

AGENDA

PLANNING COMMISSION
COMMUNITY ADVISORY COMMITTEE

August 17, 2023

5:30 p.m.

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

Via Zoom

<https://us06web.zoom.us/j/82327794645?pwd=cld2UGhUb1BoVithR0tFUzcWtXQT09>

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 – August 3, 2023 (Following separately.)
6. PUBLIC COMMENT – During this portion of the meeting, anyone may speak on any subject that does not later appear on the agenda. Five minutes per person will be allowed.
7. DISCUSSION ITEM
 - A. The Dalles Housing Needs Analysis: Planning Commission / Community Advisory Committee Meeting – Discussion #2
 - i. Project Update (5 minutes)
 - ii. Residential Land Needs Analysis (25 minutes)
 - iii. Draft Comprehensive Plan Amendments (40 minutes)
 - iv. Next Steps and Adjourn (10 minutes)
8. STAFF COMMENTS / PROJECT UPDATES
9. COMMISSIONER COMMENTS / QUESTIONS
10. ADJOURNMENT

Meeting conducted in a room in compliance with ADA standards.

CITY OF THE DALLES

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

Prepared by/
Paula Webb, Secretary
Community Development Department



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 17, 2023

Re: 2023 Housing Needs Analysis Update: Planning Commission /
Advisory Committee – Discussion #2

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 developing strategies to address citywide housing issues more effectively.

The initial discussion in this update was held August 3, 2023 at the regularly scheduled Planning Commission meeting, and included members of a project specific Advisory Committee with presentations from Matt Hastie of MIG. This meeting detailed an overview and methodology of the draft HNA and BLI, and allowed Commission/Committee members an opportunity to ask questions and provide input on both documents to ensure their alignment with community specific data. Notes from this meeting have been included with this packet.

The second discussion with the Planning Commission and Advisory Committee will be held August 17, 2023 at the regularly scheduled Planning Commission meeting. The purposes of this meeting is to make any needed revisions to the HNA and BLI reports, compare future land needs to future land supply, as well as complete draft amendments to The Dalles Comprehensive Plan consistent with these reports and findings.

Following the August 17 meeting, the HNA and BLI reports and the proposed Comprehensive Plan amendments will be discussed with City Council at the regularly scheduled City Council meeting on September 11, 2023 for additional input. Subsequent meetings with the Planning Commission and City Council will be held in October 2023 for adoption of this information.

We appreciate the commitment to all those involved in this important work, and encourage your participation, expertise, and experience in creating an update that truly resembles the housing needs of The Dalles.

The following meeting materials are included with this packet:

- Revised Draft Buildable Lands Inventory Results Memo
- Revised Draft Housing Needs Projections Report
- Draft Comprehensive Plan Housing Chapter Amendments
- Meeting #1 Summary



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: August 10, 2023 (Revised)

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

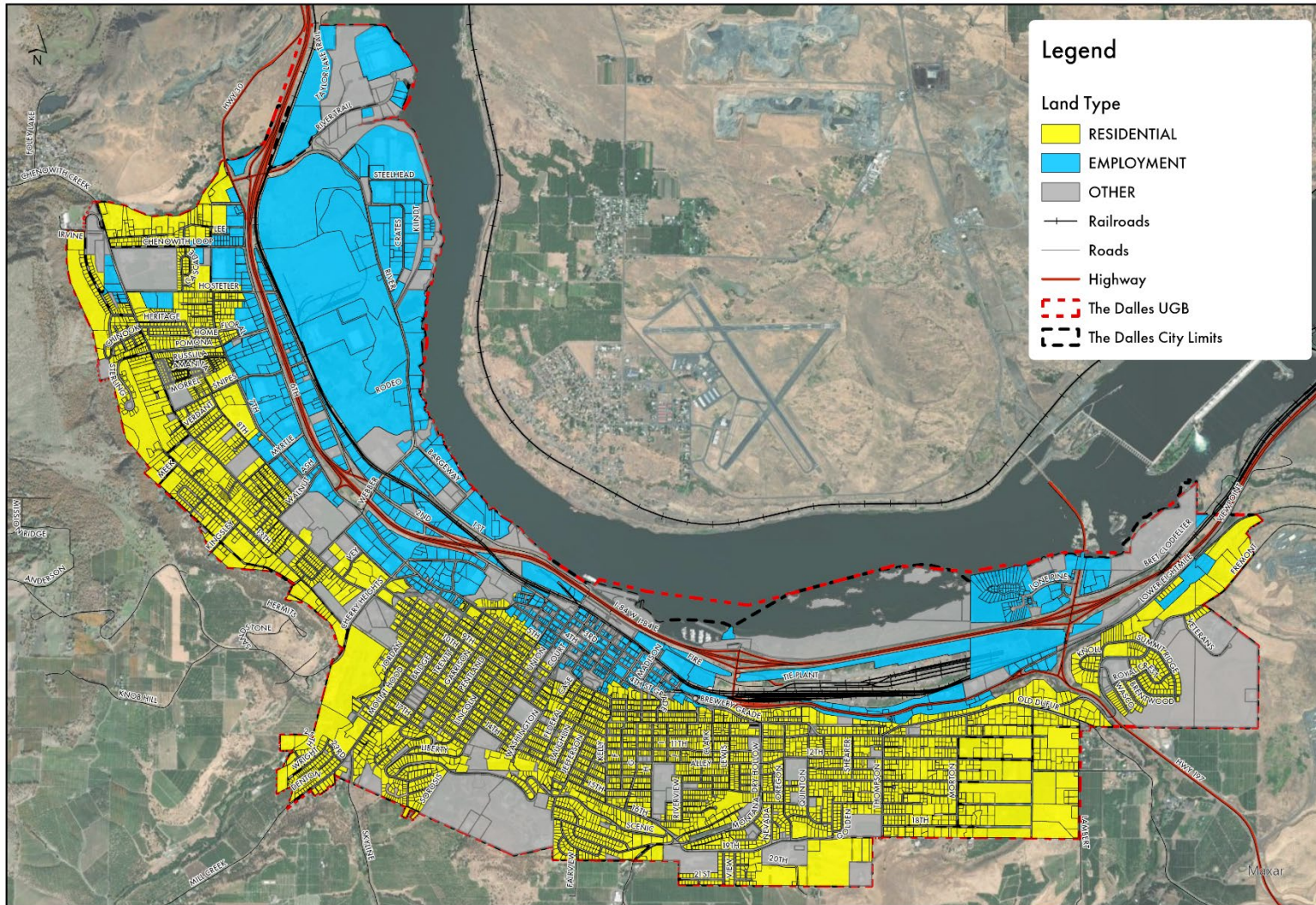
The initial results of the BLI are described in the maps and tables on the following pages. They show a total inventory of 330 acres of vacant or partially vacant residential land within the UGB, with approximately sixty percent of the acres located within the city limits (189.5 acres) and the remainder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

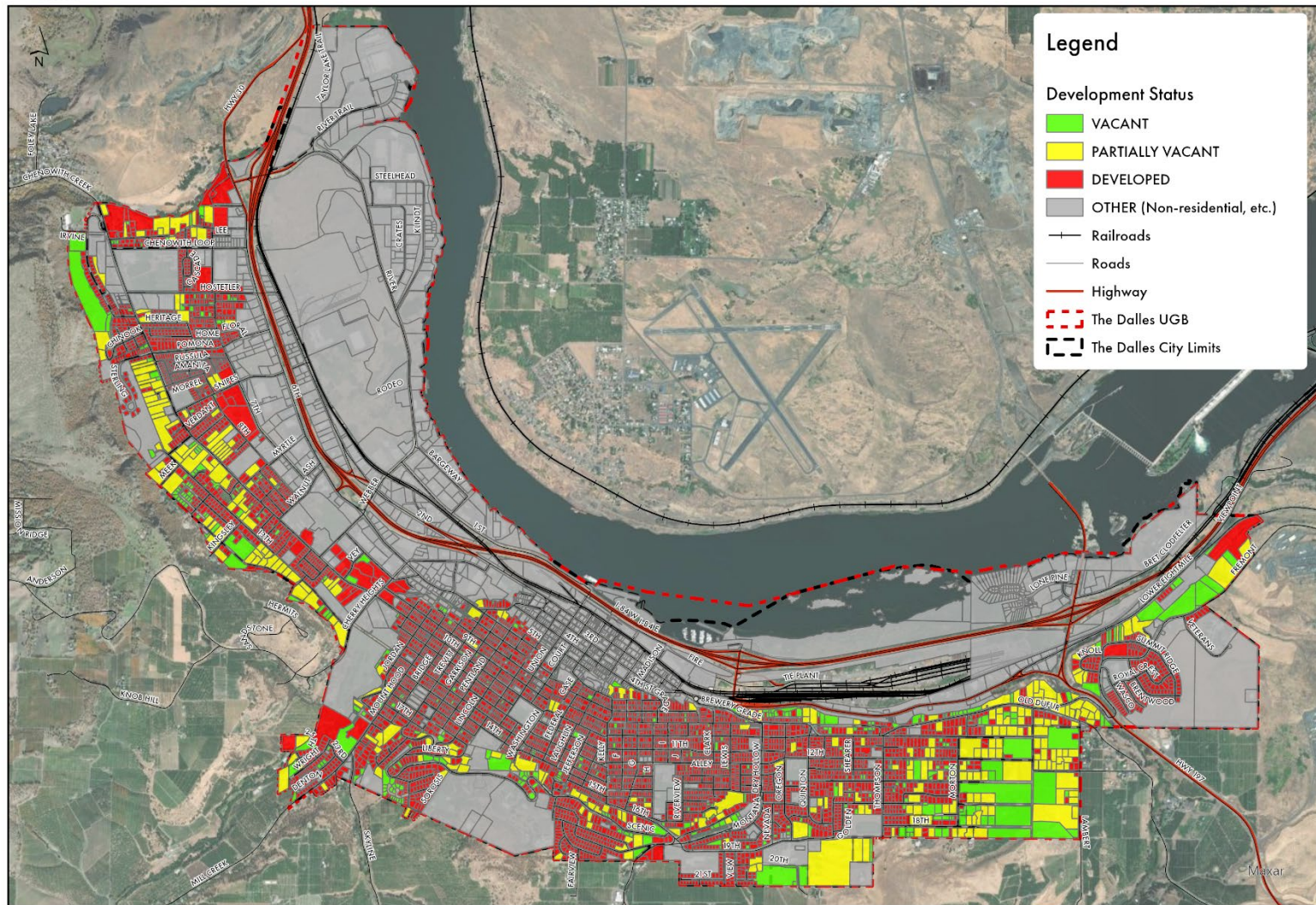
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City of The Dalles Housing Needs Analysis

