

**AGENDA**

**PLANNING COMMISSION**

November 16, 2023

5:30 p.m.

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

Via Zoom

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

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

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

1. CALL TO ORDER
2. ROLL CALL
3. PLEDGE OF ALLEGIANCE
4. APPROVAL OF AGENDA
5. APPROVAL OF MINUTES – October 19, 2023
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. LEGISLATIVE HEARING
  - A. ZOA 108-22, City of The Dalles  
Request: Approval of proposed changes to The Dalles Municipal Code, Title 10 Land Use and Development pertaining to Recreation Vehicle Park regulations. The amendments include removing Recreational Vehicle (RV) parks from residential zoning districts, updating the application review processes, and altering the RV park design standards.
  - B. CPA 55-23, City of The Dalles  
Request: Approval of proposed changes to The Dalles Comprehensive Plan. The purpose is to revise Comprehensive Plan Goal 10 Housing. The amendments include text revisions and adoption of the Housing and Residential Land Needs Assessment and the Buildable Lands Inventory Update.

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**CITY OF THE DALLES**

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

8. RESOLUTION

- A. Resolution PC 620-23: Approval of zoning ordinance amendment no. 109-23 to change sections of The Dalles Municipal Code Chapter 10.12 (Recreational Vehicle Parks).
- B. Resolution PC 621-23: Approval of Comprehensive Plan Amendment No. 55-23 To Revise Comprehensive Plan Goal 10 (Housing) and adopt the Updated Housing and Residential Land Needs Assessment and The Buildable Lands Inventory.

9. DISCUSSION ITEM

10. STAFF COMMENTS / PROJECT UPDATES

11. COMMISSIONER COMMENTS / QUESTIONS

12. ADJOURNMENT

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Meeting conducted in a room in compliance with ADA standards.

Prepared by/  
Kaitlyn Cook, Senior Planner  
Community Development Department

## **MINUTES**

### **PLANNING COMMISSION MEETING**

October 19, 2023

5:30 p.m.

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

**PRESIDING:** Cody Cornett, Chair

**COMMISSIONERS PRESENT:** Addie Case, Philip Mascher, Maria Peña, Mark Poppoff  
(arrived at 5:38 p.m.), Nik Portela

**COMMISSIONERS ABSENT:** John Grant

**STAFF PRESENT:** Director Joshua Chandler, Special Counsel Chris Crean,  
City Attorney Jonathan Kara, Secretary Paula Webb

### **CALL TO ORDER**

The meeting was called to order by Chair Cornett at 5:31 p.m.

### **PLEDGE OF ALLEGIANCE**

Chair Cornett led the Pledge of Allegiance.

### **APPROVAL OF AGENDA**

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

### **APPROVAL OF MINUTES**

It was moved by Peña and seconded by Portela to approve the minutes of October 5, 2023 as submitted. The motion carried 6/0; Case, Cornett, Mascher, Peña, Poppoff and Portela voting in favor, none opposed, Grant absent.

### **PUBLIC COMMENT**

None.

## **QUASI-JUDICIAL PUBLIC HEARING**

APL 033-23, J.R. Zukin Corp. d/b/a Meadow Outdoor Advertising, 747 W. 2<sup>nd</sup> Street, 1N 13E 4 AA tax lot 200

Request: Appeal of the ministerial denial on February 27, 2023 of Sign Permit 2589-23, Meadow Outdoor Advertising, to replace an existing 8' x 16' billboard with a new, larger 8' x 24' billboard in a similar location.

Chair Cornett noted this public hearing was continued from September 7, 2023.

At the September 7, 2023 Planning Commission meeting, the Appellant's Counsel, Dunn Carney LLP, representing the Appellant, J.R. Zukin Corp. dba Meadow Outdoor Advertising, requested the opportunity to present additional evidence, arguments, or testimony regarding Appeal Application 033-23. Pursuant to ORS 197.797, the Planning Commission granted Appellant's request by leaving the record open until October 5, 2023, and scheduling its final deliberations on October 19, 2023. The public hearing component of the Appeal closed at the September 7, 2023 meeting. The following deliberation will cover public testimony and information in the September 7, 2023 agenda packet, as well as written testimony included in the October 19, 2023 agenda packet.

Chair Cornett invited deliberations.

Commissioner Mascher stated he remained stuck on the definition of distance versus a radius. He did not feel there was a compelling argument for a radius.

Commissioner Poppoff joined the meeting at 5:38 p.m.

Chair Cornett provided a lengthy description of a radius versus a linear measurement. He summarized, saying, "The Appellant's interpretation will allow a lot of signs, a sea of signs, in that area. I don't see how that could possibly be the intent of the Code when it was written."

Commissioner Mascher replied, the number of signs per mile would not change, but the intent of the law is for the experience of driving down a road. We do not want too many signs down one road. Chair Cornett agreed.

Commissioner Mascher asked why it would not make sense to apply the law with a linear measurement, if the experience we are after is not too many outdoor signs per road mile.

Chair Cornett replied a linear measurement used in a small area congested with multiple streets and intersections would result in an abundance of signs.

Commissioner Mascher asked about the change in precedence from past billboard approvals.

Chair Cornett replied there were 42 applications in the packet, each with a cover sheet. The cover sheet on each one contained a check box for "any notes that refer to eight per mile." Among all the applications submitted for these signs, only three approved applications refer to eight per mile. There is no recorded consistency in that eight per mile, or how that eight per mile was applied. There is no historical evidence that the Code was applied consistently.

Considering the Appellant's desired interpretation and how they think the Code was interpreted in the past, it means that a sign could be almost anywhere.

Commissioner Case asked if this would apply to updates on existing billboards. Chair Cornett said yes, unless the Code was changed. This is either yes or no; you either agree with the Appellant's interpretation fully, or if not, default to Staff's recommendation.

Commissioner Case said the sign was already there. The Appellant is replacing and making the sign larger. It was approved to be there.

Chair Cornett replied the sign is "existing non-conforming" and not the topic of the Appeal. None of this is about removing billboards; they can exist as existing non-conforming signs. As soon as it changes, a new permit is required. Cornett added if a specific number of signs were removed, the remaining signs may be in compliance. Again, that is not what we are deliberating.

Special Counsel Chris Crean responded to the question, "Why is this being treated as a new sign, rather than replacing a non-conforming sign?" Non-conforming standards do not allow the replacement of a non-conforming structure with a brand new structure. This is an application for a brand new sign at the location of the older sign. The sign is larger than the original sign, which is why it is being reviewed as an application for a new sign.

Commissioner Poppoff stated we probably need to replace the sign code, but that will not affect this particular application.

Commissioner Case requested clarification of the terminology. Chair Cornett replied denial of Appeal 033-23 means you are not in agreement with the Appellant's interpretation of the Code, and you are siding with the City's interpretation. Approval of the Appeal means you agree with the Appellant's interpretation of the Code, and you are not in agreement with the City's interpretation.

Commissioner Mascher asked if there was opportunity at this meeting for the Appellant to make their case. Chair Cornett replied the Appellant submitted their testimony at the September 7, 2023 meeting. At that meeting, the Appellant's counsel requested additional time to submit written testimony. All the information submitted is included in the agenda packet.

It was moved by Cornett and seconded by Portela to deny Appeal Application 033-23, J.R. Zukin Corp. dba Meadow Outdoor Advertising. The motion carried 3/2; Cornett, Poppoff and Portela voting in favor, Case and Mascher opposed, Peña abstained, Grant absent.

Special Counsel Crean stated a quorum was required for the vote to pass; four votes in agreement are required.

Commissioner Peña stated she would change her vote to deny the Appeal.

It was moved by Cornett and seconded by Portela to deny Appeal Application 033-23, J.R. Zukin Corp. d/b/a Meadow Outdoor Advertising. The motion carried 4/2; Cornett, Peña, Poppoff and Portela voting in favor, Case and Mascher opposed, Grant absent.

## **RESOLUTION**

Resolution PC 618A-23: Denial of APL 033-23, J.R. Zukin Corp. d/b/a Meadow Outdoor Advertising

It was moved by Portela and seconded by Cornett to adopt Resolution PC 618A-23, denial of APL 033-23, J.R. Zukin Corp. d/b/a Meadow Outdoor Advertising. The motion carried 4/0; Cornett, Peña, Poppoff and Portela voting in favor, Case and Mascher opposed, Grant absent.

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

Director Chandler noted two future legislative hearings. The November 2, 2023 legislative hearing will adopt the Housing Needs Analysis. The following meeting, November 16, 2023, will address changes to the RV Park Code. The big change will be requiring a communal restroom facility; the allowance for an individual to pipe sewer to each space will be removed. Facilities connected to each individual space are considered by the State as housing. The amended Code will remove current restrictions, and view the use as commercial rather than residential. The new changes will have no impact on existing RV Parks.

Commissioner Mascher stated it would make development of RV Parks in the Commercial District less expensive and easier.

#### **COMMISSIONER COMMENTS / QUESTIONS**

Chair Cornett thanked the Commission for their diligent thought and participation in the meeting.

#### **ADJOURNMENT**

Chair Cornett adjourned the meeting at 6:03 p.m.

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Submitted by/  
Paula Webb, Secretary  
Community Development Department

SIGNED: \_\_\_\_\_

Cody Cornett, Chair

ATTEST: \_\_\_\_\_

Paula Webb, Secretary  
Community Development Department



## CITY of THE DALLES

313 COURT STREET  
THE DALLES, OREGON 97058

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

# STAFF REPORT

## Comprehensive Plan Amendment 55-23

**HEARING DATE:** November 16, 2023

**HEARING BODY:** Planning Commission

**PROCEDURE TYPE:** Legislative

**REQUEST:** Approval of proposed changes to The Dalles Comprehensive Plan. The purpose is to revise Comprehensive Plan Goal 10 Housing. The amendments include text revisions and adoption of the Housing and Residential Land Needs Assessment and the Buildable Housing Needs Analysis Update.

**PROPERTIES:** All properties located within the Urban Growth Boundary.

**APPLICANT:** City of The Dalles, Community Development Department

**PREPARED BY:** Kaitlyn Cook, Senior Planner

**BACKGROUND:** Beginning in spring 2023, the City of The Dalles, with assistance from MIG and Johnson Economics, began a series of discussions on a regional Housing Needs Analysis (HNA) update that will serve as a critical tool for making informed decisions and developing strategies to address citywide housing issues more effectively. This work will help provide an understanding of housing needs, support data-driven decision-making, plan for future growth, and foster collaboration among stakeholders.

The City last completed a HNA in 2016 with assistance from Angelo Planning Group and Johnson Economics through a Technical Assistance Grant from the Department of Land Conservation.

For this update, a dedicated Advisory Committee was formed, comprising volunteers who represent a spectrum of housing interests, spanning from subsidized housing providers to market-rate developers. This committee collaborated closely with the Planning Commission during the

August 3 and 17, 2023 Planning Commission meetings, to deliberate on and supervise the HNA, Buildable Lands Inventory (BLI), and Comprehensive Plan amendments. With input received from these various stakeholders, staff presented these documents for discussion at the September 25, 2023 City Council meeting. During this meeting, staff received comments, which were then incorporated into the final documents, subsequently presented for review by the Planning Commission. The update includes the following primary components:

- **Housing Needs Projections.** This includes an estimate of current needs and a projection of future needs. The analysis incorporates a demographic and economic analysis of the community and, per state law, relies on population projections prepared by the Portland State University Population Research Center. The analysis projects needed housing by type and income level. The analysis also identifies future land needs associated with housing.
- **Buildable Lands Inventory.** The BLI identifies the location and character of vacant and partially vacant residential land considered “buildable”, and which has the capacity to meet future housing needs during the next 20 years. The analysis is guided by fairly specific and prescriptive state rules related to the definition and analysis of buildable lands.
- **Comprehensive Plan Amendments.** The project team prepared a set of proposed amendments to Goal 10 *Housing* of The Dalles Comprehensive Plan, including:
  - *Background.* A new section includes updated narrative which summarizes the information in the new HNA documents.
  - *Goals and Policies.* These have been updated to reflect the needs identified in the current HNA, reflect current best practices for housing development and zoning, and eliminate outdated or already completed housing policies.
  - *Implementing Measures.* These have been revised to reflect recommendations in the current HNA, eliminate outdated or already completed measures, and reduce conflicts between this document and The Dalles Municipal Code.

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

### **NOTIFICATION:**

Pursuant to TDMC 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on November 1, 2023, more than ten days prior to the November 16, 2023 Commission hearing. The agenda meeting packet was sent to the Wasco County Planning Department and posted on the City’s website on November 9, 2023. All City Council and Commission meetings are open to the public and allow the opportunity to provide testimony on all proposed amendments. Additionally, a notice of the proposed amendments was submitted to the Department of Land Conservation and Development on September 15, 2023, more than 35 days prior to the November 16, 2023 hearing. To date, no comment was received.



### **COMMENTS:**

No comment received as of the date this report was published (November 9, 2023).

### **REVIEW:**

See *Exhibit A*.

### **PROPOSED AMENDMENTS:**

The proposed amendments for Comprehensive Plan Amendment CPA 55-23 are included as *Exhibit B*. All proposed amendments are subject to revision or deletion. The Commission will forward a recommendation on the amendments to the City Council. Final decision on all proposed amendments are made by the City Council.

### **RECOMMENDATION:**

1. ***Staff recommendation:*** Move to recommend to City Council the approval of Comprehensive Plan Amendment 55-23, adopting amendments and findings attached herein.
2. Move to recommend to City Council the approval of a modified Comprehensive Plan Amendment 55-23, after adopting any changed amendments or findings discussed at the regular November 16, 2023, Planning Commission meeting.
3. Decline adoption and provide additional direction.

### **ATTACHMENTS:**

- Attachment #1 – **Exhibit A:** *Findings of Fact and Conclusions of Law for Comprehensive Plan Amendment 55-23.*
- Attachment #2 – **Exhibit B:** *Proposed Amendments for Comprehensive Plan Amendment 55-23.*

# EXHIBIT A

## Findings of Fact and Conclusions of Law for Zoning Ordinance Amendment 109-23

### **City of The Dalles Municipal Code, Title 10 Land Use and Development**

#### **Section 10.3.110.030 Review Criteria**

*Proposed text amendments shall be consistent with the Comprehensive Plan, and State Laws and Administrative Rules, including the State Transportation Planning Rule OAR 660-012-0060. Proposed text amendments shall be consistent with the adopted Transportation System Plan and the planned function, capacity, and performance standards of the impacted facility or facilities. Requirements of the State Transportation Planning Rule shall apply to those land use actions that significantly affect the transportation system, as defined by OAR 660-012-0060.*

**FINDING #1:** Staff will address consistency with the Comprehensive Plan, State Laws, and Administrative Rules in subsequent findings. **Criterion met.**

### **City of The Dalles Comprehensive Plan**

**Goal #1. Citizen Involvement.** *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

**Policy 3.** *The land-use planning process and policy framework shall include opportunity for citizen input as a part of the basis for all decisions and actions related to the use of land.*

**FINDING #2:** Pursuant to TDMC 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on November 1, 2023, more than ten days prior to the November 16, 2023 Planning Commission hearing. The agenda meeting packet was sent to the Wasco County Planning Department and posted on the City's website on November 9, 2023. Additionally, a notice of the proposed amendments was submitted to the Department of Land Conversation and Development on October 12, 2023, 35 days prior to the November 16, 2023 hearing.

Prior to the July 20, 2023 Planning Commission hearing, a Ballot Measure (BM) 56 notice was mailed to all affected property owners within the High Density (RH) and Medium Density (RM) Residential zoning districts. The City determined a BM 56 notice was required for the first evidentiary hearing, pursuant to Oregon Revised Statue (ORS) 227.186, for the adoption of this ordinance as it may affect the uses and property values of the RM and RH zones. These proposed code amendments would not allow for RV Parks to develop in the zones where affected property owners own property. The BM 56 notice was available in both English and Spanish, and was mailed on June 26, 2023. A BM 56 notice was not required for the November 16, 2023 Planning Commission hearing as it was already noticed for the first public hearing.

**Criterion met.**

**Goal #2. Land Use Planning.** *To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Policy 6.** *Implement this Plan through appropriate ordinances and action. Implementing measures shall be developed to allow administrative review and approval authority.*

**FINDING #3:** The proposed amendment implementation process is consistent with the legislative application process outlined in TDMC 10.3.110.030, and follows proper noticing requirements of TDMC 10.3.020.060. These amendments will remove RV parks as conditional uses in all zoning districts and permit their development outright through an administrative land use process. Doing so will reduce the need for Planning Commission review of all proposals. These amendments will help to streamline the planning process and reduce delays in obtaining development approvals. **Criterion met.**

*Policy 8. Implementing ordinances shall be consistent with this plan.*

**FINDING #4:** See Finding #3.

***Goal #5: Open Spaces, Scenic And Historic Areas, And Natural Resources.*** *To conserve open space and protect natural and scenic resources.*

*Policy 6. Protect and enhance Mill Creek, Chenoweth Creek, Fifteen Mile Creek and Three Mile Creek for their natural and recreational values.*

**FINDING #5:** The proposed amendments prohibit any RV space from developed within the 100-year floodplain, stream corridor, or wetland. This criterion will help to mitigate the impact of environmentally sensitive areas and preserve the natural and recreational values of area waterways. **Criterion met.**

*Policy 7. Protect wetlands that appear on the National Wetlands Inventory (NWI), by referring proposals to fill within such sites to the Department of State Lands (DSL) in accordance with ORS 227.350. The City shall coordinate with DSL in requiring a site-specific wetlands analysis (delineation) prior to construction.*

**FINDING #6:** See Finding #5. **Criterion met.**

***Goal #9: Economic Development***

*Policy 17. Review and revise administrative policies and procedures to streamline the planning process and reduce delays in obtaining development approvals.*

**FINDING #7:** See Finding #3. **Criterion met.**

### **Oregon Revised Statute (ORS)**

#### ***ORS 197.493 Placement and occupancy of recreational vehicle***

*A state agency or local government may not prohibit the placement or occupancy of a recreational vehicle, or impose any limit on the length of occupancy of a recreational vehicle as a residential dwelling, solely on the grounds that the occupancy is in a recreational vehicle, if the recreational vehicle is:*

- (a) Intentionally left blank —Ed.*
  - (A) Located in a manufactured dwelling park, mobile home park or recreational vehicle park;*
  - (B) Occupied as a residential dwelling; and*
  - (C) Lawfully connected to water and electrical supply systems and a sewage disposal system; or*

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

*(A) The dwelling has been repaired or replaced and an occupancy permit has been issued;*

*(B) The local government makes a determination that the owner of the dwelling is unreasonably delaying in completing repairs or replacing the dwelling; or*

*(C) Twenty-four months after the date the dwelling first became uninhabitable.*

*(2) Subsection (1) of this section does not limit the authority of a state agency or local government to impose other special conditions on the placement or occupancy of a recreational vehicle. [2005 c.619 §12; 2021 c.235 §1]*

**FINDING #8:** The proposed amendments require that all new RV parks establish and maintain a private utility system for all park utilities. Each RV space may provide water and electrical connections, but no RV space may be connected to the sewage disposal system. All RV parks will be required to provide ADA accessible communal restroom and shower facilities for the benefit of the proposed park. By prohibiting full utility connections at each RV space, the City may limit the length of stay for guests with these proposed code amendments. Staff found that the proposed amendments comply with the standards as described in ORS 197.493. **Criterion not applicable.**

### **Oregon Administrative Rules (OAR)**

#### ***OAR 660-012-0060***

##### ***Plan and Land Use Regulation Amendments***

**FINDING #9:** By removing RV parks from residential zones, Staff anticipates a lessening of the impact of these uses, and large RVs, on local and residential roadways. Staff found that the proposed changes do not affect an existing or planned transportation facility; therefore, OAR 660-012-0060 is not applicable to this zoning ordinance amendment. **Criterion not applicable.**

#### ***OAR 918-650***

##### ***Recreational Vehicle Parks and Organizational Camps***

**FINDING #10:** OAR 918-650 establishes the State rules and regulations for recreation parks and organizational camps. Staff referenced these rules for guidance and consistency in drafting the proposed amendments. Multiple TDMC RV park design standards are those included in the existing OAR. Staff found these proposed amendments comply with OAR 918-650. **Criterion met.**

**EXHIBIT B**  
Proposed Amendments, *Draft Edits*  
Zoning Ordinance Amendment 109-23

**The Dalles Municipal Code**

**10.2.030 Meaning of Specific Words and Terms**

**Recreational Vehicle (RV).** A travel trailer, truck camper, van, tent trailer, motor home, or other unit that is transportable over public highways and may or may not contain facilities for sleeping, food preparation, or waste disposal. Such a vehicle is not designed for attachment to the land.

