

AGENDA

PLANNING COMMISSION

August 3, 2023

5:30 p.m.

City Hall Council Chambers
313 Court Street, The Dalles, Oregon

Via Zoom

<https://us06web.zoom.us/j/82327794645?pwd=cld2UGhUb1BoVithR0tFUzczcWtXQT09>

Meeting ID: **823 2779 4645** Passcode: **001537**

Dial: 1-669-900-6833 or 1-253-215-8782

1. CALL TO ORDER
2. ROLL CALL
3. PLEDGE OF ALLEGIANCE
4. APPROVAL OF AGENDA
5. APPROVAL OF MINUTES – July 20, 2023
6. PUBLIC COMMENT – During this portion of the meeting, anyone may speak on any subject that does not later appear on the agenda. Three minutes per person will be allowed.
7. DISCUSSION ITEM
 - A. The Dalles Housing Needs Analysis: Planning Commission/Community Advisory Committee Meeting.
 - i. Welcome and Introductions (10 minutes)
 - ii. Project Overview (10 minutes)
 - iii. Buildable Lands Inventory Report and Discussion (30 minutes)
 - iv. Housing Needs Projection Results and Discussion (30 minutes)
 - v. Next Steps and Adjourn (10 minutes)
8. STAFF COMMENTS / PROJECT UPDATES
9. COMMISSIONER COMMENTS / QUESTIONS

CITY OF THE DALLES

"By working together, we will provide services that enhance the vitality of The Dalles."

10. ADJOURNMENT

Meeting conducted in a room in compliance with ADA standards.

Prepared by/
Paula Webb, Secretary
Community Development Department

MINUTES

PLANNING COMMISSION MEETING

July 20, 2023
5:30 p.m.

City Hall Council Chambers
313 Court Street, The Dalles, Oregon 97058
Via Zoom / Livestream via City Website

PRESIDING: Cody Cornett, Chair

COMMISSIONERS PRESENT: Addie Case, John Grant, Maria Pena, Mark Poppoff, and Nik Portela

COMMISSIONERS ABSENT: Philip Mascher

STAFF PRESENT: Director Joshua Chandler, Senior Planner Kaitlyn Cook, City Attorney Jonathan Kara, Secretary Paula Webb

CALL TO ORDER

The meeting was called to order by Chair Cornett at 5:32 p.m.

PLEDGE OF ALLEGIANCE

Chair Cornett led the Pledge of Allegiance.

APPROVAL OF AGENDA

It was moved by Grant and seconded by Poppoff to approve the agenda as submitted. The motion carried 6/0; Cornett, Grant, Mascher, Pena, Poppoff and Portela voting in favor, none opposed, Mascher absent.

APPROVAL OF MINUTES

It was moved by Case and seconded by Portela to approve the minutes of April 20, 2023 as submitted. The motion carried 6/0; Cornett, Grant, Mascher, Pena, Poppoff and Portela voting in favor, none opposed, Mascher absent.

PUBLIC COMMENT

Kent Kramer, 2628 W. 10th Street, The Dalles

Mr. Kramer is a retired Calvary Scout for the U.S. Army. Mr. Kramer stated hats should be removed in the building and during the Pledge of Allegiance.

Vicki Green, 3038 Old Dufur Road, The Dalles

Ms. Green asked if the Planning Commission was involved in the Motor Inn.

Chair Cornett replied the Commission was not involved, and provided a brief explanation of the Commission's responsibilities.

Ms. Green shared her concerns with the operation of the Annex.

Director Chandler replied the Oregon Motor Motel, 200 W. Second Street, was purchased by the Mid-Columbia Community Action Council (MCCAC). The project is now known as the "Annex." He suggested Ms. Green contact the MCCAC for answers.

Michael Wilson, 2436 W. 10th Street, The Dalles

Mr. Wilson requested tax information for RV parks versus apartments or houses and zoning.

Director Chandler directed tax questions to the Wasco County Assessor's Office. Zoning answers will be provided by the Community Development Department. The RV park (located between W. 10th and W. 13th Streets) was approved [January 5, 2023]. The City can provide the plans.

Mr. Wilson stated it would change the neighborhood.

Director Chandler replied there was a comment period. Attendees at the meeting shared their frustrations with the approval. The RV park was permitted in the zone, followed the requirements of the zone, and was approved by the Planning Commission. There was an opportunity to comment prior to the meeting, and opportunity to speak at the meeting. Properties within 300 feet were notified of the meeting. Staff has not yet seen movement on the project. Director Chandler urged Mr. Wilson to stop by the office for the plans, requirements, and Notice of Decision.

Director Chandler added it was the direction of the Planning Commission to remove RV parks from residential zones. Once an approval is received, the project development timeline is out of the City's control. The approval has a timeline and will expire if no action is taken.

Vicki Green, 3038 Old Dufur Road, The Dalles

Ms. Green asked why a Commissioner would not say the Pledge, stating perhaps they did not know the Pledge. City Attorney Kara replied the question did not require an answer.

Ms. Green then asked further questions. Chair Cornett stated this was not the place for that discussion.

Stu Reitz, 1012 E. 10th Street, The Dalles

Mr. Reitz asked if a transcript of the meeting would be available. City Attorney Kara clarified there would not be a transcript. Minutes, which capture the substance of the meeting, will be available.

Lenora Rea, 826 Cascade Street, The Dalles

Ms. Rea asked what was happening with the old DeHart's Market [816 Chenoweth Loop Road]. Chair Cornett replied the Community Development Department may have additional information.

Director Chandler stated the property owner has not submitted a proposal or application. Director Chandler added Joel Madsen, Executive Director of Columbia Cascade Housing Corporation, may have additional information.

Chair Cornett suggested we all remember why we are here. The Commissioners are all volunteers that donate their time; they all belong to The Dalles. The Commissioners are here to make good decisions for the community. The Commissioners respect where they live, and want that respect returned. Chair Cornett suggested we all maintain a level of respect.

LEGISLATIVE PUBLIC HEARINGS

ZOA 108-23, City of The Dalles

Request: Approval of proposed changes to The Dalles Municipal Code, Title 10 Land Use and Development. The amendment purpose is to maintain clear terminology, adapt to modern technology, increase flexibility in housing development, and reassign plan requirements.

Chair Cornett read the rules of a public hearing. He then asked if any Commissioner had ex parte contact, a conflict of interest, or bias, which would prevent an impartial decision. Hearing none, the public hearing opened at 5:54 p.m.

Senior Planner Kaitlyn Cook provided the staff report and presentation, Attachment 1.

Kent Kramer, 2628 W. 10th Street, The Dalles

Mr. Kramer asked if his property is within the City or the County. Director Chandler replied he is in the Urban Growth Boundary. Staff will determine if his property had been annexed to the City. Chandler added the City is responsible for properties in the Urban Growth Boundary.

Chair Cornett closed the public hearing at 6:06 p.m.

Commissioner Poppoff stated intermodal cargo containers are often used on construction sites. He suggested the period be extended to one year.

Commissioner Grant asked if the period took into consideration the redevelopment of property.

Senior Planner Cook replied intermodal containers are allowed in the General Commercial District, the Commercial/Light Industrial District and the Commercial Recreational District per TDMC 10.6.160.010 B. Intermodal containers are allowed in the Industrial District so long as they meet all State of Oregon building permit requirements and are maintained in good condition. Temporary use applies to all zones.

Director Chandler explained an additional permit is associated with construction and development sites, a Laydown Yard Permit. This permit allows for storage of equipment, job trailers, etc. An intermodal container is typically placed in conjunction with a Laydown Yard Permit.

The temporary use section is to manage intermodal containers appearing all over town on private property. Though classified as “temporary,” they are often kept long past a temporary use.

It was moved by Cornett and seconded by Portela to recommend to the City Council the approval of Zoning Ordinance Amendment 108-23, adopting amendments and findings attached herein.

The motion carried 6/0; Cornett, Grant, Mascher, Pena, Poppoff and Portela voting in favor, none opposed, Mascher absent.

ZOA 109-23, City of The Dalles

Request: Approval to change sections of The Dalles Municipal Code, Chapter 10.12 Recreational Vehicle Parks. These proposed code changes include removing RV Parks from residential zoning districts, updating RV Park application review processes, and altering RV Park design standards.

Chair Cornett did not repeat the rules of a public hearing. He asked if any Commissioner had ex parte contact, a conflict of interest, or bias, which would prevent an impartial decision. Hearing none, the public hearing opened at 6:16 p.m.

Senior Planner Kaitlyn Cook provided the staff report and presentation, Attachment 2. She noted two additional comments were received on July 20, 2023, Attachments 3 and 4.

Planner Cook noted staff is required to present all proposed amendments to the Department of Land Conservation and Development (DLCD). DLCD replied with a letter (Attachment 3) sharing their concerns with limiting long-term stays.

Currently, the City approves long-term stays through a Conditional Use Permit process. DLCD states ORS 197.493 recognizes an RV as a dwelling when three conditions are met:

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

When an RV is considered a dwelling, the City must apply clear and objective standards. Staff recommends we amend some portions to better align with state statute:

- Strike all requirements for RVs to be connected to the City sewer system. If RVs are prohibited from connecting to the City sewer, the RV cannot be considered a dwelling.
- Remove all references to long-term stays.
- Propose a statement reflecting the City's intent to amend TDMC, Chapter 10.12, to allow and regulate RV parks offering short-term stays.

Director Chandler added if RVs located in RV parks are hooked up to utilities, the State considers them dwellings. Staff approached the RV park amendments as a commercially based project. Because the RVs can connect to utilities, an individual could live in them. Because the City could not regulate all things in an RV park, they would be reviewed as housing developments.

Based on the DLCD's response, some of the proposed amendments do not comply with housing standards. Ultimately, if we allow each individual space to connect to utilities, an RV will be treated as a dwelling.

Senior Planner Cook stated these standards, if adopted, will apply only to new developments. RV parks that have received approval, and existing RV parks, will not be affected.

Senior Planner Cook presented three options for consideration:

1. Move to recommend to City Council the approval of Zoning Ordinance Amendment 109-23, adopting amendments and findings attached herein.
2. ***Staff recommendation:*** Move to recommend to the City Council the approval of a modified Zoning Ordinance Amendment 109-23, after adopting any changed amendments or findings discussed at the regular July 20, 2023 Planning Commission meeting.
3. Decline adoption and provide additional direction.

Staff's recommendation would strike all sewer from TDMC10.12.015 L, remove all references of long-term stays, amend TDMC 10.12.010 Purpose Statement to reflect the City's intent for TDMC 10.12 to allow and regulate RV parks offering short-term stays.

Chair Cornett paused the meeting at 6:41 p.m. The meeting resumed at 6:43 p.m.

Chair Cornett invited public comment.

Susan Inman, 1010 Pomona Street, The Dalles

Ms. Inman stated she was aware of an approved RV park near her home. She asked how many units would be in the park. Chair Cornett replied, 25 units.

Ms. Inman then asked about the length of stay. Chair Cornett replied that was under discussion. Currently, short-term stays are 30 days or less. Long-term stays are over 30 days. He added a manager would be on-site.

Ms. Inman shared her concerns with events at the Chenoweth RV Park [The Dalles Mobile Home Park, corner of W. 10th and Irvine Streets] and events up the mountain on the east side of town, stating it was a drug neighborhood. She added the City was going to affect her property taxes and quite a bundle of things that affect the house she owns and has lived in for 28 years. Commissioner Grant replied the purpose of this meeting was to remove future RV parks from residential zones.

Ms. Inman asked why she did not receive a notice prior to approval of the RV park on Heritage Loop. Chair Cornett replied all properties within 300 feet of the subject parcel were notified.

Commissioner Poppoff stated it may be worth knowing that Chenoweth Park [The Dalles Mobile Home Park] was established many years ago prior to annexation into the City. Chair Cornett reiterated, as of now, RV parks are allowed anywhere in the City. The Commission felt changes were necessary; we are making changes now. The Commission cannot make changes to existing or recently approved RV parks.

Vicki Green, 3038 Old Dufur Road, The Dalles

Ms. Green asked who set the rules on sizes or year, is it the park owner? Chair Cornett replied the Planning Commission determined the manufacturer date and length of stay. Ms. Green said in her experience, it was 10 years.

Stu Reitz, 1012 E. 10th Street, The Dalles

Mr. Reitz asked if there was consideration on the number of vehicles in one space. Are there loopholes on people leaving and returning to the same spot? Chair Cornett replied it was discussed. Currently, an RV can stay for one year, then must move a spot to ensure the RV runs. The proposal now is for 30 days, the RV would have to move every 30 days.

Fred Trujillo, 5100 Woodward, Parkdale

Mr. Trujillo stated he owns property near the Shilo Inn. Senior Planner Cook replied that location was adjacent to the Columbia River. Staff would consider the geological constraints, wetlands and stream corridor. It may be prohibited in that location, but will require further investigation.

Bradley Timmons, 1527 E. 18th Street, The Dalles

Mr. Timmons said he is generally supportive of the concept and referred to his letter (Attachment 4). Removing it from the Conditional Use process for Industrial zones is a concern. The City should continue review processes, rather than allowing it outright. Industrial zones are related to economic development and we have a shortage of Industrial zones. Mr. Timmons thought this was poor planning. The Commission should weigh the resources of the community and consider the Industrial zone inventory.

Chair Cornett closed the public hearing at 6:58 p.m.

Chair Cornett stated the Commission had reached a constraint by the State's definition of a residence. If the Commission applies the criteria set in earlier meetings, in order to proceed we need to strike sewer connection, remove all references to long-term stays, and amend the purpose statement to reflect the City's intent for TDMC, Chapter 10.12 RV Parks, to allow and regulate RV parks offering short-term stays exclusively.

Chair Cornett agreed with Mr. Timmons' comment that RV parks should not be allowed in Industrial zones, or should be reviewed as a conditional use. If we allow for a conditional use, does that interfere with DLCD's letter and Ordinance 197.493?

City Attorney Kara replied it would not impact the City's ability to proceed in conflict with State law, if we were to maintain a conditional use process for RV parks located in Industrial zones. It becomes complicated once we discuss possible objective criteria.

The proposed amendments reflect last minute changes we were unable to include in the agenda packet for this meeting. Those changes aimed at ensuring compliance with the State standard. If the hope of the Commission is to result in a change of that magnitude to the proposed amendments, that would be a much larger discussion.

It could be argued there is a method going forward for the City to update its conditional use process itself, which is used for a number of different application types. If the City were to change its conditional use process to ensure it implemented clear and objective standards, that is something the Commission could revisit for a future update. As it stands now, it would not be my recommendation to implement any conditional use process for any RV park siting, due to the relatively very recent position from the State for consideration of RV parks and RVs in the context of future housing.

If the City were to amend its conditional use process to ensure it contains clear and objective standards, then yes. We could, in the future, bring back for the Commission's consideration a proposed ordinance update to reflect conditional uses in the Industrial zone. Absent that, this is not something I would recommend.

Chair Cornett noted the Planning Commission could prohibit all future RV parks. Considering the amount of effort required to monitor short-term RV parks, is this worth walking a fine line to allow RV parks in restrictive zones? By allowing RV parks in Industrial zones, we are removing space that may allow the City to be more vibrant.

Commissioner Grant asked if that would affect RV parking spaces at a future event center, if one were developed. Senior Planner Cook replied it could potentially affect parking if the spaces were used for camping and recreation. Director Chandler added if the intent of the space was to encourage an overnight stay, it would probably be considered an RV park.

Director Chandler added a prohibition on RV parks would inhibit transient stays for visitors attending sporting tournaments or other activities. He added that short-term stays collect transient room taxes.

Commissioner Portela noted prior comments regarding housing for the traveling workforce. He was not in favor of a full prohibition.

Commissioner Poppoff was not in favor of a full prohibition. The Light Industrial and tourist areas are appropriate. The Light Industrial spaces are typically small lots inappropriate for large scale industrial development.

Chair Cornett stated due to the amount of additional information, the Commission could decline adoption and provide additional direction to staff. The majority of the Commission agreed with this approach.

It was moved by Cornett to decline adoption and provide additional direction to staff to have a closer look at this code amendment, given the DLCD letter regarding ORS 197.493 with consideration of focusing this on short-term stays. We will discuss Industrial zones, or not, later.

There was no second.

Chair Cornett directed staff to determine the amount of property that would be affected if RV parks were allowed in industrial zones.

Director Chandler replied when looking at Industrial zones, we look at the largest parcels of land within the City. The City does not have a size requirement for the amount of space an RV park must take up. If an individual chose to develop one acre of a 30-acre parcel, would that account for all 30 acres?