Buildable Lands Inventory - Land Type





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

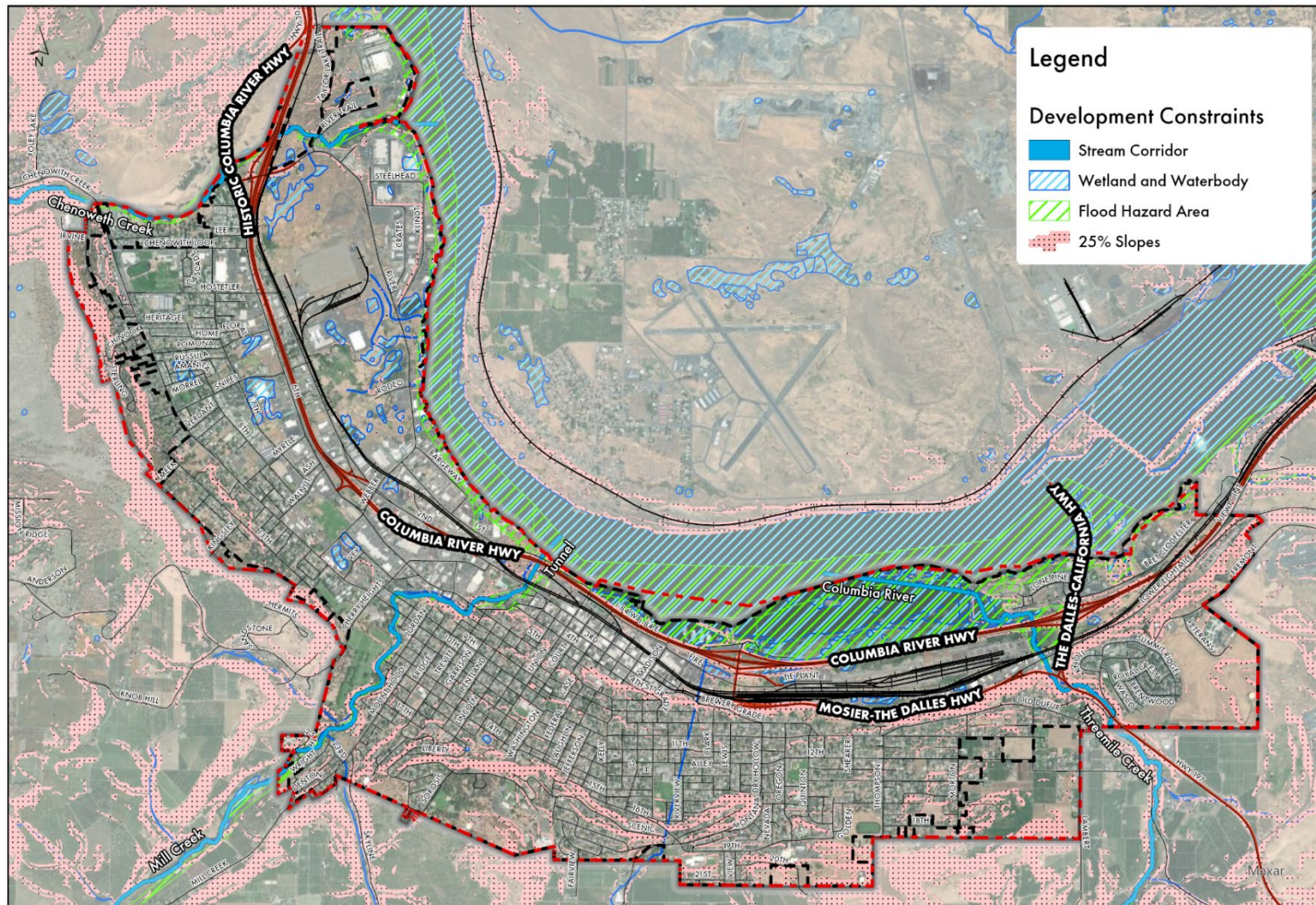


Table 1. Development Status and Vacant Acreage by Zone

Zones and Development Status	Parcels		Total Acres		Environmentally Constrained Acres		Gross 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	25	18.8	79.4	1,489	21.6	405	101.0	1,894
RM	16	12.0	24.2	290	4.8	58	29.0	348
RL	7.5	5.6	85.4	480	109.3	615	194.7	1,095
GMA R-5	0.2	0.2	0.0	0	5.0	0	5.0	0
GMA R-1	1	0.8	0.5	0	0.0	0	0.5	0
TOTAL	-		189.5	2,260	140.7	1,077	330.2	3,337

Table 3. Projected Capacity of Vacant Tax lots Only ("Partially Vacant" Tax lots not 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	25	18.8	34.9	654	3.5	66	38.4	720
RM	16	12.0	7.5	90	1.1	13	8.6	103
RL	7.5	5.6	41.7	235	62.3	350	104.0	585
GMA R-5	0.2	0.2	0.0	0	5.0	0	5.0	0
GMA R-1	1	0.8	0.5	0	0.0	0	0.5	0
TOTAL	-		84.6	979	71.9	429	156.5	1,408



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

August 2023

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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.

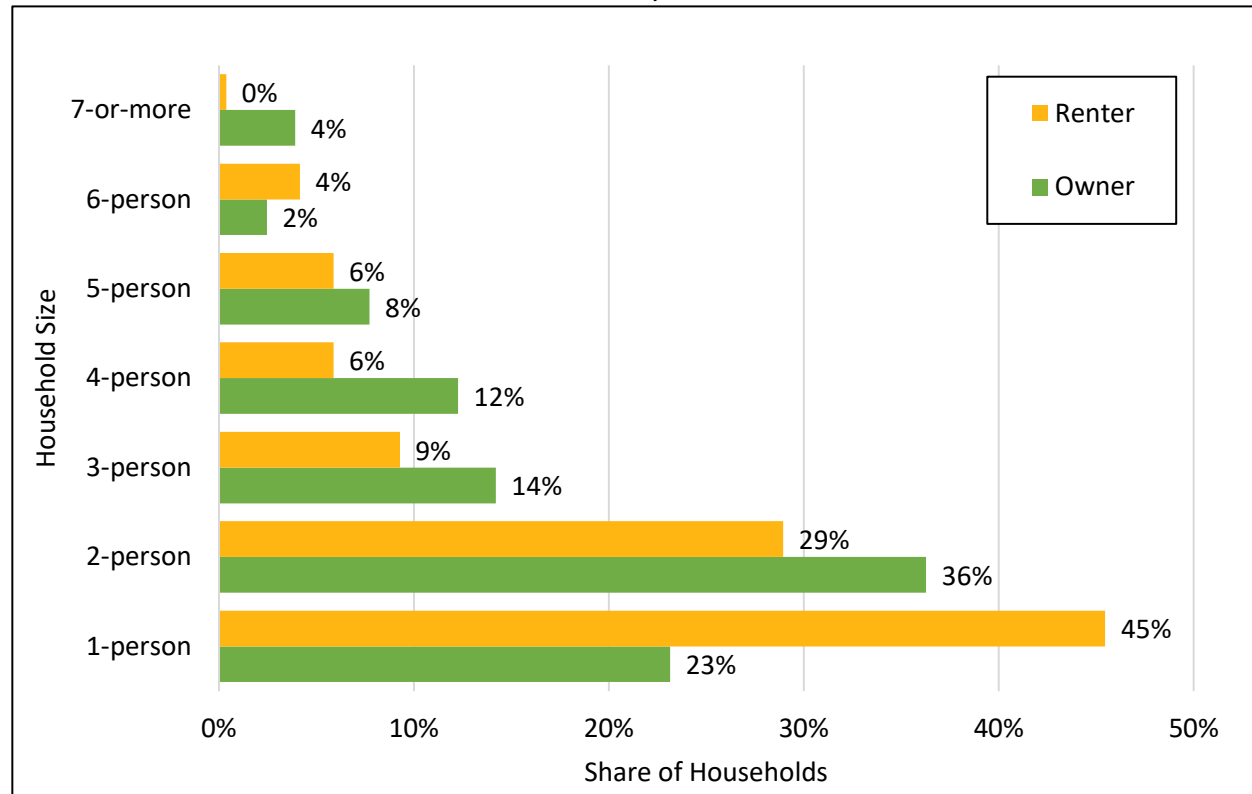
The average household size has grown since 2010 from 2.4 to 2.5 persons per household. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this 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.

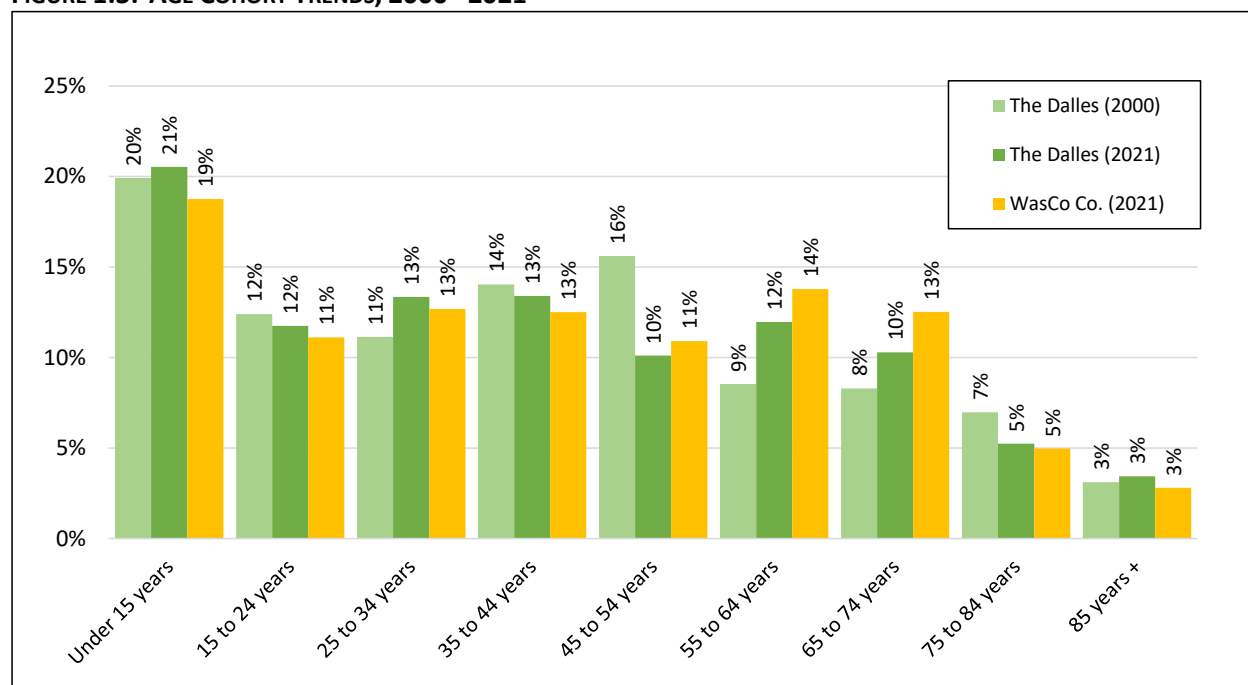
Over the last five years, an estimated 65% of new units were detached single family homes, while 35% were attached housing types. Attached housing includes most other types of housing, from duplexes and townhomes to larger multi-family apartment complexes. Detached homes are houses on their own lots,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

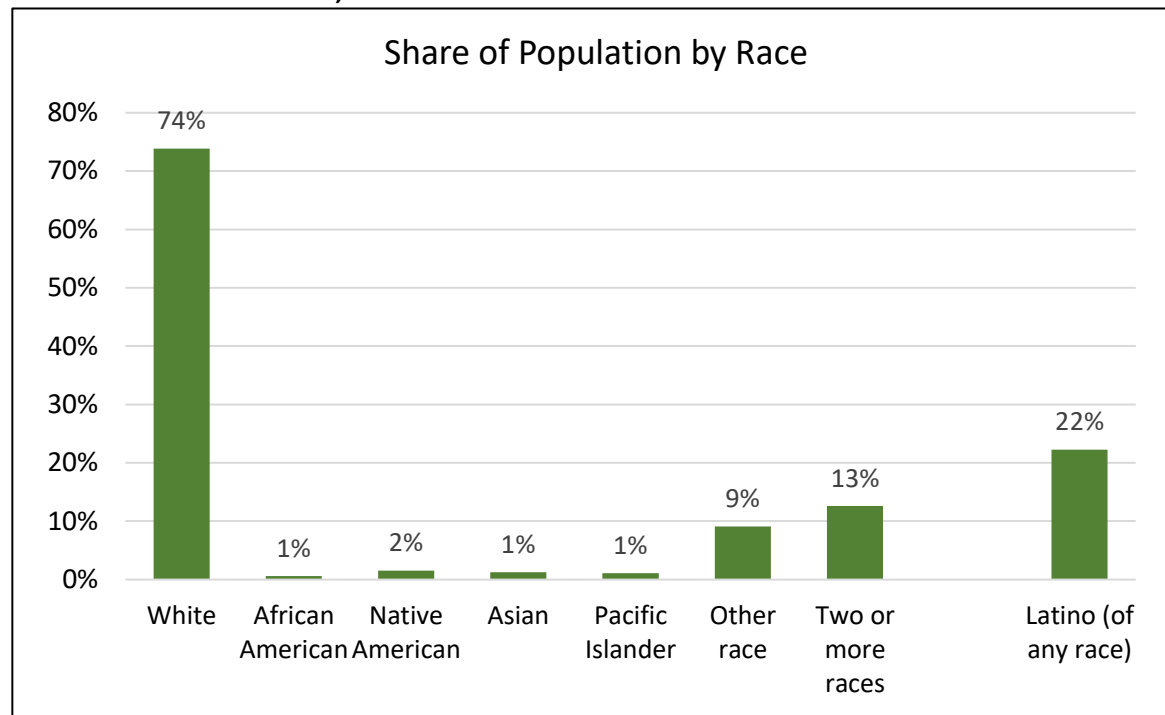
- In general, the distribution of the population is shifting upwards in age as the Baby Boom generation is well into the retirement years (currently roughly 60 to 80 years of age). The cohorts which grew in share during this period were those aged 55 to 74 years. Still an estimated 81% of the population 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

