



CITY of THE DALLES

313 COURT STREET
THE DALLES, OREGON 97058

(541) 296-5481 ext. 1125
COMMUNITY DEVELOPMENT DEPARTMENT

AGENDA

CITY OF THE DALLES PLANNING COMMISSION

THURSDAY, NOVEMBER 19, 2020

6:00 P.M.

Via Zoom

Join Zoom Meeting

<https://zoom.us/j/95899927128?pwd=Y1hXZndCLzROZW9VV1NKbUh1QVRPZz09>

Meeting ID: **958 9992 7128** Passcode: **905456**

Dial by your location: 1-253-215-8782 or 1-669-900-6833

- I. CALL TO ORDER**
- II. ROLL CALL**
- III. PLEDGE OF ALLEGIANCE**
- IV. APROVAL OF AGENDA**
- V. APPROVAL OF MINUTES** – August 6, 2020
- VI. PUBLIC COMMENT**
- VII. DISCUSSION ITEM**
Employment Buildable Lands Inventory. Discussion on final draft 'Employment Buildable Lands Inventory' report. The City's consultant will provide a summary of the results, while Staff will provide next step options for Planning Commission discussion and consideration.
- VIII. STAFF COMMENTS/PROJECT UPDATES**
- IX. COMMISSIONER COMMENTS OR QUESTIONS**
- X. ADJOURNMENT**

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COMMUNITY DEVELOPMENT DEPARTMENT

MINUTES

CITY OF THE DALLES PLANNING COMMISSION

MEETING HELD VIA ZOOM
THURSDAY, AUGUST 6, 2020
6:00 P.M.

CALL TO ORDER

Chair Bybee called the meeting to order at 6:04 p.m.

ROLL CALL

Commissioners Present: Brent Bybee, Cody Cornett, Alan Easling, Philip Mascher, and Mark Poppoff; one position vacant

Commissioners Absent: Jeff Stiles

Staff Present: Director Steve Harris, Senior Planner Dawn Marie Hert, Associate Planner Joshua Chandler, and Secretary Paula Webb

APPROVAL OF AGENDA

It was moved by Easling and seconded by Poppoff to approve the agenda as written. The motion passed 5/0; Bybee, Cornett, Lavier, Mascher, and Poppoff in favor, none opposed, Stiles absent, one position vacant.

APPROVAL OF MINUTES

It was moved by Cornett and seconded by Bybee to approve the minutes of July 16, 2020 as written. The motion passed 4/0; Bybee, Cornett, Lavier, and Mascher in favor, none opposed, Poppoff abstained, Stiles absent, one position vacant.

PUBLIC COMMENT

None.

QUASI-JUDICIAL HEARING

Variance (VAR) 127-20 – Shanelle Smith, 1420 Oregon Avenue, 1N 13E 2 CC tax lot 1800

Chair Bybee read the rules of a public hearing. He then asked if any Commissioner had ex parte contact, conflict of interest or bias which would prevent an impartial decision. Hearing none, Chair Bybee opened the public hearing at 6:14 p.m.

Senior Planner Hert provided the staff report.

In response to Commissioner inquiries Hert replied:

- The fence was partially completed. The applicant stopped work pending approval.
- The property is a corner lot.
- The fence height will be increased along the interior property line abutting the Quinton Street Ballpark parking lot.
- Vision clearance will not be affected.
- The fence will begin approximately 40 feet from the corner of the property.

Shanelle Smith, 1420 Oregon Street, The Dalles

Ms. Smith stated the fence would replace large, dead arborvitae that presented a fire hazard. She did not realize a permit was required and stopped work. Due to the location of the parking lot, a four foot fence would not provide adequate privacy.

Ms. Smith does not intend to use the backyard for parking; the gate will provide access to the yard.

Heather Runyon, 1630 E. 19th Street, The Dalles

Ms. Runyon stated she is in support of the variance. The fence will improve safety for Ms. Smith and the fence is beautiful.

Chair Bybee closed the public hearing at 6:32 p.m.

Commission discussion included:

- It was suggested that although vision clearance was not required, the exit from the parking lot could present a hazard. If the fence was moved back 10 feet, it would solve vision problems, retain “most of the backyard for privacy” and serve the security issue.
- There are multiple exits from the parking lot.
- The clear vision language specifically addresses intersections. Since the fence is not proposed along that intersection, there is nothing in the ordinance to clearly condition the fence be moved. Senior Planner Hert stated if the Commission requested the fence be moved back 10 feet, a variance would not be required.
- Commissioner Poppoff stated although Oregon Street is a secondary street, it essentially functions as a collector street. Although it may technically meet the code for a residential street, there is clearly a hazard here. If the opportunity is presented to improve safety, we should take it.
- The arborvitae grew along Oregon Street and separated the backyard from the parking lot.
- Commissioner Easling said the fence looks better than what was there before.

It was moved by Mascher and seconded by Cornett to approve VAR 127-20 as presented. The motion passed 4/1; Bybee, Cornett, Lavier, and Mascher in favor, Poppoff opposed, Stiles absent, one position vacant.

RESOLUTIONS

Resolution 595-20: Approval of VAR 127-20, Shanelle Smith

It was moved by Mascher and seconded by Cornett to approve Resolution 595-20 as presented. The motion passed 4/1; Bybee, Cornett, Lavier, and Mascher in favor, Poppoff opposed, Stiles absent, one position vacant.

STAFF COMMENTS

Director Harris stated the next regularly scheduled meeting is August 20, 2020; there is no scheduled business. If the Commission desired, the August 20 meeting could be canceled. Commission consensus was to cancel the August 20 meeting.

Commissioner Mascher stated he would be unable to attend the September meeting.

The Legacy Development appeal is scheduled to go before City Council on August 24, 2020.

Director Harris suggested the Commission consider amending the Planning Commission Bylaws. New technologies now provide the opportunity for Commissioners to attend meetings virtually. Harris also suggested the "three absence" bylaw be revisited.

