



MEMORANDUM

TO: Deschutes County Board of Commissioners

FROM: Peter Gutowsky, AICP, Planning Manager

DATE: July 1, 2021

SUBJECT: Campgrounds, Recreational Vehicle Parks, and Manufactured Home Parks / Rural Lands Assessment

I. Background

Earlier this spring, the Board of County Commissioners (Board) requested information regarding the land use entitlement process for siting campgrounds, recreational vehicle (RV) parks, and manufactured home parks in rural Deschutes County on non-federal land. This memorandum discusses these existing uses, summarizes the land use requirements, and identifies the regulatory obstacles that deter future investments. It also addresses recreational vehicles (RVs), the Land Conservation and Development Commission’s (LCDC) temporary rules in response to the 2020 wildfires, and HB 2006, a recent law relating to emergency shelters.

II. Existing Conditions

Campgrounds and RV parks are typically recreational and seasonal, while manufactured home parks, which are permanent, act as low-income housing. Tables 1-3 summarize the existing campgrounds, RV parks, and manufactured home parks on non-federal land in rural Deschutes County. A map attached with this memorandum depict their location. All of these uses were established more than 40 years ago.¹ In some cases, land use records are incomplete. According to county records, some manufactured home parks have 1 to 3 RV sites as well.

Table 1 – Existing Rural Campgrounds

Campgrounds	Information
La Pine State Park	The subject property was acquired between 1966 and 1981 by purchase from the Bureau of Land Management and private land owners and by land exchange with the U. S. Forest Service. The campground consists of 82 full hook-ups, 47 electric sites, 5 rustic cabins, and 5 deluxe cabins.
Rosland Campground	The subject property used to be the site of a U.S. Forest Service ranger station. The Rosland Ranger Station was abandoned in 1933. The campground was built in 1965 and was formally transferred to the La Pine Park and Recreation District in 1999. The 42-acre campground contains 25 spaces.

¹ On May 6, 2021, the Board approved a campground on Highway 97 with 10 spaces for RVs or tents, and 5 yurts. 247-19-000361-CU, 362-SP, 363-LM, 583-MA, 879-MA, 247-20-000206-A, 788-MA. The use has not been initiated.

Campgrounds	Information
Smith Rock State Park	The park was obtained between 1960 and 1975 by purchase and gifts of land from the City of Redmond and Harry and Diane Kem. The Bivy Campground can accommodate between 50 to 200 campers.
Tumalo State Park	Tumalo State Park was established in 1954. The campground consists of 23 full hook-ups, 54 tent sites, 7 yurts and two seasonal group camping areas.

Table 2 – Existing RV Parks

RV Parks	Information
Bend/Sisters Garden RV Resort (Sisters KOA)	Consists of 27 acres and contains 105 asphalt sites. It also contains 11 cabins. The RV resort was established in 1974.
Cascade Meadows RV Resort	Consists of 5 acres and was originally established in 1966. It includes 100 lots and has received several land use approvals starting in 1972.
Thousand Trails RV Resort	Consists of 170 acres and contains 317 sites. It was established prior to 1980. Land use records are incomplete.
Hidden Pines RV Park	Consists of 2 acres and contains 18 spaces for RVs. It was established prior to 1980. Land use records are incomplete.
Riverview RV Park	Consists of 18 acres and contains 19 sites. It was established prior to 1980. Land use records are incomplete.
Snowy River RV Park	Consists of 1 acre and contains 6 spaces and is recognized as a lawful non-conforming use. It was established prior to 1980.
Green Acres RV Park	Consists of 8 acres and contains 55 spaces. It was established prior to 1980. Land use records are incomplete.

Table 3 – Existing Manufactured Home Parks

Manufactured Home Parks	Information
Allen’s Riverview Mobile Home Park	Consists of 5 acres and contains approximately 16 spaces. The mobile home park was established prior to 1980.
Bend/Sisters Garden Resort (Sisters KOA)	Consists of 27 acres and contains one space devoted for a mobile home (on-site manager). The mobile home park was established in 1974.
Cline Falls Mobile Home Park	Consists of 11.5 acres and contains 39 spaces. The mobile home park was established as a nonconforming use in 1973.
Country Homes Mobile Home Park	Consists of 9.7 acres and contains 17 spaces. The mobile home park was established in 1973.
Deschutes Mobile Home Park	Consists of 2.4 acres and contains 23 spaces. It was established prior to 1980.
Desert Terrace Mobile Home Park	Consists of 49 acres and contains 58 spaces. The mobile home park was established prior to 1980.