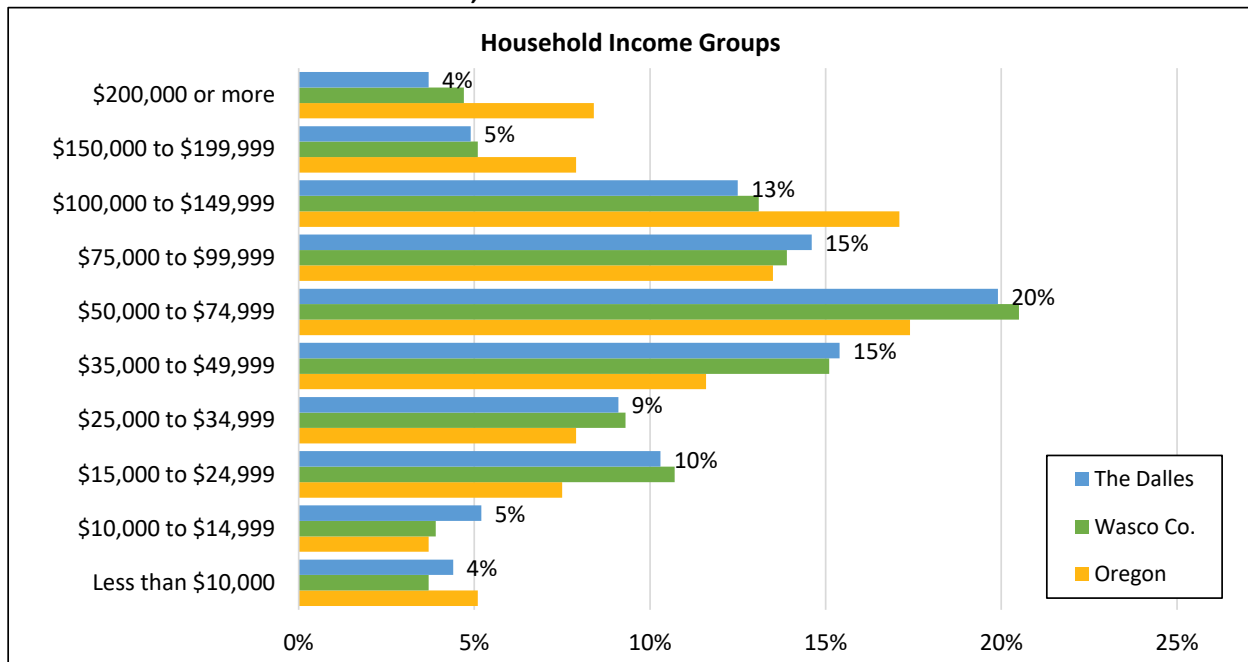
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2010 (Census)	2020 (Census)	Growth 10-20	2023 (Proj.)	Growth 10-21
Per Capita (\$)	\$23,369	\$33,493	na	\$37,312	11%
Median HH (\$)	\$41,639	\$56,598	na	\$62,057	10%

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.)

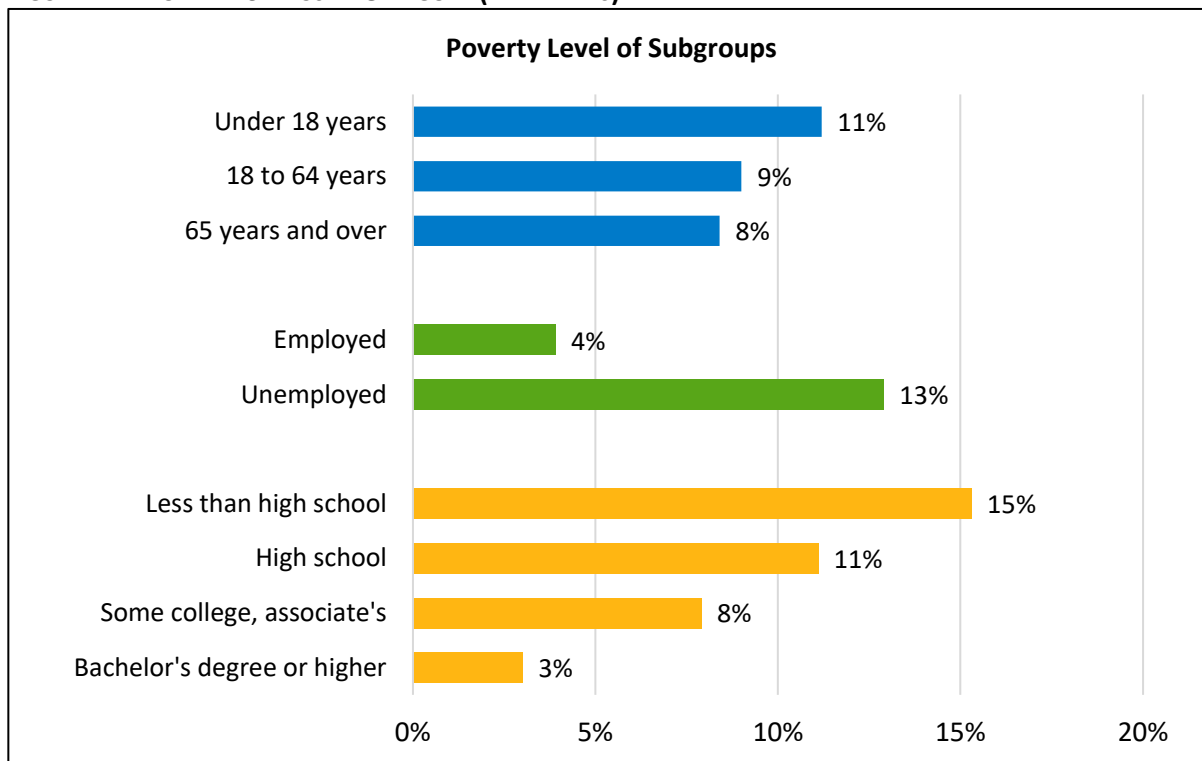
H. POVERTY STATISTICS

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

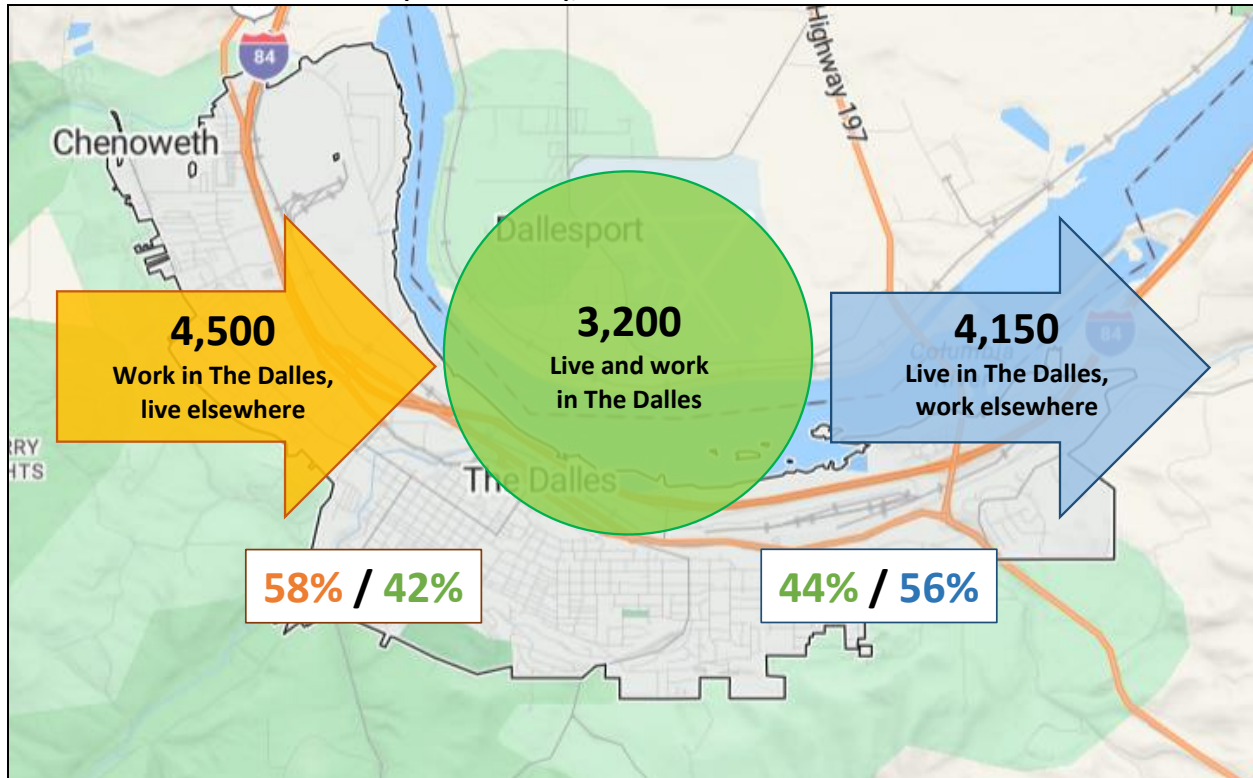
³ Census Tables: S1701 (2019 ACS 5-yr Estimates)

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

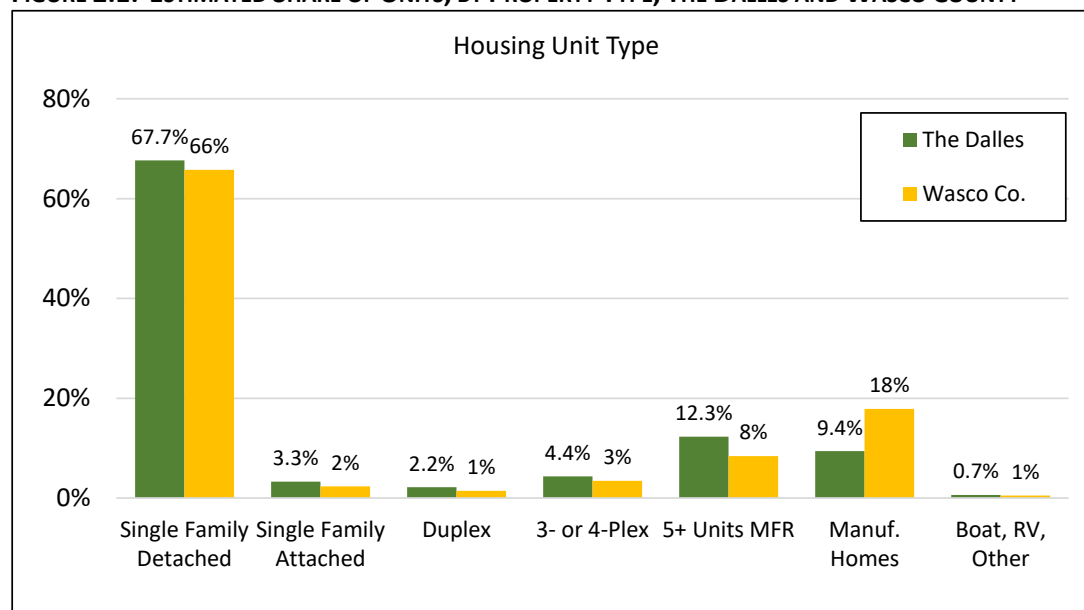
The Dalles has a greater share of homeowner households than renter households. The 2021 American Community Survey estimates that 62% of occupied units were owner occupied, and 38% renter occupied. The ownership rate in The Dalles has fallen slightly since 2000 from 63%. Nationally, the homeownership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

