive farm use (EFU) included in the boundary?
Answer	The outside boundary is the proposed community boundary for Odell. It roughly corresponds to the informal community boundary shown on the County's Comprehensive Plan map. It also should correspond to the requirements of the statewide planning rules for land that can be included within an unincorporated community. The farm property in the northwest corner probably should not be

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included unless a portion of the property meets certain state guidelines. If it has been included incorrectly, the map will be adjusted before the next meeting on this project.

Question How does this Unincorporated Communities plan relate to the HRC Economic Development Plan?

Answer It is not directly related to the plan. It is a separate project being undertaken to update the County's Comprehensive Plan as part of the process of periodically reviewing and updating that document consistent with Oregon statewide land use planning program. However, it may be indirectly related to the Economic Development plan in the sense that it affects the types of commercial and industrial businesses that could be located in Parkdale and consequently the economic development of this area.

Question When did the two-acre minimum rule come into effect?

Answer Some time in the late 1990s (1998 or 1999).

Question Was there any analysis made of prior growth in Parkdale or projections of future growth?

Answer Not directly for this project, although we have done some analysis of projected future growth as part of another planning project for the County (update of the County's Transportation System Plan). Historic and future growth rates are projected to be fairly low – about 1 – 2 percent per year. Over the next 20 years, this growth rate would result only a fraction of the people that theoretically could be accommodated if all the residential land in Parkdale were subdivided and developed to its maximum capacity based on existing zoning. That will be discussed in subsequent reports for this project.

Question What is the real development potential for residential properties in Parkdale? What percent of the properties are grand-fathered in as 7500 sq. ft.?

Answer All of the residential land within the proposed community boundary is zoned for 7,500 square foot lots. Once a formal boundary is established and adopted by the County, all of the residential property within the boundary could be developed at lots as small as 7,500 square feet. The theoretical development potential would be about 300 additional homes. However, the actual potential likely would be less, given that not all properties could be developed to their theoretical potential given the shapes and sizes of parcels, access requirements and other factors.

Question What is the effect of the 4,000 and 10,000 square foot limits on commercial and industrial properties? How is it different from current regulations?

Answer I am not sure what, if any restrictions the County currently has on the size of commercial and industrial land uses, though they are likely higher than those required by the new statewide rules. (Note: subsequent review of the County's zoning ordinance indicates that existing zoning regulations for new or expanded commercial and industrial uses do not include any limits on building floor area (square footage).)

Question Who decides and how does one determine what commercial uses serve the community, surrounding area and the needs of tourists but does not go beyond?



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- Answer Our consulting firm and the County will make a proposed determination based on the statewide rules and how they have been interpreted and applied in other counties or through other legal or administrative decisions. (Note: subsequent review of the statutes that apply to unincorporated communities and the County's zoning ordinance indicates that commercial businesses would be limited to those that would serve Parkdale, "the surrounding rural area and people traveling through the area." This could include tourists. The existing county zoning ordinance allows a fairly general set of uses. Few if any of the uses currently allowed by the County likely would be restricted under the new rules.)
- Comment I would like to see larger lots than 7500 square feet generally. (In response to a question of whether participants thing minimum lot sizes should be smaller or larger than 7,500 feet generally)
- Comment Keep the existing 7500 sq. ft. minimum lot size. (In response to a question of whether participants thing minimum lot sizes should be smaller or larger than 7,500 feet generally)
- Comment I would like to see, or at least explore the possibility of zoning more land for commercial use. I am not sure which land to consider for commercial use – possibly the SE corner of the area currently zoned for industrial use. Future potential resort development on Mt. Hood could increase the need for commercial businesses in Parkdale.
- Comment Requirements for off-street parking for commercial and industrial uses in Parkdale should be relaxed or eliminated. There isn't a need for it now.
- Comment When asked about preferences for possible urban road standards in Parkdale, one person recommended Option A (34-foot wide road with parking on both sides of the street) while another recommended Option C (24-foot wide street with parking allowed on one side only). Several other people expressed a general preference for smaller roads.
- Comment The presentation indicated that there is no formal boundary for Parkdale. However, a formal sewer district boundary was already adopted.
- Answer That is true. However, that boundary was adopted through a separate process and for a different purpose (to create and assess fees for sewer district). The boundary proposed for this project would affect land use and zoning within the boundary.
- Question How is planning for schools accounted for in this process?
- Answer It is not directly addressed. The statewide rules governing this process do not include any requirements for locating or planning for schools in unincorporated communities. The School District is a separate agency and is required to plan for future schools in large degree in response to growth and development within the County. At some point, future growth in Parkdale could result in the need for additional school facilities.
- Comment More should be done to find out what people think about these issues, e.g., lot sizes and expansion of the commercial area. Can a community survey of some type be conducted.
- Answer An informal survey could be conducted. That has been discussed by the project team as a way to gather more opinions about these issues.

