



## CITY of THE DALLES

313 COURT STREET  
THE DALLES, OREGON 97058

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

# MINUTES

## CITY OF THE DALLES PLANNING COMMISSION

MEETING HELD VIA ZOOM  
THURSDAY, NOVEMBER 19, 2020  
6:00 P.M.

### CALL TO ORDER

Chair Bybee called the meeting to order at 6:02 p.m.

### ROLL CALL

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

Commissioners Absent: Cody Cornett, Jeff Stiles

Staff Present: Interim Director Alice Cannon, Senior Planner Dawn Marie Hert, City Engineer Dale McCabe and Secretary Paula Webb

### PLEDGE OF ALLEGIANCE

Chair Bybee led the Pledge of Allegiance.

### APPROVAL OF AGENDA

It was moved by Poppoff and seconded by Bybee to approve the agenda as presented. The motion passed 4/0; Bybee, Easling, Mascher and Poppoff in favor, none opposed, Cornett and Stiles absent, one position vacant.

Senior Planner Hert introduced Interim Director Alice Cannon. Interim Director Cannon has more than 25 years of planning experience and has been quite a leader in land use planning. She is here on an interim basis.

Interim Director Cannon said she had been here since August 24, and had really enjoyed her time. Cannon has made a four to six month commitment to City Manager Krueger. She expressed her thanks for the warm welcome. Cannon anticipates making a decision regarding permanent employment by end of winter.

Commissioner Mascher expressed interest in Cannon's thoughts regarding anything different or unique to The Dalles that varied from her experience in other communities. Cannon replied her last city was Molalla, a community smaller than The Dalles. Unlike Molalla, everyone knows everyone. The Dalles is very tight-knit, civic minded, with a lot of spirit for development with a downtown that honors its history. There is something special about communities that honor their history and retain character through historic architecture; that shines through here in The Dalles and shows the community has made an investment in honoring the past. The Dalles has a huge

amount of professionals living in The Dalles who can contribute to the civic community; a treasure you don't find in other places in Oregon.

Commissioner Mascher then asked what Interim Director Cannon thought were the chief challenges for planning in The Dalles. Cannon replied housing availability for all income levels with quality opportunities to live in this community is a challenge this community must face. Chair Bybee agreed with the need for housing.

## **APPROVAL OF MINUTES**

Secretary Webb provided corrections to the Minutes of August 6, 2020. Commissioner Lavier was not in attendance at the meeting. Votes for the approval of the Agenda, approval of the Minutes and Resolution PC 595-20 should reflect Commissioner Easling's votes in favor rather than Commissioner Lavier.

It was moved by Bybee and seconded by Easling to approve the Minutes of August 6, 2020 as corrected. The motion passed 4/0; Bybee, Easling, Mascher and Poppoff in favor, none opposed, Cornett and Stiles absent, one position vacant.

## **PUBLIC COMMENT**

None.

## **DISCUSSION ITEM**

### Employment Buildable Lands Inventory

Interim Director Cannon said Senior Planner Dawn Hert will be City's project manager for this project moving forward. Cannon stated she was unfamiliar with previous Commission discussion on this matter and apologized for a possible repeat of information. Cannon stated Matt Hastie would summarize the presentation to the joint City Council, Port of The Dalles, and the Wasco County Commission meeting on September 3, 2020.

Matt Hastie, Consultant, Angelo Planning Group, provided a presentation on the Employment Buildable Lands Inventory (Exhibit 1).

During the presentation, Chair Bybee asked which property was contaminated. Hastie replied it was the Lockheed-Martin property. These properties will be identified later in the presentation.

Commissioner Poppoff asked if wetlands would be removed from the inventory. Hastie replied wetlands would be removed under the constrained category of properties. Constrained properties include wetlands, floodplains, areas containing hazards and steep slopes. They will be assumed as not developable within the 20 year planning period.

Commissioner Poppoff noted the rodeo grounds included in the inventory were formerly the site of the City landfill. He stated construction of structures was precluded by the release of methane gas. Mr. Hastie stated he appreciated the comment and was previously unaware of that. Hastie invited comment from Senior Planner Hert.

Senior Planner Hert said there were documents stating it was the landfill, but thought it referred to the parking portion of the lot. City Engineer McCabe stated he thought the landfill was located closer to the upper portion of the lot near the River Road entrance. Senior Planner Hert said that was over 50 years ago, she was unsure of any mitigation. Hert thought it was released for development. Mr. Hastie's understanding was there are plans for future development of the property. Given that, Hastie assumes it has the capacity for future employment use.

Chair Bybee stated he attended a conference which discussed brownfield development. They referenced a project that built a high school football field on top of the dump. If that is the case [on the rodeo grounds], it probably would not be a complete loss. It's good to hear there is still a lot of developable land there.

Senior Planner Hert stated the City currently has projects with brownfields. City Engineer McCabe said the project is located mainly in the urban renewal district.

Commissioner Easling referred to the area between I-84 and Taylor Lake Road. Some of that area, given the geology, could be very expensive to develop. Easling asked if geo-technical issues were taken into account in the constraints. Hastie replied it is acknowledged that some of the land in the inventory will be more expensive to develop. Property is not allowed to be removed based on difficulty or cost of development. Some properties that were steeply sloped or very narrow, with limited development potential, were removed from the inventory.