Before year-end, staff plans to return with a Buildable Lands Inventory (BLI) for discussion. The entire inventory of industrial land, land committed to specific projects, developed land, and vacant land will be reviewed. That process will determine the amount of available industrial land.

Chair Cornett stated he did not need that much detail. It is appropriate now to keep RV parks out of Industrial zones. The community needs more industry. Use of Industrial zones for RV parks is unwise.

Director Chandler replied staff could review a prohibition in an industrial zone. He added there are other factors to consider, such as size. One potential RV park was discussed earlier this year. The lot, located in the Industrial zone, is very complicated. The site contains a large pond in the center of the lot. The only buildable land is a small strip of green space surrounding the pond. The lot will not allow large-scale development. A prohibition would exclude an RV park, but little else would be possible.

Chair Cornett directed staff to use their discretion compiling the information.

It moved by Cornett and seconded by Poppoff to decline action now, and instruct staff to take back the notes striking sewer from proposed Code, removing all references to long-term stays, consideration of certain types of industrial zoned areas, amend the Purpose Statement, and return at a later date. The motion carried 6/0; Cornett, Grant, Mascher, Pena, Poppoff and Portela voting in favor, none opposed, Mascher absent.

RESOLUTIONS

Resolution PC 616-23: Approval of ZOA 108-23, City of The Dalles.

It was moved by Poppoff and seconded by Portela to adopt Resolution PC 616-23, recommending City Council approval of various minor amendments to The Dalles Municipal Code, Title 10 Land Use and Development, and repealing previous Resolution PC 615-23. The motion carried 6/0; Cornett, Grant, Mascher, Pena, Poppoff and Portela voting in favor, none opposed, Mascher absent.

Resolution PC 617-23: Approval of ZOA 109-23, City of The Dalles

This resolution was no longer applicable.

STAFF COMMENTS / PROJECT UPDATES

Director Chandler stated upcoming meetings will be busy. He thanked the Commission for confirming their availability and attendance. It takes a large amount of staff time to prepare for the meetings; the Commission's attendance is greatly appreciated.

The August meetings will kick off the Housing Needs Analysis (HNA). Staff is working with MIG Consulting and Johnson Economics to take a holistic look at the housing needs of The Dalles. Following those meetings, a discussion item will be presented to City Council. After that discussion, the information returns to the Planning Commission for adoption, and again returns to City Council. The HNA is a State required process. It's also extremely informative and gives us a better idea of housing needs in our community.

The Tony's Building was approved for demolition and abatement of hazardous material. The abatement started today. After this process, walls will be coming down. The anticipated completion is October 31, 2023. Once demolition is completed, the site will be filled with gravel and fenced. The basement is in poor condition and will be filled in order to remove a hazard.

COMMISSIONER COMMENTS / QUESTIONS

None.

ADJOURNMENT

Chair Cornett adjourned the meeting at 7:27 p.m.

Submitted by/
Paula Webb, Secretary
Community Development Department

SIGNED:

Cody Cornett, Chair

ATTEST:

Paula Webb, Secretary
Community Development Department



City of The Dalles Planning Commission

THURSDAY, JULY 20, 2023 | 5:30 PM

Zoning Ordinance Amendment 108-23

1. Clear and objective terminology
2. Review Procedures
3. Entrance Standards
4. Childcare centers
5. Defining a temporary intermodal cargo container

Terminology Changes

10.3.020.010 Purpose

- A. This Article describes the review procedures required to make final decisions regarding applications for ministerial actions, planning administrative actions, and legislative actions, and to provide for appeals from aggrieved persons or parties.

10.6.010.050 Screening – Hedges, Fences, Walls other than Retaining Walls, Berms

1. Residential Areas Zones.
2. Commercial and Industrial Areas Zones. Barbed wire may be allowed above the fence or wall height requirement.

Review Procedure Changes

10.3.030.020 Review Procedures

- B. Applications. In addition to the requirements of Article 3.010: Application Procedures, site plan review applications shall be accompanied by **one electronic copy of plans consistent with Article 6.180. Paper copies may be required as a condition of approval with all applications.** at least 15 copies of the site plan, and, when required, 3 copies of the detailed landscape and construction/design plans as specified below in Section 10.3.030.030: Required Plans. When plans are drawn using CAD software, 1 digital disc copy shall be submitted in addition to the required hard copies.

Review Procedure Changes

10.3.020.040 Administrative Actions

~~D. — Time Limits. All applications processed as administrative actions shall be approved, approved with conditions, denied, or postponed with consent of the applicant within 45 days after the filing of a complete application.~~

10.3.020.050 Quasi-Judicial Actions

C. Public Hearings.

~~1. Complete applications for quasi-judicial planning actions shall be heard at a regularly scheduled Commission or Council meeting within 45 days from the date the application is deemed complete.~~

Entrance Standards Changes

10.5.010.060 Development Standards

Building Orientation

The ~~front building line shall be~~ **building shall be oriented** parallel to the street or private accessway. Orientation on private accessway is allowed only if there is no street frontage. Practical adjustments may be made to accommodate street curvature. ~~The front building line shall include the front door.~~ **Primary building entrances are required to have a clear pedestrian connection to the street/sidewalk constructed of concrete, asphalt, pavers, or other hard surface. Primary entrance located on the rear building face is prohibited.** ~~Front building orientation cannot be modified from its original design to meet this criteria.~~

Child Care Centers

10.3.050.050 Zone Specific Review Criteria

C. Conditional Uses. The standards shall apply to the following conditional uses in the RL zone:

~~1. Child care centers;~~

~~1. 2.~~ Funeral and interment services (interring and cemeteries only);

~~2. 3.~~ Community facilities; and

~~3. 4.~~ Digital signs in residential zones or overlay zones.

Temporary Use Clarification

10.6.160.010 Uses Allowed

C. Temporary Use. Intermodal cargo containers are allowed temporarily in all zones without having to comply with subsection B of this section.

10.6.160.010 Uses Allowed

C. Temporary Use. Intermodal cargo containers are allowed for a maximum duration of 30 days temporarily in all zones without having to comply with subsection B of this section. Intermodal cargo containers are exempt from Section 10.6.160.010 (B).

The Dalles Comprehensive Plan Goals

Goal #1. Citizen Involvement.

Goal #2. Land Use Planning.

Goal #10. Housing.

The Dalles Comprehensive Plan Goals

Oregon Revised Statute (ORS) 197.307(4)

A local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of housing, including needed housing. The standards, conditions and procedures:

- a) May include, but are not limited to, one or more provisions regulating the density or height of a development.*
- b) May not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.*

The Dalles Comprehensive Plan Goals

Oregon Revised Statute (ORS)

ORS 197.307(4)

A local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of housing, including needed housing. The standards, conditions and procedures:

May include, but are not limited to, one or more provisions regulating the density or height of a development.

May not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.



City of The Dalles Planning Commission

THURSDAY, APRIL 20, 2023 | 5:30 PM

ZOA 109-23

Zoning

Review Process

Development Standards

Park Operations

Length of Stay

Revocation Process

ZOA 109-23 Background

Since 2016, the Community Development Department has approved four RV parks within The Dalles City Limits, three of which were approved since 2022. Of these approvals, three were located within residential zoning districts. Pursuant to The Dalles Municipal Code, RV parks are processed as Conditional Use Permits and subject to the standards of Chapter 10.12.

Other than the Low Density Residential zone, RV parks may be located in all zoning districts.

On January 5, 2023, following a series of lengthy, and at times divided public hearings for the three most recent park approvals, the Commission requested Staff prepare a future discussion concerning Chapter 10.12 and an overview of park regulations.

Comments

- 43 calls into the Community development
- Two community member comments.
- Department of Land Conservation and Development

Proposed Amendments- Zoning

- No RV parks are allowed in residential zones.
- Recreational vehicle parks are permitted outright in the CG (General Commercial), CR (Recreational Commercial), CLI (Commercial Light Industrial) and Industrial zones.

Proposed Amendments– Review Process

10.12.030 Review Process

Recreational vehicle park applications shall be reviewed per the provisions of Article 3.030: Site Plan Review; however, any recreational vehicle park application requesting stays of longer than one year shall be processed per the provisions of Article 3.050: Conditional Use Permits.

10.12.040 Review Criteria

In addition to the review criteria included in Article 3.030: Site Plan Review, or Article 3.050: Conditional Use Permits, RV park development proposals shall also include:

Plan Set, consistent with the requirements of Article 6.180. Plan Set must include all development standards included within 10.12.050.

Operational Plan, in narrative form. Operational Plan must clearly address park operations (10.12.060), length of stay requirements (10.12.070), and any other applicable information.

Proposed Amendments- Development Standards

Laws and Regulations

Hazards to Property and
Occupants

Prohibited Siting

Park Building Setbacks

Spacing

Access

Screening

Surfacing

Non-Recreational Vehicle Parking

Requirement

Landscaping

Pedestrian Circulation

Utilities

Lighting

Refuse Collection

Proposed Amendments- Park Operations

- A. All RV parks must comply with the following operational standards:
- B. Each RV park shall at all times keep an orderly appearance and remain free of litter, junk, and refuse.
- C. On-site Park Host. Each RV park must provide an on-site RV park host available 24/7 for maintenance, security, and enforcement purposes. Host contact information must be conspicuously displayed throughout the park.
- D. Hours. Each RV park must establish and conspicuously display operational hours and quiet hours. All RV check-in and check-out times may not occur with designated quiet hours.
- E. Storage. There shall be no outside storage of materials or equipment belonging to the park or to any of the guests.
- F. Noise. Noise impacts shall be consistent with Section 5.08.020.
- G. External Generators. Use of external generators is prohibited.

Proposed Changes- Revocation Process

The Director may institute a proceeding before the Planning Commission to revoke an approved RV park when the Director has reasonable grounds to believe one or more of the following events have occurred or are occurring at the RV park:

Failure to Meet Conditions. Any conditions of approval have not or are not being met.

Failure to Build According to Plans. The project is not constructed in accordance with all approved plans.

Erroneous Information. The City issued the permit on the basis of erroneous or misleading information or a material misrepresentation.

The Director shall submit a report to the City Attorney and request them to send a notice of violation pursuant to Chapter 10.15 - Enforcement. If, in the opinion of the Director, the property owner demonstrates a good faith willingness to comply with the subject approval requirements within the time period specified in the notice of violation, then revocation procedures may be stayed; otherwise, the Director may schedule a hearing before the Planning Commission using the same notice requirements and process as the original RV park application.

City of The Dalles Comprehensive Plan

Goal #1. Citizen Involvement

Goal #2. Land Use Planning

Goal #5: Open Spaces, Scenic And Historic Areas, And Natural Resources.

Goal #9: Economic Development

ORS 197.493 Placement and occupancy of recreational vehicle

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 as a residential dwelling, solely on the grounds that the occupancy is in a recreational vehicle, if the recreational vehicle is:

(a) Intentionally left blank —Ed.

- (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; or*

(b) Is on a lot or parcel with a manufactured dwelling or single-family dwelling that is uninhabitable due to damages from a natural disasters, including wildfires, earthquakes, flooding or storms, until no later than the date:

- (A) The dwelling has been repaired or replaced and an occupancy permit has been issued;*
- (B) The local government makes a determination that the owner of the dwelling is unreasonably delaying in completing repairs or replacing the dwelling; or*
- (C) Twenty-four months after the date the dwelling first became uninhabitable.*

(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; 2021 c.235 §1]



Oregon

Tina Kotek, Governor

Department of Land Conservation and Development

Community Services Division

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: 503-373-0050

Fax: 503-378-5518

www.oregon.gov/LCD

July 19, 2023

Josh Chandler
Community Development Director
City of The Dalles
313 Court Street
The Dalles, OR 97058

(Sent by email to jchandler@ci.the-dalles.or.us and kcCook@ci.the-dalles.or.us)



Subject: File No. ZOA 109-23; DLCD Amendment No. 002-23, ID No. 29084
Proposed Amendments to The Dalles Municipal Code Chapter 10.12 – Recreational
Vehicle Parks

Greetings Director Chandler,

Thank you for the opportunity to provide comments on proposed revisions to Chapter 10.12 – Recreational Vehicle Parks. We have reviewed the proposed language and would like to ensure collective awareness of a rarely referenced code provision found in ORS 197.493, and a few intersections with ORS 197.307 relevant to this work.

ORS 197.493 outlines parameters about siting recreational vehicles (RVs) occupied as dwellings. A city cannot prohibit the siting of RVs occupied as dwellings in RV Parks or Manufactured/Mobile Home Parks, nor can they impose any time limit on an RV that is occupied as a dwelling meeting certain conditions. The proposed code amendments appear to do this explicitly, in conflict with statute.

ORS 197.307 requires application of clear and objective standards to all housing within urban growth boundaries, which includes RVs occupied as dwellings. The proposed code amendments include a number of discretionary standards. These could be applied to RVs that aren't occupied as dwellings, but there must be a clear and objective pathway for RVs occupied as dwellings.

There are a number of additional regulations and fees applied to the RV parks & RVs occupied as dwellings that, while not expressly forbidden by state law, definitely create additional cost or delay to RVs occupied as dwellings. Examples include increased minimum parking standards (0.15 to 0.5 spaces/unit) and the application of SDCs to RVs that appear to be the same as applied to single-family detached dwellings.

Thank you again for the opportunity to provide this comment. I can be contacted with any questions or concerns at angie.brewer@dlcd.oregon.gov or (541) 306-8530.

Sincerely,

Angie Brewer, AICP
Central Oregon Regional Representative

CC: Gordon Howard, Community Services Division Manager, DLCD
Sean Edging, Housing Planner, Community Services Division, DLCD

Joshua Chandler

From: EDGING Sean * DLCD <Sean.EDGING@dlcd.oregon.gov>
Sent: Thursday, July 20, 2023 11:12 AM
To: BREWER Angie * DLCD; Joshua Chandler; Kaitlyn Cook
Subject: RE: The Dalles RV Code Amendments

WARNING: Email from external source. Links and attachments could pose security risks. Investigate sender and think before you click.

Hello folks,

This message is a follow-up from our meeting to discuss the proposed RV Code amendments provided in PAPA #002-23 (ZOA 109-23). As we discussed in the meeting, we think there are two potential options the City can consider to comply with ORS Chapter 197.

Option 1 – Regulate RV Park Development as a Commercial Use; Include ORS 197.493 Protections

Under this option, the code amendment provisions would need to be amended to have a clear focus on regulating RV Parks as a commercial use allowing for near-term stays. This would require removing provisions relating to long-term stays (e.g. the long-term time limit and SDCs applied to housing), and making clear in the purpose statement that the RV Parks are a commercial use intended for transient, near-term stays, similar to a hotel or short-term rental. We may also suggest applying SDCs in a manner proportional to infrastructure impact – for example, requiring payment of a water SDC where an RV Park provides a water connection, to ensure that these developments are proportionally paying into the system.

However, once an RV Park is established, should an RV park operator decide to allow an RV occupied as a dwelling on a pad lawfully connected to utility systems, they are permitted to do so under ORS 197.493 without any time restriction imposed by the local government. For the record, this is already the case for all RV Parks in The Dalles. However, to make this clear in the code, we suggest directly acknowledging the statute or statutory language in the code allowing an RV to be occupied as a dwelling without a time limit in an RV Park or Manufactured/Mobile Home Park that is lawfully connected to utilities.

This ensures that the City will be able to apply its current code provisions to RV Parks, while maintaining the protections provided to the siting of RVs as dwellings in parks once they are established.

Option 2 – Regulate RV Park Development as both Commercial and Residential; Revise Standards to be Clear & Objective

As noted, the City is able to regulate RV Parks as a commercial use for short-term stays, similar to a hotel or short-term rental. However, should the City also regulate RV Parks as a residential use (i.e. for long-term stays), the standards and procedures applied must be 'clear and objective' under ORS 197.307 (4):

(4) Except as provided in subsection (6) of this section, a local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of housing, including needed housing, on land within an urban growth boundary.

Many of the development standards in Chapter 10.12 are not clear and objective. If the code would regulate RVs occupied as dwellings, then those standards and procedures must be clear and objective. Below are provisions in Chapter 10.12 that would need to be amended to conform with ORS 197.307 (4). There may be additional inconsistencies in other portions of the code; for example, the PAPA materials did not include access, landscaping, parking, or design standards, so we cannot speak to whether these standards are clear and objective.