Commission consensus was for Staff to work with the City Attorney to amend the bylaw language.

Commissioner Mascher asked if the Commission had any role in the appeal hearing before City Council. Harris replied the Commissioners could speak as individuals or the Commission could appoint a representative to appear at the City Council meeting.

Chair Bybee asked if anyone wanted to attend. Commissioner Cornett replied the data was presented to City Council; he felt it would be a conflict of interest for a Commissioner to attend.

Director Harris stated Bruce Lavier's term had ended and he would not serve another term.

The League of Oregon Cities released a model ordinance for small cell wireless facilities. Staff is working with the City Attorney to draft an ordinance to present to the Planning Commission and City Council.

The Buildable Lands Inventory Study for commercial and industrial properties was recently released. Comments from the Advisory Committee are due August 14, 2020. The next step in the process is a joint workshop between the County Commissioners, City Council, and the Port of The Dalles. Reports will then be presented to the Planning Commission and City Council.

Bruce Lavier was the Commission's representative on the Advisory Committee; there is now a vacancy. Director Harris requested a representative; Commissioner Cornett volunteered. Chair Bybee gave his support for Commissioner Cornett.

Director Harris was recently notified the City was successful in three grant applications. Two of the grants deal with recently adopted House Bill 2001 and 2003. HB 2001 deals with the "missing middle" for housing opportunities. HB 2003 deals with housing production strategies.

Staff met with the consulting team selected by the State to finalize the scope of work for both studies. Harris anticipates work to begin in late September. Harris requested a representative for each committee.

Commissioner Easling said he was honored to have this opportunity to serve on the committee. His background is in construction management, primarily larger public works projects and some commercial development.

Chair Bybee asked what HB 2003 would entail. Harris replied the goal is to develop a prototypical housing production strategy for all facets of housing: ownership, rental properties, single family,

and multi-family at various price points. The rule making committee for HB 2003 recently added housing for the unhoused; there will be an opportunity to work with community service providers on supportive, interim and transitional housing as well.

Chair Bybee suggested further deliberation; Commissioners can make their interest known.

Harris stated the City was awarded a Technical Assistance Grant for the West Side Study. This is a land use and circulation network study of the western portion of the community. Boundaries include the commercial districts, industrial areas, Murray's Addition and Foley Lakes. The study will start in November and continue through 2022. The consultant selected by the State is Angelo Planning Group (also selected for the two other studies). Harris requested a representative for this study as well.

Director Harris stated the City is currently recruiting for a Planner position. Final selection will be made by the new Director. Recruitment is also underway for the Community Development Director position.

COMMISSIONER COMMENTS OR QUESTIONS

Commissioner Cornett stated there was nothing in our Code for tiny homes or container houses; he wondered if that was something the Commission should think about. Director Harris replied Oregon State Building Codes were modified to allow for tiny houses. The City has not adopted code for tiny homes to date, but Harris anticipates they will be addressed with HB 2001. Senior Planner Hert clarified that container homes, identified in The Dalles Municipal Code as intermodal containers, are currently prohibited in residential zones.

Harris stated State Building Codes requires a minimum of 70 sq. ft. for a habitable room. Transitional or supportive housing (individual living pods) smaller than 70 sq. ft. are classified as emergency housing by the State.

Commissioner Mascher stated the cost per square foot for tiny homes was typically very high due to necessary infrastructure.

Commissioner Poppoff requested the definition of a tiny home. Senior Planner Hert replied the national average was between 100 and 400 sq. ft. for tiny homes.

ADJOURNMENT

Chair Bybee adjourned the meeting at 7:16 p.m.

Respectfully Submitted
Paula Webb, Secretary
Community Development Department

Brent Bybee, Chair



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(541) 296-5481 ext. 1125
COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT

To: City of The Dalles Planning Commission

Meeting Date: November 19, 2020

Re: The Dalles Employment Opportunities Analysis;
Employment Buildable Lands Inventory

Prepared by: Dawn Marie Hert, Senior Planner

SUMMARY:

The City's consultant, Angelo Planning Group, has recently completed and updated a series of memos detailing the results of the 2020 Employment Buildable Lands Inventory (BLI). Attached is the Transmittal Memo dated 10/09/20 and the Employment Buildable Lands Inventory, FINAL DRAFT, dated 10/08/20, detailing the findings.

Our consultant, Matt Hastie of Angelo Planning Group, will present a thorough summary detailing the project and findings. We are hoping to get direction from the Planning Commission on how to proceed with the final documents.

SUMMARY:

Staff has discussed options for moving forward and have determined there are three options that the Planning Commission should consider. Possible options include:

1. **Staff Recommendation:** Put the Employment Opportunities Analysis; Employment Buildable Lands Inventory project and adoption "on hold" for one to two years.
2. Adopting the Employment Opportunities Analysis; Employment Buildable Lands Inventory, but not implementing in the Comprehensive Plan at this time.
3. Not adopt the Employment Opportunities Analysis; Employment Buildable Lands Inventory document.

Staff's recommendation would allow staff to monitor industrial land development over the course of a year or two and in the event industrial parcels continue to develop, an update to the document could be provided to be adopted and identified in the Comprehensive Plan.

