

AGENDA**PLANNING COMMISSION**

February 5, 2026

5:30 p.m.

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

Via Zoom<https://us06web.zoom.us/j/82327794645?pwd=c1d2UGhUb1BoVithR0tFUzZzcWtXQT09>Meeting ID: **823 2779 4645** Passcode: **001537**

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Contact the City Clerk at (541) 296-5481 ext. 1119, or amell@ci.the-dalles.or.us.

1. CALL TO ORDER
2. ROLL CALL
3. PLEDGE OF ALLEGIANCE
4. APPROVAL OF AGENDA
5. APPROVAL OF MINUTES – December 18, 2025
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 PUBLIC HEARING
CPA 58-25, City of The Dalles
Adoption of Resolution PC 631-26 Recommending City Council Approval of Comprehensive Plan Amendment No. 58-25 for Adoption of the Employment Opportunities Analysis and Employment Buildable Lands Inventory, and Amendments to Goal 9 (Economic Development) of The Dalles Comprehensive Land Use Plan
8. ACTION ITEM
 - A. Adoption of Resolution PC 632-26 Granting a Time Extension for Conditional Use Permit No. 213-25

CITY OF THE DALLES

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

B. Consideration to Adopt Amendments to The Dalles Planning Commission Bylaws

9. STAFF COMMENTS / PROJECT UPDATES

10. COMMISSIONER COMMENTS / QUESTIONS

11. ADJOURNMENT

Meeting conducted in a room in compliance with ADA standards.

Prepared by/
Crystal Sayre, Administrative Assistant
Community Development Department

MINUTES

PLANNING COMMISSION MEETING

December 18, 2025

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: Cody Cornett, Chair; Melissa Alvarado; Carrie Pipinich (via Zoom); Steve Light (via Zoom)

COMMISSIONERS ABSENT: Maria Peña, John Grant, one position vacant.

STAFF PRESENT: Director Joshua Chandler, City Attorney Jonathan Kara, Special Counsel Ashleigh Dougill, Administrative Assistant Crystal Sayre

CALL TO ORDER

The meeting was called to order by Chair Cornett at 5:42 p.m.

TECHNICAL DIFFICULTIES

Due to a technical issue, the video recording of the meeting was unavailable, and the Zoom live broadcast was interrupted multiple times and did not consistently display the meeting. The Commission continued the meeting in compliance with Oregon public meeting requirements. All motions, votes, and decisions are accurately reflected in these minutes.

PLEDGE OF ALLEGIANCE

Chair Cornett led the Pledge of Allegiance.

APPROVAL OF AGENDA

It was moved by Pipinich and seconded by Alvarado to approve the agenda as submitted. The motion carried 4/0; with Alvarado, Pipinich, Light, and Cornett voting in favor; none opposed. Peña and Grant were absent.

APPROVAL OF MINUTES: December 4, 2025

It was moved by Alvarado and seconded by Cornett to approve the minutes of December 4, 2025, as submitted. The motion carried 4/0; with Alvarado, Pipinich, Light, and Cornett voting in favor; none opposed. Peña and Grant were absent.

PUBLIC COMMENT

No public testimony was received.

LEGISLATIVE PUBLIC HEARING

ZOA 111-25 and CPA 57-25, City of The Dalles

Chair Cornett opened the legislative public hearing on Zoning Ordinance Amendment No. 111-25 and Comprehensive Plan Amendment No. 57-25 and read the hearing script into the record, including the applicable criteria, procedures, and appeal rights. He asked whether any Commissioners had conflicts of interest, ex parte contacts, or needed to abstain, and none were disclosed. Chair Cornett then opened the hearing to public testimony. No public testimony was received, either in person or via Zoom. Following confirmation that no testimony was offered, the public testimony portion of the hearing was closed.

Community Development Director Joshua Chandler presented the staff report and provided a presentation, Attachment 1. He explained that the proposed amendments are intended to modernize Community Development Department operations and clarify the distinction between current planning and long-range planning responsibilities. He described the two-phase implementation of the Hearings Officer program, noting that Phase 1, adopted by City Council in November 2025, reduced the Planning Commission to one meeting per month – the first Thursday of the month, and that Phase 2, before the Commission this evening, establishes the Hearings Officer position and includes related amendments to the Comprehensive Plan and The Dalles Municipal Code. Director Chandler explained that the Hearings Officer would review quasi-judicial land use applications and administrative appeals, with City Council retaining final appellate authority, while legislative actions would remain with the Planning Commission and City Council. He summarized proposed amendments addressing procedures and noticing timelines, definitions, state-mandated housing adjustments, permitted and conditional use tables, residential care facilities, marijuana and transitional housing regulations, and miscellaneous housekeeping updates intended to improve code organization and clarity, including removal of outdated provisions and adoption of a standardized classification system for use determinations. He also reviewed updates related to downtown parking requirements, street standards, fencing allowances for schools, and temporary laydown yards.

Chair Cornett asked whether the Planning Commission would retain authority to hear applications if the City were between Hearings Officer, staff confirmed that the Planning Commission would serve as the fallback decision-making body in that situation.

RESOLUTION

Resolution PC 630-25: Approval of ZOA 111-25 and CPA 57-25, City of The Dalles

It was moved by Alvarado and seconded by Pipinich to approve Resolution PC 630-25 as submitted. The motion carried 4/0; with Alvarado, Pipinich, Light, and Cornett voting in favor; none opposed. Peña and Grant were absent.

STAFF COMMENTS / PROJECT UPDATES

Director Chandler thanked the Commission for its work over the past year and acknowledged the technical challenges experienced during the meeting. He confirmed that the January 8, 2026 Planning Commission meeting would be canceled and that the Commission would transition to a once-monthly meeting schedule, with the next meeting to be February 5, 2026.

Director Chandler provided an update on the Economic Opportunities Analysis, noting that materials had been submitted to the State for review and that the topic would be brought before the Commission at the February 5, 2026 meeting. He also referenced significant work completed in 2025, including floodplain code amendments and a contested subdivision appeal, and wished Commissioners a happy and healthy holiday season.

ADJOURNMENT

There being no further business, the meeting was adjourned at 6:10 p.m.

Submitted by/
Crystal Sayre, Administrative Assistant
Community Development Department

SIGNED: _____

Cody Cornett, Chair

ATTEST: _____

Crystal Sayre, Administrative Assistant
Community Development Department



City of The Dalles Planning Commission

THURSDAY, DECEMBER 18, 2025 | 5:30 PM

Hearing Details

Application: Zoning Ordinance Amendment (ZOA) 111-25 | Comprehensive Plan Amendment (CPA) 57-25

Applicant: City of The Dalles

Properties Affected: All properties within the Urban Growth Boundary

Request:

Recommendation to City Council for Adoption of Amendments to the Comprehensive Plan and Title 10 of The Dalles Municipal Code to Implement a Hearings Officer System, Update Planning Commission Roles and Procedures, and Revise Housing, Design, and Definitions Standards for Clarity, Consistency, and Compliance with State Law.

Purpose of Amendments

- Modernizing Community Development Operations
 - Clarify roles between Current Planning and Long-Range Planning
 - Improve efficiency, legal compliance, and predictability
 - Align TDMC, Comp Plan, and procedures
- 

Planning Roles & Policy Direction

- Clarifies planning functions:
 - Current Planning: Development applications, permits, compliance
 - Long-Range Planning: Policy, code updates, housing, growth strategy
 - Policy goal:
 - Shift quasi-judicial away from Planning Commission
 - Refocus the Commission on legislative and policy matters
- 

Implementation Approach

- Phase 1 (Adopted): Planning Commission procedural updates
 - Reduced meetings to once per month
 - Adopted November 24, 2025 | Effective January 1, 2026
- Phase 2 (Current): Structural and code updates
 - Establishment of a Hearings Officer
 - Comprehensive updates to TDMC and Comp Plan

Noticing

- November 13, 2025: Submitted proposed amendments to DLCD
- December 3, 2025: Issued in Columbia Gorge News
- December 11, 2025: Planning Commission Packet Distributed

Title 10 Code Amendments

- **Hearings Officer Implementation**
 - Independent land use professional
 - Reviews quasi-judicial applications and administrative appeals
 - City Council retains final appeal authority
 - Legislative actions remain with Planning Commission & Council
 - Public hearings remain open and accessible
- 

Title 10 Code Amendments

- **Procedures, Noticing & Definitions**
 - Clarified application and hearing procedures
 - Noticing timelines updated for state law compliance
 - Evidentiary hearing notice: 10 → 20 days
 - Appeal filing deadline: 10 → 12 days
 - Definitions updates: Hearings Officer, Affordable housing, Residential care facilities, Marijuana-related uses, Kitchen/cooking facilities (dwelling unit clarity)
- 

Title 10 Code Amendments

- **Housing Adjustments & Affordable Housing**
 - Implements SB 1537 mandatory housing adjustments
 - Establishes ministerial review for minor housing changes
 - Allows affordable housing outright in all residential & mixed-use zones
 - Adds clear, objective standards and long-term affordability requirements
 - Improves predictability and supports diverse housing types
- 

Title 10 Code Amendments

- **Use & Classification Updates**
 - Allows Residential Care Facilities in the RL zone, consistent with state law
 - Clarifies and consolidates permitted and conditional use tables
 - Removes outdated and redundant use references
 - Marijuana and transitional housing sections
 - Introduces Standard Industrial Classification (SIC) codes for unlisted uses; provides a consistent, objective framework for use determinations
- 

Title 10 Code Amendments

- **Parking, Streets & Transportation Standards**
 - Codifies mandatory parking waivers in Downtown and CBC-2 zones
 - Replaces discretionary parking exemptions with clear standards
 - Updates street standards matrix to align with the 2017 TSP
 - Supports downtown reinvestment and mobility planning
- 

Title 10 Code Amendments

- **Site Design, Safety & Construction Flexibility**
 - Allows up to 6-foot fencing in front yard setbacks at schools
 - Maintains vision clearance and neighborhood compatibility
 - Expands laydown yard allowances to nonresidential zones
 - Supports redevelopment and construction staging
- 

Comp Plan Amendments

- Reflect Hearings Officer delegation
 - Align with TDMC, Title 11, and PC Bylaws
 - Targeted updates to Goals 2, 5, 11, 14
 - Appendix B cleanup
- 

Implementation and Next Steps

- Hearings Officer selection: early 2026
 - 1–2 month procurement process
 - Full implementation: *April 2026*
 - Planning Commission Bylaws updates: *February 2026*
- 

Next Steps (*Tentative*)

- **January 12, 2026** – City Council: Final code amendment adoption
- **February 2026** – PC Bylaw updates
- **February–March 2026** – Hearings Officer selection process
- **April 2026** – Hearings Officer implementation

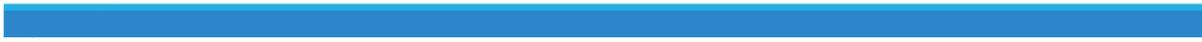
Commission Alternatives

1. ***Staff recommendation: Move to adopt Resolution No. PC 630-25 as presented.***
2. Move to adopt Resolution No. PC 630-25 as presented, after adopting any changed amendments or findings discussed at the regular December 18, 2025, Planning Commission meeting.
3. Decline adoption and provide additional direction.



City of The Dalles Planning Commission

THURSDAY, DECEMBER 18, 2025 | 5:30 PM



DRAFT



STAFF REPORT

Comprehensive Plan Amendment 58-25

HEARING DATE: February 5, 2026

HEARING BODY: Planning Commission

PROCEDURE TYPE: Legislative

REQUEST: Recommendation to City Council for Adoption of the Employment Opportunities Analysis and Employment Buildable Lands Inventory, and amendments to Goal 9 (Economic Development) of The Dalles Comprehensive Land Use Plan

PROPERTIES: All properties located within the Urban Growth Boundary

APPLICANT: City of The Dalles, Community Development Department

PREPARED BY: Joshua Chandler, Director

BACKGROUND: State law establishes a framework for long-range employment land planning under Statewide Planning Goal 9 and its implementing rules (OAR 660-009), which provide for preparation of an Economic Opportunities Analysis (**EOA**) and evaluation of available employment land over a 20-year planning horizon. While cities are not required to continuously update an EOA on a fixed schedule, an adopted and current EOA is the primary analytical tool to assess employment land supply, inform comprehensive planning, and support future land use decisions.

The City of The Dalles began this work in 2019, with initial phases completed between 2019 and 2022 by Bridge Economics and Angelo Planning Group. That effort included public engagement, technical analysis, and multiple work sessions with the Planning Commission, City Council, Wasco County, and a project-specific advisory committee.

In 2022, the City initiated adoption of the EOA and Employment Buildable Lands Inventory (**BLI**). While the Planning Commission recommended approval, City Council elected not to proceed, citing the need for additional refinement regarding employment land supply, development assumptions, and recent and anticipated development activity.

Since that time, substantial employment-related development has occurred within the Urban Growth Boundary, materially affecting available land supply and development capacity. Notably, this includes continued expansion of Google’s data center operations, including a recently developed approximately 90-acre data campus and supporting infrastructure within the Port area.

In response, beginning in Spring 2025, the City initiated an updated EOA and refined BLI, led by Moore Iacofano Goltsman, Inc. (MIG) and Competinomics. This updated effort incorporates current tax lot data, recent development activity, refined site-level analysis, and updated employment projections, resulting in a substantially improved and defensible assessment reflecting current conditions and realistic long-term economic trends.

The updated EOA identifies land needed to accommodate projected industrial and other employment growth over a 20-year horizon, consistent with Goal 9. While the City last adopted an EOA in 2007, with updates in 2011, subsequent analyses were not adopted and relied on data that is no longer current. Given significant changes in land supply and development patterns over the past several years, this updated EOA provides a reliable foundation for economic development action planning, Comprehensive Plan updates, policy development, grant applications, and future land use decision-making.

As part of the update process, City staff and MIG conducted three work sessions with a project-specific Technical Advisory Committee (TAC) composed of regional representatives. Committee members reviewed findings, provided feedback grounded in local conditions, and assisted with site-level refinements, ensuring the analysis reflects the unique economic context of The Dalles. These findings will support future Comprehensive Plan updates by ensuring policies are grounded in current data and realistically reflect anticipated economic opportunities and constraints.

DISCUSSION:

Overview of the Updated Economic Opportunities Analysis

The updated EOA evaluates employment conditions and trends at the local, regional, and state levels, identifies target industries appropriate for The Dalles, projects employment growth over a 20-year horizon, and estimates the amount and type of land needed to accommodate that growth. The analysis builds upon prior work from 2019–2022, incorporating updated data, recent development activity, and stakeholder feedback to produce a current and defensible assessment.

Three employment growth scenarios were analyzed. Based on observed economic trends, local conditions, recent development activity, and stakeholder input, the City’s preferred scenario is Scenario 3, reflecting moderate but sustained growth consistent with regional trends and anticipated industry activity. Under Scenario 3, projected employment growth results in an estimated need for approximately 46.6 to 146.6 net acres of employment land, depending on industry mix and development assumptions, providing a foundation for understanding both aggregate and site-specific needs.

Refined Employment Buildable Lands Inventory

The refined BLI represents the second major phase of the EOA update. Conducted in coordination with City staff, City leadership, the project-specific TAC, and the Department of

Land Conservation and Development (**DLCD**), the BLI evaluates whether sufficient buildable employment land exists within the City’s Urban Growth Boundary (**UGB**) to meet projected demand over the planning horizon.

The inventory includes only land within the UGB, consistent with Oregon law. While Dallesport, Washington is part of the broader regional economy, it is outside the City’s jurisdiction and not included in this analysis.

The BLI was completed in accordance with OAR 660-009 and included the following key steps:

- Classification of land by type (employment, residential, or other)
- Identification and removal of constrained lands
- Classification of employment land by development status
- Calculation of gross and net buildable acreage
- Comparison of land supply to projected land need

Key refinements since the 2022 BLI include updated assessor data, revised development status based on recent permits and construction activity, additional site-level review, and ongoing coordination with DLCD staff.

Key Findings of the Refined BLI

After accounting for development constraints, infrastructure set-asides, and partial development, the refined BLI identifies approximately 205 net acres of buildable employment land within the UGB. When compared to the City’s preferred employment growth scenario:

- Aggregate supply: The City shows a modest overall surplus of employment land, indicating general capacity to support projected growth.
- Industrial constraints: Industrial land is limited, with a narrow surplus of approximately 10 net acres, reflecting constrained expansion options for industrial uses.
- Site size gaps: Small and medium industrial sites are available, but no sites exist in the 30–60 acre or 60–100 acre range, typically required for larger industrial or data center operations.
- Structural implications: The shortage of larger sites represents a subtle but persistent barrier to recruitment and expansion of major employers.

These findings highlight that Goal 9 compliance is not determined solely by total acreage; the City must demonstrate capacity to accommodate the types, sizes, and configurations of employment uses anticipated over the planning horizon.

Comprehensive Plan Integration

The proposed action adopts the updated EOA and refined BLI as background documents in Volume II of the Comprehensive Plan and updates Goal 9 to reflect current economic conditions, employment land needs, and implementation strategies. Adoption provides a defensible factual basis for future development actions, infrastructure planning, potential zoning adjustments, and other land use decisions. Adoption does not rezone property, expand the UGB, or authorize specific development; it establishes the analytical foundation for informed policy decisions.

Stakeholder Engagement

The City convened a project-specific TAC representing business, economic development, public agencies, housing, healthcare, agriculture, and community interests. The TAC met in three work sessions to review preliminary findings, provide local perspective, and refine the analysis. Following the TAC, staff held a joint session with the Planning Commission and City Council to review findings, answer questions, and receive policy input. Additional feedback was incorporated.

The City also requested an informal review from DLCD prior to formal submittal. DLCD provided preliminary feedback, which was incorporated into the revised documents, and subsequently initiated formal review following submittal. This process ensured the EOA and BLI reflect both local stakeholder input and state guidance, resulting in a technically robust and locally relevant analysis.

Revisions

Following the joint session and subsequent comments, the City incorporated:

- Employment and Land Demand Analysis: Added narrative explaining aggregate need calculations and adjustments for updated target industry and land use data; clarified differences between aggregate land needs and site-size requirements; added a site needs summary table for small (0.75 acres), small/medium (4 acres), medium (30 acres), and large (60 acres) sites; identified potential updates using revised employment density figures (TBD).
- Buildable Land Inventory: Updated development status for seven sites (1 additional committed, 5 additional developed, 1 additional constrained); revised maps and tables; summarized available sites by size; revised discussion of Dallesport-area land; updated language on Google-owned sites; incorporated updated land need calculations.
- Comprehensive Plan Goals, Policies, and Implementation Measures: Updated narrative and summary tables; added aggregate vs. site-specific land needs; expanded Policy 1-1 to include healthcare and target industries; expanded Policy 2-2 to address workforce amenities; added implementation measures for hospital relocation, riverfront urban renewal, and community gardens; updated policies on vacant space use; incorporated revised land need calculations.

Next Steps and Documentation

The revised EOA, BLI, and Comprehensive Plan updates reflect a multi-year analysis, stakeholder input, and coordination with DLCD. Together these documents establish a robust foundation for future planning and policy decisions. Materials included with this report document the analysis, stakeholder engagement, and revisions, providing the basis for formal notifications, public review, and consideration by the Planning Commission and City Council.

NOTIFICATION:

Pursuant to TDMC 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on January 21, 2025, more than ten days prior to the February 5, 2026 Commission hearing. Notice of the public hearing was sent to all local news media, Wasco County Planning,

and posted on the City’s website on January 29, 2026. All City Council and Planning 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 Conversation and Development on December 17, 2025, more than 35 days prior to the February 5, 2026 hearing. To date, no comments have been received.

COMMENTS:

No comments have been received as of the date this report was published (January 29, 2026).

REVIEW:

See *Exhibit A*.

PROPOSED AMENDMENTS:

The proposed amendments for Comprehensive Plan Amendment 58-25 are included as *Exhibit B*. Draft edits of the proposed amendments are included as *Exhibit C*. All proposed amendments are subject to revision or deletion. The Planning Commission will forward a recommendation on the amendments to the City Council. Final decision for all proposed amendments will be made by the City Council.

The updated EOA and BLI, along with associated documentation, are included as *Exhibit D*. For reference, the EOA document itself is organized into the following internal sections:

- Economic Trends and Land Demand Analysis (Exhibit A within the EOA)
- Buildable Lands Inventory (BLI) and Maps (Exhibit B within the EOA)
- Committed Sites Log (Exhibit C within the EOA)
- Summary of Modifications to Google Sites (Exhibit D within the EOA)

These internal exhibit labels are used solely for organizational purposes within the EOA document and do not correspond to, or have any formal association with, the exhibits included in the Planning Commission adoption package.

RECOMMENDATION:

1. ***Staff recommendation:*** Move to recommend to the City Council the approval of *Comprehensive Plan Amendment 58-25, adopting amendments and findings attached herein.*
2. Move to recommend to the City Council the approval of a modified Comprehensive Plan Amendment 58-25, after adopting any changed amendments or findings discussed at the regular February 5, 2026, Planning Commission meeting.
3. Decline adoption and provide additional direction.

ATTACHMENTS:

- **Exhibit A:** *Findings of Fact and Conclusions of Law for Comprehensive Plan Amendment 58-25.*
- **Exhibit B:** *Proposed Comprehensive Plan Amendment CPA 58-25.*
- **Exhibit C:** *Draft Edits of the Proposed Amendments for Comprehensive Plan Amendment 58-25.*
- **Exhibit D:** *City of The Dalles Economic Opportunities Analysis.*
- **Attachment 1:** *Joint Session Meeting Minutes*
- **Attachment 2:** *TAC Meeting Notes*

EXHIBIT A

Findings of Fact and Conclusions of Law for Comprehensive Plan Amendment 58-25

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.

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 The Dalles Municipal Code (TDMC) 10.3.020.060, a notice of public hearing was published in the Columbia Gorge News on January 21, 2025, more than ten days prior to the February 5, 2026, Commission hearing. Notice of the public hearing was sent to all local news media, Wasco County Planning, and was posted on the City's website on January 29, 2026. All City Council and Planning 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 Conversation and Development on December 17, 2025, more than 35 days prior to the February 5, 2026, hearing.

The City convened a project-specific Technical Advisory Committee (TAC) composed of representatives from business, economic development, government, and community sectors. TAC participation reflected a broad range of perspectives, including business and economic development interests, public service and governmental viewpoints, housing considerations, healthcare providers, and the agricultural sector. The TAC met in three work sessions to review findings, provide feedback grounded in local conditions, and inform refinements to the proposed amendments, ensuring that the planning process was informed by diverse and relevant perspectives. **Criterion met.**

Goal #2. Land Use Planning.

Policy 2. Establish Plan review and revision procedures which include provisions for participation by citizens and affected governments and special districts.

FINDING #3: See Finding #2. **Criterion met.**

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

FINDING #4: The City’s adoption of the revised Goal 9 framework is supported by a comprehensive and adequate factual base. The Economic Opportunities Analysis (EOA) and the associated Buildable Lands Inventory (BLI) provide detailed analyses of current and projected employment trends, target industries, land demand, site availability, and infrastructure capacity. These analyses incorporate updated assessor data, recent development activity, and technical review, ensuring that the revised policies are grounded in reliable evidence. The City finds that the EOA and the BLI constitute an adequate factual basis to support the Goal 9 amendments, consistent with state law, OAR 660-009, and the City’s Comprehensive Plan. **Criterion met.**

Goal #9 Economic Development.

FINDING #5: The proposed Goal 9 framework replaces the prior framework. The EOA and BLI provide the factual basis for the amendment, identifying employment sectors, industrial and commercial land needs, and site characteristics necessary to support projected economic growth over the 20-year planning horizon. These analyses comply with OAR 660-009-0015 and 660-009-0020, including inventories of vacant and developed lands, anticipated employment uses, and public facility requirements. Adoption of the EOA and the BLI as Comprehensive Plan background documents ensures that the proposed amendments are data-driven and legally defensible.

The prior Goal 9 framework emphasized family-wage employment, industrial and commercial land retention, downtown revitalization, tourism, healthcare, agribusiness, forest products, and regional economic coordination. The proposed update retains the intent of these objectives while reflecting current economic conditions, removing obsolete references, and strengthening the City’s long-term economic strategy. References to the Northwest Aluminum Plant are removed due to the facility’s closure over 20 years ago; however, the proposed changes continue to prioritize large industrial parcels for targeted traded-sector and other industries, consistent with the EOA’s identification of site needs.

The proposed Goals, Policies, and Implementation Measures are intended to expand and diversify the City’s economic base by:

- Promoting growth in traded-sector industries, advanced manufacturing, technology-enabled businesses, and value-added agriculture;
- Supporting entrepreneurship, small and medium business growth, and innovation partnerships with educational and industry partners;
- Preserving and planning for industrial land, including strategies for replacement of sites lost to redevelopment;
- Encouraging downtown and community destinations as mixed-use centers of employment, culture, tourism, and historic preservation, aligned with the Columbia Gateway/Downtown Urban Renewal Plan.

Workforce development and quality-of-life considerations are incorporated, with policies addressing education, housing, healthcare, childcare, and recreation to attract and retain employers, consistent with the EOA’s recommendations for expanding family-wage employment opportunities. The Plan also aims to strengthen economic development readiness and resilience

by promoting streamlined permitting, predevelopment support for catalytic sites, infrastructure planning, and hazard mitigation measures to accommodate anticipated industrial, commercial, and residential growth.

Regional coordination remains central. The Plan identifies partnerships with the Port of The Dalles, Columbia Gorge Regional Airport, bi-state workforce and housing initiatives, and regional infrastructure planning. Policies encourage alignment of infrastructure investment with regional economic priorities, including broadband, transportation, and freight mobility projects. The Plan also supports environmentally responsible redevelopment, dual-benefit industrial projects, and adoption of emerging technologies in collaboration with private industry, utilities, and educational institutions.

The proposed Goal 9 amendments are consistent with broader Comprehensive Plan Goals, including Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning). The amendments support public health, safety, and welfare by promoting workforce training, talent retention, and economic opportunities that expand access to employment, housing, and essential services.

Finally, the proposed amendments are anticipated to positively influence surrounding properties by facilitating redevelopment of underutilized industrial and commercial parcels, enhancing downtown and riverfront areas, and supporting retail, service, and tourism activity. These strategies reinforce The Dalles' role as a regional center for education, healthcare, commerce, and culture, while preserving industrial capacity and diversifying economic opportunities.

Overall, the proposed Goal 9 framework consolidates and modernizes prior policy objectives, removes outdated elements, and integrates EOA and BLI guidance to provide a clear, actionable strategy for economic growth, diversification, and resilience over the 20-year planning horizon.

Criterion met.

Oregon Revised Statute (ORS)

ORS 197.175(1) and (2)

FINDING #6: ORS 197.175(1) and (2) require that local governments maintain comprehensive plans that are consistent with Statewide Planning Goals and administrative rules and that amendments to the plan follow procedures for public review and factual justification. Adoption of the updated EOA and refined BLI as background documents in Volume II of the Comprehensive Plan provides the evidentiary foundation required for amendments to Goal 9 policies and implementation measures. These updates are based on a thorough, data-driven evaluation of projected employment needs and land supply conditions, ensuring the Comprehensive Plan accurately reflects current and anticipated economic conditions, consistent with statutory requirements. **Criterion met.**

ORS 197.610–197.625

FINDING #7: The City's update process for the EOA and the BLI was conducted in accordance with the procedural requirements established by ORS 197.610–197.625. The process included extensive public engagement, multiple work sessions with the Planning Commission, City Council, and a project-specific TAC, as well as coordination with the Department of Land Conservation and Development to ensure technical consistency with state planning requirements. Stakeholders were provided opportunities to review findings, offer input on methodology and assumptions, and assist with site-specific refinements. Documentation of data sources, analytical

methods, and revisions ensures transparency and accountability throughout the process. The procedures followed demonstrate that the Comprehensive Plan amendments were developed and reviewed in a manner consistent with state law, providing a defensible basis for adoption of updated Goal 9 policies and implementation measures. **Criterion met.**

Oregon Administrative Rules (OAR)

OAR 660-009

FINDING #8: State law requires cities to periodically evaluate whether they have an adequate supply of land to meet projected employment needs over a 20-year planning horizon. The EOA identifies projected employment growth, target industries appropriate for The Dalles, and the amount and types of land needed to accommodate that growth, consistent with OAR 660-009-0015.