**Recreational Vehicle Park (RV park).** A lot or tract of land where the primary use is for temporary parking, on a fee or other basis, of occupied recreational vehicles.

**Shade Trees:** A tree that matures with a height of more than 40 ft. whose primary role is to provide shade in the surrounding environment with a distinct canopy.

#

**Chapter 10.12 RECREATIONAL VEHICLE PARKS**

10.12.010 Purpose

10.12.020 Zoning

10.12.030 Review Process

10.12.040 Review Criteria

10.12.050 Development Standards

10.12.060 Park Operations

10.12.070 Length of Stay

10.12.080 Revocation Process

**10.12.010 Purpose**

The provisions in this Chapter are intended to ensure a safe and healthful environment in recreational vehicle parks, to protect the general public health, safety and welfare, and to describe the requirements for recreational vehicle park development for commercial use.

### **10.12.020 Zoning**

Recreational vehicle parks (RV parks) are permitted outright in the CG (General Commercial), CR (Recreational Commercial), CLI (Commercial Light Industrial) and I (Industrial) zones.

### **10.12.030 Review Process**

Recreational vehicle park applications shall be reviewed per the provisions of Article 3.030: Site Plan Review.

### **10.12.040 Review Criteria**

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

- A. Plan Set, consistent with the requirements of Article 6.180. Plan Set must include all development standards included within 10.12.050.
- B. Operational Plan, in narrative form. Operational Plan must clearly address park operations (10.12.060), length of stay requirements (10.12.070), and any other applicable information.

### **10.12.050 Development Standards**

- A. Laws and Regulations. All the requirements of federal, state, and local laws and regulations shall be met. Refer to Oregon Revised Statutes Section 455.680 and Oregon Administrative Rules Chapter 918, Division 650 for State of Oregon requirements for RV parks.
- B. Hazards to Property and Occupants. The condition of soil, groundwater level, drainage, and topography shall not create hazards to the property or the health and safety of occupants. Park sites shall not be located in areas prone to erosion or exposed to objectionable smoke, noise, odors, or other adverse influences.
- C. Prohibited Siting. No RV spaces or park building may be located within the following areas:
  - 1. 100-year floodplain (as determined by the Federal Emergency Management Agency).
  - 2. Stream corridors (as defined in Article 5.130).
  - 3. Wetlands (as determined by the Oregon Department of State Lands).
- D. Park Building Setbacks. Setbacks shall be the same as the setbacks required by the zone district.
- E. Spacing. RV spaces must be no less than 10' from one another. No RV space may be located less than 10' from neighboring property lines and 15' from the public right-of-way.
- F. Access.
  - 1. Access to an RV park shall be from an arterial or collector street.

2. In order to facilitate ease of entry and exit, the Planning Commission may authorize a wider driveway entrance than is otherwise provided for in this Title.
  3. Park access connections to public streets shall meet the requirements of Article 6.050: Access Management.
  4. For RV parks of 10 or more spaces, at least two vehicular access points shall be provided. Each exit shall be no closer than 75 feet (edge to edge) from any other exit.
  5. All Plan Sets must include functional turning templates/turning radii which demonstrate entry and exit into the park and spaces specifically designed to accommodate the anticipated types of RVs within the park.
- G. Screening. Park perimeter screening shall meet the applicable requirements of Section 10.6.010.050: Screening—Hedges, Fences, Walls other than Retaining Walls, Berms and the following provisions; provided, however, the following provisions control in the event of any inconsistency with the requirements specified in Section 10.6.010.050:
1. Perimeter Screening Adjacent to Abutting Properties. A sight-obscuring fence, wall, evergreen hedge, or combination of screening/planting shall surround each RV park, except as specified in subsection 2 below for parks adjacent to public streets, and shall meet the following requirements:
    - a. Perimeter screening shall not be place in any residential setbacks.
    - b. Landscaping consistent with Article 6.010 shall be provided in the required setbacks areas, and shall be used to reinforce perimeter screening.
    - c. Walls or fences shall be 6 feet in height. Evergreen hedge plantings shall be at least 6 feet in height at time of planting, and be maintained in a healthy, living condition.
  2. Perimeter Screening Adjacent to Public Streets. A 6-foot high sight-obscuring screen shall be provided using fencing and vegetation and/or an earthen berm and vegetation as follows:
    - a. Fencing. Any fence shall have an average 15-foot setback from the public right-of-way and shall meet the requirements of Article 6.100: Vision Clearance. Fencing closer than 15 feet to the public right-of-way shall conform to the subject zoning district's restrictions on front yard fencing. Fences and walls over 100 feet in length (of a single run) shall be designed to prevent visual monotony through use of offsets, changes of materials and textures, or landscaping.
    - b. Berms. Earthen berms up to 6 feet in height may be used to comply with screening requirements. The slope of the berm may not exceed 2:1, the top of the berm shall be relatively flat, and the faces of the slope shall be planted with ground cover, shrubs, and trees.
- H. Surfacing. All RV parks must be surfaced per the following standards:
1. RV spaces shall be covered with crushed gravel or paved with asphalt, concrete or similar material.
  2. Non-recreational vehicle parking, internal roadways, and vehicle maneuvering areas must be paved with asphalt, concrete, or similar material.

3. All areas must be designed to provide for the control of runoff, surface water, dust, and mud.
- I. Non-Recreational Vehicle Parking Requirement. In addition to the number of parking spaces required for park administration, there shall be a minimum of 0.5 and a maximum of 1.5 parking spaces per RV space. Parking areas shall meet all of the requirements of Article 7.030: General Design Standards for Surface Parking Lots.
- J. Landscaping. All areas not occupied by park buildings, streets, RV spaces, non-recreational vehicle parking spaces, outdoor patios, and common areas shall be landscaped per the provisions of Article 6.010: Landscaping. A landscape plan shall be included with the Plan Set and must include internal shade trees at a rate of 1 tree per 5 RV spaces.
- K. Pedestrian Circulation. To ensure pedestrian connectivity, all RV parks must include an internal pedestrian walkway connecting to the adjacent public sidewalk. The walkway must be separated from vehicle parking and maneuvering areas by grade, different paving material, or landscaping throughout the park.
- L. Utilities. All RV parks may establish and maintain a private utility system for all park utilities. Each RV space may be provided water and electrical connections; however, no sewer connections may be provided to any RV space. RV parks must provide ADA accessible communal restroom and shower facilities.
- M. Lighting. Lighting sources shall be shielded, and arranged so as not to produce glare in any public right-of-way or adjacent property.
- N. Refuse Collection.
  1. Minimum Requirements. RV parks must provide and make available a minimum of one 30-gallon refuse container for each four RV spaces and each refuse container shall be located within 300 feet of each RV space.
  2. Screening. Refuse storage facilities shall be screened by a solid wall, fence, evergreen hedge, or a combination of these methods. Screening shall be designed to screen the refuse storage area from public streets and adjacent properties.
  3. Placement. All refuse collection containers shall be placed on concrete pads. Pads shall have a positive surface drainage.

### **10.12.060 Park Operations**

All RV parks must comply with the following operational standards:

- A. Each RV park shall at all times keep an orderly appearance and remain free of litter, junk, and refuse.
- B. On-site Park Host. Each RV park must provide an on-site RV park host available 24/7 for maintenance, security, and enforcement purposes. Host contact information must be conspicuously displayed throughout the park.
- C. Hours. Each RV park must establish and conspicuously display operational hours and quiet hours. All RV check-in and check-out times may not occur with designated quiet hours.



- D. Storage. There shall be no outside storage of materials or equipment belonging to the park or to any of the guests.
- E. Noise. Noise impacts shall be consistent with Section 5.08.020.
- F. External Generators. Use of external generators is prohibited.

#### **10.12.070 Length of Stay**

The RV park Operational Plan must state the total number of spaces and clearly label each space in the Plan Set and on-site. No occupant may stay in any space for more than 30 days. All spaces are required to pay Transient Room Taxes for each nightly stay per the provisions of Chapter 8.04: Transient Room Tax.

All RV park operators must submit to the Finance Department a monthly report of nightly stays. Report must clearly designate the total number of nightly stays and total amount of Transient Room Taxes. Failure to submit monthly reporting may result in the revocation of the RV park's land use approval per the provisions of Section 10.12.080.

#### **10.12.080 Revocation Process**

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

- A. Failure to Meet Conditions. Any conditions of approval have not or are not being met.
- B. Failure to Build According to Plans. The project is not constructed in accordance with all approved plans.
- C. Erroneous Information. The City issued the permit on the basis of erroneous or misleading information or a material misrepresentation.

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

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#### **10.3.020.050 Quasi-Judicial Actions**

- A. Decision Types. Quasi-judicial actions include, but are not limited to, the following:
  - 1. Site Plan Review (Article 3.030).
  - 2. Conditional Use Permits (Article 3.050).
  - 3. Variances (Article 3.070).

4. Nonconforming Uses (Article 3.090).
5. Home Business Permits (Article 6.020).
6. Subdivisions (Article 9.040).
7. Zone Changes (Article 3.100).
8. Any public hearing of an administrative action at the request of the Commission, the Director, or the applicant, or parties of record raising legitimate criteria.

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#### **10.5.020.090 Exceptions to Standards**

##### **C. Setbacks.**

2. Setback Averaging. (Note: Does not apply to mobile home parks). The front yard setback and the garage/carport entrance setback may be reduced to the average of the respective setbacks of the abutting lots.

#

#### **10.5.030.070 Design Standards**

These design standards do not apply to manufactured dwelling parks, which are instead subject to the provisions of Chapter 10.11 - Manufactured Dwelling Parks. All other development shall be subject to the following:

#

#### **10.5.030.090 Exceptions to Standards**

##### **C. Setbacks.**

3. Setback Averaging. (Note: Does not apply to mobile home parks.). The front yard setback and the garage/carport entrance setback may be reduced to the average of the respective setbacks of the abutting lots.

-

##### **E. Building Orientation.**

1. Planned Development, Subdivisions, Mobile Home Parks. Planned development, subdivisions, and mobile home parks may be exempt from the building orientation requirement.

#

#### **10.5.070.020 Permitted Uses**

- A. Primary Uses Permitted Outright. The following primary uses shall be subject to the provisions of Article 3.030: Site Plan Review, and all other applicable requirements of this Title and other City ordinances:

1. Agricultural sales and service, including feed and seed stores, nurseries, greenhouses, landscape supplies, and garden centers.
2. Animal sales and services (pet stores, grooming, kennels, veterinary).

3. Automobile and heavy/light equipment repair, sales and services, including rental agencies, detailing, service stations, body shops, auto painting, and machine shops, on site only except during community events.
4. Child care center, as defined in Chapter 10.2 - Definitions.
5. Contractor shops, offices, and storage areas.
6. Engineering, research and development.
7. Food services (including restaurants, cafeterias, bakeries, catering, and take-out operations).
8. Hotels and motels.
9. Laundromats and dry cleaners, including industrial operations.
10. Light manufacture, assembly, and packaging of goods or products which can be performed with minimal adverse impact on, and poses no special hazard to, the environment and the community.
11. Liquor stores, taverns, lounges and bars.
12. Manufactured home sales, including demonstration units (not to be actual dwelling units).
13. Markets and grocery stores.
14. Medical and Dental Offices, Clinics, Laboratories, and Medical Marijuana Dispensaries. An application for a medical marijuana dispensary shall also comply with the following criteria:
15. Personal care services such as barber shops and salons.
16. Printing and publishing.
17. Professional and administrative offices and services.
18. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions of Section 10.5.070.030: Conditional Uses of this Article).
19. Public and private parking lots, subject to the provisions of Chapter 10.7 - Parking Standards.
20. Public and private transportation depots and terminals, passengers and freight.
21. Recreation facilities (commercial - indoor), including health and athletic clubs, bowling alleys, skating rinks, shooting ranges, movie theaters including multiplexes, and game rooms.
22. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.
23. Residential dwelling for security and maintenance personnel, limit 1 dwelling per site.
24. Retail uses, including shopping centers.

25. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
26. Warehousing, storage, and distribution of equipment, commodities and products in an enclosed area, including mini-storage facilities.
27. Wholesale uses.
28. Recreational Marijuana Facilities. An application for a retail marijuana facility shall also comply with the following criteria:
29. Shelter housing.
30. Other uses determined by the Director to be similar to the above uses.

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#### **10.5.070.030 Conditional Uses**

The following conditional uses are allowed subject to review and approval, per the appropriate provisions of either Article 3.050: Conditional Use Permits or Article 3.060: Administrative Conditional Use Permits:

- A. Community facilities sites, subject to the provisions of Article 5.100: Community Facilities Overlay District.
- B. The production, processing, storage, and wholesaling of recreational marijuana, subject to the following additional provisions:
- C. Planned development, subject to the provisions of Article 9.050: Planned Development.
- D. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
- E. Other uses determined by the Commission to be similar to the above uses.
- F. Adult Business. An application for an adult business shall also comply with the following criteria:
- G. The production, processing, storage, and wholesaling of medical marijuana, including a non-personal medical marijuana grow operation, subject to the following additional provisions:

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#### **10.5.080.020 Permitted Uses**

- A. Primary Uses Permitted Outright. The following primary uses shall be processed per the provisions of Article 3.030: Site Plan Review:
  1. Retail uses, excluding shopping centers. If over 15,000 square feet must get a conditional use permit.
  2. Conference, visitors, and convention centers.
  3. Hotels, motels, and campgrounds.
  4. Light industrial (campus setting or compatible with commercial and recreational uses).

5. Recreational facilities.
6. All dwellings, as defined by this Title, so long as the ground floor is a permitted commercial use.
7. Restaurants.
8. Service and administrative offices.
9. Public and private parking lots and structures, in accordance with Chapter 10.7 - Parking Standards.
10. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions Section 10.5.080.030: Conditional Uses below).
11. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.
12. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
13. Other uses determined by the Director to be similar to the above uses.

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#### **10.5.080.070 Exceptions to Standards**

- B. Parking. The following permitted and conditional uses may be exempted from the off-street parking requirements of this Title as follows:
  2. Bicycles Only.
    - a. Hotels and motels.
    - b. Campgrounds.

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#### **10.5.090.020 Permitted Uses**

- A. Primary Uses Permitted Outright. The following primary uses shall be subject to the provisions of Article 3.030: Site Plan Review, and all other applicable requirements of this Title and other City ordinances:
  1. Auto body shops, auto painting, and machine shops.
  2. Circus or like activity (limited to 4 events per year per site).
  3. Feed, seed and fuel stores (excluding bulk storage of petroleum or gas, which shall be processed as a conditional use per Section 10.5.090.030: Conditional Uses of this Article) located wholly within completely enclosed buildings. Packaged materials may be stored in an enclosed yard.
  4. Food production and manufacturing.
  5. Food services (including restaurants, cafeterias, bakeries, catering, and take-out operations).

6. Heavy equipment sales and service, on site only.
7. Laundry and cleaning service industries.
8. Manufacturing, fabricating, processing, repair, engineering, research and development, assembly, wholesale, transfer, distribution, and storage uses (except manufacture of explosives, the slaughter of animals, and the rendering of fats).
9. Printing and publishing.
10. Public and private parking lots.
11. Public and private vehicle servicing and fueling stations.
12. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions of Section 10.5.090.030: Conditional Uses of this Article).
13. Railroad yards and spurs, shipyards, and commercial docking facilities.
14. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.
15. Rock, sand, and gravel cleaning, crushing, processing, and assaying.
16. Rodeo grounds.
17. Storage and maintenance yards.
18. Transportation facilities.
19. Truck stop facility, including incidental community uses, such as restaurant, fuel, and shower facilities.
20. Veterinary services, kennels, and fish hatcheries.
21. Warehouses.
22. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
23. Other uses determined by the Director to be similar to the above uses.

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#### **10.5.090.060 Exceptions to Standards**

- A. Parking. The following permitted and conditional uses may be exempted from the off-street parking requirements of this Title as follows:
  1. Vehicles and Bicycles.
    - a. Uses which the Director determines have no employees on site and are not open to the public.
    - b. Wireless communication facilities.

#

### 10.7.060.010 Minimum and Maximum Off-Street Parking Requirements

Use Type	Auto Parking		Bicycle Parking
	Minimum	Maximum	
COMMERCIAL			
Recreational Vehicle Parks (auto vehicle parking; RV park buildings shall be calculated per use type)	0.5 space/RV space	1.5 spaces/RV space	None

**EXHIBIT C**  
Proposed Amendments, *Draft Edits*  
Zoning Ordinance Amendment 109-23

**The Dalles Municipal Code**

**10.2.030 Meaning of Specific Words and Terms**

**Recreational Vehicle (RV).** A travel trailer, truck camper, van, tent trailer, motor home, or other unit that is transportable over public highways and may or may not contain facilities for sleeping, food preparation, or waste disposal. Such a vehicle is not designed for attachment to the land.

**Recreational Vehicle Park (RV park).** A lot or tract of land where the primary use is for temporary parking, on a fee or other basis, of occupied recreational vehicles.

**Shade Trees:** A tree that matures with a height of more than 40 ft. whose primary role is to provide shade in the surrounding environment with a distinct canopy.

#

**Chapter 10.12 RECREATIONAL VEHICLE PARKS**

10.12.010 Purpose

10.12.020 Zoning

10.12.030 ~~Development Standards~~Review Process

10.12.040 ~~Landscaping~~Review Criteria

10.12.050 ~~Park Maintenance and Storage~~Development Standards

10.12.060 ~~Length of Stay~~Park Operations

10.12.070 ~~Review Process~~Length of Stay

10.12.080 ~~Review Criteria~~Revocation Process

**10.12.010 Purpose**

The provisions in this Chapter are intended to ensure a safe and healthful ~~living~~ environment in recreational vehicle parks, to protect the general public health, safety and welfare, and to describe the requirements for recreational vehicle park development for commercial use.