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MEMORANDUM

Employment Buildable Lands Inventory – Transmittal Memo

City of The Dalles Employment Opportunities Analysis

DATE October 9, 2020
TO Alice Cannon and Dawn Hert, City of The Dalles
FROM Andrew Parish, Clinton “CJ” Doxsee, and Matt Hastie, APG
CC Alisa Pyszka and, Bridge Economic Development

Our firm has completed an updated series of memos summarizing the results of the 2020 Employment Buildable Lands Inventory (BLI). The four memos include:

- Employment Buildable Lands Inventory – Final Draft (overall summary of results, dated 10/8/20)
- Inventory Update Status Report (summary of revisions to the original analysis reflecting previous comments from Stakeholder Advisory Committee and resulting changes, dated 7/2/20)
- Google Sites Capacity Assessment (analysis of the projected capacity of Google sites to accommodate future employment, dated 7/2/20)
- Site Analysis Needs (assessment of the need for industrial sites in specific size ranges – prepared by Bridge Economic Development, dated 7/2/20)

All of these memos have undergone extensive review and refinements based on coordination and review by City staff, the Stakeholder Advisory Committee, and representatives of the Port of The Dalles, Wasco County, Google, and the Oregon Department of Land Conservation and Development. Each memo has gone through multiple iterations based on this process. Highlights of the resulting analysis and conclusions include:

- The analysis conducted to date is consistent with state requirements, including applicable Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR); this is essential in order to ensure acknowledgement by the State or Oregon and avoid appeal by third parties.
- In the aggregate, the City has enough land within its urban growth boundary (UGB) to accommodate projected 20-year employment needs.
- The analysis likely will not provide the factual basis to support an expansion of the City’s UGB to accommodate long-term overall employment needs.
- It may be possible for the City to make the case for a future UGB expansion to accommodate a specific use if the City can document that there are no existing sites in the

UGB that have the characteristics needed to support such a use. More analysis towards that end would be needed and is outside the scope of the current effort.

- The inventory documents the supply of land within the City of The Dalles that is buildable pursuant to Oregon statutes and administrative rules. As used in this inventory, buildable land represents the capacity for additional projected employment during the next 20 years. In other words, buildable land assumes a site can accommodate increased employment growth based on the potential to increase the amount of development on a site. Land identified as buildable for the purpose of this analysis does not guarantee that identified sites are currently available for sale, lease, or development to employers or that all sites will be available during the planning period.
- Because some of the City's larger vacant, partially vacant, and redevelopable employment sites are owned by companies that have acquired properties for development but do not have immediate plans for development and do not plan to sell or lease these properties, there is a lesser supply of properties that are more traditionally "available" for development in the short term. For example, all of the larger sites in the inventory (greater than 12 acres in size) are owned by Google or a subsidiary. As a result, they are not anticipated to be available to other users but they are appropriately included in the City's 20-year supply of buildable employment land because they represent capacity for future employment during that period.
- A significant percentage of the land in the City's inventory of industrial sites, particularly larger sites, are owned and planned for future use and development by Google (approximately 127 acres of the 175 acres of buildable industrial land). This means that just under 50 acres of land in the inventory are available to other uses. In this respect, the City has put a significant of its available industrial land in one landowner "basket" with a much smaller relative supply available to others.
- Regionally, there is a larger supply of buildable employment land, including property within the Dallesport Airport area jointly owned by the City of The Dalles and Klickitat County. However, this land cannot be included in the BLI because it is not within The Dalles UGB.
- It will be important for the City to continue to monitor its supply of buildable land. To the extent that one or more large industrial sites are developed in the near to medium-term, such actions could result in a shortage of buildable industrial land at that point.



MEMORANDUM

Employment Buildable Lands Inventory – FINAL DRAFT

City of The Dalles Employment Opportunities Analysis

DATE October 8, 2020
TO Alice Cannon and Dawn Hert, City of The Dalles
FROM Andrew Parish, Clinton “CJ” Doxsee, and Matt Hastie, APG
CC Alisa Pyszka and, Bridge Economic Development

INTRODUCTION

This memorandum describes the methodology of and updated results of the 2020 Employment Buildable Lands Inventory (BLI). The BLI represents the second phase of an Economic Opportunities Analysis (EOA) for the City. The first phase of the EOA, conducted by Bridge Economic Development, identified employment conditions and trends, target industries, employment land needs, and draft strategies and actions to achieve the City’s economic objectives.

This memo has been revised from a previous draft based on comments provided by members of the project’s Stakeholder Advisory Committee (SAC), the Planning Commission, and City Council. It also reflects additional analysis by the consulting team in response to the received comments, as well as a continued emphasis on consistency with state requirements and standards and direct consultation with staff from the Oregon Department of Land Conservation and Development (DLCD). The memorandum in Attachment A provides a more in-depth summary of revisions that were considered and/or incorporated. Changes to the analysis and resulting assessment included:

- Clarifying how certain types of property constraints are addressed in the inventory.
- Reclassifying, adding, or removing a number of inventory properties based on SAC feedback.
- Comparing the BLI with employment land needs identified in the Phase 1 EOA.
- Assessing and describing the need for industrial sites of specific sizes.

Once the BLI has been further refined as needed, it will be used to update the City’s recommended economic development strategies and actions. The BLI also will be used to inform the upcoming Westside Planning process.

This inventory covers land within the City’s urban growth boundary (UGB), consistent with Oregon statutory and administrative rule requirements. It does not cover land within the community of Dallesport, Washington although that area is considered part of a larger regional employment area

from an economic development perspective. As an example, the City of The Dalles co-owns the Dallesport Airport and markets land there for economic development purposes.

Regulatory Basis

The BLI is conducted consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009).

1. **Economic Opportunities Analysis (OAR 660-009-0015).** The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area.
2. **Industrial and commercial development policies (OAR 660-009-0020).** Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.
3. **Designation of lands for industrial and commercial uses (OAR 660-009-0025).** Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

As noted above, the City of The Dalles has already developed an economic development strategy that incorporates two distinct elements. First is a long-term evaluation of the city's 20-year projected employment growth and corresponding amount of land necessary to accommodate that growth. Second is a short-term 5-year action plan for immediate programs and projects that the city and its economic development partners can implement to grow the existing economic base. This analysis builds on the first element – the EOA – through developing the BLI.

BLI Methodology

Consistent with OAR 660-009-0015, the BLI is conducted in several steps, described below.