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Question	Could subdivision of land be subject to requirements for Planned Unit Developments (PUD's)?
Answer	This may be an option, depending on existing county regulations and/or the county's ability and resources to develop such regulations if they do not already exist.
Comment	It would be nice to see a park/open space south of the residences along Baseline Drive and east of Clear Creek Road.

### Wrap-Up

After the discussions, Matt Hastie briefly described the next steps for the process, which include:

- ◆ Identify detailed zoning requirements;
- ◆ Identify changes in lot size or land use as requested or recommended by the public and others;
- ◆ Refine public facility capacity estimates;
- ◆ Prepare a community plan;
- ◆ Conduct another project meeting in Parkdale; and
- ◆ Adopt changes to County plans.

The meeting was adjourned.

Several participants completed and returned comments after the meeting. Comments included:

*Eliminate the existing off-street parking regulations in the C-zone. Reason: Parkdale is an old platted town with many of the commercial lots developed prior to the existing zoning. These lots do not have either contiguous land or legal access to land available for parking. As it is, one is forced to seek approval of a variance. While the objective application of the variance criteria is a sound idea, too often the applicant faces political opposition leading to litigation at great expense.*

Sinclair Kinsey

*We feel that the lot size should be larger. There is already a traffic problem on Clear Creek Rd. (speeding, migrant traffic). Keep in mind the agriculture already existing along Clear Creek Rd. Conflicts have happened in the past and there would be more potential for conflicts with more development. The existing development along Clear Creek Rd. is an eyesore and although any future development would have to follow certain guidelines, we don't want to greatly increase Parkdale's population, even with nicely designed developments. As native Parkdalites, we think the rural flavor should be kept and save the smaller lot sizes for the Mid Valley. Thank you.*

Mark and Linda Gray

I strongly oppose smaller lot sizes up Clear Creek Rd. This is a farming community with lots of existing agriculture up and down Clear Creek Rd. History shows when you put housing developments around agriculture of any kind it causes big problems! Conflicts with traffic already exist along Clear Creek Rd. (speeding, etc.). Housing would only add to this.

Jennifer Gray

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## **PUBLIC MEETING SUMMARY**

**FEBRUARY 24, 2003**

**PARKDALE COMMUNITY CENTER**

### **Background**

Hood River County is undertaking a project to plan for the rural communities of Odell and Parkdale and other land in the County. Planning for other rural communities in the County, including Mt. Hood, Oak Grove, Pine Grove, Rockford, Van Horn and Windmaster Corner, will be undertaken at a later date. State land use planning laws and rules require all counties in Oregon to develop plans for rural communities and update zoning and other land use requirements for rural residential, commercial and industrial land outside such communities. This was the fourth of five public meetings to involve residents and property owners from these areas in the planning effort. Approximately 30 people attended the meeting, which was facilitated by Matt Hastie of Cogan Owens Cogan (COC), with assistance from County staff.

### **Welcome and Introductions**

Matt Hastie welcomed participants and briefly reviewed the objectives of the project and meeting. He then introduced Mike Benedict, Hood River County Planning Director, and other members of the County Planning Department. He announced that the format of this meeting would be different from that of previous meetings on this project, in that there would be no small group discussions. He said that the floor would be open for questions throughout the presentation. The questions raised by the audience during the presentation are listed at the end of this summary, along with the answers provided by Matt and County staff.

### **Presentation on Project Background, Findings, and Recommendations**

Matt Hastie summarized the objectives and purpose of the project along with the basic state planning requirements governing unincorporated community planning in Parkdale. As noted above, the overall objective of the project is to prepare community plans and associated County zoning and other planning amendments for Odell and Parkdale, as well as zoning code amendments for rural residential, commercial and industrial land outside these and other rural communities. State planning requirements for Parkdale include a recommended designation of "rural unincorporated community," a requirement that public services must be adequate to serve future potential development, and the inclusion of a mix of residential, commercial, and industrial land uses. The planning requirements are generally less stringent than those for an urban unincorporated community, such as Odell.