The refined BLI evaluates buildable employment lands within the City's Urban Growth Boundary (**UGB**), classifying land by type and development status, removing constrained lands, and calculating net buildable acreage. The BLI incorporates updated assessor data, recent development activity, and site-level refinements, ensuring a realistic and defensible assessment of land supply. While the City demonstrates a modest aggregate surplus of employment land, the inventory identifies a structural shortage of large industrial sites (>30 acres), highlighting key constraints for business recruitment and expansion. This approach aligns with the EOA methodology and ensures Goal 9 compliance by demonstrating both the quantity and type of employment land available. **Criterion met.**

OAR 660-012-0060

FINDING #9: Staff found that the proposed changes do not affect an existing or planned transportation facility; therefore OAR 660-012-0060 is not applicable to these amendments. **Criterion not applicable.**

OAR 660-018

FINDING #10: The EOA and the BLI assess lands exclusively within the City's UGB, as required under OAR 660-018. The analysis provides the necessary factual basis to determine whether additional land may be required to accommodate future employment uses and supports consideration of potential UGB expansions, if warranted. By integrating site-specific data, development constraints, and projected employment needs, the BLI informs strategic land management and prioritization of employment lands, ensuring the City can accommodate anticipated growth within its existing UGB. **Criterion met.**

EXHIBIT B
Proposed Amendments
Comprehensive Plan Amendment 58-25

GOAL # 9
ECONOMIC DEVELOPMENT

PURPOSE

To provide adequate opportunities throughout the State for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's communities.

BACKGROUND

In 2026, The City of The Dalles developed an updated Economic Opportunities Analysis (EOA) that builds upon preliminary work conducted in 2019-2022 to evaluate the City's 20-year projected employment growth and corresponding amount of land necessary to accommodate that growth. The City coordinated closely with a broad range of stakeholders, including local employers and property owners, regional economic development staff, real estate professionals, and City, County and state agency representatives, to prepare an EOA consistent with Statewide Planning Goal 9 and OAR Chapter 660, Division 9 (including OAR 660-009-0015).

As part of the EOA update and related Comprehensive Plan amendments, the City conducted public outreach and technical review, including joint Planning Commission and City Council discussions in August 2025 and review by a technical advisory committee, as described in the staff report and incorporated into the legislative record.

Economic Overview

The Dalles economy is linked with the entire region. The City serves as the regional center for the five-county Mid-Columbia Economic Development District (MCEDD) region centrally located along the Columbia River Gorge. With a population of approximately 16,100 people as of 2025, it is the county seat and the largest city in Wasco County, Oregon. The City is well-positioned along Interstate 84, located approximately 85 miles east of Portland, Oregon and Highway 197 that connects northerly to Dallesport, Washington across the Columbia River. It is surrounded by unique natural beauty of the Gorge, farmlands, and Mt. Hood to the south.

As the end of the historic Overland Oregon Trail, The Dalles was the central location for commerce and activity within the Gorge. Today, the city continues to serve as the regional center for retail, government and institutions such as the Adventist Health Columbia Gorge, Columbia Gorge Community College, and Wasco County Courthouse. The Dalles region traditionally thrived on manufacturing industries tied to agriculture and metals such as the Harvey/Martin-Marietta aluminum smelter plant. Over time the regional economy has diversified with private investments such as those by Google, and the success of the Port attracting new business and downtown investments. In 2024, employment levels in the region were nearing pre-pandemic levels as the economy continues to recover. Key aspects of the area's economy and recent economic trends include the following:

- During the last two decades (2000-2025), the regional economy of The Dalles has diversified with the closure of the Harvey/Martin-Marietta aluminum plant and more recent significant private investments.
- Since 2020, national and state employment have grown by 2.1% and 1.7%, respectively. Employment in the MCEDD region has increased by 1.4%. Between 2015 and 2020, the region had been experiencing a strong recovery from the 2008-09 recession adding 2,445 jobs resulting in a 2.0% annual growth rate. When not confronting the challenges of major economic disruptions such as the Great Recession or COVID pandemic, employment growth has been strong in most of the region's counties. According to forecasting from the Oregon Employment Department and Washington Employment Security Department, the MCEDD region is expected to grow at about 0.9% annually through 2033.
- As of 2022, the median age in The Dalles is 38.5, which is slightly younger than The Dalles was trending during the 2010s. Further, The Dalles is slightly younger than the overall MCEDD region, which averages a median age of 43.6. Maintaining a relatively younger population will be important to the city's future economic and employment growth prospects in that the city will have a balanced proportion of prime-age working adults to maintain and spur a sustainable level of economic activity.
- Between 2004 and 2019, employment growth in The Dalles slightly outpaced population growth at an average of 1.5% annually. Since dropping by 6.3% in 2020, employment in The Dalles has recovered at an annual average rate of 1.2%. The Dalles's share of Wasco County employment stands at 77% which is a slight increase from about 73% in 2006. Wage growth in The Dalles has increased by 4.1% annually during the last 10 years, following U.S. and statewide trends.
- Of the 4,969 workers who commute to The Dalles for jobs as of 2022, the most prevalent areas in which workers live are Hood River/White Salmon area, Portland metro area, Goldendale, Eugene, Salem and Bend. Of the 4,889 residents who commute for work elsewhere as of 2022, the majority of those residents are commuting to the Portland metro area, Hood River/White Salmon area, Salem, Bend/Redmond, Eugene and to cities to the east.
- As of 2022, The Dalles exceeds statewide percentages (38% versus 34%, respectively) of residents with post-secondary or associate's degree education. On the other hand, the percent of residents with a bachelor's degree or higher is significantly below statewide and regional levels but has been improving over the last ten years. The degree to which The Dalles is able to maintain or grow future economic activity will depend on the community's ability to attract and retain residents with bachelor's degrees and/or targeted post-secondary education levels.
- Since 2018, The Dalles has had an influx of residents (new or newly experienced and/or trained) with skills in a diverse range of sectors. According to occupational projections produced by the Oregon Employment Department, through 2033, The Dalles is expected to have about 550 new openings for various occupational skills. Total demand for occupations, including replacements, will be greatest in "Service" occupations, primarily in Food Preparation and Personal Care. Health Care and Management, Business, Financial and Professional related occupational skills will be in high demand as well.

Economic Forecast

The EOA is comprised of two primary components, each developed separately and then integrated for the purposes of future planning. The first element focuses on the forecasted employment growth opportunities and estimated amount of demand for new land through the year 2045. The second component of the EOA evaluated the supply of land to meet this anticipated growth and land demand. In accordance with the Department of Land Conservation and Development (DLCD), only land within Oregon can be considered as part of the phase two supply evaluation. No Washington lands may be considered as part of the evaluation.

Both elements of the EOA were completed in accordance with the requirements of Statewide Planning Goal 9 and OAR 660-009-0015. The objective of an EOA is “to identify likely industrial and other economic development opportunities and corresponding employment land needs over the planning period of the next 20 years” through an analysis of national, state, regional and local trends and the establishment of community vision, goals, and objectives.

The projection of employment growth and the resulting land demand through the year 2045 was developed based on economic and community trends, Oregon Employment Department employment projections, historical employment growth in The Dalles, regional five-county economic development district (MCEDD region) data, and community input.

Table 9-1 shows a summary of vacant and partially vacant employment lands within The Dalles' UGB. As of 2025, The Dalles had an estimated 205 net acres of vacant and partially vacant land designated for industrial and other employment uses. Of this land, about 186 acres were vacant and 19 acres were partially vacant with 105 acres designated for industrial uses and 99 acres designated for commercial uses (Table 9-1).

TABLE 9-1. GROSS AND NET DEVELOPABLE ACRES OF EMPLOYMENT LAND (2025)

Employment Zone	Partially Vacant Land		Vacant Land		Total Net Buildable Land
	Gross	Net	Gross	Net	
CBC	2.6	1.3	1.8	1.5	2.7
CG	4.1	2.0	18.9	15.1	17.2
CLI	4.8	2.4	46.9	37.5	39.9
CR	0.2	0.1	35.7	28.5	28.6
I (subtotal)	4.2	2.1	121.5	103.3	105.4
<i>Google Sites</i>	0.0	0.0	54.5	46.4	46.4
<i>Other Sites</i>	4.2	2.1	67.0	57.0	59.1
RL*	21.9	10.9	0.0	0.0	10.9
Total	37.7	18.8	224.8	185.9	204.8

*RL zoned properties in the employment BLI include the hospital and Columbia Gorge Community College campuses which are identified as available for employment uses.

Table 9-2 shows the land demand forecast to estimate the demand for employment land. As shown, land demand is estimated under three employment growth scenarios.

TABLE 9-2. THE DALLES LAND DEMAND FORECAST (2025-2045)

Scenario 1	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,050	400	420,130	0.25	38.3	30.6
Industrial	174	600	104,328	0.15	16.9	14.4	
Gov/Institution	39	550	21,241	0.25	2.1	1.7	
Total	1,263		545,700		57.3	46.6	

Scenario 2	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,639	400	655,484	0.25	57.9	46.3
Industrial	456	600	273,876	0.15	44.4	37.7	
Gov/Institution	185	550	101,713	0.25	9.9	7.9	
Total	2,280		1,031,073		112.2	92.0	

Scenario 3	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,489	400	595,546	0.25	52.6	42.1
Industrial	1,149	600	689,449	0.15	111.7	95.0	
Gov/Institution	222	550	122,135	0.25	11.9	9.5	
Total	2,860		1,407,131		176.2	146.6	

SOURCE: OED QCEW, Competinomics

Table 9-3 compares identified land demand with available sites through the 2045 period. The results suggest that The Dalles has a surplus of acreage available for industrial and other uses under all three land need scenarios when demand is measured in the aggregate. Approximately 14 to 95 net buildable acres of land zoned for industrial uses is needed to accommodate demand depending on the scenario. Based on the employment land inventory, the City can accommodate that demand within the planning horizon with a supply of approximately 105 net acres of buildable land zoned for industrial uses. The need for commercial and other non-industrial employment land is approximately 31 to 42 acres of needed land depending on the scenario. The BLI shows an estimated supply of 99 acres of buildable land to meet the forecasted commercial and other non-industrial employment land demand.

TABLE 9-3. LAND DEMAND ACREAGE AND BUILDABLE LAND INVENTORY COMPARISON SUMMARY

Employment Zone¹	Estimated Net Land Demand (acres)	Net Buildable Land (acres)	Surplus / Deficit (acres)
Commercial	30.6-42.1	99.4	57.3-68.8
Industrial	14.4-95.0	105.4	10.4-91
Total	46.6 – 146.6	204.8	58.2-158.2

In addition to estimating an overall land need, the City’s EOA assessed the need for sites of different sizes to meet typical industrial employment needs of target industries in The Dalles. The intent of this analysis was to further analyze if the City’s aggregate land supply is also sufficient to meet the need for different site sizes.

The assessment identified the need for a combination of small sites (0.1-2 acres), small/medium sites (2-8 acres), medium sites (8-30 acres), medium/large sites (30-60 acres), and large sites (60-100 acres) to accommodate future employment growth based on average firm size. Smaller sites typically are needed for office and warehouse space with buildings that range from 3,000 to 16,000 square feet for various tenants and which come with dock and grade loading. Larger sites generally accommodate one large or a few larger manufacturing facilities. These building types have different loading and parking requirements than the smaller multi-tenanted buildings and therefore have a more efficient site layout or higher floor area ratio (FAR) than the buildings on smaller sites. While the analysis estimates potential site need, it is important to note that site demand varies extensively within industry sectors and many industries may need sites in different employment zones at different times or within the same time period. Due to this dynamic, to achieve results under the Target Industry/Scenario 3 forecast and particularly because it is difficult to forecast the needs of larger employers, The Dalles will need to have an adequate number of sites at all sizes. It is also important to note that the estimates are based on readily available economic data and limited conversations with local stakeholders and do not reflect in-depth information needed to justify these findings with a high level of confidence. As such, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply.

As summarized in the following table, the City has buildable sites available in the first three categories, but does not have available sites in the 30-60 acre and 60-100 acre categories. There are 17 small (0-2 acre) sites, six small-medium (2-8 acre) sites, and five medium (8-30 acre) sites available within the study area. Google owns three of the five vacant medium (8-30 acre) sites. This analysis indicates that while there may be enough acres of buildable land to meet the projected need when viewed as a single combined, aggregate acreage number, there are not enough sites across all site size categories and as a result not enough land in the UGB to address the need for sites in the needed sizes and configurations based on the site size-based assessment described here. The lack of sites over 30 acres in size in particular is a detriment to business recruitment and expansion across industrial sectors as has been noted during the EOA process by project stakeholders.

¹ Acres rounded down to whole number.

TABLE 9-4 INDUSTRIAL SITE SIZE CATEGORY SUMMARY, INDUSTRIAL ZONES

Development Type	0-2 acres	2-8 acres	8-30 acres	30-60 acres	60-100 acres
Partially Vacant					
Number of Sites	1	1	0	0	0
Net Buildable Acres	1.5	2.1	0	0	0
Vacant					
Number of Sites	17	6	5	0	0
Net Buildable Acres	11.2	17.0	83.5	0	0
Total Needed Sites¹					
	77	14	8	2	1
Total Number of Sites					
	18	7	5	0	0
Surplus/Deficit of Sites per Size Category					
	(59)	(7)	(3)	(2)	(1)

¹Presents comparisons with Scenario 3 of The Dalles Twenty-Year Land Demand Forecast (2025-2045)

Table 9-5 on the next page from the Employment Projection and Land Demand Analysis furthers the point that the aggregate land supply currently available in The Dalles is insufficient to meet the demand for different site size configurations. The site needs analysis converts employment into site need by allocating future employment by sector based on average firm sizes. To translate the site need analysis into an alternative estimate of potential aggregate land need, the number of sites needed in each employment and size category is multiplied by the average site size of existing employers within the employment category to arrive at an estimate of gross acreage required to accommodate land need assuming firm sizes and development patterns will remain generally similar to what now exists in The Dalles. A significant limitation of the site and gross acres estimates is that the analysis assumes that future employers of a certain size and industry will choose specific site sizes which is nearly impossible to predict as further described along with other limitations in the Employment Projection and Land Demand Analysis. For these reasons, the estimates in Table 9-5 could be viewed as a potential upper end of the range in projected land and site needs and should only be used to further the point that the City does not have enough industrial land to meet the projected site need configurations. The net land need would be at least 15-20% lower, based on a net land need to gross land need conversion factor of 15-20%. As noted previously, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply, rather than as a precise finding of land needs.

TABLE 9-5: THE DALLES LAND AND SITE NEED BY EMPLOYMENT LAND CATEGORY* (2025-2045)

Sites Needed by Employment Land Category	Commercial	Industrial	Gov/ Institution	Total	Gross Acreage Required**
Employment Scenario 1	1,050	174	39	1,263	
Small (1-9 employees)	225	39	2	267	
Small/Medium (10-19 employees)	173	32	4	209	
Medium (20-99 employees)	429	86	32	548	
Large (100+ employees)	223	17	0	239	
Employment Scenario 3	1,489	1,149	222	2,860	
Small (1-9 employees)	320	258	14	591	
Small/Medium (10-19 employees)	245	212	21	479	
Medium (20-99 employees)	608	569	187	1,364	
Large (100+ employees)	316	110	0	425	
No. Sites by Avg Emp Scenario 1	80	16	1	98	194
Small (0 - 2 acres)	60	12	0	72	112
Small/Medium (2 - 8 acres)	10	2	0	12	24
Medium (8 - 30 acres)	9	2	1	11	28
Medium/Large (30 - 60 acres)	1	0	0	1	30
Large (60 - 100 acres)	0	0	0	0	0
No. Sites by Avg Emp Scenario 3	114	102	7	224	876
Small (0 - 2 acres)	85	77	3	165	453
Small/Medium (2 - 8 acres)	14	14	1	29	111
Medium (8 - 30 acres)	13	8	3	25	101
Medium/Large (30 - 60 acres)	2	2	0	5	150
Large (60 - 100 acres)	0	1	0	1	60

Source: OED QCEW, DLCD Guidebook, Calculations by Competinomics LLC
 * Based on current average development patterns by zoning, site sizes and firm sizes. Infill assumptions have been applied to the site need and gross acreage estimates in this table: 10% for industrial users and 20% for commercial users.
 ** Acreage required to accommodate sites needed during the forecast period assuming average site sizes of existing firms. To arrive at gross acres by site size, the number of sites need by each employment category is multiplied by the average site size used by existing firms within the employment category.

Findings: Key Themes, Strengths, and Challenges

The following key themes emerged as important topics among stakeholders or were identified through research as unique assets to the region that should be noted. In sum, The Dalles is well positioned to support a growing, sustainable, and diversified economy within the Gorge. While productive sectors in The Dalles are still recovering from disruptions in 2020, including the COVID pandemic, they have a track record of recovery and dynamism that can be expected to return in the future if there exists an environment that supports growth. Continued local investments in the foundational components of thriving communities such as adequate and modern infrastructure, diverse and efficacious educational opportunities and space for development will ensure projected employment growth and opportunity for local residents.

In summary, the primary key themes, strengths, and challenges are:

Key Themes

- Strong Infrastructure – As evidenced by the Google data center investment, The Dalles is fortunate to have strong broadband and electrical power infrastructure that is provided through non-carbon emitting hydro-power. These assets are significant and should be promoted to encourage continued business investment.
- Columbia Gorge Regional Airport Business Park – The City of The Dalles, Oregon and Klickitat County, Washington jointly own a Federal Aviation Administration (FAA) regulated 994-acre facility located in unincorporated Dallesport, Washington. The airport is surrounded by a large business park, which consists of shovel ready lots currently served with utilities and roads. Some of the parcels must be used for aviation-related purposes but others can be used for general industrial purposes. The airport and land within the community of Dallesport is considered a local strength and is part of the larger regional employment area from an economic development perspective, however the City does not have jurisdiction over that area and that area is not within the City's UGB, the City's inventory of available employment lands, or its regulatory control.
- Columbia Gorge National Scenic Area (NSA) – This is a unique federal designation that pertains to both states of Oregon and Washington. The intent of the NSA is to protect and provide for the enhancement of the scenic, cultural, recreational and natural resources of the Gorge; and to protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas (shaded gray on the maps) and thereby allowing future economic development to occur. Industry leaders conveyed that the Gorge and surrounding recreation is a huge asset for talent attraction. The scenic area serves to protect a significant asset but must be balanced with the need for growth. Stakeholders noted that the Gorge Commission views the NSA urban areas holistically (not by state boundaries). At the same time, the same stakeholders also noted that the City cannot and should not consider these areas as part of their supply of buildable land, given that this is not allowed by the State of Oregon.
- Pendleton UAS Range (PUR) - PUR is a partner test site within the University of Alaska Fairbanks (UAF) led Pan-Pacific UAS Test Range Complex, one of seven FAA permitted UAS Test Sites in the country. This facility is located approximately 125 east of The Dalles along Interstate 84. PUR is an important element in growing the UAS industry cluster. Continued collaboration, support and promotion of the facility on an ongoing basis is encouraged. The PUR director indicated that several out-of-state companies utilize the test range and may want a second location near the facility. A win-win collaboration between Pendleton and The Dalles will expand the offering of office/industrial sites available to out of state investors. Future outreach to the Warm Springs UAS Range, which has more limited service offerings, could be considered as well.

Strengths and Opportunities

- The Dalles is fortunate to be situated as a regional hub serving many of the smaller communities in the region. Its relatively larger economy offers a diversity of industries and talent that enable it to recover from economic shocks and begin to grow again.
- As noted previously, the Dalles has excellent broadband availability and water and power capacity. The Columbia River Gorge is an exceptional asset by which to draw visitors and

new residents who want access to varied outdoor recreational activities. Despite an acute lack of housing, The Dalles has added population and has increased its labor force participation during the last ten years.

- The Columbia Gorge Regional Airport and the Business Park is a significant opportunity for growth in the aviation and manufacturing sector. The Columbia Gorge Community College has strong ties to the community and programs meant to support employer needs, changing industrial dynamics and the goals of its students.

Challenges

- The most significant challenge for The Dalles is the lack of housing and land available for housing and employment growth. Given constraints due to the National Scenic Area and other land use restrictions, overcoming this challenge will require significant efforts by stakeholders to maximize infill development and work with regulators to expand development options. Further development options, and the tax revenues that accompany them, are critical for reducing the cost of housing as well as investing in and maintaining the infrastructure and talent development that provide the foundations for economic growth and a thriving community.
- A further challenge in The Dalles is a lack of childcare providers. This issue is not unique to The Dalles and creative measures to reduce costs for childcare businesses in the short run is likely needed for the childcare sector to gain momentum wherein revenues can more closely cover costs.
- While The Dalles has a strong downtown form, it also has significant investment opportunities. Efforts to incentive these investments will go far in presenting a community that continues to invest in itself and maintains optimism for the future.

GOAL 9 GOALS, POLICIES, AND IMPLEMENTATION MEASURES

The following goals and policies are designed to support The Dalles long-term economic health and are aligned with the community's vision for 2040, particularly in the areas of economic vitality, education, livability, and infrastructure investment.

Goal 1: Expand and Diversify the Economic Base

Policy 1.1: Promote growth in healthcare, traded-sector, and target industries including advanced manufacturing, high technology, and value-added agriculture.

Implementation Measures:

- Work with MCEDD and industry groups to identify sector-specific needs.
- Prepare and regularly update a shovel-ready employment lands inventory.
- Prioritize public infrastructure investment in areas targeted for traded-sector growth.

Policy 1.2: Support entrepreneurship, innovation, and business start-ups.

Implementation Measures:

- Support downtown co-working spaces and startup events.

- Develop zoning allowances for home-based businesses and flexible commercial space.
- Support maker spaces and digital hubs.

Policy 1.3: Protect and plan for long-term industrial land supply.

Implementation Measures:

- Preserve key industrial areas (e.g., Port lands).
- Create policies to avoid premature conversion of industrial land to non-industrial uses.
- Identify a replacement strategy for industrial lands lost to redevelopment.
- Increase the supply of industrial sites, including medium/large (30-60 acre) and large (60-100 acre) sites, to ensure opportunities to attract target industry businesses.

Goal 2: Grow and Attract a Skilled Workforce

Policy 2.1: Strengthen education and workforce development pathways.

Implementation Measures:

- Partner with CGCC and STEM Hub to align programs with target industry needs.
- Support internship and pre-apprenticeship programs tied to local employers.
- Expand youth engagement in technical careers.

Policy 2.2: Support education, housing, healthcare, childcare, recreation and other quality-of-life services that help attract new employers and encourage the retention of existing employers.

Implementation Measures:

- Integrate economic goals with the City's Housing Needs Analysis.
- Encourage mixed-income and workforce housing near employment centers.
- Develop partnerships or incentives for childcare expansion.
- Continue multi-partner effort to relocate the hospital to a more central location.
- Explore urban renewal investment in new riverfront amenities.

Goal 3: Strengthen and Activate Downtown and Community Destinations

Policy 3.1: Reinforce downtown as a mixed-use employment and cultural center.

Implementation Measures:

- Encourage vertical mixed-use development and upper-floor reuse.
- Evaluate parking minimum reductions in core areas.
- Assess implementation of vacant ground-floor commercial window display regulations and guidelines to encourage a vibrant and aesthetically pleasing Downtown environment.
- Align investments with the Downtown Urban Renewal Plan and Urban Renewal priorities.

Policy 3.2: Promote local-serving and visitor-serving businesses.

Implementation Measures:

- Attract retailers, food and beverage operators, and experience-based businesses.
- Support adaptive reuse of historic structures.
- Improve wayfinding and public space amenities to enhance business access.

Policy 3.3: Leverage the Columbia Gateway Urban Renewal District to catalyze downtown redevelopment and economic revitalization.

Implementation Measures:

- Prioritize infrastructure and building investments that align with long-term economic development objectives and private reinvestment potential.
- Use the Urban Renewal incentive program to encourage upper-floor housing, façade upgrades, and active ground-floor uses.
- Coordinate Urban Renewal projects with business recruitment, plaza activation, and streetscape improvements.

Goal 4: Ensure Economic Development Readiness and Resilience

Policy 4.1: Make it easier to develop in The Dalles.

Implementation Measures:

- Streamline permitting processes for expansions and site reuse.
- Provide predevelopment assistance for catalytic sites.
- Regularly update the City’s economic development web resources.

Policy 4.2: Plan for long-term resilience and adaptability.

Implementation Measures:

- Incorporate hazard mitigation and utility redundancy into infrastructure and land use planning.
- Encourage redevelopment strategies that incorporate infrastructure layouts and long-term adaptability for changing industry needs.
- Monitor and report progress using economic metrics (e.g., land absorption, job growth, participation rates).
- Foster partnerships to encourage community gardens in order to expand locally-sourced food supplies.

Goal 5: Grow the Green Economy and Technology Innovation Sector

Policy 5.1: Leverage existing tech and infrastructure investments to support green and digital industry clusters.

Implementation Measures:

- Promote The Dalles as a hub for low-carbon, data-driven industry using local hydropower and broadband capacity.
- Work with Google and utility providers to identify co-location opportunities for energy-intensive or AI-enabled businesses.
- Support emerging sectors such as data analytics, cloud computing, and cleantech manufacturing.

Policy 5.2: Encourage environmentally responsible development and reuse of underutilized land.

Implementation Measures:

- Work with regional utilities and Google to explore opportunities for waste heat recovery, onsite energy storage, or circular resource systems as part of employment site redevelopment.
- Promote reuse of brownfield and grayfield sites for employment uses with public-private partnerships.
- Encourage dual-benefit projects (e.g., solar installation on industrial rooftops or parking structures).

Policy 5.3: Encourage innovation partnerships between private industry, utilities, and educational institutions.

Implementation Measures:

- Collaborate with Google, CGCC, and STEM organizations to support applied research and tech workforce pipelines.
- Support testbeds or pilot initiatives in sectors like ag-tech, cleantech, or environmental monitoring.
- Seek external funding for demonstration projects showcasing energy and resource-efficient technologies.

Goal 6: Strengthen Regional Economic Integration and Infrastructure

Policy 6.1: Coordinate economic development initiatives with regional partners.

Implementation Measures:

- Establish joint planning efforts with Wasco County, Klickitat County, the Port of the Dalles, and the Port of Klickitat for infrastructure and site readiness.
- Promote shared marketing of industrial and airport lands across jurisdictions.
- Engage in bi-state workforce and housing discussions to support common growth goals.
- Support regional childcare centers and solutions

Policy 6.2: Align infrastructure investment with regional economic priorities.

Implementation Measures:

- Identify regional infrastructure priorities (e.g., broadband, water/sewer, airport) and pursue shared funding strategies.
- Collaborate with ODOT and local transit providers to enhance access to employment centers.
- Support freight mobility and goods movement projects that strengthen The Dalles' role in regional logistics.

Policy 6.3: Position The Dalles as a regional logistics and advanced manufacturing hub.

Implementation Measures:

- Promote available industrial sites near I-84, rail corridors, and the airport for logistics and clean industry development.
- Engage with industrial brokers and developers to identify and recruit targeted businesses.
- Maintain The Dalles position as a primary agribusiness trade center by encouraging the growth of those businesses providing agricultural supplies and services, and those processing and marketing agricultural products
- Coordinate with utility and transportation agencies to ensure infrastructure capacity for industrial users.

Goal 7: Support the Cultural, Creative, and Experiential Economy

Policy 7.1: Promote growth of the artisan, cultural, and local experience-based economy.

Implementation Measures:

- Support adaptive reuse of downtown spaces for galleries, food/beverage makers, and creative industries.
- Partner with CGCC, makerspaces, and tourism entities to host public events and cultural festivals.
- Promote and market The Dalles as a destination for local goods, stories, and experiences.

Policy 7.2: Foster place-based economic development that reinforces local identity.

Implementation Measures:

- Encourage integration of local heritage, culture, and arts in economic revitalization strategies.
- Provide support for culturally relevant entrepreneurship and retail, especially in historic districts.
- Use signage, storytelling, and branding to tie the creative economy to The Dalles' sense of place.

Policy 7.3: Expand opportunities for live/work, maker, and micro-retail spaces in mixed-use areas.

Implementation Measures:

- Modify zoning to support small-scale production, artist studios, and flexible ground-floor commercial uses.
- Provide technical assistance or incentives for activating underutilized commercial properties.
- Partner with building owners and nonprofits to create shared retail and workspace incubators.

Volume II: Background Documents

- A. Pioneering The Dalles: A Vision for The Dalles in the Year 2020
- B. Comprehensive Plan, Land Use Map (Ames & Associates, 2002)
- C. Population Forecast for The Dalles (ECONorthwest, 2006)
- D. City of The Dalles Residential Land Needs Report (Winterbrook Planning, 2006)
- E. Buildable Lands Inventory Methods and Maps for The Dalles UGB and URA (Winterbrook Planning and the City of The Dalles, 2006)
- F. Goal 13 Energy and Land Use Analysis (ECONorthwest, 2006)
- G. City of The Dalles Historical Resources Inventory, 1984-85
- H. The Dalles Riverfront Master Plan, October 1989
- I. Hazards Studies
 - a. Geologic Hazards of Northern Wasco, Sherman and Hood River Counties, 1977; Department of Geology and Mineral Industries
 - b. Landslide Hazard Study; Fujitani Hilt & Associates, 1991
- J. Middle Columbia-Hood (Miles Creeks) Subbasin Total Maximum Daily Load (TMDL) Implementation Plan, 2021.
- K. City of The Dalles Economic Opportunities Analysis (MIG, Inc. and Competinomics, 2026)

EXHIBIT C
Proposed Amendments
Comprehensive Plan Amendment 58-25

GOAL # 9
ECONOMIC DEVELOPMENT

PURPOSE

To provide adequate opportunities throughout the State for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's ~~citizens~~communities.