- **Step 1: Determine Land Type** – This step identifies all land within the UGB as either residential, employment, or other, based on zoning and other characteristics.
- **Step 2: Identify and Calculate Constraints** – This step identifies development constraints and removes them from the inventory to get an accurate measurement of the amount of developable land within the UGB.
- **Step 3: Classify Land by Development Status** – This step classifies land into categories of Vacant, Partially Vacant, Developed, and Committed, based on a series of filters using available data.
- **Step 4: Inventory Results** – This step reports the results of the analysis in various ways, and accounts for land needed for right-of-way and other public uses to arrive at total developable net acreage within the UGB.
- **Step 5: Comparison of Need and Supply** – This step compares the supply of buildable land identified in the inventory with the land needs projected in Phase 1 of the EOA and describes the need for parcels of different sizes zoned for industrial uses.

The remainder of this memorandum addresses each of the above steps in turn.

STEP 1: DETERMINE LAND TYPE

Land in the City of The Dalles is categorized into Residential, Employment, and Other. This classification is made primarily by zoning designation as shown in Figure 1. Exceptions were made for cases based on existing land use, property ownership, or other circumstances. This categorization is broadly consistent with the 2016 residential BLI conducted by the City and APG, with the following general changes:

- Changes in zoning (i.e. change from residential to employment zones or vice versa).
- Limitations due to available access (i.e. slope constraints).
- Reductions to amount of unconstrained land to reflect portion of sites within UGB.
- Some properties owned by the Port of The Dalles are located just outside the floodplain, but near the riparian zone along the Columbia River, including one with a trail. These properties were removed from the inventory as constrained or committed to natural resources and/or recreational use.
- The Amerities Plant property, which is located outside of assessed tax lot records, was categorized as Employment.¹

¹ Because the site is located outside of assessed tax lot record data, there are no tax assessor records that would typically be used to determine if the site is vacant, developed, or redevelopable. The site is largely developed based on visual inspection from aerial photos and confirmation from local stakeholder input, including property owner representatives.

Figure 2: The Dalles Land Types

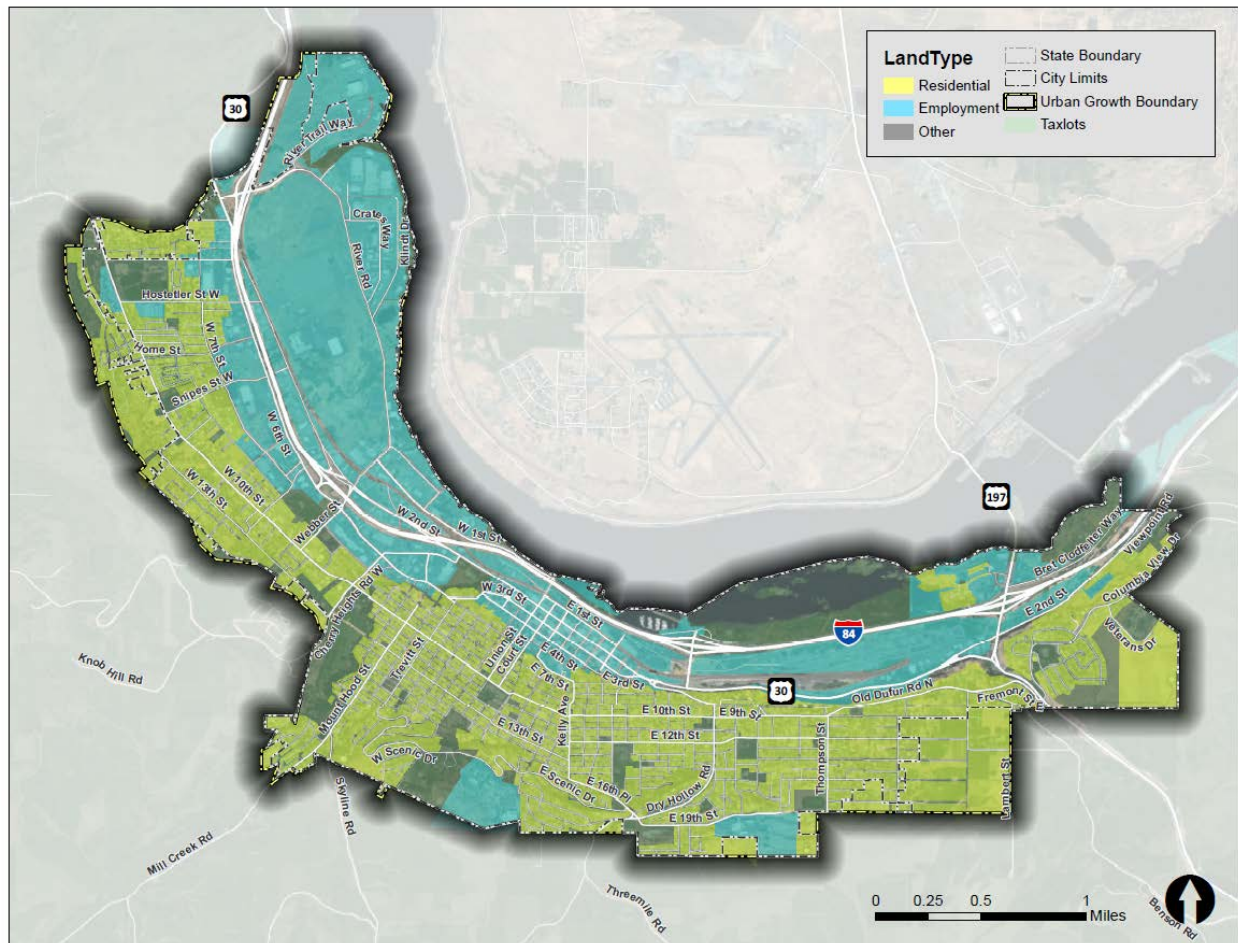


Table 1: The Dalles Land Type

	Number of Tax Lots	Gross Acres ²
Employment	885	1,518
Residential	5,690	1,724
Other	129	1,109
Total³	6,704	4,352

² Acres rounded down to whole number

³ Gross acreage includes a limited number of tax lots that are partially located inside The Dalles UGB.