## 10.12.020 Zoning

Recreational vehicle parks (RV parks) are ~~allowed-permitted~~ outright in the CG (General Commercial), CR (Recreational Commercial), ~~and~~ CLI (Commercial Light Industrial) ~~and I (Industrial)~~ zones. ~~RV parks are allowed conditionally in the I (Industrial), NC (Neighborhood Center Overlay), RH (High Density Residential), and RM (Medium Density Residential) zones.~~

## 10.12.030 ~~Development Standards~~Review Process

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

- ~~A. Laws and Regulations. All the requirements of federal, state, and local laws and regulations shall be met. Refer to Oregon Revised Statutes Section 455.680 and Oregon Administrative Rules Chapter 918, Division 650 for State of Oregon requirements for RV parks.~~
- ~~B. Hazards to Property and Occupants. The condition of soil, groundwater level, drainage, and topography shall not create hazards to the property or the health and safety of occupants. Park sites shall not be located in areas exposed to objectionable smoke, noise, odors, or other adverse influences. No portion of any park subject to unpredictable or sudden flooding, subsidence, or erosion shall be used for any purposes which would expose persons or property to hazards.~~
- ~~C. Setbacks. Setbacks shall be the same as the setbacks required by the zone district.~~
- ~~D. Access in Residential Zones.~~
  - ~~1. Access to an RV park shall be from an arterial or collector street, or shall be from a street with sufficient width and ease of access to allow any RV to enter and exit without causing undue traffic problems. If the access is not from an arterial or collector street, each access shall be evaluated on a case-by-case basis to determine if access is adequate for the type of RV which is anticipated to enter into, and exit from, the RV park. The evaluation will include on-street parking allowances and the condition of the street.~~
  - ~~2. In order to facilitate ease of entry and exit, the Planning Commission may authorize a wider driveway entrance than is otherwise provided for in this Title.~~
  - ~~3. Park access connections to public streets shall meet the requirements of Article 6.050: Access Management.~~
  - ~~4. For RV parks of 10 or more spaces, at least 2 vehicular exits shall be provided in every park. Each exit shall be no closer than 75 feet (edge to edge) from any other exit.~~
- ~~E. Screening. Except for the access roadway into the park, the park shall be screened with vegetation on all sides abutting rights-of-way or neighboring properties per the provisions of Section 10.11.050: Park Perimeter Screening.~~
- ~~F. Surfacing. All spaces for RVs shall be covered with crushed gravel or paved with asphalt, concrete or similar material and be designed to provide for the control of runoff or surface~~

~~water. The part of the space which is not occupied by the RV, not intended as an accessway to the RV or part of an outdoor patio, need not be paved or covered with gravel provided the area is landscaped or otherwise treated to prevent dust or mud.~~

~~G. Non-Recreational Vehicle Parking Requirement. In addition to the number of parking spaces required for park administration, there shall be a minimum of 0.15 and a maximum of 1 parking spaces per RV space. Parking areas shall meet all of the requirements of Article 7.030: General Design Standards for Surface Parking Lots.~~

#### **10.12.040 Landscaping Review Criteria**

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

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

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

~~All areas not occupied by buildings, streets, and RV spaces shall be landscaped per the provisions of Article 6.010: Landscaping. A landscape plan is required prior to the City signing a building permit application. The landscaping plan will include internal shade trees.~~

#### **10.12.050 Park Maintenance and Storage Development Standards**

A. Laws and Regulations. All the requirements of federal, state, and local laws and regulations shall be met. Refer to Oregon Revised Statutes Section 455.680 and Oregon Administrative Rules Chapter 918, Division 650 for State of Oregon requirements for RV parks.

B. Hazards to Property and Occupants. The condition of soil, groundwater level, drainage, and topography shall not create hazards to the property or the health and safety of occupants. Park sites shall not be located in areas prone to erosion or exposed to objectionable smoke, noise, odors, or other adverse influences.

C. Prohibited Siting. No RV spaces or park building may be located within the following areas:

1. 100-year floodplain (as determined by the Federal Emergency Management Agency).
2. Stream corridors (as defined in Article 5.130).
3. Wetlands (as determined by the Oregon Department of State Lands).

D. Park Building Setbacks. Setbacks shall be the same as the setbacks required by the zone district.

E. Spacing. RV spaces must be no less than 10' from one another. No RV space may be located less than 10' from neighboring property lines and 15' from the public right-of-way.

F. Access.

1. Access to an RV park shall be from an arterial or collector street.

2. In order to facilitate ease of entry and exit, the Planning Commission may authorize a wider driveway entrance than is otherwise provided for in this Title.
3. Park access connections to public streets shall meet the requirements of Article 6.050: Access Management.
4. For RV parks of 10 or more spaces, at least two vehicular access points shall be provided. Each exit shall be no closer than 75 feet (edge to edge) from any other exit.
5. All Plan Sets must include functional turning templates/turning radii which demonstrate entry and exit into the park and spaces specifically designed to accommodate the anticipated types of RVs within the park.

G. Screening. Park perimeter screening shall meet the applicable requirements of Section 10.6.010.050: Screening—Hedges, Fences, Walls other than Retaining Walls, Berms and the following provisions; provided, however, the following provisions control in the event of any inconsistency with the requirements specified in Section 10.6.010.050:

1. Perimeter Screening Adjacent to Abutting Properties. A sight-obscuring fence, wall, evergreen hedge, or combination of screening/planting shall surround each RV park, except as specified in subsection 2 below for parks adjacent to public streets, and shall meet the following requirements:
  - a. Perimeter screening shall not be place in any residential setbacks.
  - b. Landscaping consistent with Article 6.010 shall be provided in the required setbacks areas, and shall be used to reinforce perimeter screening.
  - c. Walls or fences shall be 6 feet in height. Evergreen hedge plantings shall be at least 6 feet in height at time of planting, and be maintained in a healthy, living condition.
2. Perimeter Screening Adjacent to Public Streets. A 6-foot high sight-obscuring screen shall be provided using fencing and vegetation and/or an earthen berm and vegetation as follows:
  - a. Fencing. Any fence shall have an average 15-foot setback from the public right-of-way and shall meet the requirements of Article 6.100: Vision Clearance. Fencing closer than 15 feet to the public right-of-way shall conform to the subject zoning district's restrictions on front yard fencing. Fences and walls over 100 feet in length (of a single run) shall be designed to prevent visual monotony through use of offsets, changes of materials and textures, or landscaping.
  - b. Berms. Earthen berms up to 6 feet in height may be used to comply with screening requirements. The slope of the berm may not exceed 2:1, the top of the berm shall be relatively flat, and the faces of the slope shall be planted with ground cover, shrubs, and trees.

H. Surfacing. All RV parks must be surfaced per the following standards:

1. RV spaces shall be covered with crushed gravel or paved with asphalt, concrete or similar material.
2. Non-recreational vehicle parking, internal roadways, and vehicle maneuvering areas must be paved with asphalt, concrete, or similar material.

3. All areas must be designed to provide for the control of runoff, surface water, dust, and mud.

I. Non-Recreational Vehicle Parking Requirement. In addition to the number of parking spaces required for park administration, there shall be a minimum of 0.5 and a maximum of 1.5 parking spaces per RV space. Parking areas shall meet all of the requirements of Article 7.030: General Design Standards for Surface Parking Lots.

J. Landscaping. All areas not occupied by park buildings, streets, RV spaces, non-recreational vehicle parking spaces, outdoor patios, and common areas shall be landscaped per the provisions of Article 6.010: Landscaping. A landscape plan shall be included with the Plan Set and must include internal shade trees at a rate of 1 tree per 5 RV spaces.

K. Pedestrian Circulation. To ensure pedestrian connectivity, all RV parks must include an internal pedestrian walkway connecting to the adjacent public sidewalk. The walkway must be separated from vehicle parking and maneuvering areas by grade, different paving material, or landscaping throughout the park.

L. Utilities. All RV parks may establish and maintain a private utility system for all park utilities. Each RV space may be provided water and electrical connections; however, no sewer connections may be provided to any RV space. -RV parks must provide ADA accessible communal restroom and shower facilities. No sewer connection shall be permitted to an RV space.

M. Lighting. Lighting sources shall be shielded, and arranged so as not to produce glare in any public right-of-way or adjacent property.

N. Refuse Collection.

1. Minimum Requirements. RV parks must provide and make available a minimum of one 30-gallon refuse container for each four RV spaces and each refuse container shall be located within 300 feet of each RV space.

2. Screening. Refuse storage facilities shall be screened by a solid wall, fence, evergreen hedge, or a combination of these methods. Screening shall be designed to screen the refuse storage area from public streets and adjacent properties.

3. Placement. All refuse collection containers shall be placed on concrete pads. Pads shall have a positive surface drainage.

~~Each RV park shall at all times keep a neat appearance. Except for the allowed vehicles, there shall be no outside storage of materials or equipment belonging to the park or to any of the guests.~~

### **10.12.060 Length of Stay Park Operations**

All RV parks must comply with the following operational standards:

A. Each RV park shall at all times keep an orderly appearance and remain free of litter, junk, and refuse.

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

~~The operational plan for the RV park required in LUDO Section 10.12.080: Review Criteria shall include provisions for both short term stay (up to 30 days) and long term stay (up to 1 year). Spaces shall be identified for each kind of stay. Stays longer than 1 year may be approved by the Planning Commission. Except for a park manager, no space may be used for permanent residency.~~

#### **10.12.070 Review ProcessLength of Stay**

~~The RV park Operational Plan must state the total number of spaces and long term spaces (over 30 days and up to one year), and clearly label each space in the Plan Set and on-site. Stays longer than one year may be approved by the Planning Commission and reviewed per the provisions of Article 3.050: Conditional Use Permits. No occupant may stay in any space for more than 30 days. All spaces are required to pay Transient Room Taxes for each nightly stay per the provisions of Chapter 8.04: Transient Room Tax. For purposes of calculating sanitary sewer System Development Charges, short term spaces are to be charged 1 unit per 2 spaces.~~

~~— Long term spaces (over 30 days and up to one year): No occupant may stay in any long term space for more than one year, unless approved per the provisions of Article 3.050. For purposes of calculating sanitary sewer System Development Charges, long term spaces are to be charged 1 unit per 1 space.~~

~~All RV park operators must submit to the Finance Department a monthly report of nightly stays. Report must clearly designate the total number of nightly stays, long term stays, and stays longer than one year (if previously approved), and total amount of Transient Room Taxes. Stays longer than one year must also include the total number of occupants at each space for annual population reporting purposes. Failure to submit monthly reporting may result in the revocation of the RV park's land use approval per the provisions of Section 10.12.080.~~

~~Recreational vehicle parks shall be reviewed as conditional uses per the provisions of Article 3.050: Conditional Use Permits.~~

#### **10.12.080 Review CriteriaRevocation Process**

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

- A. Failure to Meet Conditions. Any conditions of approval have not or are not being met.
- B. Failure to Build According to Plans. The project is not constructed in accordance with all approved plans.
- C. Erroneous Information. The City issued the permit on the basis of erroneous or misleading information or a material misrepresentation.

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

~~RV park development proposals shall include two parts. First, a site plan showing all aspects of the park layout including access, roadways, number of spaces, space design, buildings, and other required features. A second site plan may be required by the Planning Commission showing features required in the conditional use permit process. Second, a written operational plan in narrative form explaining such operational aspects as park hours, landscaping and irrigation, lighting, utility connections, roadways, access to public streets, emergency contact phone numbers, and other requirements as set by the Planning Commission.~~

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#### **10.3.020.050 Quasi-Judicial Actions**

A. Decision Types. Quasi-judicial actions include, but are not limited to, the following:

1. Site Plan Review (Article 3.030).
2. Conditional Use Permits (Article 3.050).
3. Variances (Article 3.070).
4. Nonconforming Uses (Article 3.090).
5. Home Business Permits (Article 6.020).
6. Subdivisions (Article 9.040).
7. Zone Changes (Article 3.100).
- ~~8. Recreational Vehicle Parks (Chapter 10.12).~~

~~9.8.~~ Any public hearing of an administrative action at the request of the Commission, the Director, or the applicant, or parties of record raising legitimate criteria.

#

#### **10.5.020.090 Exceptions to Standards**

C. Setbacks.

2. Setback Averaging. (Note: Does not apply to mobile home parks ~~and recreational vehicle parks~~). The front yard setback and the garage/carport entrance setback may be reduced to the average of the respective setbacks of the abutting lots.

#

### **10.5.030.070 Design Standards**

These design standards do not apply to manufactured dwelling parks ~~and recreational vehicle parks~~, which are instead subject to the provisions of Chapter 10.11 - Manufactured Dwelling Parks ~~and Chapter 10.12 - Recreational Vehicle Parks~~. All other development shall be subject to the following:

#

### **10.5.030.090 Exceptions to Standards**

#### **C. Setbacks.**

3. Setback Averaging. (Note: Does not apply to mobile home parks ~~and recreational vehicle parks~~). The front yard setback and the garage/carport entrance setback may be reduced to the average of the respective setbacks of the abutting lots.

#### **E. Building Orientation.**

1. Planned Development, Subdivisions, Mobile Home Parks ~~and Recreational Vehicle Parks~~. Planned development, subdivisions, and mobile home parks ~~and recreational vehicle parks~~ may be exempt from the building orientation requirement.

#

### **10.5.070.020 Permitted Uses**

- A. Primary Uses Permitted Outright. The following primary uses shall be subject to the provisions of Article 3.030: Site Plan Review, and all other applicable requirements of this Title and other City ordinances:
  1. Agricultural sales and service, including feed and seed stores, nurseries, greenhouses, landscape supplies, and garden centers.
  2. Animal sales and services (pet stores, grooming, kennels, veterinary).
  3. Automobile and heavy/light equipment repair, sales and services, including rental agencies, detailing, service stations, body shops, auto painting, and machine shops, on site only except during community events.
  4. Child care center, as defined in Chapter 10.2 - Definitions.
  5. Contractor shops, offices, and storage areas.
  6. Engineering, research and development.
  7. Food services (including restaurants, cafeterias, bakeries, catering, and take-out operations).
  8. Hotels and motels.
  9. Laundromats and dry cleaners, including industrial operations.



10. Light manufacture, assembly, and packaging of goods or products which can be performed with minimal adverse impact on, and poses no special hazard to, the environment and the community.
11. Liquor stores, taverns, lounges and bars.
12. Manufactured home sales, including demonstration units (not to be actual dwelling units).
13. Markets and grocery stores.
14. Medical and Dental Offices, Clinics, Laboratories, and Medical Marijuana Dispensaries. An application for a medical marijuana dispensary shall also comply with the following criteria:
15. Personal care services such as barber shops and salons.
16. Printing and publishing.
17. Professional and administrative offices and services.
18. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions of Section 10.5.070.030: Conditional Uses of this Article).
19. Public and private parking lots, subject to the provisions of Chapter 10.7 - Parking Standards.
20. Public and private transportation depots and terminals, passengers and freight.
21. Recreation facilities (commercial - indoor), including health and athletic clubs, bowling alleys, skating rinks, shooting ranges, movie theaters including multiplexes, and game rooms.
22. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.
- ~~22.23.~~ Residential dwelling for security and maintenance personnel, limit 1 dwelling per site.
- ~~23.24.~~ Retail uses, including shopping centers.
- ~~24.25.~~ Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
- ~~25.26.~~ Warehousing, storage, and distribution of equipment, commodities and products in an enclosed area, including mini-storage facilities.
- ~~26.27.~~ Wholesale uses.
- ~~27.28.~~ Recreational Marijuana Facilities. An application for a retail marijuana facility shall also comply with the following criteria:
- ~~28.29.~~ Shelter housing.
- ~~29.30.~~ Other uses determined by the Director to be similar to the above uses.

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### 10.5.070.030 Conditional Uses

The following conditional uses are allowed subject to review and approval, per the appropriate provisions of either Article 3.050: Conditional Use Permits or Article 3.060: Administrative Conditional Use Permits:

- A. Community facilities sites, subject to the provisions of Article 5.100: Community Facilities Overlay District.
- B. The production, processing, storage, and wholesaling of recreational marijuana, subject to the following additional provisions:
- C. Planned development, subject to the provisions of Article 9.050: Planned Development.
- ~~D. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.~~
- ~~F.D.~~ E.D. \_\_\_\_\_ Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
- ~~F.E.~~ E.E. \_\_\_\_\_ Other uses determined by the Commission to be similar to the above uses.
- ~~G.F.~~ F.F. \_\_\_\_\_ Adult Business. An application for an adult business shall also comply with the following criteria:
- ~~H.G.~~ F.G. \_\_\_\_\_ The production, processing, storage, and wholesaling of medical marijuana, including a non-personal medical marijuana grow operation, subject to the following additional provisions:

#

### 10.5.080.020 Permitted Uses

- A. Primary Uses Permitted Outright. The following primary uses shall be processed per the provisions of Article 3.030: Site Plan Review:
  - 1. Retail uses, excluding shopping centers. If over 15,000 square feet must get a conditional use permit.
  - 2. Conference, visitors, and convention centers.
  - 3. Hotels, motels, and campgrounds.
  - 4. Light industrial (campus setting or compatible with commercial and recreational uses).
  - 5. Recreational facilities.
  - 6. All dwellings, as defined by this Title, so long as the ground floor is a permitted commercial use.
  - 7. Restaurants.
  - 8. Service and administrative offices.
  - 9. Public and private parking lots and structures, in accordance with Chapter 10.7 - Parking Standards.

10. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions Section 10.5.080.030: Conditional Uses below).
11. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks, ~~in accordance with Chapter 10.12 – Recreational Vehicle Parks.~~
12. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
13. Other uses determined by the Director to be similar to the above uses.

#

#### **10.5.080.070 Exceptions to Standards**

B. Parking. The following permitted and conditional uses may be exempted from the off-street parking requirements of this Title as follows:

2. Bicycles Only.
  - a. Hotels, and motels, ~~and campgrounds.~~
  - b. ~~Recreational vehicle parks.~~ Campgrounds.

#

#### **10.5.090.020 Permitted Uses**

- A. Primary Uses Permitted Outright. The following primary uses shall be subject to the provisions of Article 3.030: Site Plan Review, and all other applicable requirements of this Title and other City ordinances:
1. Auto body shops, auto painting, and machine shops.
  2. Circus or like activity (limited to 4 events per year per site).
  3. Feed, seed and fuel stores (excluding bulk storage of petroleum or gas, which shall be processed as a conditional use per Section 10.5.090.030: Conditional Uses of this Article) located wholly within completely enclosed buildings. Packaged materials may be stored in an enclosed yard.
  4. Food production and manufacturing.
  5. Food services (including restaurants, cafeterias, bakeries, catering, and take-out operations).
  6. Heavy equipment sales and service, on site only.
  7. Laundry and cleaning service industries.
  8. Manufacturing, fabricating, processing, repair, engineering, research and development, assembly, wholesale, transfer, distribution, and storage uses (except manufacture of explosives, the slaughter of animals, and the rendering of fats).
  9. Printing and publishing.
  10. Public and private parking lots.