Senior Planner Hert noted there was significant discussion regarding the superfund site indicated on the map. Lockheed-Martin has said that future technologies may be available to clean up the property and allow for a viable building site. Hastie noted that property was removed from the inventory.

Mr. Hastie stated the estimated demand compared to acres in the inventory gives a range of surplus or deficit. In both cases [commercial and industrial], they found a relatively small surplus.

Mr. Hastie noted the greatest need for properties was in the 2-5 acre and 12-18 acre range, in terms of industries targeted in the first phase of the Economic Opportunities Analysis (EOA). The large sites in the inventory are owned by Google or by a related LLC. Large sites that could be marketed to other users are unavailable.

Mr. Hastie summarized the findings:

- The analysis was consistent with state requirements.
- The inventory indicates a surplus of employment land.
- The results do not provide a basis for an Urban Growth Boundary (UGB) expansion at this time. However, it may be possible to identify an unmet need for a specific use outside of this effort. For example, show a deficit of land available to meet overall 20 year needs for housing or employment uses. Another way to expand the UGB would be to show a lack of sites for a specific use identified as needed within the City. This could include a school or medical complex.
  - Some caveats or qualifications apply. The supply of industrial land is dominated by Google sites. This means there is a limited supply of large properties traditionally available or marketable to other users, even though the inventory shows an overall surplus of employment land within the City.
  - Hastie noted there is a larger regional supply of industrial land if you consider co-owned property in the Dallesport area. However, these properties are not within the Urban Growth Boundary and are not included in the inventory.

Chair Bybee asked if Hastie had come across a community with so much land dedicated to a tech company for future development. Hastie replied it was somewhat unusual. In terms of the percentage of the supply owned by a single entity, The Dalles is fairly unique in that respect.

Chair Bybee thanked Mr. Hastie for his report.

Mayor Mays referred to the fourth bullet point: "May be possible to document unmet need for specific use..." He said it was his understanding a UGB expansion was a very lengthy process.

Were we to get an industrial commercial use developer interested in a site outside the UGB, are we supposed to tell this person we have to go through a lengthy expansion process and expect them to wait however long it takes? Hastie said he could not answer that question, but reiterated that is one way to expand the UGB. Identify a specific use with specific site needs, perform an analysis and determine there is no site that meets those needs, then pursue an expansion.

In response to the Mayor's question, Interim Director Cannon noted Scott Edelman, Field Representative for the Department of Land Conservation and Development (DLCD), was unable to attend tonight's meeting. He will be in attendance at a future City Council meeting to answer in more specific terms.

Mayor Mays stated he appreciated this point. He would be concerned a time factor with a prospective developer would require expansion of the UGB, and wondered how DLCD would look on this. Mayor Mays expressed his appreciation for Mr. Hastie's and Staff's work.

Interim Director Cannon shared an item about which City Council was most concerned. She referred to the Agenda Packet, page 25, second bullet:

"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 (amount) of its available industrial land in one landowner "basket" with a much smaller relative supply available to others."

Cannon stated this is the crux of the problem heard from Council, enough they asked for additional notes and an updated report. Staff shares this concern. In the past, the City relied heavily on one industry to supply a significant amount of employment to the City. When the plant went away, so did the economy. Cannon's, and City Council's, concern was, "Are we doing it again in setting ourselves up with so much land being held by one user?"

Cannon said she wanted to queue up discussion for the Commission about options for next steps. Cannon emphasized the City chose voluntarily to do this inventory, it was not required by the state. The City does not have to adopt it. Commission comments will be shared with City Council on December 14, 2020.

Senior Planner Hert stated staff had discussed options and determined there were three options the Commission should consider:

1. Put the Employment Opportunities Analysis and Employment Buildable Lands Inventory project and adoption "on hold" for one to two years.

This would allow for development of the large parcel of land identified in the report.

2. Adopting the Employment Opportunities Analysis and Employment Buildable Lands Inventory, but not implementing in the Comprehensive Plan at this time.

We would adopt the Employment Opportunities Analysis and Employment Buildable Lands Inventory, Staff would not create a Comprehensive Plan amendment and add it to our Code.

3. Not adopt the Employment Opportunities Analysis or Employment Buildable Lands Inventory document.

Basically, the reports would be put on the shelf and the process would be complete.

Senior Planner Hert stated Staff's recommendation is to put the plan on hold for one to two years. This would allow us to monitor development over the next couple of years in the event industrial parcels continue to develop. Staff would then do an update and provide and adopt a Comprehensive Plan amendment at that time. Staff is looking for direction from the Commission.

Commissioner Poppoff asked if there was anything we could do to encourage Google to part with some land. Senior Planner Hert replied to her knowledge the answer is, "No." Hert anticipated development on that land within the next five to ten years. Mr. Hastie said in conversations with Google, their tentative plans indicated potential development within that period of time. There are nondisclosure agreements which prevent the parties from definitive comment.

Chair Bybee asked how many employees were currently employed. Mr. Hastie replied a number is difficult to define. They have direct employees, subcontractors employed full time, and additional employees working a percentage of time.

Chair Bybee asked if through the study, they were able to discern how many of the employees live in the community. Mr. Hastie replied there was no assessment of that.