STEP 2: CALCULATE CONSTRAINTS

As defined in OAR 660-009-005, “Development Constraints” are factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. The constraints used for this analysis include:

- Slopes greater than 25% (Source: Oregon Department of Geologic and Mineral Industries)
- FEMA Flood Hazard Area (Source: FEMA)
- Wetlands (Source: US Fish and Wildlife Service National Wetlands Inventory)
- Area within 50’ of Chenoweth Creek (Source: Oregon Geospatial Enterprise Office)
- The superfund site is considered an environmental constraint and removed
- Bonneville Power Administration (BPA) Right-of-Way Easements⁴

Land affected by these constraints is removed from the inventory. Figure 3 shows the location of these constraints.

Some land within the study area are subject to additional cost constraints such as cultural/archeological sites or areas within the City’s geohazard overlay. Cultural/archeological sites may be protected or prohibited from development or may require additional documentation or protection of resources found on the site.⁵ Regulations for sites within the geohazard overlay require studies by qualified geologic specialists to be prepared prior to developing the site and that structures be designed and built to withstand geologic conditions.

Although these cost constraints pose a limitation to site developability, they are still considered to be buildable over the planning horizon and have not been removed from the inventory. Cost constraints represent an added cost to development, making its developability less attractive or feasible relative to other sites. However, it does not prohibit the site from developing within the planning horizon. Sites that encounter some form of cost constraint would require additional investment in the form of time or money to be developed.

To the extent that property owners can provide additional information that shows that development is prohibited on all or a portion of these sites within the planning horizon, that acreage can be deducted from the total inventory.

⁴ The BPA administers an application process for development within its easements. Although certain types of development are allowed in these areas, BPA staff and applicants note that no structures are allowed within the easement areas and non-structural development (i.e. parking lots) is extremely limited and site-dependent. In addition, accommodating development on a site with an easement typically requires relocating easements and facilities at the owners expense. Such relocation processes are very costly and can take years to complete. As a result, all land within BPA easements is considered constrained from development for the purposes of the inventory.

⁵ Locations of cultural/archeological sites are not publicly available to protect the resource. A site is considered developable until this information is known, at which point appropriate mitigation measures would be identified and implemented.

Figure 3: The Dalles Development Constraints

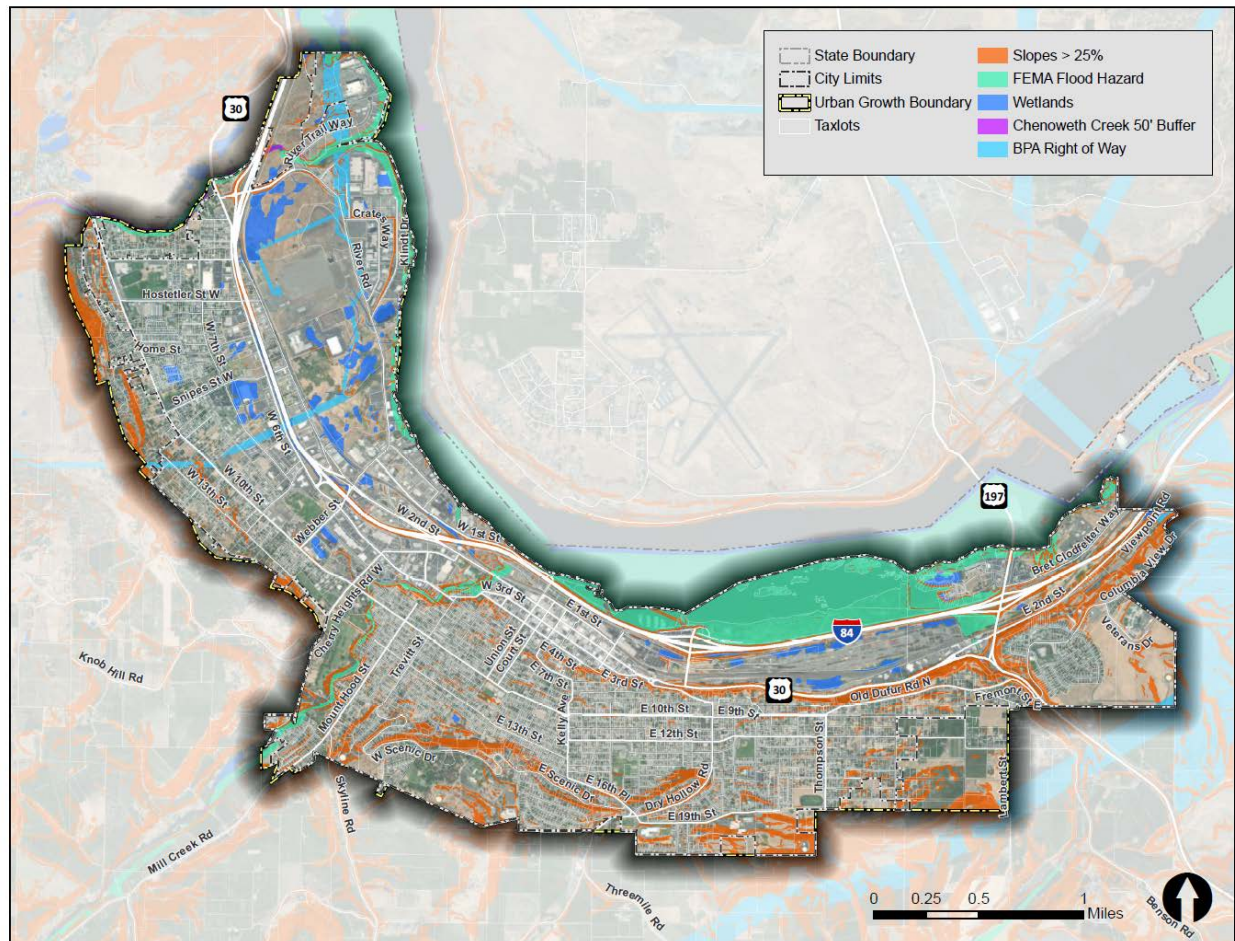


Table 2: The Dalles Development Constraints

Category ⁶	Gross Acres Within Tax Lots	Gross Constrained Acres	Gross Buildable Acres
Employment	1,518	407	1,110
Residential	1,724	314	1,410
Other	1,109	403	706
Total	4,352	1,125	3,226