Matt then presented a map of the proposed community boundary and existing zoning designations in Parkdale, explaining why certain areas had been included in the proposed boundary and others had been left out. For the most part, properties that have an Exclusive Farm Use (EFU) zoning have been left out of the unincorporated community boundary, as their inclusion would require an exception to the State planning rules. Matt explained that it would be very difficult to receive an exception for properties with an EFU zone that are currently being farmed.

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Matt then presented the results of the Community Survey that was distributed by Hood River County to all property owners in Parkdale. Of those from Parkdale responding to the survey, 79% indicate a desire for the community to remain rural in character. About 65% also support maintaining the existing residential zoning patterns rather than moving towards larger or smaller lots. The survey results also indicate little support (24%) for adding more commercial land in Parkdale. Other issues raised in the survey results included the need for street lighting requirements, preservation of the uniqueness of Parkdale, concern about traffic levels and impacts, and questions about the type of economic development targeted and the ability of property owners to develop their land.

Matt then presented the results of the population growth projections and public facility capacity assessments that were conducted for Parkdale as part of the unincorporated communities planning project. These projections anticipate a population growth of 58 people in Parkdale over the next 20 years, with a need for approximately 14 new housing units. The land within the proposed community boundary can accommodate up to 210 additional homes under the existing zonings, so there should be no need to expand the boundary to allow for additional housing. The assessment of public facility capacity found that Parkdale Water Company and the Parkdale Sanitary District have sufficient unused capacity to serve the anticipated future growth in Parkdale over the next 20 years.

The study also identifies little need for new commercial land in Parkdale, given the population projections and the fact that there is currently enough commercially-zoned land to accommodate 8-12 new businesses, mostly on one existing parcel. Commercial businesses may also be located within the light industrial zone.

Matt then gave a brief summary of the items that are to be included in the Parkdale Community Plan. The Plan will include descriptions of the existing land use and zoning, allowed density and land uses, proposed community boundary, state planning requirements for unincorporated communities, process for developing the Community Plan, population projections, and proposed zone changes and land uses. The Plan also will include a description of existing public facility capacity and the ability of the facilities to meet the projected demand over the next 20 years.

The Parkdale Community Plan includes no proposed changes to the existing zoning designations in Parkdale. Proposed changes to County zoning rules include additional requirements that would apply to the property partitioning process and new Unincorporated Community Commercial and Industrial zoning designations that would conform to state rules on unincorporated communities. The new rules would require property owners to plan for future development of all lots on their property when requesting a land partition, including identifying the location of all future lots, future roads and utility lines, and the alignment of future access roads with adjacent properties. The new commercial and industrial zones for rural unincorporated communities such as Parkdale would limit the types of uses that would be allowed in these zones above a certain size (4,000 sq. ft. for the commercial zone and 10,000 sq. ft. for the industrial zone).

The uses proposed to be allowed in the Rural Unincorporated Commercial zone at sizes of greater than 4,000 sq. ft. are health services, funeral services, general merchandise, grocery stores, eating and drinking establishments, auto repair shops, second hand stores, and barber/beauty shops. These are uses that are considered to serve the unincorporated community and surrounding area, along with people passing through the community, but would not be intended to draw customers from outside the surrounding area.

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Matt asked the audience if any additional uses should be allowed in the Rural Unincorporated Commercial zone at sizes of greater than 4,000 sq. ft. The audience proposed the following additional uses: gas station, post office, veterinary services, welding shops, library, and commercial greenhouse/ nursery.

New uses allowed in the Rural Unincorporated Industrial and Light Industrial zones would be limited to farm and forest related industrial uses, expansion of uses existing prior to 1994, or uses of 10,000 sq. ft. or less in size. Other uses would be allowed if they are considered to be necessary to employ the community and surrounding residents and would not rely on workers in other cities.

At this point Matt asked if the audience had any other suggested changes to the County's residential or commercial zoning ordinances. The audience did not have any specific changes to suggest to the residential zoning ordinance. They suggested several changes to the commercial zoning provisions which are described in the discussion section at the end of this summary.