Chair Bybee stated he would like to hold off on this pending additional study and deciding on strategies for moving forward.

Commissioner Mascher said he was not sure he fully understood the meaning of options two and three. He requested clarification on adoption versus rejection. Interim Director Cannon replied in order to use the results of the document as you're developing findings for land use, and be able to use it in any meaningful way, it has to be adopted by the City as part of its Comprehensive Plan. If not adopted, you cannot use the results. There are two steps, it can be adopted, you can use the results, but you can wait before incorporating those results into the Comprehensive Plan. The Comprehensive Plan is quite dated; it has old statistics that relate to land inventories done many years ago. Not only do we have to adopt the Plan, this new inventory, we have to adopt significant changes to the Comprehensive Plan language and policy to reflect the results.

Interim Director Cannon said what you see in the other two options is, just shelve it altogether, basically reject it and not use it again, or hold off for a couple of years. Staff recommendation is to hold off; the results meet state guidelines, they are good results and the process included stakeholders. Cannon stated the document is not ready for adoption yet. Why adopt a document that does not provide justification to move the Urban Growth Boundary, unless the City is interested in growing differently than they do today? The concern expressed is we have a lot of land, but our larger industrial sites are owned by one user. That leaves just 50 acres of developable industrial employment land. We're saying, let's just hold off and wait and see what two years brings us. We may have different results and can continue this conversation at that time.

Commissioner Mascher stated it did not make sense to reject the information. Option two is to say this is valuable information, we will use it. The detail Mascher was not clear on, "We don't actually have to use it." We can adopt it as input, but don't have to make any decision on it. Mascher said he was not clear on the difference between, "Let's see what happens for the next two years," and "Let's see what happens for the next two years and still use this valuable data." If this data does not compel us to make any decisions, why wouldn't we want to incorporate and use it? That seems like, "Hey, there's this good information here, we should be working with that," unless it requires a decision.

Interim Director Cannon replied there is no decision required. This was not required by the State. Cannon stated that Commissioner Mascher made compelling comments during this discussion. These comments could certainly be folded into a recommendation to the City Council, if a majority of Commissioners agree with Mr. Mascher.

Commissioner Mascher said the difference between “let’s wait for a couple years” and “let’s adopt it” is if we wait for a couple years but we don’t adopt it, we officially can’t use the information received as argumentation for anything. Cannon replied that was correct.

Chair Bybee asked what the data could be used for, other than trying to expand the UGB.

Commissioner Mascher said for him that’s not the only solution. We just found out there is commercially available space, albeit much of it locked up by one company, and only 50 acres of other space. Yet, there is not a shortage of space. We have also found there is a lot of residential space for further density development within the UGB. It is not a foregone conclusion that it’s only worthwhile if it is a valid argument to expand the UGB. To me, some of this information is really valuable in arguing for development of more opportunities within the UGB. I’m willing to say we know there are significant hurdles to expanding the UGB, so why don’t we look at more efficiently developing within the current boundaries. Here we have detailed information that may help us do that. I’m looking at a resource that was paid for and is of value. Why wouldn’t we use that? If it doesn’t require or compel us to make a particular decision, it seems a waste of resources not to use it.

Chair Bybee agreed and said it’s the best available data we have. He asked Staff in what other instances the data could be used. Mr. Hastie replied the fact that the document shows such a large parcel owned by one user may give the City impetus to continue negotiation with the user to push development of the site sooner rather than later. Additionally, the data reflects sites not owned by that single user that could be developed. Are there things the City, Port of The Dalles, or County could do to help generate resources or activity that encourages development on those sites? In the first phase of the EOA provided by Bridge Economic Development, the Economic Development Plan included a variety of strategies related to growing employment of existing businesses, attracting businesses, etc. Angelo Planning Group also proposed additional actions or strategies related to land supply. The City needs to demonstrate efficient use of the land inside the boundary before any UGB expansion. This data provides updated information for potential development.

Commissioner Mascher replied that made sense, especially the information in the role Google plays in the community. Anything we can make more public in factual knowledge about the role Google plays in the community is a good thing.

Senior Planner Hert noted that the employee count numbers showing Google employment based in The Dalles was surprising to staff. They were much higher than expected. Mr. Hastie provided reported employment numbers: Google employs approximately 600 employees on site which includes 110 full time employees, 250 full time support staff on site, and 210 full time construction staff on site.

Mayor Mays stated Interim Director Cannon was very articulate in pointing out some of the City Council’s concerns from the September 3, 2020 meeting, but wanted to stress a lot of those concerns were initiated by the committee led by community partners and the County. As far as Google goes, Mayor Mays sincerely believes vacant sites will develop within a shorter timeframe. We are working very hard during any discussions with Google to increase transparency and reduce the number of rumors.

Commissioner Easling said the report was relatively easy to understand. Google has put us in an unfavorable position, and he wanted that communicated to Google. They have a vested interest in this community as well. Chair Bybee agreed.

Commissioner Poppoff had no additional discussion.

Interim Director Cannon asked if Commissioner Mascher's feedback was the sentiment of the Commission to take forward to City Council. Chair Bybee asked if she was referring to the option adopt the Employment Opportunities Analysis and Employment Buildable Lands Inventory but it won't be implemented in the Comprehensive Plan at this time. Cannon replied, "Yes."