- 10.12.030 – requiring a Conditional Use Permit for RV parks with stays of longer than one year, which encompasses RVs occupied as dwellings

- 10.12.040 – application of Conditional Use Permit criteria that are not clear and objective (i.e. they are made at the discretion of Planning Commission). There may also be Site Plan review criteria that are not clear and objective, but this review is focused on materials submitted in the PAPA
- 10.12.050:
 - o A. Requires "all the requirements of federal, state, and local laws and regulations shall be met" but does not specify what laws or regulations actually apply.
 - o B. Requires that the "soil, groundwater level, drainage, and topography shall not create hazards to the property or the health and safety of occupants", but does not identify what conditions create hazards.
 - o B. Requires parks "shall not be located in areas exposed to objectionable smoke, noise, odors, prone to erosion, or other adverse influences", which requires a discretionary determination
 - o F.1. Requires access to an arterial or collector street or a street "with sufficient width and ease of access to allow any RV to enter and exist without causing undue traffic problems" which requires a discretionary determination. The provision also requires access to these streets to be evaluated "on a case-by-case basis" (i.e. at the discretion of an unspecified decisionmaker) which is not clear and objective.
 - o F.5. Requires "functional turning paths, turning radii" for RVs anticipated in the park, but does not specify what paths or radii would be "functional"
 - o G.1.b. Requires "suitable landscaping shall be provided in required setback areas", but does not specify what is suitable
 - o G.2.a. Requires "Long expanses of fence or wall along public streets shall be designed to prevent visual monotony through use of techniques such as offsets, landscaping, and changes in materials" but does not specify how long of a fence this is or what specific design features and dimensions would fulfill the standard.
 - o H.3. Requires that "all areas must be designed to provide for the control of runoff, surface water, dust, and mud", which requires a discretionary determination
 - o M. Requires "Lighting sources shall be shielded, and arranged so as not to produce glare in any public right-of-way, or otherwise constitute a nuisance on adjacent property", which requires a discretionary determination. The latter half of the standard specifying foot-candle thresholds from property lines is clear and objective, however.
- 10.12.060.A. Requires "Each RV park shall at all times keep a neat appearance." Which requires a discretionary determination.
- 10.12.070.B. As mentioned in the original letter, the requirement for a discretionary approval for a long-term space (i.e. RVs occupied as dwellings) is neither clear and objective nor is consistent with ORS 197.493.
- 10.12.080 Enables the Director to revoke an approval for an RV Park, including RVs occupied as dwellings, based on a discretionary determination of a park's conformance with its approval, including a variety of discretionary approval standards.

I hope you find this helpful. Let me know if you have any additional questions.

Best,




Sean Edging

Housing Planner | Community Services Division

Pronouns: He / Him / His

Cell: 971-375-5362 | Main: 503-373-0050

sean.edging@dlcd.oregon.gov | www.oregon.gov/LCD


TIMMONS LAW PC
July 20, 2023

Planning Commission
City of The Dalles
313 Court Street
The Dalles, Oregon 97058

Re: Proposed Zoning Ordinance Amendment 109-23

Greetings,


I live and work in The Dalles. My residence address is 1527 E. 18th Street, The Dalles, Oregon. My business address is 3591 Klindt Drive, Suite 220, The Dalles, Oregon 97058.

I support the portion of the proposed amendment that prohibits RV Parks within all residential zoning districts. Our City has a housing shortage, and land within the residential zoning districts should be used for the development of permanent housing.

I am opposed to the portion of the proposed amendment that changes RV Parks from an "allowed conditionally" use to a "permitted outright" use in the industrial zone. Our City lacks a sufficient supply of industrial land to meet its future needs, and the proposed amendment will impact this supply. Industrial land should be used to provide economic development and jobs within our community, and RV Parks do not meet those goals. The siting of RV Parks within an industrial zone should be reviewed by the City through its quasi-judicial process to ensure that the community's needs and goals will be met. Through this planning process, the City can better ensure that RV Parks are developed at appropriate locations.

I encourage the City to evaluate the City's need for RV Parks. If there is a need, the City should study and select areas where RV Parks might be most appropriate, without impacting our City's housing and industrial inventory.

Thank you.

Sincerely,

Bradley V. Timmons

mailing address: PO Box 2350, The Dalles, OR 97058telephone: 541.296.9900facsimile: 541.296.9904web: timmonslaw.com



CITY of THE DALLES

313 COURT STREET
THE DALLES, OREGON 97058

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

MEMORANDUM

To: City of The Dalles Planning Commission

Meeting Date: August 3, 2023

Re: 2023 Housing Needs Analysis Update: Planning
Commission/Advisory Committee – Discussion #1

Prepared by: Joshua Chandler, Community Development Director

DISCUSSION:

Over the next few months, the City of The Dalles with assistance from MIG and Johnson Economics, will conduct a series of discussions on a regional Housing Needs Analysis (HNA) that will serve as a critical tool for making informed decisions and develop strategies to address citywide housing issues more effectively. With the help of City Council, Planning Commission, and a project Advisory Committee, this work will help provide an understanding of housing needs, identify gaps and disparities, support data-driven decision-making, plan for future growth, promote housing equity, and foster collaboration among stakeholders. It plays a crucial role in shaping effective housing policies and strategies that enhance the well-being and quality of life for residents within the City.

The City last completed a HNA in 2016 with assistance from Angelo Planning Group and Johnson Economics through a Technical Assistance Grant from the Department of Land Conservation and Development. This work resulted in amendments to The Dalles Comprehensive Plan and Land Use Development Ordinance, as well as outlined recommendations to increase housing supply, some of these later included in subsequent housing code amendments in 2019 and 2021.

In the years since the 2016 HNA, the state of Oregon has continued to grapple with a growing housing crisis and rising number of residents experiencing houselessness. To better address this crisis and meet the diverse housing needs of all Oregonians, the Oregon Legislature adopted House Bill 2003 in 2019, which requires cities with a population over 10,000 to conduct a regional HNA every six to eight years to analyze current and future housing needs. This analysis will identify the types of housing needed for current and future residents, and ensure the city has enough residential land available to meet these housing needs for the next 20 years. In addition to this analysis, each city must then adopt a housing production strategy with specific actions to promote the development of all identified housing types, which may include code amendments

or financial incentives. To ensure cities comply with these standards, the State established a series of deadlines for cities to complete this work; the City of The Dalles is required to complete the work by 2025.

This work was budgeted in both the FY 22/23 and FY 23/24 City budgets and has an anticipated adoption of fall 2023. We appreciate the commitment to all those involved in this important work and encourage your participation, expertise, and experience in creating an analysis that truly resembles the housing needs of The Dalles.

The following meeting materials are included with this packet:

- Project Schedule
- Draft Buildable Lands Inventory Results Memo
- Draft Housing Needs Projections Report



MEMORANDUM

To: Joshua Chandler and Kaitlyn Cook, City of The Dalles
Brendan Buckley, Johnson Economics

From: Matt Hastie AICP, Clinton “CJ” Doxsee, and Sun-Gyo Lee, MIG

Date: June 6, 2023

RE: **The Dalles Buildable Lands Inventory (BLI) – Methodology and Results**

Introduction

This memorandum describes the approach and initial results of The Dalles Buildable Lands Inventory (BLI), conducted in support of the updated Housing Needs Analysis being prepared for the City. The inventory includes land within the entire urban growth boundary, both within and outside the city limits.

The memo and results of the analysis will be updated to reflect comments from City staff regarding specific parcels in the inventory. The results of the inventory will be compared to the estimated need for residential to meet projected future housing needs in The Dalles.

Methodology

The methodology of this BLI is based upon the process laid out in OAR 660-038-0060: Simplified Urban Growth Boundary (UGB) Method – Buildable Lands Inventory for Residential Land Within the UGB. The process is as follows:

- Step 1: Classify residential land within the UGB
 - Classify lands with a residential comprehensive plan designation as either “Low Density”, “Medium Density”, or “High Density.” Zoning designations of The Dalles fall neatly into these categories.
 - Classify lands as either Developed, Partially Developed, or Vacant.
 - Vacant:
 - Residential parcels at least 3,000 square feet with a real market improvement value of less than \$10,000 are considered vacant.
 - Tax lots with a property code of “Residential Vacant” based on assessor’s data were also classified as vacant.

- Partially Vacant:
 - For lots and parcels at least ½ acre in size that contain a single-family residence (based on assessor’s property classification), subtract ¼ acre for the residence and count the remainder of the parcel as vacant land.
 - For lots and parcels at least ½ acre in size that contain more than one single-family residence, multifamily residences, non-residential uses, or ancillary uses such as parking and recreational facilities, identify vacant areas using aerial imagery or other similar method. Publicly owned park land shall be considered developed. If vacant area is at least ¼ acre, consider that portion of the lot or parcel to be vacant.
- Developed:
 - All land not considered vacant or partially vacant is considered developed.
- Determine the amount and mapped location of low density, medium density, and high density vacant and partially vacant land within the city. (See the following maps and tables for the amount and location of vacant/partially vacant land within the city).
- Determine the total amount of developed land within the city limits, and calculate the total number of existing dwelling units located on that land. Calculate net density of residential development on this land.
- Step 2: Adjust residential lands inventory to account for constrained lands
 - Identify the following physical constraints on land inventoried as vacant or partially vacant:
 - Floodways and water bodies
 - Special Flood Hazard Area
 - Contiguous lands of at least one acre with slopes greater than 25 percent.
 - For lands identified above, reduce estimated development capacity by the following factors
 - Floodways and water bodies: 100%
 - Special Flood Hazard Area: 100%
 - Slopes: 100% (applied only to the portion of the parcel containing steep slopes)
- Step 3: Review and revision
 - Staff and advisory committee members will review initial BLI results and provide comments concerning recent development or other issues that may reduce or limit capacity of specific properties.

Inputs

The following data sources were used in this analysis:

- The Dalles city limits and UGB polygons, provided by City of The Dalles
- The Dalles zoning and overlay zone data, provided by City of The Dalles
- The Dalles tax lot polygons, provided by City of The Dalles
- Assessor tax lot tables, provided by Wasco County
- 25% Slope polygons derived from LiDAR data by MIG
- Waterbodies and FEMA Flood Hazard Area, provided by City of The Dalles
- Aerial Imagery, provided by ESRI
- Wetland Inventory, provided by City of The Dalles

Preliminary Results

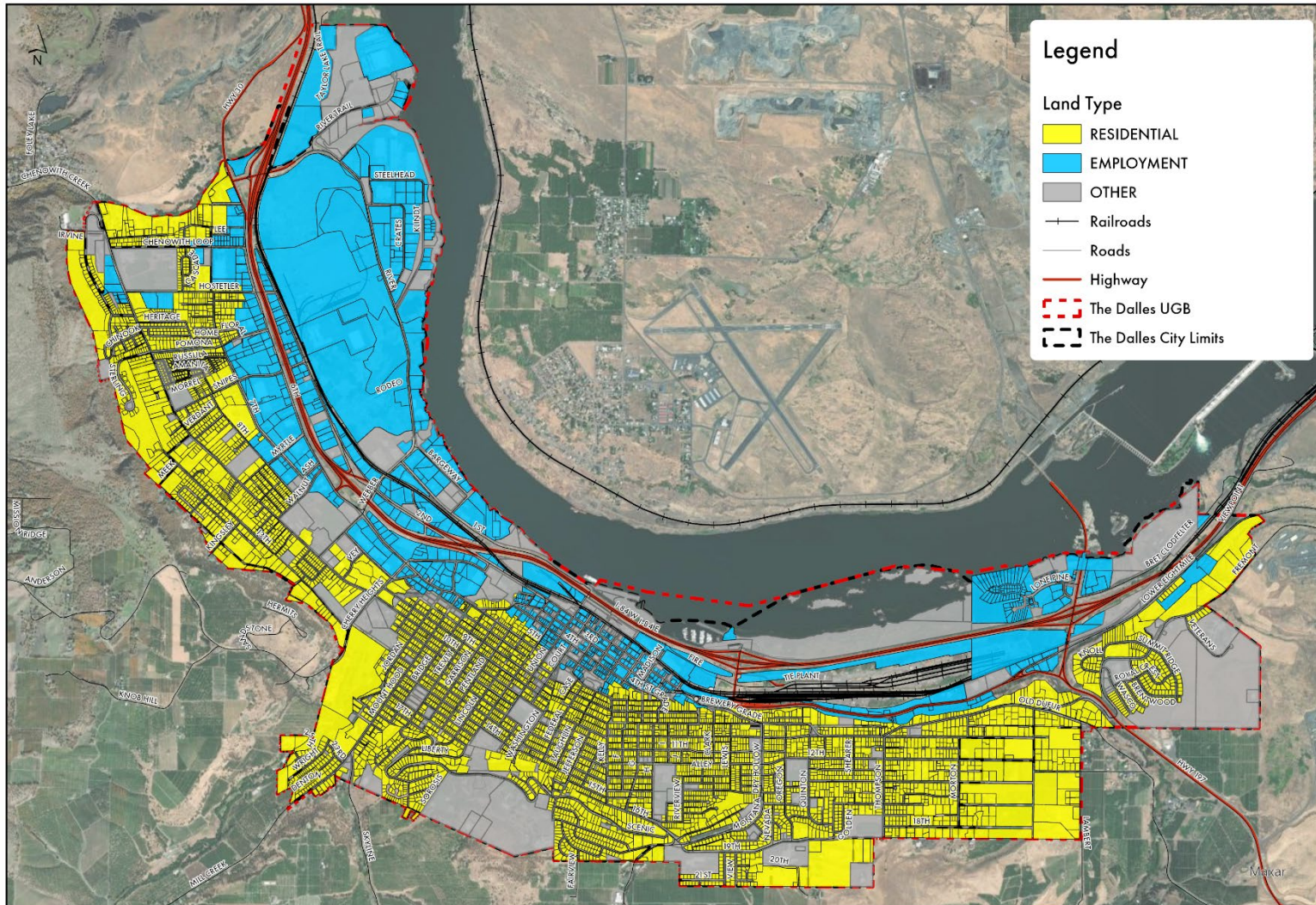
The initial results of the BLI are described in the maps and tables on the following pages. They show a total inventory of 330 acres of vacant or partially vacant residential land within the UGB, with approximately sixty percent of the acres located within the city limits (189.5 acres) and the remainder between the city limits and UGB (140.7 acres). About half of the acreage (156.6 acres) is found on vacant parcels, with the remainder on partially vacant properties.

Because the Streamlined UGB guidelines were used (see OAR Division 38), redevelopable properties were not included in the inventory. While vacant properties in the City's downtown commercial area where residential development is allowed on upper stories were included in the inventory, existing buildings in this and other commercial areas with the capacity for residential development were not included. However, there is potential additional residential capacity in these areas in the form of future mixed use development. This development could take the form of multifamily units on the second or third stories of existing or new buildings above first floor retail or commercial uses.