11. Public and private vehicle servicing and fueling stations.
12. Public parks and open space (excluding spectator and participant sports facilities, which shall be processed as community facilities sites per the provisions of Section 10.5.090.030: Conditional Uses of this Article).
13. Railroad yards and spurs, shipyards, and commercial docking facilities.
- ~~13.~~14. Recreational vehicle parks, subject to the provisions of Chapter 10.12 - Recreational Vehicle Parks.
- ~~14.~~15. Rock, sand, and gravel cleaning, crushing, processing, and assaying.
- ~~15.~~16. Rodeo grounds.
- ~~16.~~17. Storage and maintenance yards.
- ~~17.~~18. Transportation facilities.
- ~~18.~~19. Truck stop facility, including incidental community uses, such as restaurant, fuel, and shower facilities.
- ~~19.~~20. Veterinary services, kennels, and fish hatcheries.
- ~~20.~~21. Warehouses.
- ~~21.~~22. Wireless communication facilities, subject to the provisions of Article 6.140: Wireless Communication Equipment.
- ~~22.~~23. Other uses determined by the Director to be similar to the above uses.

#

#### **10.5.090.060 Exceptions to Standards**

- A. Parking. The following permitted and conditional uses may be exempted from the off-street parking requirements of this Title as follows:
  1. Vehicles and Bicycles.
    - a. Uses which the Director determines have no employees on site and are not open to the public.
    - b. Wireless communication facilities.
  - ~~2. Bicycles Only. Recreational vehicle parks.~~

#

### 10.7.060.010 Minimum and Maximum Off-Street Parking Requirements

Use Type	Auto Parking		Bicycle Parking
	Minimum	Maximum	
COMMERCIAL			
<u>Recreational Vehicle Parks (auto vehicle parking; RV park buildings shall be calculated per use type)</u>	<u>0.5 space/RV space</u>	<u>1.5 spaces/RV space</u>	<u>None</u>



## CITY of THE DALLES

313 COURT STREET  
THE DALLES, OREGON 97058

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

# STAFF REPORT

## Comprehensive Plan Amendment 55-23

**HEARING DATE:** November 16, 2023

**HEARING BODY:** Planning Commission

**PROCEDURE TYPE:** Legislative

**REQUEST:** Approval of proposed changes to The Dalles Comprehensive Plan. The purpose is to revise Comprehensive Plan Goal 10 Housing. The amendments include text revisions and adoption of the Housing and Residential Land Needs Assessment and the Buildable Housing Needs Analysis Update.

**PROPERTIES:** All properties located within the Urban Growth Boundary.

**APPLICANT:** City of The Dalles, Community Development Department

**PREPARED BY:** Kaitlyn Cook, Senior Planner

**BACKGROUND:** Beginning in spring 2023, the City of The Dalles, with assistance from MIG and Johnson Economics, began a series of discussions on a regional Housing Needs Analysis (HNA) update that will serve as a critical tool for making informed decisions and developing strategies to address citywide housing issues more effectively. This work will help provide an understanding of housing needs, support data-driven decision-making, plan for future growth, and foster collaboration among stakeholders.

The City last completed a HNA in 2016 with assistance from Angelo Planning Group and Johnson Economics through a Technical Assistance Grant from the Department of Land Conservation.

For this update, a dedicated Advisory Committee was formed, comprising volunteers who represent a spectrum of housing interests, spanning from subsidized housing providers to market-rate developers. This committee collaborated closely with the Planning Commission during the

August 3 and 17, 2023 Planning Commission meetings, to deliberate on and supervise the HNA, Buildable Lands Inventory (BLI), and Comprehensive Plan amendments. With input received from these various stakeholders, staff presented these documents for discussion at the September 25, 2023 City Council meeting. During this meeting, staff received comments, which were then incorporated into the final documents, subsequently presented for review by the Planning Commission. The update includes the following primary components:

- **Housing Needs Projections.** This includes an estimate of current needs and a projection of future needs. The analysis incorporates a demographic and economic analysis of the community and, per state law, relies on population projections prepared by the Portland State University Population Research Center. The analysis projects needed housing by type and income level. The analysis also identifies future land needs associated with housing.
- **Buildable Lands Inventory.** The BLI identifies the location and character of vacant and partially vacant residential land considered “buildable”, and which has the capacity to meet future housing needs during the next 20 years. The analysis is guided by fairly specific and prescriptive state rules related to the definition and analysis of buildable lands.
- **Comprehensive Plan Amendments.** The project team prepared a set of proposed amendments to Goal 10 *Housing* of The Dalles Comprehensive Plan, including:
  - *Background.* A new section includes updated narrative which summarizes the information in the new HNA documents.
  - *Goals and Policies.* These have been updated to reflect the needs identified in the current HNA, reflect current best practices for housing development and zoning, and eliminate outdated or already completed housing policies.
  - *Implementing Measures.* These have been revised to reflect recommendations in the current HNA, eliminate outdated or already completed measures, and reduce conflicts between this document and The Dalles Municipal Code.

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

### **NOTIFICATION:**

Pursuant to TDMC 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on November 1, 2023, more than ten days prior to the November 16, 2023 Commission hearing. The agenda meeting packet was sent to the Wasco County Planning Department and posted on the City’s website on November 9, 2023. All City Council and Commission meetings are open to the public and allow the opportunity to provide testimony on all proposed amendments. Additionally, a notice of the proposed amendments was submitted to the Department of Land Conservation and Development on September 15, 2023, more than 35 days prior to the November 16, 2023 hearing. To date, no comment was received.

### **COMMENTS:**

No comment received as of the date this report was published (November 9, 2023).

### **REVIEW:**

See *Exhibit A*.

### **PROPOSED AMENDMENTS:**

The proposed amendments for Comprehensive Plan Amendment CPA 55-23 are included as *Exhibit B*. All proposed amendments are subject to revision or deletion. The Commission will forward a recommendation on the amendments to the City Council. Final decision on all proposed amendments are made by the City Council.

### **RECOMMENDATION:**

1. ***Staff recommendation:*** Move to recommend to City Council the approval of Comprehensive Plan Amendment 55-23, adopting amendments and findings attached herein.
2. Move to recommend to City Council the approval of a modified Comprehensive Plan Amendment 55-23, after adopting any changed amendments or findings discussed at the regular November 16, 2023, Planning Commission meeting.
3. Decline adoption and provide additional direction.

### **ATTACHMENTS:**

- Attachment #1 – **Exhibit A:** *Findings of Fact and Conclusions of Law for Comprehensive Plan Amendment 55-23.*
- Attachment #2 – **Exhibit B:** *Proposed Amendments for Comprehensive Plan Amendment 55-23.*
- Attachment #3 – *The Dalles Housing and Residential Land Needs Assessment, 2023*
- Attachment #4 – *The Dalles Buildable Lands Inventory: Methodology and Results*

## EXHIBIT A

### Findings of Fact and Conclusions of Law for Comprehensive Plan Amendment 55-23

#### **City of The Dalles Comprehensive Plan**

**Goal #1. Citizen Involvement.** *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

**Policy 3.** *The land-use planning process and policy framework shall include opportunity for citizen input as a part of the basis for all decisions and actions related to the use of land.*

**FINDING #1:** Pursuant to The Dalles Municipal Code (TDMC) 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on November 1, 2023, more than ten days prior to the November 16, 2023 Planning Commission hearing. The agenda meeting packet was sent to the Wasco County Planning Department and posted on the City's website on November 9, 2023. All City Council and Commission meetings are open to the public and allow the opportunity to provide testimony on all proposed amendments. Additionally, a notice of the proposed amendments was submitted to the Department of Land Conservation and Development on September 15, 2023, more than 35 days prior to the November 16, 2023 hearing. To date, no comment was received. **Criterion met.**

**Goal #2. Land Use Planning.** *To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Policy 3.** *Assure an adequate factual base for decisions and actions.*

**FINDING #2:** The Housing Needs Analysis (HNA) and the Buildable Lands Inventory (BLI) utilizes multiple data sources to forecast the projected population, growth, and buildable area in the city of The Dalles. These data sources are listed below:

- The U.S. Census
- Portland State University (PSU) Population Research Center
- Wasco County GIS
- City of The Dalles
- Clarita's Inc. (third party company providing data on demographics and market segmentation)

The analysis reflects the population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at Portland State University. In 2013, the Oregon State Legislature passed ORS 195.033 making the PRC responsible for generating the official population forecasts used for Goal 10 housing analyses outside of the Portland Metro area. The Wasco County population forecasts used in the HNA were those compiled in early 2020.



The data sources used to create the HNA and BLI provide for a factual base for The Dalles Comprehensive Plan (Comprehensive Plan) amendments included in this document. **Criterion met.**

**Policy 5.** *Evaluate proposed Comprehensive Plan amendments according to the following criteria:*

- a. Compliance with the Statewide land use goals and related administrative rules is demonstrated.*
- b. Conformance with the Comprehensive Plan goals, policies and implementation measures is demonstrated.*
- c. The change will not adversely affect the health, safety and welfare of the community.*
- d. Adequate public facilities, services and transportation networks are in place, or are planned to be provided with the proposed change.*
- e. Plan changes should be consistent with the current vision statement and action plan.*

**FINDING #3:** This criteria will be addressed in subsequent findings. **Criterion met.**

**Policy 6.** *Implement this Plan through appropriate ordinances and action...*

**FINDING #4:** The implementation process of the proposed amendments is consistent with the legislative action review procedures outlined in TDMC 10.3.020.060 *Legislative Actions* and the ordinance amendments procedures of TDMC 10.3.110.030 *Ordinance Amendments*. **Criterion met.**

**Goal #10. Housing.** *To provide for the housing needs of citizens of the State.*

**FINDING #5:** The proposed amendments will be the most substantial modifications to Goal #10 of the Comprehensive Plan since the adoption of the 2006 Housing Needs Analysis. These amendments will reflect the current statistics and figures outlined in the 2023 HNA and BLI and more accurately represents the existing housing needs of The Dalles. All proposed amendments are consistent with Statewide Planning Goals further addressed in subsequent findings. **Criterion met.**

### **Oregon Administrative Rules (OAR)**

#### ***Statewide Planning Goals***

**OAR 660-015-0000(1): Goal 1. Citizen Involvement**

**FINDING #6:** See Finding #1. **Criterion met.**

**OAR 660-015-0000(2): Goal 2. Land Use Planning**

**FINDING #7:** See Finding #2 and #4. **Criterion met.**

## ***OAR 660-015-0000(10): Goal 10. Housing***

### ***Guidelines***

#### ***A. Planning***

1. *In addition to inventories of buildable lands, housing elements of a comprehensive plan should, at a minimum, include: (1) a comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated.*

**FINDING #8:** The proposed amendments include the current statistics and figures outlined in the 2023 HNA and BLI. The HNA follows the methodology developed by Oregon Housing and Community Services and the Oregon Department of Land Conservation and Development (DLCD) as directed by Oregon House Bill 2003 in 2019. The methodology of the 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 proposed amendments include a section pertaining to Current Demographic and Housing Trends and Conditions, which includes the findings, figures, and statistics gathered through the HNA and BLI process. This section includes a comparison and distribution of the existing population by income and available housing units by cost, projected housing by cost, rent ranges, as well as vacancy rates at varying cost, and rent level. **Criterion met.**

2. *Plans should be developed in a manner that insures the provision of appropriate types and amounts of land within urban growth boundaries. Such land should be necessary and suitable for housing that meets the housing needs of households of all income levels.*

**FINDING #9:** The BLI identifies the availability of residential lands that may be developed for housing within The Dalles Urban Growth Boundary (UGB) and City Limits. Available land is determined by removing all constrained lands, including flood hazard areas, water bodies, and steep slopes. Combined with the HNA information about housing affordability and need, this information describes the suitability of land for housing within the UGB. This information will be added to the Comprehensive Plan. **Criterion met.**

3. *Plans should provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.*

**FINDING #10:** The existing Comprehensive Plan includes Goal 10 Policy #13 which complies with Statewide Planning Goal 10 (A)(3). This policy includes provisions for ensuring that residential development coincides with the establishment of adequate streets, water access, sanitary sewer, and storm drainage facilities. **Criterion met.**

B. Implementation

1. *Plans should provide for a continuing review of housing need projections and should establish a process for accommodating needed revisions.*

**FINDING #11:** The proposed amendments include the addition of Goal 10 Policy #23 to “Regularly monitor, and periodically update an inventory of buildable residential land” within the City and UGB, as well as the addition of Goal 10 Implementation Measure #4 to “Regularly update the City’s buildable land inventory”. In addition, the proposed amendments include the addition of Goal 10 Implementation Measure #5 to “complete a Housing Production Strategy and regularly update the strategy to address community need and priorities.” These amendments establish the requirements of Oregon House Bill 2003 within the framework of the Comprehensive Plan, by encouraging continued monitoring of housing needs, identification of modern tools, and programs the City may use to incentivize meaningful housing development in The Dalles. Beginning in winter 2024, the City, with funding assistance from the DLCDD, will begin the process of developing a Housing Production Strategy. **Criterion met.**

2. *Plans should take into account the effects of utilizing financial incentives and resources to (a) stimulate the rehabilitation of substandard housing without regard to the financial capacity of the owner so long as benefits accrue to the occupants; and (b) bring into compliance with codes adopted to assure safe and sanitary housing the dwellings of individuals who cannot on their own afford to meet such codes.*

**FINDING #12:** The proposed amendments include the addition of Goal 10 Policy #24 to “Encourage maintenance and rehabilitation of the existing housing stock and support local or regional programs that help provide funding for this purpose.” The City, in partnership with the Mid-Columbia Housing Authority, has a long history of administering multiple Community Development Block Grant home repair grants, most recently in 2023, assisting eligible households throughout the Columbia Gorge Region. In addition, the proposed amendments include minor modifications to the existing Goal 10 Policy #16, which states: “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.” The proposed amendments also include the addition of Goal 10 Policy #21 to “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”.*

**Criterion met.**

3. *Ordinances and incentives should be used to increase population densities in urban areas taking into consideration (1) key facilities, (2) the economic, environmental, social and energy consequences of the proposed densities and (3) the optimal use of existing urban land particularly in sections containing significant amounts of unsound substandard structures.*

**FINDING #13:** The existing Comprehensive Plan includes multiple Goal 10 Housing Goals that comply with Statewide Planning Goal 10 (B)(4) including Goals #3, #4, #5, and #7. The proposed amendments aim to keep these goals intact, but with minor modifications to include clear and objective standards and modern terminology. In addition, the proposed amendments include modifications of existing Goal 10 Policies, including #3, #7, #8, and #11 which comply with Statewide Planning Goal 10 (B)(4), as well as the addition of Policy #20 to “*Encourage use of energy efficient building materials and practices in the design, construction, and remodeling of housing.*” The proposed amendments also include the addition of Goal 10 Implementation Measures #2 to “*Encourage a mix of residential, commercial and neighborhood-based service uses within neighborhood centers located within "Neighborhood Center" overlay districts that have 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, as well as in other appropriate locations throughout the City identified in the future.*” These goals, policies, and implementation measures aim to encourage the development and strengthen neighborhood centers in residential neighborhoods throughout the City. These proposed amendments highlight energy conservation benefits by developing to allowable densities in each zone. **Criterion met.**

4. *Additional methods and devices for achieving this goal should, after consideration of the impact on lower income households, include, but not be limited to: (1) tax incentives and disincentives; (2) building and construction code revision; (3) zoning and land use controls; (4) subsidies and loans; (5) fee and less-than-fee acquisition techniques; (6) enforcement of local health and safety codes; and (7) coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.*

**FINDING #14:** The proposed amendments include the addition of Goal 10 Implementation Measure #8 to “*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.*” In addition, the proposed amendments include the addition of Goal 10 Policy

#21 to “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.” These amendments recognize the need for the city to incentive affordable housing with development management tools and goals that benefit the development of affordable housing such as leveraging partnerships with affordable housing providers, tax incentives, and providing educational materials for renters and homebuyers. **Criterion met.**

***OAR 660-038-0060: Simplified Urban Growth Boundary Method***

*A city must determine the supply and development capacity of lands within its UGB by conducting a buildable lands inventory (BLI) as provided in this rule.*

**FINDING #15:** The methodology of the residential 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 BLI is a tool used to identify the remaining buildable land within each residential zoning district and UGB to assess The Dalles' capacity to meet projected housing demand and ensure capacity for a 20-year supply of future housing need. The result of the BLI 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. **Criterion met.**

**Oregon Revised Statute (ORS)**

**(ORS) 197.175**

**FINDING #16:** See Finding #4. **Criterion met.**

**(ORS) 197.296**

**FINDING #17:** See Findings #8 and #15. **Criterion met.**

## Goal 10 - HOUSING

### ***Background and Findings***<sup>1</sup>

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.

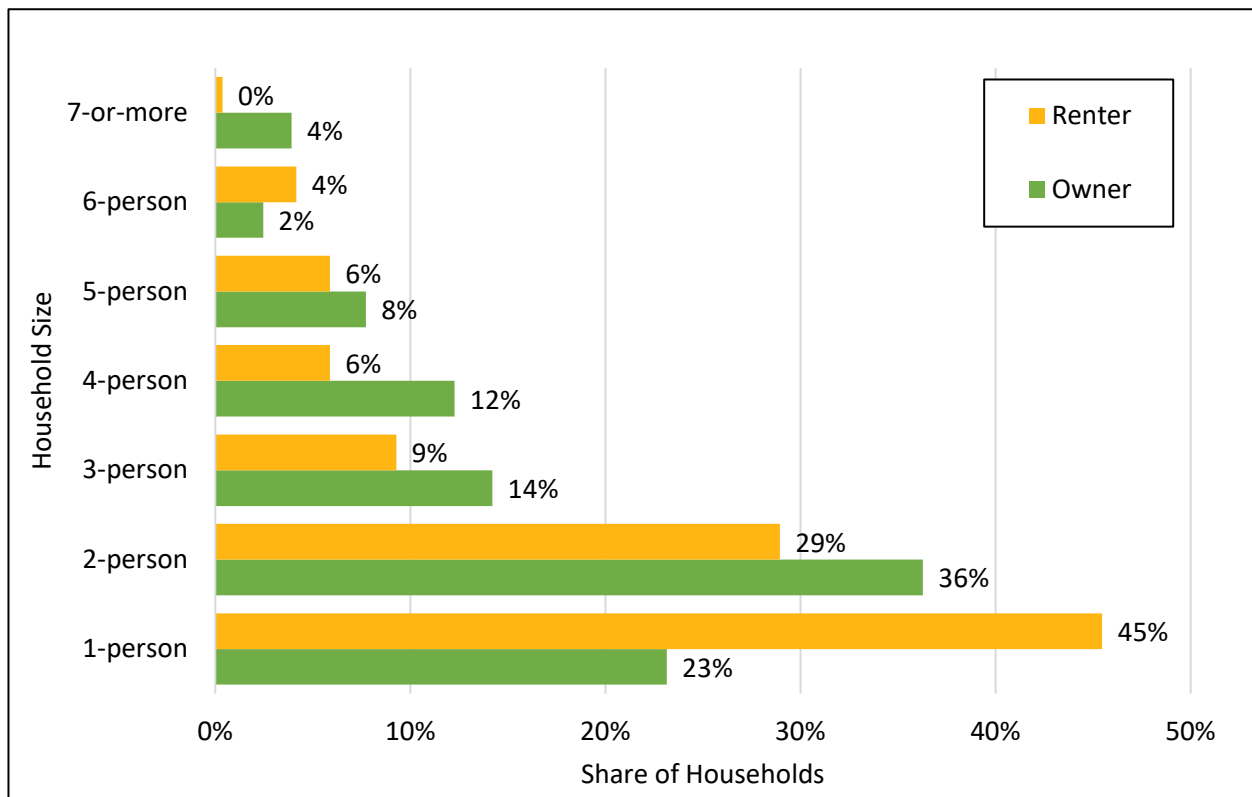
## CURRENT DEMOGRAPHIC AND HOUSING TRENDS AND CONDITIONS

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.