BACKGROUND

In 2026, The City of The Dalles developed an updated Economic Opportunities Analysis (EOA) that builds upon preliminary work conducted in 2019-2022 to evaluate the City's 20-year projected employment growth and corresponding amount of land necessary to accommodate that growth. The City coordinated closely with a broad range of stakeholders, including local employers and property owners, regional economic development staff, real estate professionals, and City, County and state agency representatives, to prepare an EOA consistent with Statewide Planning Goal 9 and OAR Chapter 660, Division 9 (including OAR 660-009-0015).

As part of the EOA update and related Comprehensive Plan amendments, the City conducted public outreach and technical review, including joint Planning Commission and City Council discussions in August 2025 and review by a technical advisory committee, as described in the staff report and incorporated into the legislative record.

~~As part of the 2006-07 Comprehensive Plan update, the City of The Dalles coordinated closely with the Port District to prepare an Economic Opportunities Analysis (EOA) consistent with OAR Chapter 660, Division 9—the Goal 9 Rule. The EOA was updated in 2011 to reflect changes in circumstances and local policy.~~

Economic Overview

The Dalles economy is linked with the entire region. The City serves as the regional center for the five-county Mid-Columbia Economic Development District (MCEDD) region centrally located along the Columbia River Gorge. With a population of approximately 16,100 people as of 2025, it is the county seat and the largest city in Wasco County, Oregon. The City is well-positioned along Interstate 84, located approximately 85 miles east of Portland, Oregon and Highway 197 that connects northerly to Dallesport, Washington across the Columbia River. It is surrounded by unique natural beauty of the Gorge, farmlands, and Mt. Hood to the south.

As the end of the historic Overland Oregon Trail, The Dalles was the central location for commerce and activity within the Gorge. Today, the city continues to serve as the regional center for retail, government and institutions such as the Adventist Health Columbia Gorge, Columbia Gorge Community College, and Wasco County Courthouse. The Dalles region traditionally thrived on manufacturing industries tied to agriculture and metals such as the Harvey/Martin-Marietta aluminum smelter plant. Over time the regional economy has diversified with private investments such as those by Google, and the success of the Port attracting new business and downtown investments. In 2024, employment levels in the region were nearing pre-pandemic

levels as the economy continues to recover. Key aspects of the area's economy and recent economic trends include the following:

- During the last two decades (2000-2025), the regional economy of The Dalles has diversified with the closure of the Harvey/Martin-Marietta aluminum plant and more recent significant private investments.
- Since 2020, national and state employment have grown by 2.1% and 1.7%, respectively. Employment in the MCEDD region has increased by 1.4%. Between 2015 and 2020, the region had been experiencing a strong recovery from the 2008-09 recession adding 2,445 jobs resulting in a 2.0% annual growth rate. When not confronting the challenges of major economic disruptions such as the Great Recession or COVID pandemic, employment growth has been strong in most of the region's counties. According to forecasting from the Oregon Employment Department and Washington Employment Security Department, the MCEDD region is expected to grow at about 0.9% annually through 2033.
- As of 2022, the median age in The Dalles is 38.5, which is slightly younger than The Dalles was trending during the 2010s. Further, The Dalles is slightly younger than the overall MCEDD region, which averages a median age of 43.6. Maintaining a relatively younger population will be important to the city's future economic and employment growth prospects in that the city will have a balanced proportion of prime-age working adults to maintain and spur a sustainable level of economic activity.
- Between 2004 and 2019, employment growth in The Dalles slightly outpaced population growth at an average of 1.5% annually. Since dropping by 6.3% in 2020, employment in The Dalles has recovered at an annual average rate of 1.2%. The Dalles's share of Wasco County employment stands at 77% which is a slight increase from about 73% in 2006. Wage growth in The Dalles has increased by 4.1% annually during the last 10 years, following U.S. and statewide trends.
- Of the 4,969 workers who commute to The Dalles for jobs as of 2022, the most prevalent areas in which workers live are Hood River/White Salmon area, Portland metro area, Goldendale, Eugene, Salem and Bend. Of the 4,889 residents who commute for work elsewhere as of 2022, the majority of those residents are commuting to the Portland metro area, Hood River/White Salmon area, Salem, Bend/Redmond, Eugene and to cities to the east.
- As of 2022, The Dalles exceeds statewide percentages (38% versus 34%, respectively) of residents with post-secondary or associate's degree education. On the other hand, the percent of residents with a bachelor's degree or higher is significantly below statewide and regional levels but has been improving over the last ten years. The degree to which The Dalles is able to maintain or grow future economic activity will depend on the community's ability to attract and retain residents with bachelor's degrees and/or targeted post-secondary education levels.
- Since 2018, The Dalles has had an influx of residents (new or newly experienced and/or trained) with skills in a diverse range of sectors. According to occupational projections produced by the Oregon Employment Department, through 2033, The Dalles is expected to have about 550 new openings for various occupational skills. Total demand for occupations, including replacements, will be greatest in "Service" occupations, primarily in Food Preparation and Personal Care. Health Care and Management, Business, Financial and Professional related occupational skills will be in high demand as well.

Recent Economic History

~~The Dalles is Wasco County's primary municipality and is the major employment center of the County. The community has a broad spectrum of diversified employment opportunities underpinned by a base of small industrial/manufacturing companies.~~

~~Major employers in The Dalles include Google, the Mid-Columbia Medical Center, The State of Oregon, Fred Meyer, Bi-Mart, K-Mart, Oregon Cherry Growers, Union Pacific Railroad, and several branches of the U.S. Government. Recent events which are expected to influence economic conditions and employment in The Dalles include changes in the economic base and new supporting public facilities.~~

~~• The \$66,096,000 annual (2006) production and processing of fruit and grain remains a staple for Wasco County, and agribusiness is expected to remain a strong economic influence on The Dalles. Value-added development allows for expansion and retention of these agricultural industries.~~

~~• In 1988 a location one mile west of The Dalles was selected as the site for the Columbia Gorge National Scenic Area Interpretive Center ("Gorge Discovery Center"). Opened in 1997, the facility includes the Wasco County Museum and attracts tens of thousands of visitors each year and offers many educational programs and special exhibits.~~

~~• In 1993 a \$7.8 million general obligation bond passed, allowing the Columbia Gorge Community College to purchase the former Judson Baptist College site to establish its first campus. Since then, the campus has continued to improve, and student numbers have continued to increase. In 2006, an \$18,000,000 bond was passed which will be used to upgrade existing buildings and build new ones as the college continues to expand. Program development can provide vocational training to aid business and industrial advancement through work force education and apprenticeships.~~

~~• An aging population, together with in-migration of retirees, will provide opportunities and challenges as more people retire to and in The Dalles. As one of five medical facilities in the nation to adopt the~~

~~"Planetree" concept (providing for patient involvement in treatment), Mid-Columbia Medical Center acts as a magnet for quality medical services and specialties. A recent addition to the Medical Center is the Cancer Treatment Center, a state-of-the-art facility. Another recent addition to MCMC includes a Mind/Body Center, which focuses on non-traditional treatments and lifestyle programs.~~

~~• In 1990, The Dalles adopted an urban renewal plan to provide new infrastructure, upgrade conditions, and attract new investment to the downtown commercial area. About \$8,000,000 has been invested in the downtown area including streetscape work, historic building restoration and riverfront access.~~

~~• The upsurge of windsurfing in the Mid-Columbia since the 1980s brought a modest windfall to the Wasco County economy, adding an additional recreation opportunity to the existing sports of fishing, hunting, rafting and hiking. A west side interchange from I-84 was built to service the Discovery Center and the Port Industrial Center. The Dalles is well served by existing rail, river, and air transport.~~

~~In 1993, and updated in 2002, The Dalles created a community vision statement and action plan to help define its preferred future and initiate action to achieve a more attractive and efficient City.~~

~~The Dalles is uniquely situated with access via two interstate highways, the river, rail, and air. New developments, such as airport expansion, will improve upon the geographic advantages of the area.~~

~~In 2005, the City and Klickitat County, Washington, joined together to improve the airport with the long-term goal of making the airport financially self-sufficient. A new Regional Airport Board was established and given additional responsibilities and powers to further the goal. This new management structure will serve the airport, the local economy, and the flying public well for many years to come. With over 500 acres of developable land, the airport represents a huge economic development opportunity. Planned on the airport property is a world-class golf course with related resort activities to be developed on adjacent property.~~

~~Significant commercial development activities occurred between 1982 and 2006, primarily along West Sixth Street, including two major Fred Meyer expansions, a 24,000-square foot Home Depot store, a new Safeway store, Walgreens, Columbia River Bank branch, Chevrolet dealership, medical facility, Staples, K-Mart, Bi-Mart, Wal-Mart and several other smaller commercial developments. A motel, market, and service station were constructed near the Highway 197/I-84 intersection. During the same 10-year period, the Port's industrial land base has been completely developed. Development included a major Google technology center, two major manufacturing facilities, and several existing business expansions. Northwest Aluminum Specialties, Interior Motor Freight, United Parcel Service and expansion of existing facilities for Precision Lumber, Cargill Grain, and several more smaller industries have developed on non-Port industrial lands. All of the industrial developments have occurred within or adjacent to the Port's Industrial Center.~~

~~Google's recent decision to locate in The Dalles provides the basis for high technology cluster industries. The closing of Northwest Aluminum resulted in the loss of jobs, but also created new industrial and commercial employment sites with river, rail and highway access.~~

Economic Forecast

The EOA is comprised of two primary components, each developed separately and then integrated for the purposes of future planning. The first element focuses on the forecasted employment growth opportunities and estimated amount of demand for new land through the year 2045. The second component of the EOA evaluated the supply of land to meet this anticipated growth and land demand. In accordance with the Department of Land Conservation and Development (DLCD), only land within Oregon can be considered as part of the phase two supply evaluation. No Washington lands may be considered as part of the evaluation.

Both elements of the EOA were completed in accordance with the requirements of Statewide Planning Goal 9 and OAR 660-009-0015. The objective of an EOA is "to identify likely industrial and other economic development opportunities and corresponding employment land needs over the planning period of the next 20 years" through an analysis of national, state, regional and local trends and the establishment of community vision, goals, and objectives.

The projection of employment growth and the resulting land demand through the year 2045 was developed based on economic and community trends, Oregon Employment Department employment projections, historical employment growth in The Dalles, regional five-county economic development district (MCEDD region) data, and community input.

Table 9-1 shows a summary of vacant and partially vacant employment lands within The Dalles' UGB. As of 2025, The Dalles had an estimated 205 net acres of vacant and partially vacant land designated for industrial and other employment uses. Of this land, about 186 acres were vacant

and 19 acres were partially vacant with 105 acres designated for industrial uses and 99 acres designated for commercial uses (Table 9-1).

TABLE 9-1. GROSS AND NET DEVELOPABLE ACRES OF EMPLOYMENT LAND (2025)

<u>Employment Zone</u>	<u>Partially Vacant Land</u>		<u>Vacant Land</u>		<u>Total Net Buildable Land</u>
	<u>Gross</u>	<u>Net</u>	<u>Gross</u>	<u>Net</u>	
<u>CBC</u>	<u>2.6</u>	<u>1.3</u>	<u>1.8</u>	<u>1.5</u>	<u>2.7</u>
<u>CG</u>	<u>4.1</u>	<u>2.0</u>	<u>18.9</u>	<u>15.1</u>	<u>17.2</u>
<u>CLI</u>	<u>4.8</u>	<u>2.4</u>	<u>46.9</u>	<u>37.5</u>	<u>39.9</u>
<u>CR</u>	<u>0.2</u>	<u>0.1</u>	<u>35.7</u>	<u>28.5</u>	<u>28.6</u>
<u>I (subtotal)</u>	<u>4.2</u>	<u>2.1</u>	<u>121.5</u>	<u>103.3</u>	<u>105.4</u>
<u>Google Sites</u>	<u>0.0</u>	<u>0.0</u>	<u>54.5</u>	<u>46.4</u>	<u>46.4</u>
<u>Other Sites</u>	<u>4.2</u>	<u>2.1</u>	<u>67.0</u>	<u>57.0</u>	<u>59.1</u>
<u>RL*</u>	<u>21.9</u>	<u>10.9</u>	<u>0.0</u>	<u>0.0</u>	<u>10.9</u>
Total	37.7	18.8	224.8	185.9	204.8

*RL zoned properties in the employment BLI include the hospital and Columbia Gorge Community College campuses which are identified as available for employment uses.

Table 9-2 shows the land demand forecast to estimate the demand for employment land. As shown, land demand is estimated under three employment growth scenarios.

TABLE 9-2. THE DALLES LAND DEMAND FORECAST (2025-2045)

Scenario 1	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
		Commercial	1,050	400	420,130	0.25	38.3
	Industrial	174	600	104,328	0.15	16.9	14.4
	Gov/Institution	39	550	21,241	0.25	2.1	1.7
	Total	1,263		545,700		57.3	46.6
Scenario 2	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,639	400	655,484	0.25	57.9	46.3
	Industrial	456	600	273,876	0.15	44.4	37.7
	Gov/Institution	185	550	101,713	0.25	9.9	7.9
	Total	2,280		1,031,073		112.2	92.0
Scenario 3	Employment Land	New Employment	Sq.Ft./Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,489	400	595,546	0.25	52.6	42.1
	Industrial	1,149	600	689,449	0.15	111.7	95.0
	Gov/Institution	222	550	122,135	0.25	11.9	9.5
	Total	2,860		1,407,131		176.2	146.6

SOURCE: OED QCEW, Competinomics

Table 9-3 compares identified land demand with available sites through the 2045 period. The results suggest that The Dalles has a surplus of acreage available for industrial and other uses under all three land need scenarios when demand is measured in the aggregate. Approximately 14 to 95 net buildable acres of land zoned for industrial uses is needed to accommodate demand depending on the scenario. Based on the employment land inventory, the City can accommodate that demand within the planning horizon with a supply of approximately 105 net acres of buildable land zoned for industrial uses. The need for commercial and other non-industrial employment land is approximately 31 to 42 acres of needed land depending on the scenario. The BLI shows an estimated supply of 99 acres of buildable land to meet the forecasted commercial and other non-industrial employment land demand.

TABLE 9-3. LAND DEMAND ACREAGE AND BUILDABLE LAND INVENTORY COMPARISON SUMMARY

<u>Employment Zone¹</u>	<u>Estimated Net Land Demand (acres)</u>	<u>Net Buildable Land (acres)</u>	<u>Surplus / Deficit (acres)</u>
Commercial	30.6-42.1	99.4	57.3-68.8
Industrial	14.4-95.0	105.4	10.4-91
Total	46.6 – 146.6	204.8	58.2-158.2

In addition to estimating an overall land need, the City’s EOA assessed the need for sites of different sizes to meet typical industrial employment needs of target industries in The Dalles. The intent of this analysis was to further analyze if the City’s aggregate land supply is also sufficient to meet the need for different site sizes.

The assessment identified the need for a combination of small sites (0.1-2 acres), small/medium sites (2-8 acres), medium sites (8-30 acres), medium/large sites (30-60 acres), and large sites (60-100 acres) to accommodate future employment growth based on average firm size. Smaller sites typically are needed for office and warehouse space with buildings that range from 3,000 to 16,000 square feet for various tenants and which come with dock and grade loading. Larger sites generally accommodate one large or a few larger manufacturing facilities. These building types have different loading and parking requirements than the smaller multi-tenanted buildings and therefore have a more efficient site layout or higher floor area ratio (FAR) than the buildings on smaller sites. While the analysis estimates potential site need, it is important to note that site demand varies extensively within industry sectors and many industries may need sites in different employment zones at different times or within the same time period. Due to this dynamic, to achieve results under the Target Industry/Scenario 3 forecast and particularly because it is difficult to forecast the needs of larger employers, The Dalles will need to have an adequate number of sites at all sizes. It is also important to note that the estimates are based on readily available economic data and limited conversations with local stakeholders and do not reflect in-depth information needed to justify these findings with a high level of confidence. As such, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply.

¹ Acres rounded down to whole number.

As summarized in the following table, the City has buildable sites available in the first three categories, but does not have available sites in the 30-60 acre and 60-100 acre categories. There are 17 small (0-2 acre) sites, six small-medium (2-8 acre) sites, and five medium (8-30 acre) sites available within the study area. Google owns three of the five vacant medium (8-30 acre) sites. This analysis indicates that while there may be enough acres of buildable land to meet the projected need when viewed as a single combined, aggregate acreage number, there are not enough sites across all site size categories and as a result not enough land in the UGB to address the need for sites in the needed sizes and configurations based on the site size-based assessment described here. The lack of sites over 30 acres in size in particular is a detriment to business recruitment and expansion across industrial sectors as has been noted during the EOA process by project stakeholders.

TABLE 9-4 INDUSTRIAL SITE SIZE CATEGORY SUMMARY, INDUSTRIAL ZONES

Development Type	0-2 acres	2-8 acres	8-30 acres	30-60 acres	60-100 acres
Partially Vacant					
Number of Sites	1	1	0	0	0
Net Buildable Acres	1.5	2.1	0	0	0
Vacant					
Number of Sites	17	6	5	0	0
Net Buildable Acres	11.2	17.0	83.5	0	0
Total Needed Sites¹					
Total Number of Sites	18	7	5	0	0
Surplus/Deficit of Sites per Size Category	(59)	(7)	(3)	(2)	(1)

¹Presents comparisons with Scenario 3 of The Dalles Twenty-Year Land Demand Forecast (2025-2045)

Table 9-5 on the next page from the Employment Projection and Land Demand Analysis furthers the point that the aggregate land supply currently available in The Dalles is insufficient to meet the demand for different site size configurations. The site needs analysis converts employment into site need by allocating future employment by sector based on average firm sizes. To translate the site need analysis into an alternative estimate of potential aggregate land need, the number of sites needed in each employment and size category is multiplied by the average site size of existing employers within the employment category to arrive at an estimate of gross acreage required to accommodate land need assuming firm sizes and development patterns will remain generally similar to what now exists in The Dalles. A significant limitation of the site and gross acres estimates is that the analysis assumes that future employers of a certain size and industry will choose specific site sizes which is nearly impossible to predict as further described along with other limitations in the Employment Projection and Land Demand Analysis. For these reasons, the estimates in Table 9-5 could be viewed as a potential upper end of the range in projected land and site needs and should only be used to further the point that the City does not have enough industrial land to meet the projected site need configurations. The net land need would be at least 15-20% lower, based on a net land need to gross land need conversion factor of

15-20%. As noted previously, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply, rather than as a precise finding of land needs.

TABLE 9-5: THE DALLES LAND AND SITE NEED BY EMPLOYMENT LAND CATEGORY* (2025-2045)

Sites Needed by Employment Land Category	Commercial	Industrial	Gov/ Institution	Total	Gross Acreage Required**
Employment Scenario 1	1,050	174	39	1,263	
Small (1-9 employees)	225	39	2	267	
Small/Medium (10-19 employees)	173	32	4	209	
Medium (20-99 employees)	429	86	32	548	
Large (100+ employees)	223	17	0	239	
Employment Scenario 3	1,489	1,149	222	2,860	
Small (1-9 employees)	320	258	14	591	
Small/Medium (10-19 employees)	245	212	21	479	
Medium (20-99 employees)	608	569	187	1,364	
Large (100+ employees)	316	110	0	425	
No. Sites by Avg Emp Scenario 1	80	16	1	98	194
Small (0 - 2 acres)	60	12	0	72	112
Small/Medium (2 - 8 acres)	10	2	0	12	24
Medium (8 - 30 acres)	9	2	1	11	28
Medium/Large (30 - 60 acres)	1	0	0	1	30
Large (60 - 100 acres)	0	0	0	0	0
No. Sites by Avg Emp Scenario 3	114	102	7	224	876
Small (0 - 2 acres)	85	77	3	165	453
Small/Medium (2 - 8 acres)	14	14	1	29	111
Medium (8 - 30 acres)	13	8	3	25	101
Medium/Large (30 - 60 acres)	2	2	0	5	150
Large (60 - 100 acres)	0	1	0	1	60

Source: OED QCEW, DLCD Guidebook, Calculations by Competinomics LLC

* Based on current average development patterns by zoning, site sizes and firm sizes. Infill assumptions have been applied to the site need and gross acreage estimates in this table: 10% for industrial users and 20% for commercial users.

** Acreage required to accommodate sites needed during the forecast period assuming average site sizes of existing firms. To arrive at gross acres by site size, the number of sites

need by each employment category is multiplied by the average site size used by existing firms within the employment category.

Findings: Key Themes, Strengths, and Challenges

The following key themes emerged as important topics among stakeholders or were identified through research as unique assets to the region that should be noted. In sum, The Dalles is well positioned to support a growing, sustainable, and diversified economy within the Gorge. While productive sectors in The Dalles are still recovering from disruptions in 2020, including the COVID pandemic, they have a track record of recovery and dynamism that can be expected to return in the future if there exists an environment that supports growth. Continued local investments in the foundational components of thriving communities such as adequate and modern infrastructure, diverse and efficacious educational opportunities and space for development will ensure projected employment growth and opportunity for local residents.

In summary, the primary key themes, strengths, and challenges are:

Key Themes

- Strong Infrastructure – As evidenced by the Google data center investment, The Dalles is fortunate to have strong broadband and electrical power infrastructure that is provided through non-carbon emitting hydro-power. These assets are significant and should be promoted to encourage continued business investment.
- Columbia Gorge Regional Airport Business Park – The City of The Dalles, Oregon and Klickitat County, Washington jointly own a Federal Aviation Administration (FAA) regulated 994-acre facility located in unincorporated Dallesport, Washington. The airport is surrounded by a large business park, which consists of shovel ready lots currently served with utilities and roads. Some of the parcels must be used for aviation-related purposes but others can be used for general industrial purposes. The airport and land within the community of Dallesport is considered a local strength and is part of the larger regional employment area from an economic development perspective, however the City does not have jurisdiction over that area and that area is not with the City’s UGB, the City’s inventory of available employment lands, or its regulatory control.
- Columbia Gorge National Scenic Area (NSA) – This is a unique federal designation that pertains to both states of Oregon and Washington. The intent of the NSA is to protect and provide for the enhancement of the scenic, cultural, recreational and natural resources of the Gorge; and to protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas (shaded gray on the maps) and thereby allowing future economic development to occur. Industry leaders conveyed that the Gorge and surrounding recreation is a huge asset for talent attraction. The scenic area serves to protect a significant asset but must be balanced with the need for growth. Stakeholders noted that the Gorge Commission views the NSA urban areas holistically (not by state boundaries). At the same time, the same stakeholders also noted that the City cannot and should not consider these areas as part of their supply of buildable land, given that this is not allowed by the State of Oregon.
- Pendleton UAS Range (PUR) - PUR is a partner test site within the University of Alaska Fairbanks (UAF) led Pan-Pacific UAS Test Range Complex, one of seven FAA permitted UAS Test Sites in the country. This facility is located approximately 125 east of The Dalles along Interstate 84. PUR is an important element in growing the UAS industry cluster.

Continued collaboration, support and promotion of the facility on an ongoing basis is encouraged. The PUR director indicated that several out-of-state companies utilize the test range and may want a second location near the facility. A win-win collaboration between Pendleton and The Dalles will expand the offering of office/industrial sites available to out of state investors. Future outreach to the Warm Springs UAS Range, which has more limited service offerings, could be considered as well.

Strengths and Opportunities

- The Dalles is fortunate to be situated as a regional hub serving many of the smaller communities in the region. Its relatively larger economy offers a diversity of industries and talent that enable it to recover from economic shocks and begin to grow again.
- As noted previously, the Dalles has excellent broadband availability and water and power capacity. The Columbia River Gorge is an exceptional asset by which to draw visitors and new residents who want access to varied outdoor recreational activities. Despite an acute lack of housing, The Dalles has added population and has increased its labor force participation during the last ten years.
- The Columbia Gorge Regional Airport and the Business Park is a significant opportunity for growth in the aviation and manufacturing sector. The Columbia Gorge Community College has strong ties to the community and programs meant to support employer needs, changing industrial dynamics and the goals of its students.

Challenges

- The most significant challenge for The Dalles is the lack of housing and land available for housing and employment growth. Given constraints due to the National Scenic Area and other land use restrictions, overcoming this challenge will require significant efforts by stakeholders to maximize infill development and work with regulators to expand development options. Further development options, and the tax revenues that accompany them, are critical for reducing the cost of housing as well as investing in and maintaining the infrastructure and talent development that provide the foundations for economic growth and a thriving community.
- A further challenge in The Dalles is a lack of childcare providers. This issue is not unique to The Dalles and creative measures to reduce costs for childcare businesses in the short run is likely needed for the childcare sector to gain momentum wherein revenues can more closely cover costs.
- While The Dalles has a strong downtown form, it also has significant investment opportunities. Efforts to incentive these investments will go far in presenting a community that continues to invest in itself and maintains optimism for the future.

Economic Forecast

~~Based on these changing conditions, the following findings describe probable future shifts in employment, and new economic opportunity areas. The Dalles will diversify its economy, recognizing the necessity for family wage jobs which create wealth while acknowledging the opportunities for secondary service jobs within a balanced framework. Based on its five county regional trade area, The Dalles is situated as the hub of a 75,169 person market (2000 Census: Hood River, Wasco, and Sherman Counties in Oregon, Klickitat and Skamania Counties in~~

Washington). As the largest City within this area, The Dalles is the retail trade center for the Mid-Columbia Region.

The Dalles will maintain its long-time position as a regional retail trade center. Adequate commercial spaces, both undeveloped and redevelopable, should support anticipated growth. Tourism growth presents an opportunity to diversify the local economy. Facilities including the Gorge Discovery Center, Wasco County Museum, Riverfront Park and Trail, a wide variety of historic resources and properties, and abundant recreational opportunities provide the basis for this growth area. In addition, community attitudes drawn from the vision statement indicate a desire to improve the livability and attractiveness of The Dalles. The action plan will help carry out the vision.

The economy of an aging population will provide opportunities in services and housing, further supporting The Dalles and the Mid-Columbia Medical Center as the hub of medical services in the Mid-Columbia Region. The creation of a campus and additional buildings for the Columbia Gorge Community College will allow for growth and development of the community's education capabilities, focusing on work force training tailored to business and manufacturing needs that support a balanced economy.

Agribusiness will continue to remain as a strong influence on the local economy, with the potential of creating additional processing and packaging facilities to support new manufacturing jobs.

Industrial and Commercial Land Use Needs

In order to capitalize on long-range economic and employment shifts, The Dalles will need to add to its existing supply of land for commercial uses within the UGB. Similar conversions of Port industrial lands along the riverfront can produce a mixed-use area to accommodate a slightly different market, including freeway commercial and recreational users. Smaller gains are provided through the use of Neighborhood Centers to allow residential and neighborhood commercial uses to develop near focal intersections in town. Finally, The Dalles has voiced a desire to accommodate reasonable home business opportunities that can provide an affordable start-up location for emerging businesses.

The Northwest Aluminum site provides an excellent commercial and industrial redevelopment opportunity and will be able to meet The Dalles' need for large employment sites over the next 20 years. Since this employment lands inventory was completed, potential wetlands have been discovered that may have the effect of reducing the supply of suitable commercial and industrial land within The Dalles UGB. The City is committed to completing a local wetlands inventory (LWI) over the next several years to determine more accurately the supply of suitable employment land within The Dalles UGB. If the supply of suitable employment land falls below the 20-year need as identified in The Dalles EOA, the City will take steps to ensure an adequate supply of suitable employment land, including possible UGB amendments.

§ 9-3. Economic Opportunities Analysis (2006)

In 2006, the City of The Dalles contracted with Winterbrook Planning and ECONorthwest, a land use economics consulting firm, to prepare an updated Economic Opportunities Analysis (EOA) consistent with the requirements of Statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009 as revised in December 2005). The 2011 EOA is included as a Background Document in Volume II of The Dalles CLUP.