City of The Dalles Housing Needs Analysis Buildable Lands Inventory - Land Type

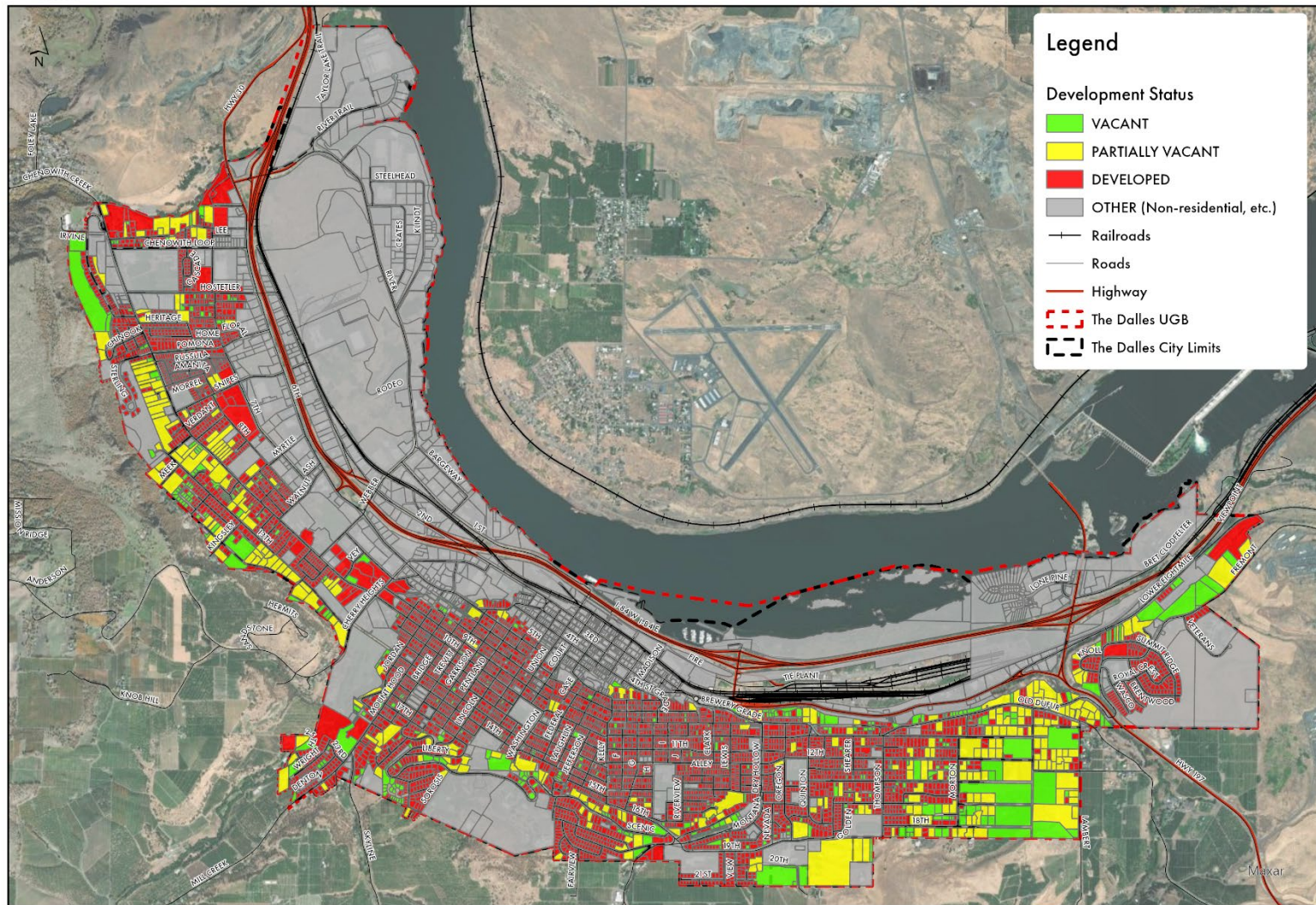
0 0.5 1
Miles





City of The Dalles Housing Needs Analysis

Buildable Lands Inventory - Land Type





City of The Dalles Housing Needs Analysis Buildable Lands Inventory - Development Constraints

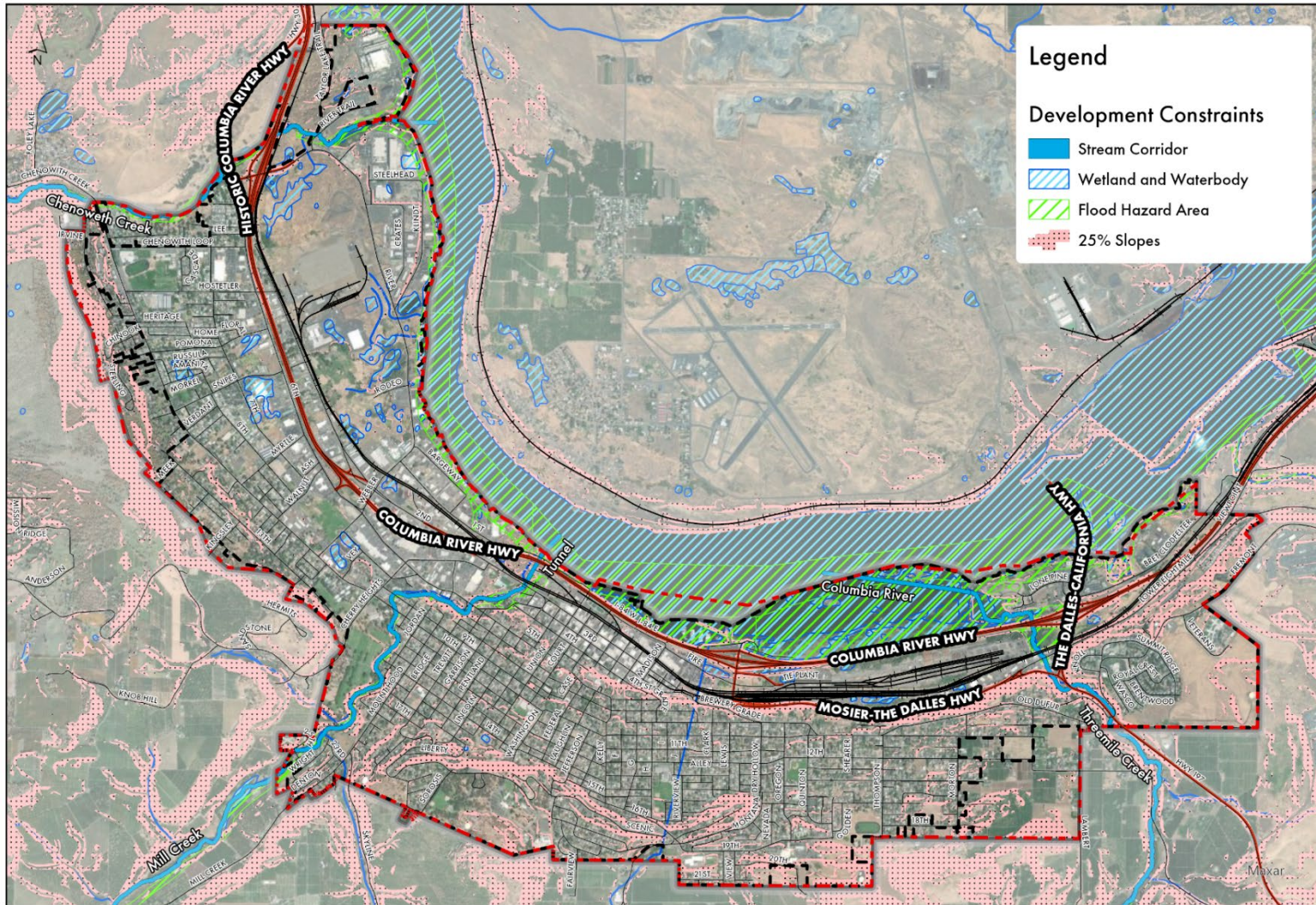


Table 1. Development Status and Vacant Acreage by Zone

Zones and Development Status	Parcels		Total Acres		Environmentally Constrained Acres		Buildable Acres	
	Within City Limits	Outside City Limits	Within City Limits	Outside City Limits	Within City Limits	Outside City Limits	Within City Limits	Outside City Limits
RH	281	17	140.4	27.2	34.7	1.3	79.4	21.6
Vacant	185	1	51.3	3.9	16.2	0.4	34.9	3.5
Partially Vacant	96	16	89.2	23.3	18.5	0.9	44.5	18.1
RM	61	18	38.8	13.5	5.8	2.4	24.2	4.8
Vacant	35	9	11.0	1.6	2.7	0.1	7.5	1.1
Partially Vacant	26	9	27.9	12.0	3.1	2.3	16.7	3.6
RL	288	92	209.1	170.0	79.8	42.1	85.4	109.3
Vacant	179	35	75.9	86.3	29.7	23.4	41.7	62.3
Partially Vacant	109	57	133.1	83.6	50.2	18.6	43.7	47.0
(GMA)R-5*	0	2	0.0	17.3	0.0	12.3	0.0	5.0
Vacant	0	2	0.0	17.3	0.0	12.3	0.0	5.0
(GMA)R-1*	1	0	1.0	0.0	0.5	0.0	0.5	0.0
Vacant	1	0	1.0	0.0	0.5	0.0	0.5	0.0
Grand Total	631	129	389.3	228.0	120.9	58.1	189.5	140.7

* A small number of parcels met the definition of “Vacant” but appear to be subject to the Columbia River Gorge Scenic Area overlays for 1-acre and 5-acre residential uses. These have been included but have only a minimal development capacity.

** Vacant lands in the CBC zone were not included in the inventory. While residential uses are allowed in this area, they are not the primary use and residential capacity is not guaranteed in this area. However, some properties in this area (0.6 acres of buildable land can be considered as bonus residential capacity.

Using the totals for Vacant Acreage above, we have estimated the unit capacity of the land within the City by zone. Density assumptions and results are shown in Table 2.

Table 2. Projected Capacity on Vacant Acreage

Zone	Net Density (DU/AC)	Gross Density (25% set asides)	Inside City Limits		Outside City Limits		Total	
			Vacant Acreage	Units	Vacant Acreage	Units	Vacant Acreage	Units
RH	20	15	79.4	1,191	21.6	324	101.0	1,515
RM	12	9	24.2	217	4.8	43	36.2	325
RL	7	5.25	85.4	448	109.3	573	196.7	1,032
GMA R-5	0.2	0.15	0.0	0	5.0	0	5.0	0
GMA R-1	1	0.75	0.5	0	0.0	0	0.5	0
TOTAL	-		189.5	1,856	140.7	940	339.4	2,872

Table 3. Projected Capacity of Vacant Tax lots Only (no "Partially Vacant" Tax lots included)

Zone	Net Density (DU/AC)	Gross Density (25% set asides)	Inside City Limits		Outside City Limits		Total	
			Vacant Acreage	Units	Vacant Acreage	Units	Vacant Acreage	Units
RH	20	15	34.9	523	3.5	52	38.4	576
RM	12	9	7.5	67	1.1	9	8.6	77
RL	7	5.25	41.7	218	62.3	327	104.1	546
GMA R-5	0.2	0.15	0.0	0	5.0	0	5.0	0
GMA R-1	1	0.75	0.5	0	0.0	0	0.5	0
TOTAL	-		84.6	808	71.9	388	156.6	1,199



CITY OF THE DALLES, OR

**HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT
(OREGON STATEWIDE PLANNING GOAL 10)**

**20-YEAR HOUSING NEED
2023 - 2043**

Prepared For:
CITY OF THE DALLES, OREGON

May 2023

TABLE OF CONTENTS

INTRODUCTION	2
I. CITY OF THE DALLES DEMOGRAPHIC PROFILE	2
A. POPULATION GROWTH	3
B. HOUSEHOLD GROWTH & SIZE	3
C. FAMILY HOUSEHOLDS	4
D. HOUSING UNITS	5
E. AGE TRENDS	5
F. DIVERSITY TRENDS	6
G. INCOME TRENDS	7
H. POVERTY STATISTICS	8
I. EMPLOYMENT TRENDS	8
II. CURRENT HOUSING CONDITIONS	10
A. HOUSING TENURE	10
B. HOUSING STOCK	10
C. NUMBER OF BEDROOMS	11
D. UNITS TYPES BY TENURE	11
E. AGE OF HOUSING STOCK	12
F. HOUSING COSTS VS. LOCAL INCOMES	13
G. PUBLICLY ASSISTED HOUSING	14
III. CURRENT HOUSING NEEDS (CITY OF THE DALLES)	16
IV. FUTURE HOUSING NEEDS - 2043 (CITY OF THE DALLES)	21

INTRODUCTION

This analysis outlines a forecast of housing need within the City of The Dalles. Housing need and resulting land need are forecast to 2043 consistent with 20-year need assessment requirements of periodic review. This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- City of The Dalles
- Claritas Inc.¹
- Wasco County GIS
- Other sources are identified as appropriate.

This analysis reflects the coordinated population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at PSU. State legislation passed in 2013 made the PRC responsible for generating the official population forecasts to be used in Goal 10 housing analyses in Oregon communities outside of the Portland Metro area (ORS 195.033). The population forecasts used in this analysis were generated in 2020 for all the jurisdictions within Wasco County.

This analysis relies heavily on Census data from the 2020 Decennial Census and the 2021 American Community Survey (ACS). All Census data feature some margin of error but remain the best data source available on many demographic and housing subjects.

I. CITY OF THE DALLES DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 1.1) presents a profile of City of The Dalles demographics from the 2010 and 2020 Census. This includes the total area the Urban Growth Boundary (UGB) of The Dalles, not just city limits. It also presents the estimated population of this area in 2023 based on PSU estimates.

- The Dalles is a City of over 16,400 people (City), and over 17,550 people (UGB), located in Wasco County in the Columbia River Gorge on the northern border of Oregon.
- Based on the UGB population, The Dalles is the 38th largest city in the state by population, and the largest city in Wasco County.

¹ Claritas Inc. is a third-party company providing data on demographics and market segmentation. It is owned by the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Claritas promotes a “bottom-up” and “top-down” analysis using these sources to produce annual demographic and economic profiles for individual geographies. Projections of future growth are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- The Dalles has experienced moderate growth, growing 11% since 2010 within the UGB. In contrast, Wasco County and the state experienced population growth of 5.4% and 11.4% respectively. (US Census and PSU Population Research Center)
- The Dalles is home to an estimated 6,800 households in 2023, an increase of roughly 425 households since 2010. The percentage of families fell somewhat between 2010 and 2023 from 62.9% to 60.5% of all households. Average household size has remained flat during this period. The city has a similar share of family households as Wasco County (63.2%) and the state (61.9%).
- The Dalles' average household size is 2.51 persons as of the 2020 Census. This is somewhat larger than the Wasco County average of 2.47 and the statewide average of 2.44.

FIGURE 1.1: THE DALLES DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2010	2020	Growth	2023	Growth
	(Census)	(Census)	10-20	(PSU)	20-23
Population ¹	15,792	17,124	8%	17,552	2%
Households ²	6,345	6,708	6%	6,768	1%
Families ³	3,990	4,060	2%	4,096	1%
Housing Units ⁴	6,776	7,079	4%	7,171	1%
Group Quarters Population ⁵	469	515	10%	529	3%
Household Size (non-group)	2.40	2.51	5%	2.51	0%
Avg. Family Size	3.15	3.16	0%	3.16	0%
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2010	2020	Growth	2023	Growth
	(Census)	(Census)	10-20	(Proj.)	10-21
Per Capita (\$)	\$23,369	\$33,493	na	\$37,312	11%
Median HH (\$)	\$41,639	\$56,598	na	\$62,057	10%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1; DP-3 (2000); S1101; S1901; S19301

1 From PSU Population Research Center, growth rate 2010-2022 extended to 2023

2 2021 Households = (2021 population - Group Quarters Population)/2021 HH Size

3 Ratio of 2023 Families to total HH is based on 2020 Census

4 2021 housing units are the '20 Census total plus new units permitted from '20 through '22 (source: Census, City)

5 Ratio of 2023 Group Quarters Population to Total Population is kept constant from 2020.

A. POPULATION GROWTH

Since 2010, The Dalles has grown by roughly 1,750 people within the UGB, or 11% in 13 years. This is a greater growth rate than was seen in the rest of the county, but similar to statewide growth.

B. HOUSEHOLD GROWTH & SIZE

As of 2023, the city has an estimated 6,768 households. Since 2010, The Dalles has added an estimated 423 households, or growth of 6.7%. This is an average of roughly 33 households annually during this period. The growth since 2010 has slightly outpaced the growth in new housing units, which have been permitted at the rate of 30 units per year.