Matt then presented a description of proposed road standards, which would utilize existing state and county standards for state highways, which are the major roads in the community. "Rural" road standards would be applied in most areas of Parkdale, while "urban" road standards would be applied to any new large developments. Matt then showed a series of slides with illustrated examples of the urban and rural road standards.

Matt closed his presentation with an explanation of the next steps for the unincorporated communities planning project. These include the preparation of the draft Community Plans and updated zoning ordinance provisions, followed by hearings before the Hood River County Planning Commission and Board of Commissioners. The final step will be a Board of Commissioners hearing to adopt the Community Plans and ordinance amendments. At the conclusion of the presentation Matt Hastie asked if the audience had any additional land use related questions or comments. These are listed below in italics, along with the questions raised by the audience during the presentation, and are followed by the answers provided by Matt Hastie and Mike Benedict.

*Question 1: Does public participation matter in this process?*

Yes. Some elements of this plan are fairly rigidly defined by state law, with little flexibility for public opinion to affect them (e.g., the location and type of land allowed within the boundary). On the other hand, the character of development allowed within the community boundary can be influenced by public participation. Things that can be influenced and that we have sought advice from the public about include allowable lot sizes and types of residential, commercial and industrial uses allowed.

*Question 2: I suggest you make a list of what is relevant for input.*

That can be done.

*Question 3: How are you considering the demands that would be placed on Crystal Springs Water District? Will you look at the additional demand from the proposal for a destination resort on Cooper Spur?*

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We are assessing water service capacity based on existing capacity and approved future developments as required by state law. We cannot consider potential developments that may not be approved as we do not have adequate information to assess their impacts or predict whether or not they will be approved.

*Question 4: What are the community designations for Mt. Hood and Dee? Do they have existing community boundaries?*

They have not been determined yet. Mt. Hood likely would be designated as a Rural Service Center, though it could be designated as a rural unincorporated community, depending on the number and types of properties included within its boundary. Dee is not on the preliminary list of unincorporated communities in the county but potentially could be added.

*Question 5: What is the time frame for designating other unincorporated communities?*

Designation and planning for other unincorporated communities would be conducted as a second phase of this project. The County hopes to undertake this work during the next fiscal year (July, 2003 – June, 2004).

*Question 6: Is the parcel that includes the park and museum considered as part of the supply of additional commercial land?*

It has not been up to this point but could be if desired or appropriate. That would add to the potential number of additional commercial businesses that could be developed in the future (compared to the number currently assumed).

*Question 7: Would a hotel be allowed in the C-1 zone?*

No. New motels and hotels are prohibited within rural unincorporated communities within a certain distance of an urban growth boundary. **Note: further review of state requirements indicates that a motel or hotel of up to 35 units could be allowed in Parkdale. Proposed zoning ordinance amendments will be revised to reflect this.**

*Question 8: How is land outside the community boundary of Parkdale affected by this project?*

Property zoned for rural residential use outside an unincorporated community boundary will have a minimum lot size of two acres in the future, pursuant to state requirements. No changes are proposed for zoning regulations for exclusive farm or forest (EFU) zoning provisions.

*Question 9: Are vacant lots now available in the C-1 zone?*

There are only two vacant commercial lots in Parkdale. One is a fairly large lot located behind the commercial properties adjacent to (south of) Baseline Road. It could accommodate 6 – 8 additional businesses, but would require an access road and parking area. The other is the museum and train station property. There also are several properties currently used as residences within the commercial zone. These could be redeveloped for commercial use in the future.

*Question 10: What are the limits on Bed and Breakfasts?*

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The county's zoning ordinance defines Bed and Breakfasts as facilities that are owner or lessee occupied with up to 5 rooms for rent on a daily basis and with a maximum of 10 guests. B&B requirements are spelled out in Article 56 of the County's Zoning Ordinance.

*Question 11: How long will these plans last before they need to be updated?*

There is no expected time limit. However, once the plan is in place, individual property owners could propose changes to their property's zoning within the Parkdale Community boundary at any time.

*Question 12: Will this study look at build-out County wide?*

No. This study is focused on developing plans for designated unincorporated communities and updating county zoning requirements for rural, commercial and industrial land outside those communities to comply with state regulations.