<sup>1</sup> 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.

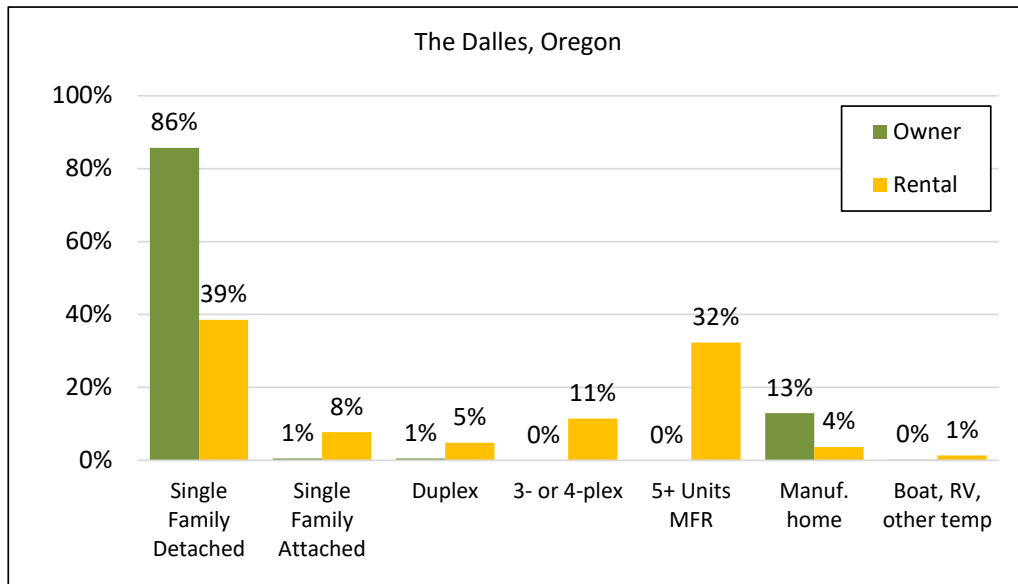
- The Dalles poverty rate is low among most groups, but highest among children at 11%. The rate is 9% among those aged 18 to 64 years. The estimated rate for those 65 and older is 8%. For those with only a high school diploma, the poverty rate is 11%. For those with higher rates of education, that rate 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 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.



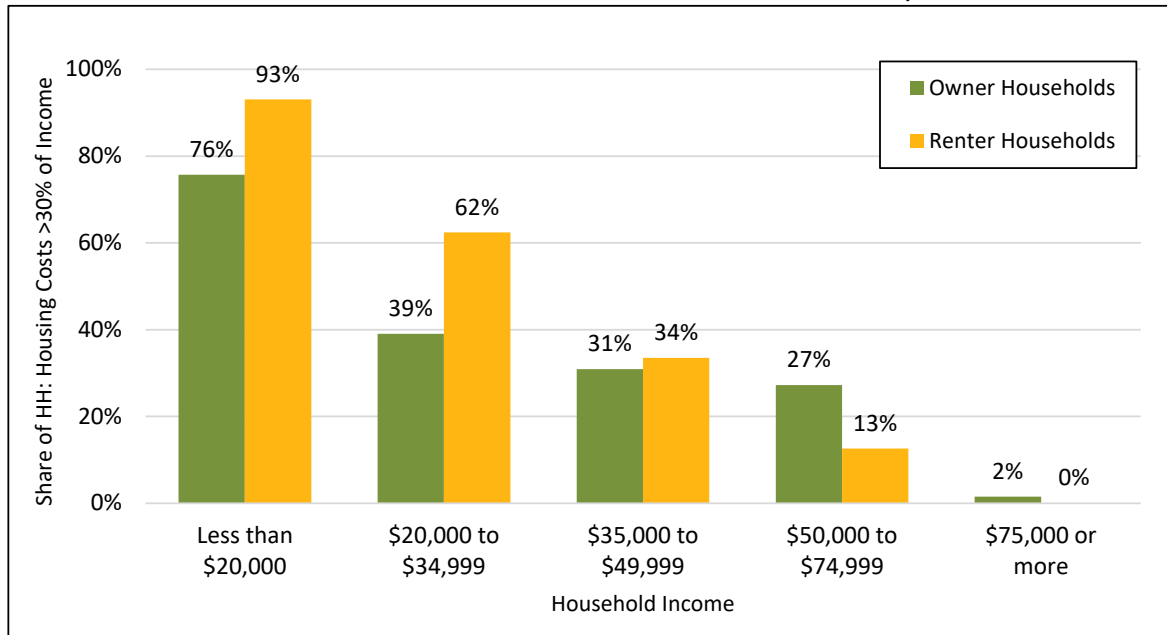
**FIGURE XX: CURRENT INVENTORY BY UNIT TYPE, BY SHARE**



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. <sup>2</sup>
- 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

<sup>2</sup> 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				
<b>Totals:</b>	210	18	2	0	11	37	0	278	55.0%
<b>Percentage:</b>	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				
<b>Totals:</b>	49	24	16	31	96	12	0	227	45.0%
<b>Percentage:</b>	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				
<b>Totals:</b>	259	43	17	31	107	48	0	505	100%
<b>Percentage:</b>	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***

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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.

~~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.~~

2. Promote the development of housing that ~~is complementary with~~ minimizes or avoids impacts the natural environment and the surrounding land uses.
3. 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.
4. 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.
5. Strengthen existing and promote new neighborhood centers as focal points for neighborhood services and activities.
6. Encourage affordable homeownership opportunities, including multiple family condominiums, row houses, duplexes and other middle housing types, single family residential.
7. Adopt standards and incentives to increase residential land use efficiency.

~~Adopt standards to protect stream corridors and wetlands and to encourage density transfer in Low Density Residential areas.~~

8. 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

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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:~~
  - ~~a2. 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.~~
  - ~~3. 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.~~
- ~~d4. Provide incentives for neighborhood residential development and infill opportunities, particularly on under-developed lands. Focus incentives near the downtown and neighborhood centers.~~
  - ~~b. 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.~~
  - ~~c. 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.~~
45. 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.
56. Adopt Continue to implement and refine as needed standards to ensure that residential development occurs within planned density ranges within each residential district.
67. 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.
78. Develop and/or provide incentives should be used to encourage development that meets maximum allowable density for all types of residential development.

89. 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.
910. 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.
10. ~~The City shall monitor building permit activity and present an annual report to the Planning Commission describing how target ratios are being met.~~
11. ~~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.~~
11. 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.
13. ~~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.~~
1412. 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.
1513. 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.
1614. ~~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.
1715. Clear and objective ~~D~~development ~~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.~~
18. ~~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.~~
19. ~~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.~~
20. ~~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.~~

~~2216.~~ 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.

~~2217.~~ 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).~~

~~2318.~~ 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.

~~2419.~~ 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.

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

21. 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.

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

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

24. 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

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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. Prepare and implement a program of incentives and standards 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.
  2. Encourage a mix of residential, commercial and neighborhood-based service uses within neighborhood centers located within "Neighborhood Center" overlay districts that have 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, as well as in other appropriate locations throughout the City identified in the future.
  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, including community land trusts, 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, Mid-Columbia Action Council, Wasco County, and other local organizations to reduce and address houselessness and its impacts in The Dalles.

**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

October 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.<sup>1</sup>
- 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 38<sup>th</sup> largest city in the state by population, and the largest city in Wasco County.

<sup>1</sup> 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**

<b>POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS</b>					
	<b>2010</b>	<b>2020</b>	<b>Growth</b>	<b>2023</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>10-20</b>	<b>(PSU)</b>	<b>20-23</b>
Population <sup>1</sup>	15,792	17,124	8%	17,552	2%
Households <sup>2</sup>	6,345	6,708	6%	6,768	1%
Families <sup>3</sup>	3,990	4,060	2%	4,096	1%
Housing Units <sup>4</sup>	6,776	7,079	4%	7,171	1%
Group Quarters Population <sup>5</sup>	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%
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2010</b>	<b>2020</b>	<b>Growth</b>	<b>2023</b>	<b>Growth</b>
	<b>(Census)</b>	<b>(Census)</b>	<b>10-20</b>	<b>(Proj.)</b>	<b>10-21</b>
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.

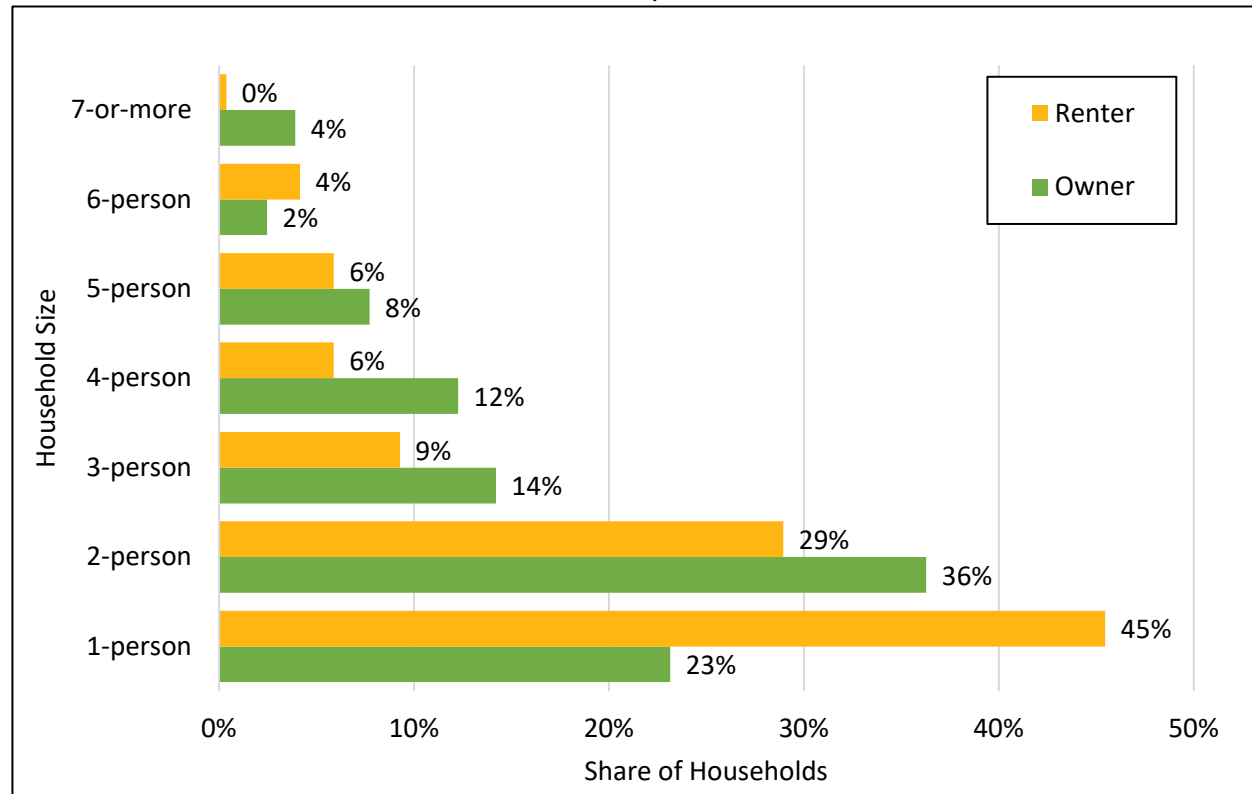
The average household size has grown since 2010 from 2.4 to 2.5 persons per household. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this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

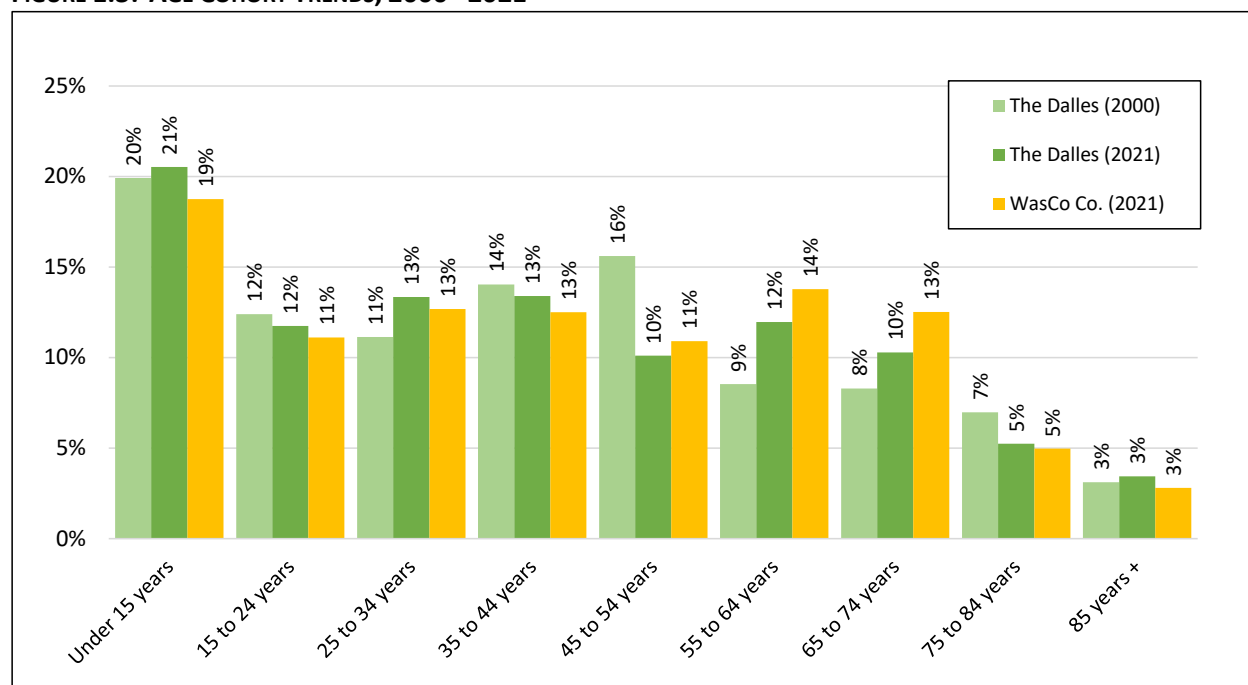
Over the last five years, an estimated 65% of new units were detached single family homes, while 35% were attached housing types. Attached housing includes most other types of housing, from duplexes and townhomes to larger multi-family apartment complexes. Detached homes are houses on their own lots,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

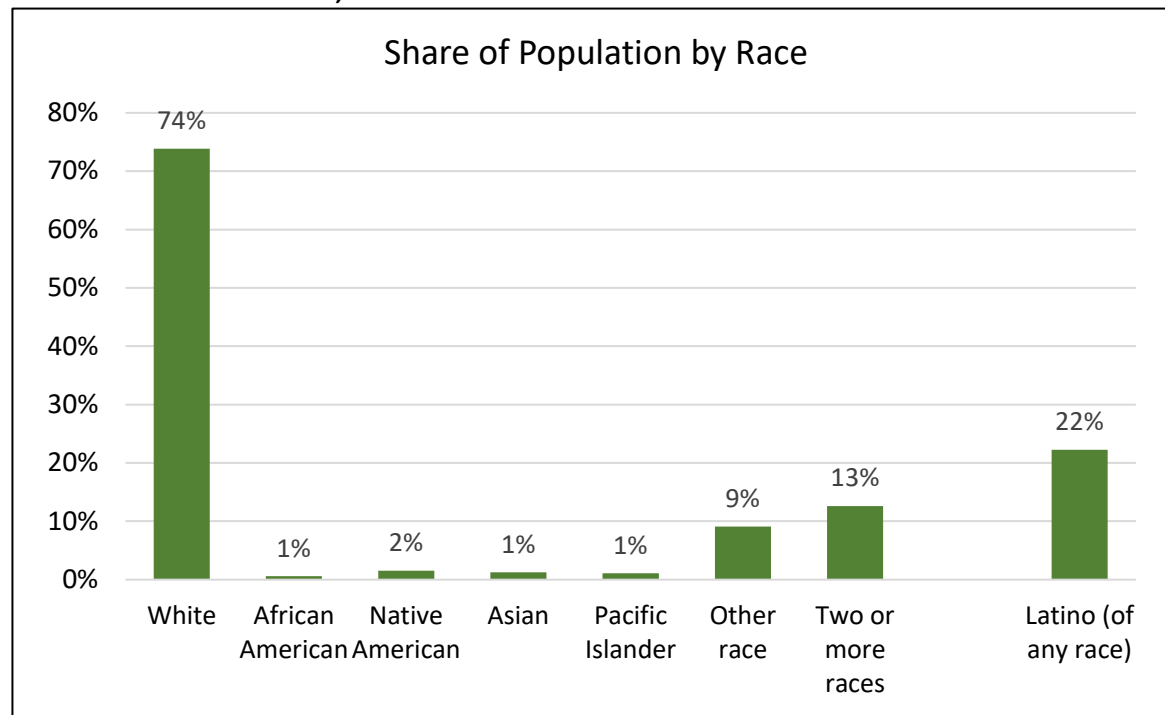
- In general, the distribution of the population is shifting upwards in age as the Baby Boom generation is well into the retirement years (currently roughly 60 to 80 years of age). The cohorts which grew in share during this period were those aged 55 to 74 years. Still an estimated 81% of the population 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 Survey<sup>2</sup>, 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.

<sup>2</sup> 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**

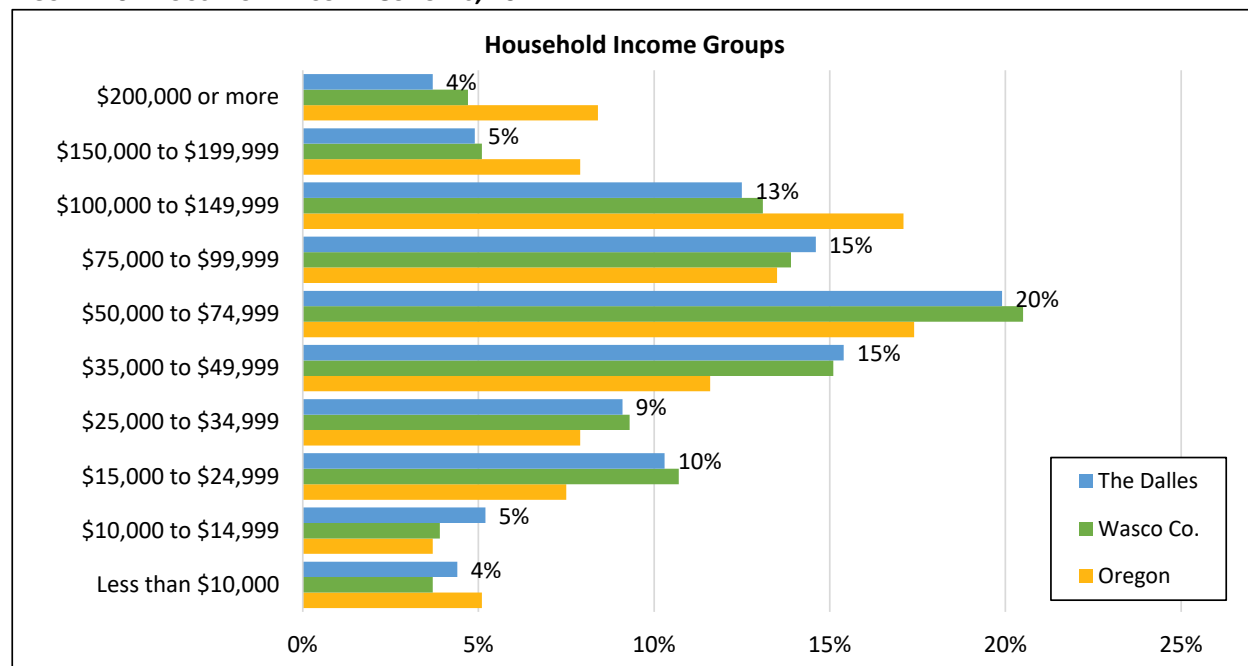
<b>PER CAPITA AND MEDIAN HOUSEHOLD INCOME</b>					
	<b>2010 (Census)</b>	<b>2020 (Census)</b>	<b>Growth 10-20</b>	<b>2023 (Proj.)</b>	<b>Growth 10-21</b>
Per Capita (\$)	\$23,369	\$33,493	na	\$37,312	11%
Median HH (\$)	\$41,639	\$56,598	na	\$62,057	10%

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.)