Manufactured Home Parks	Information
Four Seasons Mobile Home Park	Consists of 12 acres and contains 36 spaces and 8 RV sites. The mobile home park was established in 1972.
Juniper and Hilltop Mobile Home Park (adjoin each other)	The Juniper Mobile Home Park consisting of 12 acres contains 47 spaces. The Hilltop Mobile Home Park consisting of 2.5 acres contains 6 spaces. Both were established in approximately 1972.
Mathews Mobile Home Park	Consists of 2 acres and contains 8 spaces. The mobile home park was established prior to 1980.
Mt. View Mobile Home Park	Consists of 14.5 acres and contains 61 spaces. The mobile home park was established prior to 1980.
Mt. Vista Mobile Home Park	Consists of 16.5 acres and contains 49 spaces. The mobile home park was established in 1966.
Ochoco View Mobile Home Park	Consists of 2 acres and contains 3 spaces. The mobile home park was established prior to 1980.
Rustic Ranch Mobile Home Park	Consists of 5 acres and contains 29 spaces. The mobile home park was established prior to 1980.
Smith Rock Mobile Home Park	Consists of 6.2 acres and contains 29 spaces. The mobile home park was established in 1968 1980.
Tioga Mobile Home Park	Consists of 1.7 acres and contains 13 spaces. The mobile home park was established in 1968.
Tumalo Mobile Home Park	Consist of 0.8 acres and contains 7 spaces. The mobile home park was established prior to 1980.

III. Regulations

Campgrounds

Campgrounds are permitted conditionally in the Multiple Use Agricultural (MUA-10) zone and the Exclusive Farm Use (EFU) zone on non-high value farmland. Deschutes County Code (DCC) 18.128.015, General Standards Governing Conditional Uses, applies compatibility criteria for campgrounds.² There are also specific conditional use standards that apply to campgrounds under DCC 18.128.320 that pertain to outdoor recreation, access, water supply, and sewage disposal. Campgrounds are also required to conform to state standards, Oregon Administrative Rule (OAR) 918, Division 650 relating to:

- Open space (minimum of 65%)
- Campsite space limitations (not less than 1,600 sq. ft.)
- Each campsite requires at least one parking space

² https://deschutescounty.municipalcodeonline.com/book/print?type=ordinances&name=CHAPTER_18.128_CONDITIONAL_USE

- A. The site under consideration shall be determined to be suitable for the proposed use based on the following factors:
1. Site, design and operating characteristics of the use;
 2. Adequacy of transportation access to the site; and
 3. The natural and physical features of the site, including, but not limited to, general topography, natural hazards and natural resource values.
- B. The proposed use shall be compatible with existing and projected uses on surrounding properties based on the factors listed in DCC 18.128.015(A).

- Yards and setbacks
- Tent campers / recreational vehicles shall not remain in the campground for more than 30 days in any 60-day period
- Licensed as a tourist facility

RV Parks

New RV parks are permitted conditionally in the MUA-10 zone subject to specific locational requirements.³

- Adjacent to an existing manufactured home/recreational vehicle park;
- Adjacent to the City of Bend UGB; and
- Has no more than 10 dwelling units.

In the MUA-10 zone and Rural Residential (RR-10) zone, an expansion of an existing RV park on the same parcel is also permitted conditionally.⁴ DCC 18.128.015, General Standards Governing Conditional Uses, applies compatibility criteria for RV parks. There are also specific conditional use standards that apply to RV parks under DCC 18.128.170 that pertain to piped potable water and sewage disposal service, limitations on vehicle stays (no more than 30 days in any 60-day period), toilets, lavatories, and showers for each sex, and access, among others. DCC 18.128.170(P) also requires an expansion of a RV park to bring the existing area up to current code requirements for fire and life safety reasons.