Commissioner Poppoff said that was reasonable. Commissioner Mascher was in favor. Chair Bybee said he appreciated the study and agreed that it should be made known to the public. If it so happens that the study is improved or changed, we could adopt the edited version in the future.

Interim Director Cannon said the consensus would be taken forward to the City Council at a future meeting. Chair Bybee reiterated the Commission would go with the second option.

Interim Director Cannon said it may be worthwhile in the coming months to review our industrial codes; it may be time to update them. This would bring in modern development standards and create efforts to use the land more efficiently in what the market is wanting. Commission consensus directed Staff to review and update the industrial portion of the Code in 2021.

### **STAFF COMMENTS / PROJECT UPDATES**

Interim Director Cannon stated the City was awarded a grant to work on additional code amendments to implement Oregon State House Bill 2001, the middle housing amendments to Oregon Revised Statutes that require changes to our Code. This grant will allow us to hire a consultant, Angelo Planning Group, to help us update our Code. The City Council and Planning Commission made several code amendments adopted by Council in October of 2019. This project will put the final touches on any parts of HB 2001 that are not incorporated in our Code and also make additional amendments that might address outstanding issues in the Housing Needs Assessment of 2017. Staff will return to the Planning Commission on December 17, 2020.

Interim Director Cannon said the Planning Commission has been identified as the Advisory Committee for this project. We would also like to add three citizen members to serve as advisors. Senior Planner Hert said Nate Stice of the Governor's Office had confirmed his participation. The other individuals include a citizen in real estate and a citizen involved in housing; these participants have not yet confirmed participation. Interim Director Cannon said these individuals will participate in the discussions about this project only, but are not officially appointed to the Planning Commission for other projects. These members serve as citizen advisors to the project with the members of Planning Commission.

Senior Planner Hert's summary provided details on the audit, the work scope, and an overview of HB 2001. Staff comments will be returned to Angelo Planning this week. Staff will also review other middle housing standards. The audit will be reviewed by Staff, Angelo Planning Group and representatives of the DLCDC. Changes will be brought before the Planning Commission and new advisory members at the December 17, 2020 meeting. Following the Advisory Committee meeting, Staff will begin drafting the amendments. This project must be completed by the middle of June, 2021.

Chair Bybee asked if we were on a timeline due to the grant. Senior Planner Hert replied, "Yes." Mr. Hastie said in adopting HB 2001 the Legislature set guidelines for when local governments have to adopt development codes in compliance with state regulations. The Dalles is considered a medium city, required to comply by June 30, 2021. The accounting deadline for funds spent is between May 31 and June 15, 2021. Timelines are set by DLCDC.

Chair Bybee stated we would get it done, but added you never know what may happen, especially during a pandemic. He asked if there were extensions available. Mr. Hastie replied that project time extensions are typically not available. The Legislature established the deadline within the House Bill; DLCDC does not have any say in the deadline.

Mr. Hastie said as a medium city we have a much lower bar than large cities or cities in the Metro area in terms of the types of housing allowed. In addition, if cities do not adopt updates to their Code in compliance with the House Bill, essentially the state would apply locally a model code ordinance. If the City adopted code that was 90% compliant, that would go into effect. The model code would then go into effect for the remaining 10% that was not compliant. Mr. Hastie noted in quite a few ways, the City is already compliant.

Interim Director Cannon said we were well on our way due to amendments adopted in 2019. She suggested prioritizing the small number of required amendments; we can then continue to work on elective amendments.

The next scheduled meeting is December 17, 2020. This project, as well as a Variance application, will be on the agenda.

Chair Bybee stated he may be absent at the December 17 meeting. Currently, there is no Vice Chair. He asked who would step in. Commissioner Mascher suggested the member with the most experience, Commissioner Poppoff, step in. Poppoff replied he would have to run the meeting by phone, but was willing to try. Chair Bybee stated officer elections would be held in January of 2021.

Commissioner Poppoff agreed to act as Interim Chair for the December 17 meeting. Secretary Webb suggested the possibility that Commissioner Poppoff could run the meeting from the Conference Room in City Hall, if available. Interim Director Cannon will check on that possibility. Senior Planner Hert noted there would be a slide presentation.

Chair Bybee will attend if service is available.

Commissioner Mascher nominated Mark Poppoff for Vice Chair for the remainder of 2019. Chair Bybee closed the nominations.

The nomination passed 4/0; Bybee, Easling, Mascher and Poppoff in favor, none opposed, Cornett and Stiles absent, one position vacant.

## **COMMISSIONER COMMENTS OR QUESTIONS**

Mayor Mays requested Staff remain after adjournment on a matter unrelated to the Commission meeting.

## **ADJOURNMENT**

Chair Bybee adjourned the meeting at 7:59 p.m.