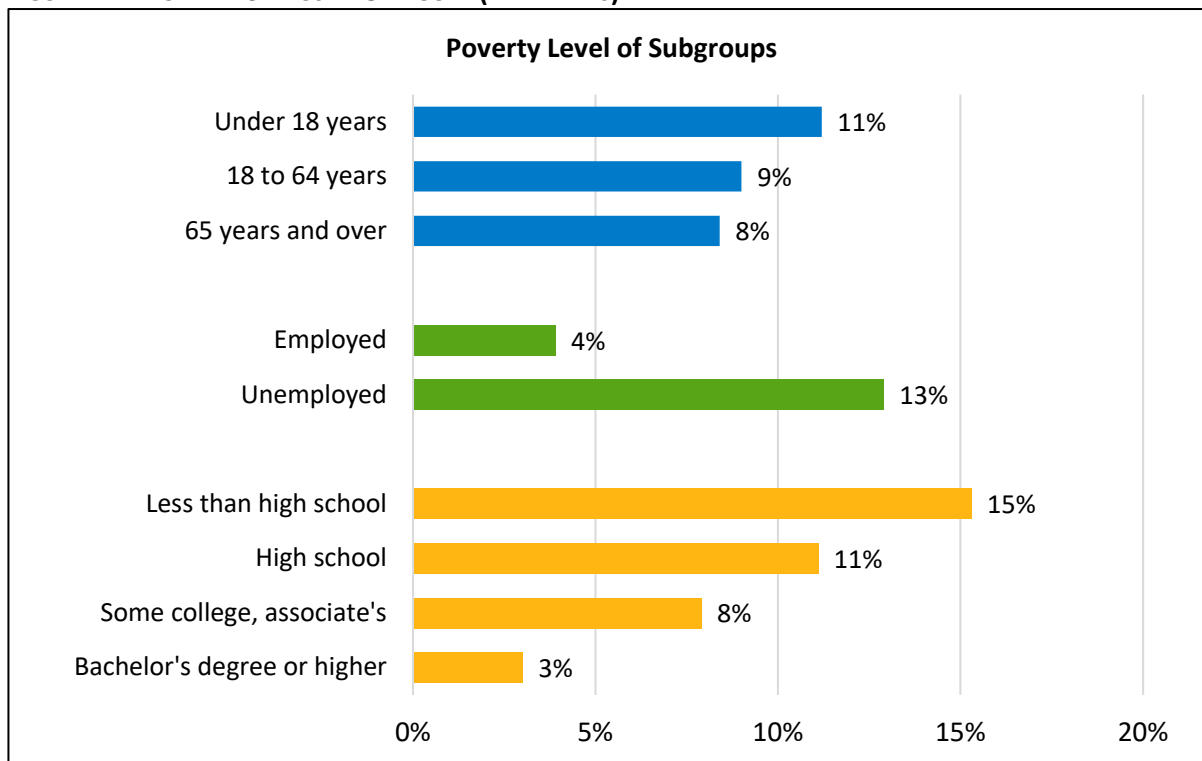
## H. POVERTY STATISTICS

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).<sup>3</sup> 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

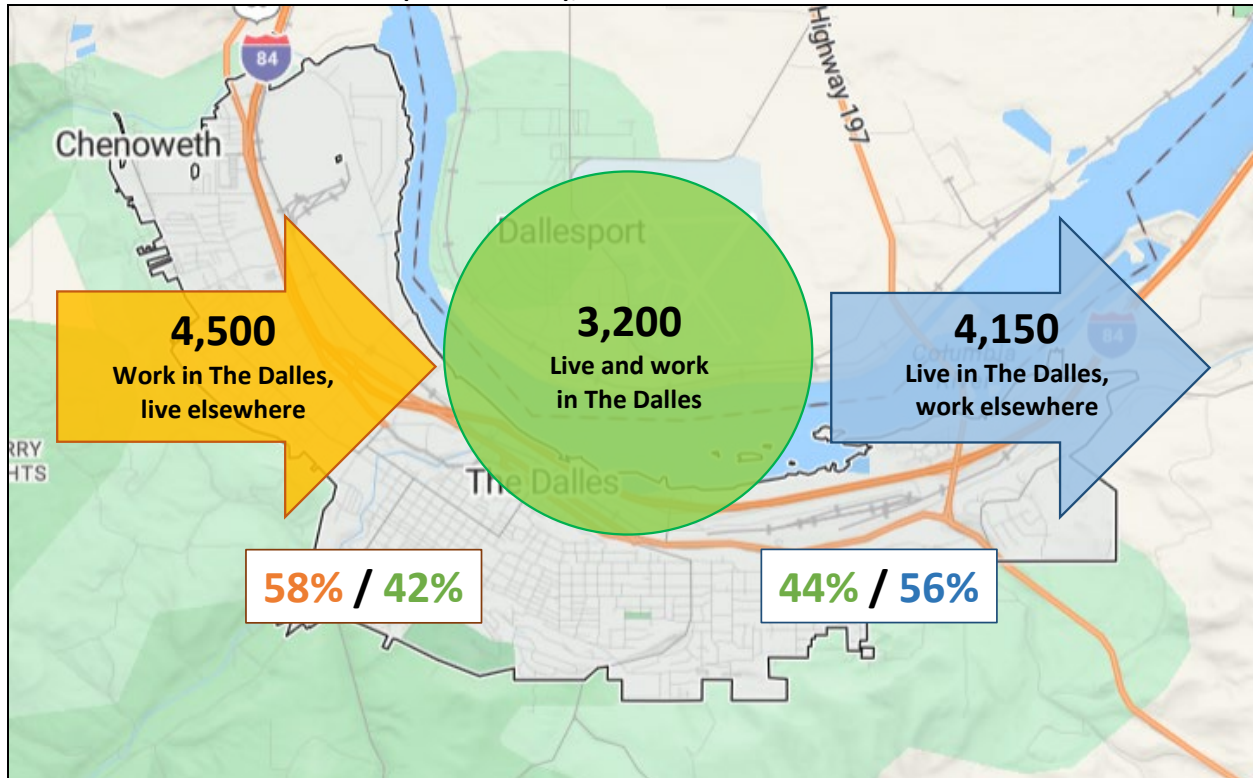
<sup>3</sup> Census Tables: S1701 (2019 ACS 5-yr Estimates)

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

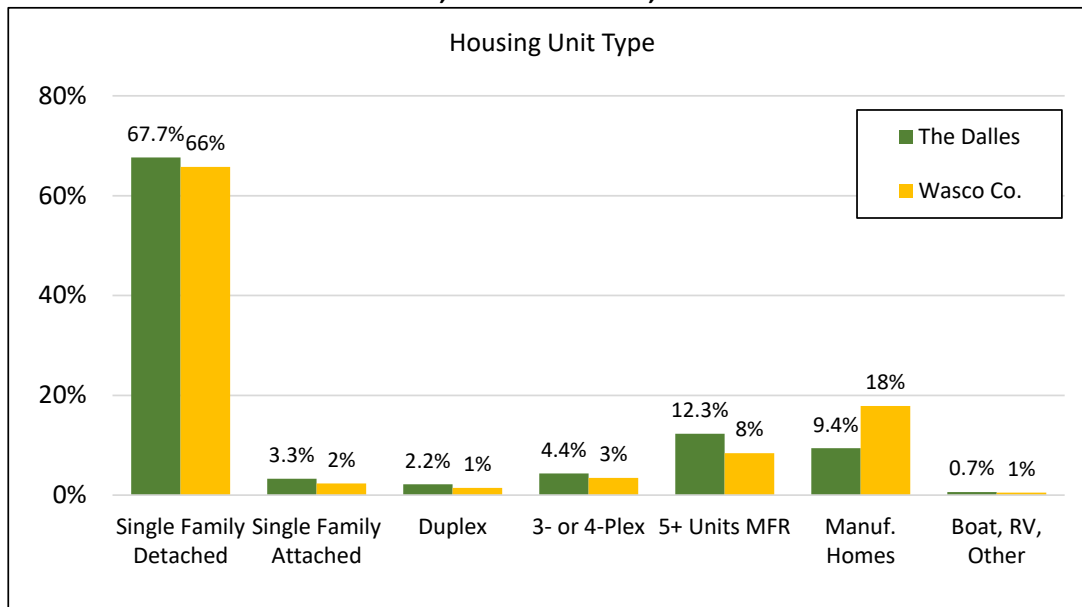
The Dalles has a greater share of homeowner households than renter households. The 2021 American Community Survey estimates that 62% of occupied units were owner occupied, and 38% renter occupied. The ownership rate in The Dalles has fallen slightly since 2000 from 63%. Nationally, the homeownership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

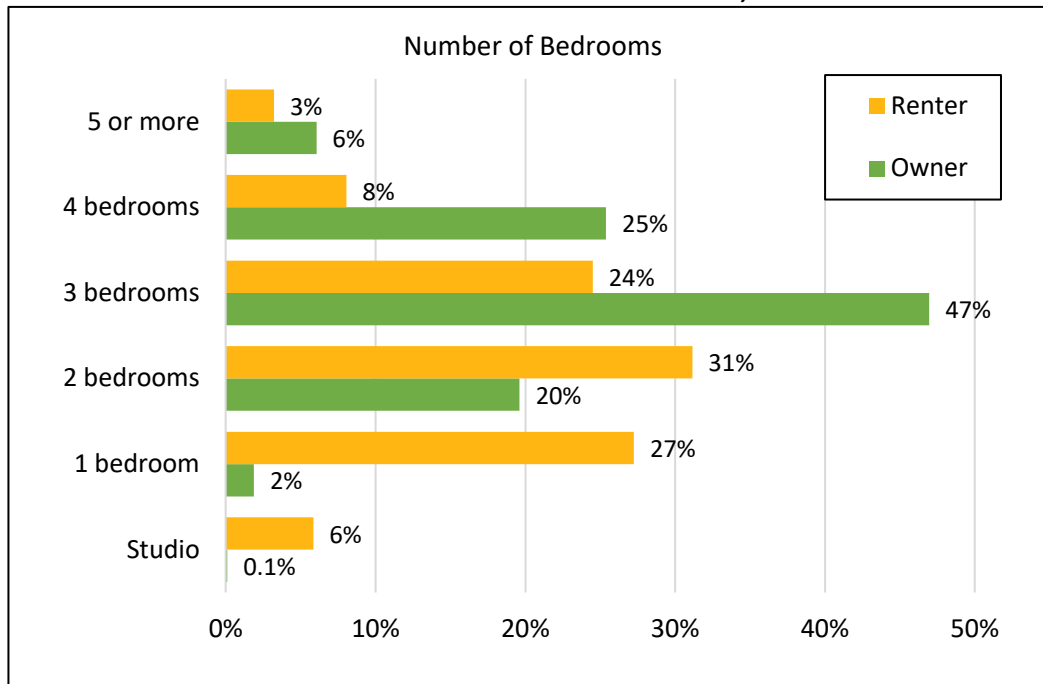
Figure 2.1 shows the estimated number of units by type as of 2021. Detached single-family homes represent an estimated 68% of housing units. Larger apartment complexes of five or more units represent 12% of units, and mobile homes represent 9.4%. Smaller attached units such as townhomes, and “plexes”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

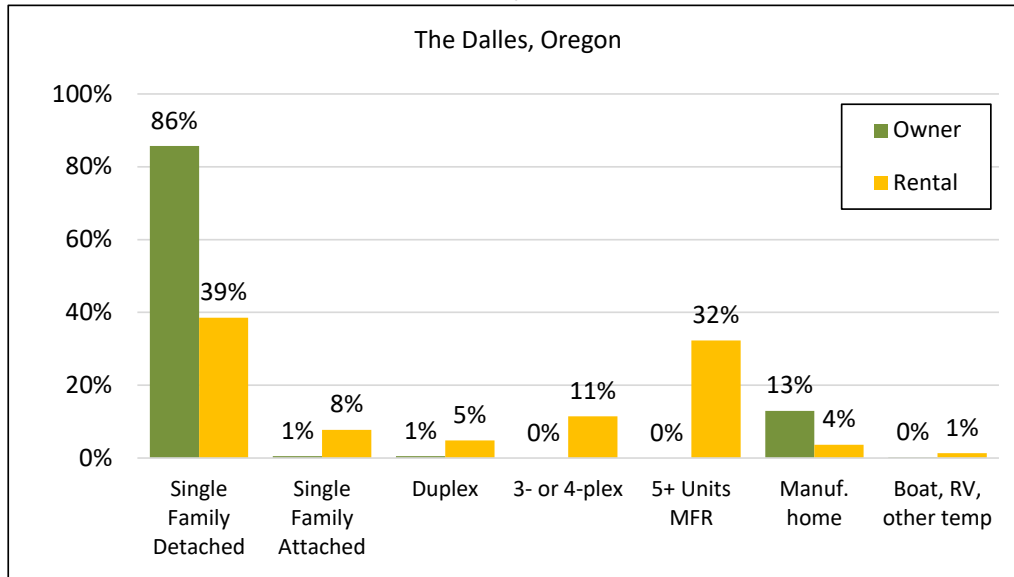
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
<b>Totals:</b>	3,810	26	26	0	0	576	9	4,446
<b>Percentage:</b>	85.7%	0.6%	0.6%	0.0%	0.0%	13.0%	0.2%	100%

#### 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
<b>Totals:</b>	1,050	211	132	313	881	100	38	2,726
<b>Percentage:</b>	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**

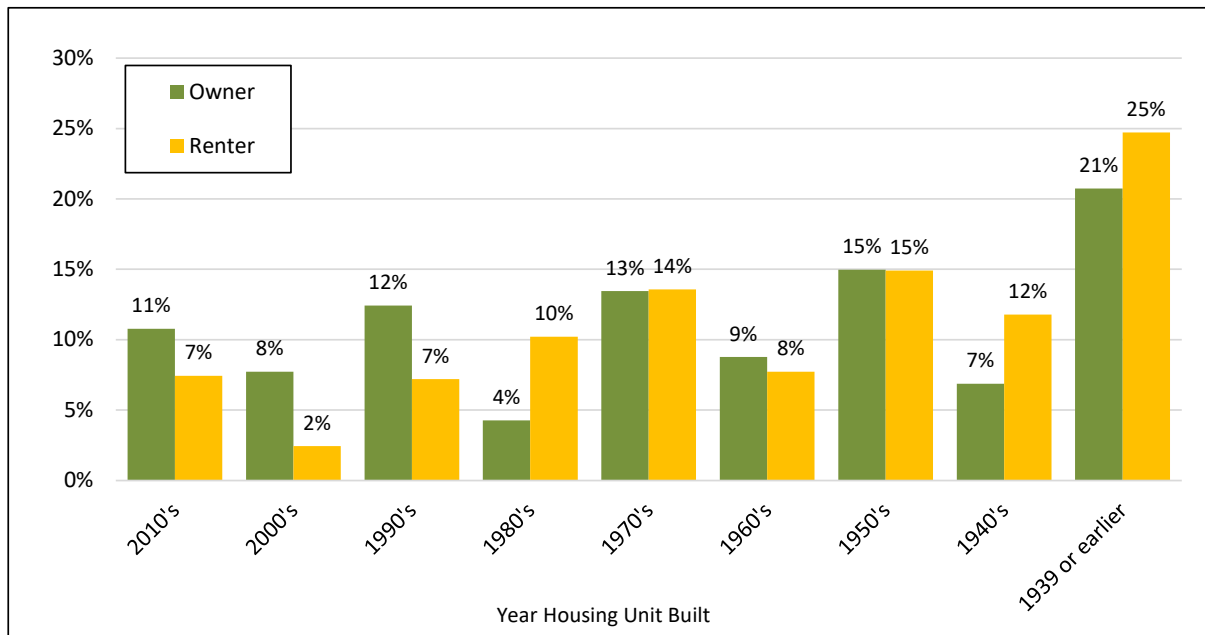


Sources: US Census, JOHNSON ECONOMICS  
 Census Tables: B25004, B25032, B25063, B25075 (2021 ACS 5-yr Estimates)

## 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-20<sup>th</sup> 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.

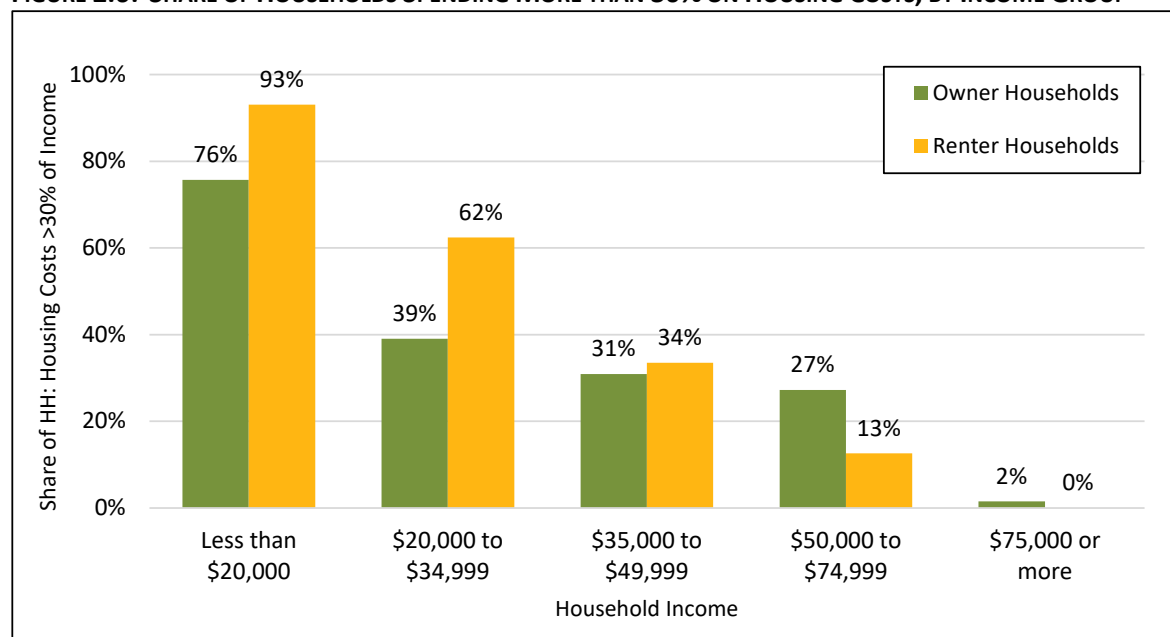
## F. HOUSING COSTS VS. LOCAL INCOMES

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.