⁶ Acres rounded down to whole number

STEP 3: CLASSIFY EMPLOYMENT LAND BY DEVELOPMENT STATUS

Employment land within the study area was classified by development status, as follows:

- **“Vacant”** land meets one or more of the following criteria:
 - equal to or larger than ½ acre and not currently containing permanent improvements ⁷
 - equal to or larger than 5 acres where less than ½ acre is occupied by permanent buildings or improvements
 - improvement value is less than \$5,000 or less than 5% of the property’s land value.
- **“Partially Vacant”** land has an improvement value of between 5% and 40% of the land value, or is greater than one acre in size with at least ½ acre not improved (based on aerial photo). This land will assume that 50% is vacant/50% is developed unless aerial photos or other information shows otherwise.
- **“Developed”** land has an improvement value greater than 40% of the land value and does not meet the definition of vacant or partially vacant.
- **“Committed”** land is either vacant or partially vacant but has been removed from inventory as being developable because the property is committed to a non-employment use or cannot be developed for an employment use during the planning period. Committed land does not include properties planned for some type of employment use by the existing owner, but not necessarily available to other businesses for sale or lease. The following areas are not anticipated to develop over the planning horizon based on input from local stakeholders.
 - The Port of The Dalles owns several commercial and industrial properties within the study area. Many of these properties currently do not have improvements on them (\$0 improvements value according to tax assessor data). The Port identified several of these properties that would not be developable within the study horizon. These properties were categorized as committed.
 - Several properties are owned by the federal government.⁸ There are no known plans for these sites to develop or redevelop within planning horizon. These properties are classified as committed and removed from available land inventory.

⁷ Improvements include anything with an “improvement value” as defined by the Wasco County tax assessor, consistent with state administrative rule and statutory definitions. Examples typically include buildings or other permanent structures, associated equipment or machinery, and utility facilities located on the site. Improvements for taxation purposes are further defined in Oregon Administrative Rule (OAR) 150-037-0010.

⁸ Oregon Administrative Rules allow for federally owned properties to be removed from a BLI.

Table 3: Summary of Employment Land Gross Acreage by Development Status⁹

Employment Zone ¹⁰	Developed	Committed	Partially Vacant	Vacant	Total Gross Acres
CBC	55	2	3	3	65
CG	165	0	3	22	191
CLI¹¹	92	0	1	48	142
CR	101	0	1	28	130
I (subtotal)	260	58	6	233	558
<i>Google Sites</i>	40	0	0	182	222
<i>Other Sites</i>	220	58	6	51	336
RL	22	0	0	0	22
Total	697	60	15	336	1,110

The gross acreage of buildable land summarized in Table 3 was reduced further to account for undeveloped sites owned by Google that are subject to non-disclosure agreements which comprise approximately 222 (gross) acres of unconstrained land. The amount of available land at undeveloped Google sites was estimated based on current approximate employment estimates for developed sites in The Dalles. (see Attachment B for methodology). The ratio of projected employment at the existing Google sites, compared to other industrial land in The Dalles, is approximately 0.85. In other words, employment estimates at undeveloped Google sites is anticipated to be approximately 85% of what would typically be assumed for average employment density on other sites in the inventory. This ratio was developed based on employment estimate discussions with Google representatives and Enterprise Zone employment estimates. This analysis is described in more detail in a separate memo. Applying this ratio to undeveloped Google sites results in a reduction of approximately 32 gross acres of vacant Industrial zoned land in the inventory due to these estimated low employment densities.