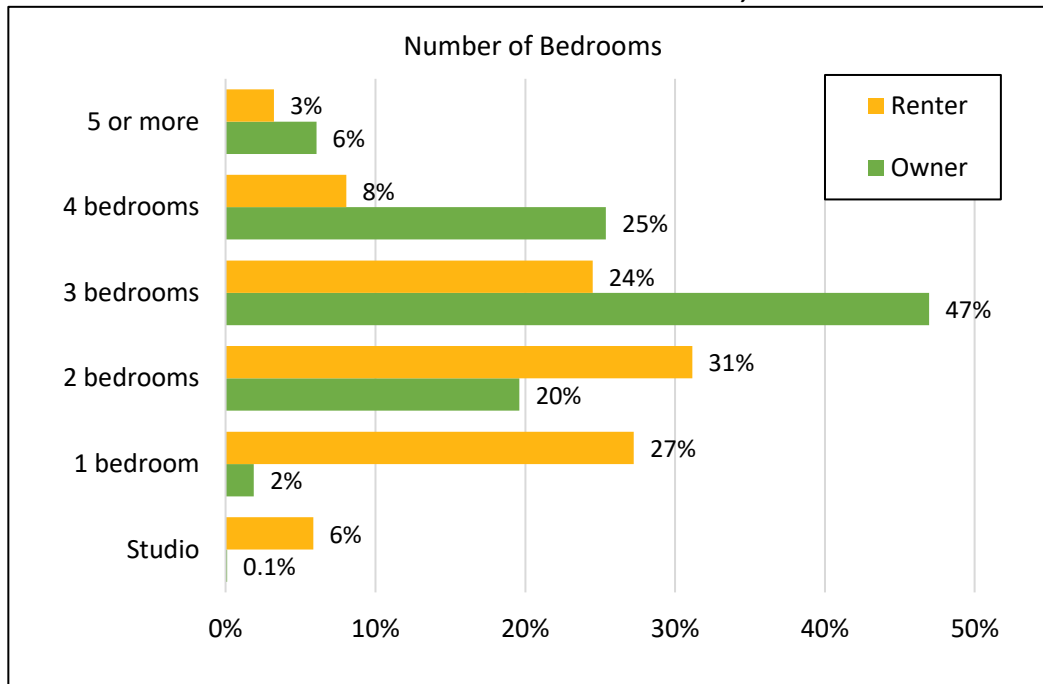
Figure 2.1 shows the estimated number of units by type as of 2021. Detached single-family homes represent an estimated 68% of housing units. Larger apartment complexes of five or more units represent 12% of units, and mobile homes represent 9.4%. Smaller attached units such as townhomes, and “plexes” 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

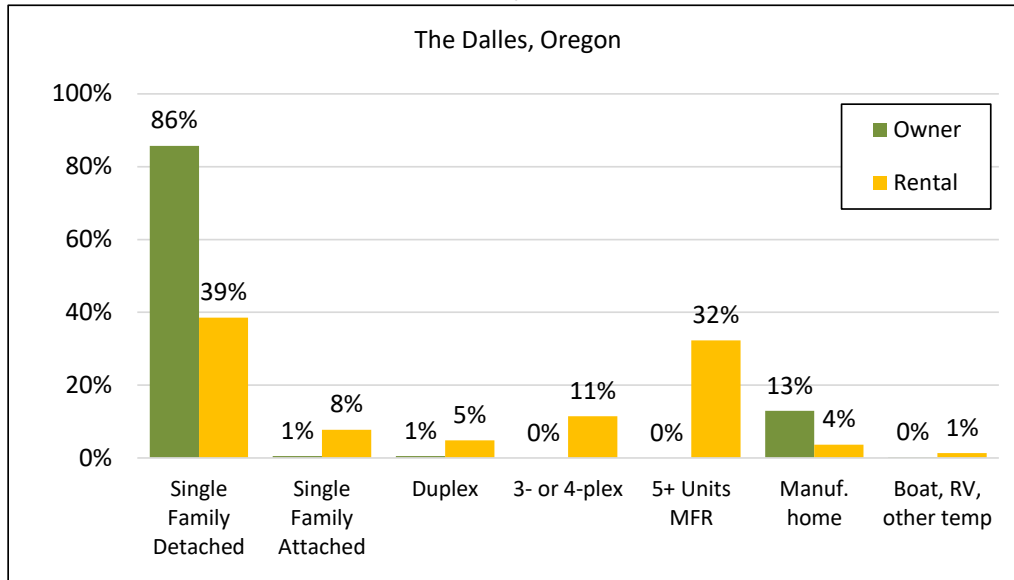
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	3,810	26	26	0	0	576	9	4,446
Percentage:	85.7%	0.6%	0.6%	0.0%	0.0%	13.0%	0.2%	100%

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

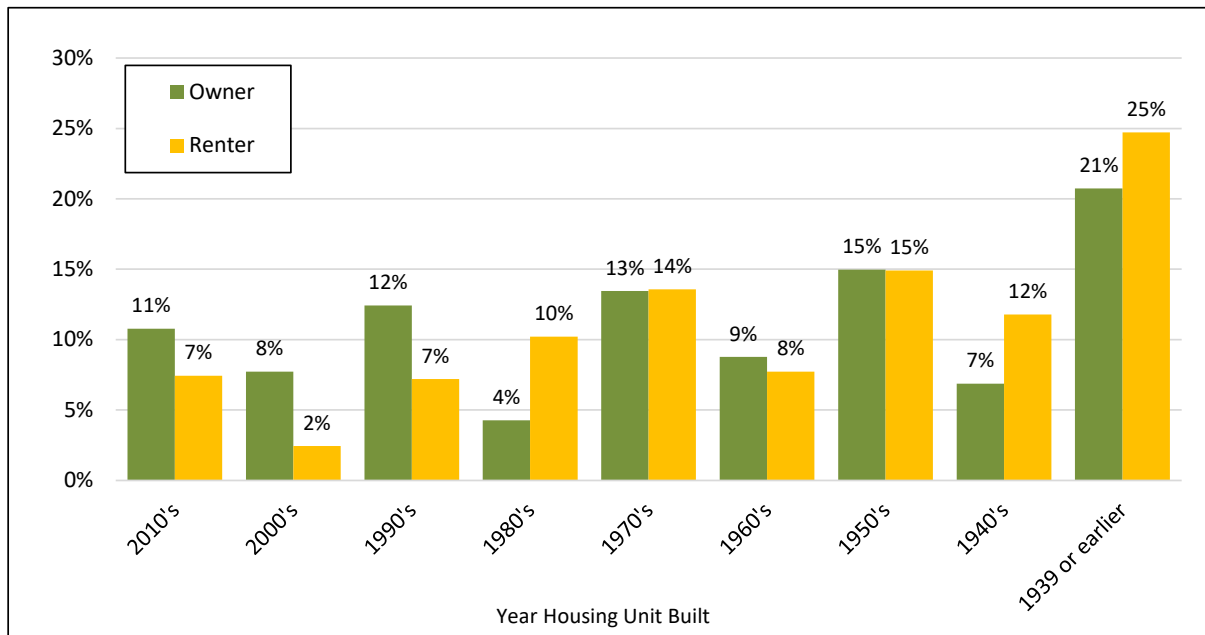


Sources: US Census, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2021 ACS 5-yr Estimates)

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.

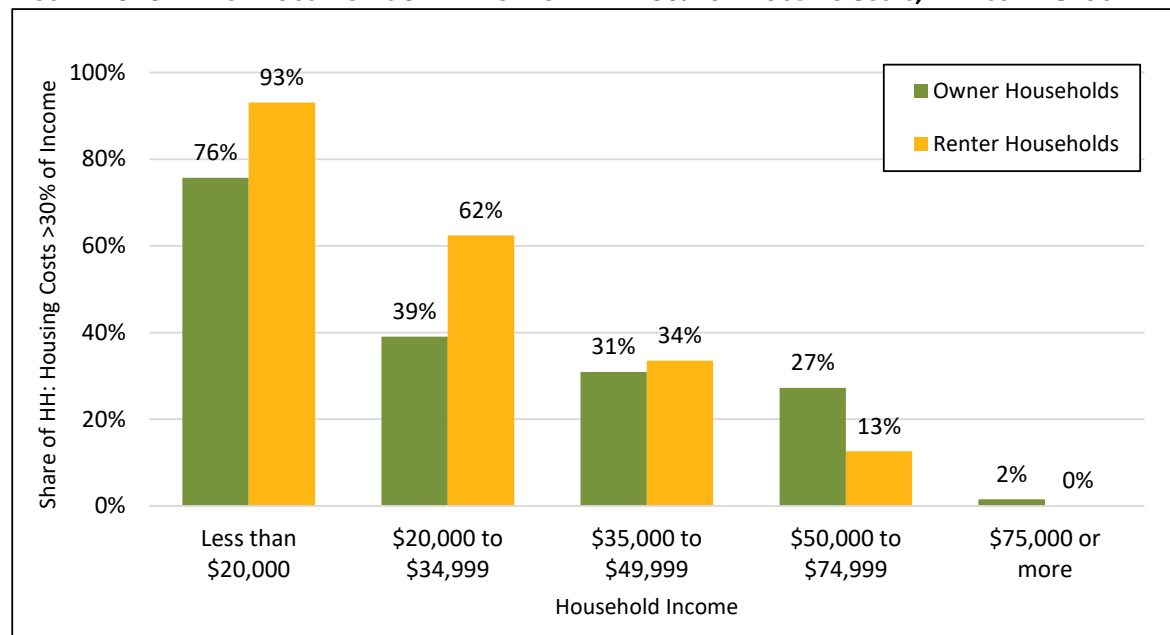
F. HOUSING COSTS VS. LOCAL INCOMES

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.

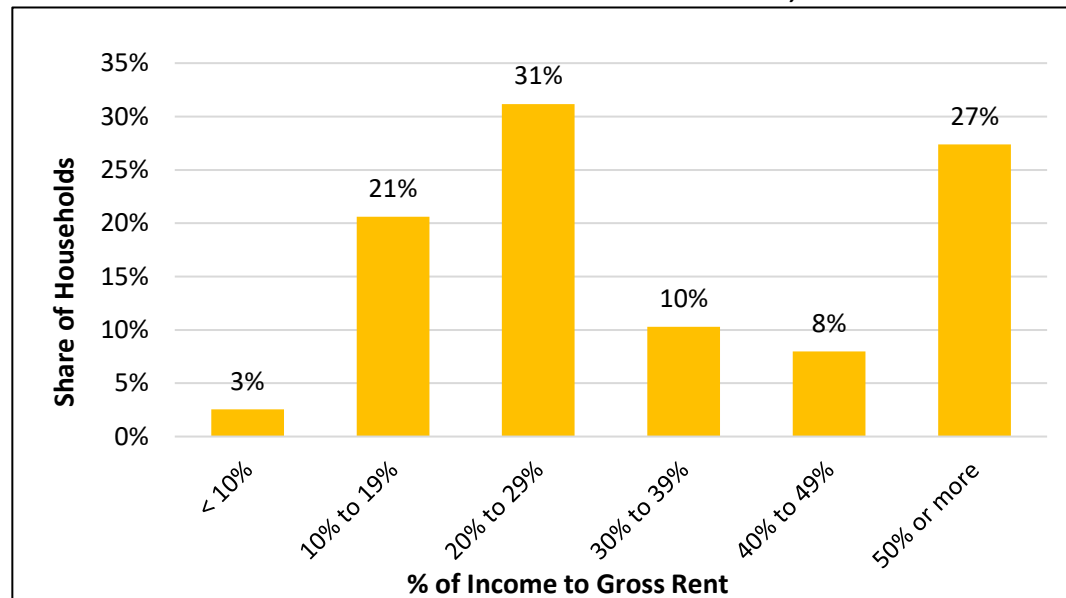
The following figures shows the percentage of household income spent towards gross rent⁴ for local renter households only. This more fine-grained data shows that not only are 45% of renters spending more than 30% of their

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 (2011 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.

