PUBLIC HEARING AGENDA
Wednesday, October 22, 2025 – 5:30 p.m.
County Business Administration Building 601 State Street, Hood River, 1st Floor Conference Room

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1. **Call to Order**:
   a. Director's Report
   b. Land Use Counsel's Report

2. **Unscheduled Items**:
   a. From the General Public (limit 3 minutes per person, per subject)
   b. From Commissioners (unanimous consent required)

3. **Work Session:**
   Discuss the prospects of developing code language to, potentially, allow accessory dwelling units (ADUs) and other alternative housing types in certain rural residential zones in compliance with existing State statutes.

   This is an in-person meeting, although a virtual attendance option is provided below if you are unable to attend in person.

You are invited to register for a Zoom webinar!
When: October 22, 2025, 05:30 PM Pacific Time (US and Canada)
Topic: Joint Work Session

Register in advance for this webinar:
https://us02web.zoom.us/j/86385561636

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For More Information Contact:
Ph: (541) 387-6840 • Email:planning@hoodrivercounty.gov • Community Development - Official Website for Hood River County, OR

This facility is accessible to individuals with disabilities. Requests for special assistance or special accommodation should be directed to the Planning Office: 541-387-6840.

Hood River County Community Development

Planning • Building Codes • Code Compliance • GIS

ERIC WALKER, DIRECTOR

To: Hood River County Planning Commission

From: Alice Cannon, Cannon Planning Services
Eric Walker, Director

Date: October 14, 2025 *(For October 22, 2025, Work Session*)

RE: Rural Accessory Dwelling Units

Introduction/Background: In August 2023 the Hood River Board of County Commissioners adopted the *2023–2025 Hood River County Strategic Plan Report.* The Board identified this goal:

Goal 3: Increase housing diversity and affordability. *This goal is also accompanied by the following actions:*

3.1 -- BOC revisits the Commission's role in supporting the increase of the County's housing supply throughout the region.

3.2 – Support urbanization in Odell and Parkdale

3.3 – Support the cities' efforts to increase housing opportunities

3.4 – Evaluate the transportation system to leverage existing housing by facilitating multi-modal transit options for neighborhoods.

Between 2021 and 2023, the Oregon Legislature passed new laws enabling counties to permit accessory dwelling units (ADUs) under certain circumstances. This work session will focus on whether the County should:

- Allow ADUs, consistent with State legislation in certain zones that allow residential uses outright.
- Allow historic homes to be converted to ADUs, if supported.
- Allow Single-Wide Mobile Homes (SWMHs) and certain Tiny Homes to be used as ADUs even though they are currently prohibited by the County Zoning Ordinance except under certain circumstance.
- Allow Recreational Vehicles (RVs) to be used for residential tenant housing in certain zones that allow residential uses outright.

1. Accessory Dwelling Units (ADUs):

Issue: ***Should the County take advantage of Oregon Revised Statute (ORS) 215.495 and allow an ADU to be established on certain rural residential property?***

General Discussion: In 2021, the Oregon Legislature adopted Senate Bill (SB) 391 (2021) enabling counties to permit one ADU on certain rural residential lots under specific conditions, which are listed below. The bill aimed to provide more diverse housing options for intergenerational living, less costly tenant housing, or even for farm help in rural areas where traditional ADUs were previously not allowed. However, counties must adopt ordinances to allow them as they were not created to be mandatory. See more details below.

a. Authorization: SB 391 enables counties to allow owners of rural residential lots to construct one ADU. SB 391 does not require counties to permit ADUs and, therefore, must first be adopted by them.

b. Conditions & Restrictions:

i. Lot Size: The lot must be at least 2 acres in size, unless it occurs on property located within an unincorporated community (including recognized rural centers) or those zoned commercial.

ii. ADU Size: The ADU must have a maximum of 900 square feet of usable floor area.

iii. Location: The ADU must be located within 100 feet of the existing single-family dwelling.

iv. Usage: The ADU cannot be used for short-term rental purposes.

v. Land Division: The ADU cannot be used to subdivide the lot and create a separate parcel for the ADU.

c. Other Requirements:

i. **Sanitation & Wastewater:** The ADU must comply with State sanitation and wastewater disposal laws.

ii. **Fire Protection:** A fire protection provider must serve the property.

iii. **Water Rights:** The main dwelling and the ADU must be served by the same water supply source or water supply system as the existing single-family dwelling.