*Question 13: Why do we have to go through this process if the land is already zoned?*

This process is needed essentially to formalize the zoning that was put in place approximately 20 years ago when the County first adopted its Comprehensive Plan. Adoption of new state rules, spurred by legal decisions related to rural development requirements, have prohibited the County from applying existing zoning regulations within communities like Parkdale because no exception to Goal 14 was ever taken. Part of the purpose of this project is to allow people to use and subdivide their property in the future, consistent with existing or updated zoning regulations.

*Question 14: What about the commercial land on Highway 35?*

Those areas would be subject to county zoning ordinance provisions for land outside the unincorporated communities. Generally, state law requires that allowable uses outside unincorporated communities be less intensive than uses allowed inside the communities.

*Question 15: Would these same guidelines apply to Cooper Spur?*

Not necessarily. There is a different set of requirements for developments allowed under the state's "Destination Resort" guidelines. However, those regulations also place limitations on the types of commercial uses allowed.

*Question 16: You should flesh out the meaning the phrase "compatible with surrounding uses, size and character" listed in the locational requirements section of the proposed commercial zoning provisions (21.60.F). Maybe that could be used to ensure that certain types of commercial development are not allowed.*

The purpose of that provision is to give the county Planning Commission some discretion in approving certain types of uses.

*Question 17: Would apartments be allowed?*

Currently, they would not.

*Question 18: What is the name the south road on the map? Please include it on future maps.*

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It is Culbertson Road.

*Question 19: What is the square foot limit on the size of general merchandise stores? Should the zoning regulations include one to ensure we do not allow for things such as big box retail.*

No limit for more intensive uses, which could include general merchandise stores, has been identified. While state laws do not specifically require limitations on commercial uses that serve the unincorporated community, surrounding rural area and people passing through, the Land Conservation and Development Commission has required such limitations as a matter of state policy. In addition, in conjunction with the updated zoning ordinance provisions, findings must be prepared that demonstrate that specific uses allowed over 4,000 square feet will serve only the unincorporated community, surrounding rural area and people passing through. Given these requirements, there likely will be a size limitation on these types of uses of 10,000 – 12,000 square feet in floor size.

*Comment 20: Why box ourselves in? I would not support such a limitation.*

*Question 21: Do we want to limit the size of Mclsaac's?*

Mclsaac's is probably about 10,000 square feet in size. Given the size and configuration of available, vacant lots in Parkdale, it is unlikely that much larger uses could be developed in this area. In addition, a big box retail type use (e.g., a Costco or Wal-Mart) would not meet the requirement that more intensive uses serve only the community, surrounding area and people passing through. Those types of uses are intended to attract people from outside the immediate area. (See response to question #19 for additional information.)

*Question 22: Off street parking restrictions need to be addressed.*

We will review the county's off-street parking regulations, found in Article 51 ("Off-street Parking and Loading") of the County's Zoning Ordinance, compare them with typical requirements in other areas, and possibly recommend changes.

*Question 23: What is the County going to do about 3<sup>rd</sup> Avenue?*

At this time, the County does not have any plans to improve it.

*Question 24: What is the school district going to do about their parking problems in Parkdale?*

No plans have been identified as part of this project. The school district would need to be consulted to find out.

*Question 25: Is the map official?*

The map is still in draft form but revisions to the boundary are unlikely to be proposed.

*Question 26: The boundary does not include all land within the sewer district. This does not make sense.*

State requirements for creation of the boundary are based primarily on whether land is zoned for a non-farm or forest use or otherwise has an exception to a statewide goal. Properties that meet this definition are not always within an existing sewer or water district so unincorporated



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community boundaries are not always consistent with sewer or water district boundaries, as is the case in Parkdale. As noted previously, there is little flexibility in where the unincorporated community boundary can be established.

*Question 27: Once the County adopts this plan, can people begin to divide their property?*

Once the plan has been adopted and the county secures approval from the state, people can begin to subdivide their property per proposed zoning regulations. The County hopes to adopt the Parkdale Plan by this summer. However, this is part of a larger process of planning for all unincorporated communities in the County that ultimately must be approved the state Department of Land Conservation and Development (DLCD). The county hopes that adoption of plans for Odell and Parkdale will be enough to allow development in those areas consistent with the plans. It may take a couple of additional months after county adoption to secure approval from the state for this. In addition, property owners would have to comply with county regulations for approval of a partition, building and other associated permits.