Respectfully Submitted  
Paula Webb, Secretary  
Community Development Department



Brent Bybee, Chair





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# Economic Opportunities Analysis Buildable Lands Inventory Results

Presentation to  
The Dalles Planning Commission  
November 19, 2020



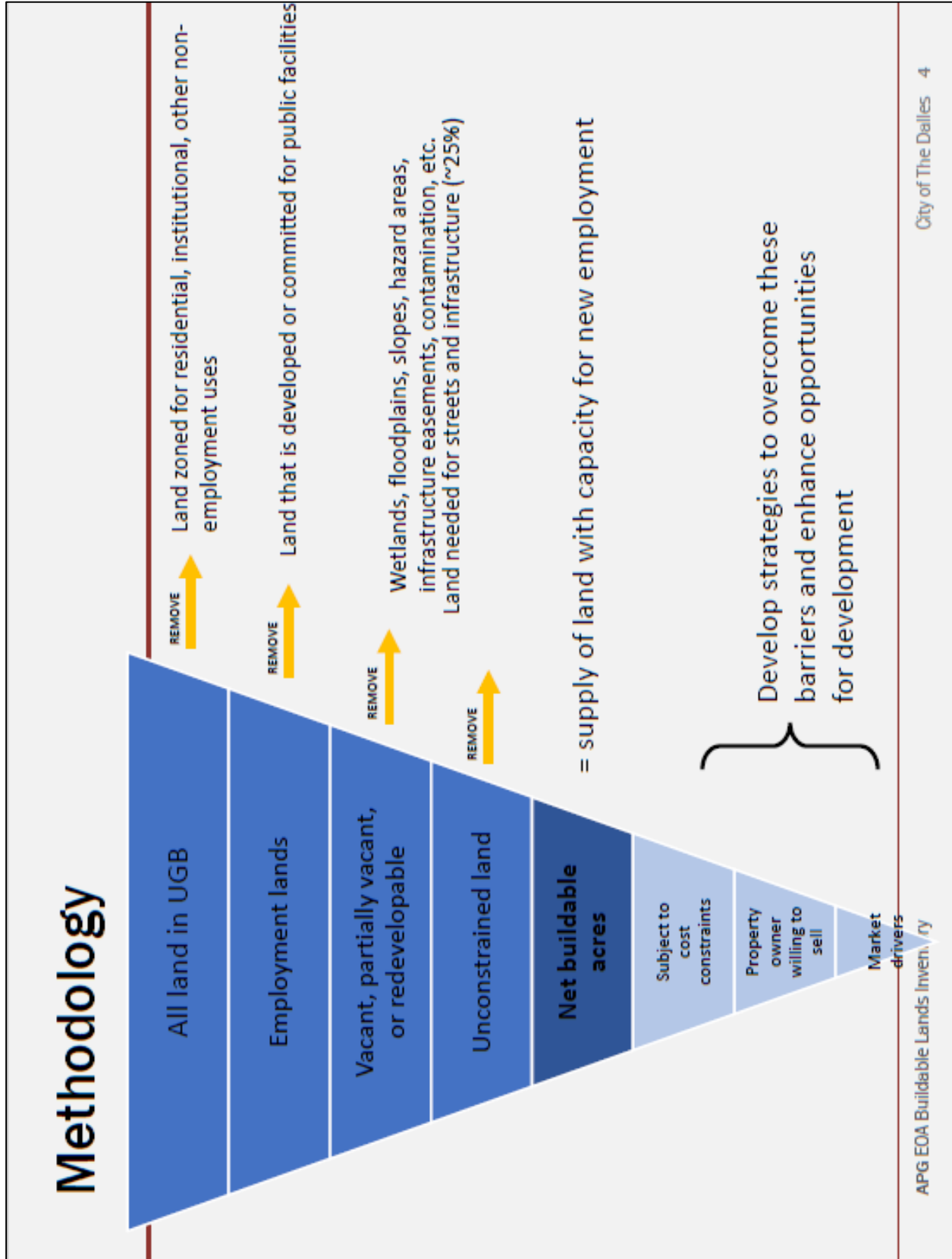
LAND USE PLANNING  
TRANSPORTATION PLANNING  
PROJECT MANAGEMENT

## Project Background

- Inventory of commercial and industrial land in the Urban Growth Boundary
- Component of City's Economic Opportunities Analysis
- Consistent with local conditions and data and state requirements
- Informs future economic development decisions and strategies
- Products: Overall memo, three supporting memos, maps and GIS data, and updates to Economic Development Action Plan

## Review Process

- Preliminary analysis based on readily available information (i.e., GIS data, aerial photos, etc.)
- Two meetings of Stakeholder Advisory Committee
- Additional meetings and review with Port and County
- Communication with Google representatives
- Consultation and direction from state agency staff
- Multiple rounds of review and revision of project maps, memos, data and findings