Potential Options:

A. Adopt the provisions of ORS 215.495 to allow opportunities for ADU development within qualifying areas of the County.

B. Adopt the provisions of ORS 215.495 but with additional restrictions.

C. Do not adopt the provisions of ORS 215.495 and continue to prohibit ADU development in Rural Residential areas.

Recommendation: Given the Board of Commissioners' broad support for increasing housing supply and affordability within appropriate areas of the County, staff recommends Option "A," although draft

standards can be refined if the Planning Commission wishes to incorporate additional restrictions as part of Option "B."

2. Historic Home to ADU Conversion:

Issue: ***Should the County take advantage of Oregon Revised Statute (ORS) 215.501 and allow an ADU to be established within a historic home when replaced with a new dwelling on certain rural residential property?***

General Discussion: ORS 215.501 allows Oregon counties to permit the conversion of a historic home (built before 1945) into an ADU on rural residential lots of at least two acres, with the condition that a new replacement single-family dwelling is constructed on the same property. The law prohibits subdivisions, prevents additional ADUs, and doesn't allow rebuilding if destroyed by fire.

a. **Purpose**: The law aims to increase housing flexibility on rural residential land while preserving historic structures and maintaining certain rural land use protections.

b. **Permitted Activity**: A county may allow a lot in a rural residential zone with a historic home to retain it as an ADU, but only if a new single-family dwelling is also constructed on the property.

c. **Historic Home Definition**: A historic home is defined as a single-family dwelling constructed between 1850 and 1945.

d. **Lot Size**: The property must be at least two acres in size.

e. **Unit Restrictions**:
    a. Only one new single-family dwelling and one ADU are allowed on the property.
    b. The land cannot be subdivided.
    c. The ADU cannot be rebuilt if it is destroyed by fire, unless reapproved subject to the standard ADU requirements from ORS 215.495.
    d. An owner may not alter, renovate or remodel the accessory dwelling unit so that the square footage is more than 120 percent of the historic home's square footage at the time construction commences on the new single-family home.

f. **County Authority**: Counties retain the right to impose additional conditions on the approval process for the new dwelling or the conversion of the historic home to an ADU.

g. **Water Source**: Counties may require the new single-family dwelling and the ADU to use the same water supply source.

Potential Options:

A. Adopt the provisions of ORS 215.501 to allow "historic homes" to be converted into an ADU when replaced with a new onsite dwelling within qualifying areas of the County.

B. Adopt the provisions of ORS 215.501 but with additional restrictions.

C. Do not adopt the provisions of ORS 215.501.

Recommendation: Staff recommends Option "A" as it will provide another opportunity to establish an alternative housing option for certain properties where existing historic homes are desired to be retained for additional housing.

3. Single-Wide Manufactured Home (SWMH)

Issue: *Should SWMHs (aka mobile homes) be allowed to be used as an ADU?*

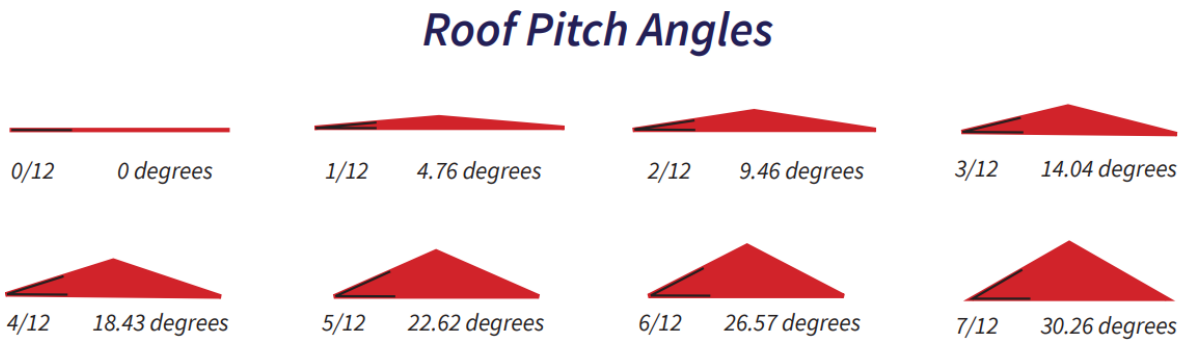
General Discussion: Article 16 (Mobile Homes), Section 16.05(B)(1) of the Hood River County Zoning Ordinance (HRCZO) states … "except for mobile home parks, single-wides are not permitted outright in any zoning district; they are not considered similar to conventional dwellings, nor are they allowed to replace conventional dwellings."