~~The EOA includes a 20-year forecast of employment for The Dalles. It provides technical information that will help articulate the City's economic development policy and determine whether the City has an adequate inventory of industrial sites within its Urban Growth Boundary (UGB) to accommodate employment growth over the 20-year planning period. The 2011 EOA reports industries that have shown recent growth and business activity in Oregon—and which may locate or expand in The Dalles.~~

~~The EOA also identifies locational characteristics that will help determine the types of businesses most likely to locate in The Dalles during the 20-year planning period:~~

- ~~• The presence and expected growth of the Columbia Gorge Regional Airport could help The Dalles attract businesses engaged in the manufacture and service of aircraft, avionics, and related equipment.~~

- ~~• The Dalles' semi-rural setting, access to I-84 and other modes of transportation, and workforce availability make The Dalles attractive to businesses in manufacturing. Examples include high-tech electronics, food processing, industrial equipment, recreational equipment, and other specialty manufacturing.~~

- ~~• Access to transportation, including the access to I-84, the railroad, barges, and the airport, makes The Dalles attractive to businesses in the warehousing and transportation sector. Large warehouse facilities that serve large areas appear to favor more central settings, such as the Willamette Valley. The Dalles is more likely to attract more modest facilities that serve a smaller geographic region or that specialize in fewer goods.~~

- ~~• The Dalles' attractive semi-rural setting and quality of life could make it a location for professional, scientific and technical services, which are attracted to areas with high quality of life. Examples include software design, engineering, and research.~~

- ~~• The Dalles' setting within the Columbia River Gorge, access to a variety of outdoor recreation, and the growing presence of viticulture make The Dalles attractive to tourists. Industries that serve tourists, such as food services and accommodations, are likely to grow if tourism increases.~~

- ~~• The comparatively low cost and high availability of electricity, water, and high-speed internet connection (via the Q-life fiber optic loop) could make The Dalles attractive to businesses engaged in specialty manufacturing or technology related businesses.~~

- ~~• The Dalles is the largest City in the Gorge, and it will continue to serve as a regional center for retail, services, and government.~~

- ~~• As a regional center for retail shopping, The Dalles will experience demand for development of big-box and mid-sized retail stores, primarily for grocery, general merchandise, and home improvement stores. The Dalles will continue to be the location for regional institutions such as the Mid-Columbia Medical Center, the Columbia Gorge Community College, Wasco County Courthouse, and other government offices.~~

~~The 2011 EOA identified potential growth industries for The Dalles as follows:~~

- ~~• **Retail and Services.** The State's nonfarm employment forecast for 2004 to 2014 projects that more than half of employment growth in Region 9, which includes Wasco County, will be in~~

retail and services. As a regional center for retail and services, The Dalles may attract the following industries:

○ ~~The Dalles may be attractive to big-box and mid-sized retail. The Dalles may have growth in small and specialty retail shops and offices for business, professional, and health care services as population increases.~~

○ ~~The Dalles' setting within the Columbia River Gorge, access to a variety of outdoor recreation, and the growing presence of viniculture make The Dalles attractive to tourists. Industries that serve tourists, such as food services and accommodations, are likely to grow if tourism increases.~~

○ ~~The Dalles may be attractive for firms engaged in professional, scientific and technical services, such as software design, engineering, and research.~~

• ~~Government. The State's nonfarm employment forecast for 2004 to 2014 projects that growth in government will account for about one-third of employment growth in Region 9, including Wasco County. The Dalles may see employment growth in government for the following reasons:~~

○ ~~The Dalles will continue to be the location for regional institutions such as the Columbia Gorge Community College, Wasco County Courthouse, and other government offices.~~

○ ~~The Dalles will have growth in local government as population increases. Assuming that families with young children locate in The Dalles, growth in local government is likely to be dominated by education.~~

• ~~Industrial. The State's non farm employment forecast for 2004 to 2014 projects that growth in industrial sectors will account for the smallest portion of employment growth in Region 9, which includes Wasco County. The Dalles has comparative advantages, such as location and access to transportation, that may contribute to the growth in employment in the following industries:~~

○ ~~The Dalles should be attractive for firms engaged in a range of specialty manufacturing, including aircraft, high-tech electronics, food processing, industrial equipment, and recreational equipment.~~

○ ~~The Dalles should also be attractive for firms engaged in warehousing and distribution. The Dalles is more likely to attract more modest facilities that serve a smaller geographic region or that specialize in fewer goods.~~

○ ~~The Dalles may be attractive to industries that need large amounts of electricity from stable sources.~~

○ ~~Table 9-1 shows a summary of vacant and partially redevelopable commercial and industrial lands within The Dalles UGB. The table shows that The Dalles has a total of about 109 acres of vacant land, including 79 acres of vacant industrial land and about 30 acres of vacant commercial land.~~

Table 9-1 shows that The Dalles has an estimated 350 gross acres of potentially redevelopable land, including:

- 129 acres of redevelopable commercial land;
- 221 acres of redevelopable industrial land (almost entirely on the Northwest Aluminum site); and
- 19 acres of land designated for mixed commercial and residential use, which could be redeveloped for commercial uses.

Table 9-1.	
Summary of Buildable Commercial and Industrial Land in The Dalles UGB, 2006	
Commercial and Industrial	
Vacant	89.04
<i>Commercial Vacant</i>	<i>28.87</i>
<i>Industrial Vacant</i>	<i>60.17</i>
Potentially Redevelopable	341.50
<i>Commercially Redevelopable</i>	<i>75.88</i>
<i>Industrial Redevelopable</i>	<i>265.62</i>
Mixed-Use	18.81
Total	449.35

Source: The City of The Dalles, 2006

Since this employment lands inventory was completed, potential wetlands have been discovered that may have the effect of reducing the supply of suitable commercial and industrial land within The Dalles UGB. The City is committed to completing a local wetlands inventory (LWI) over the next several years to determine more accurately the supply of suitable employment land within The Dalles UGB. If the supply of suitable employment land falls below the 20-year need as identified in The Dalles EOA, the City will take steps to ensure an adequate supply of suitable employment land, including possible UGB amendments.

Table 9-2 shows demand for employment land in The Dalles UGB by land use type for the 2006-2026 period. The results show that The Dalles will need 278 gross acres of land for employment within its UGB for the 2006-2026 period.

Table 9-2.					
Estimated Demand for Employment Land in The Dalles, 2006-2026					
Land-Use-Type		Emp-Growth-	Emp-Growth-		Land Demand

2006-2026	Growth	No Land-Demand	with Land-Demand	Emp-per-Net Aere	Net Acres	Gross-Aeres
Retail and-Services	2,196	220	1,976	18	110	146
Industrial	950	95	855	10	86	114
Government	541	54	487	12	41	54
Total	3,687	369	3,318		236	314

Source: ECONorthwest, Winterbrook

Table 9-3 estimates distribution of future employers by size and site needs. The analysis does not distinguish between industrial and other employment types; it is likely that many larger employers (>50 employees) will generally want industrial sites.

The Dalles will need four sites of 6 to 35 acres in size during the 2006-2026 period. While the City will also need a lot of smaller sites, this need can be met by smaller firms that co-locate in office buildings or on retail sites, or locate in industrial parks. Thus, a few of the larger sites in the inventory will be divided to meet identified needs for smaller sites.

Table 9-3.
Estimated Distribution of Future Employers by Size and Site Needs, The Dalles, 2006-2026

Number of Employees	Est # of Firms-New	New Emp	Sites-Needed	Site Size Range	Avg Site Acres-(net)	Net Acres-Needed	Gross-Aeres-Needed
0 to 9	155	697	104	<1 ae	0.5	47	55
10 to 24	49	829	33	0.5 to 2.5	1.5	49	57

Table 9-3.
Estimated Distribution of Future Employers by Size and Site Needs, The Dalles, 2006-2026

Number of Employees	Est # of Firms-New	New Emp	Sites-Needed	Site Size Range	Avg Site Acres-(net)	Net Acres-Needed	Gross-Aeres-Needed
25 to 49	17	630	12	1 to 5	3.1	38	44

50 to 99	5	365	4	3 to 10	6.3	25	30
100 or more	4	796	4	6 to 35	20.3	81	95
Total	229	3,317	157			240	282

Source: Estimates by ECONorthwest

In 2006, The Dalles had about 449 acres of vacant and redevelopable land designated for industrial and other employment uses. Of these, about 89 acres were vacant — 60 acres designated for industrial uses and 29 acres designated for commercial uses. The demand analysis above concluded that The Dalles needs 282 acres for the 2006-2026 period.

Table 9-4 compares identified site needs with available sites for the 2006 through 2026 period. The results suggest that The Dalles has a surplus of acreage available for industrial and other uses. For the 2006-2026 period, the City will need a considerable number of smaller sites, and will need to use some of its larger sites to meet the small site deficit. Finally, the City has an identified need for a regional commercial center with access to I-84, a neighborhood commercial node to serve planned residential growth, and a business park to meet employment needs through 2026. The regional commercial center need was met through the Wal-Mart rezoning in 2007-08.

Table 9-4.
Comparison of site needs and site supply, The Dalles UGB, 2006-2026

Site Size Range	Average Site Size	Sites Needed	Net Acres Needed	Supply: Sites	Supply: Net Acres	Needed Sites Surplus (def)	Needed Acres Surplus (def)
<10	1	153	159	18	74	(135)	(84)
>10	20	4	81	10	210	6	129
Non-site					49		49
Total		157	240	28	334		94

The 2006 EOA has several implications for the City of The Dalles. Following are the key implications:

- ~~The City has an overall surplus of employment land. Considering regional development trends and State and City policies concerning economic development, the City should maintain an adequate number of large sites within its existing industrial land base to accommodate future employment growth.~~
- ~~Topographic constraints in areas adjacent to the UGB limit the number of large industrial sites that the City could possibly expand into. The~~

~~City is committed to a long-term redevelopment strategy for existing industrial areas. The Dallesport Industrial Park is not a viable long-term industrial strategy for The Dalles because it is in another State and distant from housing and services.~~

~~• The City should amend its zoning regulations to restrict commercial uses in relatively scarce industrial areas.~~

~~• The City will also establish a new business park designation that could accommodate office uses as well as certain light manufacturing uses and a master planned setting.~~

~~• The City will continue to emphasize the historic downtown area as the government, specialized retail, office and tourist center.~~

Findings and Conclusions

~~This Plan recognizes that local policy also has an effect on the type and distribution of employment. In summary, the primary findings and conclusions are:~~

~~• The Dalles is well positioned to benefit from an increase in service, retail and tourism activity through the Columbia Gorge Discovery Center, The Dalles Riverfront Park and Trail, Google clusters, area sporting activities, and historic points of interest.~~

~~• New commercial development and retail leakage from Washington State will help strengthen The Dalles as the retailing center of the Mid-Columbia Region. The Columbia Gorge Community College and the Mid-Columbia Medical Center make The Dalles the health care and educational center for the region and are important work force training centers.~~

~~• Within The Dalles UGB, approximately 450 commercial and industrial acres are suitable for employment purposes, including potentially redevelopable land at the Northwest Aluminum site and elsewhere. Incentives such as job creation credits, the enterprise zone, and others should continue to be emphasized for industrial land development, and the creation and retention of family wage jobs. Since this employment lands inventory was completed, potential wetlands have been discovered that may have the effect of reducing the supply of suitable commercial and industrial land within The Dalles UGB. The City is committed to completing a local wetlands inventory (LWI) over the next several years to determine more accurately the supply of suitable employment land within The Dalles UGB. If the supply of suitable employment land falls below the 20-year need as identified in The Dalles EOA, the City will take steps to ensure an adequate supply of suitable employment land, including possible UGB amendments.~~

~~• The Dalles holds a substantial asset in its serviced industrial property within the existing UGB. This asset should be held for its long-term value to the economy.~~

GOAL 9 GOALS, POLICIES, AND IMPLEMENTATION MEASURES

The following goals and policies are designed to support The Dalles long-term economic health and are aligned with the community’s vision for 2040, particularly in the areas of economic vitality, education, livability, and infrastructure investment.

Goal 1: Expand and Diversify the Economic Base

Policy 1.1: Promote growth in healthcare, traded-sector, and target industries including advanced manufacturing, high technology, and value-added agriculture.

Implementation Measures:

- Work with MCEDD and industry groups to identify sector-specific needs.
- Prepare and regularly update a shovel-ready employment lands inventory.
- Prioritize public infrastructure investment in areas targeted for traded-sector growth.

Policy 1.2: Support entrepreneurship, innovation, and business start-ups.

Implementation Measures:

- Support downtown co-working spaces and startup events.
- Develop zoning allowances for home-based businesses and flexible commercial space.
- Support maker spaces and digital hubs.

Policy 1.3: Protect and plan for long-term industrial land supply.

Implementation Measures:

- Preserve key industrial areas (e.g., Port lands).
- Create policies to avoid premature conversion of industrial land to non-industrial uses.
- Identify a replacement strategy for industrial lands lost to redevelopment.
- Increase the supply of industrial sites, including medium/large (30-60 acre) and large (60-100 acre) sites, to ensure opportunities to attract target industry businesses.

Goal 2: Grow and Attract a Skilled Workforce

Policy 2.1: Strengthen education and workforce development pathways.

Implementation Measures:

- Partner with CGCC and STEM Hub to align programs with target industry needs.
- Support internship and pre-apprenticeship programs tied to local employers.
- Expand youth engagement in technical careers.

Policy 2.2: Support education, housing, healthcare, childcare, recreation and other quality-of-life services that help attract new employers and encourage the retention of existing employers.

Implementation Measures:

- Integrate economic goals with the City's Housing Needs Analysis.
- Encourage mixed-income and workforce housing near employment centers.
- Develop partnerships or incentives for childcare expansion.

- Continue multi-partner effort to relocate the hospital to a more central location.
- Explore urban renewal investment in new riverfront amenities.

Goal 3: Strengthen and Activate Downtown and Community Destinations

Policy 3.1: Reinforce downtown as a mixed-use employment and cultural center.

Implementation Measures:

- Encourage vertical mixed-use development and upper-floor reuse.
- Evaluate parking minimum reductions in core areas.
- Assess implementation of vacant ground-floor commercial window display regulations and guidelines to encourage a vibrant and aesthetically pleasing Downtown environment.
- Align investments with the Downtown Urban Renewal Plan and Urban Renewal priorities.

Policy 3.2: Promote local-serving and visitor-serving businesses.

Implementation Measures:

- Attract retailers, food and beverage operators, and experience-based businesses.
- Support adaptive reuse of historic structures.
- Improve wayfinding and public space amenities to enhance business access.

Policy 3.3: Leverage the Columbia Gateway Urban Renewal District to catalyze downtown redevelopment and economic revitalization.

Implementation Measures:

- Prioritize infrastructure and building investments that align with long-term economic development objectives and private reinvestment potential.
- Use the Urban Renewal incentive program to encourage upper-floor housing, façade upgrades, and active ground-floor uses.
- Coordinate Urban Renewal projects with business recruitment, plaza activation, and streetscape improvements.

Goal 4: Ensure Economic Development Readiness and Resilience

Policy 4.1: Make it easier to develop in The Dalles.

Implementation Measures:

- Streamline permitting processes for expansions and site reuse.
- Provide predevelopment assistance for catalytic sites.
- Regularly update the City's economic development web resources.

Policy 4.2: Plan for long-term resilience and adaptability.

Implementation Measures:

- Incorporate hazard mitigation and utility redundancy into infrastructure and land use planning.
- Encourage redevelopment strategies that incorporate infrastructure layouts and long-term adaptability for changing industry needs.
- Monitor and report progress using economic metrics (e.g., land absorption, job growth, participation rates).
- Foster partnerships to encourage community gardens in order to expand locally-sourced food supplies.

Goal 5: Grow the Green Economy and Technology Innovation Sector

Policy 5.1: Leverage existing tech and infrastructure investments to support green and digital industry clusters.

Implementation Measures:

- Promote The Dalles as a hub for low-carbon, data-driven industry using local hydropower and broadband capacity.
- Work with Google and utility providers to identify co-location opportunities for energy-intensive or AI-enabled businesses.
- Support emerging sectors such as data analytics, cloud computing, and cleantech manufacturing.

Policy 5.2: Encourage environmentally responsible development and reuse of underutilized land.

Implementation Measures:

- Work with regional utilities and Google to explore opportunities for waste heat recovery, onsite energy storage, or circular resource systems as part of employment site redevelopment.
- Promote reuse of brownfield and grayfield sites for employment uses with public-private partnerships.
- Encourage dual-benefit projects (e.g., solar installation on industrial rooftops or parking structures).

Policy 5.3: Encourage innovation partnerships between private industry, utilities, and educational institutions.

Implementation Measures:

- Collaborate with Google, CGCC, and STEM organizations to support applied research and tech workforce pipelines.
- Support testbeds or pilot initiatives in sectors like ag-tech, cleantech, or environmental monitoring.
- Seek external funding for demonstration projects showcasing energy and resource-efficient technologies.

Goal 6: Strengthen Regional Economic Integration and Infrastructure

Policy 6.1: Coordinate economic development initiatives with regional partners.

Implementation Measures:

- Establish joint planning efforts with Wasco County, Klickitat County, the Port of the Dalles, and the Port of Klickitat for infrastructure and site readiness.
- Promote shared marketing of industrial and airport lands across jurisdictions.
- Engage in bi-state workforce and housing discussions to support common growth goals.
- Support regional childcare centers and solutions

Policy 6.2: Align infrastructure investment with regional economic priorities.

Implementation Measures:

- Identify regional infrastructure priorities (e.g., broadband, water/sewer, airport) and pursue shared funding strategies.
- Collaborate with ODOT and local transit providers to enhance access to employment centers.
- Support freight mobility and goods movement projects that strengthen The Dalles' role in regional logistics.

Policy 6.3: Position The Dalles as a regional logistics and advanced manufacturing hub.

Implementation Measures:

- Promote available industrial sites near I-84, rail corridors, and the airport for logistics and clean industry development.
- Engage with industrial brokers and developers to identify and recruit targeted businesses.
- Maintain The Dalles position as a primary agribusiness trade center by encouraging the growth of those businesses providing agricultural supplies and services, and those processing and marketing agricultural products
- Coordinate with utility and transportation agencies to ensure infrastructure capacity for industrial users.

Goal 7: Support the Cultural, Creative, and Experiential Economy

Policy 7.1: Promote growth of the artisan, cultural, and local experience-based economy.

Implementation Measures:

- Support adaptive reuse of downtown spaces for galleries, food/beverage makers, and creative industries.
- Partner with CGCC, makerspaces, and tourism entities to host public events and cultural festivals.

- Promote and market The Dalles as a destination for local goods, stories, and experiences.

Policy 7.2: Foster place-based economic development that reinforces local identity.

Implementation Measures:

- Encourage integration of local heritage, culture, and arts in economic revitalization strategies.
- Provide support for culturally relevant entrepreneurship and retail, especially in historic districts.
- Use signage, storytelling, and branding to tie the creative economy to The Dalles' sense of place.

Policy 7.3: Expand opportunities for live/work, maker, and micro-retail spaces in mixed-use areas.

Implementation Measures:

- Modify zoning to support small-scale production, artist studios, and flexible ground-floor commercial uses.
- Provide technical assistance or incentives for activating underutilized commercial properties.
- Partner with building owners and nonprofits to create shared retail and workspace incubators.

~~§ 9.4. Economic Development Goals~~

~~• Provide family wage employment opportunities for The Dalles citizens.~~

~~• Diversify the economic base of the community.~~

~~• Increase the tax base needed to provide an adequate level of community services for The Dalles citizens.~~

~~• Encourage the growth of existing employers and attract new employers to The Dalles that complement the existing business community.~~

~~• Implement the objectives and activities of the Columbia Gateway/Downtown Urban Renewal Plan, enhancing opportunities for the improvement and redevelopment of business, civic, cultural, and residential uses in the area.~~

~~• Utilize Port District lands for job creation, and development of the tax base in The Dalles.~~

~~• Provide for tourism-related employment as an important part of the effort to diversify The Dalles' economy.~~

~~• Provide employment opportunities, environments, and choices which are a vital part of a high quality of life in The Dalles.~~

~~• Support the maintenance and enhancement of The Dalles Commercial Historic District.~~

~~• Encourage redevelopment and adaptive reuse of commercial space downtown as an alternative to commercial sprawl.~~

~~• Support The Columbia Gorge Regional Airport located in Dallesport, Washington, in its growth and contribution to the local economy.~~

~~§ 9-5. Goal 9 Policies~~

~~1. Encourage the siting and growth of employers which pay family wages as identified in The Dalles Economic Opportunities Analysis (EOA).~~

~~2. To the extent possible, designate within the existing UGB suitable land with site size and locational characteristics required by targeted employment as set forth in the 2010 Economic Opportunities Analysis (EOA).~~

~~3. Identify industrial sites that are immediately available and serviceable for industrial development consistent with the Goal 9 rule. Request Oregon Economic and Community Development Department (OECDD) certification for “shovel ready” industrial sites pursuant to Executive Order 03-02.~~

~~4. Coordinate with property owners to retain large commercial and industrial sites identified in the EOA for their intended commercial and industrial uses through zoning and master planning.~~

~~5. Actively support redevelopment efforts for underutilized commercial and industrial sites within The Dalles UGB, recognizing that the Northwest Aluminum site provides the large industrial sites required by targeted employers during the 20-year planning period.~~

~~6. Protect large Northwest Aluminum redevelopment sites for their intended industrial uses as identified in the EOA as set forth in Table 9-4.~~

~~7. Commercial and service uses in the City’s industrial zones should be limited to small-scale retail and service uses that cater primarily to local-area employees and customers.~~

~~8. Plan for and make prudent public investments to meet the future demands of industrial, commercial, and residential growth in The Dalles.~~

~~9. Encourage investment in The Dalles Central Business District, and support project activities in the Columbia Gateway/Downtown Urban Renewal Plan.~~

~~10. Encourage tourism-related services as an element in the diversification of the community’s economy.~~

~~11. Encourage the development of the Mid-Columbia Medical Center and other health services as an important resource to the economic base of The Dalles, and as an important element in extending the perimeter of The Dalles’ trade area.~~

~~12. Maintain The Dalles’ position as a primary agribusiness trade center by encouraging the growth of those businesses providing agricultural supplies and services, and those processing and marketing agricultural products.~~

~~13. Support the forest products industry as an element of the economy.~~

~~14. Encourage the start-up and growth of small to medium-sized businesses providing family wage jobs. Develop reasonable standards to allow home business start-ups.~~

- ~~15. — Encourage siting of new industries in The Dalles and encourage existing industries to maintain high environmental standards.~~
- ~~16. — Reserve industrial zones for industrial uses and uses compatible with industry.~~
- ~~17. — Review and revise administrative policies and procedures to streamline the planning process and reduce delays in obtaining development approvals.~~
- ~~18. — Coordinate economic planning and development with industrial development at Dallesport.~~
- ~~19. — Encourage educational, cultural, social and employment opportunities to enhance the quality of life in The Dalles for all age and income groups.~~
- ~~20. — Plan appealing streetscapes that encourage personal interaction, accommodate public gatherings, and enhance the experience of shoppers and workers.~~
- ~~21. — Encourage cooperation between public and private sectors to support economic growth.~~
- ~~22. — Make prudent investments in The Columbia Gorge Regional Airport as needed to accommodate airport development.~~
- ~~23. — Minimize prolonged business interruptions due to natural hazards.~~
- ~~24. — Minimize expenditure of public money for costly flood control projects. (Amended by Ord. 25-1414)~~

~~§ 9-6. Goal 9 Implementation Measures~~

- ~~• — Central Business District/Downtown Area (Designated Central Business Commercial on the Land Use Plan Map):~~
 - ~~○ — Undertake activities which will create or strengthen linkages among the Downtown, the Columbia Riverfront, and the East and West Gateway areas.~~
 - ~~○ — Work with local business to redevelop the Sunshine Flour Mill property and East Gateway streetscape project.~~
 - ~~○ — Improve the visual appearance of streets in the Downtown Area by encouraging amenities such as street trees and street furniture when public and private development and redevelopment is undertaken.~~
 - ~~○ — Provide an adequate amount of properly located off-street parking.~~
 - ~~○ — Conserve historically significant places and properties, and aid in the rehabilitation of buildings and properties, particularly in the Downtown Historic District.~~
 - ~~○ — Consider and minimize the aesthetic impact of utility locations when new development or redevelopment occurs.~~
 - ~~○ — Construct or improve water, sewer, and storm drain systems as needed.~~
- ~~• — West 6th Gateway Area (Designated General Commercial on the Land Use Plan Map):~~

~~○ Provide for highway commercial developments in areas along the West Sixth corridor where this is the predominant land use.~~

~~○ Improve the visual appearance by encouraging amenities such as street trees and street furniture when public and private development and redevelopment is undertaken.~~

~~○ Construct or improve water, sewer and storm drain systems as needed.~~

~~○ Ensure that future improvements and land use changes in the area provide adequate sound, light and visual buffers to adjacent residential areas.~~

~~○ Reserve areas along East and West Second Street for commercial/industrial mixed zoning.~~

~~○ Reserve land in the northern portion of the Northwest Aluminum site for needed commercial development.~~

~~• The Dalles Industrial Area (Industrial areas shall be identified on the Land Use Plan Map for industrial uses):~~

~~○ Provide for industrial development located with good access to I-84, arterial streets and rail facilities.~~

~~○ Encourage master planned redevelopment of the Northwest Aluminum site that retains larger parcel sizes identified in the EOA for targeted industries.~~

~~○ Locate industrial areas generally north of the I-84/ Union Pacific Railroad corridor.~~

~~○ Construct or improve water, sewer, streets, and storm drain systems as needed.~~

~~• Service/Recreation Areas (Designated Recreational Commercial on the Land Use Plan Map):~~

~~○ Provide for mixed use business and service commercial areas in locations with good access to I-84, Columbia River access, and proximity to recreation and/or visitor attractions.~~

~~○ Allowed uses include retail, service and office uses related to nearby industrial areas, and commercial uses serving the traveling public such as hotels, restaurants, conference centers and recreation facilities. Allow light industrial uses which are compatible with commercial and recreational uses.~~

~~○ Ensure site planning which protects and enhances the significant environmental areas located along the Columbia River and related streams and creeks.~~

~~○ Prepare zoning and development standards for the service/recreation areas.~~

~~○ Construct or improve water, sewer, street, and storm drain systems as needed.~~

~~Planned Developments (located in Commercial Areas)~~

~~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, lay out, and use.~~

~~Planned developments for commercial uses shall be a minimum of 10 acres; development for residential uses shall be a minimum of one acre.~~

Volume II: Background Documents

- A. Pioneering The Dalles: A Vision for The Dalles in the Year 2020
- B. Comprehensive Plan, Land Use Map (Ames & Associates, 2002)
- C. Population Forecast for The Dalles (ECONorthwest, 2006)
- ~~D. City of The Dalles Economic Opportunities Analysis (ECONorthwest, 2011)~~
- ~~E.~~D. City of The Dalles Residential Land Needs Report (Winterbrook Planning, 2006)
- ~~F.~~E. Buildable Lands Inventory Methods and Maps for The Dalles UGB and URA (Winterbrook Planning and the City of The Dalles, 2006)
- ~~G.~~F. Goal 13 Energy and Land Use Analysis (ECONorthwest, 2006)
- ~~H.~~G. City of The Dalles Historical Resources Inventory, 1984-85
- ~~I.~~H. The Dalles Riverfront Master Plan, October 1989
- ~~J.~~I. Hazards Studies
 - a. Geologic Hazards of Northern Wasco, Sherman and Hood River Counties, 1977; Department of Geology and Mineral Industries
 - b. Landslide Hazard Study; Fujitani Hilt & Associates, 1991
- J. Middle Columbia-Hood (Miles Creeks) Subbasin Total Maximum Daily Load (TMDL) Implementation Plan, 2021.
- K. City of The Dalles Economic Opportunities Analysis (MIG, Inc. and Competinomics, 2026)



CITY OF THE DALLES

Economic Opportunities Analysis

Prepared by MIG, Inc. and Competinomics
February 2026



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ECONOMIC OPPORTUNITIES ANALYSIS OVERVIEW

This Economic Opportunities Analysis (EOA Update) for the City of The Dalles is comprised of the following documents:

- Economic Trends and Land Demand Analysis prepared by Competinomics (Exhibit A)
- Employment Buildable Lands Inventory (BLI) prepared by MIG, Inc., including a memorandum and maps summarizing the results of the analysis (Exhibit B)
- Detailed information regarding assumptions associated with the development status of specific properties evaluated in the BLI (Exhibits C and D)

This work was completed in 2026 and also built extensively on work undertaken for the City in 2019-2022 by Angelo Planning Group (APG) and Bridge Economics. That work was significantly updated in 2024-2026 as described in the accompanying documents. Both processes included extensive coordination with City of The Dalles staff, project advisory committees, members of the City's Planning Commission and City Council, and other community members.

Adoption of this EOA will be accompanied by adoption of an updated Economic Development chapter of the City's Comprehensive Plan (Goal 9). The updated Comprehensive Plan chapter will include narrative that briefly summarizes the information in this EOA, as well as updated economic development goals, policies, and implementation strategies.