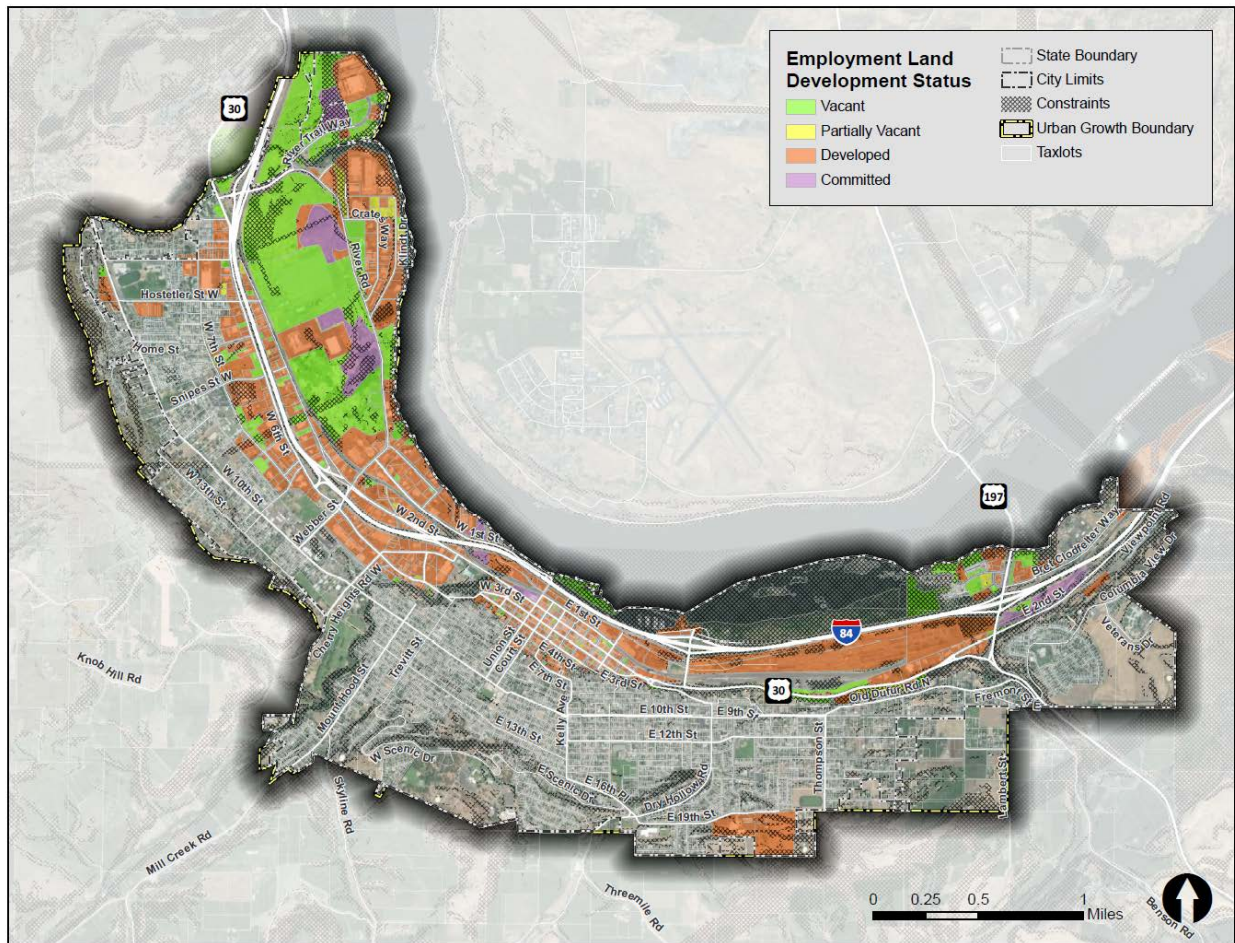
Figure 4 shows the classification of employment land within the UGB.

⁹ Source: Wasco County Tax Assessment data; Angelo Planning Group; Stakeholder Advisory Committee input

¹⁰ Acres rounded down to whole number

¹¹ The Walmart site is in the CLI zone and comprises of approximately 38 vacant acres. The site was confirmed vacant during a site visit. A portion of the site received land use approval for a Walmart facility. However, the decision was appealed and is still under review in the legal appeals process. The site is considered vacant and considered buildable for this analysis because no building permit has been issued and the land use approval itself does not guarantee the site's development.

Figure 4: Employment Land by Development Status



STEP 4: PRELIMINARY RESULTS

There is an estimated 319 gross acres of vacant or partially vacant employment land in The Dalles. The gross acreage accounts for the reduction in 32 acres of available land on sites owned by Google based on lower assumed employment densities on those sites. The following assumptions were used to determine the net acreage of land within the City. The assumptions are consistent with those used in Phase 1 of the EOA.

- 50% of all employment land identified as partially vacant will not be developable to account for existing development and infrastructure.
- 15% of industrial employment land (I zone) will be set aside to account for infrastructure, setbacks, etc.
- 20% of commercial employment land (CBC, CG, CLI, and CR zones) and residential land (RL zone) will be set aside to account for infrastructure, setbacks, etc.

There is an estimated 261 acres available for employment land after accounting for existing development on partially vacant land and set asides for infrastructure-related and other needs on vacant land. Table 4 below provides a summary for each zone.

Table 4: Gross & Net Developable Acres of Employment Land

Employment Zone ¹²	Partially Vacant Land		Vacant Land		Total Buildable Land
	Gross	Net	Gross	Net	
CBC	3	1	3	2	3
CG	3	1	22	18	19
CLI	1	0	48	38	38
CR	1	0	28	22	22
I (subtotal)	6	3	201	171	175
<i>Google Sites</i>	0	0	150	127	127
<i>Other Sites</i>	6	3	51	44	47
Total	15	7	304	253	261

¹² Acres rounded down to whole number.

Phase 1 of the City's EOA conducted three analysis scenarios that estimated the projected need for employment land. The scenarios incorporate different growth projections and employment assumptions. Figure 5 provides a summary of the land demand forecast for each scenario. Based on the scenarios, the total need for net buildable acres ranges between 134 to 179 acres.

Figure 5: The Dalles Land Demand Forecast, 2018-2038 (Source: The Dalles Economic Opportunities Analysis & Action Plan, 2019)

Scenario 1	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
Scenario 1	Industrial	672	750	503,967	0.15	81.7	69.4
	Office	350	250	87,530	0.30	7.1	5.7
	Retail	235	350	82,166	0.25	6.1	4.9
	Accommodation/Food	351	300	105,263	0.50	3.9	3.1
	Institutional	1,057	750	792,795	0.30	64.5	51.6
	Total	2,665		1,571,722		163.3	134.7
Scenario 2	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
Scenario 2	Industrial	929	750	697,042	0.15	113.0	96.0
	Office	459	250	114,711	0.30	9.3	7.5
	Retail	180	350	63,077	0.25	4.7	3.8
	Accommodation/Food	576	300	172,883	0.50	6.4	5.2
	Institutional	1,182	750	886,259	0.30	72.1	57.6
	Total	3,326		1,933,973		205.5	170.0
Scenario 3	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
Scenario 3	Industrial	985	750	739,090	0.15	119.8	101.8
	Office	468	250	116,963	0.30	9.5	7.6
	Retail	418	350	146,228	0.25	10.9	8.7
	Accommodation/Food	418	300	125,459	0.50	4.7	3.7
	Institutional	1,186	750	889,446	0.30	72.3	57.9
	Total	3,475		2,017,186		217.2	179.7

*Floor Area Ratio (FAR) is the ratio of total usable building area relative to the total area of the site. It allows a consideration of the entire floor area of a building as opposed to its footprint.