Section 16.20 of the HRCZO goes on to clarify that SWMHs, although precluded from being placed as a conventional home (except within an approved mobile home park), they may be used as farmworker housing, for security personnel, as a temporary hardship dwelling, or as a temporary use while constructing a dwelling not to exceed 2 years.

Staff believes that the purpose of the existing prohibition on SWMHs being considered conventional homes was for primarily for aesthetics. As early as 1966, SWMHs (referred to then as "trailer homes") were treated by the zoning ordinance differently than conventional homes. For instance, placement of a SWMH required a conditional use permit instead of being allowed outright like other homes in residential zones. In 1973 and 1974, the County adopted a new definition for "mobile home" and created a "Mobile Home Combining Zone," which included several new definitions and design requirements. In 1984, the existing Article 16 provisions were adopted, including the prohibition on SWMHs outside of an approved mobile home park or for other specific uses. During this time period, mobile homes tended to be metal sided with flat roofs and limited aesthetic appeal.

Based on the existing requirements of Article 16, SWMHs would be prevented from being used as a rural ADU. Realizing that one of the purposes of allowing ADUs is to provide residential accommodations that are more affordable, it seems appropriate to allow a SWMH to be placed as an ADU, especially since their size tends to be less than the 900 square foot limitation required by statute.

Staff researched some Oregon local government agencies that require design standards for mobile homes. Some require at least a 3:12 roof pitch. See graphic below:



Most agencies require that wheels, axles, and hitch be removed. Still others require that manufactured homes either provide skirting around the entire bottom perimeter of the home, in lieu of a foundation, or

"pit set" the home so the majority of the skirting is placed below grade. Staff can research design standard options more thoroughly if the Planning Commission is interested in allowing SWMH to be used as ADUs.

Potential Options:

a. Eliminate the existing prohibition on SWMHs and allow them to be established as a conventional home, including as ADUs.

b. Maintain the existing prohibition on SWMHs as conventional primary dwellings but allow them to be established as ADUs without additional restrictions.

c. Allow SWMHs to be used as ADUs but with certain additional design standards, such as pitched roofs, siding, non-metal skirting, "pit set," etc., to address aesthetics.

d. Maintain the existing prohibition on SWMHs to be used as conventional homes and make no change.

Recommendation: Staff recommends Option "B" or "C."

4. Tiny Homes:

Issue: *Should tiny homes be allowed to be used as an ADU?*

General Discussion: Tiny homes are becoming a viable and affordable housing option, either for permanent or temporary occupancy. How does the County classify these as structures? The answer is … it depends on how they are constructed, inspected, intended to be used, and sited on a parcel.

The State has provided a document titled "Tiny Home Regulation – Background Brief" that provides some additional insights. Below are some helpful definitions from this document:

Tiny home – detached one-family dwellings **not more than 400 square feet** in size (*source: Appendix Q of Oregon Residential Specialty Code ORSC*)

Permanent Tiny Home: A tiny home that is stick-built on site, inspected by Building Codes Division, and attached to a permanent foundation. In this instance, the tiny home is essentially just a small conventionally constructed dwelling.

Modular/Manufactured Tiny Home: A tiny home that is built offsite, inspected for compliance with ORSC, Oregon Small Home Specialty Code (OSHSC) or U.S. Department of Housing and Urban Development (HUD) Manufactured Home Construction and Safety Standards. Tiny homes built under these standards can be considered permanent dwellings when attached to a permanent foundation with a local permit from the Building Codes Division; otherwise they must be treated as a SWMH, which (as noted above) are currently prohibited as a conditional home.