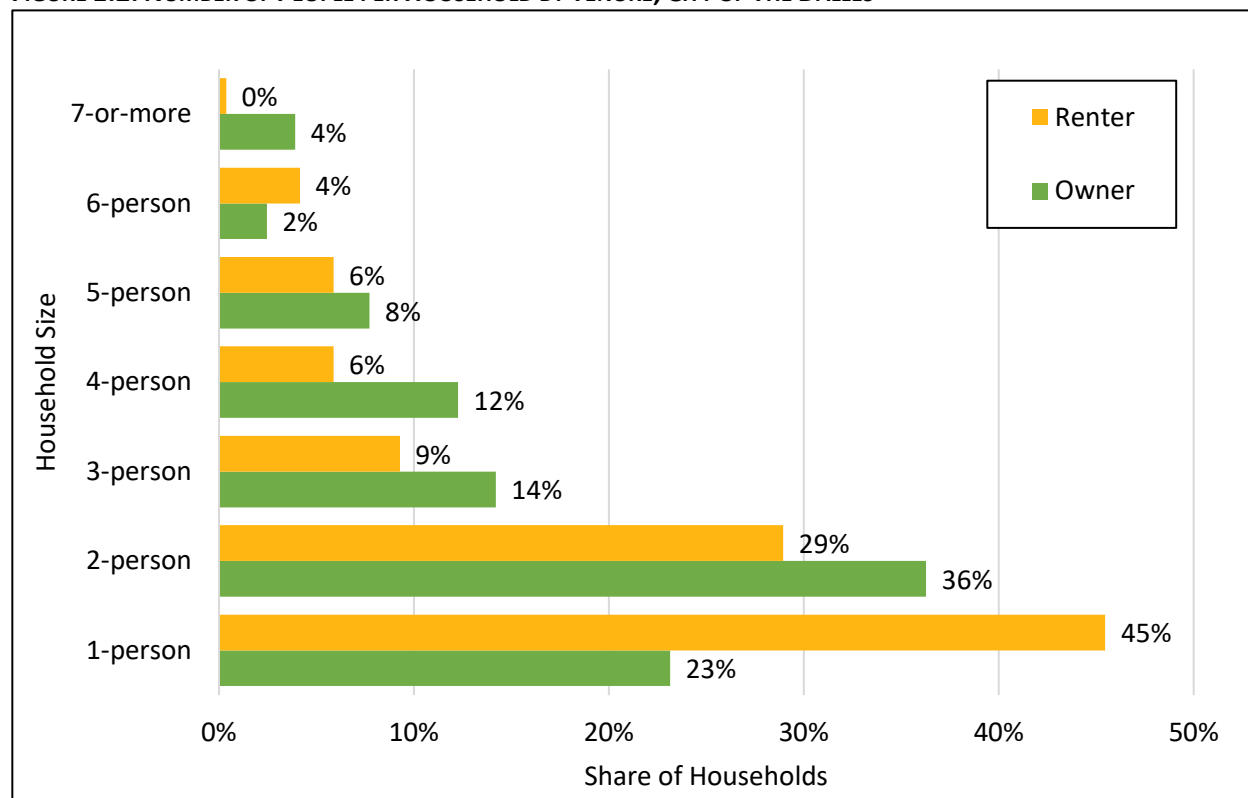
The average household size has grown since 2010 from 2.4 to 2.5 persons per household. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this long-term trend of diminishing household size is expected to continue nationwide, disruptions of recent years include the pandemic and tight housing supply have caused resistance to this trend in some communities.

The Covid-19 pandemic is not estimated by the Census or Portland State University to have had a negative impact on population growth in the Dalles. Some, mostly larger, cities experienced some loss in households due to people adopting remote work or seeking less congested areas to shelter at home. Nationwide, household size temporarily increased, as families and other households consolidated to living together. However, this was quickly reversed as the pandemic eased, and new household formation increased.

The Dalles' average household size of 2.5 people, with 61% family households, is similar to Wasco County (2.47; 65%). In comparison, Hood River has an average household size of 2.23 people with 54% family households.

Figure 1.2 shows the share of households by the number of people for renter and owner households in 2021 (latest data available), according to the Census. Renter households are more likely to have one person. Owner households are more likely to have two or more persons. Household size correlates to housing needs.

FIGURE 1.2: NUMBER OF PEOPLE PER HOUSEHOLD BY TENURE, CITY OF THE DALLES



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2021 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2020 Census, 61% of The Dalles households were family households, down from 63% of households in 2010. Nevertheless, the number of family households in The Dalles is estimated to have grown by 106 since 2010.

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2020, family households in The Dalles had an average size of 3.16 people.

D. HOUSING UNITS

Data from the City of The Dalles and the US Census indicate that the city added an estimated 396 housing units since 2010 within the UGB, representing 6% growth in the housing stock. This number of new units is 93% of the 423 new households estimated during the same period, indicating that housing growth did not keep pace with growing need.

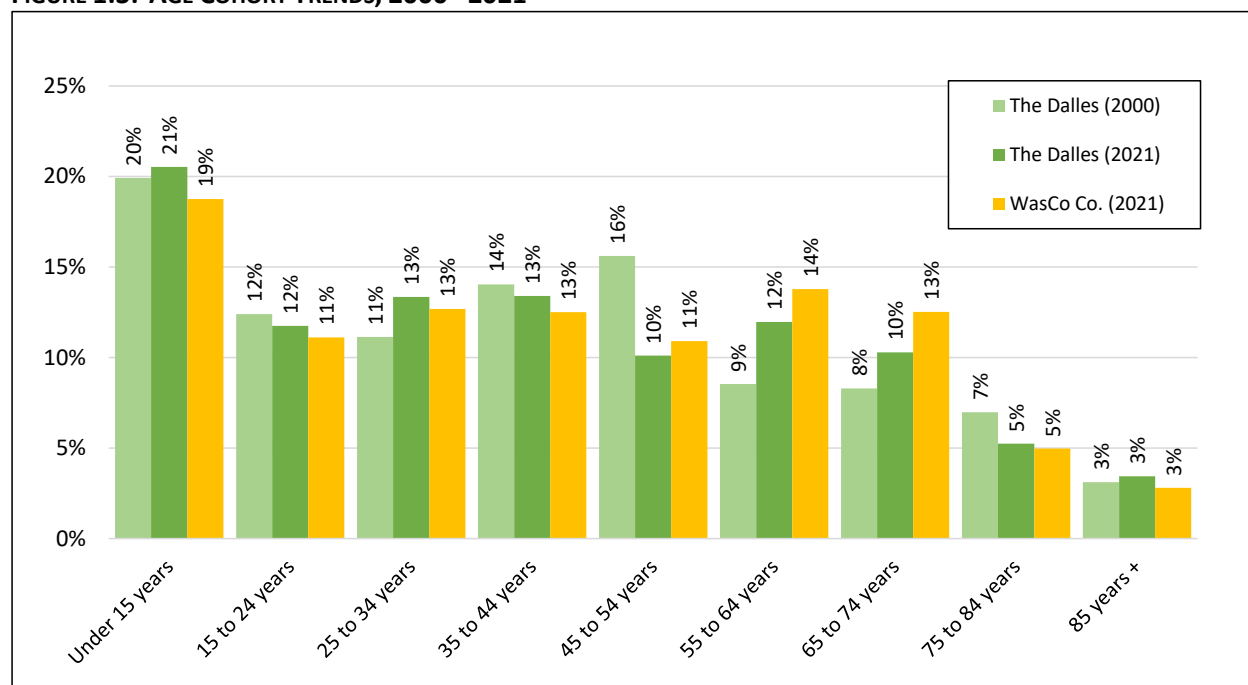
Over the last five years, an estimated 65% of new units were detached single family homes, while 35% were attached housing types. Attached housing includes most other types of housing, from duplexes and townhomes to larger multi-family apartment complexes. Detached homes are houses on their own lots, including manufactured homes.

As of 2023, the city has an estimated housing stock of roughly 7,171 units for its 6,770 estimated households. This translates to an estimated vacancy rate of 4% (not including seasonal/vacation homes). The 4% vacancy rate for rental and for-sale housing indicates a tight housing supply in the community.

E. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year American Community Survey estimates. As the chart shows, there is a general trend for middle-age cohorts to fall as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. At the same time, the number of younger people has remained fairly steady as a share of population.

FIGURE 1.3: AGE COHORT TRENDS, 2000 - 2021



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: DP-1 (2000); S0101 (2021 ACS 5-yr Estimates)

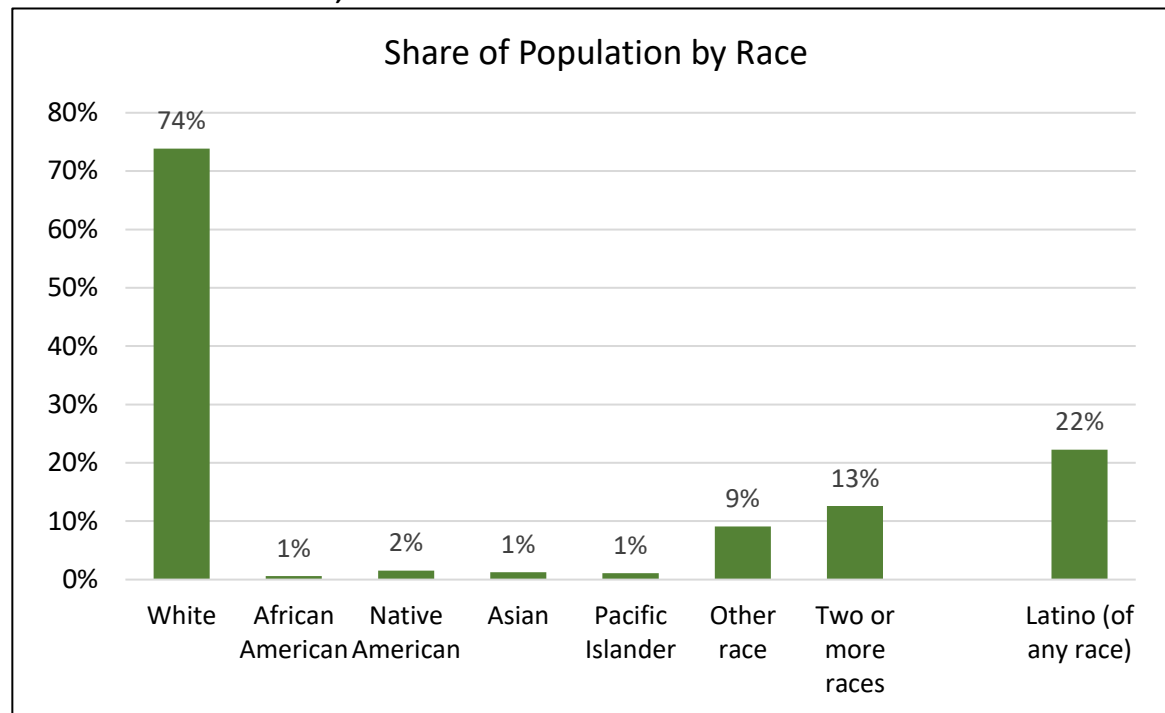
- In general, the distribution of the population is shifting upwards in age as the Baby Boom generation is well into the retirement years (currently roughly 60 to 80 years of age). The cohorts which grew in share during this period were those aged 55 to 74 years. Still an estimated 81% of the population is under 65 years of age, and 21% of the population consists of children under the age of 15.
- Wasco County in comparison features a smaller share of people in younger cohorts, and larger share of those aged 55 to 74 years.

- As of the 2021 ACS, the estimated local median age was 39 years, compared to 40 years in Oregon.
- The greatest growth was in the 55 to 64 age range, coinciding with the center of the Baby Boom cohort. This cohort grew from 9% to 12% of the population.
- 19% of the population is now 65 years or older.

F. DIVERSITY TRENDS

The Dalles is roughly 74% white with a smaller share of other racial groups. Wasco County has a similar share of white residents (74%), while Oregon is 75% white.

FIGURE 1.4: RACIAL DIVERSITY, 2020



SOURCE: US Census
Census Tables: DP-1 (2020)

The Hispanic or Latino community has increased more significantly in The Dalles. From roughly 2,300 individuals in the 2010 Census, or 17% of the population, the Latino population grew by over 1,200 people by the 2020 Census, to roughly 3,560 people, or 22% of the population. This is higher than the 18% Latino population in Wasco County, and higher than the 14% share across the state. (The Census tracks Latino heritage as a separate ethnic category and not as a racial category. Those identifying as Latino, may also fall into any of the racial categories.)

Immigration: As of the 2021 American Community Survey², an estimated 8.5% of The Dalles' population is foreign-born, up from 7% in 2000. Of these, 73% were born in Latin America, 17% were born in Europe, and roughly 6% were born in Asia.

As of 2021, the percentage of the population speaking a language other than English at home was 14%, up from 12% in 2000.

² Census Table: B05006 (2021 ACS, 5-Year Estimates)

G. INCOME TRENDS

The following figure presents data on income trends in The Dalles.

- The Dalles' estimated median household income was \$62,000 in 2023. This is roughly 7% higher than the Wasco County median of \$57,800.
- The Dalles' per capita income is roughly \$37,300.
- Median income has grown an estimated 49% between 2010 and 2023, in real dollars. Inflation was an estimated 38% over this period, so the local median income has outpaced inflation.

FIGURE 1.5: INCOME TRENDS, 2000 – 2021

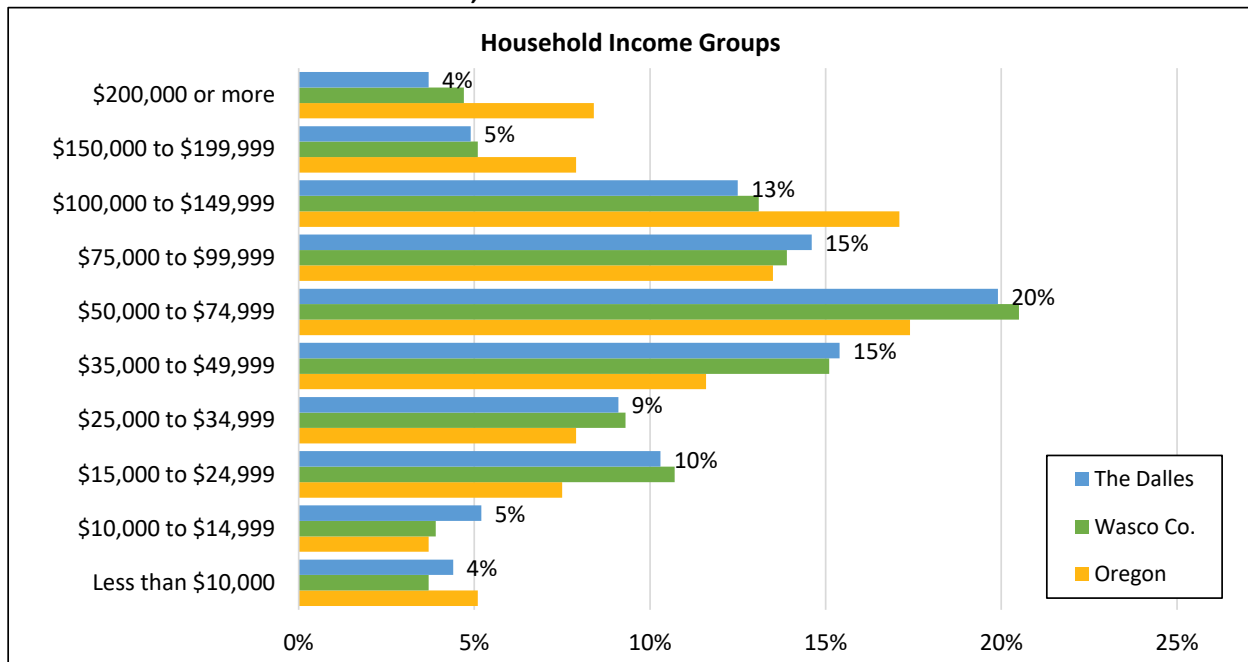
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2010 (Census)	2020 (Census)	Growth 10-20	2023 (Proj.)	Growth 10-21
Per Capita (\$)	\$23,369	\$33,493	na	\$37,312	11%
Median HH (\$)	\$41,639	\$56,598	na	\$62,057	10%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1; DP-3 (2000); S1101; S1901; S19301

Figure 1.6 presents the estimated distribution of households by income as of 2021 (ACS). The largest income cohort are those households earning between \$50k and \$75k, at 20% of households. 44% of households earn less than this, while 36% of households earn \$75k or more per year. 20% of households earn \$25k or less.

FIGURE 1.6: HOUSEHOLD INCOME COHORTS, 2021



SOURCE: US Census, Nielsen Claritas

Census Tables: S1901 (2021 ACS 5-yr Est.)