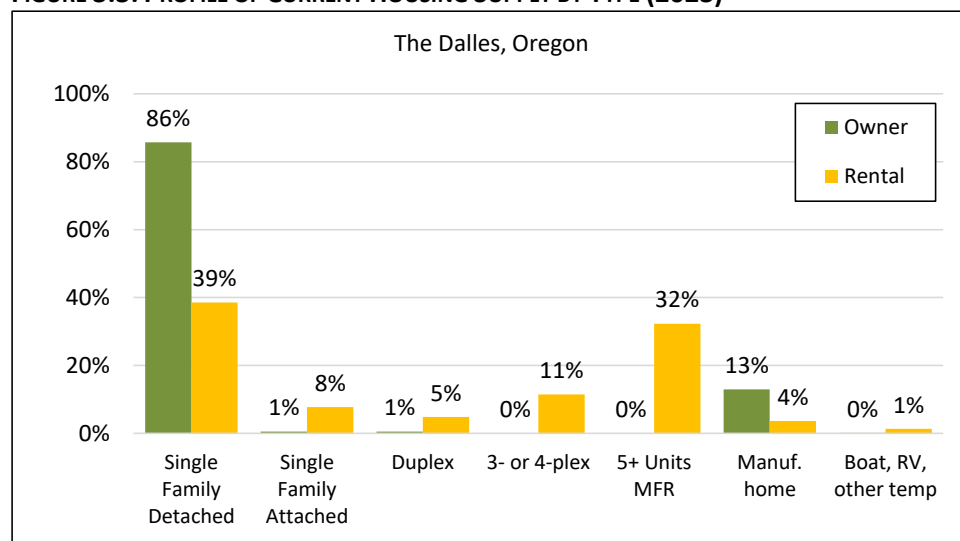
Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming 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)

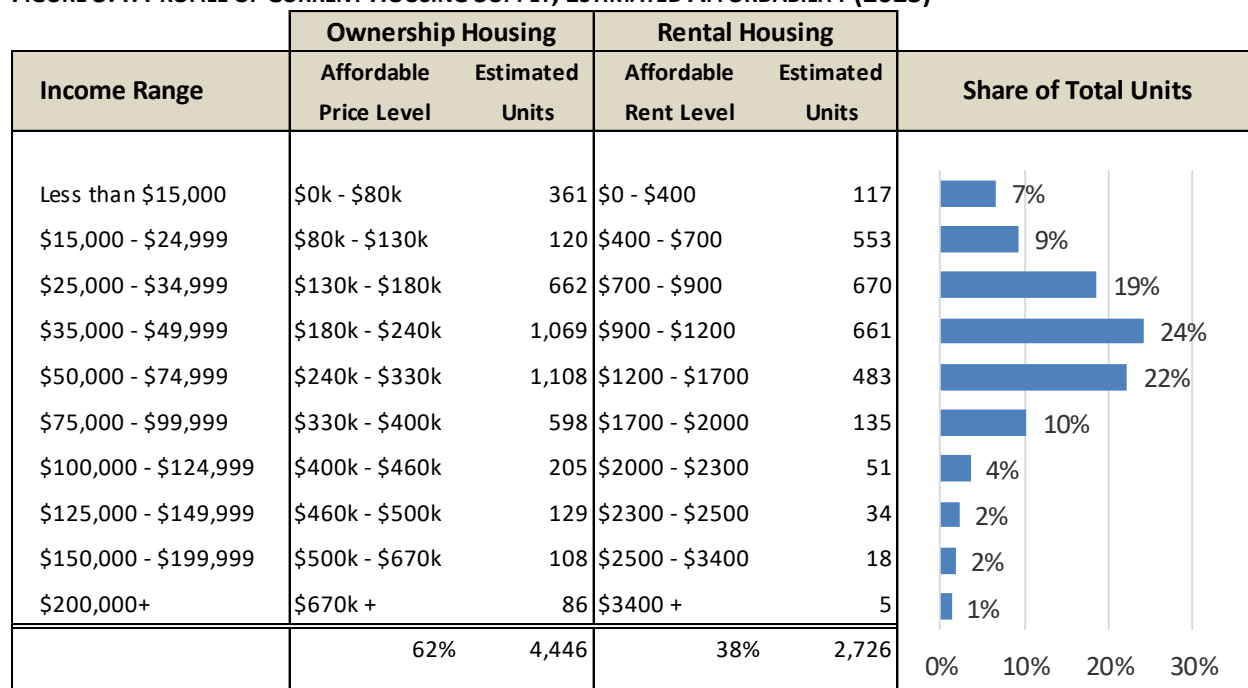


Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS

- 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%.

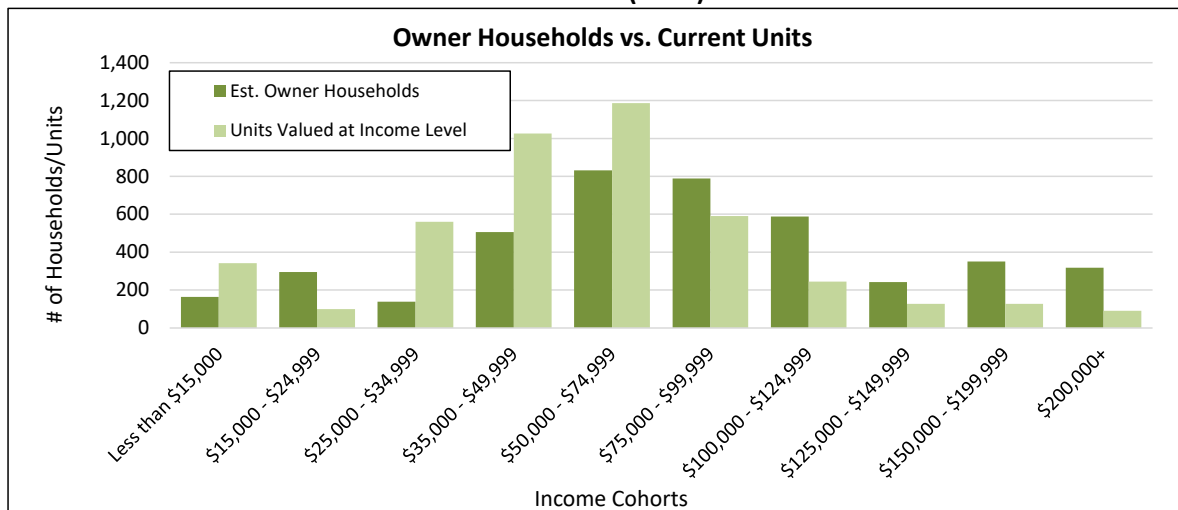
In general, this identifies that there is currently support for more ownership housing at middle price points. There is a finding that upper income households in The Dalles could perhaps support some more expensive housing supply, though the large amount of new housing built in recent years is filling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

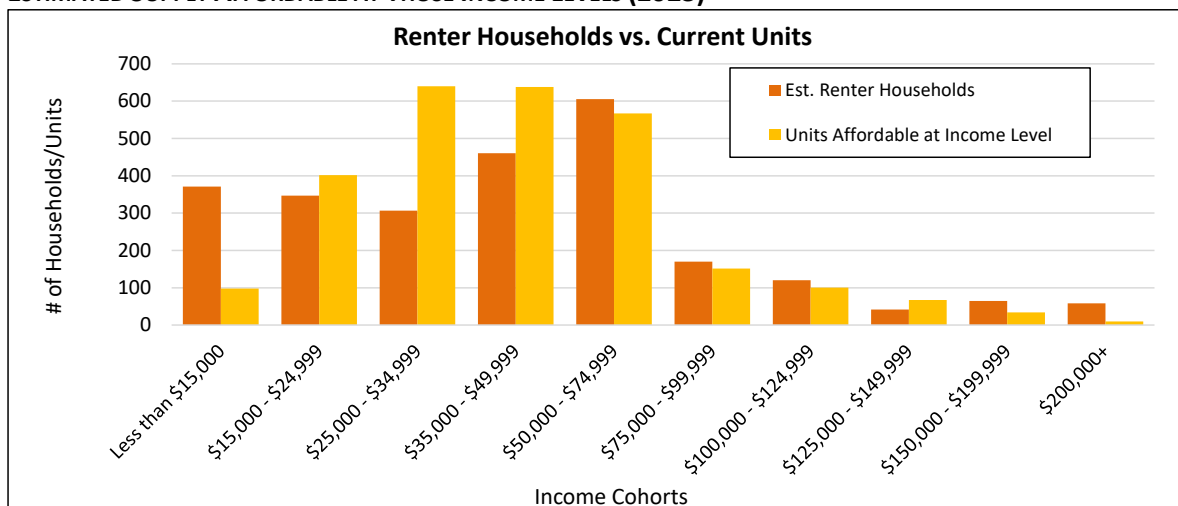
The home value and rent segments which show a “surplus” in Figures 3.5 and 3.6 illustrate where current property values and market rent levels are in The Dalles. Housing prices and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e. require more than 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.

V. RECONCILIATION OF FUTURE NEED (2043) & LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI), which presented in detail in an accompanying memo to this report. The BLI provides an estimate of the remaining buildable residential lands within the UGB, and an estimate of the capacity to hold new housing units.

The following table (Figure 5.1) presents the estimated new unit capacity of the buildable lands identified in the City of The Dalles and within the UGB. The table breaks down the City's zoning into broad categories of low, and medium/ high density.

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2023)

ZONING		Buildable Acres (Gross)			Gross Unit	Unit Capacity			
		Inside City	Outside City	Total	Density	Inside City	Outside City	Total	Share
ZONE	Category								
RL	Low-Density Res.	85.4	109.3	194.7	5.6	480	615	1,095	33%
RM	Medium-Density Res.	24.2	4.8	29.0	12.0	290	58	348	10%
RH	High-Density Res.	79.4	21.6	101.0	18.8	1,489	405	1,894	57%
(GMA) R-5	Medium-Density Res.	0	5	5.0	0.2	0	0	0	0%
(GMA) R-1	Low-Density Res.	0.5	0	0.5	0.8	0	0	0	0%
TOTALS:		189.5	140.7	330.2	10.1	2,260	1,077	3,337	100%

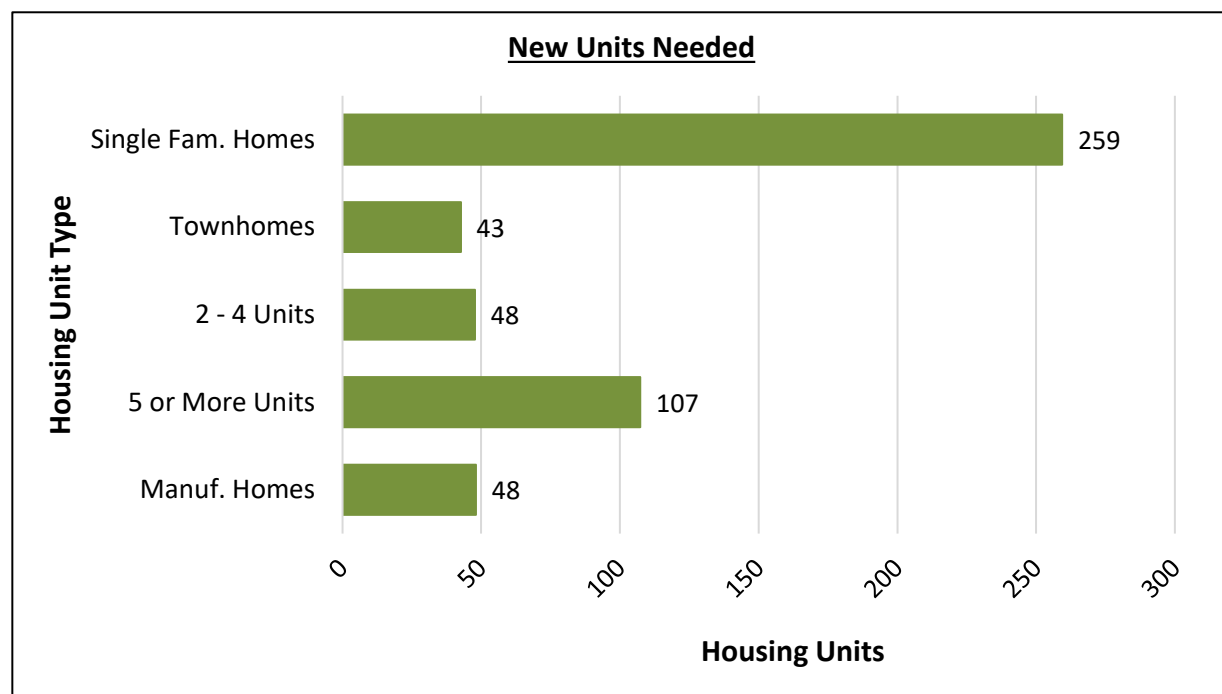
Source: MIG/APG

- There is a total estimated remaining capacity of 3,337 units of different types within the study area.
- Most of the remaining buildable acreage is in the low-density residential zone. At a total capacity of 1,095 housing units, these zones represent roughly 33% of the total unit capacity due to the lower average density.
- There are sufficient buildable medium-density acres to accommodate 348 new units. This is only 10% of the total unit capacity at an average assumed density of 12 units per acre.
- The high-density residential zone does not have the greatest amount of remaining buildable acreage, but due to the higher average density can accommodate an estimated 57% of the total unit capacity, or nearly 1,900 units.
- Figure 5.4 at the end of this section presents a map of buildable residential lands.

The following table summarizes the forecasted future unit need for The Dalles. These are the summarized results from Section IV of this report, presented here for reference.

FIGURE 5.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2043)

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 Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 505 units over the next 20 years based on the forecasted growth rate. This is well below than the estimated total capacity of 3,337 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2043.

- This analysis breaks down need by general zoning category (low-density, and medium-density residential). In this analysis, LDR is assumed to have an average housing density of 5.6 units/gross acre, MDR 12 units/gross acre, and HDR 18.8 units/gross acre.
- The results find sufficient capacity for a variety of housing types across the residential zones. There is likely capacity to absorb growth for 20-years and beyond for these housing types.

FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2042) WITH AVAILABLE CAPACITY

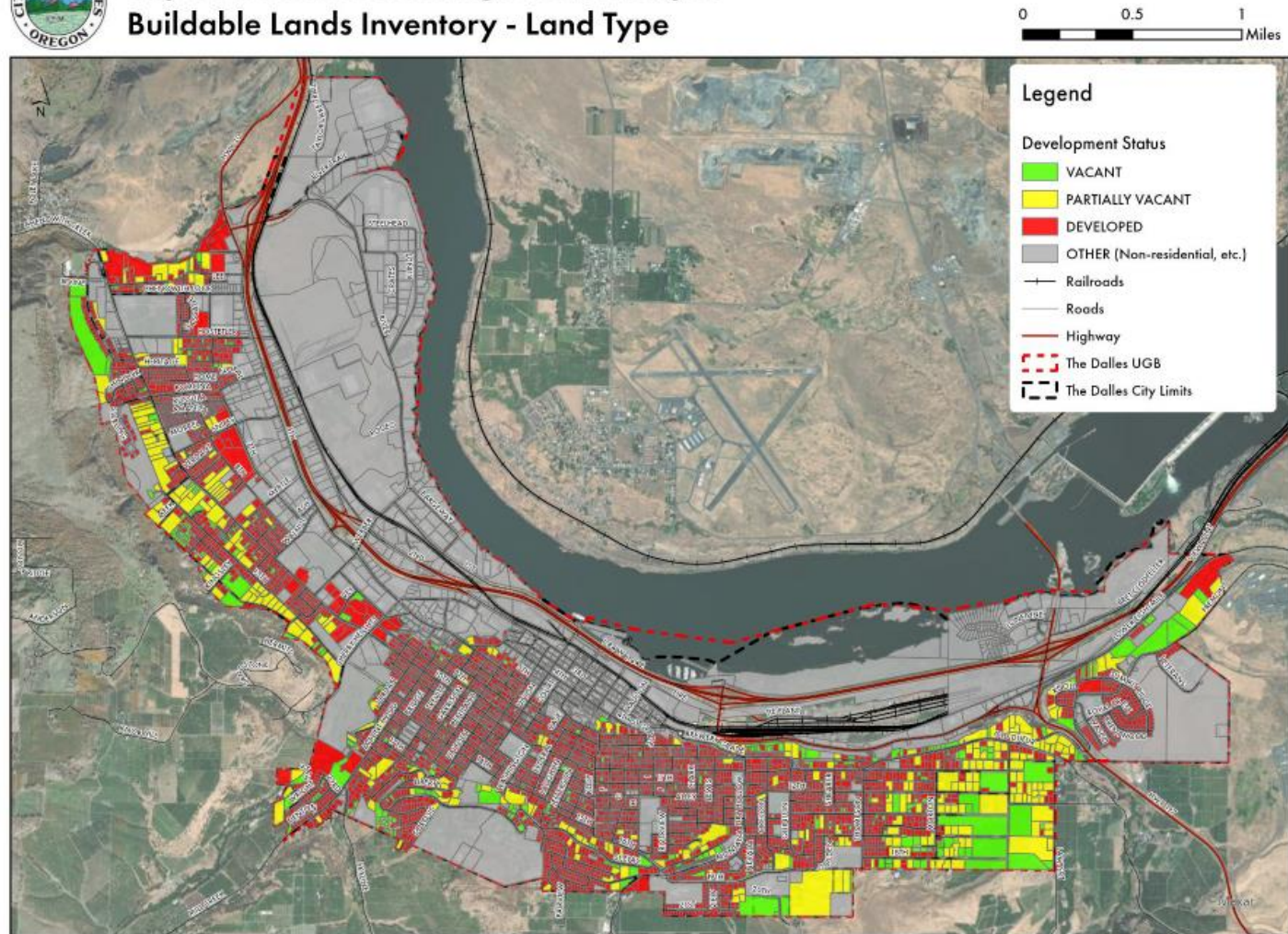
WITHIN CITY LIMITS		SUPPLY			DEMAND		
Zone & Plan Category	Typical Housing Type	Land Inventory			Growth Rate (0.3%)		
		Developable Acres	Unit Capacity	Gross Density (units/ac)	New Unit Need (2043)	Surplus or (Deficit)	
						Units	Acres
RL - Low-Density	Single-family detached and attached; Duplex	194.7	1,095	5.6	267	828	147
RM - Med-Density	Single-family detached and attached; Duplex; Cluster; Multi-family; Mobile Homes	29.0	348	12.0	131	217	18
RH - High-Density	Single-family detached and attached; Duplex; Cluster; Multi-family	101.0	1,894	18.8	107	1,786	95
TOTALS:		324.7	3,337	10.3	505	2,832	261

Sources: MIG/APG, Johnson Economics

FIGURE 5.4: THE DALLES UGB RESIDENTIAL LAND DEVELOPMENT STATUS (2023)



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



Sources: Buildable Land Inventory, MIG/APG

Goal 10 - HOUSING

Background and Findings¹

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of The Dalles is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2023. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing Needs Analysis Report.
- Conduct and periodically update an inventory of buildable residential land to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2023. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt a set of amended housing-related Comprehensive Plan policies to address future housing needs and continue to update them, as needed.
- Regularly update and apply regulations in The Dalles Municipal Code to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with state and county agencies and other housing organizations. Potential strategies are described in more detail in the City's Housing Strategies Report prepared as part of the Housing Needs Analysis in 2016-2018.

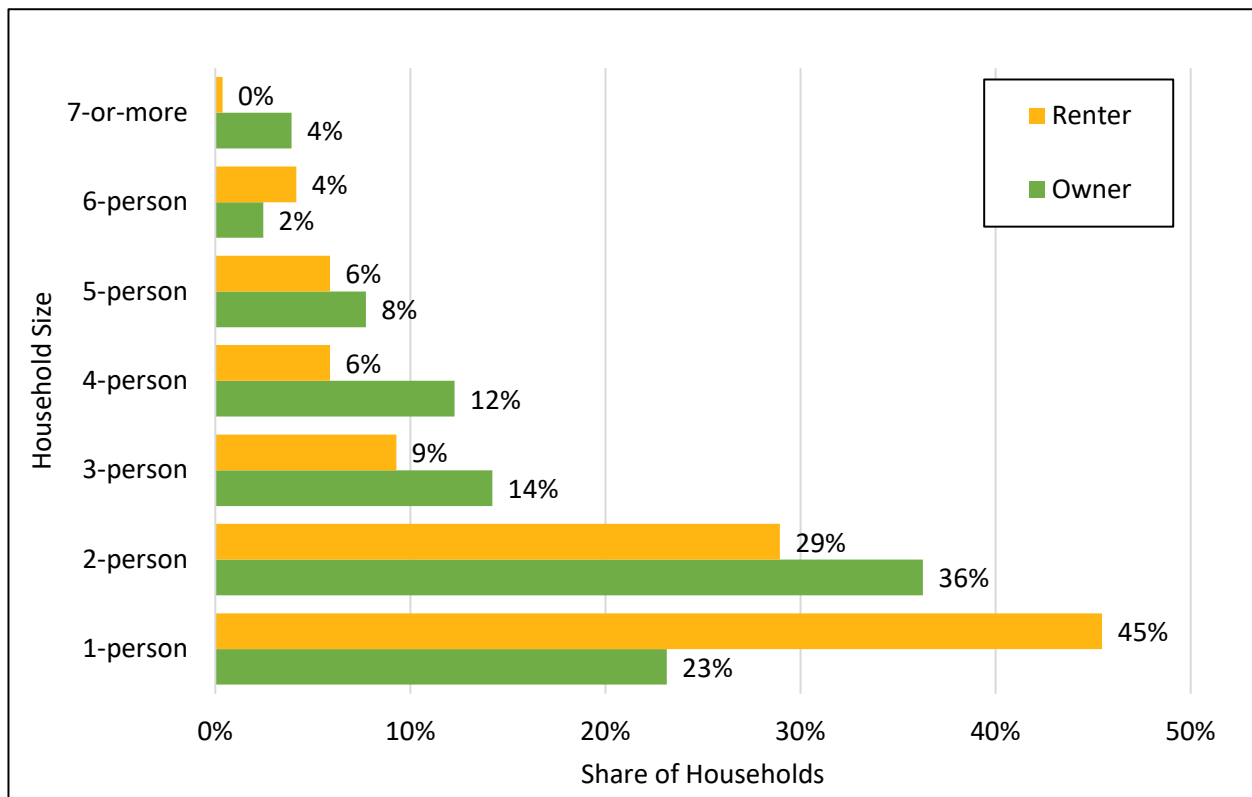
CURRENT DEMOGRAPHIC AND HOUSING TRENDS AND CONDITIONS

The population of The Dalles was just over 16,400 people (City), and over 17,550 people (UGB) in 2023. It is located in Wasco County in the Columbia River Gorge on the northern border of Oregon. Based on this population, The Dalles is the 38th largest city in the state by population, and the largest city in Wasco County. The Dalles experienced moderate growth between 2010 and 2023, growing 11% since 2010 within the UGB. In contrast, Wasco County and the state experienced population growth of 5.4% and 11.4% respectively during this same period.

As of 2021, 62% of households in The Dalles owned their homes, while 38% were renters. The average households size in The Dalles was 2.5 people during that same year. The following chart shows the breakdown of household size by these categories.

¹ Note: The Text in this section will replace all existing text in the corresponding section of the existing Comp Plan.

FIGURE XX: 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)

Other demographic trends in The Dalles include the following (as of 2020):

- 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.
- 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 and 19% of the population is now 65 years or older.
- The Dalles is roughly 74% white with a smaller share of other racial groups.
- 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 Dalles' estimated median household income was \$62,000 in 2023. This is roughly 7% higher than the Wasco County median of \$57,800. Median income grew by an estimated 49% between

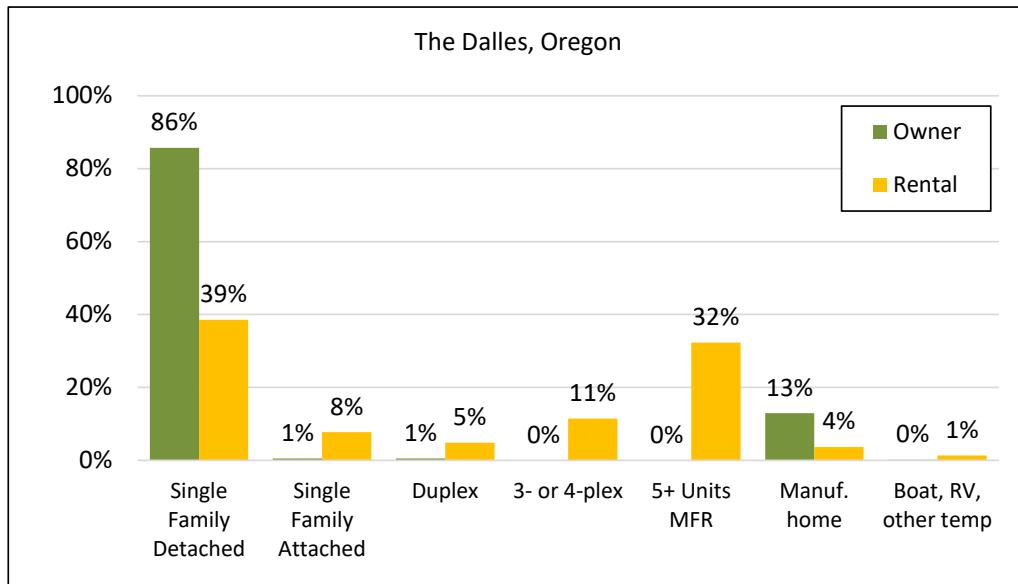
2010 and 2023, in real dollars. Inflation was an estimated 38% over this period, so the local median income has outpaced inflation.

- 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%.

Between 2018 and 2023, an estimated 65% of new housing 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 had an estimated housing stock of roughly 7,183 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. Other current housing conditions trends in The Dalles include the following (as of 2020):

- Detached single-family homes represent an estimated 68% of housing units. Larger apartment complexes of five or more units represent 12% of units, and manufactured homes in parks represent 9.4%. Smaller attached units such as townhomes, and “plexes” represent a combined 10% of units.
- 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.
- In total, the US Census estimates that over 29% of The Dalles households pay more than 30% of income towards housing costs. 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.
- An assessment of current housing conditions and needs shows that 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.