Recreational Vehicle (RV) Tiny Home (aka Tiny Homes on Wheels and Park Model RVs): An RV tiny home is a vehicle with or without motive power, which is designed for use as temporary living quarters, and which is not wider than eight and one-half feet. The Oregon Department of Transportation (ODOT) provides certificate of title and registration for RV tiny homes. These are not intended to be permanent dwellings unless they can be converted to meet the ORSC/OSHSC building code requirements and be placed on a permanent foundation.

Temporary Dwelling Tiny Home: Similar to a RV tiny home, these temporary tiny homes can be attached to a frame or chassis (which may or may not have wheels attached) and are considered temporary dwellings. Temporary dwellings prioritize mobility, are designed for regular movement on public highways, and are subject to the Federal Motor Vehicle Safety Standards adopted by the National Highway Traffic Safety Administration (NHTSA). Temporary dwellings may not be permanently affixed to land for use as a permanent dwelling unless located in a mobile home park. These are not intended to be permanent dwellings unless they can be converted to meet the ORSC/OSHSC building code requirements and be placed on a permanent foundation.

Transitional Housing Tiny Home: Local governments can establish transitional housing units within their urban growth boundary to provide seasonal, emergency, or transitional living facilities for persons who lack permanent or safe shelter and cannot be placed in low-income housing. Transitional housing units can include "pallet shelters," yurts, cabins, fabric structures, and other similar accommodations. These are not intended to be permanent dwellings.

Current County Tiny Home Policy:

- A **permanent tiny home** (with or without a chassis) affixed to a permanent foundation that has been inspected and approved by the Building Department and intended for permanent living shall be considered a conventional dwelling (single-family dwelling or ADU) for planning purposes and shall be allowed on property zoned for that purpose. Permanent tiny homes are not considered manufactured homes and are, therefore, not subject to the prohibition on SWMHs in Article 16 Mobile Home Parks of the HRCZO.

- **A modular/manufactured tiny home** (with or without a chassis) affixed to a permanent foundation that has been inspected and approved to meet ORSC, OSHSC, or HUD standards shall be considered a conventional dwelling (single-family dwelling or ADU) for planning purposes and shall be allowed on lands zoned for that purpose. **A modular/manufactured tiny home** must meet the definition of a tiny home which requires it to be under 400 sq feet to be allowed as a permanent dwelling. Otherwise, any similar manufactured dwelling over 400 square feet, but not a double-wide, would be subject to the prohibition on SWMHs in Article 16 Mobile Home Parks of the HRCZO.

- A tiny home on wheels that is licensed as a **recreational vehicle, temporary dwelling, or transitional housing** or placed without being affixed to a foundation is not a conventional permanent dwelling and shall be considered the same as a recreational vehicle. Such structures may be used as a dependent hardship dwelling, temporary dwelling, security dwelling, transitional housing within the UGA, or within a manufactured home park when properly permitted.

The ADU policy question to be considered by the Planning Commission is should the County consider allowing permanent or modular/manufactured tiny homes for use as an ADU.

Potential Options:

A. Allow permanent or modular/manufactured homes to be used as ADUs. Discussion about using "tiny homes on wheels (classified as RVs)" as an ADU will follow under the next policy question.

B. Allow permanent or modular/manufactured homes as an ADU under certain stipulations or subject to certain design requirements.

C. Do not allow permanent or modular/manufactured homes as an ADU.

Recommendation: Staff recommend Option A.

5. Recreational Vehicles (RVs):

Issue: ***Should the County allow an RV to be sited for residential use pursuant to the requirements of Senate Bill 1013?***

General Discussion: Beyond the issue of ADUs, another housing option that is available to counties involves the use of recreational vehicles (RV) for residential purposes on certain zoned properties. The Oregon Legislature passed SB 1013, allowing counties to permit property owners in rural residential zones to place one RV for residential use by a tenant, provided the RV is owned or leased by the tenant, and the property has a primary single-family dwelling. No other dwelling units are allowed on the property. The bill allows counties to mandate registration, require a rental agreement, set standards for RV appearance and siting, and prohibit short-term rental use of the RV. This act became effective on January 1, 2024, and aims to provide additional housing options in certain rural areas. Below are some key provisions of SB 1013:

- **Voluntary County Adoption:** Counties have discretion to allow this type of housing, although they are not obligated to do so.
- **Rural Property Eligibility:** The property must be in a rural residential zone or unincorporated residential area.
- **Primary Residence Required:** The property owner must already have a single-family dwelling on the lot that is their primary residence.
- **No Other Dwellings:** The property cannot have any other dwelling units on it.
- **Tenant-Owned RV:** The RV must be owned/leased by the person living in it.
- **Essential Services:** The property owner is required to provide essential utility services to the RV's location, such as sewage disposal, water supply, electrical supply, and if required, drainage system.
- **Restrictions on Use:**
  The RV use is limited to long-term residential purposes and cannot be for short-term rental or vacation stays.