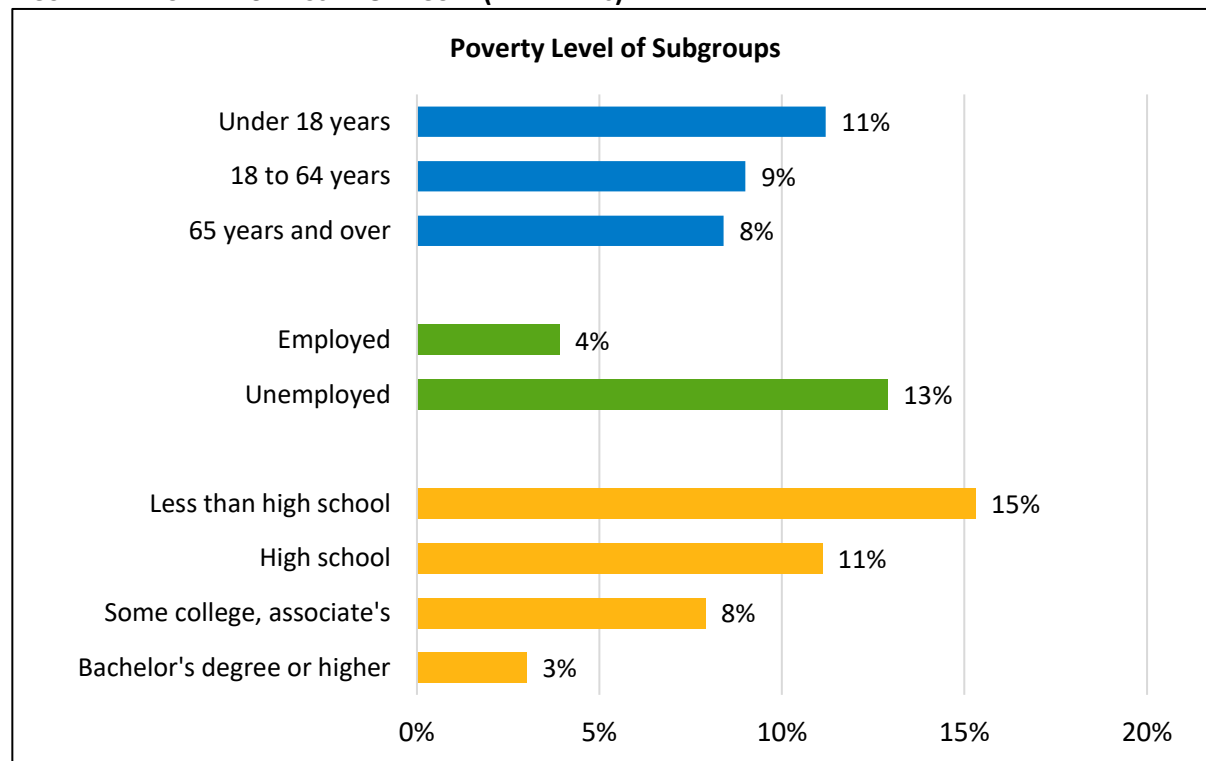
H. POVERTY STATISTICS

According to the US Census, the official poverty rate in The Dalles is an estimated 9.5% over the most recent period reported (2021 5-year estimates).³ This is roughly 1,470 individuals in The Dalles. In comparison, the official poverty rate in Wasco County is a similar 9.7%, and at the state level is 12%. In the 2017-21 period:

- The Dalles poverty rate is low among most groups, but highest among children at 11%. The rate is 9% among those aged 18 to 64 years. The estimated rate for those 65 and older is 8%.
- For those with only a high school diploma, the poverty rate is 11%. For those with higher rates of education, that rate falls to 3%.
- Among those who are employed the poverty rate is just 4%, while it is 13% for those who are unemployed.

Information on affordable housing is presented in Section III of this report.

FIGURE 1.7: POVERTY STATUS BY CATEGORY (THE DALLES)



SOURCE: US Census
Census Tables: S1701 (2021 ACS 5-yr Est.)

I. EMPLOYMENT TRENDS

This section provides an overview of employment and industry trends in The Dalles that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to The Dalles according to the Census Employment Dynamics Database. These figures reflect “covered employment” as of 2019, the most recent year available. Covered employment refers to those jobs where the employee is covered by federal unemployment insurance. This category does not include many contract employees and

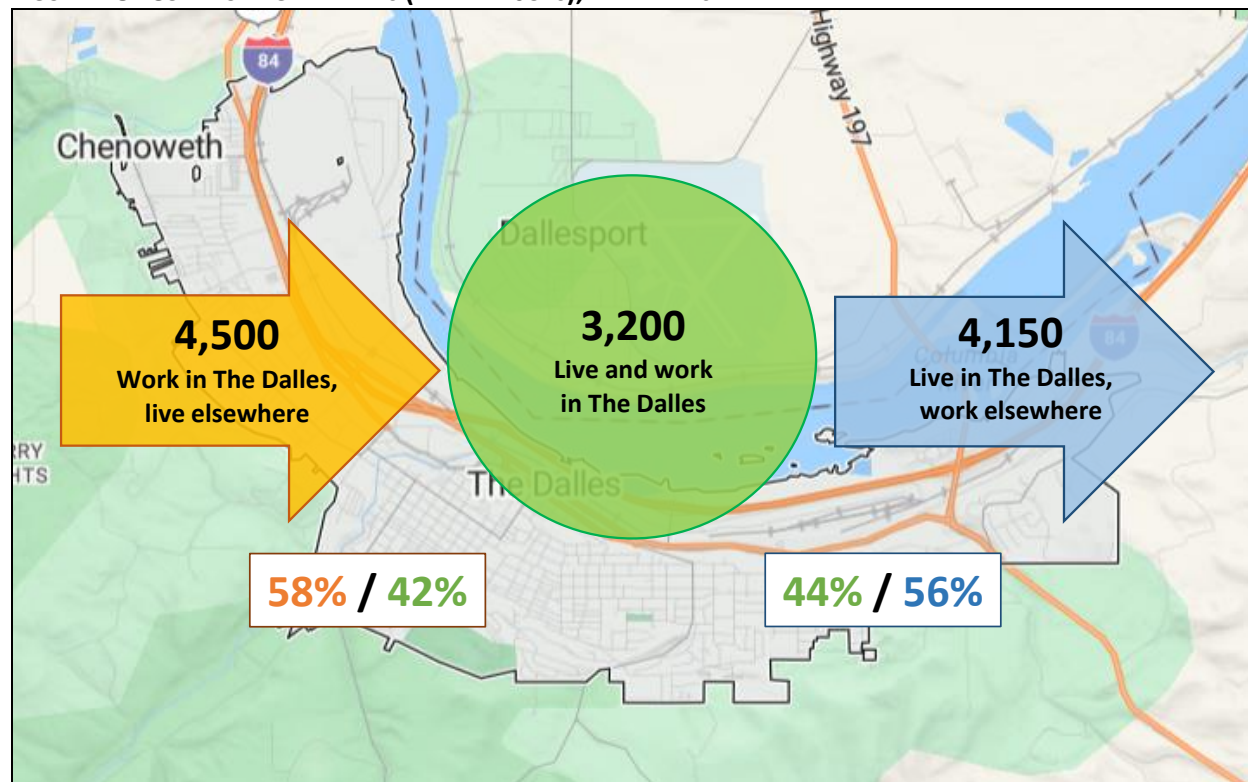
³ Census Tables: S1701 (2019 ACS 5-yr Estimates)

self-employed and therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

As of 2020, the Census estimated there were roughly 7,670 covered employment jobs located in The Dalles. Of these, an estimated 3,200 or 42%, were held by local residents, while roughly 4,500 employees commuted into the city from elsewhere. This general pattern is fairly common among many communities within commuting distance to the Metro area. The most common places of residence of workers commuting into the city are Chenoweth, Hood River and Mosier.

Similarly, of the estimated 7,300 employed The Dalles residents, 56% of them commute elsewhere to their employment. The most common destinations for The Dalles commuters are Hood River and Portland.

FIGURE 1.8: COMMUTING PATTERNS (PRIMARY JOBS), THE DALLES



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: The Dalles features a high jobs-to-households ratio. There are an estimated 7,670 jobs in The Dalles (covered), and an estimated 6,770 households in The Dalles. This represents 1.1 jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city. In the case of The Dalles, the number of jobs available locally, and the number of working residents is similar.

II. CURRENT HOUSING CONDITIONS

The following figure presents a profile of the current housing stock and market indicators in The Dalles. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

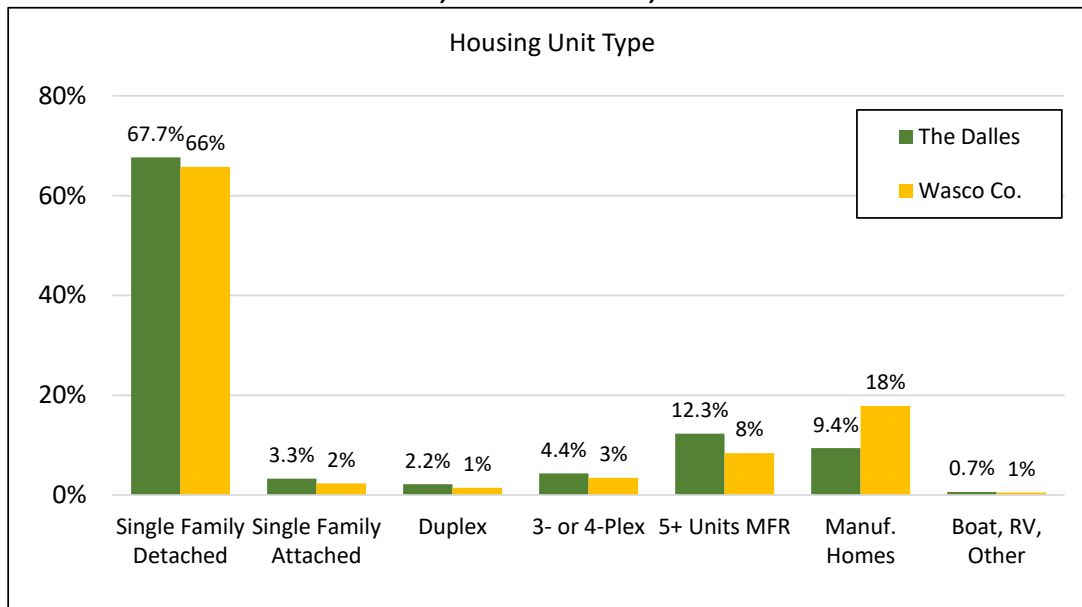
The Dalles has a greater share of homeowner households than renter households. The 2021 American Community Survey estimates that 62% of occupied units were owner occupied, and 38% renter occupied. The ownership rate in The Dalles has fallen slightly since 2000 from 63%. Nationally, the homeownership rate has nearly reached the historical average of 65%.

The estimated ownership rate is higher in Wasco County (66%) but roughly equal statewide (63%). The estimated ownership rate in Hood River is a lower 53%.

B. HOUSING STOCK

As shown in Figure 1.1, The Dalles UGB had an estimated 6,768 housing units in 2023, with a vacancy rate of 5% (includes ownership and rental units). The housing stock has increased by roughly 400 units since 2010, or growth of 6%.

FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, THE DALLES AND WASCO COUNTY



SOURCE: US Census
Census Tables: B25032 (2021 ACS 5-year Estimates)

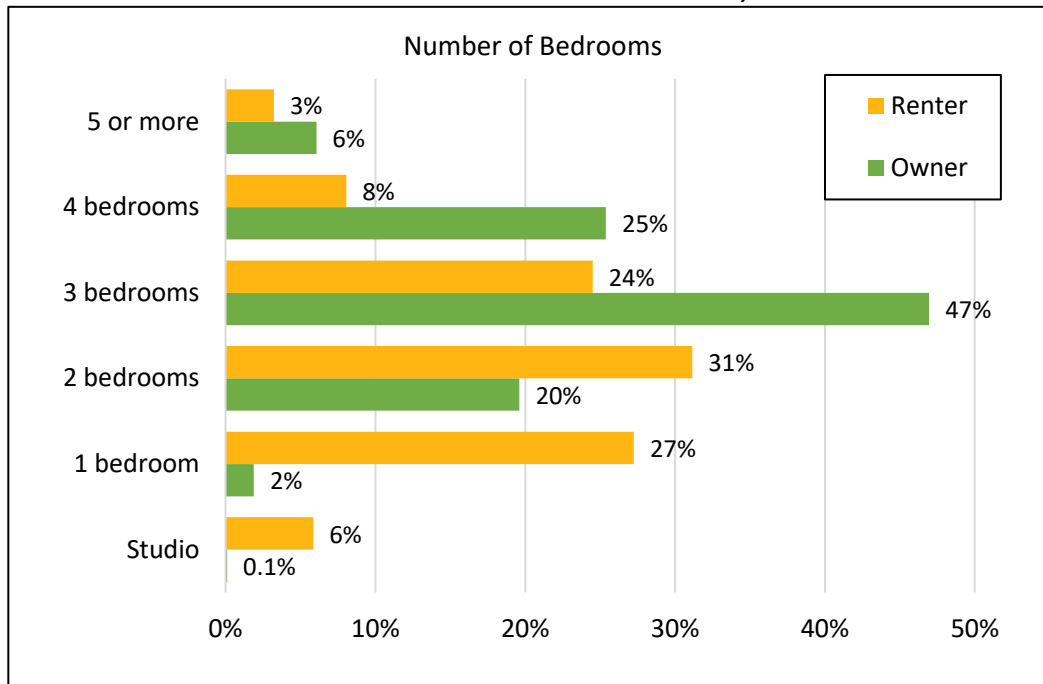
Figure 2.1 shows the estimated number of units by type as of 2021. Detached single-family homes represent an estimated 68% of housing units. Larger apartment complexes of five or more units represent 12% of units, and mobile homes represent 9.4%. Smaller attached units such as townhomes, and “plexes” represent a combined 10% of units. (Attached single family generally includes townhomes, some condos, and plexes which are separately metered.)

As shown in Figure 2.1, the Census provides an estimate of the share of households living in RV’s, boats, or other unconventional homes. Note that the City of the Dalles, like most cities, does not consider these to be permanent dwellings or part of the long-term housing stock.

C. NUMBER OF BEDROOMS

Figure 2.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter occupied units are much more likely to have two or fewer bedrooms.

FIGURE 2.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2021



SOURCE: US Census

Census Tables: B25042 (2021 ACS 5-year Estimates)

D. UNITS TYPES BY TENURE

As Figure 2.3 and 2.4 show, a large share of owner-occupied units (86%) are detached homes, or manufactured homes (13%). Renter-occupied units are much more distributed among a range of structure types. 42% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some form of attached unit.

FIGURE 2.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

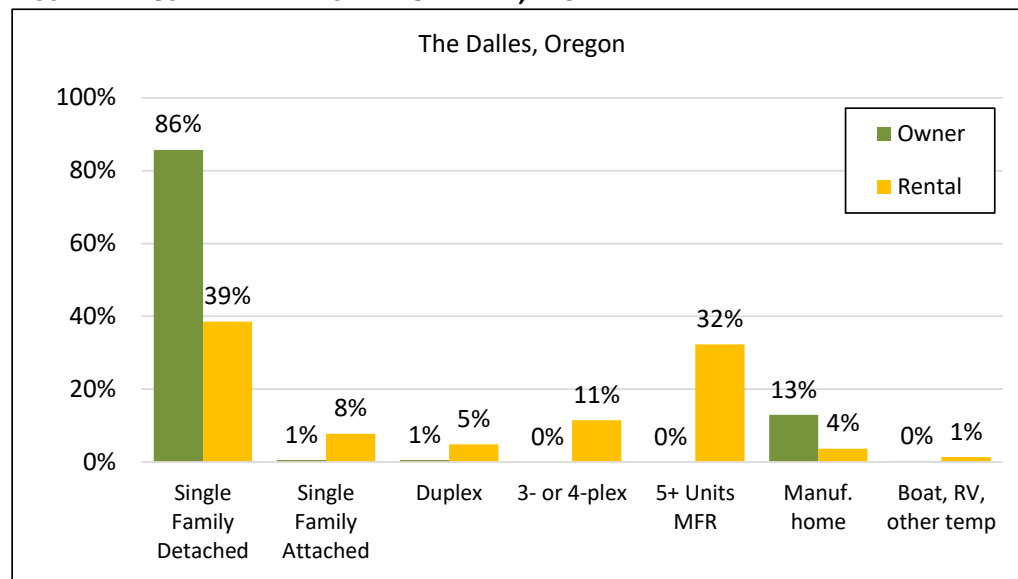
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	3,810	26	26	0	0	576	9	4,446
Percentage:	85.7%	0.6%	0.6%	0.0%	0.0%	13.0%	0.2%	100%

RENTAL HOUSING

RENTAL HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	1,050	211	132	313	881	100	38	2,726
Percentage:	38.5%	7.8%	4.8%	11.5%	32.3%	3.7%	1.4%	100%

Sources: US Census, JOHNSON ECONOMICS

FIGURE 2.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

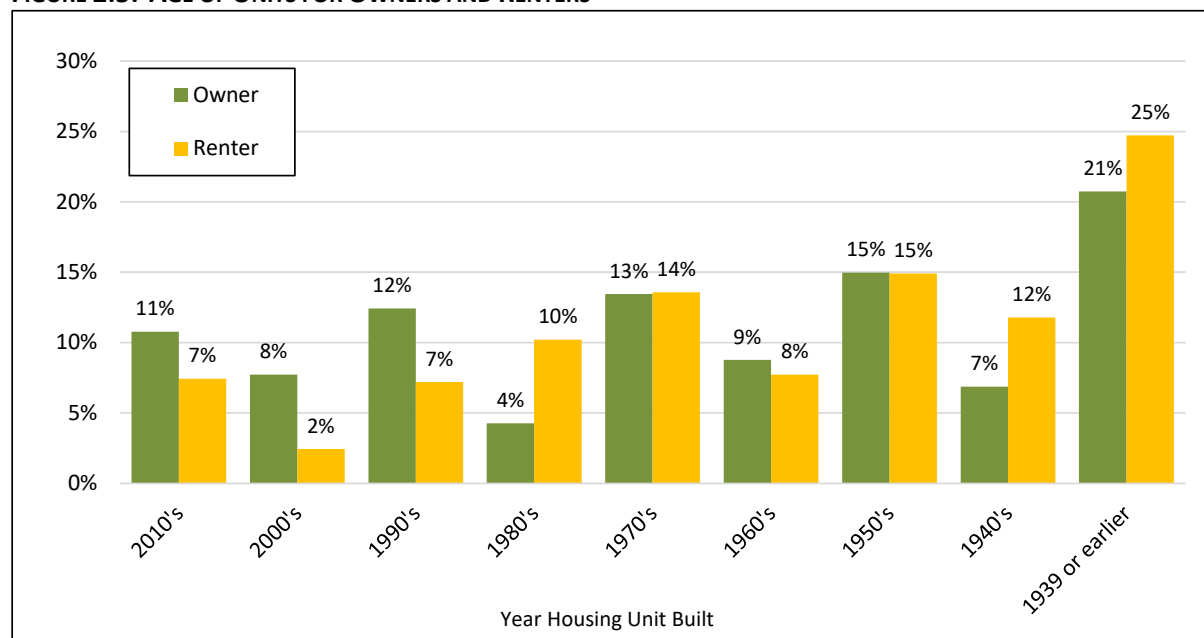


Sources: US Census, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2021 ACS 5-yr Estimates)

E. AGE OF HOUSING STOCK

The Dalles' housing stock reflects the pattern of settlement in the area. Nearly 85% of the housing stock is pre-1990 with the remainder being post-1990. 45% of the housing stock dates from the 1950's or earlier. The following figure shows that owner-occupied households are somewhat more likely to live in newer housing on average, and renter households in older housing.