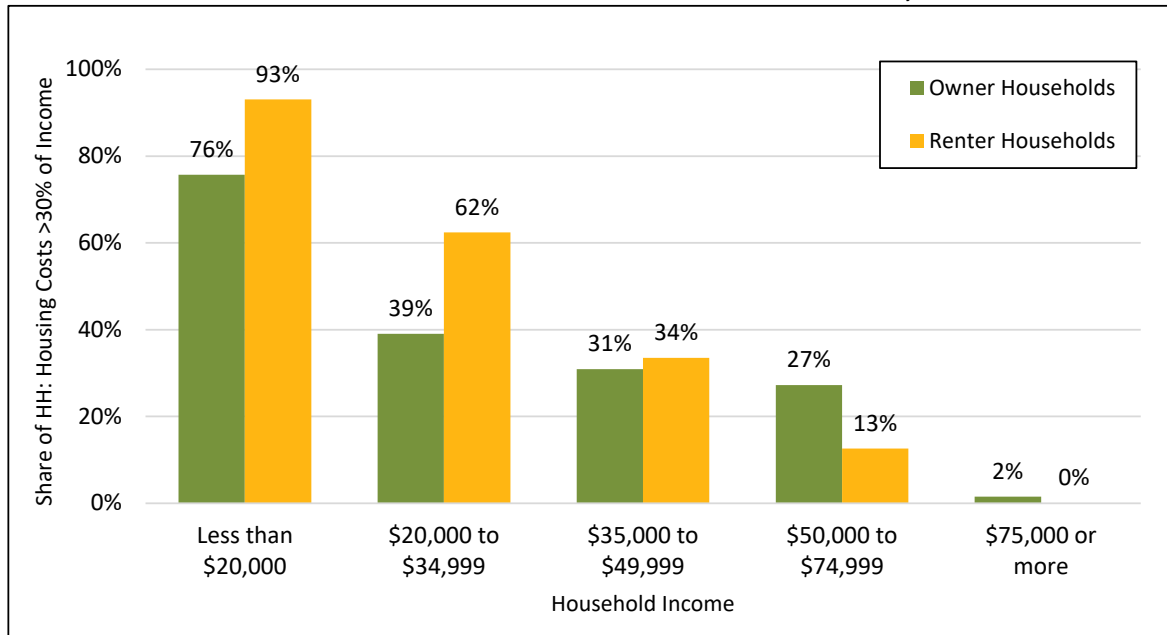
FIGURE XX: CURRENT INVENTORY BY UNIT TYPE, BY SHARE



Sources: US Census, JOHNSON ECONOMICS

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

FIGURE XX: 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)

FUTURE HOUSING NEEDS

The projected future (20-year) housing profile (Figure XX) in the study area was developed as part of the City's most recent Housing Needs Analysis study, conducted in 2023. It is based on the current

housing profile, and the 2043 forecast of population within the UGB generated by the PSU Population Forecast program and was prepared by Johnson Economics, in collaboration with MIG, Inc. Summary findings from that analysis include the following. More detailed information about these findings can be found in the 2023 Housing Needs Analysis Report.

- The analysis projects growth in the number of non-group quarters households over 20 years of roughly 415 households, with accompanying population growth of 1,040 new residents. The results show a need for 505 new housing units by 2043.²
- 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.
- 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.) The City also permits detached duplexes – individual detached homes on the same lot.
- 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, including manufactured homes in parks; some of these homes 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.
- There is a finding of some new need (about 100 new units) 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

² Group quarters housing refers to institutional housing units such as student housing, congregate care housing, or similar housing units managed by institutions and typically including shared dining and bathroom facilities.

houses. Ownership options and lower and middle price points are often manufactured homes, townhomes, condos, and small detached homes, often on smaller lots.

- 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.

FIGURE XX: 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, Environics Analytics, JOHNSON ECONOMICS

While cities typically do not directly provide housing, they can influence a number of factors that impact the availability of housing. These can include the supply of available residential land; the availability of public services; development regulations (density and design), and support for low- and moderate-income housing through funding or incentives. The City also can assist in providing information to non-profit and private developers about housing opportunity sites, state and federal funding opportunities and design and development practices that promote construction of accessible, sustainable, attractive and affordable housing.

Goals, Policies, and Recommended Action Measures

Goals, Policies, and Recommended Action Measures are intended to address the current and future housing needs identified in The Dalles. In addition to ensuring consistency with regional, state and federal requirements, they aim to support partnerships among housing providers and stakeholders in The Dalles and to promote opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes.

HOUSING GOALS

In ~~considering these long-term issues~~ addressing future housing needs, the City of The Dalles intends to:

1. Promote and provide an adequate supply of safe, healthy and affordable housing for all members of the community in a variety of housing types recognizing the needs and desires of the community's residents.
2. ~~Establish areas in the community where mobile homes and manufactured housing may provide housing of a less expensive nature for residents who would prefer this type of dwelling.~~
3. Promote the development of housing that ~~is complementary with~~ minimizes or avoids impacts the natural environment and the surrounding land uses.
4. Provide and maintain adequate public facilities in all parts of the community and promote a logical and orderly development of those facilities. Require new housing developments to pay an equitable share of the cost of required capital improvements.
5. Promote the efficient use of vacant land by encouraging infill development which is developed at a scale that is sensitive to allowed in existing neighborhoods, and by encouraging new development which achieves the density allowed by the comprehensive plan.
6. Strengthen existing and promote new neighborhood centers as focal points for neighborhood services and activities.
7. Encourage affordable homeownership opportunities, including multiple family condominiums, row houses, duplexes and other middle housing types, single family residential.
8. Adopt standards and incentives to increase residential land use efficiency.
9. ~~Adopt standards to protect stream corridors and wetlands and to encourage density transfer in Low Density Residential areas.~~
10. Continue to provide opportunities for a full range of rental housing ~~in manufactured dwelling parks, as well as single and multiple family residential areas.~~

GOAL 10 POLICIES

1. Plan for ~~more~~ a full range of housing types, including multi-family and affordable home ownership opportunities, single family residential, duplexes and other middle housing types, townhomes, cottage cluster housing, accessory dwelling units, and manufactured housing development consistent with findings of the City's Housing Needs Analysis.
2. ~~Plan for the more efficient use of vacant land by encouraging infill development which is sensitive to existing neighborhoods and by encouraging new development which achieves the density allowed by the comprehensive plan.~~
3. ~~These two objectives can be met while respecting the strong land use pattern already found in the older areas of The Dalles. The land use concepts which form the basic structure for the land use plan are:~~
4. Encourage a Build on the pattern of concentrating higher residential densities near downtown, along arterial and collector streets, and neighborhood centers where services and activity are nearby. The 2026 UGB includes a new multi-family area west of the new Highway 30 commercial center.
5. Encourage the creation of new "neighborhood centers" along the 10th/12th corridor. These centers may be commercial districts like those at Garrison Street, Kelly Avenue, Dry Hollow Road, and Webber Street or be a focus of neighborhood activity such as schools, churches or other community based uses. New neighborhood centers can be encouraged at Snipes Street, Thompson Street, Richmond Street, along Chenowith Loop Road, near downtown, and at the hospital area.
6. Provide incentives for neighborhood residential development and infill opportunities, particularly on under-developed lands. Focus incentives near the downtown and neighborhood centers.
 - a. ~~Continue the pattern of a transition of residential densities from higher density near commercial area and major streets, to lower densities at higher elevations along the gorge bluff and stream corridors.~~
 - b. ~~Create new "neighborhood centers" along the 10th/12th corridor. These centers may be commercial districts like those at Garrison Street, Kelly Avenue and Dry Hollow Road, or be a focus of neighborhood activity such as schools, churches or other community based uses. New neighborhood centers can be encouraged at Snipes Street, Weber Road, Thompson Street, near downtown, and at the hospital area.~~
7. Protect identified steeply sloped ravines, wetlands and stream corridors for their natural resource values and benefits shown on the Buildable Lands Inventory as open space while allowing for or encouraging density transfer to adjacent buildable areas.
8. ~~Adopt~~ Continue to implement and refine as needed standards to ensure that residential development occurs within planned density ranges within each residential district.
9. Encourage energy conservation by increasing residential densities in mixed use centers, along major linear streets that may one day serve as future transit corridors, and near commercial and employment centers.
10. Develop and/or provide incentives ~~should be used~~ to encourage development that meets maximum allowable density for all types of residential development.

11. Maintain flexibility in implementing ordinances is needed to accommodate infill and to foster a variety of development scenarios and housing options, while ensuring that development standards are clear and objective.
12. Provide for development of a wide range of housing types which may include single-family detached and attached housing, duplexes and other middle housing types, townhouses, apartments and condominiums, and manufactured housing. Allow for and encourage development of housing types shall allow for a variety of price ranges to meet the needs of people with a full range of low, medium, and high incomes groups.
13. ~~The City shall monitor building permit activity and present an annual report to the Planning Commission describing how target ratios are being met.~~
14. ~~Areas for low density residential development shall be at higher elevations along the Gorge bluff, in steeply sloped areas, along protected stream corridors, and where streets and other public facilities have limited capacity.~~
15. High density residential areas shall be located near commercial and employment areas, along major streets, and where streets and other public facilities have adequate capacity.
16. ~~Residential manufactured housing shall be allowed in individual lots on par with site-built single-family homes, subject to design standards authorized by state statute. Manufactured dwelling parks shall be allowed in the Medium Density Residential district, subject to specific siting requirements.~~
17. Residential development shall occur, to the greatest extent possible, on designated buildable lands free from flood hazard, severe soil limitations, or other natural or man-made hazards such as stream corridors and wetlands.
18. Residential development shall coincide with the provision of adequate streets, water and sanitary sewerage and storm drainage facilities. These facilities shall be:
 - a. capable of adequately serving all potentially benefiting properties as well as the proposed development and,
 - b. designed to meet City standards.
19. Development standards in all density residential and mixed use areas shall ~~be revised in order to permit more~~ provide for flexibility in site planning and development. ~~New~~ Standards shall consider flexibility for lot sizes, setbacks, accessory residential uses on the same lot, parking, alleyways and other development features.
20. Clear and objective ~~Ddevelopment compatibility~~ standards shall be implemented for all density areas. ~~Compatibility standards are intended to ensure that new development is compatible with its surroundings and enhances the character it is located within. New standards shall consider landscape, building setback, building height and bulk, main entrance, parking, building design and additional standards applicable in historic districts.~~
21. ~~Development on buildable but sub-standard sized lots existing prior to this Plan shall be permitted when setback requirements can be met commensurate with the surrounding area.~~
22. ~~A program of incentives and standards shall be prepared to encourage residential developments which achieve at least the lower end of the density range specified in the plan designation listed in Policy #26 below. Incentives may include "targeted" public improvements, density transfer or bonuses and other methods as appropriate. Standards are found in the base zoning district.~~
23. ~~A "Neighborhood Center" overlay district has been applied in the vicinity of existing~~

~~commercial districts along the 10th/12th corridor at Garrison Street, Kelly Avenue and Dry Hollow Road and shall be applied at other locations shown on the Land Use Plan Map. A mix of residential, commercial and neighborhood based service uses shall be encouraged within these neighborhood centers.~~

24. ~~The City will~~ Support programs that would enable low and middle income people to obtain safe and sanitary housing through public and private for-profit or non-profit efforts.

25. To provide variety and flexibility in site design and densities, residential lands shall be divided into the following land use planning residential districts with the following prescribed density ranges for each district:

- a. Low Density Residential ~~3-8.712 units/acre~~
- b. Medium Density Residential ~~7-21.78 units/acre~~
- c. High Density Residential ~~10-29.04 units/acre~~

~~Duplex development is exempt from meeting these density ranges, per Oregon Administrative Rules (OAR 660-046).~~

26. All future residential development and design standards shall strive to create a "streetscape" that is aesthetic, functional, and beneficial to the neighborhood and community.

- a. Streetscape refers to the aesthetic quality of the public and semi-public space. The public space includes the improved right-of-way, with streets, curbs, sidewalks, street trees, street furniture, and utilities.
- b. The semi-public space is the front yard of adjacent property, and is named due to its visual access, connection, and influence on the quality of the streetscape.

27. To ensure duplex development is allowed wherever single-family detached homes are allowed in residential zones, per Oregon Administrative Rules (OAR 660-046). Duplex development shall be subject to development standards and procedures that are no more restrictive than those for single-family development in the same residential zone.

XX. Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.