Manufactured Home Parks

New manufactured home parks are permitted conditionally in the MUA-10 zone subject to the same locational requirements as noted above for RV parks, including complying with OAR 660-004-0040(8)(g).⁵

- Adjacent to an existing manufactured home/recreational vehicle park;
- Adjacent to the City of Bend UGB; and
- Has no more than 10 dwelling units.

In the MUA-10 zone and Rural Residential (RR-10) zone, an expansion of an existing manufactured park on the same parcel is also permitted conditionally.⁶ DCC 18.128.015, General Standards Governing Conditional Uses applies compatibility criteria for manufactured home parks. There are also specific conditional use standards that apply to manufactured home parks under DCC 18.128.150 that pertain to piped potable water and sewage disposal service, and access, among others. DCC 18.128.150(Q) also requires an expansion of a manufactured home park to bring the existing area up to current code requirements.

³ DCC 18.32.030(DD). These locational factors were the result of an applicant-initiated text amendment in 2015. To date, no RV expansion has been initiated.

⁴ DCC 18.32.030(CC) and (EE); DCC 18.60.030(T).

⁵ 660-004-0040(8g). The establishment of a new “mobile home park” or “manufactured dwelling park” as defined in ORS 446.003(23) and (30) shall be considered an urban use if the density of manufactured dwellings in the park exceeds the density for residential development set by this rule’s requirements for minimum lot and parcel sizes. Such a park may be established only if an exception to Goal 14 is taken.

⁶ See footnote #4.

RVs

DCC Chapter 18.116.095 regulates RVs as a temporary residence on an individual lot not containing a dwelling in Rural Residential Exception Areas.⁷ A RV is required to be fully licensed and ready for highway use, on its wheels or jacking system, and be attached to the site only by quick disconnect type utilities and security devices, with no permanently attached additions.

IV. Land Use Fees

Entitling a new campground, RV park or manufactured home park requires a conditional use permit and site plan review. The land use fees are \$2,984.00 and \$4,033.00 respectively.⁸

V. Regulatory Obstacles

Campgrounds

Due to the intensity of the use, campgrounds are subject to discretionary conditional use compatibility criteria. Opponents can interpret those provisions differently than an applicant and appeal a project to a Hearings Officer, the Board, and the Land Use Board of Appeals (LUBA). Campgrounds are also required to provide potable water, toilet and shower facilities, wastewater treatment, lighting, picnic tables and garbage collection sites for the convenient use of campers as specified in OAR 918.650. These factors, among others, likely discourage property owners from considering a campground.

RV Parks

Similar to campgrounds, RV parks are also subject to discretionary conditional use compatibility criteria. They are also obligated to provide piped potable water and sewage disposal service, limitations on vehicle stays (no more than 30 days in any 60-day period), toilets, lavatories, and showers for each sex, and access, among others. Deschutes County Code also requires an expansion of a RV park to bring the existing area up to current code requirements to ensure adequate water pressure, wastewater treatment and internal access for emergency vehicles. These factors likely deter new and expanding RV parks.

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- A. A single recreational vehicle, as defined in DCC Title 18, may be located on a lot or parcel not containing a dwelling and used as a temporary dwelling unit:
 - 1. For a period totaling not more than 30 days in any consecutive 60-day period without obtaining a land use permit from the Deschutes County Planning Division; or
 - 2. For a total period not to exceed six months in a calendar year by obtaining a temporary use permit under the terms of DCC 18.116.095 from the Deschutes County Planning Division. A temporary use permit may be renewed annually for use of a recreational vehicle under the terms of DCC 18.116.095 on the same lot or parcel.
- B. All necessary permits shall be obtained from the Deschutes County Building Safety Division before connecting a recreational vehicle to sewer, water and/or electric utility services.
- C. A permit shall be obtained from the Deschutes County Environmental Health Division before disposing any wastewater or sewage on-site.
- D. A recreational vehicle used as a temporary dwelling unit shall meet the same setbacks required of a permanent dwelling on the subject lot.
- E. A recreational vehicle shall be fully licensed and ready for highway use, on its wheels or jacking system, shall be attached to the site only by quick disconnect type utilities and security devices, and shall have no permanently attached additions.

⁸ Site Plan Review fees also include \$55.00 per 1,000 square feet of structure and \$131.00 per developed acres (over 1 acre).