EXHIBIT A

Economic Trends and Land Demand Analysis

Prepared by Competinomics

ECONOMIC TRENDS AND EMPLOYMENT LAND NEEDS

I. OVERVIEW

The City of The Dalles is a regional center for the five-county Mid-Columbia Region centrally located along the Columbia River Gorge. With a population of approximately 16,100 people, it is the county seat and largest city of Wasco County, Oregon. It is well-positioned along Interstate 84 approximately 85 miles east of Portland, Oregon and Highway 197 that connects northerly to Dallesport, Washington across the Columbia River. It is surrounded by unique natural beauty of the Gorge, farmlands and Mt. Hood to the south.



As the end of the historic Overland Oregon Trail, The Dalles was the central location for commerce and activity within the Gorge. Today, the city continues to serve as the regional center for retail, government and institutions such as the Adventist Health Columbia Gorge, Columbia Gorge Community College, and Wasco County Courthouse. The Dalles region traditionally thrived on manufacturing industries tied to agriculture and metals such as the Harvey/Martin-Marietta aluminum smelter plant. Over time the regional economy has diversified with private investments such as Google data centers, the success of the Port attracting new business and downtown investments. In 2024, employment levels in the region were nearing pre-pandemic levels as the economy continues to recover.

II. ECONOMIC DEVELOPMENT OVERVIEW

Economic development can be defined as efforts that seek to improve the economic well-being and quality of life for a community by supporting the creation and/or retention of middle and high-income jobs which grow incomes and the tax base through diversification of the local economy. These jobs are generally placed into two different categories defined as traded and local sector, and each have distinct needs in terms of workforce and business location. In addition, these sectors require different types of support and investments from various stakeholders. These sectors are distinguished for clarification regarding strategy objectives and actions.

TRADED SECTOR VS. LOCAL SECTOR JOBS

Traded sector (also referred to as an export or basic sector) businesses include industries and employers which produce goods and services that are consumed outside the region where they are produced and therefore bring in new income to the area (e.g., metals and machinery, food processing, data centers). These sectors are sometimes referred to as productive sectors of the economy as their activities add value

through the transformation of raw materials through the manufacturing process or pursuit of new innovations or processes that create greater efficiencies. Workers in the traded sector tend to have higher educational attainment, work more hours, and earn higher average wages than local sector business.

As the traded sector increases employment and wages, it also enables entrepreneurs to develop skills and resources to foster innovation and start new businesses and increase employment opportunities. Furthermore, certain traded sector companies foster a supply chain effect that creates the need for additional companies to supply components of a product that is manufactured or a service that is provided. Traded sector businesses in The Dalles include the Pacific Coast Producers, PowderPure and Google.

Local sector businesses produce goods and services that are consumed locally in the region where they were made, and therefore circulate existing income in the area (e.g., breweries, physician offices, banks). These businesses are important as they make a community distinct and provide amenities to attract young professionals and families that drive the new economy. Local sector businesses in The Dalles include breweries, medical and dental offices and banking establishments.

Figure 1 highlights the average wage difference between traded sector jobs and local sector jobs across the United States. As the job base expands, a community is more attractive to employees because they have more options for career growth. In turn, once the employment base grows, competition will occur and ultimately increase wages.

Figure 1: Annual Average Wage Comparison Across Industries U.S. (2023)

NAICS	Industry Sector	Average Wage
Traded Sector		
51	Information	\$150,089
52-53	Financial Activities	\$118,623
42	Wholesale Trade	\$98,587
54-56	Professional & Business Services	\$97,154
31-33	Manufacturing	\$82,634
22,48-49	Transportation & Utilities	\$70,502
11,21	Natural Resources & Mining	\$70,285
Local Sector		
92	Government	\$80,352
23	Construction	\$76,878
62	Health Services	\$64,432
61	Education	\$62,052
91	Other Services	\$50,759
44-45	Retail Trade	\$41,127
71-72	Leisure & Hospitality	\$32,073

Source: Bureau of Labor Statistics, QCEW data

III. REVIEW OF ECONOMIC TRENDS

CURRENT ECONOMIC SITUATION & OUTLOOK, U.S. AND OREGON

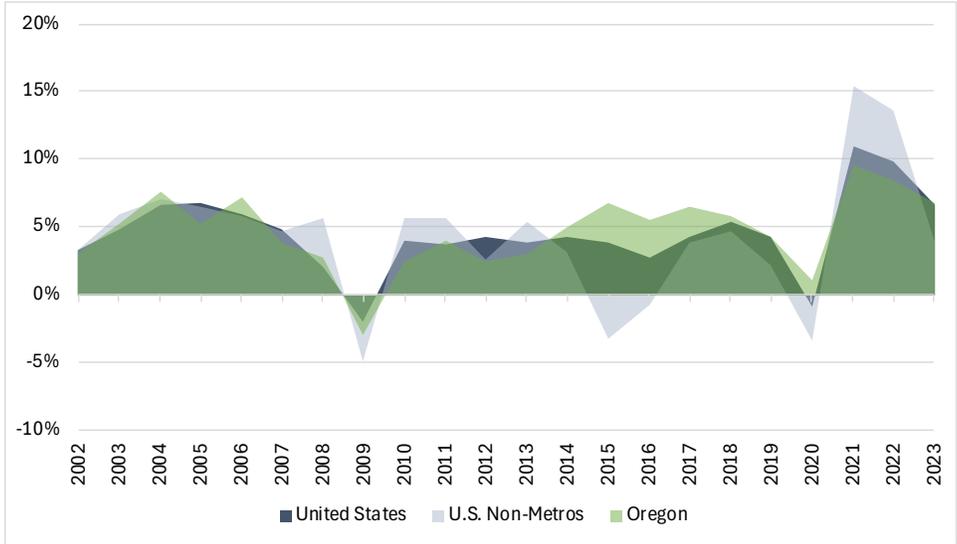
The current economic outlook for the U.S. and Oregon is mixed. Leading up to April 2025, the U.S. economy is generally solid with labor market conditions stable, inflation returning to the Federal Reserve’s long run goal of 2% and GDP averaging annual growth above 5% since 2021. Economic projections produced by the Federal Reserve indicate that GDP is expected to range between 0.6 and 2.5% through 2027, reflecting moderate uncertainty in the short term while longer term growth is expected to range between 1.5 and 2.5% annually.¹

Total employment has continued to rise since 2020 and unemployment has remained steady at just over 4% since April 2024. Federal Reserve projections anticipate that unemployment will likely remain at roughly 3.9 to 4.7% through 2027.

Similarly, Oregon’s economy has rebounded back from 2020 losses adding back over 300,000 jobs. Oregon’s GDP averaged 8.2% between 2021 and 2023. After a strong post-pandemic recovery, Oregon’s growth rates for major indicators appeared to be returning to long run averages in 2023.

¹ Federal Reserve Board. (2025 March 19) *Summary of Economic Projections*: <https://www.federalreserve.gov/monetarypolicy/files/fomcprotabl20250319.pdf>.

Figure 2: GDP Growth for U.S., U.S. Non-Metros & Oregon (2001-2023)



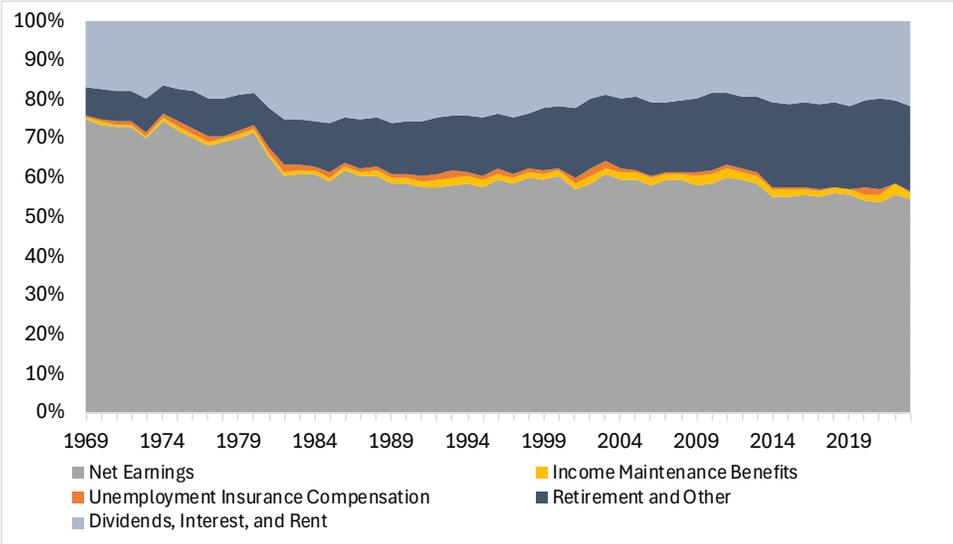
Source: U.S. Bureau of Economic Analysis

WAGES & PERSONAL INCOME

U.S. wages experienced strong gains starting in 2020 after holding steady at an average year over year increase of 3% during the 2010s. Industry wages increased by nearly 7% starting in 2020 but appear to be returning back to long-run averages as of 2023.

Figure 3 illustrates the trends in components of personal income in the U.S. between 1969 and 2023. Wages as a component of income have been steadily decreasing over time as other components such as retirement income and dividends, interest and rental income have gained magnitude. This trend is likely to continue for the next five to ten years as the number of retirees hits a peak in the U.S. around 2030.

Figure 3: Components of Personal Income, U.S. (1969-2023)



Source: Bureau of Economic Analysis

EMPLOYMENT GROWTH

Since 2020, national and state employment have grown by 2.1% and 1.7%, respectively. Employment in the Mid-Columbia Economic Development District (MCEDD) region has increased by 1.4%. Between 2015 and 2020, the region had been experiencing a strong recovery from the 2008-09 recession adding 2,445 jobs resulting in a 2.0% annual growth rate.

Employment statistics within the MCEDD region are driven primarily by Hood River County and Wasco County, which together account for about 92% of total employment in the region. Relative to the region,

Hood River County typically maintains above average growth rates, while Wasco County growth rates trend below average. Figure 4 shows average employment growth rates for five year periods since 2001. When not confronting the challenges of major economic disruptions such as the Great Recession or COVID pandemic, employment growth has been strong in most of the region’s counties.

Figure 4: Comparison of Employment Growth Rates Since 2001

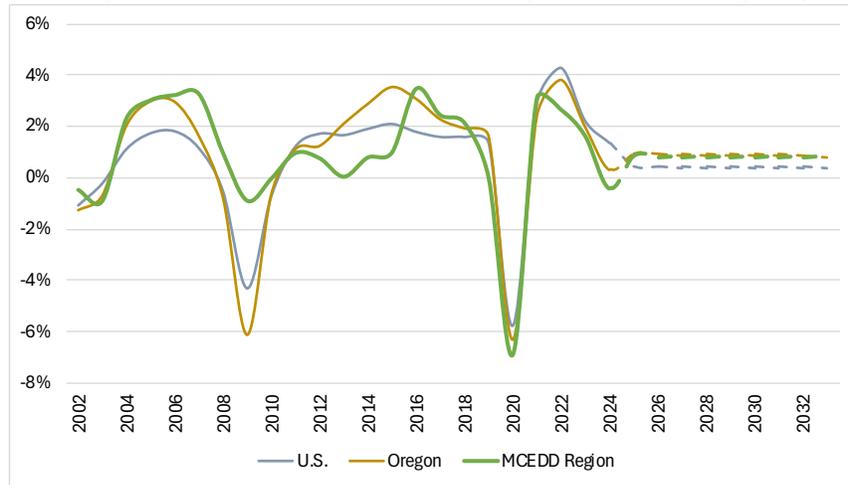
	2001-2005	2005-2010	2010-2015	2015-2019	2015-2020	2020-2024
U.S.	0.4%	-0.6%	1.7%	1.6%	0.1%	2.1%
Oregon	0.8%	-0.6%	2.2%	2.2%	0.5%	1.7%
REGION	1.0%	1.3%	0.7%	2.0%	0.2%	1.4%
Hood River Co.	2.7%	1.3%	0.8%	3.1%	0.6%	1.6%
Sherman Co.	0.8%	3.2%	1.5%	2.2%	1.9%	1.0%
Wasco Co.	-0.2%	1.0%	1.6%	0.5%	-0.7%	1.1%
Klickitat Co.	-0.6%	2.5%	-0.7%	3.1%	1.3%	1.1%
Skamania Co.	2.7%	-0.7%	0.0%	0.2%	-1.9%	2.8%

Source: U.S. Bureau of Economic Analysis, Oregon Employment Department and Washington Employment Security Department

During the next year or possibly two and thereafter, the consensus is that the U.S. as well as Oregon can expect continued but reduced job growth. The Oregon Employment Department (OED) forecasts job growth in Oregon to average about 0.9% annually or 170,000 total jobs through 2033.

The U.S. is expected to average 0.5% annual job growth through 2033.² According to forecasting from the OED and Washington Employment Security Department, the MCEDD region is expected to grow at about 0.9% annually through 2033.

Figure 5: Change in Total Employment, U.S., Oregon & MCEDD Region (2001-2033)



*MCEDD Region Counties: Sherman, Wasco, Hood River, Klickitat and Skamania

Source: Bureau of Labor Statistics, Oregon Employment Department, Washington Employment Security Department

INDUSTRY SECTOR EMPLOYMENT GROWTH

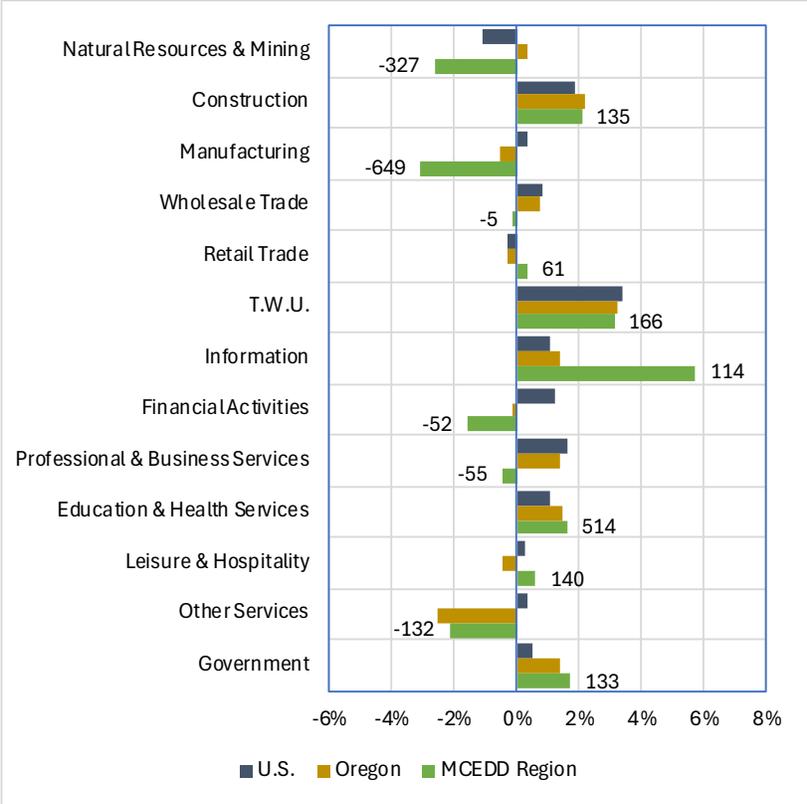
Between 2019 and 2023, industry sectors in the U.S. experienced a number of major disruptions to economic activity with the COVID pandemic being the most significant. Since 2020, industry growth has been mixed with varying rates of recovery by industry. The region’s recovery is generally following national trends with strong growth in Construction, Transportation, Warehousing & Utilities (T.W.U.) and Information. On the other hand, Natural Resources, Manufacturing, Wholesale Trade and Other Services have

² U.S. Bureau of Labor Statistics. (2024 Aug 29) *Employment Projections: 2023-2033 Summary*: <https://www.bls.gov/news.release/ecopro.nr0.htm>

experienced significant job declines.

T.W.U. has outpaced all other industries in growth in U.S. and Oregon, not surprising given the changes to economic activity brought on by the pandemic.

Figure 6: Industry Sector Growth, U.S., Oregon & MCEDD Region (2018-2023)



Source: U.S. Bureau of Labor Statistics

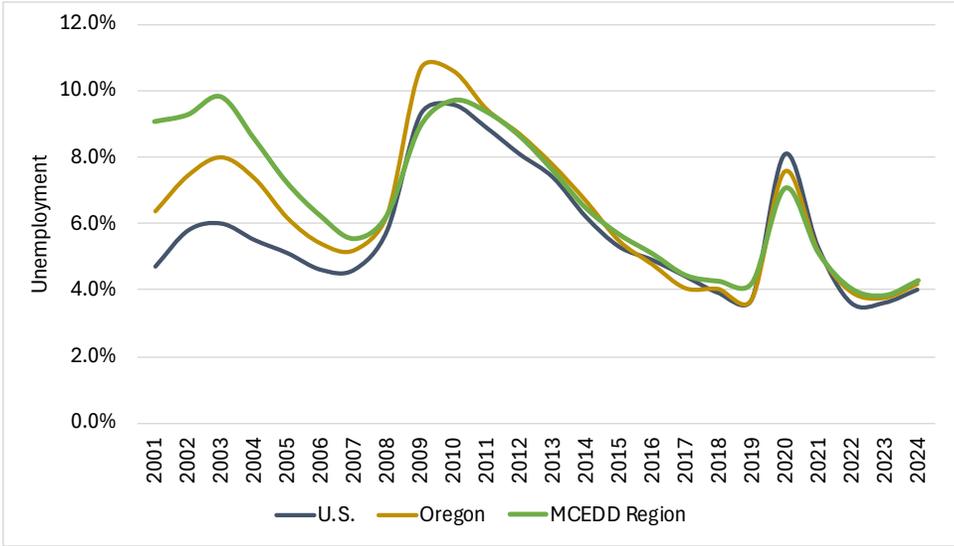
REGIONAL UNEMPLOYMENT

Figure 7 displays the U.S., Oregon and MCEDD region jobless rates between 2000 and 2024. After reaching 8.1% in 2020, the national unemployment rate dropped to 4.0% in 2024. U.S. job gains have far surpassed the jobs lost during the pandemic.

According to the U.S. Bureau of Labor Statistics, total “underemployment” in the U.S. – those unemployed and looking for work, as well as discouraged workers, underutilized workforce given skills and experience, as well as part-time employment by virtue of no full-time position availability – peaked at roughly 23% in April of 2020 and remained above 10% until June of 2021. It declined to 6.6% in April 2023 and has been slowly climbing to 7.9% as of March 2025.

Oregon and MCEDD’s unemployment rate have been closely tracking with the national rate. In 2023, Oregon and the region’s rates had dropped to 3.8% but exceeded 4% as of February 2025.

Figure 7: Unemployment Rate, U.S., Oregon & MCEDD Region (2001-2024)



Source: Bureau of Labor Statistics

POPULATION GROWTH

Between 2015 and 2024, The Dalles added 1,588 residents averaging a 1.2% annual growth rate. After the 2020 Census, the Portland State University’s (PSU) Population Research Center (PRC) adjusted population estimates for The Dalles upwards by 8%. Between 2015 and 2023, The Dalles added 887 households and 868 housing units.³

During the same period, the MCEDD region added 3,429 residents and averaged 0.4% annual growth. Hood River County and Wasco County populations were adjusted downward by about 2,000 residents after the 2020 Census.

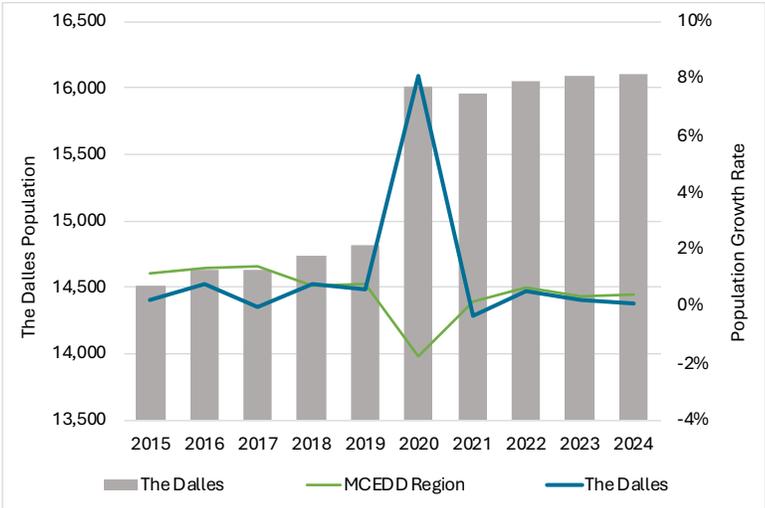
Oregon’s population rate over the same period was 0.7%.

MEDIAN AGE

The median age in The Dalles is 38.5, which is slightly younger than The Dalles was trending during the 2010s. Further, The Dalles is slightly younger than the overall MCEDD region, which averages a median age of 43.6. Similarly, the City of Hood River trends younger than the region with a median age of 37.9.

Places with relatively younger populations tend to have higher levels of labor force participation and better employment opportunities, as is the case for the cities of Hood River and The Dalles relative to the region. Labor force participation in The Dalles has been increasing over time to 61.6%. Regional labor force participation is 59.5%.

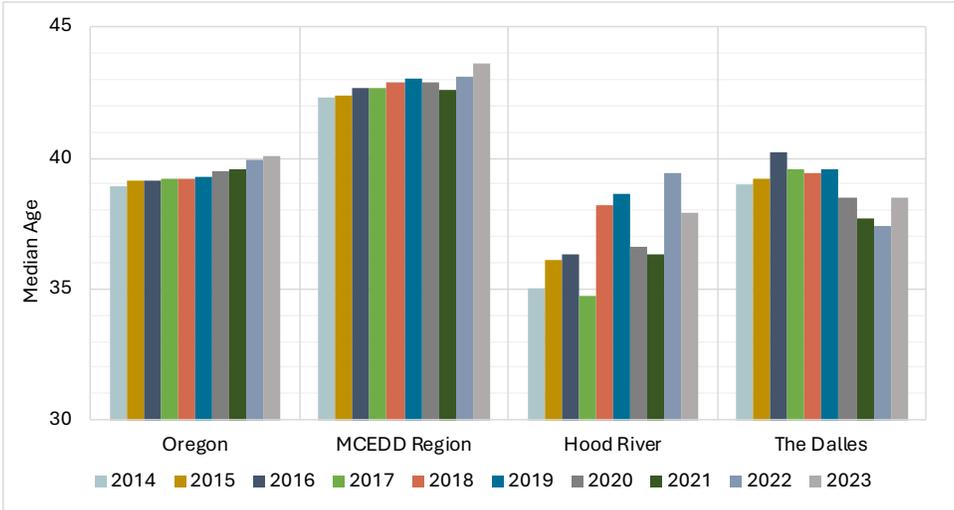
Figure 8: The Dalles Population Growth (2015-2024)



MCEDD Region Counties: Sherman, Wasco, Hood River, Klickitat and Skamania
Source: PSU Population Research Center (PRC)

³ Household and housing data is from the U.S. Census Bureau American Community Survey (ACS) 5-Year Estimates for 2015 through 2023.

Figure 9: Median Age, Oregon, MCEDD, Hood River & The Dalles (2014-2023)



MCEDD Region Counties: Sherman, Wasco, Hood River, Klickitat and Skamania
U.S. Census Bureau, American Community Survey (ACS) 5-Year Estimates

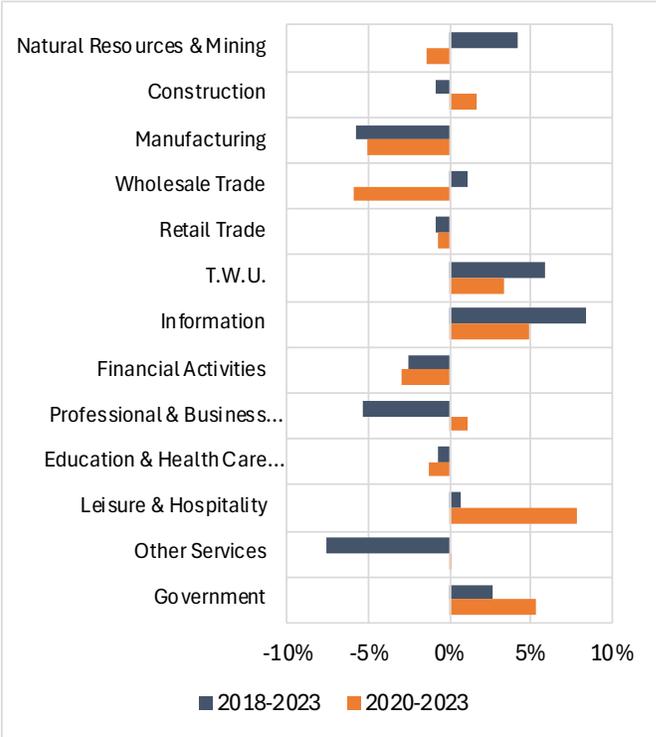
EMPLOYMENT & WAGE GROWTH

Between 2004 and 2019, employment growth in The Dalles slightly outpaced population growth at an average of 1.5% annually. Since dropping by 6.3% in 2020, employment in The Dalles has recovered at an annual average rate of 1.2%. The Dalles’ share of Wasco County employment stands at 77% which is a slight increase from about 73% in 2006.

T.W.U., Information and Government experienced relatively strong growth during and after the pandemic. Most other industries, however, have experienced negative or mixed growth. While the region has likely recovered employment growth since 2020, as of 2023, The Dalles was 260 jobs (or 3.0%) short of its 2019 employment.

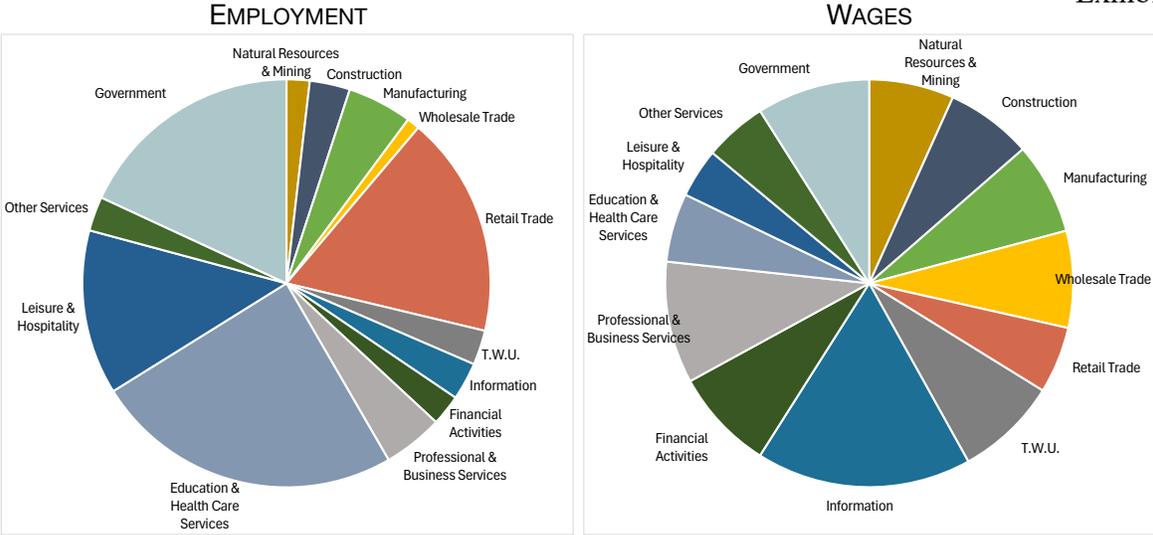
Figure 11 breaks down employment and wages in The Dalles by industry share. While Education & Health Care, Government and Retail Trade employ large shares of workers in The Dalles, wages by industry are more distributed with industries such as Natural Resources, Construction, Manufacturing, Wholesale Trade, T.W.U., Information, Financial Activities and Professional & Business Services contributing significantly to wages in The Dalles relative to their employment levels.