FIGURE 2.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
 Census Tables: B25036 (2021 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was

more common in the mid-20th Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data.

- For ownership units, older homes may be in poor condition, but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-tear, and less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

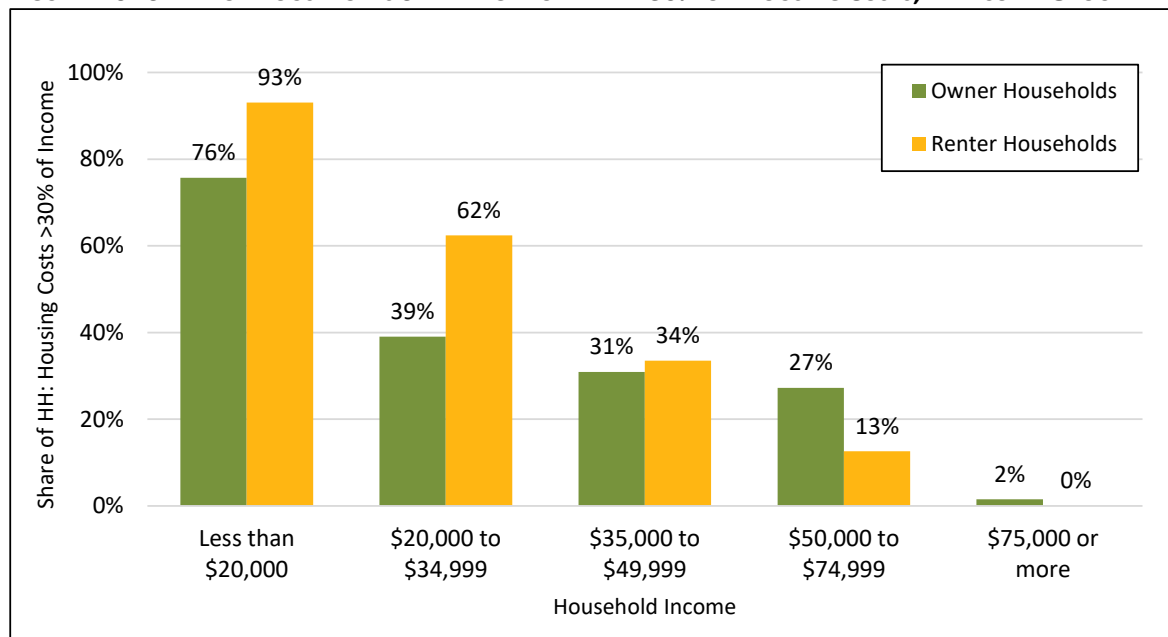
F. HOUSING COSTS VS. LOCAL INCOMES

Figure 2.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs. Of those earning less than \$20,000, it is estimated that 76% of owner households spend more than 30% of income on housing costs and 93% of renters.

In total, the US Census estimates that over 29% of The Dalles households pay more than 30% of income towards housing costs (2021 American Community Survey, B25106).

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP



Sources: US Census, JOHNSON ECONOMICS

Census Table: B25106 (2021 ACS 5-yr Estimates)

Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and cultivate wealth. Even if renting, affordable housing costs allow for more household income to be put to other needs, including saving.

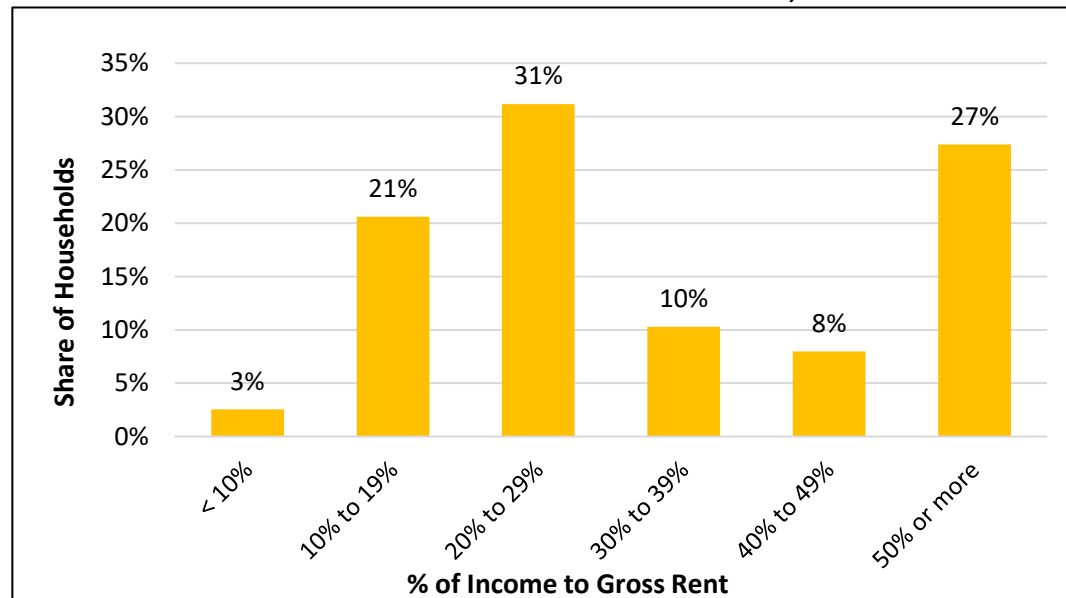
The following figures shows the percentage of household income spent towards gross rent⁴ for local renter households only. This more fine-grained data shows that not only are 45% of renters spending more than 30% of their

⁴ The Census defines Gross Rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).” Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

income on gross rent, but an estimated 27% of renters are spending 50% or more of their income on housing and are considered “severely rent-burdened.”

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in The Dalles, as in most communities.

FIGURE 2.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, THE DALLES RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
Census Table: B25070 (2021 ACS 5-yr Estimates)

G. PUBLICLY ASSISTED HOUSING

The Dalles has an estimated 693 affordable housing units according to Oregon Housing and Community Development (OHCS).

The 693 affordable units in The Dalles represent 98% of the 704 affordable units in Wasco County. In comparison, Hood River County offers 413 affordable units, and Umatilla County features 1,592 affordable units.

FIGURE 2.8: SUBSIDIZED HOUSING UNITS IN THE DALLES, AND COMPARISON COMMUNITIES

Geography	Subsidized Units
The Dalles	693
Wasco County (Total)	704
Hood River City	375
Hood River County (Total)	413
Umatilla County (Total)	1,592

Sources: Oregon Housing and Community Services

The estimated 693 subsidized housing units in The Dalles represent over 10% of total local households (6,768). Despite this, the estimate of current housing need finds a greater need for housing units at the

lowest price points (Section 3 below). This reflects the high number of renters paying over 30% of their income towards housing costs.

Agricultural Worker Housing: The Dalles is home to two properties offering a total of 47 units dedicated to agricultural workers. Many farm businesses in the region provide some temporary or permanent housing for their workers outside of incorporated cities. This population may also be served by other available affordable units.

Homelessness: A Point-in-Time count of homeless individuals in Wasco County conducted in January of 2022 found 194 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. This was a 73% increase over the prior count. *These figures are for the entire county.*⁵ This included:

- 194 individuals experiencing homelessness (+82)
- 138 Unsheltered (+43)
- 56 Sheltered (+39)
- 54 self-identified as having a mental illness (+24)
- 34 identified having a substance use disorder (+18)
- 9 Veterans (+3)
- 16 Native Community Members (+10)
- 32 Latinx Community Members (+24)
- 19 People of Color (+1)
- 19 Children and Youth under the age of 24 (+1)

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

⁵ Figures via OHCS

III. CURRENT HOUSING NEEDS (CITY OF THE DALLES)

The profile of current housing conditions in the study area is based on Census 2020, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates that have been further forecasted to 2023. The PRC methodology incorporates the estimated population from within the City boundary and an estimated population from those areas within the UGB, but outside of the City boundary. To estimate the additional population within the UGB area, the PRC assigned a share of the population from the relevant Census tracts.

This analysis removes those living in “group housing” situations from the calculation of new housing units needed. Group living situations include such examples as nursing and assisted living homes, correctional facilities, dorms, group worker housing, and similar situations. In the Dalles, a majority of the group living population lives in nursing facilities.

FIGURE 3.1: CURRENT HOUSING PROFILE (2023)

CURRENT HOUSING CONDITIONS (2023)		SOURCE
Total 2023 Population:	17,552	PSU Pop. Research Center
- Estimated group housing population:	529 (3% of Total)	US Census
Estimated Non-Group 2023 Population:	17,023 (Total - Group)	
Avg. HH Size:	2.51	US Census
Estimated Non-Group 2023 Households	6,768 (Pop/HH Size)	
Total Housing Units:	7,171 (Occupied + Vacant)	Census 2020 + permits
Occupied Housing Units:	6,768 (= # of HH)	
Seasonal/Vacation Units:	103	US Census
Vacant Housing Units:	301 (Total HH - Occupied)	
Current Vacancy Rate:	4.2% (Vacant units/ Total units)	

Sources: Johnson Economics, City of The Dalles, PSU Population Research Center, U.S. Census

*This table reflects population, household and housing unit projections shown in Figure 1.1

We estimate a current population of roughly 17,550 residents, living in 6,770 households (excluding group living situations). Average household size is 2.5 persons.

There are an estimated 7,171 housing units in the city, with 301 units vacant (excluding seasonal/vacation homes). The estimated 2021 vacancy rate of housing units is 4%.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2021 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper

income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current preferred demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 3.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (6,768). The breakdown of tenure (owners vs. renters) is 62% to 38%.

FIGURE 3.2: ESTIMATE OF CURRENT HOUSING DEMAND (2023)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	164	Less than \$15,000	3.9%	3.9%
\$80k - \$130k	296	\$15,000 - \$24,999	7.0%	10.9%
\$130k - \$180k	139	\$25,000 - \$34,999	3.3%	14.2%
\$180k - \$240k	506	\$35,000 - \$49,999	12.0%	26.2%
\$240k - \$330k	831	\$50,000 - \$74,999	19.7%	45.9%
\$330k - \$400k	789	\$75,000 - \$99,999	18.7%	64.5%
\$400k - \$460k	588	\$100,000 - \$124,999	13.9%	78.5%
\$460k - \$500k	241	\$125,000 - \$149,999	5.7%	84.2%
\$500k - \$670k	351	\$150,000 - \$199,999	8.3%	92.5%
\$670k +	317	\$200,000+	7.5%	100.0%
Totals:	4,222		% of All:	62.4%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	371	Less than \$15,000	14.6%	14.6%
\$400 - \$700	347	\$15,000 - \$24,999	13.6%	28.2%
\$700 - \$900	307	\$25,000 - \$34,999	12.0%	40.2%
\$900 - \$1200	461	\$35,000 - \$49,999	18.1%	58.3%
\$1200 - \$1700	605	\$50,000 - \$74,999	23.8%	82.1%
\$1700 - \$2000	170	\$75,000 - \$99,999	6.7%	88.8%
\$2000 - \$2300	120	\$100,000 - \$124,999	4.7%	93.5%
\$2300 - \$2500	42	\$125,000 - \$149,999	1.6%	95.2%
\$2500 - \$3400	65	\$150,000 - \$199,999	2.5%	97.7%
\$3400 +	58	\$200,000+	2.3%	100.0%
Totals:	2,546		% of All:	37.6%

All Households
6,768

Sources: PSU Population Research Center, Claritas Inc., Census, JOHNSON ECONOMICS
 Census Tables: B25007, B25106, B25118 (2021 ACS 5-yr Estimates)
 Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$90,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (less than the current rate, but in line with historic norms), with 10% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year

mortgage commonly serves as the standard. In the last decade, down payment requirements fell significantly. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

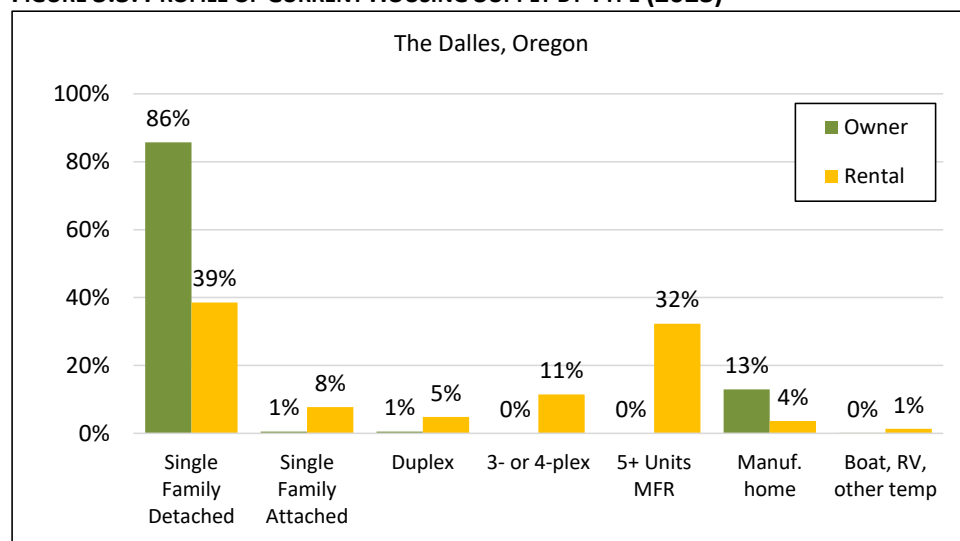
Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 3.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 3.3 and 3.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in The Dalles was estimated based on permit data from the City of The Dalles and Census data from the most recently available 2021 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels.