Manufactured Home Parks

New or expanded manufactured home parks are impacted by state requirements limiting rural residential densities as noted in footnote #5. This factor, in addition to bringing existing manufactured home parks up to current code requirements for any expansion, dissuades manufactured home parks from being sited in rural Deschutes County.

RVs

Oregon Revised Statute (ORS) 197.493 regulates the placement and occupancy of RVs.⁹ Converting a RV to a permanent structure and/or dwelling requires the owner to surrender the title and any registration issued for the RV to the Department of Motor Vehicles (DMV) for cancellation. A RV that is converted to a structure or dwelling is then subject to the Oregon Residential Specialty Code (ORSC) to ensure an adequate foundation, structural integrity, energy code, and fire and life safety components.

VI. LCDC Temporary Rules in Response to 2020 Wildfires

LCDC adopted temporary rules amending seven divisions of OAR Chapter 660.¹⁰ The amendments are intended to assist communities with ongoing efforts to accommodate shelter and interim housing needs for individuals who have lost their homes or are otherwise displaced due to the effect of catastrophic wildfires on Oregon's built environment. These rules allow for additional, temporary housing outside urban areas for a period of 36 months. They provide opportunities for emergency campgrounds, temporary residential uses, and disaster-related sheltering. A county may grant two additional 12-month extensions upon demonstration that the use remains necessary.¹¹

VII. HB 2006 / Emergency Shelters

The Oregon Legislature recently approved HB 2006. It allows, as an outright permitted use, an emergency shelter outside an urban growth boundary to be sited in a Rural Residential Exception Area. An emergency

⁹ ORS 197.493 Placement and occupancy of recreational vehicle. (1) A state agency or local government may not prohibit the placement or occupancy of a recreational vehicle, or impose any limit on the length of occupancy of a recreational vehicle, solely on the grounds that the occupancy is in a recreational vehicle, if the recreational vehicle is:

- (a) Located in a manufactured dwelling park, mobile home park or recreational vehicle park;
- (b) Occupied as a residential dwelling; and
- (c) Lawfully connected to water and electrical supply systems and a sewage disposal system.

(2) Subsection (1) of this section does not limit the authority of a state agency or local government to impose other special conditions on the placement or occupancy of a recreational vehicle. [2005 c.619 §12]

ORS 455.405 Recreational vehicle conversion to structure. (1) A recreational vehicle that has a title issued by the Department of Transportation does not qualify as a structure. If a recreational vehicle is being converted to use as a structure, at the time of commencing the conversion the owner shall surrender the title and any registration issued for the recreational vehicle to the department for cancellation. A recreational vehicle that is converted to use as a structure is subject to the state building code.

(2) There is a rebuttable presumption that a recreational vehicle has been converted to use as a structure if the recreational vehicle is located outside of a mobile home park as defined in ORS 446.003 and:

- (a) Has been rendered structurally immobile; or
- (b) Has direct attachment to utilities. [2019 c.585 §4]

¹⁰ These will become permanent transitional housing rules at the July 22-23 LCDC meeting.

¹¹ https://www.oregon.gov/lcd/LAR/Documents/LCDD_15-2020TrackedChanges%20-%20WildfireResponse.pdf

shelter must be operated by a local government, an organization with at least two years' experience (local housing authority, religious corporation, or public benefit corporation), or a non-profit corporation.¹²

VIII. Potential Changes to State Law

Given the regulatory obstacles summarized, the Board may want to consider potential changes to state law for discussion purposes. They include but are not limited to exploring opportunities for:

- Siting manufactured home parks on rural lands; and/or
- Developing temporary rules to address the state's housing crisis for emergency campgrounds, temporary residential uses, and sheltering.

Attachment

Map of Existing Campgrounds, RV Parks, Manufactured Home Parks in Rural Deschutes County on Non-Federal Land

¹² HB 2006 also requires cities to approve proposed homeless shelters if they meet certain criteria, such as offering access to transportation, complying with building codes, and posing no health or safety threat. As long as the standards are met, zoning rules or other planning regulations do not apply. The lowered threshold for homeless shelters will lapse on July 1, 2022, though shelters established under the bill will be allowed to remain open after that date. HB 2006 also makes it easier for cities to approve parking lots where people can sleep in their cars as a form of transitional housing and creates grant funding opportunities for organizations that want to create shelters.