### **Wrap Up**

After all of the audience's questions had been addressed, Matt thanked the audience for their participation and adjourned the meeting.

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## **PUBLIC MEETING SUMMARY**

**MARCH 23, 2003**

### **ST. MARY'S CATHOLIC CHURCH, HOOD RIVER**

#### **Background**

Hood River County is undertaking a project to plan for the rural communities of Odell and Parkdale and other land in the County. Planning for other rural communities in the County, including Mt. Hood, Oak Grove, Pine Grove, Rockford, Van Horn, and Windmaster Corner, will be undertaken at a later date. State land-use planning laws and rules require all counties in Oregon to develop plans for rural communities and update zoning and other land-use requirements for rural residential, commercial, and industrial land outside such communities. This was the sixth and final public meeting for this process, and the first devoted solely to involving Hood River County's Latino population in the planning effort. The meeting was attended by three community members, and was facilitated by Damian Pitt of Cogan Owens Cogan (COC), with assistance from County staff. Carmen Oregon of La Clínica served as the interpreter for the formal presentation and question-and-answer session.

#### **Welcome and Introductions**

Damian Pitt welcomed the participants and briefly reviewed the objectives of the project and meeting. He then introduced Mike Benedict, Hood River County Planning Director, and Josette Griffiths, Senior Planner for the County. He explained the format of the meeting, which would include a presentation on issues related to the project, followed by a question-and-answer session. He said that the attendees were welcome to ask questions at any point in the meeting. The questions raised by the audience during the meeting are listed at the end of this summary, along with the answers provided by Damian and County staff.

#### **Presentation on Project Background, Findings, and Recommendations**

Damian began the presentation by summarizing the components of the project and the reasons it is being undertaken. The project includes the preparation of Community Plans for Odell and Parkdale, establishing official boundaries for these unincorporated communities, updating the County zoning code, and evaluating the capacity of the communities' sewer and water systems. The purpose of the project is to comply with state land-use planning requirements, make sure that the community public facilities will be sufficient to meet future demand, and meet the needs and objectives of the communities as expressed by their residents.

Damian then presented maps of the proposed community boundaries and existing zoning designations in Parkdale and Odell. He explained that nearly all properties zoned for Exclusive Farm Use (EFU) have been left out of the unincorporated community boundary, as their inclusion would require an exception to the State planning rules in most cases. These exceptions are very difficult to receive for properties in an EFU zone that are currently being farmed. Mike Benedict added that a small stretch of EFU-zoned property was included in the community boundary of Odell to provide a connection between the core of the Odell community and an area to the northwest of the core that also meets the requirements for inclusion in the community boundary.

Damian then presented the results of the Community Survey that was distributed by Hood River County to all property owners in Odell and Parkdale. Respondents from both communities indicate a strong desire for their community to remain rural in character. The majority also support maintaining the existing residential zoning patterns rather than moving toward larger or smaller lots. Neither community expressed much support for adding more commercially zoned land.

Damian then presented the results of the 20-year population growth projections and public facility capacity assessments that were conducted for Odell and Parkdale as part of the unincorporated communities planning project. He explained that the projections were made based on past population growth trends and other information such as average household size in the communities. This information was used to determine whether the existing public facilities and residentially or commercially zoned land would be sufficient to meet the population growth anticipated in Odell and Parkdale over the next 20 years. The study found that there is sufficient residentially zoned land, under current zoning densities, to accommodate expected population growth in both communities. The current commercially zoned areas should be sufficient to meet future needs in these communities as well. Existing public facilities also should be adequate, with the exception of the sewer system in Odell. Plans are already under way to improve this system in a way that would meet the anticipated future demand.

Damian then gave a brief summary of the items that are to be included in the Community Plans for Parkdale and Odell. Each Plan will include a description of the existing land use and zoning, allowed density and land uses, proposed community boundary, state planning requirements for unincorporated communities, process for developing the Community Plan, population projections, and proposed zone changes and land uses. The Plans also will include descriptions of existing public facility capacity and the ability of the facilities to meet the projected demand over the next 20 years.