FIGURE 3.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2023)

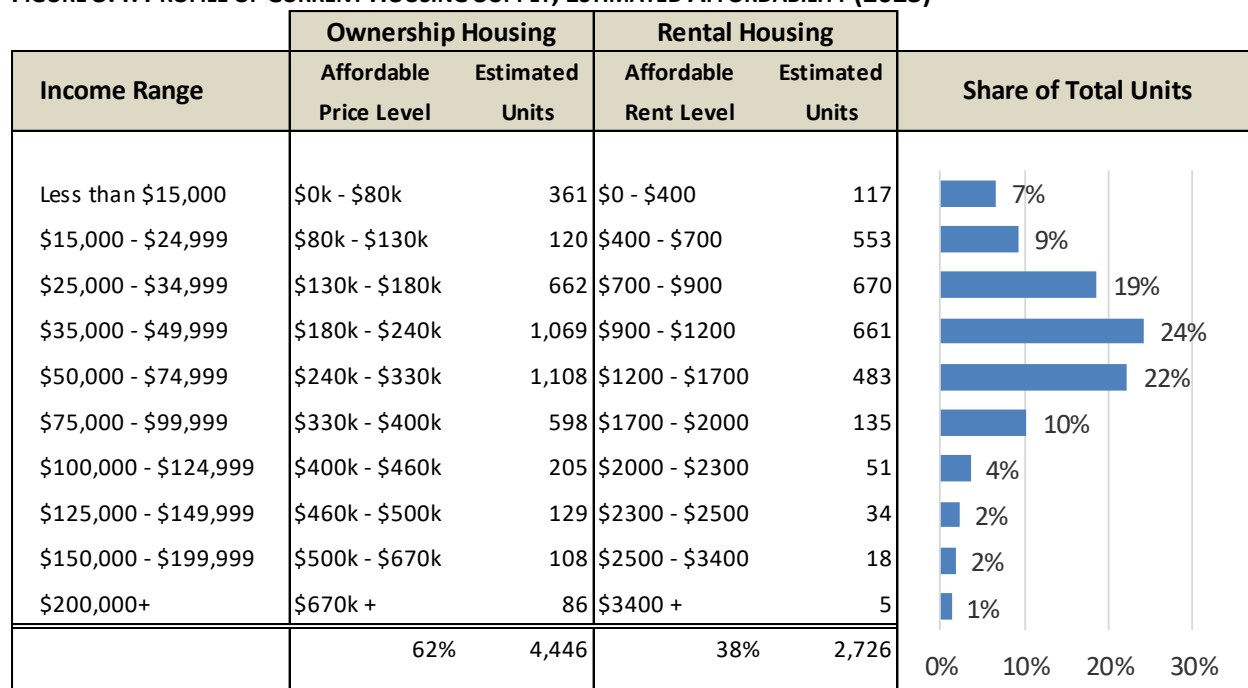


Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS

- An estimated 62% of housing units are ownership units, while an estimated 38% of housing units are rental units. This is similar to the estimated demand profile shown in Figure 3.2. The inventory includes vacant units.
- 86% of ownership units are detached homes, and 13% are manufactured homes. Forty-three percent of rental units are either single family homes or manufactured homes, while 32% are in structures of 5 units or more.
- Of total housing units, an estimated 68% are detached homes, and an additional 9% are manufactured homes. An estimated 22% are some sort of attached unit type.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).

- Ownership housing found at the lower end of the value spectrum generally reflect older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current *property value* or *current housing cost to the owner*, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2023)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
Census Tables: B25004, B25032, B25063, B25075 (2021 ACS 5-yr Estimates)

- Most housing in The Dalles is found in price and rent levels affordable to those earning at least \$35,000 per year. Thirty-five percent of housing is estimated to be affordable to those earning less than this.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 404 units, indicating an average vacancy rate of 5.6% (including seasonal/vacation homes). Excluding vacation homes, there are an estimated 301 vacant units, indicating a vacancy rate of 4.2%.

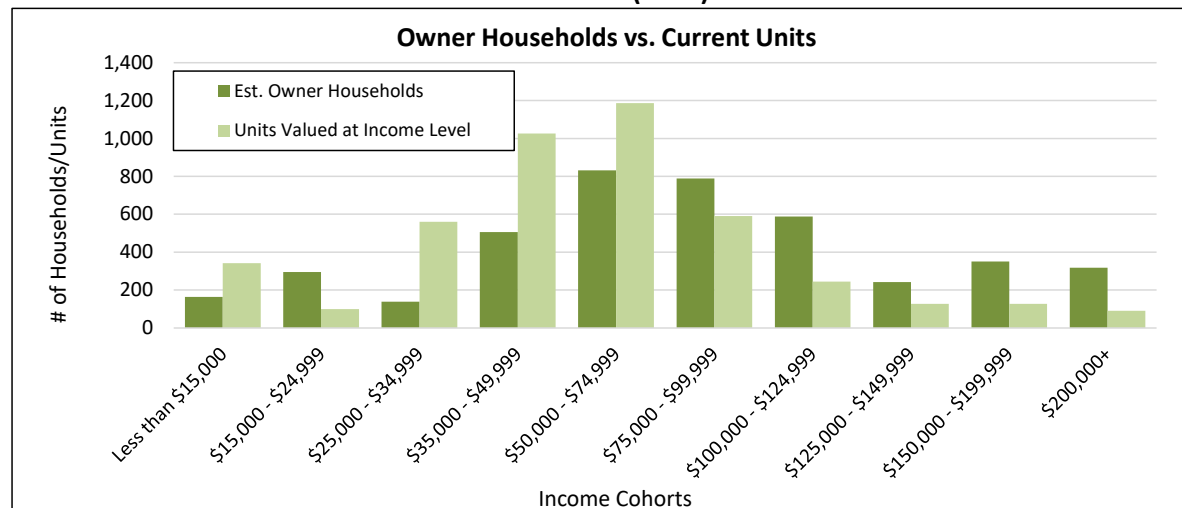
In general, this identifies that there is currently support for more ownership housing at middle price points. There is a finding that upper income households in The Dalles could perhaps support some more expensive housing supply, though the large amount of new housing built in recent years is filling this niche.

The analysis finds that the current market rates for most rental units are in the \$900 to \$1,800/month range. Therefore, this is where most of the rental unit supply is currently clustered. Supply and demand at the lowest income ranges indicate a strong need for more subsidized affordable housing in the city. There may also be support for more rental housing appropriate for middle income households, reflecting the relative low production of modern, up-to-date apartment complexes in recent years. Rentals at the most expensive levels generally represent single family homes for rent.

Figures 3.5 and 3.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households.

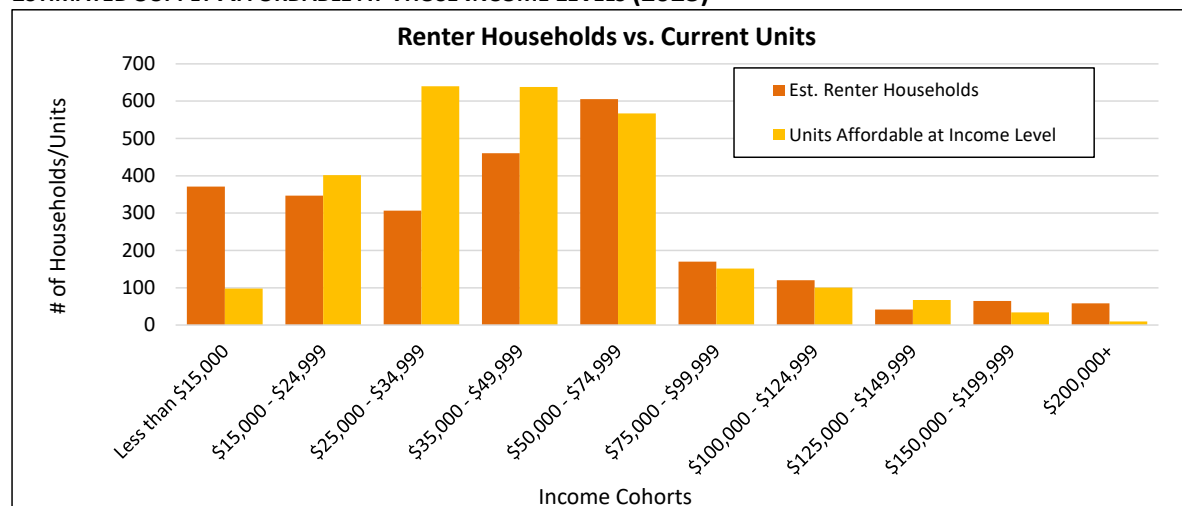
The home value and rent segments which show a “surplus” in Figures 3.5 and 3.6 illustrate where current property values and market rent levels are in The Dalles. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available).

FIGURE 3.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2023)



Sources: PSU Population Research Center, City of The Dalles, Census, JOHNSON ECONOMICS

FIGURE 3.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2023)



Sources: PSU Population Research Center, City of The Dalles, Census, JOHNSON ECONOMICS

In general, these findings demonstrate that there are few lower-value housing opportunities for many owner households, and potential support for some less expensive types of ownership housing. This may include more attached types of units such as townhomes, or smaller units such as condos or cottage clusters. There may be support for additional new rental units aimed at middle-income households, as well as additional need for subsidized affordable housing.

* * *

The findings of current need form the foundation for projected future housing need, presented in the following section.

IV. FUTURE HOUSING NEEDS - 2043 (CITY OF THE DALLES)

The projected future (20-year) housing profile (Figure 4.1) in the study area is based on the current housing profile, and the 2043 forecast of population within the UGB generated by the PSU Population Forecast program.

FIGURE 4.1: FUTURE HOUSING PROFILE (2043)

PROJECTED FUTURE HOUSING CONDITIONS (2023 - 2043)			SOURCE
2023 Population (Minus Group Pop.)	17,023		PSU
Projected Annual Growth Rate	0.3%	PSU Forecast Program	PSU
2043 Population (Minus Group Pop.)	18,029	(Total 2043 Population - Group Housing Pop.)	
Estimated group housing population:	560	Share of total pop. (3.0%)	US Census
Total Estimated 2043 Population:	18,589		
Estimated Non-Group 2043 Households:	7,183	(2043 Non-Group Pop./Avg. Household Size)	
New Households 2023 to 2043	415		
Avg. Household Size:	2.51	Projected household size	US Census
Total Housing Units:	7,677	Occupied Units plus Vacant	
Occupied Housing Units:	7,183	(= Number of Non-Group Households)	
Seasonal/Vacation Units:	110		
Vacant Housing Units:	384	(= Total Units - Occupied Units)	
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)	

Sources: PSU Population Research Center Oregon Population Forecast Program, Census, JOHNSON ECONOMICS LLC

The model projects growth in the number of non-group households over 20 years of roughly 415 households, with accompanying population growth of 1,040 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2043)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households *but does not include a vacancy assumption*. *The vacancy assumption is added in the subsequent step*. Therefore, the need identified below is the total need for actual households in occupied units (7,183).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2043 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 10% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2023 dollars.

Figure 4.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2043.

FIGURE 4.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2043)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	166	Less than \$15,000	3.8%	3.8%
\$80k - \$130k	304	\$15,000 - \$24,999	6.9%	10.6%
\$130k - \$180k	141	\$25,000 - \$34,999	3.2%	13.8%
\$180k - \$240k	523	\$35,000 - \$49,999	11.8%	25.6%
\$240k - \$330k	860	\$50,000 - \$74,999	19.5%	45.1%
\$330k - \$400k	837	\$75,000 - \$99,999	18.9%	64.0%
\$400k - \$460k	624	\$100,000 - \$124,999	14.1%	78.2%
\$460k - \$500k	256	\$125,000 - \$149,999	5.8%	84.0%
\$500k - \$670k	372	\$150,000 - \$199,999	8.4%	92.4%
\$670k +	337	\$200,000+	7.6%	100.0%
Totals:	4,420		% of All:	61.5%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	402	Less than \$15,000	14.5%	14.5%
\$400 - \$700	378	\$15,000 - \$24,999	13.7%	28.2%
\$700 - \$900	332	\$25,000 - \$34,999	12.0%	40.2%
\$900 - \$1200	504	\$35,000 - \$49,999	18.2%	58.5%
\$1200 - \$1700	664	\$50,000 - \$74,999	24.0%	82.5%
\$1700 - \$2000	181	\$75,000 - \$99,999	6.5%	89.0%
\$2000 - \$2300	128	\$100,000 - \$124,999	4.6%	93.7%
\$2300 - \$2500	45	\$125,000 - \$149,999	1.6%	95.3%
\$2500 - \$3400	69	\$150,000 - \$199,999	2.5%	97.8%
\$3400 +	62	\$200,000+	2.2%	100.0%
Totals:	2,763		% of All:	38.5%

All Units
7,183

Sources: Claritas, Census, JOHNSON ECONOMICS

It is projected that the homeownership rate in The Dalles will remain steady over the next 20 years at 62%, similar to the current statewide average (63%).

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 4.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 4.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis.

FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2043), THE DALLES

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	210	18	2	0	11	37	0	278	55.0%
Percentage:	75.7%	6.6%	0.6%	0.0%	4.0%	13.2%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	49	24	16	31	96	12	0	227	45.0%
Percentage:	21.5%	10.8%	6.8%	13.5%	42.3%	5.1%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	259	43	17	31	107	48	0	505	100%
Percentage:	51.3%	8.5%	3.4%	6.1%	21.2%	9.5%	0.0%	100%	

Sources: PSU, City of The Dalles, Census, Envirionics Analytics, JOHNSON ECONOMICS

- The results show a need for 505 new housing units by 2043.
- Of the new units needed, roughly 55% are projected to be ownership units, while 45% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to rebalance the disproportionate share of ownership units in the current inventory.
- There is some need for new ownership housing at the lower-middle portion of the pricing spectrum. But income trends suggest that the greatest demand will remain in the middle price ranges (\$250k to \$500k).
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$900 to \$1,800 range in current dollars. Therefore, most units are to be found in this range.

Needed Unit Types

The mix of needed unit types shown in Figure 4.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have continued to constitute most of the permitted units in The Dalles, with little multi-family development.

In keeping with development trends, and the buildable land available to The Dalles, single family units and manufactured homes are expected to continue to make up the largest share of new housing development over the next 20 years. However, an increasing share of new needed units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- 51% of the new units are projected to be single family detached homes, while 39% is projected to be some form of attached housing, and 9.5% are projected to be new manufactured homes.
- Single family attached units (townhomes on individual lots) are projected to meet over 8% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.

- Duplex through four-plex units are projected to represent 9.5% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 21% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 9.5% of new needed units are projected to be manufactured home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 89% are projected to be detached single-family homes or manufactured homes, and 11% projected to be attached forms.
- About 73% of new rental units are projected to be found in new attached buildings, with 42% projected in rental properties of 5 or more units, and 31% in other attached housing forms. 27% of new rental units are projected to be detached homes, including manufactured homes.

Needed Affordability Levels

Figure 4.4 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current 2023 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.

Figure 4.4 also discusses the housing types typically attainable by residents at these income levels.

FIGURE 4.4: PROJECTED NEED FOR NEW HOUSING AT DIFFERENT INCOME LEVELS

Household Income Segment	Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Inc. < 30% AMI	< \$21,500	<\$700	<\$130k	11	53	64	13%	Govt-subsidized; Voucher
Very Low Income 30% - 50% AMI	\$21.5k - \$36k	\$700-\$1,200	\$130k-\$180k	8	41	49	10%	Aging/substandard rentals; Govt-subsidized; Voucher
Low Income 50% - 80% AMI	\$436k - \$57k	\$1,200-\$1,500	\$180k-\$280k	34	61	94	19%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income 80% - 120% AMI	\$57k - \$86k	\$1,500-\$1,900	\$280k-\$380k	59	48	107	21%	Single-family detached; Townhomes; Small homes; New apts
Upper Income > 120% AMI	> \$86,000	\$1,900 +	\$380k +	167	24	191	38%	Single-family detached
TOTAL:				278	227	505	100%	

Sources: HUD, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 4.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. For all households, current and new, to pay 30% or less of their income towards housing in 2040, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$700 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum is currently insufficient due to the prevalence of newer homes most of which are detached houses. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) Ownership options and lower and middle price points are often manufactured homes, townhomes, condos, and small detached homes, often on smaller lots.
- Figure 4.5 presents estimates of need at key low-income affordability levels in 2023 and in 2043. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and

Community Services for Wasco County. An estimated 45% of households qualify as at least “low income” or lower on the income scale, while 14% of household qualify as “extremely low income”.

- Typically, only rent-subsidized properties can accommodate these extremely-low-income households at “affordable” housing cost levels. As noted above, most in the “low income” and many in the “very low income” groups can be served by market-rate rental housing at current rent levels (see Figure 4.4).
- The city is not obligated to produce appropriate housing for all of these groups but should ensure that local policy and zoning code accommodates market-rate and non-profit agencies who wish to pursue projects to meet the full spectrum of local housing needs.

FIGURE 4.5: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, THE DALLES

Affordability Level	Income Level*		Current Need (2021)		Future Need (2041)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$21,540	955	14%	1,020	14%	64	13%
Very Low Income	50% AMI	\$35,900	1,681	25%	1,794	25%	113	22%
Low Income	80% AMI	\$57,440	3,018	45%	3,225	45%	207	41%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.