Figure 10: The Dalles Employment Growth by Industry (2018-2023 & 2020-2023)



Source: Oregon Employment Department QCEW

Figure 11: The Dalles Share of Industry Employment and Industry Wages (2023)

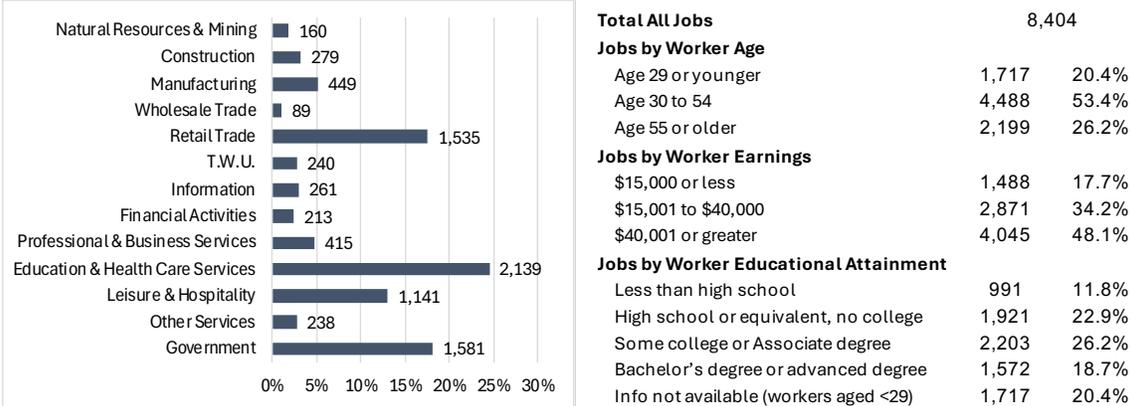


Source: OED QCEW

Wage growth in The Dalles has increased by 4.1% annually during the last 10 years, following U.S. and statewide trends.

As of 2022, the city had 8,404 jobs, with Education and Health Care accounting for nearly a quarter of all jobs, followed by Government accounting for 18% of jobs and Retail Trade accounting for nearly 17.6%.⁴ Figure 12 shows the breakdown of workers in The Dalles by age, earnings and educational attainment.

Figure 12: The Dalles Employment Categories (2022)



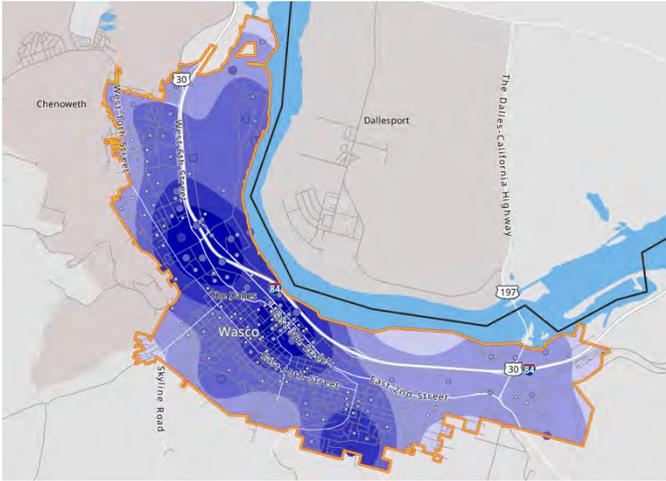
Source: U.S. Census Bureau On the Map and OED QCEW

EMPLOYMENT DENSITIES & COMMUTE PATTERNS

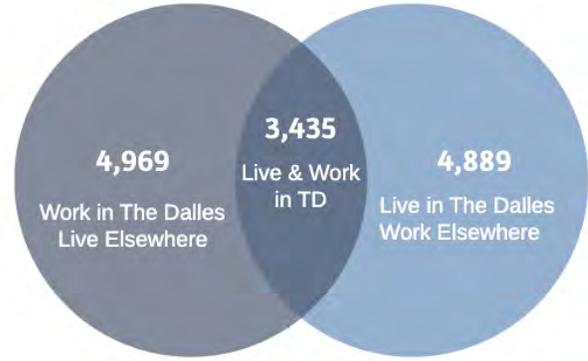
In 2022, of the 8,404 workers employed in The Dalles, the majority of jobs were concentrated in the areas along Interstate 84 in downtown and west of downtown as well as near the Adventist Health Columbia Gorge campus.

⁴ The most recent data available for the U.S. Census Bureau LEHD/On the Map program is 2022. For this reason, year 2022 data is also used for OED QCEW comparison.

Figure 13: The Dalles Employment Density & Worker Inflows/Outflows (2022)



Source: U.S. Census Bureau On the Map



Of the 4,969 workers who commute to The Dalles for jobs, the most prevalent areas in which workers live are Hood River/White Salmon area, Portland metro area, Goldendale and Eugene, Salem and Bend. Of the 4,889 residents who commute for work elsewhere, the majority of those residents are commuting to the Portland metro area, Hood River/White Salmon area, Salem, Bend/Redmond, Eugene and to cities to the east.

Figure 14: Where Workers Live (2022)

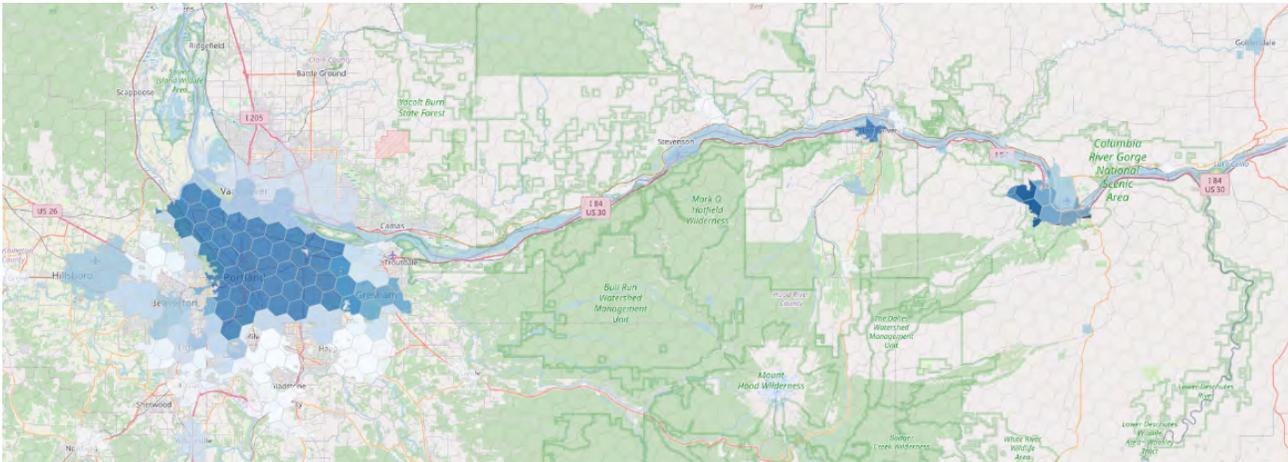
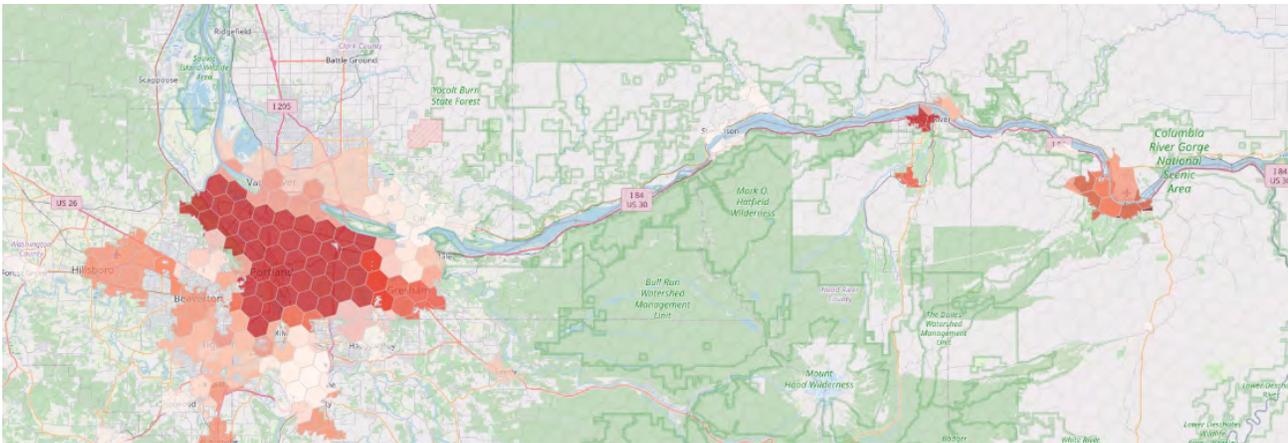


Figure 15: Where Residents Work (2022)



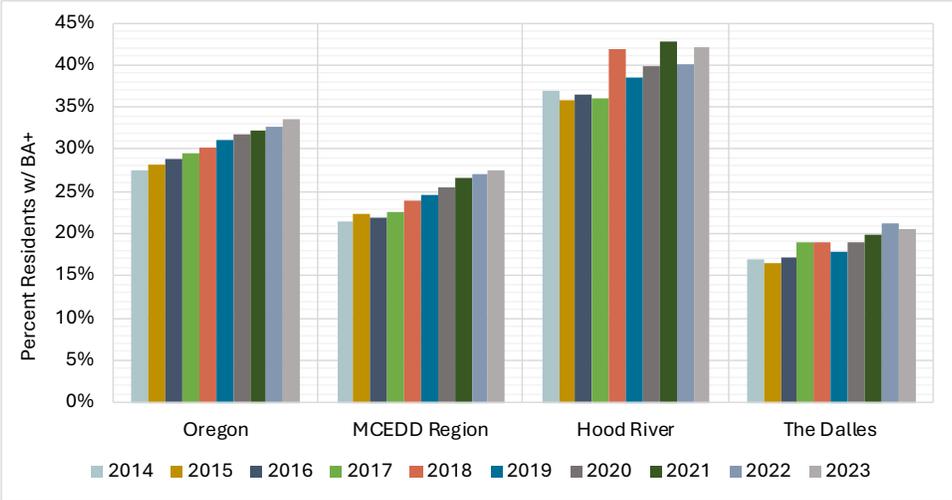
Source: U.S. Census Bureau On the Map

EDUCATIONAL ATTAINMENT

The Dalles exceeds statewide percentages (38% versus 34%, respectively) of residents with post-secondary or associate’s degree education possibly indicating that the area may be more competitive for employers whose needs include the trades or other jobs requiring some college or certifications.

On the other hand, the percent of residents with a bachelor’s degree or higher is significantly below statewide and regional levels but has been improving over the last ten years. The degree to which The Dalles is able to maintain or grow future economic activity will depend on the community’s ability to attract and retain residents with bachelor’s degrees and/or targeted post-secondary education levels.

Figure 16: Educational Attainment, Oregon, MCEDD Region, Hood River & The Dalles (2014-2023)



Source: U.S. Census Bureau, ACS 5-Year Estimates

OCCUPATIONAL SKILLS & OUTLOOK

Since 2018, The Dalles has had an influx of residents (new or newly experienced and/or trained) with skills in the following:

- Management, business and financial occupations, including all subcategories of management, business and financial operations.
- Healthcare practitioners and technical occupations, driven primarily by diagnosing and treating practitioners as well as technicians.
- Food preparation and service occupations.
- Natural resources, construction and maintenance occupations, driven primarily by agricultural and construction related occupations.
- Education, legal, community service, arts and media occupations, driven primarily by community and social service occupations.

According to occupational projections produced by the OED, through 2033, The Dalles is expected to have about 550 new openings for various occupational skills. Total demand for occupations, including replacements, will be greatest in “Service” occupations, primarily in Food Preparation and Personal Care. Health Care and Management, Business, Financial and Professional related occupational skills will be in high demand as well.

IV. ECONOMIC DEVELOPMENT POTENTIAL & REGIONAL INDUSTRY ASSESSMENT

REGIONAL INDUSTRY ASSESSMENT & POTENTIAL

The State of Oregon and MCEDD have identified industries for which there is a competitive advantage at a state and regional level based on employer strength, workforce and industry assets such as land and infrastructure. Identifying general alignment between the state, region and local industry strengths is important to maximize support for economic activity and talent development. Furthermore, Business Oregon focuses resources for infrastructure funding and business support on target and traded-sector industries. If the city intends to utilize such resources, it is important to identify and focus on these types of businesses. Figure 17 lists state, regional and local target industries.

The opportunity industries identified in Figure 17 are based on a review of existing economic activity in the region, conversations with local stakeholders familiar with business activity in The Dalles, programs at Columbia Gorge Community College (CGCC) and the need to expand growth in productive sectors of the economy. Infrastructure and workforce investments that will allow The Dalles to leverage regional and state efforts to bolster these industries are likely to have the greatest economic development impact. Firms and workers in these targeted industries can draw advantages from their proximity to growing competitors, skilled workforce, specialized suppliers, and a shared base of research driven knowledge within each growing segment.

One of the critical factors for successful business growth within target industries is a local talent pipeline. As the city and regional stakeholders focus efforts on industry development, CGCC is a critical partner in developing the essential talent needed. CGCC degree and/or certificate programs that are relevant to target industries are listed below as well.

Figure 17: Target Industry Comparison

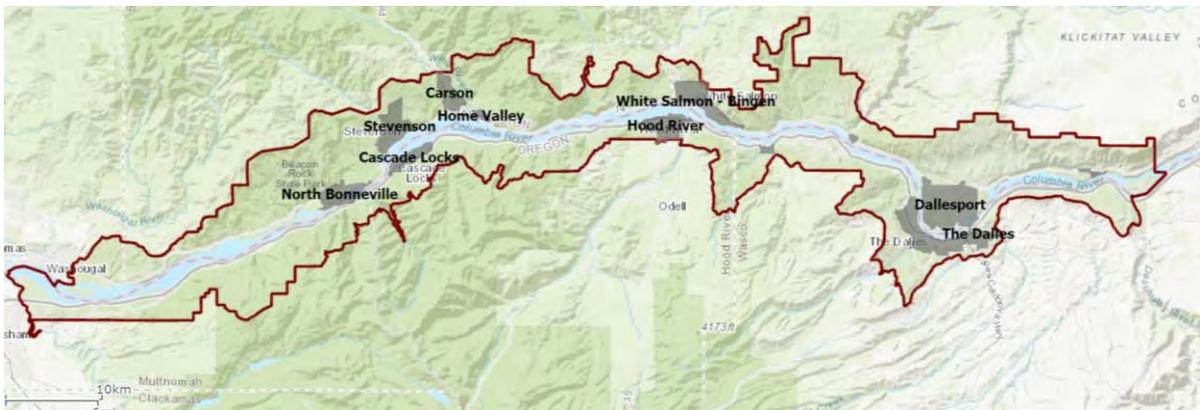
State of Oregon Key Industries	MCEDD Target Industries	The Dalles Target/Opportunity Industries	CGCC PROGRAMS
High Technology		High Technology (Data Centers, Data Analysis, Software)	Associate of Science - Computer Science (AS-CS)
Metals & Machinery/ Advanced Manufacturing	High Tech Unmanned Systems	Advanced Manufacturing (Unmanned Systems, Renewable Energy, Aerospace)	Advanced Manufacturing Aviation Maintenance Electro-Mechanical Technology Uncrewed Aircraft Systems
	Renewable Energy		
Bioscience	Health Care	Health Care	Associate of Applied Science: Nursing (OCNE)
		Life Sciences & Medicine, Manufacturing Fermentation	Advanced Manufacturing
Food & Beverages	Manufacturing: Value-Added Agriculture	Value-Added Agriculture, Manufacturing Fermentation	Advanced Manufacturing
		Agriculture	
Outdoor Gear & Apparel		Outdoor Recreation Equipment	Advanced Manufacturing

ASSESSMENT OF COMMUNITY ECONOMIC DEVELOPMENT POTENTIAL

The following key themes emerged as important topics among stakeholders or were identified through research as unique assets to the region that should be noted. In sum, The Dalles is well positioned to support a growing, sustainable, and diversified economy within the Gorge. While productive sectors in The

Dalles are still recovering from disruptions in 2020, they have a track record of recovery and dynamism that can be expected to return in the future if there exists an environment that supports growth. Continued local investments in the foundational components of thriving communities such as adequate and modern infrastructure, diverse and efficacious educational opportunities and space for development will ensure projected employment growth and opportunity for local residents.

- **Strong Infrastructure** – As evidenced by the Google data center investment, The Dalles is fortunate to have strong broadband and electrical power infrastructure that is provided through non-carbon emitting hydro-power. These assets are significant and should be promoted to encourage continued business investment.
- **Columbia Gorge Regional Airport Business Park** – The City of The Dalles, Oregon and Klickitat County, Washington jointly own Federal Aviation Administration (FAA) regulated 994-acre facility located in unincorporated Dallesport, Washington. The airport is surrounded by a 90-acre business park, which consists of shovel ready lots currently served with utilities and roads. Some of the parcels must be used for aviation related purposes but others can be used for general industrial purposes.
- **Columbia Gorge National Scenic Area (NSA)** – This is a unique federal designation that pertains to both states of Oregon and Washington. The intent of the NSA is to protect and provide for the enhancement of the scenic, cultural, recreational and natural resources of the Gorge; and to protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas (shaded gray on the maps) and thereby allowing future economic development to occur.



Industry leaders conveyed that the Gorge and surrounding recreation is a huge asset for talent attraction. The scenic area serves to protect a significant asset but must be balanced with the need for growth. During 2019 interviews, local stakeholders noted that the Gorge Commission views the NSA urban areas holistically (not by state boundaries). Stakeholders agreed that this regional perspective is appropriate as the two areas complement each other through various services, housing and job opportunities that benefit workers and employers on both sides of the river.

- **Pendleton UAS Range (PUR)** - PUR is a partner test site within the University of Alaska Fairbanks (UAF) led Pan-Pacific UAS Test Range Complex, one of seven [FAA permitted UAS Test Sites](#) in the country. This facility is located approximately 125 east of The Dalles along Interstate 84. PUR is an important element in growing the UAS industry cluster. Continued collaboration, support and promotion of the facility on an ongoing basis is encouraged. The PUR director indicated that several out-of-state companies utilize the test range and may want a second location near the facility. A win-win collaboration between Pendleton and The Dalles will expand the offering of office/industrial sites available to out of state investors. Future outreach to the Warm Springs UAS Range, which has more limited service offerings, could be considered as well.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Below is a non-exhaustive consideration of the strengths, weaknesses, opportunities, and threats to economic growth in The Dalles based on stakeholder input and general research.

Strengths and Opportunities

The Dalles is fortunate to be situated as a regional hub serving many of the smaller communities in the region. Its relatively larger economy offers a diversity of industries and talent that enable it to recover from economic shocks and begin to grow again.

The Dalles has excellent broadband availability and water and power capacity. The Columbia River Gorge is an exceptional asset by which to draw visitors and new residents who want access to varied outdoor recreational activities. Despite an acute lack of housing, The Dalles has added population and has increased its labor force participation during the last ten years.

The Columbia Gorge Regional Airport and the Business Park is a significant opportunity for growth in the aviation and manufacturing sector. The Columbia Gorge Community College has strong ties to the community and programs meant to support employer needs, changing industrial dynamics and the goals of its students.

Weaknesses and Threats

The most significant challenge for The Dalles is the lack of housing and land available for housing and employment growth. Given constraints due to the National Scenic Area and other land use restrictions, overcoming this challenge will require significant efforts by stakeholders to maximize infill development and work with land use and other regulators to expand development options. Further development options, and the tax revenues that accompany them, are critical for reducing the cost of housing as well as investing in and maintaining the infrastructure and talent development that provide the foundations for economic growth and a thriving community.

A further challenge in The Dalles is a lack of childcare providers. This issue is not unique to The Dalles and creative measures to reduce costs for childcare businesses in the short run is likely needed for the childcare sector to gain momentum wherein revenues can more closely cover costs.

While The Dalles has a strong downtown form, it also has significant investment opportunities in properties that need improvements and updates. Efforts to incentive these investments will go far in presenting a community that continues to invest in itself and maintains optimism for the future.

V. THE DALLES EMPLOYMENT AND LAND DEMAND FORECAST

EMPLOYMENT PROJECTION SUMMARY

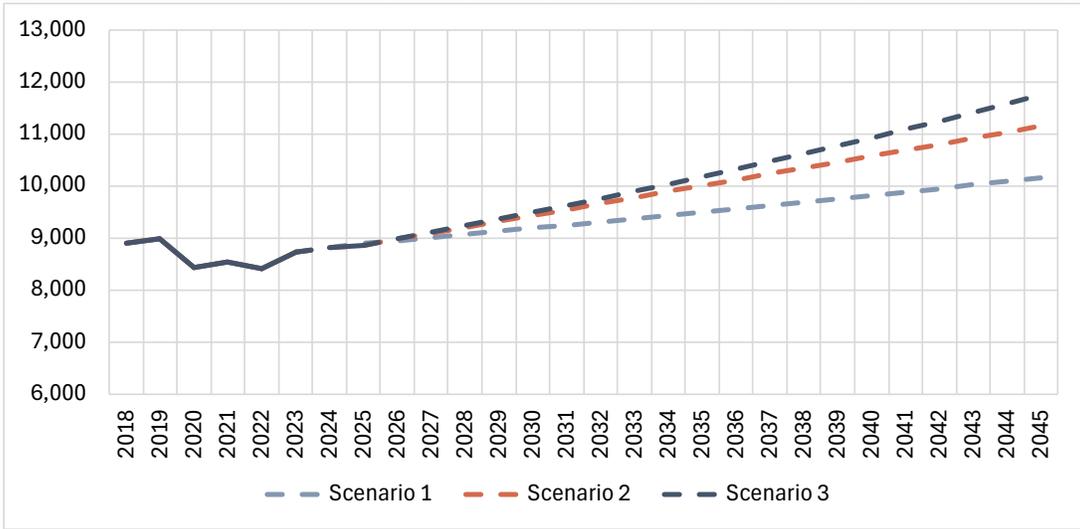
A range of three employment forecasts are estimated for The Dalles to understand alternative employment opportunity scenarios. Figure 18 summarizes total employment growth estimated under each of the three scenarios.

- The first scenario extends to twenty-years the ten-year regional forecast estimated by the OED in the Industry Employment Projections for 2023-2033 for the Columbia Gorge, including Gilliam, Hood River, Sherman, Wasco and Wheeler Counties. This forecast assumes slower 20-year growth at 0.7% than The Dalles experienced during the last twenty years, 1.0% between 2004-2023.
- The second scenario assumes The Dalles will maintain current population growth rates while also continuing to see an increase in labor participation rates. Implicit in this forecast is an assumption that housing demand will be addressed with increased housing development and the consequential increase in economic development will drive higher growth rates across industry sectors.
- The third scenario leans heavily on the economic development potential considerations of Section IV in terms of strategies around target industries, productive sectors, workforce development and housing development. Industry growth rates in Scenario 3 are higher due to an assumption that economic development and private industry actions and investment priorities in The Dalles can begin to address constraints such as housing and employment land and on the other hand support educational providers in continued development of relevant programming. Scenario 3 assumes sustained growth in target industries and productive sectors which will increase overall dynamism in economic activity in The Dalles during the forecast period.

The scenarios and their methodologies are explained in greater detail in the sections below.

Figure 18: Employment Projections under 3 Methodologies for The Dalles (2025-2045)

	Total Growth All Industries	2020	2025					Δ	CAGR
			2025	2030	2035	2040	2045	2025-2045	2025-2045
1	TD Share of OED Extended Forecast	8,433	8,897	9,190	9,498	9,821	10,160	1,263	0.7%
2	Trend/Employment-Population Ratio	8,433	8,897	9,507	10,025	10,571	11,147	2,250	1.1%
3	Target Industries Growth Projection	8,433	8,897	9,490	10,174	10,926	11,757	2,860	1.4%



Source: OED QCEW. Calculations by Competinomics LLC
 Notes: Historical employment data is based on QCEW data for the MCEDD Region and The Dalles through 2023. Projected employment estimates are based on OED employment projections for the Columbia Gorge and calculations by Competinomics LLC, details of which are discussed in this section and are meant to consider potential alternative growth scenarios.

20-YEAR EMPLOYMENT PROJECTIONS & METHODOLOGY

SCENARIO 1 is based on OED’s 2023-2033 regional employment forecast for Gilliam, Hood River, Sherman,

Wasco and Wheeler Counties. As Hood River County and Wasco County together account for approximately 90.4% of total employment in the region, Scenario 1 assumes Hood River and Wasco Counties’ share of regional employment will remain fixed through the forecast period.⁵ Based on Hood River/Wasco Counties share of regional employment, Scenario 1 estimates annual growth rates by industry through 2033. Annual growth rates by industry are then extended through 2045 and adjusted for The Dalles estimated employment growth by industry between 2025 and 2045.

Under Scenario 1, The Dalles is expected to grow by 0.7% annually through 2045 and add 1,263 employees. The OED has downgraded the employment outlook for the Columbia Gorge during the last five years. Given significant uncertainty apparent in the U.S. economy, it is possible that OED is hedging employment forecasts in the event that the U.S. undergoes another major economic disruption. However, the essentially backward-looking forecast largely assumes that growth or disruptions in the past represent growth in the future. This may be the case but it is not a foregone conclusion. If The Dalles can address housing demand, maintain investments in infrastructure and talent and ensure space for future growth, it will position itself to exceed OED projections.

Another drawback to estimates under Scenario 1 is that projected growth in The Dalles is limited to regional industry growth projections which may not accurately represent local industry potential in The Dalles. While Hood River and Wasco Counties account for the majority of employment in the region, it is difficult to parse out how the other three counties may be impacting OED’s estimates of future growth potential in the region and therefore what expected growth rates are more representative for Hood River County, Wasco County and The Dalles.

Figure 19 provides more detail about the OED regional forecast and how it is applied to employment growth under Scenario 1.

Figure 19: Scenario 1. OED Regional Forecast (2023-2033)

Employment	2023			Emp. Share Hood River/ Wasco	2033		Growth Rate**
	OED Region*	Hood River	Wasco		OED Region*	Hood River/ Wasco	
Total Private	23,910	12,600	9,364	91.9%	25,620	23,535	0.7%
Natural Resources & Mining	3,770	2,147	1,328	92.2%	3,860	3,558	0.2%
Construction	1,080	537	419	88.5%	1,210	1,071	1.1%
Manufacturing	2,360	1,812	493	97.7%	2,440	2,383	0.3%
Trade, Transportation & Utilities	4,510	1,988	2,072	90.0%	4,670	4,204	0.3%
Wholesale Trade	610	396	185	95.2%	650	619	0.6%
Retail Trade	3,170	1,460	1,599	96.5%	3,220	3,107	0.2%
Transportation, Warehousing & Utilities	730	132	288	57.5%	800	460	0.9%
Information	420	135	270	96.4%	460	444	0.9%
Financial Activities	710	225	237	65.1%	720	469	0.1%
Professional & Business Services	1,860	1,034	584	87.0%	2,080	1,809	1.1%
Educational & Health Services	4,340	1,967	2,234	96.8%	4,860	4,704	1.1%
Leisure & Hospitality	4,070	2,410	1,356	92.5%	4,500	4,164	1.0%
Other Services	790	337	368	89.2%	820	732	0.4%
Government	4,160	1,378	2,042	82.2%	4,210	3,461	0.1%
Federal Government	550	122	279	72.9%	540	394	-0.2%
State Government	470	113	274	82.3%	500	412	0.6%
Local Government	3,140	1,143	1,489	83.8%	3,170	2,657	0.1%
Local Government Education	1,540	641	700	87.1%	1,470	1,280	-0.5%
Total	28,070	13,978	11,406	90.4%	29,830	26,996	0.6%

*OED Region includes Gilliam, Hood River, Sherman, Wasco, and Wheeler Counties

**Growth rate applied to TD employment projections in Scenario 1.

Source: OED Regional Employment Projections 2023-2033 for East Cascades, Columbia Gorge

SCENARIO 2 is based on the presumption that The Dalles will continue current population growth albeit at a slightly lower rate (0.8% versus 1.0% between 2010 through 2023). Based on the PSU PRC population forecast, The Dalles is expected to grow at a rate of 0.3% during the forecast period. However, Scenario 2

⁵ Hood River and Wasco Counties have maintained a share of regional employment of around 90% since 2005.

assumes that The Dalles can begin to address its housing shortage and will be more likely to grow at a higher but still modest rate of 0.8%.

It is additionally assumed that The Dalles will continue to experience an increase in its labor force participation rate during the next twenty years thereby lowering of its population to jobs ratio (meaning it will have more jobs relative to its population). According to U.S. Census Bureau data from the American Community Survey, labor force participation in The Dalles dipped to a low of 56% in 2012 during the worst of the Great Recession. However, since then labor force participation has been increasing steadily to nearly 62% in 2023 which has been accompanied by a decrease in the median age in The Dalles. A critical assumption within Scenario 2 (and Scenario 3) is the expectation that The Dalles can continue to address constraints within its housing market, particularly its market rate housing market, the stagnation of which has limited its ability to attract and retain talent during the last ten years.

In Scenario 2, total employment is estimated and then distributed by industry sector based on current industry sector shares and historical industry growth rates. Employment in The Dalles is expected to grow by 1.1% annually through 2045 and add 2,250 employees.

Figure 20 details projected employment growth by sector over the twenty-year forecast period.