The Parkdale Community Plan includes no proposed changes to existing zoning designations. The Odell Community Plan proposes the rezoning of an area in the northwest portion of Odell from Rural Residential 2½-acre minimum lot size (RR 2½) to Rural Residential ½-acre minimum (RR ½). The proposed commercial and industrial zones for both urban and rural unincorporated communities in Hood River County would limit the types of new uses that would be allowed in these zones above a certain size. The current limits are 4,000 sq. ft. for Commercial zones in rural unincorporated communities and 8,000 sq. ft. for urban unincorporated communities and 10,000/ 20,000 sq. ft. for Industrial zones in rural/urban unincorporated communities. Mike Benedict mentioned that the State is currently considering an amendment to the law that would allow much larger industrial uses within unincorporated communities.

The following uses are proposed to be allowed in the Commercial zones for unincorporated communities at sizes of greater than the limits described above: health services, funeral services, general merchandise, grocery stores, eating and drinking establishments, auto repair shops, and secondhand stores (in rural unincorporated communities only). These are uses that are considered to serve the unincorporated community and surrounding area, along with people passing through the community, but would not be intended to draw customers from outside the surrounding area.

New uses allowed to exceed the size limitations for the unincorporated community Industrial or Light Industrial zones would be limited to farm- and forest-related industrial uses, expansions of uses existing prior to 1994, or uses considered to be necessary to employ the community and surrounding residents and that would not rely on workers in other cities.

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Damian asked the attendees if any additional uses should be allowed in the unincorporated community Commercial zones at sizes of greater than the allowed maximums. One participant proposed that canneries be allowed. Damian responded that canneries would currently be allowed in the unincorporated community Industrial zones, and would not have a size limitation under state law as that is a use that serves the farm industry.

The County has come up with additional proposed zoning rule changes that would apply County-wide. These include new rules that would require property owners to plan for future development of all lots on their property when requesting a land partition, including identifying the location of all future lots, future roads and utility lines, and the alignment of future access roads with adjacent properties. In addition, new requirements for unincorporated community Commercial and Industrial zoning designations are proposed that would conform to state rules on unincorporated communities.

At this point Damian asked if the audience had any other suggested changes to the County's residential or commercial zoning ordinances. The audience did not have any specific changes to suggest to the residential zoning ordinance. They suggested several changes to the commercial zoning provisions which are described in the discussion section at the end of this summary.

Damian closed his presentation with an explanation of the next steps for the unincorporated communities planning project. These include the preparation of the draft Community Plans and updated zoning ordinance provisions, followed by hearings before the Hood River County Planning Commission and Board of Commissioners. The final step will be a Board of Commissioners hearing to adopt the Community Plans and ordinance amendments. At the conclusion of the presentation, Damian asked if the audience had any additional land-use-related questions or comments. These are listed below in italics, along with the questions raised by the audience during the presentation, and are followed by the answers provided by Damian and County staff.

*Question 1: Did your analysis find that the number of commercial businesses in Odell would be sufficient for the future?*

That is not something we assessed. We found that there is enough commercially zoned land to meet future needs, but that does not necessarily mean that the current number of businesses will be sufficient. There is a significant amount of commercially zoned land in the community that is currently not in commercial use.

*Question 2: Hopefully more commercial and industrial ventures, such as the proposed glass plant, will take hold in Odell and Parkdale so that more jobs will be available to children growing up in the community.*

The glass plant is a high priority for the County, and should be approved before the proposed new rules for unincorporated communities go into effect.

*Question 3: What is the timeline for the project, and once these new rules go into effect will people be able to immediately divide their property down to R-1 (7500 square feet) standards?*

The planning for Odell and Parkdale should be completed by the end of June, 2003. However, the subdivision of land down to the more dense standards technically would not be allowed until the unincorporated community planning process is completed for all of the communities in the

County. The County is trying to get permission from the State to treat these as two separate processes, so that the rules could go into effect in Odell and Parkdale, allowing property owners to subdivide to the more dense standards, before the process is completed in the other communities.

**Wrap-Up**

After all of the questions had been addressed, Damian asked the participants' opinions as to why no more than three residents had chosen to attend the meeting. One meeting participant speculated that the level of interest may not be very high because long-range planning projects such as this one do not have an immediate and visible effect that would impact people directly. Another said that many Latino residents work in the fruit-packing industry, and some probably had to work on the afternoon of the meeting.