## Key Definitions

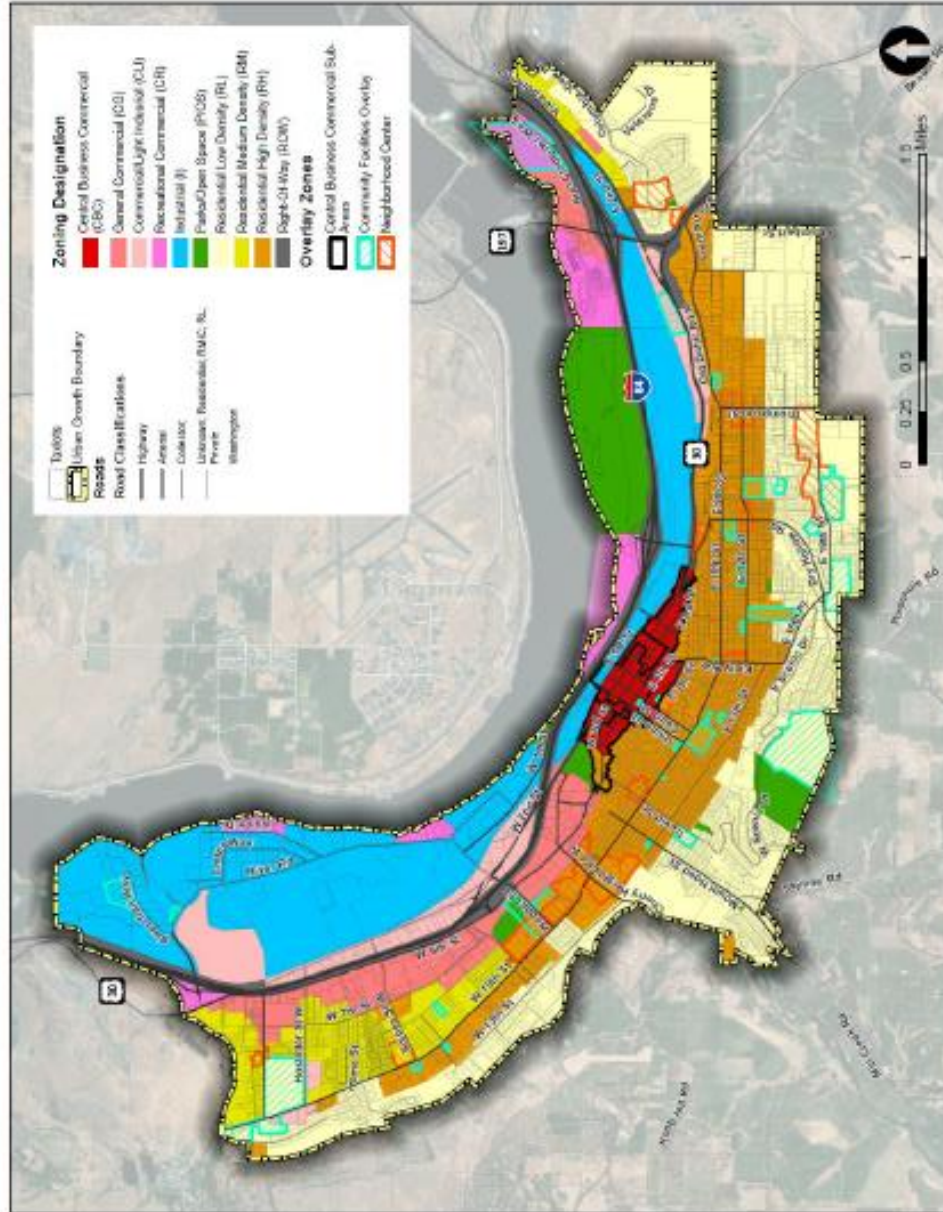
- **Developed:** Includes improvements; little to no additional capacity
- **Vacant:** Minimal to no physical improvements
- **Partially vacant:** Some improvements, with capacity for additional development
- **Committed:** Reserved for or committed to non-employment uses
- **Constrained:** Completely or partially constrained by specific features or hazards