Figure 20: Scenario 2. Trend/Employment-Population Ratio Forecast (2025-2045)

Industry Sector	2020	2025	2030	2035	2040	2045	CHG (2025-45)	AAGR (2025-45)
Natural Resources & Mining	167	167	221	233	245	259	92	2.2%
Construction	265	284	323	340	359	378	94	1.4%
Manufacturing	524	452	469	494	521	549	97	1.3%
Wholesale Trade	107	91	96	101	107	113	22	1.1%
Retail Trade	1,570	1,551	1,640	1,730	1,824	1,923	372	1.1%
Transportation, Warehousing & Utilities	217	248	315	332	350	369	121	2.0%
Information	226	267	325	342	361	381	114	1.8%
Financial Activities	233	214	221	233	246	260	46	1.0%
Professional & Business Services	401	425	494	521	549	579	154	1.6%
Education & Health Care Services	2,227	2,193	2,399	2,530	2,668	2,813	621	1.3%
Leisure & Hospitality	908	1,167	1,234	1,302	1,373	1,447	280	1.1%
Other Services	237	241	250	264	278	293	52	1.0%
Government	1,351	1,597	1,520	1,603	1,690	1,782	185	0.5%
Total	8,433	8,897	9,507	10,025	10,571	11,147	2,250	1.1%
Population	16,014	16,226	16,856	17,510	18,190	18,896	2,670	0.8%
Population/Employment Ratio	1.9	1.8	1.8	1.7	1.7	1.7	-0.12	-0.4%
Labor Force Participation	61.1%	62.0%	63.0%	63.9%	64.9%	65.9%	3.8%	0.3%

Source: OED QCEW, U.S. Census Bureau ACS, PSU PRC, Calculations by Competinomics LLC

SCENARIO 3 assumes that efforts to promote target industries and other productive sectors will be successful. Section IV of this report considers the economic development potential in The Dalles in the context of local, regional and state employment and workforce trends and identifies target industries that could reasonably develop or consider locating in The Dalles during the forecast period. To achieve target industry growth, Scenario 3 depends upon the assumption that The Dalles will be successful in loosening its supply of land for housing and employment. While infill can play a role in expanding opportunities in The Dalles, a less restricted land and development environment is required to foster the flexibility and resiliency that permits activity and opportunity to flourish. As mentioned above, also implicit in Scenario 3 is an assumption that efforts to address the shortage of market rate housing—that which is required to attract a skilled workforce—will result in improvement in the coming years.

Figure 21 shows projected employment growth by industry sector during the forecast period. Higher growth rates in most industries is assumed in Scenario 3. The assumption for each industry as well as

comparison of expected growth rates to the last twenty years are listed below:

- Natural Resources & Mining: Will experience marginal growth in fruit processing. This sector has maintained strong growth during the last twenty years.
- Construction: As housing and other employment sectors experience growth, building construction and specialty trades will see a local resurgence.
- Manufacturing: As a target industry, this forecast assumes that The Dalles will shed the negative trend in manufacturing employment and instead will experience growth in manufacturing sectors related to Fermentation and Food & Beverage Processing, Advanced Manufacturing, Metals & Machinery, Renewable Energy and Bioscience/Medical Devices.
- Wholesale Trade: As a result of growth in target industries, growth in this sector is expected.
- Retail Trade: Sector is starting to recover and marginal growth is expected.
- T.W.U.: As a regional hub and with the growth in small regional and local Warehousing & Distribution facilities, this forecast assumes growth in this sector.
- Information: Given current activity in this sector, growth is expected.
- Financial Activities: While recovery and growth in this sector will lag, marginal growth is expected.
- Professional & Business Services: Continued growth in this sector is expected, particularly as some technology and aviation related activity is captured here.
- Education & Health Care Services: Marginal growth is expected.
- Leisure & Hospitality: Sector is starting to recover and growth is expected.
- Other Services: As other sectors begin to grow, this sector will recover.
- Government: While government will experience growth similar to the last twenty-year period, in the short-run government may experience contraction or at a minimum significantly less growth than has been realized in the last five years. All local growth in government in the last twenty years was achieved within the last five years during which government grew at 2.7% annually.

Scenario 3: Comparison of Historical and Project Growth Rates for The Dalles by Industry Sector

Industry Sector Growth Rates	Historical	Projected
	2004-2023	2025-2045
Natural Resources & Mining	3.7%	2.2%
Construction	1.2%	1.4%
Manufacturing	-1.9%	4.3%
Wholesale Trade	-3.1%	1.1%
Retail Trade	0.7%	1.0%
Transportation, Warehousing & Utilities	3.5%	2.3%
Information	5.0%	1.1%
Financial Activities	-1.0%	0.8%
Professional & Business Services	1.5%	2.0%
Education & Health Care Services	2.0%	1.2%
Leisure & Hospitality	1.6%	1.6%
Other Services	-1.2%	1.0%
Government	0.7%	0.7%
Total	1.0%	1.4%

Figure 21: Scenario 3. Target Industry Growth Projection Forecast (2025-2045)

Industry Sector Sector	2020	2025	2030	2035	2040	2045	CHG (2025-45)	AAGR (2025-45)
Natural Resources & Mining	167	167	186	207	230	256	89	2.2%
Construction	265	284	305	327	351	377	94	1.4%
Manufacturing	524	452	521	644	795	982	530	4.3%
Wholesale Trade	107	91	96	102	108	114	23	1.1%
Retail Trade	1,570	1,551	1,629	1,711	1,797	1,887	335	1.0%
Transportation, Warehousing & Utilities	217	248	278	310	347	388	140	2.3%
Information	226	267	283	299	317	336	69	1.1%
Financial Activities	233	214	222	231	240	249	35	0.8%
Professional & Business Services	401	425	469	517	571	630	205	2.0%
Education & Health Care Services	2,227	2,193	2,332	2,481	2,639	2,807	615	1.2%
Leisure & Hospitality	908	1,167	1,267	1,375	1,492	1,619	451	1.6%
Other Services	237	241	254	266	280	294	52	1.0%
Government	1,351	1,597	1,650	1,704	1,761	1,819	222	0.7%
Total	8,433	8,897	9,490	10,174	10,926	11,757	2,860	1.4%

Source: OED QCEW, Calculations by Competinomics LLC

LAND DEMAND SUMMARY

The land demand forecast extends the employment forecast to estimate the demand for employment land. Each industry sector is categorized by employment land based on the type of site *typically* used by firms within the sector. Typically, firms within Natural Resources, Construction, Manufacturing, Wholesale Trade and Transportation, Warehousing & Utilities site their facilities in an industrial employment zone. Conversely, firms within Retail Trade, Financial Services, private Education & Health Services, Leisure & Hospitality and Other Services typically site in commercial employment zones. Firms in Information and Professional & Business Services can often site in either employment land zones depending on their product or service as is the case for many firms currently located in The Dalles in these industry sectors. In this analysis, given the type of target industries identified by The Dalles, it is assumed that firms in Information and Professional & Business Services will locate primarily in industrial or light industrial zones.

The land demand forecast assumes the following⁶:

1. Projected total square footage needed to accommodate future employment is projected by assuming standard square feet per employee by employment land type. Total square footage needed is converted into gross acres. It is possible that The Dalles will accommodate certain types of future employment growth as infill within its downtown and other built areas, thereby reducing the number of gross acres demanded.
2. Total square feet per employee is converted into gross acres by assuming standard floor area ratios by employment land type. Other assumptions used in the conversion include:
 - a. A certain proportion of new employment will be expansions/hiring by existing companies that will not require site expansion. We have assumed 10% for industrial users, 20% for commercial users.
 - b. A percentage “gross up” due to infrastructure, setbacks, etc. For industrial sites, we assume 15% and 20% for commercial (office & retail) users.

To shed light on the potential land needs of future target industry users, a review was conducted of recent developments in target industries the U.S. Target industries listed in Section IV include employment land users such as data centers or data analytics companies, advanced manufacturing including unmanned systems and equipment, renewable energy or aerospace, biosciences including fermentation manufacturing, value added agriculture and outdoor equipment manufacturing. While not comprehensive, our review reveals that investments in target sectors can range widely. For example:

- In late 2024, ZenaDrones announced a 2,000 square-foot production and manufacturing facility in Arizona which will host 150 employees.⁷ This project is developing at 13 square feet per employee.
- In April 2025, Flock Safety announced a new 97,000 square-foot UAS facility in Georgia with 210 jobs and 462 square feet per employee.⁸
- In April 2025, MDG announced a new 117,000 square-foot fermentation facility in Wisconsin to employ 46 employees.⁹ This facility is developing at 2,545 square feet per employee.
- In early 2024, Creation Technologies announced a 150,000 square foot advanced manufacturing

⁶ Land development assumptions used in this analysis are based on the Industrial and Other Employment Lands Analysis Guidebook published by the Oregon Department of Land Conservation and Development (DLCD) and development studies conducted by national real estate organizations the Commercial Real Estate Development Association (NAIOP) and the Urban Land Institute (ULI). When appropriate and as noted, are adjusted based on local findings and feedback obtained during this analysis. The DLCD Guidebook can be found here: <https://www.oregon.gov/lcd/UP/Pages/Economic-Development.aspx>.

⁷ <https://www.zenatech.com/zenatechs-zenadrone-moves-to-a-new-arizona-manufacturing-facility-for-us-defense-focused-on-drone-swarms-using-quantum-computing/> and <https://www.stocktitan.net/news/ZENA/zena-drone-expands-domestic-manufacturing-for-us-commercial-6g98ax7p9qdl.html>

⁸ <https://finance.yahoo.com/news/flock-safety-opening-10m-manufacturing-120946261.html>

⁹ <https://www.foodmanufacturing.com/facility/news/22937497/wisconsin-fermentation-company-to-add-new-production-facility>

facility in New York to employ 179 employees and requiring 840 square feet per employee.¹⁰

- Not included in the list above are examples of large facilities such as the one Anduril Industries announced in Ohio earlier in 2025 which is expected to be a 5 million square foot facility employing 4,000 employees and developing at 1,250 square feet per employee.

The above projects are only a few examples of similar investments in target industries across the U.S. A total of 37 new target industry projects were reviewed in Georgia, Missouri, Maine, Tennessee, New Mexico, Wisconsin, Texas, Connecticut, Pennsylvania, California, Virginia, Michigan, Illinois, South Carolina, Indiana, Arizona, Ohio and Minnesota. After removing very large projects from the group, the average size of new facilities was about 112,000 square feet. While new employment ranged from 15 to 800, the average new employment per facility has been 250 employees. Square feet per employee ranged from 13 to 800 while the average has been 540 square feet per employee.

In Oregon, the City of Hillsboro's data center sector continues to expand with the groundbreaking of Flexential's fourth data center in the city. The new 350,000 square foot facility is expected online in 2026. Amazon has been expanding its data center presence in eastern Oregon during the last few years with a new 218,000 square foot facility currently under construction in Hermiston. In Bend, which has experienced an expansion of its bioscience sector in recent years, Serán BioScience announced the addition of 60,000 square feet manufacturing and lab space at the site of 14 acres which the company owns.

While the projects above were not used to influence assumptions in this analysis, the projects illustrate the wide-ranging nature of development and varied needs of target industry users.

The land demand forecast maintains typical land development assumptions for employment land categories adjusted as possible based on local land development patterns. In other words, given the uncertain and varied needs of new firms within target industries, the land need forecast, particularly for Scenario 3, may be a conservative estimate of employment land needed to accommodate the type of target industry firms that are investing in new facilities in the U.S. Further, Scenario 3 should be considered in light of the fact that projections of employment and land need in this analysis are highly dependent on backward looking employment data, which does not likely provide an accurate portrayal of future opportunity and activity if the economic environment in The Dalles is eased in terms of land and labor supply and the costs of development and business operation.

Figure 22 shows 20-year land demand under the three employment growth scenarios. Short-term five-year land demand follows in Figure 23.

¹⁰ <https://www.greaterrochesterchamber.com/2024/01/16/governor-hochul-marks-official-grand-opening-of-creation-technologies-22-million-state-of-the-art-manufacturing-facility-in-wayne-county/>

Figure 22: The Dalles Twenty-Year Land Demand Forecast (2025-2045)*

Scenario 1	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	1,050	400	420,130	0.25	38.3	30.6
	Industrial	174	600	104,328	0.15	16.9	14.4
	Gov/Institution	39	550	21,241	0.25	2.1	1.7
	Total	1,263		545,700		57.3	46.6

Scenario 2	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	1,639	400	655,484	0.25	57.9	46.3
	Industrial	456	600	273,876	0.15	44.4	37.7
	Gov/Institution	185	550	101,713	0.25	9.9	7.9
	Total	2,280		1,031,073		112.2	92.0

Scenario 3	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	1,489	400	595,546	0.25	52.6	42.1
	Industrial	1,149	600	689,449	0.15	111.7	95.0
	Gov/Institution	222	550	122,135	0.25	11.9	9.5
	Total	2,860		1,407,131		176.2	146.6

Figure 23: The Dalles Five-Year Land Demand Forecast (2025-2030)*

Scenario 1	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	243	400	97,128	0.25	9.4	7.5
	Industrial	41	600	24,444	0.15	4.0	3.4
	Gov/Institution	10	550	5,263	0.25	0.5	0.4
	Total	293		126,834		13.9	11.3

Scenario 2	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	506	400	202,472	0.25	19.0	15.2
	Industrial	211	600	126,576	0.15	20.5	17.4
	Gov/Institution	46	550	25,428	0.25	2.5	2.0
	Total	763		354,477		42.0	34.6

Scenario 3	Employment	New	Sq.Ft./	Total SF	Floor Area	Gross Acres	Net Buildable
	Land	Employment	Employee	Needed	Ratio*	Needed	Acres
	Commercial	397	400	158,806	0.25	14.9	11.9
	Industrial	174	600	130,214	0.15	21.1	17.9
	Gov/Institution	53	550	39,627	0.25	3.9	3.1
	Total	623		328,647		39.8	32.9

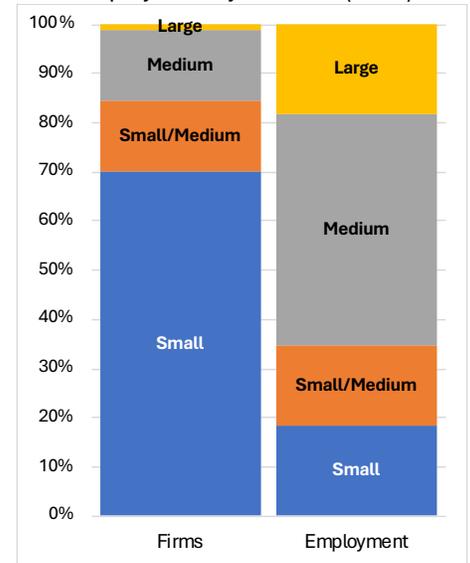
Source: OED QCEW, DLCD Guidebook, NAIOP, ULI, Calculations by Competinomics LLC

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

Note: Assumptions regarding square feet per employee and FAR are based on the recommendations within DLCD's Guidebook and the findings of land use studies conducted by the Commercial Real Estate Development Association (NAIOP) and the Urban Land Institute (ULI) which are adjusted based on local development patterns. Employment land development assumptions are averaged across land use zones. Weighted averages are used when possible.

Around 70% of employers in The Dalles are firms that employ under 10 people and account for about 18% of employment. These firms require all types of employment zones and typical land needs range from small sites in the Central Business Commercial district to two acres in more industrial zones. Businesses employing 10 to 20 employees account for 15% of firms and 16% of total employment. Land needs for these firms average two acres to around eight acres. Medium employers in The Dalles whose employment ranges between 20 to 99 employees account for 14% of firms and 47% of employment. For certain firms in this category, such as those that can situate in the Central Business Commercial district, employment can be accommodated on small sites but for most firms, site needs are more likely to range above eight acres. Firms employing more than 100 employees account for 1% of firms in The Dalles and 18% of employment. These firms typically require large sites above 60 acres. If feasible for a firm to do so, medium and large firms are more likely to hold sites that are larger than currently needed or to hold additional sites to ensure the possibility for future local expansion. The comparison of firms by size relative to their share of employment provides an illustration of the importance of ensuring opportunity for a diversity of firms within a local economy. Despite comprising only about 15% of firms, large and medium firms are responsible for the bulk of employment, wages and tax base within local economies.

The Dalles Comparison of Firms & Employment by Firm Size (2023)



To consider patterns of firm size in The Dalles and to provide a comprehensive examination of potential employment land need over the forecast period, a site need analysis was conducted for The Dalles based on current average firm size and development patterns. To conduct this analysis, the average number of employees per firm by firm size was used to estimate the potential number of sites required for future employment growth in The Dalles.¹¹ For example, the average number of employees for small firms in The Dalles is three employees. This analysis assumes that the share of future employment by employment type and firm size will remain constant over the forecast period. This means that similar to current employment patterns in The Dalles wherein about 50% of industrial employment is situated among medium sized employers with an average of 14 employees, the analysis assumes this to remain constant over the forecast period. For a community the size of The Dalles, the average number of employees per firm is unlikely to shift significantly over the forecast period.

In Figure 24, a site needs analysis is applied to projected employment under Scenarios 1 and 3, resulting in the number of new sites needed over the forecast period ranging between 98 and 224. While Figure 22 converts employment into aggregate land need by allocating employment by sector based on development assumptions, the site need analysis converts employment into site need by allocating future employment by sector based on average firm sizes. To translate the site need analysis into an alternative estimate of potential aggregate land need, the number of sites needed in each employment and size category is multiplied by the average site size of existing employers within the employment category to arrive at an estimate of gross acreage required to accommodate land need assuming firm sizes and development patterns will remain generally similar to what now exists in The Dalles. A significant limitation of the site and gross acres estimates is that the analysis assumes that future employers of a certain size and industry will choose specific site sizes. For example, it is

¹¹ Firm size classes have been established by the Bureau of Labor Statistics and the OED. BLS Size Classification are: Size class 1 (1 to 4 employees), Size class 2 (5 to 9 employees), Size class 3 (10 to 19 employees), Size class 4 (20 to 49 employees), Size class 5 (50 to 99 employees), Size class 6 (100 to 249 employees), Size class 7 (250 to 499 employees), Size class 8 (500 to 999 employees), Size class 9 (1,000 or more employees). For this analysis, some of the size classes have been collapsed and size classes 7 and above are not relevant. More information about firm size class can be found here: <https://www.bls.gov/bdm/bdmfirmssize.htm>. This analysis uses firm size class established by OED.

the case presently in The Dalles that many small and medium employers use large sites and on the other hand larger employers can use relatively small sites. In converting site need into gross acreage based on the land use of existing firms in The Dalles, our calculations applied site size averages conservatively wherever possible. For instance, gross acreage calculations for commercial users applied the low end of the site size range for typical site sizes as most existing commercial users in The Dalles tend to use smaller sites.¹² On the other hand, small industrial users tend to fall at the mid to high end of small to medium site size categories while larger employers fall at the low end of large site size categories.

Given the uncertainties around future firm needs and decisions, the estimates in Figure 24 could be viewed as a potential upper end of the range in land and site need during the forecast period. Site demand varies extensively within industry sectors and many industries may need sites in different employment zones at different times or within the same time period. Due to this dynamic, to achieve results under the Target Industry/Scenario 3 forecast and particularly because it is difficult to forecast the needs of larger employers, The Dalles will need to have an adequate number of sites at all sizes.

Figure 24: The Dalles Land & Site Need by Employment Land Category* (2025-2045)

Sites Needed by Employment Land Category	Commercial	Industrial	Gov/ Institution	Total	Gross Acreage Required**
Employment Scenario 1	1,050	174	39	1,263	
Small (1-9 employees)	225	39	2	267	
Small/Medium (10-19 employees)	173	32	4	209	
Medium (20-99 employees)	429	86	32	548	
Large (100+ employees)	223	17	0	239	
Employment Scenario 3	1,489	1,149	222	2,860	
Small (1-9 employees)	320	258	14	591	
Small/Medium (10-19 employees)	245	212	21	479	
Medium (20-99 employees)	608	569	187	1,364	
Large (100+ employees)	316	110	0	425	
No. Sites by Avg Emp Scenario 1	80	16	1	98	194
Small (0 - 2 acres)	60	12	0	72	112
Small/Medium (2 - 8 acres)	10	2	0	12	24
Medium (8 - 30 acres)	9	2	1	11	28
Medium/Large (30 - 60 acres)	1	0	0	1	30
Large (60 - 100 acres)	0	0	0	0	0
No. Sites by Avg Emp Scenario 3	114	102	7	224	876
Small (0 - 2 acres)	85	77	3	165	453
Small/Medium (2 - 8 acres)	14	14	1	29	111
Medium (8 - 30 acres)	13	8	3	25	101
Medium/Large (30 - 60 acres)	2	2	0	5	150
Large (60 - 100 acres)	0	1	0	1	60

Source: OED QCEW, DLCD Guidebook, Calculations by Competinomics LLC

* Based on current average development patterns by zoning, site sizes and firm sizes. Infill assumptions have been applied to the site need and gross acreage estimates in this table: 10% for industrial users and 20% for commercial users.

** Acreage required to accommodate sites needed during the forecast period assuming average site sizes of existing firms. To arrive at gross acres by site size, the number of sites need by each employment category is multiplied by the average site size used by existing firms within the employment category.

¹² Within the gross acreage calculations, there is some cross over in size categories in the translation from site needs to gross acreage. In The Dalles, it is the case that the average commercial employer is situated on site sizes averaging under two acres.

EXHIBIT B

Buildable Lands Inventory (BLI) and Maps



CITY OF THE DALLES | ECONOMIC OPPORTUNITIES ANALYSIS

Refined Employment Buildable Lands Inventory – FINAL DRAFT

DATE December 17, 2025
TO Joshua Chandler, City of The Dalles
FROM Matt Hastie, Jessa Miller, and Andrew Parish, MIG
CC Ayreann Colombo, Jacob Anderson, and Sandy Freund

INTRODUCTION

This memorandum describes the methodology and results of the refined Employment Buildable Lands Inventory (BLI). The BLI is part of an updated Economic Opportunities Analysis (EOA Update) for the City of The Dalles. It builds on preliminary work by Bridge Economic Development and MIG (previously Angelo Planning Group) for the City conducted in 2019-2022 (2022 EOA). The first phase of the current EOA Update, conducted by Competinomics, identifies employment conditions and trends, target industries, employment land needs, and draft strategies and actions to achieve the City's economic objectives.

The BLI represents the second phase or major task in the process. Refined in collaboration with City staff, City leaders, and the Project Advisory Committee (PAC), the BLI compared the land supply shown in the BLI to the land need identified by Competinomics to determine if there is enough land in the City's urban growth boundary (UGB) to meet the City's future employment land needs. In addition, the results will be used to update the City's recommended economic development strategies and actions.

This inventory covers land within the City's UGB, consistent with Oregon statutory and administrative rule requirements. It does not cover land within the community of Dallesport, Washington. Although that area is considered part of a larger regional employment area from an economic development perspective, the City does not have jurisdiction over that area and that area is not within the City's UGB or its regulatory control.

This document (Exhibit B) is accompanied by three associated documents included within this consolidated document:

- Exhibit A: Economic Trends and Land Demand Analysis prepared by Competinomics
- Exhibit C: Committed Sites Log
- Exhibit D: Summary of Modifications to Google Sites (July 2020)



REGULATORY BASIS

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

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



REFINED BLI METHODOLOGY

The BLI for the EOA Update refines the employment buildable lands inventory conducted as part of the City's 2019-2022 EOA (2022 BLI). Consistent with OAR 660-009-0015, the 2022 BLI was conducted in several steps, described below.

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

The remainder of this memorandum addresses the updates to each of the above steps in turn to reflect development that has occurred since the 2022 BLI. Main updates include incorporating updated tax lot assessor data (including new and revised tax lots within the UGB), changes to land development status due to recent development activity (Step 3), and updates to the overall inventory results due to tax lot and development status changes (Step 4 and Step 5).

STEP 1: DETERMINE LAND TYPE

Land in the City of The Dalles is categorized into Residential, Employment, and Other. This classification is made primarily by zoning designation as shown in Figure 1. A larger version of the figures included in this document can be found at the end of this document. Exceptions were made for cases based on existing land use, property ownership, or other circumstances. This categorization is broadly consistent with the 2016 residential BLI conducted by the City and APG, the EOA work conducted in 2019-2022, and the 2023 Housing Needs Analysis conducted by the City and APG. Targeted refinements related to specific properties included the following:

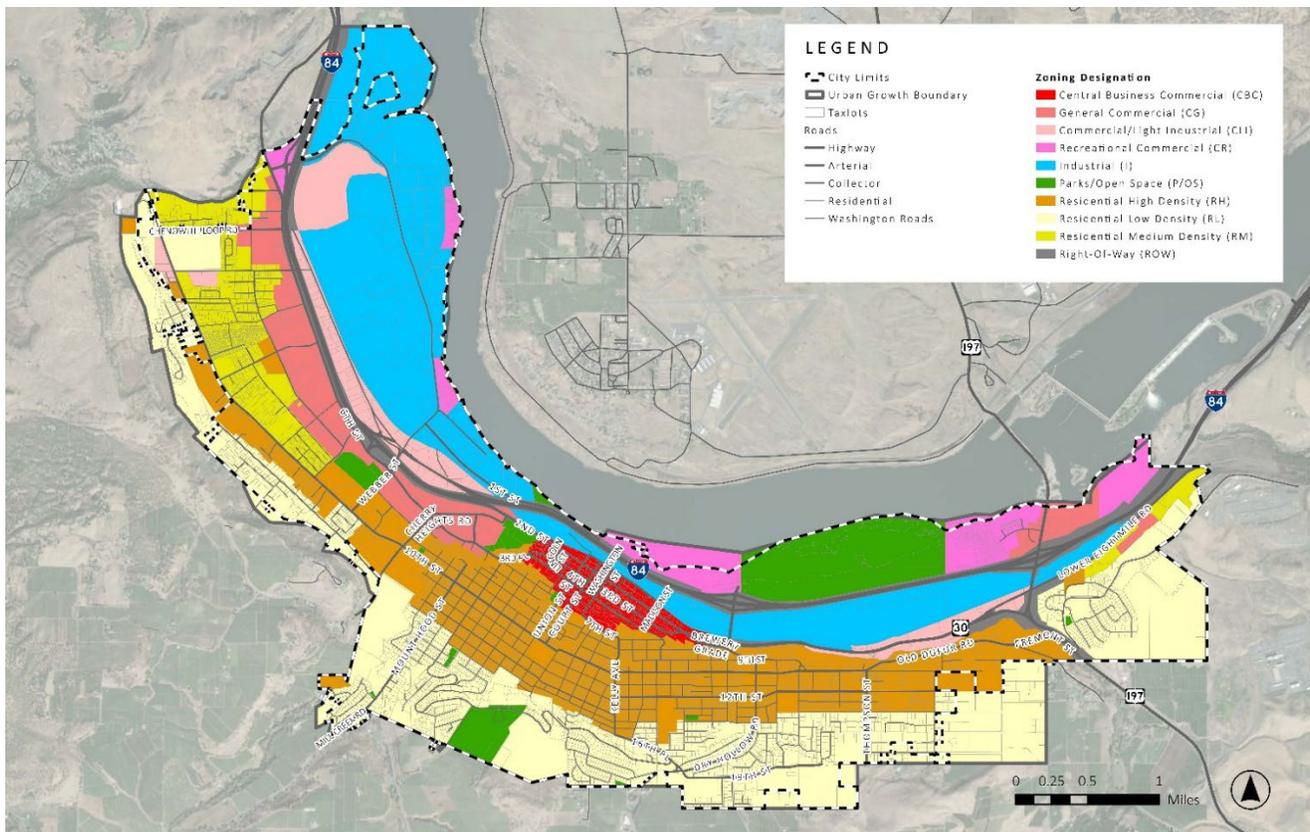
- Changes in zoning (i.e. change from residential to employment zones or vice versa).
- Limitations due to available access (i.e. slope constraints).



- Reductions to amount of unconstrained land to reflect portion of sites within UGB.
- Some properties owned by the Port of The Dalles are located just outside the floodplain, but near the riparian zone along the Columbia River, including one with a trail. In earlier phases of the BLI work, these properties were removed in their entirety from the inventory as constrained or committed to natural resources and/or recreational use.
- The Amerities Plant property, which is located outside of assessed tax lot records, was categorized as Employment.¹

Minimal updates were made to the 2022 BLI land type classifications conducted by the City and MIG to account for revised and/or new tax lots.