One participant said that some Latino residents in the Parkdale area were under the impression that a rezoning of their property would force them to subdivide, even if they did not want to, and that the extra properties created through the subdivision would be taken from them. He cited this fear of losing property as a reason why these residents did not want to attend the meeting. County staff responded that this is not the intent of the project, and it would not be legal for the County to take a resident's property in the manner that the man had described. The staff asked him to go to the people who had this misconception and explain to them the truth about the project. They provided the man with additional copies of the Spanish-language project description, and told him that anyone who has questions or concerns about the unincorporated communities planning project should call Josette Griffiths in the Hood River County Planning Department.

At this point, Damian thanked the audience for their participation and adjourned the meeting.

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## APPENDIX E. DEVELOPMENT ASSUMPTIONS

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COC and Ecotrust prepared an inventory of land within the proposed unincorporated community boundary. Based on Hood River County tax assessment data, other geographic data and field checks, COC and Ecotrust identified properties with the potential for additional development, including:

- Completely vacant parcels.
- “Underdeveloped” properties which currently contain a dwelling but could be further divided and developed based on the size of the property, allowable lot size and location of the existing home.

For each vacant or underdeveloped property, COC estimated the potential number of additional units, given the following assumptions:

- For underdeveloped properties, 1/2 acre would continue to be used for the existing dwelling.
- For parcels less than two acres in size, 10% of the lot would be needed for additional roads and utilities; 20% of the parcel would be used for similar purposes for parcels larger than two acres.
- Parcels could not be developed to maximum efficiency, given varying parcel shapes, location of existing development, topographic factors, environmental conditions and other considerations. An efficiency factor of 75% was applied to all developable land within the unincorporated community.
- For each property, the number of units was rounded down to the nearest whole number.
- For properties already platted and approved for subdivision, the potential number of units was based on the approved plat.

The Parkdale unincorporated community boundary includes 67 vacant or partially vacant properties, totaling of 88.2 acres, with approximately 54 buildable acres. After discounting land needed for roads and other infrastructure and applying the efficiency factor described above, the residential capacity is estimated to be 198 additional dwelling units.

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**APPENDIX F. COMPREHENSIVE PLAN FINDINGS**

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**HOOD RIVER COUNTY  
PROPOSED COMPREHENSIVE PLAN FINDINGS****in Support of More Intensive Commercial Uses Proposed to be Allowed in the  
Parkdale Unincorporated Community**

Oregon Administrative Rules (OAR) section 660-22-0030 specifies the following requirement for new commercial uses in unincorporated communities.

- (4) County plans and land use regulations may authorize only the following new commercial uses in unincorporated communities:
- (c) Uses authorized under Goals 3 and 4;
  - (d) Small-scale, low impact uses;
  - (e) Uses intended to serve the community and surrounding rural area or the travel needs of people passing through the area.

The following uses are proposed to meet the definition include included in section (c).

- *home occupations*
- *health services*
- *funeral service and crematories*
- *general merchandise*
- *grocery stores*
- *eating and drinking places*
- *automobile repair and services*
- *second-hand stores*

These uses are proposed to have a size limit of 10,000 square feet in Parkdale.

Following are findings in support of these proposed designations.

- All of these types of commercial businesses typically are intended and sometimes needed (e.g., health services) to serve the needs of residents of local communities and surrounding rural areas. Most people would not be expected to and generally do not drive more than five miles to obtain the types of services provided by these establishments unless there are no closer viable alternative providing the same types of services. Parkdale is approximately 15 miles from the urban growth boundary of Hood River. All of these services are provided by similar establishments within the urban growth boundary of Hood River for that city's residents. Hood River residents would be unlikely to travel to Parkdale to obtain the same services.

- Several of these types of establishments typically require more than 4,000 square feet of floor area, including automobile repair and services (particularly if vehicles are stored indoors overnight), grocery stores, health services, funeral services and general merchandise. The other business types included do not typically require larger floor areas but may require them, depending on the type of merchandise sold (e.g., antique stores that sell furniture, eating and drinking establishments with separate facilities for large groups or that produce products on site, etc.).
- There are existing uses in Parkdale in these categories that exceed the size limits of “small-scale, low impact uses,” including McIsaacs General Store and the local brewpub.
- While Parkdale is a small rural, unincorporated community, a significant number of people travel through it on their way to destinations on Mt. Hood and as part of excursions on the Mt. Hood Railroad which terminates in Parkdale. As a result, it is appropriate to allow for larger uses that would accommodate these visitors (eating and drinking establishments, second-hand stores and health services).