XX. Continue to maintain and expand partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low- to moderate-income housing units, create opportunities for first-time homeownership, and help vulnerable homeowners stay in their homes.

XX. Employ strategies that support the Fair Housing Act and affirmatively further fair housing.

XX. Regularly monitor, and periodically update an inventory of buildable residential land.

XX. Encourage maintenance and rehabilitation of the existing housing stock and support local or regional programs that help provide funding for this purpose.

GOAL 10 IMPLEMENTING MEASURES

The following implementing measures are intended to allow the City to undertake specific

strategies or actions to provide for the range of housing types and densities in The Dalles identified in the Residential Land Needs Report (Volume II, Section XX of The Dalles CLUP). Appendix A to this plan also includes standards that apply to applications to amend comprehensive plan and zoning maps. They represent a menu of options to help meet these needs and objectives and are consistent with strategies identified in the City's adopted 2017 Housing Strategies Report. The ability to implement these actions will depend on the availability of adequate staffing and financial resources, as well as further guidance from and support by the Planning Commission and City Council, as well as other members of the community.

[Note: We recommend eliminating virtually all of the following existing measures shown with strikethrough text. They appear to be either outdated, unnecessary, overly specific, and/or duplicative of or potentially conflicting with standards in the City's Development Code. We recommend replacing them with the list of actions included at the end of this section with are generally consistent with strategies identified in the City's 2017 Housing Strategies Report.]

~~1.1 SINGLE FAMILY RESIDENTIAL MEASURES~~

- ~~• Variable lot dimensions can be used to allow flexibility in platting irregular blocks. A wide lot of 55 to 70 foot width can present the illusion of a larger house where lot depth may be 70 to 80 feet. Alternating narrow and wide lots can be used to accommodate different housing plans and appeal to target markets.~~
- ~~• Rental additions can be made to existing single family neighborhoods with reasonable design guidelines. A new, generally small rental or "studio" unit can be created by converting a garage, building over garages, dormer additions on second stories, or basement apartment conversions.~~
- ~~• Cluster housing can increase the standard single family densities of 6 units per acre to anywhere from 8 to 14 units by clustering homes together and sharing open spaces.~~
- ~~• Townhouses or row houses are the same, a single family attached dwelling with a common wall shared with other units. Typically these units are narrow (22' to 32' wide) arranged in clusters or rows of 2 to 10 units, producing densities of from 10 to 16 units per acre. Each townhouse and townhouse lot (2,000 to 3,500 square feet) is individually owned and may be sold or rented, appealing to many markets.~~
- ~~• Duplexes are allowed on any lot or parcel that permits single family dwellings in residential zones.~~

~~1.2 MULTIPLE FAMILY RESIDENTIAL MEASURES~~

- ~~• Garden Apartments or Condominiums are typically two to three stories, contain 10 or more rental units within a single building, but do not have an elevator. This is the most common type of apartment construction, yielding 15 to 20 units per acre. Individual units can also be individually owned, with a condominium association owning exterior and common elements of the building, and the site and parking area. Condominium ownership can be built into a new project, or an existing apartment building can be converted to condominium ownership.~~
- ~~• Mid-rise Apartments typically range from 4 to 8 stories in height and require service by an~~

elevator, and may be constructed to densities of 20 to 50 units per acre.

1.3 MIXED USE RESIDENTIAL MEASURES

- Mixed-Use (Commercial and Residential) developments can take many forms, including retail space on the ground floor with office space above, rental apartments above ground floor retail space, and structures combining offices and hotels or hotels and private residential units.
- These mixed uses are often targeted in downtowns and neighborhood commercial areas where "around the clock" pedestrian activities are desired. These developments are difficult to finance and often cannot be made profitable for one developer to undertake. There are few such projects in Oregon, and The Dalles should not rely on any significant movement toward this type of real estate product over the planning period. It is likely, however, that "Mom and Pop" type of store fronts and small retail operations can develop in homes designated for mixed use as an affordable small business opportunity. Mixed uses could also take the form of adjacent commercial and residential uses in separate buildings within a neighborhood center.
- Home Occupations can provide low overhead cost and assist in business start ups by allowing them to be operated from the home. These small scale businesses are typically allowed in residential zones, but require that the primary use of the premises remain residential. Careful regulation is needed to protect the residential character of neighborhoods while allowing reasonable business starts. Criteria generally focus on a list of allowable uses and conditions, or may be performance based (i.e., related to traffic and other impacts). In all cases, the home business is expected to move to a business zone when it outgrows the permit perimeters.

1.4 PLANNED DEVELOPMENT

- Planned development shall be located within areas designated Residential and Commercial on the Comprehensive Plan map. Such developments are intended to allow greater flexibility and creativity in construction, layout, and use.
- Planned developments for commercial uses shall be a minimum of 10 acres; development for residential uses shall be a minimum of 1 acre.
- Development shall be in keeping with the established character and general objectives of the designated area.
- Land area shall be dedicated as usable open space or dedicated as an environmental buffer from contiguous land uses. Areas of semi-public or public uses, such as recreation centers and laundry rooms, may be included as open space.
- Land structures not dedicated to the public but reserved for the common use of the owners or tenants shall be subject to control by an association of owners or tenants created to form a non-profit corporation subject to the laws of the State of Oregon.
- All utility lines shall be placed underground.
- Property line setbacks, building heights, parking requirements, street access, and other developmental requirements shall conform to those established for similar development in the base or underlying zone. Variances from the standard requirements shall be considered when it can be demonstrated that the design and use of the development satisfied the intent for planned developments to provide innovative solutions that benefit the property, neighborhood, or community.
- An impact statement shall be required of the proponent containing an analysis of the

~~social, environmental and economic impact of the proposed development upon the City of The Dalles.~~

- ~~○ The density of planned developments shall fall within the density range specified in the underlying zoning district.~~

1. A program of incentives and standards shall be prepared to encourage residential developments which achieve the types and densities of housing identified as needed in the Comprehensive Plan and HNA. Incentives may include "targeted" public improvements, density transfer or bonuses and other methods as appropriate. Standards are found in the base zoning district.
2. A "Neighborhood Center" overlay district has been applied in the vicinity of existing commercial districts along the 10th/12th corridor at Garrison Street, Kelly Avenue, Dry Hollow Road, and Webber Street and shall be applied at other locations throughout the City. A mix of residential, commercial and neighborhood-based service uses shall be encouraged within these neighborhood centers.
3. Monitor building permit activity and present an annual report to the Planning Commission describing how target ratios are being met.
4. Regularly update the City's buildable land inventory.
5. Complete a Housing Production Strategy and regularly update the strategy to address community need and priorities.
6. Review the City's System Development Charges (SDC) and other fees and consider implementing tiered fees based on home size and affordability targets.
7. Continue to expand the range of housing options that can be developed in residential areas throughout the City.
8. Evaluate and potentially implement financial strategies such as tax abatements, tax increment financing, reduced fees, or other strategies to reduce housing costs and improve the financial feasibility of developing housing affordable to low- and moderate-income households.
9. Provide information and education to homebuyers, renters, developers, and builders about strategies and opportunities to reduce and/or mitigate the cost of developing and/or obtaining needed housing.
10. Coordinate with the Mid-Columbia Housing Authority and Columbia Cascade Housing Corporation, private non-profit housing providers, and other federal, state, and regional agencies for the provision of affordable housing programs.
11. Encourage the development of affordable housing when opportunities arise to redevelop publicly owned properties.

12. Explore opportunities for and investigate and address potential regulatory or other barriers to development of alternative forms of housing such as single-room-occupancy housing, co-housing, or similar forms of housing.
13. Evaluate the potential impact of short-term rental housing on long-term rental housing costs and availability and consider requirements related to the registration of or limitations on short-term rental housing, if warranted by that analysis.
14. Work with the Mid-Columbia Housing Authority, Columbia Cascade Housing Corporation, Wasco County, and other local organizations to reduce and address houselessness and its impacts in The Dalles.

THE DALLES HOUSING NEEDS ANALYSIS (HNA)

PLANNING COMMISSION/ADVISORY COMMITTEE

WORK SESSION NOTES

AUGUST 3, 2023

Location: Hybrid – The Dalles City Hall and Zoom

Date: August 8, 2023

Josh Chandler, The Dalles' Community Development Director and Matt Hastie of MIG conducted a work session with The Dalles Planning Commission and other members of the project's Community Advisory Committee on August 3, 2023 to discuss and update of the City of The Dalles Housing Needs Analysis (HNA). The meeting agenda contained an introduction to the HNA, a project overview and description of the HNA, a review of key findings of the analysis conducted to date, and a summary of next steps.

Questions and comments from the group are summarized below.

Discussion and Questions

- **Buildable Lands Inventory (BLI)**

- What is the large area wetland shown as a wetland southeast of 7th and Snipe Road?
Response: This information is from the most recent national wetland inventory (NWI). The NWI shows this to be an 8.92 freshwater emergent wetland that was generated from infrared imagery from 1981. The development at this location likely occurred after 1981, filling in and/or paving over the wetland. In addition, that property is zoned for employment use so it is not included in the residential BLI. As a result, the presence of the wetland on the map doesn't have any impact on this project and likely has no impact on the use of the property.
- What is the difference between gross and net buildable acres? *Response: Gross buildable acres include land needed for roads and utilities. That area is subtracted out to arrive at net buildable acres.*

- **Housing and Residential Land Needs Projections**

- Is this analysis and associated information for the area within the City limits or within the City's urban growth boundary (UGB)? *Response: Most categories of data from the Census conform to the City boundary, as this is how the Census provides it. The analysis generalizes this to the broader area for many of the metrics. For key metrics such as*

- population, households, and housing units, a more precise count was done. The projected current and future housing needs are for the UGB as a whole.*
- How much land is needed for new housing? *Response: That will be one of the topics covered at the next meeting of the group. We will estimate the amount of land needed based on the number of projected new housing units and the average densities of development for different types of housing in each zoning designation. We'll summarize that information, as well as a comparison of land need and supply in the materials we send out before our next meeting.*
 - What do we mean by regional? How far are we looking beyond the City limits? *Response: We mean the area within the City's UGB. We don't look at land outside the UGB although we recognize that there is a larger regional housing market in the area, with some people living outside the UGB and working in The Dalles and other living in The Dalles and working elsewhere.*
 - Are we taking a holistic look at demographics and housing and land needs? For example, are you considering studies that say that people living closer together has an impact on declining birth rates? *Response: We use a combination of national and local demographic data to project future housing needs, including information about how age, income, and household size affect needs for specific types of housing. We look at information related to family size which includes info related to birth rates but we don't necessarily look specifically at the specific relationships you asked about.*
 - Did you project 2010 income data forward to 2023 or did you use 2020 data for that projection? *Response: The table in the presentation showed 2010 and 2023 (projected) data but I believe we used 2020 data to arrive at the 2023 projection. We showed the longer period in the presentation mainly to show the change over time.*
 - What are the Portland State University (PSU) projections based on? What kind of factors do they consider? Is it primarily a projection of past trends? *Response: In large part, PSU considers historical growth rates (over the last 20 years) and projects them forward. They do consider other factors and they coordinate with cities and counties as part of that process. The process starts at the County level to determine overall growth, which tends to be more accurate applied to the larger geography. The overall growth is distributed among localities based on past trends but any other foreseeable events that might impact that trend can also be addressed in this process. Growth projection reports prepared by PSU for Wasco County can be found at this Website: https://ondeck.pdx.edu/population-research/sites/g/files/znlldhr3261/files/2020-07/Wasco_Report_Final_2020.pdf.*
 - Why is there so much housing need at the upper end of the income spectrum (about 120% area medium income)? *Response: This is essentially a function of how households are distributed among different income ranges from a statistical perspective. Essentially about 40% of households are either below 80% area median income (AMI) and about 40% are above 120% AMI. The other approximately 20% fall into the 80-120% AMI range. Households below 80% AMI are considered low income (60-80% AMI), very low (30-60% AMI), or extremely low income (below 30% AMI). Households in the middle range are considered moderate income households; those above 120% are considered upper income households.*

- **Next Steps.** Matt summarized the following next steps:
 - Complete draft amendments to the City's Comprehensive Plan for review at the next meeting
 - Make any needed revisions to the HNA and BLI reports
 - Compare future land needs to future land supply and provide that information to the PC/CAC for review at our next meeting
 - Conduct briefing with City Council
 - Revise materials to reflect PC/CAC/CC guidance in advance of adoption hearings
 - Conduct adoption process with PC and City Council