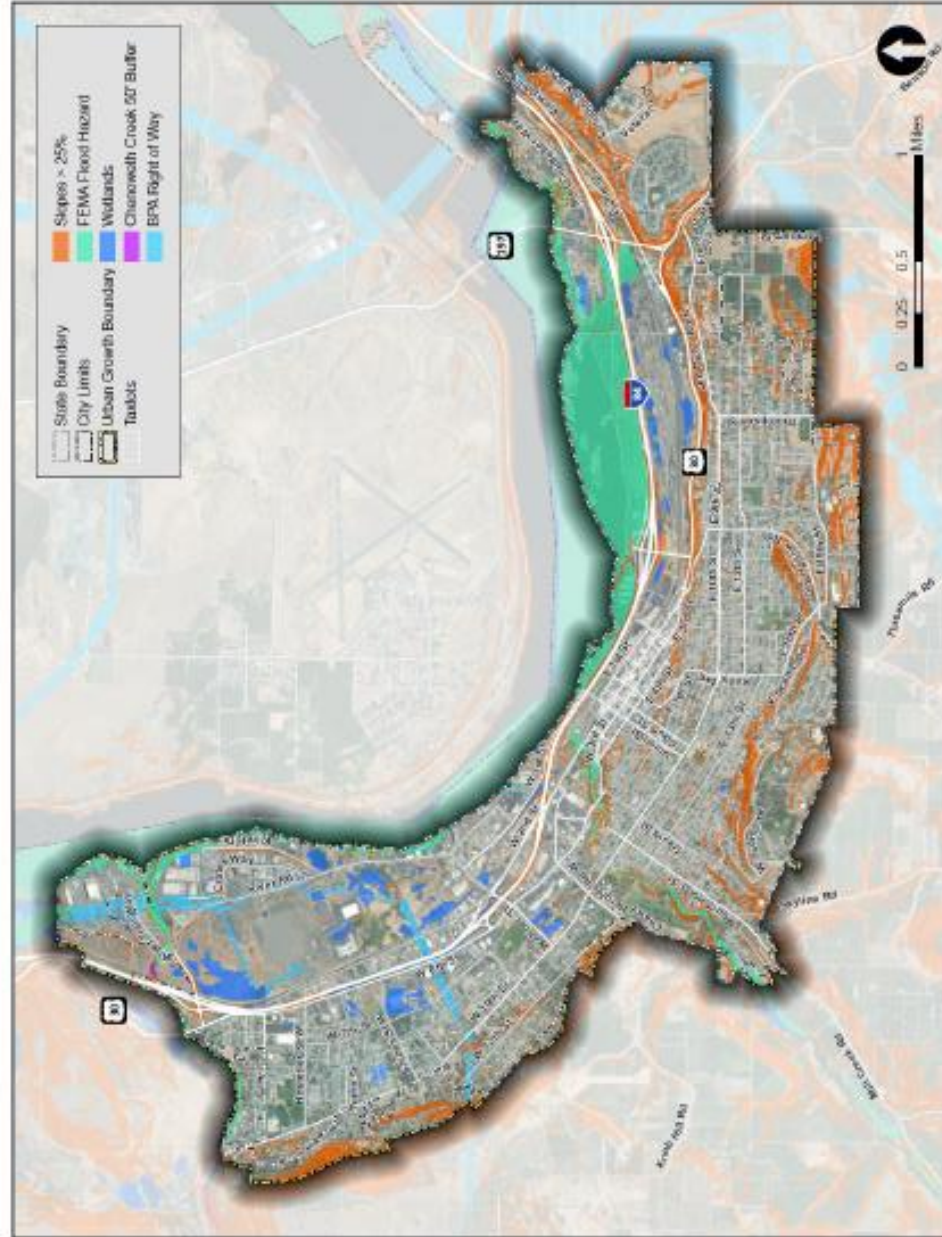
<h2>BLI Refinements</h2>	<ul style="list-style-type: none"><li>• Port owned sites</li><li>• Lockheed Martin site contamination</li><li>• BPA easements</li><li>• Community College site</li><li>• Amerities property</li><li>• Munsen paving sites</li><li>• Walmart site</li><li>• Capacity of Google sites</li></ul>	<p>APG EOA Buildable Lands Inventory</p> <p>City of The Dalles 6</p>
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# Zoning