Source: OED QCEW and Bridge ED

For comparison purposes, this memorandum generalizes the net buildable land zoning from this land inventory into two categories: commercial (CBC, CG, CLI, CR, and RL zones) and industrial (I zone). The land inventory is based on the City's zoning, each which allow for a range of employment uses. Commercial uses are allowed in most employment zones. By contrast and with few exceptions, industrial uses are limited to the I zone.

A similar generalization is done for employment land categories in the EOA: commercial (Office, Retail, Accommodation/Food, and Institutional) and industrial (Industrial). This comparison generalizes all EOA employment categories as commercial, except for the industrial employment category.

The following table includes a preliminary comparison of the total net buildable land from this inventory with the projected need for employment land based on Phase 1 of the City's Economic

Opportunities Analysis. As summarized in the table, The Dalles has a total surplus of between 82 and 127 net acres of land.

Most of the employment demand is needed for industrial employment (demand for 69 to 101 net acres). Based on the land inventory, the City can accommodate that demand within the planning horizon with a supply of approximately 175 net acres of buildable land zoned for industrial use.

The need for commercial employment is lower, with approximately 65 to 78 net acres needed. According to the BLI, The Dalles has an estimated available supply of 86 net acres of buildable land.

Table 5: Land Demand Acreage and Buildable Land Inventory Comparison Summary

Employment Zone¹³	Estimated Net Land Demand (acres)	Net Buildable Land (acres)	Surplus/ Deficit (acres)
Commercial	65 – 78	86	8 – 21
Industrial	69 – 101	175	74 – 106
Total	134 - 179	261	82 – 127

In addition to estimating an overall land need, Bridge Economic Development (Bridge) has assessed the need for sites of different sizes to meet typical industrial employment needs of target industries in The Dalles (see accompanying April memorandum). The purpose of this analysis is to summarize initial information about the market for certain size properties and to elicit feedback from the project Stakeholder Advisory Committee about these observations, including opinions about the ability of available industrial sites to accommodate the type of future projected users identified in the memo.

In their assessment, Bridge identified the need for a combination of both smaller sites (2-5 acres) and larger sites (12-18 acres). Smaller sites typically are needed for office and warehouse space with buildings that range from 3,000 to 16,000 square feet for various tenants and which come with dock and grade loading. Larger sites generally accommodate one large or a few larger manufacturing facilities. These building types have different loading and parking requirements than the smaller multi-tenanted buildings and therefore have a more efficient site layout or higher floor area ratio (FAR) than the buildings on smaller sites. This information is described in more detail in the separate memo prepared by Bridge, including examples of these types of sites in The Dalles and other comparable communities.

The following table summarizes the number of vacant or partially vacant sites identified in the BLI in these and other size categories in the Industrial zone. Only sites in the Industrial Zone were counted. The number of sites for all categories are based on the number of unconstrained acres,

¹³ Acres rounded down to whole number.

the 50% deduction of developable land for partially vacant properties, and 15% set aside deduction for right-of-way for properties over five acres in size. The number of sites does not reflect the deductions associated with Google sites.

As summarized in the table, the City has buildable sites available in all categories. There are nine smaller (2-5 acre) sites and one larger (12-18) acre site available within the study area. The larger sites are currently owned by Google. Several of the sites in the 0-2 acre category include just under two acres of unconstrained land (e.g., 1.84 acres).

Table 6: Industrial Site Size Category Summary, Industrial Zone

	0-2 acres	2-5 acres	5-12 acres	12-18 acres	18+ acres
Partially Vacant					
Number of Sites	7	0	0	0	0
Acres	3	0	0	0	0
Vacant					
Number of Sites	24	9	1	1*	3*
Acres	13	27	9	12	141
Total Number of Sites	31	9	2	1	3
Total Acres	16	27	19	12	141

* Sites under Google's ownership

There is limited potential for site consolidation among industrial sites that are under five acres in size. Most sites do not have common ownership and share a contiguous tax lot boundary.

The sites that do have consolidation potential are primarily located on River Trail Way and owned by the Port of The Dalles. Several of the sites share contiguous tax lot boundaries and could be combined into larger sites if sold to or developed by the same owner in the future. The unconstrained acreage among these sites ranges from a half-acre to just under three acres in size.

Additional Observations

- This inventory documents the supply of land within the City of The Dalles that is buildable pursuant to Oregon statutes and administrative rules. As used in this inventory, buildable land represents the capacity for additional projected employment during the next 20 years. In other words, buildable land assumes a site can accommodate increased employment growth based on the potential to increase the amount of development on a site. Land identified as buildable for the purpose of this analysis does not guarantee that identified sites are currently available for sale, lease, or development to employers or that all sites will be available during the planning period.

- Because some of the City's larger vacant, partially vacant, and redevelopable employment sites are owned by companies that have acquired properties for development but do not have immediate plans for development and do not plan to sell or lease these properties, there is a lesser supply of properties that are more traditionally "available" for development in the short term. For example, all of the larger sites (greater than 12 acres in size) are owned by Google. As a result, they are not anticipated to be available to other users but are appropriately included in the City's 20-year supply of buildable employment land.
- A significant percentage of the land in the City's inventory of industrial sites, particularly larger sites, are owned and planned for future use and development by Google (approximately 127 acres of the 175 acres of buildable industrial land). This means that just under 50 acres of land in the inventory are available to other users. In this respect, the City has put a significant of its available industrial land in one landowner "basket" with a much smaller relative supply available to others.
- Regionally, there is a larger supply of buildable employment land, including property within the Dallesport Airport area. However, this land cannot be included in the BLI because it is not within The Dalles UGB.
- It will be important for the City to continue to monitor its supply of buildable land. To the extent that one or more large industrial sites are developed in the near to medium-term, such actions could result in a shortage of buildable industrial land at that point.