County Options and Requirements

- **Registration:** Counties can require property owners to register the RVs.
- **Rental Agreements:** A written residential rental agreement with the tenant can be required.
- **Payment Limits:** Counties may limit the payment amount a property owner can accept from the tenant to cover costs and losses.
- **Standards:** Counties can mandate that the RV meet specific county standards for appearance, repair, inspection, and siting.

- **State Building Code:** RVs sited under these provisions are exempt from the State Building Code.

SB 1013 offers one more affordable housing option, allowing county property owners the option to rent a RV space with essential services. Sited RVs are not subject to the State Building Code. Therefore, the County would need to put in place some minimum standards to ensure that RVs are habitable. For instance, Deschutes and Clackamas County's regulations state that all RVs:

- Must be located outside of a 100-year floodplain or floodway area;
- Must be located on property no less than two acres in size;
- Must comply with the same setbacks that apply to the primary dwelling;
- Must be at least 10 feet and no more than 100 feet from the primary dwelling;
- Must be placed on a RV parking pad made of gravel, concrete, or asphalt;
- Must have a working toilet and sink;
- Must be connected to an onsite wastewater system or public sewer, public water service or well; and electricity. Permits must be obtained for these connections; and
- Must receive land use approval before moving onto the property for use as a dwelling.

The Planning Commission should discuss whether allowing RVs for long term residential use under certain circumstances is a policy direction the County should consider. Neighboring Wasco County discussed this issue in spring 2024 and concluded that they did not want to implement this law there.

Potential Options:

A. Allow RVs to be sited for residential use, pursuant to the requirements of Senate Bill 1013.

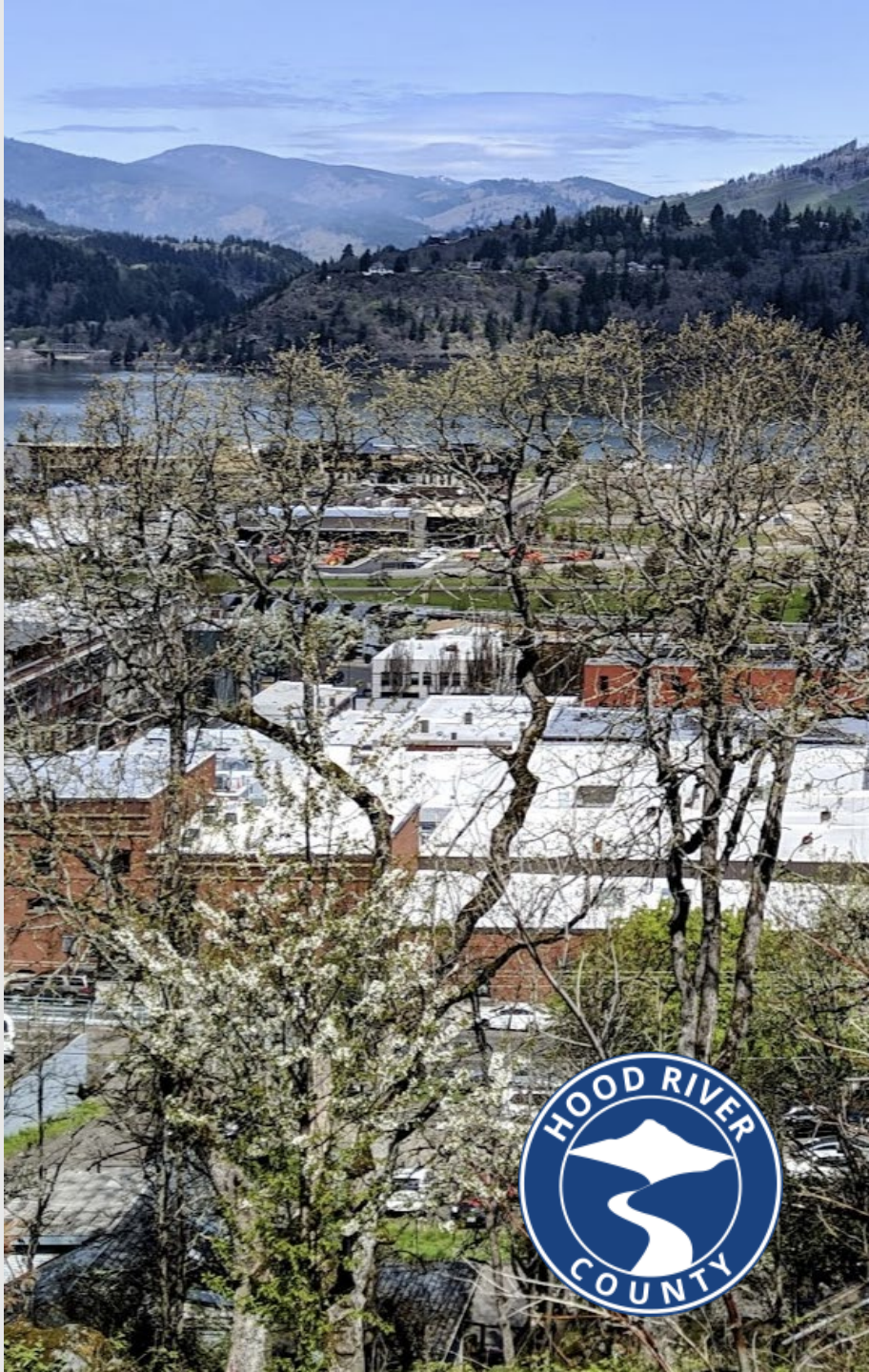
B. Allow RVs to be sited for residential use under defined requirements, similar to Deschutes or Clackamas Counties.

C. Do not pursue this as an option for Hood River County.

Recommendation: Option B or C.

Rural Accessory Dwelling Units

Planning Commission
Work Session
October 22, 2025



Background

- Between 2021 and 2023, Oregon Legislature passed new laws enabling counties to allow accessory dwelling units (ADUs) in unincorporated areas.
- Should the County allow ADUs in certain zones?
- Allow historic homes to be converted to ADUs?
- Allow Single-Wide Mobile Homes and certain Tiny Homes to be used as ADUs?
- Allow RVs to be used for residential tenant housing?

Policy Question #1

Should the County allow ADUs in certain zones?

Options

A. **Allow opportunities for ADU development within qualifying areas of the County;**

B. **Option above with additional restrictions; or**

C. **Do not allow ADU in certain zones in the County**

Policy Question #2

Should the County allow historic homes to be converted to ADUs when replaced with another home on the same property?

Options

A. **Allow historic homes to be converted to ADUs;**

B. **"Option A" above with additional restrictions; or**

C. **Do not allow historic homes to be converted to ADUs.**

Policy Question #3

Should the County allow SWMHs (mobile homes) to be allowed and used as an ADU?

Options

A. **Eliminate existing prohibition on SWMHs and allow them to be established as conventional housing, including ADUs;**

B. **Allow SWMHs to be allowed only as ADUs;**

C. **Allow SWMHs to be used as ADU, but with additional design standards; or**

D. **Maintain existing prohibition.**

Policy Question #4

Should the County allow “Tiny Homes” to be used as ADUs?

Options

A. **Allow permanent or modular “tiny homes” to be used as ADUs;**

B. **Allow “tiny homes on wheels” to be used as ADUs; or**

C. **Do not allow “permanent/modular tiny homes” or “tiny homes on wheels” to be used as ADUs.**

Policy Question #5

Should the County allow RVs to be sited for long term residential use?

Options

A. **Allow RVs to be sited for long term residential use, pursuant to State law;**

B. **Allow RVs to be sited for residential use under defined requirements, like Clackamas and Deschutes Counties; or**

C. **Do not allow this option for Hood River County.**