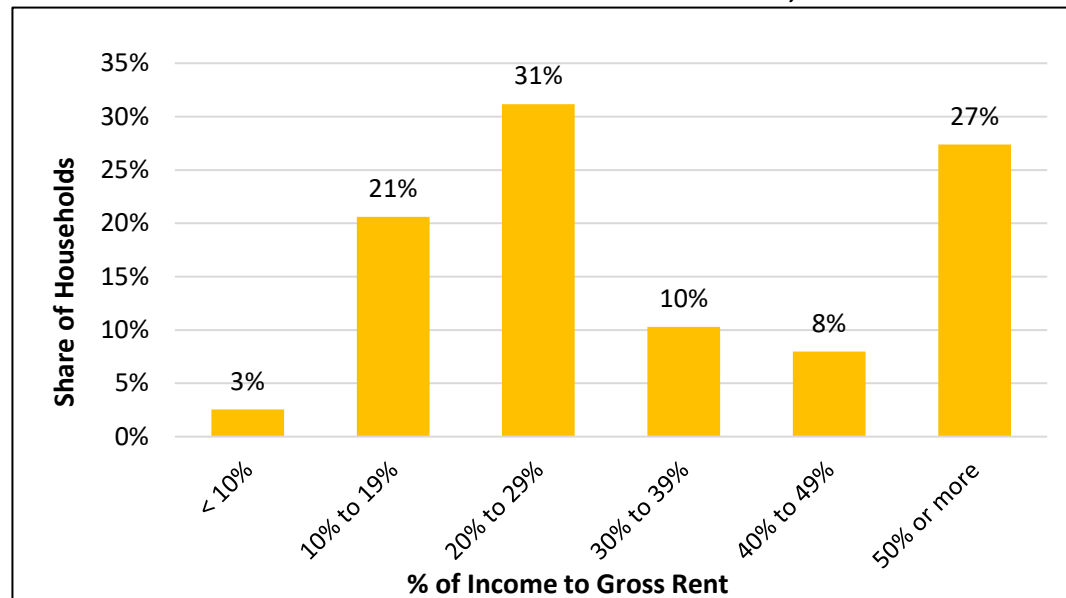
The following figures shows the percentage of household income spent towards gross rent<sup>4</sup> for local renter households only. This more fine-grained data shows that not only are 45% of renters spending more than 30% of their

<sup>4</sup> 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 526 affordable housing units according to Oregon Housing and Community Development (OHCS).

The 526 affordable units in The Dalles represent 98% of the 537 affordable units in Wasco County. In comparison, Hood River County offers 412 affordable units, and Umatilla County features 1,701 affordable units.

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

Geography	Subsidized Units
The Dalles	526
Wasco County (Total)	537
Hood River City	373
Hood River County (Total)	412
Umatilla County (Total)	1,701

Sources: Oregon Housing and Community Services

The estimated 526 subsidized housing units in The Dalles represent 8% 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. This inventory does not include households who receive housing choice vouchers in the county.

**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.*<sup>5</sup> 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.

<sup>5</sup> 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
<b>Estimated Non-Group 2023 Population:</b>	<b>17,023</b> (Total - Group)	
Avg. HH Size:	2.51	US Census
<b>Estimated Non-Group 2023 Households</b>	<b>6,768</b> (Pop/HH Size)	
<b>Total Housing Units:</b>	<b>7,171</b> (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%
<b>Totals:</b>	<b>4,222</b>		<b>% of All:</b>	<b>62.4%</b>

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%
<b>Totals:</b>	<b>2,546</b>		<b>% of All:</b>	<b>37.6%</b>

<b>All Households</b>
<b>6,768</b>

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.

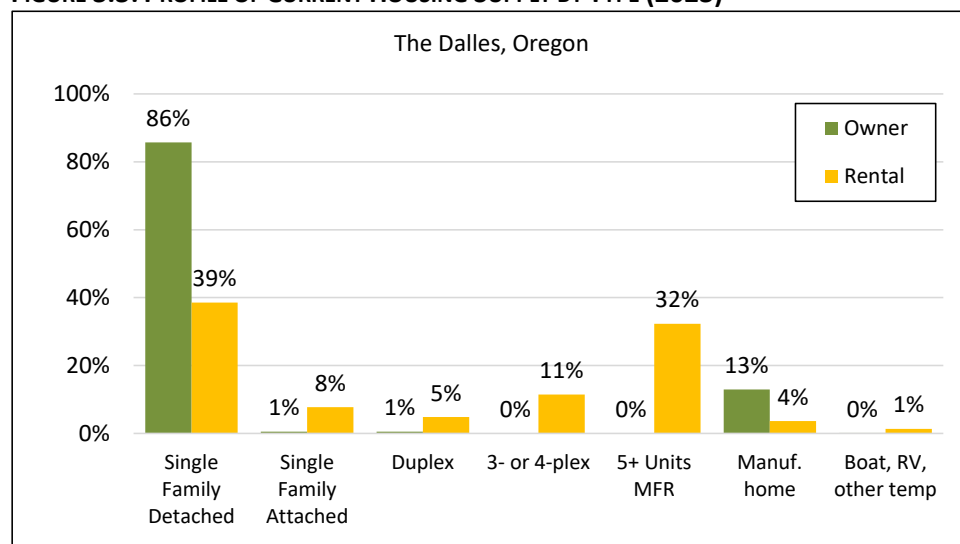
Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming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

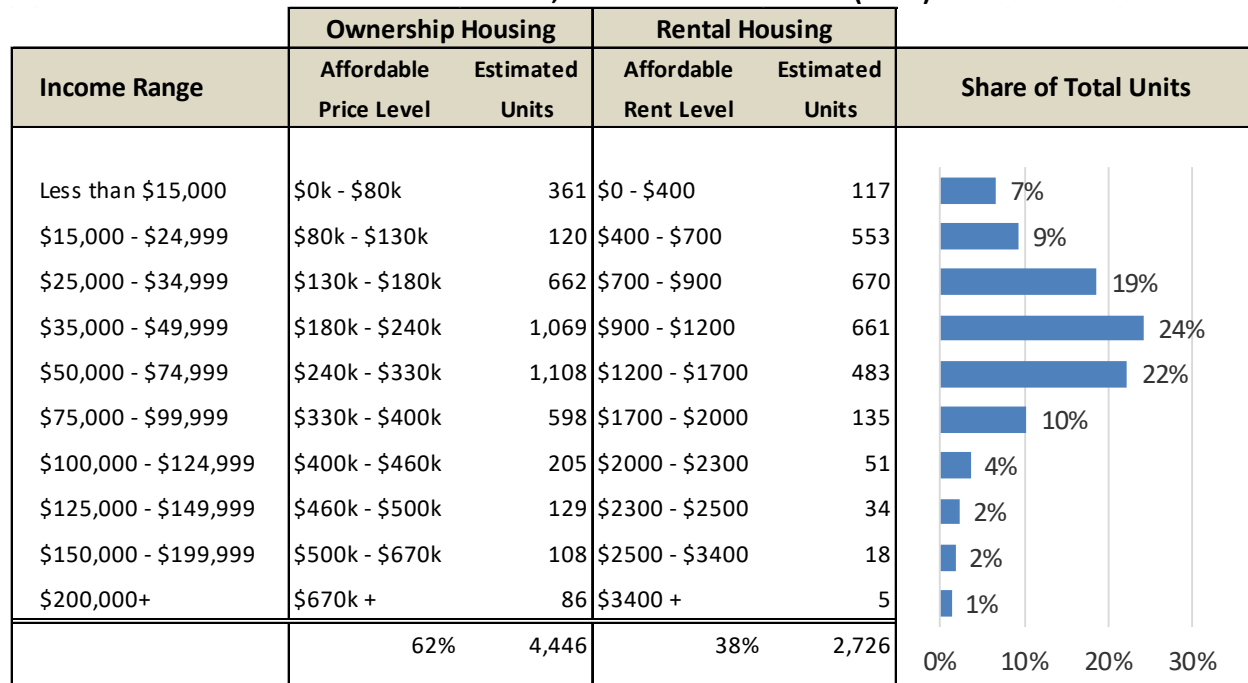


Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS

- 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%.

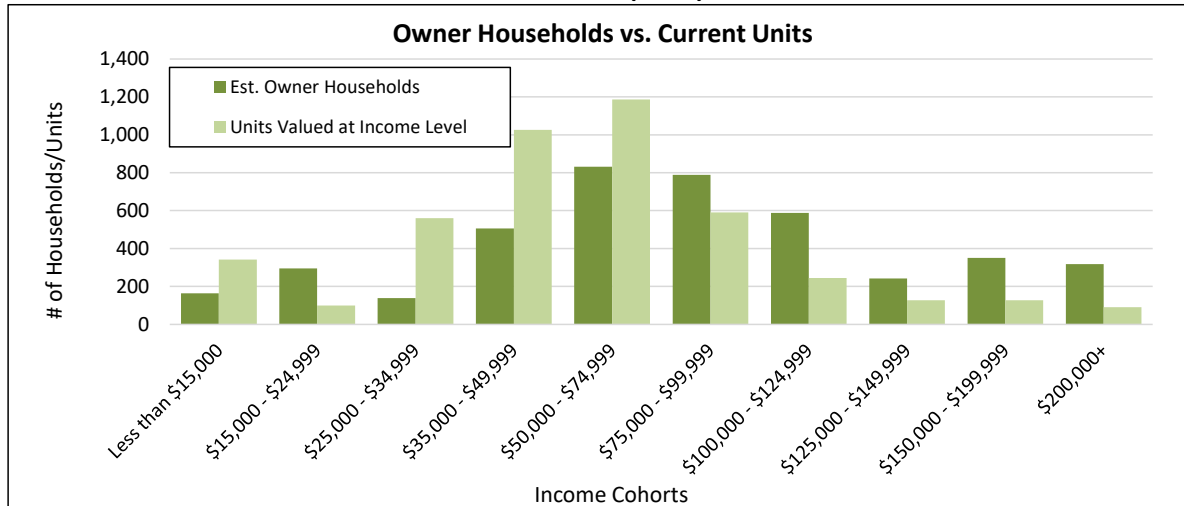
In general, this identifies that there is currently support for more ownership housing at middle price points. There is a finding that upper income households in The Dalles could perhaps support some more expensive housing supply, though the large amount of new housing built in recent years is filling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

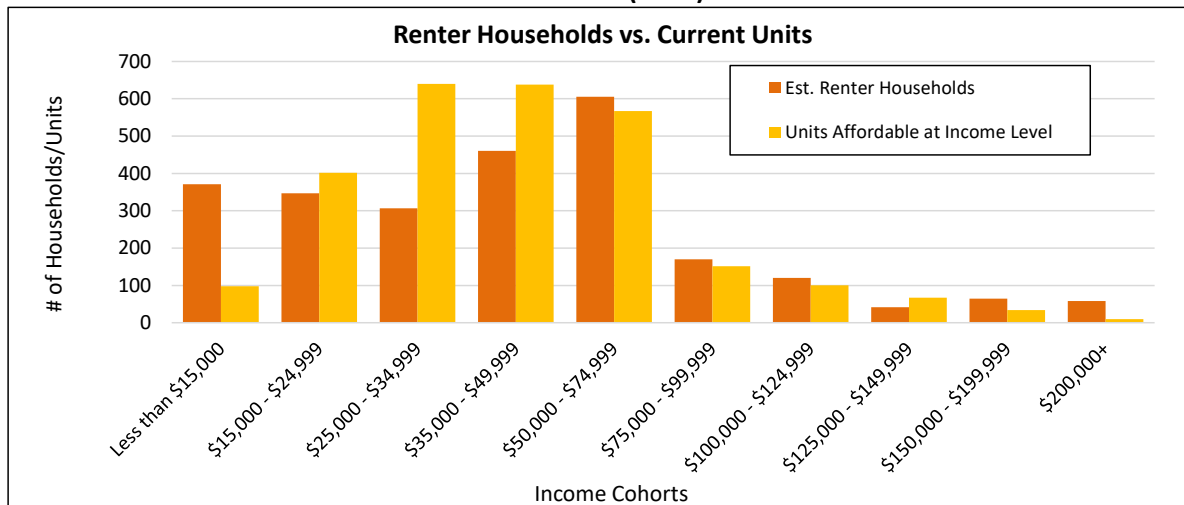
Figures 3.5 and 3.6 show where most of the home values and market rents cluster currently. The price segments where homes are most prevalent do not match the spectrum of income levels of owners and renters. These levels will be too costly for some (i.e. require more than 30% in gross income). For instance, the “surplus” rental units affordable to those in the \$25k to \$50 segments are most likely occupied by those of lower income, who are paying more than they can afford for these market-rate units.

**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
<b>Total Estimated 2043 Population:</b>	<b>18,589</b>		
<b>Estimated Non-Group 2043 Households:</b>	<b>7,183</b>	(2043 Non-Group Pop./Avg. Household Size)	
New Households 2023 to 2043	415		
Avg. Household Size:	2.51	Projected household size	US Census
<b>Total Housing Units:</b>	<b>7,677</b>	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.)

It should be noted that local community members question the accuracy of the population projections estimated by Portland State University and anticipate that actual growth is likely to be higher based on past trends and local opportunities for future economic and housing development.

### 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%
<b>Totals:</b>	<b>4,420</b>		<b>% of All:</b>	<b>61.5%</b>

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%
<b>Totals:</b>	<b>2,763</b>		<b>% of All:</b>	<b>38.5%</b>

<b>All Units</b>
<b>7,183</b>

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, Environics 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
<b>TOTAL:</b>				<b>278</b>	<b>227</b>	<b>505</b>	<b>100%</b>	

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%
<b>TOTALS:</b>		<b>189.5</b>	<b>140.7</b>	<b>330.2</b>	<b>10.1</b>	<b>2,260</b>	<b>1,077</b>	<b>3,337</b>	<b>100%</b>

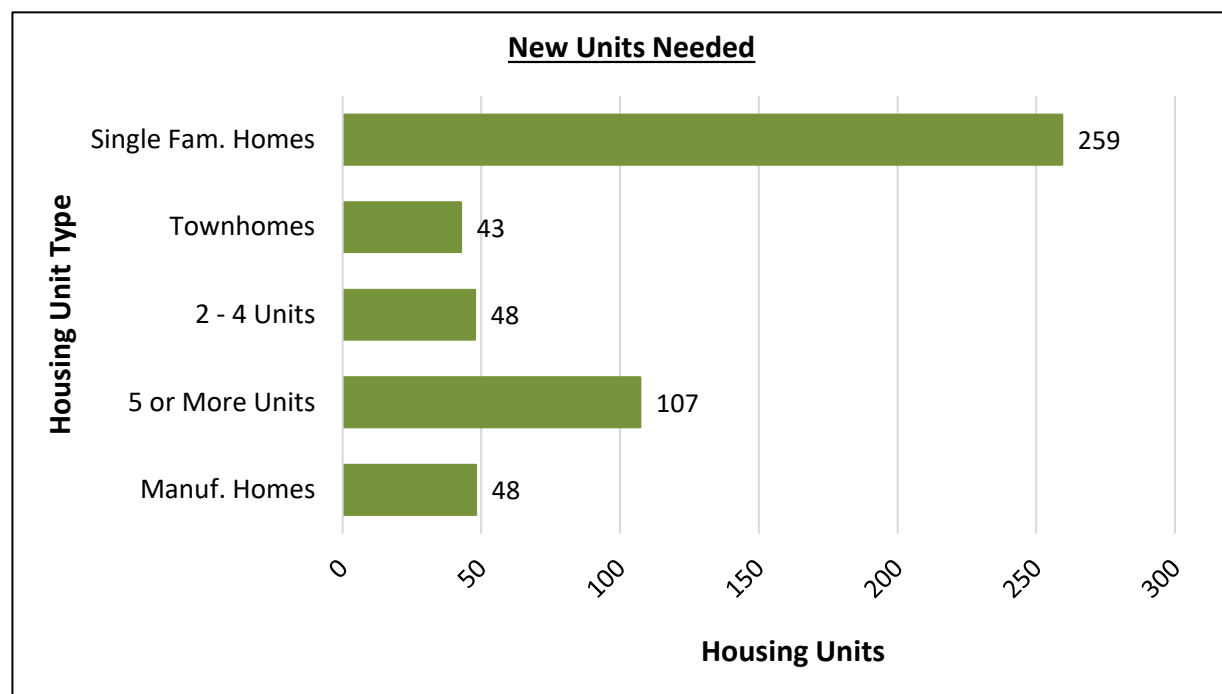
Source: MIG/APG

- 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
<b>TOTALS:</b>		<b>324.7</b>	<b>3,337</b>	<b>10.3</b>	<b>505</b>	<b>2,832</b>	<b>261</b>

Sources: MIG/APG, Johnson Economics



# 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**

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## 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  $\frac{1}{2}$  acre in size that contain a single-family residence (based on assessor's property classification), subtract  $\frac{1}{4}$  acre for the residence and count the remainder of the parcel as vacant land.
  - For lots and parcels at least  $\frac{1}{2}$  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  $\frac{1}{4}$  acre, consider that portion of the lot or parcel to be vacant.
- Developed:
  - All land not considered vacant or partially vacant is considered developed.
- Determine the amount and mapped location of low density, medium density, and high density vacant and partially vacant land within the city. (See the following maps and tables for the amount and location of vacant/partially vacant land within the city).
- Determine the total amount of developed land within the city limits, and calculate the total number of existing dwelling units located on that land. Calculate net density of residential development on this land.
- Step 2: Adjust residential lands inventory to account for constrained lands
  - Identify the following physical constraints on land inventoried as vacant or partially vacant:
    - Floodways and water bodies
    - Special Flood Hazard Area
    - Contiguous lands of at least one acre with slopes greater than 25 percent.
  - For lands identified above, reduce estimated development capacity by the following factors
    - Floodways and water bodies: 100%
    - Special Flood Hazard Area: 100%
    - Slopes: 100% (applied only to the portion of the parcel containing steep slopes)
- Step 3: Review and revision
  - Staff and advisory committee members will review initial BLI results and provide comments concerning recent development or other issues that may reduce or limit capacity of specific properties.