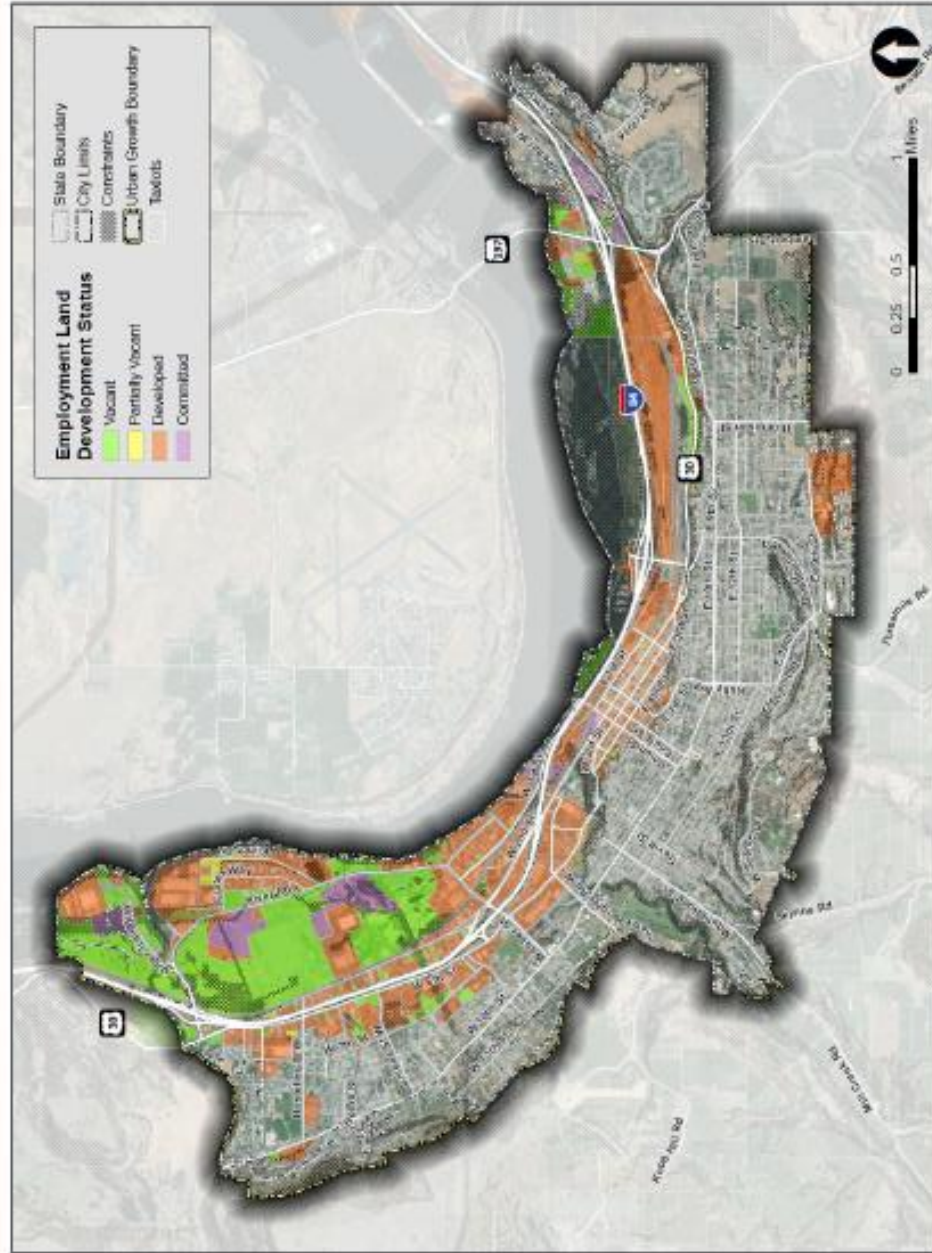


# Constraints

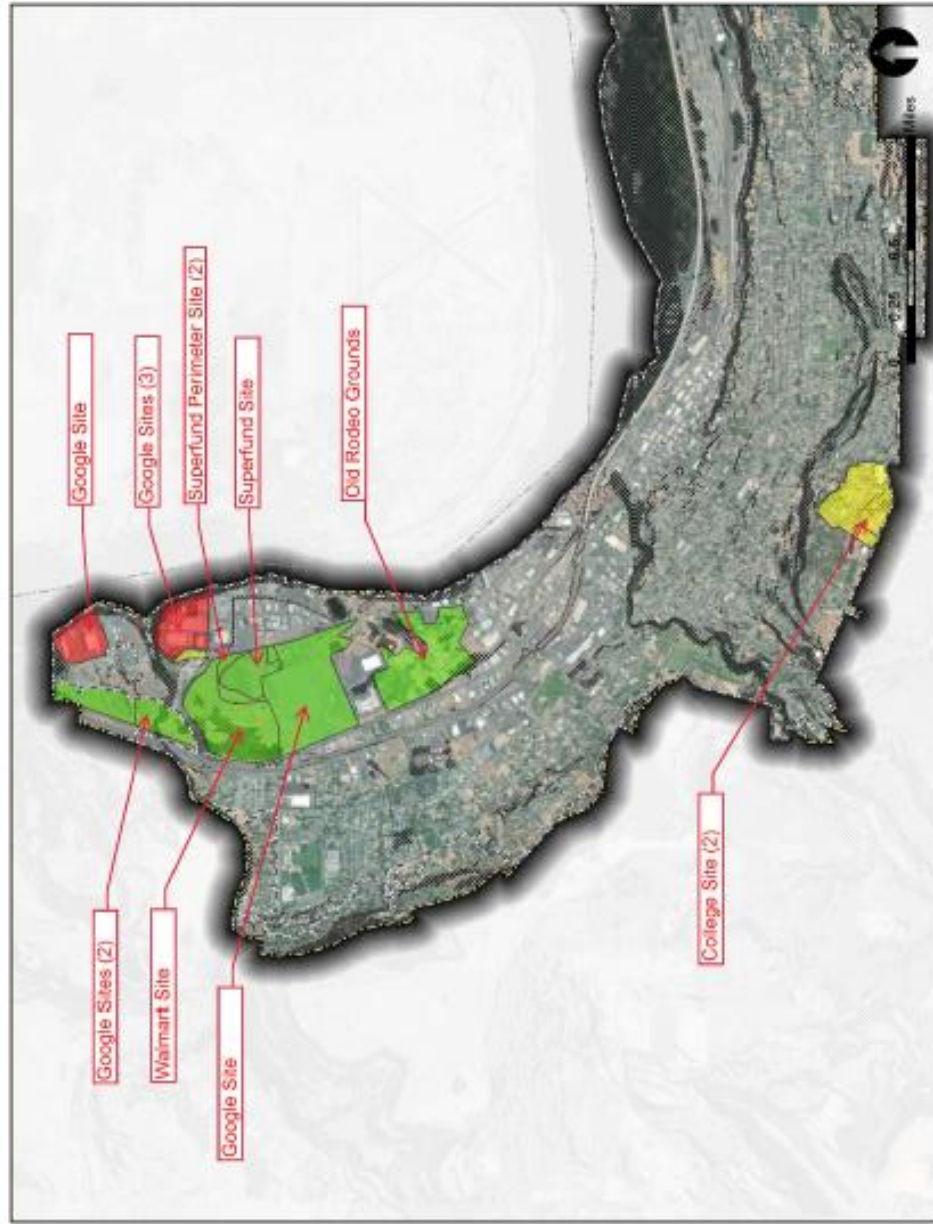




# Inventory Results



# Sites of Particular Interest



# Summary of Results

Employment Zone	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	6	3	201	171	175
<b>Total</b>	<b>15</b>	<b>7</b>	<b>304</b>	<b>253</b>	<b>261</b>

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

*Note: All numbers have been rounded to the nearest whole number*

# Summary of Results

	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

## Findings

- Analysis is consistent with state requirements
- Inventory indicates a surplus of employment land
- Results likely do not provide basis for UGB expansion
- May be possible to document unmet need for specific use or site (beyond this effort)
- Industrial supply dominated by large sites already owned and planned for development (e.g., Google sites)
- Limited supply of more traditional “available/marketable” sites, causing potential continued shortage for other users
- Larger regional supply of land includes sites in Dallesport