## Inputs

The following data sources were used in this analysis:

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

## Preliminary Results

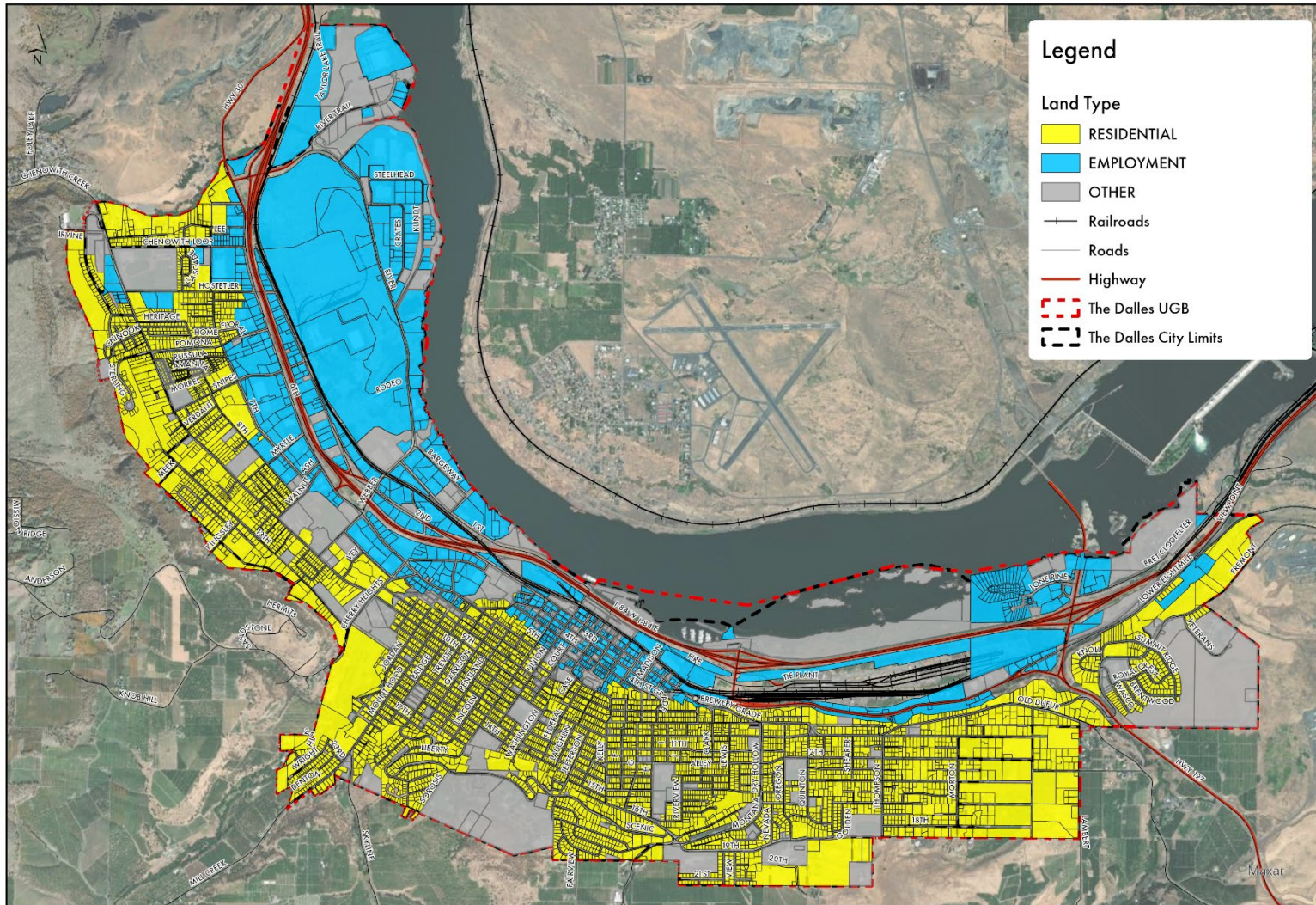
The initial results of the BLI are described in the maps and tables on the following pages. They show a total inventory of 330 acres of vacant or partially vacant residential land within the UGB, with approximately sixty percent of the acres located within the city limits (189.5 acres) and the remainder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

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



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

0 0.5 1  
Miles

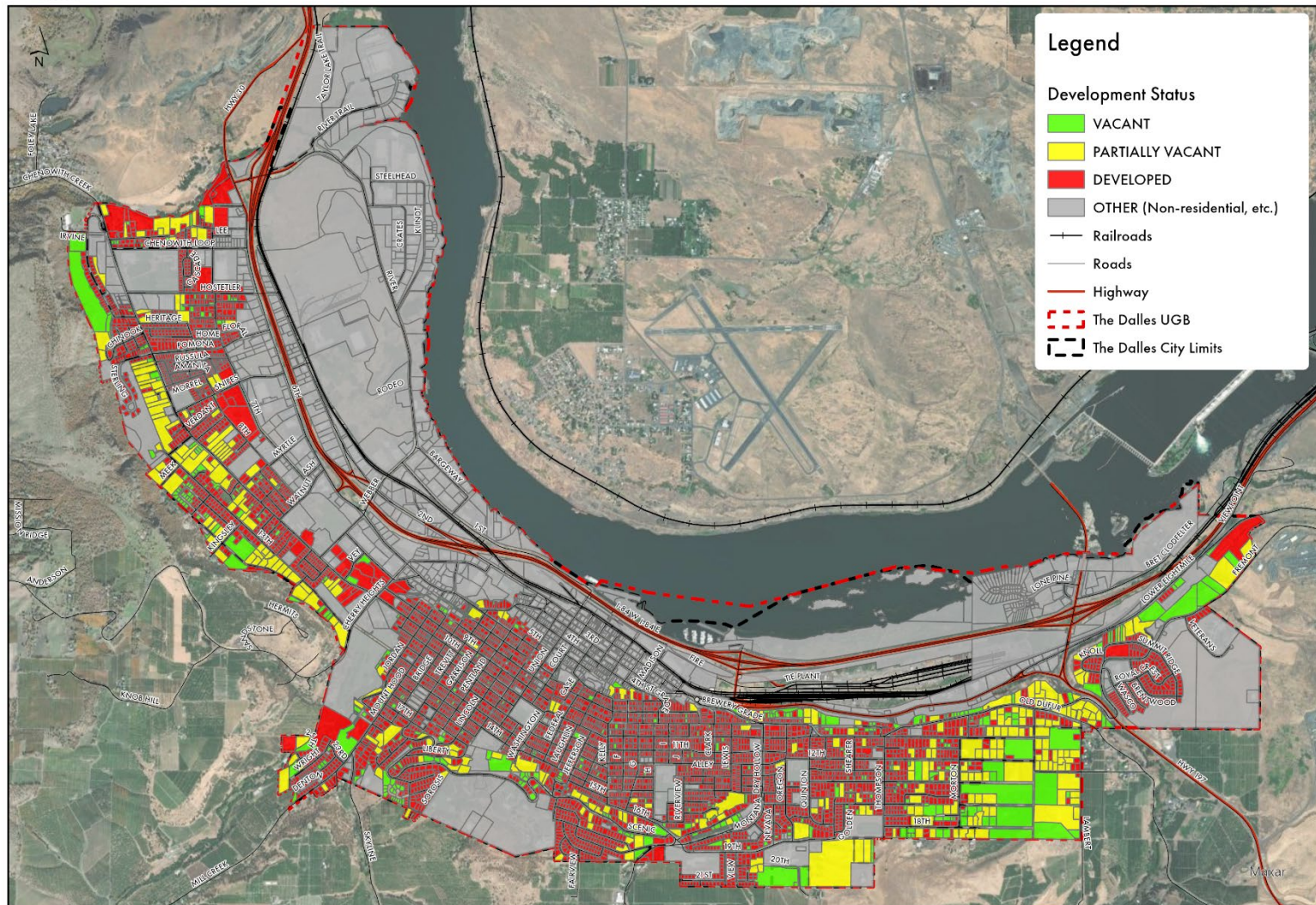






# City of The Dalles Housing Needs Analysis Buildable Lands Inventory - Land Type

0 0.5 1 Miles







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

0 0.5 1 Miles

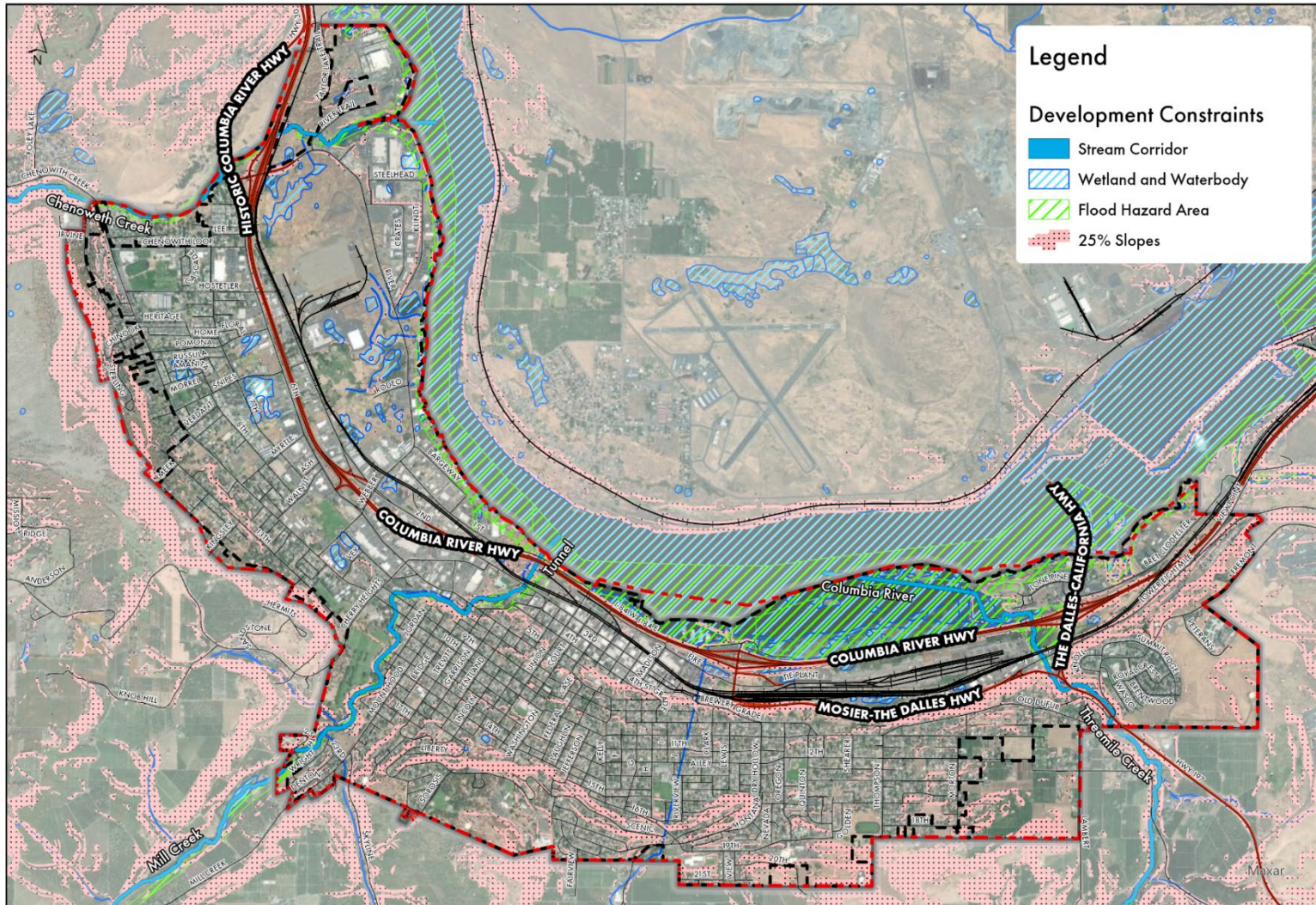


Table 1. Development Status and Vacant Acreage by Zone

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
<b>RH</b>	<b>281</b>	<b>17</b>	<b>140.4</b>	<b>27.2</b>	<b>34.7</b>	<b>1.3</b>	<b>79.4</b>	<b>21.6</b>
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
<b>RM</b>	<b>61</b>	<b>18</b>	<b>38.8</b>	<b>13.5</b>	<b>5.8</b>	<b>2.4</b>	<b>24.2</b>	<b>4.8</b>
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
<b>RL</b>	<b>288</b>	<b>92</b>	<b>209.1</b>	<b>170.0</b>	<b>79.8</b>	<b>42.1</b>	<b>85.4</b>	<b>109.3</b>
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
<b>(GMA)R-5*</b>	<b>0</b>	<b>2</b>	<b>0.0</b>	<b>17.3</b>	<b>0.0</b>	<b>12.3</b>	<b>0.0</b>	<b>5.0</b>
Vacant	0	2	0.0	17.3	0.0	12.3	0.0	5.0
<b>(GMA)R-1*</b>	<b>1</b>	<b>0</b>	<b>1.0</b>	<b>0.0</b>	<b>0.5</b>	<b>0.0</b>	<b>0.5</b>	<b>0.0</b>
Vacant	1	0	1.0	0.0	0.5	0.0	0.5	0.0
<b>Grand Total</b>	<b>631</b>	<b>129</b>	<b>389.3</b>	<b>228.0</b>	<b>120.9</b>	<b>58.1</b>	<b>189.5</b>	<b>140.7</b>

\* 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
<b>TOTAL</b>	-		<b>189.5</b>	<b>2,260</b>	<b>140.7</b>	<b>1,077</b>	<b>330.2</b>	<b>3,337</b>

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
<b>TOTAL</b>	-		<b>84.6</b>	<b>979</b>	<b>71.9</b>	<b>429</b>	<b>156.5</b>	<b>1,408</b>



Table 1. Development Status and Vacant Acreage by Zone

Zones and Development Status	Parcels		Total Acres		Environmentally Constrained Acres		Gross Buildable Acres	
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GMA R-1	1	0.8	0.5	0	0.0	0	0.5	0
<b>TOTAL</b>	-		<b>84.6</b>	<b>979</b>	<b>71.9</b>	<b>429</b>	<b>156.5</b>	<b>1,408</b>



## CITY of THE DALLES

313 COURT STREET  
THE DALLES, OREGON 97058

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

### RESOLUTION NO. PC 620-23

A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING  
CITY COUNCIL APPROVAL OF ZONING ORDINANCE AMENDMENT  
NO. 109-23 TO CHANGE SECTIONS OF THE DALLES MUNICIPAL CODE  
CHAPTER 10.12 (*RECREATIONAL VEHICLE PARKS*)

**WHEREAS**, since 2016, the Community Development Department has approved four RV parks within the City's planning jurisdiction, three of which were approved since 2022 and three of which are located within residential zoning districts;

**WHEREAS**, on January 5, 2023, following a series of robust and productive public hearings for the three most recent park approvals, the Planning Commission directed the Community Development Department to prepare amendments to TDMC Chapter 10.12 (*Recreational Vehicle Parks*) to revise RV park regulations;

**WHEREAS**, at its July 20, 2023, regular meeting, the Planning Commission conducted a noticed public hearing to take public testimony on the proposed Zoning Ordinance Amendment 109-23 and directed Staff to amend the City's standards to restrict RVs from being dwellings and instead review them as a commercial use;

**WHEREAS**, at its November 16, 2023, regular meeting, the Planning Commission conducted another noticed public hearing to take public testimony on those proposed amendments to Zoning Ordinance Amendment 109-23; and

**WHEREAS**, the Planning Commission has considered the public testimony and reviewed the proposed amendments set forth in Zoning Ordinance Amendment 109-23 and, based upon the proposed findings of fact and conclusions of law in the staff report, testimony presented during the hearing (incorporated herein by this reference), and all other substantial evidence reflected in the record, the Planning Commission voted to recommend the amendments be forwarded to the City Council for its review and adoption.

**NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION  
AS FOLLOWS:**

Section 1. The Planning Commission recommends the proposed Zoning Ordinance Amendment 109-23, attached to and made part of this Resolution as Exhibit "B", be approved and forwarded to City Council for its review and adoption.

Section 2. This Resolution shall be effective upon its passage and approval.

Section 3. The Secretary of the Planning Commission shall certify to the adoption of the Resolution and transmit a copy of the Resolution to the Applicant.

**APPROVED AND ADOPTED THIS 16<sup>TH</sup> DAY OF NOVEMBER, 2023.**

\_\_\_\_\_  
Cody Cornett, Chair  
Planning Commission

I, Joshua Chandler, Community Development Director for the City of The Dalles, hereby certify the foregoing was duly moved and adopted at a regular meeting of the Planning Commission held on the 16<sup>th</sup> day of November, 2023.

AYES: \_\_\_\_\_

NAYS: \_\_\_\_\_

ABSENT: \_\_\_\_\_

ABSTAIN: \_\_\_\_\_

ATTEST: \_\_\_\_\_  
Joshua Chandler, Director  
Community Development Department



## CITY of THE DALLES

313 COURT STREET  
THE DALLES, OREGON 97058

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

### RESOLUTION NO. PC 621-23

A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING  
CITY COUNCIL APPROVAL OF COMPREHENSIVE PLAN  
AMENDMENT NO. 55-23 TO REVISE COMPREHENSIVE PLAN GOAL  
10 (*HOUSING*) AND ADOPT THE UPDATED HOUSING AND  
RESIDENTIAL LAND NEEDS ASSESSMENT AND THE BUILDABLE  
LANDS INVENTORY

**WHEREAS**, the City is undertaking an update to its Housing Needs Analysis and Comprehensive Plan;

**WHEREAS**, a dedicated Technical Advisory Committee was formed, comprising volunteers who represent a spectrum of housing interests spanning from subsidized housing providers to market-rate developers;

**WHEREAS**, at its August 3 and 17, 2023, regular meetings, the Planning Commission conducted noticed public hearings to deliberate on and supervise the Housing Needs Analysis, Buildable Land Inventory, and Comprehensive Plan Amendments with the Technical Advisory Committee;

**WHEREAS**, at its September 25, 2023, regular meeting, the City Council was briefed and presented those documents by Staff with input received from those various stakeholders; and

**WHEREAS**, with the City Council's input, Staff submitted an application for Comprehensive Plan Amendment 55-23 proposing changes to The Dalles Comprehensive Plan Goal 10 (*Housing*) by amending its text and adopting the updated Housing and Residential Land Needs Assessment and the Buildable Housing Needs Analysis Update;

**WHEREAS**, at its November 16, 2023, regular meeting, the Planning Commission conducted a noticed public hearing to take public testimony on the proposed Comprehensive Plan Amendment 55-23; and

**WHEREAS**, the Planning Commission has considered the public testimony and reviewed the proposed amendments set forth in Comprehensive Plan Amendment 55-23 and, based upon the proposed findings of fact and conclusions of law in the staff report, testimony presented during the hearing (incorporated herein by this reference), and all other substantial evidence reflected in the record, the Planning Commission voted to recommend the amendments be forwarded to the City Council for its review and adoption.

**NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING COMMISSION  
AS FOLLOWS:**

Section 1. The Planning Commission recommends the proposed Comprehensive Plan Amendment 55-23, attached to and made part of this Resolution as Exhibit “B”, be approved and forwarded to City Council for its review and adoption.

Section 3. This Resolution shall be effective upon its passage and approval.

Section 4. The Secretary of the Planning Commission shall certify to the adoption of the Resolution and transmit a copy of the Resolution to the Applicant.

**APPROVED AND ADOPTED THIS 16<sup>TH</sup> DAY OF NOVEMBER, 2023.**

\_\_\_\_\_  
Cody Cornett, Chair  
Planning Commission

I, Joshua Chandler, Community Development Director for the City of The Dalles, hereby certify the foregoing was duly moved and adopted at a regular meeting of the Planning Commission held on the 16<sup>th</sup> day of November, 2023.

AYES: \_\_\_\_\_

NAYS: \_\_\_\_\_

ABSENT: \_\_\_\_\_

ABSTAIN: \_\_\_\_\_

ATTEST: \_\_\_\_\_  
Joshua Chandler, Director  
Community Development Department