FIGURE 1: THE DALLES ZONING DESIGNATIONS (2025)



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



FIGURE 2: THE DALLES LAND TYPES (2025)

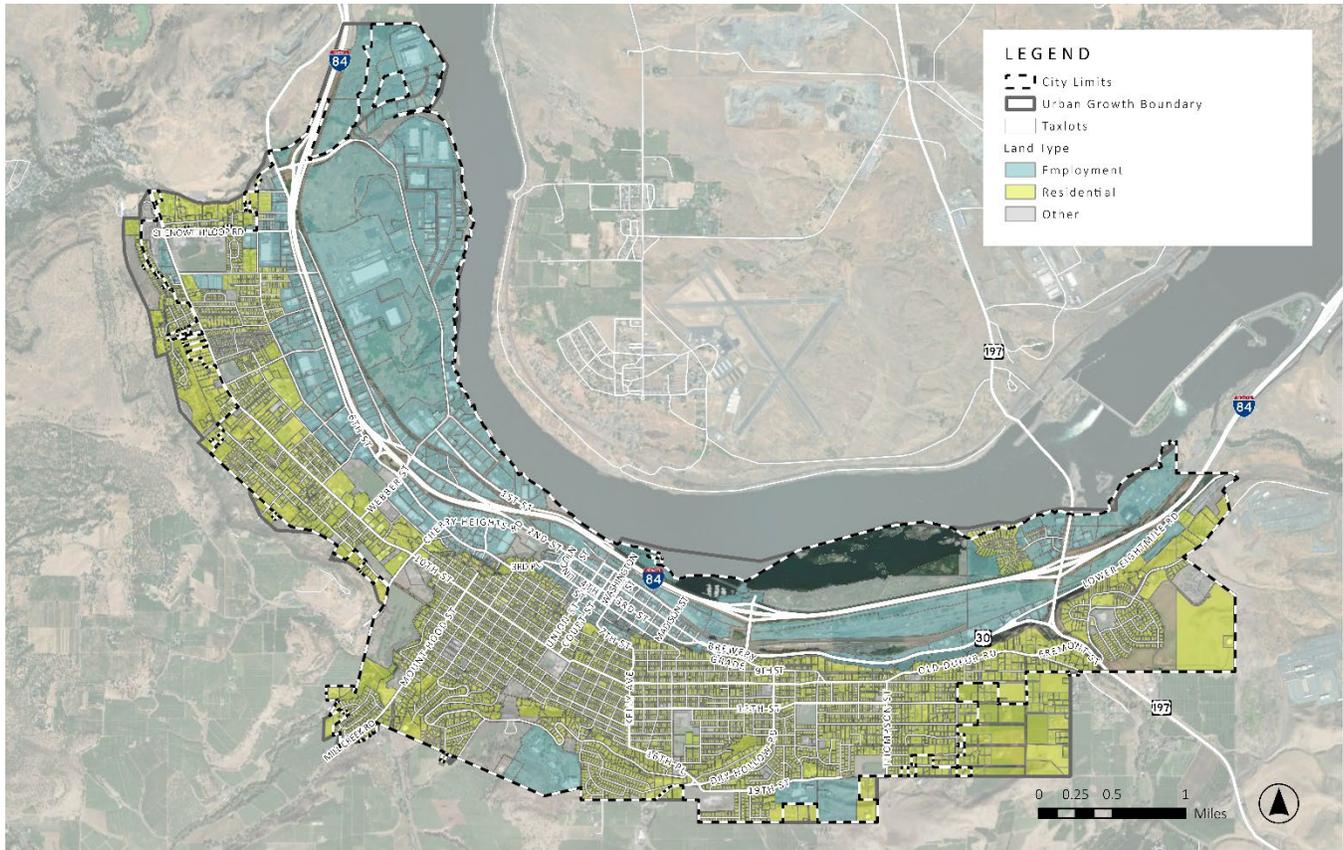


TABLE 1: THE DALLES LAND TYPE SUMMARY (2025)

Land Type ²	Number of Tax Lots (2025)	Gross Acres (2025)
Employment	896	1,683
Residential	5,824	1,743
Other	121	952
Total³	6,841	4,379

² Acres rounded down to whole number.

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



STEP 2: CALCULATE CONSTRAINTS

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

- Slopes greater than 25% (Source: Oregon Department of Geologic and Mineral Industries)⁴;
- FEMA Flood Hazard Area (Source: FEMA)⁵;
- Wetlands (Source: US Fish and Wildlife Service National Wetlands Inventory, consistent with local significant wetlands inventory);
- Area within 50’ of the City of The Dalles’ managed stream corridors (Stream Corridor Overlay District, Article 5.130), including Chenoweth Creek, Mill Creek, and Three-Mile Creek (Source: Oregon Geospatial Enterprise Office and City of The Dalles);
- The superfund site previously owned by Lockheed Martin and formerly used as an aluminum production site is considered environmentally constrained; and.
- Bonneville Power Administration (BPA) Right-of-Way Easements⁶.

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

Some land within the study area is subject to additional cost constraints such as cultural/archeological sites or areas within the City’s geohazard overlay. Cultural/archeological sites may be protected or prohibited from development or may require additional documentation or protection of resources

⁴ While a slope of 25% is typically considered as a constraint for the purposes of conducting buildable land inventories for both residential and employment land, it is challenging to develop employment uses on even moderately sloped lands (e.g., 7% or more). Slope data is not readily available from either state or local GIS sources for slopes below 25%. However, the consultant team used topographic data to spot check vacant employment sites within the City’s employment zones and found that very few, if any of those areas have average slopes greater than 7% and less than 25% as captured within the constraints data shown in Figure 3.

⁵ We have used the most current floodplain data from FEMA. This data and the maps associated with it are identified as preliminary and are still under public review. However, according to FEMA staff, few if any changes to this data are anticipated as a result of the remaining review process.

⁶ The BPA administers an application process for development within its easements. Although certain types of development are allowed in these areas, BPA staff and applicants note that no structures are allowed within the easement areas and non-structural development (i.e. parking lots) is extremely limited and site-dependent. In addition, accommodating development on a site with an easement typically requires relocating easements and facilities at the owners expense. Such relocation processes are very costly and can take years to complete. As a result, all land within BPA easements is considered constrained from development for the purposes of the inventory. Properties predominantly constrained by BPA easements are classified as “Constrained,” given that smaller portions of these properties outside the easement area that have limited to no access and which are too small to be efficiently developed given the easement restrictions are essentially undevelopable.

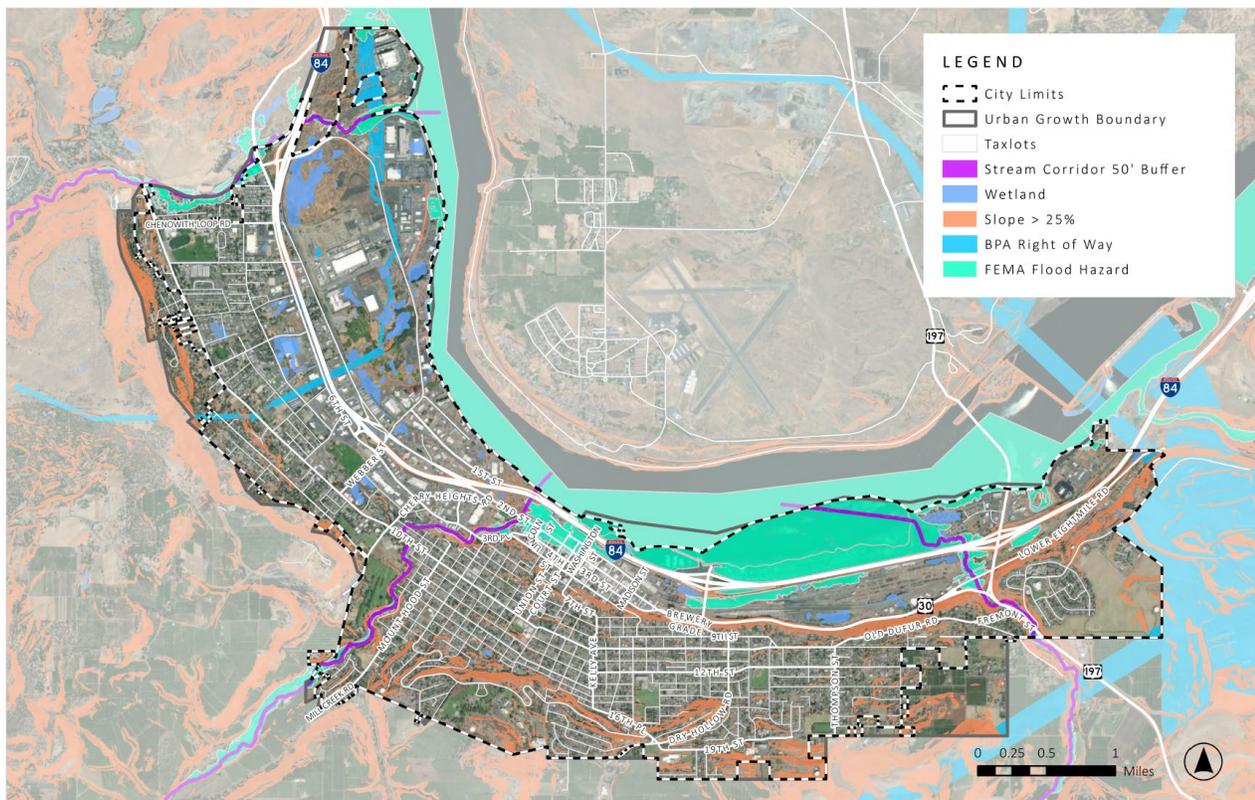


found on the site.⁷ Regulations for sites within the geohazard overlay require studies by qualified geologic specialists to be prepared prior to developing the site and that structures be designed and built to withstand geologic conditions.

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

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

FIGURE 3: THE DALLES DEVELOPMENT CONSTRAINTS (2025)



⁷ Locations of cultural/archeological sites are not publicly available to protect the resource. A site is considered developable until this information is known, at which point appropriate mitigation measures would be identified and implemented.



TABLE 2: THE DALLES DEVELOPMENT CONSTRAINTS SUMMARY (2025)

Category ⁸	Gross Acres Within Tax Lots	Gross Constrained Acres	Gross Buildable Acres
Employment	1,683	359	1,315
Total	1,683	359	1,315

STEP 3: CLASSIFY EMPLOYMENT LAND BY DEVELOPMENT STATUS

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

- **“Vacant”** land meets one or more of the following criteria:
 - equal to or larger than ½ acre and not currently containing permanent improvements⁹;
 - equal to or larger than 5 acres where less than ½ acre is occupied by permanent buildings or improvements; and/or
 - improvement value is less than \$5,000 or less than 5% of the property’s land value.
- **“Partially Vacant”** land has an improvement value of between 5% and 40% of the land value, or is greater than one acre in size with at least ½ acre not improved (based on aerial photo). This land will assume that 50% is vacant/50% is developed unless aerial photos or other information shows otherwise.
- **“Developed”** land has an improvement value greater than 40% of the land value and does not meet the definition of vacant or partially vacant.
- **“Committed”** land is either vacant or partially vacant but has been removed from inventory as being developable because the property is committed to a non-employment use or cannot be developed for an employment use during the planning period. Committed land does not include properties planned for some type of employment use by the existing owner, but not necessarily available to other businesses for sale or lease. The following areas are not anticipated to develop over the planning horizon based on input from local stakeholders. A total of 20 sites are identified as committed. Detailed

⁸ Acres rounded down to whole number.

⁹ Improvements include anything with an “improvement value” as defined by the Wasco County tax assessor, consistent with state administrative rule and statutory definitions. Examples typically include buildings or other permanent structures, associated equipment or machinery, and utility facilities located on the site. Improvements for taxation purposes are further defined in Oregon Administrative Rule (OAR) 150-037-0010.



information for each of these sites, including justification for their committed classification, can be found in Exhibit C.

- **Port of The Dalles Properties.** The Port of The Dalles owns several commercial and industrial properties within the study area that are vacant, two of which are under contract with NW Natural and were categorized as committed since they cannot be developed as employment uses based on the contract provisions.
- **Federal Properties.** Several properties are owned by the federal government.¹⁰ There are no known plans for these sites to develop or redevelop within the planning horizon. These properties are classified as committed and removed from available land inventory.
- **City of The Dalles Properties.** The City of The Dalles owns several properties that are planned for future development such as public parking lots or a future transportation improvement as identified in the City’s Transportation System Plan. These properties are classified as committed and removed from the available land inventory since they will not be developed for employment uses.
- **Columbia Gorge Community College.** Columbia Gorge Community College owns two large properties along the southern edge of the city. The campus is substantially built out, excluding some vacant areas in the southwestern corner of the campus which are constrained by steep slopes. These properties are classified as committed and removed from the available land inventory since they will not be developed for employment uses.
- **“Constrained”** land is either vacant or partially vacant but has been removed from the inventory as being developable because the property is either completely or nearly completely constrained by one or more of the constraints outlined in the prior section of this document. There is no overlap between sites classified as constrained and committed.

The 2022 BLI development status classifications were updated using recent development permit data and feedback from City staff to identify sites that have been partially or fully developed since the prior BLI. Following these updates, the inventory was further refined through more detailed site review conducted by City staff, members of the PAC, and Department of Land Conservation and Development (DLCD) staff. This resulted in the following types of additional changes:

¹⁰ Oregon Administrative Rules allow for federally owned properties to be removed from a BLI.



- Identified City-owned public parking lots as developed sites. Identified other parking lots as vacant, except if they are associated with a specific use in which case they were identified as developed.
- Identified sites where only small, very narrow, or otherwise unusable portions of the property are unconstrained by natural resources as constrained.
- Revised the status of several sites from “vacant” to “partially vacant” or “developed” where evaluation of aerial photography, on-site field checks, or City review show that improvement values did not accurately portray the status of the sites.
- Identified several sites as committed where they are planned for public or utility uses.
- Revised the status of several sites from “committed” to “constrained”, “developed”, or “partially vacant” based on City or DLCD feedback.
- Added an additional development status classification titled “Constrained” to demonstrate sites that have zero (0) unconstrained acreage resulting in no developable employment land, as summarized above.

TABLE 3: SUMMARY OF EMPLOYMENT LAND BUILDABLE ACREAGE BY DEVELOPMENT STATUS (2025)¹¹

Employment Zone	Developed	Committed	Constrained	Partially Vacant	Vacant	Total Buildable Acres
CBC	51.2	0.4	0.0	2.6	1.8	55.9
CG	173.3	0.0	0.9	4.1	18.9	197.3
CLI¹²	86.2	0	1.8	4.8	46.9	139.7
CR	208.7	0	0	0.2	35.7	244.6
I (subtotal)	392.9	18.2	54.9	4.2	121.5*	591.7*
<i>Google Sites</i>	<i>145.8</i>	<i>0.0</i>	<i>0.0</i>	<i>0.0</i>	<i>54.5*</i>	<i>200.4*</i>
<i>Other Sites</i>	<i>247.1</i>	<i>18.2</i>	<i>54.9</i>	<i>4.2</i>	<i>67.0</i>	<i>391.3</i>
RL¹³	0.5	54.0	0.0	21.9	0.0	76.4
Total	912.8	72.7	57.6	37.7	224.8	1305.6*

*Acreage accounts for the reduction in 10 acres of available land on sites owned by Google based on lower assumed employment densities on those sites.

¹¹ Source: Wasco County Tax Assessment data; MIG; The Dalles Employment Buildable Lands Inventory (2025).

¹² The Walmart site is in the CLI zone and comprises approximately 38 vacant acres. The site previously received land use approval for a Walmart facility. However, the decision was appealed and has not yet been developed. The site is considered vacant and considered buildable for this analysis because no building permit has been issued and the land use approval itself does not guarantee the site’s development.

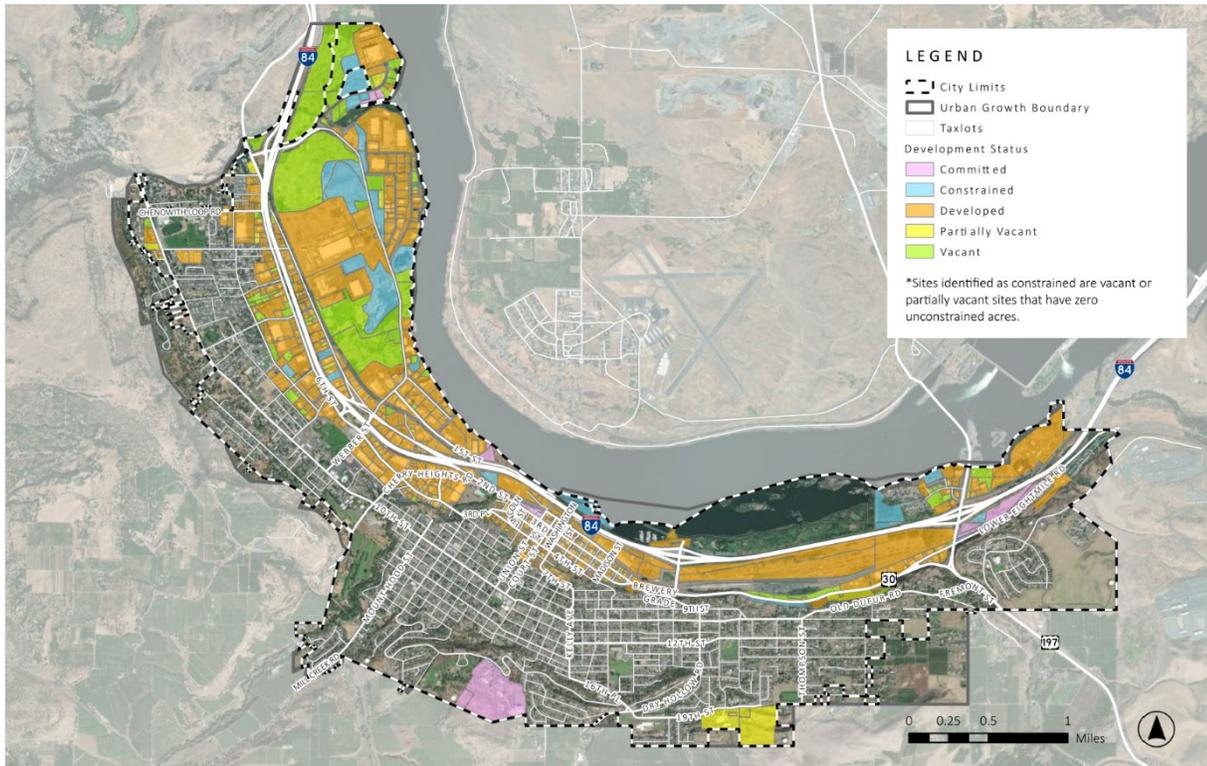
¹³ RL properties include the hospital and Columbia Gorge Community College campuses which are identified as available for employment uses.



The gross acreage of buildable land summarized in Table 3 was reduced further to account for undeveloped sites owned by Google that are subject to non-disclosure agreements which comprise approximately 64.5 (gross) acres of unconstrained land. The amount of available land at undeveloped Google sites was estimated based on an analysis conducted in July 2020 of current approximate employment estimates for developed sites in The Dalles (Exhibit D). The ratio of projected employment at the existing Google sites, compared to other industrial land in The Dalles, is approximately 0.85. In other words, employment estimates at undeveloped Google sites is anticipated to be approximately 85% of what would typically be assumed for average employment density on other sites in the inventory. This ratio was developed based on employment estimate discussions with Google representatives and Enterprise Zone employment estimates during development of the 2020 EOA. This results in a smaller amount of employment capacity for these sites. Applying this ratio to undeveloped Google sites results in a reduction of approximately 10 gross acres of vacant Industrial zoned land in the inventory due to these estimated low employment densities, resulting in approximately 54.5 gross acres of unconstrained land as reflected in Table 3. This analysis was undertaken as part of the BLI process rather than as part of the land needs assessment process, because it is specific to sites owned by Google and cannot be applied to broader categories of employment land need as part of the land demand assessment.

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

FIGURE 4: THE DALLES EMPLOYMENT LAND BY DEVELOPMENT STATUS (2025)





STEP 4: REFINED RESULTS

There is an estimated 263 gross acres of vacant or partially vacant employment land in The Dalles. The gross acreage accounts for the reduction in 10 acres of available land on sites owned by Google based on lower assumed employment densities on those sites. The following assumptions were used to determine the net acreage of land within the City. The assumptions are consistent with those used in Phase 1 of the EOA.

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

There is an estimated 205 acres available for employment land after accounting for existing development on partially vacant land and set asides for infrastructure-related and other needs on vacant land. Table 4 below provides a summary for each zone.

TABLE 4: GROSS & NET DEVELOPABLE ACRES OF EMPLOYMENT LAND

Employment Zone	Partially Vacant Land		Vacant Land		Total Net Buildable Land
	Gross	Net	Gross	Net	
CBC	2.6	1.3	1.8	1.5	2.7
CG	4.1	2.0	18.9	15.1	17.2
CLI	4.8	2.4	46.9	37.5	39.9
CR	0.2	0.1	35.7	28.5	28.6
I (subtotal)	4.2	2.1	121.5*	103.3*	105.4*
<i>Google Sites</i>	0.0	0.0	54.5*	46.4*	46.4*
<i>Other Sites</i>	4.2	2.1	67.0	57.0	59.1
RL	21.9	10.9	0.0	0.0	10.9
Total	37.7	18.8	224.8	185.9	204.8*

*Acreage accounts for the reduction in 10 acres of available land on sites owned by Google based on lower assumed employment densities on those sites.

The City’s EOA includes an Employment Projection and Land Demand Analysis that incorporates three scenarios that estimate the projected employment and associated need for employment land. The scenarios incorporate different growth projections and employment assumptions. Figure 5 provides a summary of the land demand forecast for each scenario. Based on the scenarios, the total need for net buildable acres ranges between 46.6 to 146.6 acres. The City’s preferred scenario is Scenario 3.



FIGURE 5: THE DALLES LAND DEMAND FORECAST, 2025-2045

Scenario 1	Employment Land	New Employment	Sq.Ft./ Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,050	400	420,130	0.25	38.3	30.6
Industrial	174	600	104,328	0.15	16.9	14.4	
Gov/Institution	39	550	21,241	0.25	2.1	1.7	
Total	1,263		545,700		57.3	46.6	

Scenario 2	Employment Land	New Employment	Sq.Ft./ Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,639	400	655,484	0.25	57.9	46.3
Industrial	456	600	273,876	0.15	44.4	37.7	
Gov/Institution	185	550	101,713	0.25	9.9	7.9	
Total	2,280		1,031,073		112.2	92.0	

Scenario 3	Employment Land	New Employment	Sq.Ft./ Employee	Total SF Needed	Floor Area Ratio*	Gross Acres Needed	Net Buildable Acres
	Commercial	1,489	400	595,546	0.25	52.6	42.1
Industrial	1,149	600	689,449	0.15	111.7	95.0	
Gov/Institution	222	550	122,135	0.25	11.9	9.5	
Total	2,860		1,407,131		176.2	146.6	

SOURCE: OED QCEW

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

For comparison purposes, this memorandum generalizes the net buildable land zoning from this land inventory into two categories: commercial (CBC, CG, CLI, CR, and RL¹⁴ zones) and industrial (I zone). The land inventory is based on the City’s zoning, each which allow for a range of employment uses. Commercial uses are allowed in most employment zones. By contrast and with few exceptions, industrial uses are limited to the I zone.

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

¹⁴ RL zoned properties in the employment BLI include the hospital and Columbia Gorge Community College campuses which are identified as available for employment uses.



EOA employment categories as commercial, except for the industrial employment category. Table 5 includes a preliminary comparison of the total net buildable land from this inventory with the projected need for employment land based on Phase 1 of the City’s EOA. As summarized in Table 5, The Dalles has a total surplus of between 58 and 158 net acres of land when evaluating aggregate total land need and supply. The range of acres reflects a comparison of land supply with the three different land need scenarios evaluated by Competinomics shown in Figure 5. Under the preferred scenario (3), the total surplus is 58 acres.

Most of the employment demand is needed for industrial employment (demand for 14 to 95 net acres). Based on the land inventory, the City can accommodate that demand within the planning horizon with a supply of approximately 105 net acres of buildable land zoned for industrial use. Under the preferred scenario (3), the total surplus is only 10 acres.

The need for commercial employment is lower, with approximately 31 to 42 net acres needed. According to the BLI, The Dalles has an estimated available supply of 99 net acres of buildable land. Under the preferred scenario (3), the total surplus is 57 acres.

TABLE 5: LAND DEMAND ACREAGE AND BUILDABLE LAND INVENTORY COMPARISON SUMMARY

Employment Zone ¹⁵	Estimated Net Land Demand (acres)	Net Buildable Land (acres)	Surplus / Deficit (acres)
Commercial	30.6-42.1	99.4	57.3-68.8
Industrial	14.4-95.0	105.4	10.4-91
Total	46.6 – 146.6	204.8	58.2-158.2

In addition to estimating an overall land need, Competinomics has assessed the need for sites of different sizes to meet typical industrial employment needs of target industries in The Dalles (see accompanying Exhibit A). The intent of this analysis was to further analyze if the City’s aggregate land supply is also sufficient to meet the need for different site sizes.

In their assessment, Competinomics identified the need for a combination of small sites (0.1-2 acres), small/medium sites (2-8 acres), medium sites (8-30 acres), medium/large sites (30-60 acres), and large sites (60-100 acres) to accommodate future employment growth based on average firm size. Smaller sites typically are needed for office and warehouse space with buildings that range from 3,000 to 16,000 square feet for various tenants and which come with dock and grade loading. Larger sites generally accommodate one large or a few larger manufacturing facilities. These building types have

¹⁵ Acres rounded down to whole number.



different loading and parking requirements than the smaller multi-tenanted buildings and therefore have a more efficient site layout or higher floor area ratio (FAR) than the buildings on smaller sites. While Competinomics estimates potential site need, it is important to note that site demand varies extensively within industry sectors and many industries may need sites in different employment zones at different times or within the same time period. Due to this dynamic, to achieve results under the Target Industry/Scenario 3 forecast and particularly because it is difficult to forecast the needs of larger employers, The Dalles will need to have an adequate number of sites at all sizes. It is also important to note that the Competinomics estimates are based on readily available economic data and limited conversations with local stakeholders and do not reflect in-depth information needed to justify these findings with a high level of confidence. As such, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply. This information is described in more detail in Exhibit A prepared by Competinomics.

The following table summarizes the number of vacant or partially vacant sites identified in the BLI in these size categories in the Industrial zone, as well as their associated net acreage accounting for the 50% deduction of developable land for partially vacant properties, and the 15% set aside deduction for vacant properties. The net acreage does not reflect the deductions associated with Google sites. Only sites in the Industrial Zone were counted.

As summarized in the table, the City has buildable sites available in the first three categories, but does not have available sites in the 30-60 acre and 60-100 acre categories. There are 17 small (0-2 acre) sites, six small-medium (2-8 acre) sites, and five medium (8-30 acre) sites available within the study area. Google owns three of the five vacant medium (8-30 acre) sites. This analysis indicates that while there may be enough acres of buildable land to meet the projected need when viewed as a single combined, aggregate acreage number, there are not enough sites across all site size categories and as a result not enough land in the UGB to address the need for sites in the needed sizes and configurations based on the site size-based assessment described here. The lack of sites over 30 acres in size in particular is a detriment to business recruitment and expansion across industrial sectors as has been noted during this process by members of the PAC.



TABLE 6: INDUSTRIAL SIZE CATEGORY SUMMARY, INDUSTRIAL ZONE

Development Type	0-2 acres	2-8 acres	8-30 acres	30-60 acres	60-100 acres
Partially Vacant					
Number of Sites	1	1	0	0	0
Net Buildable Acres	1.5	2.1	0	0	0
Vacant					
Number of Sites	17	6	5	0	0
Net Buildable Acres	11.2	17.0	83.5	0	0
<i>Total Needed Sites¹</i>	77	14	8	2	1
<i>Total Number of Sites</i>	18	7	5	0	0
Surplus/Deficit of Sites per Size Category	(59)	(7)	(3)	(2)	(1)

¹Presents comparisons with Scenario 3 of The Dalles Twenty-Year Land Demand Forecast (2025-2045)

Figure 6 on the next page from the Employment Projection and Land Demand Analysis furthers the point that the aggregate land supply currently available in The Dalles is insufficient to meet the demand for different site size configurations. The site needs analysis converts employment into site need by allocating future employment by sector based on average firm sizes. To translate the site need analysis into an alternative estimate of potential aggregate land need, the number of sites needed in each employment and size category is multiplied by the average site size of existing employers within the employment category to arrive at an estimate of gross acreage required to accommodate land need assuming firm sizes and development patterns will remain generally similar to what now exists in The Dalles. A significant limitation of the site and gross acres estimates is that the analysis assumes that future employers of a certain size and industry will choose specific site sizes which is nearly impossible to predict as further described along with other limitations in the Employment Projection and Land Demand Analysis (Exhibit A). For these reasons, the estimates in Figure 6 could be viewed as a potential upper end of the range in projected land and site needs and should only be used to further the point that the City does not have enough industrial land to meet the projected site need configurations. The net land need would be at least 15-20% lower, based on a net land need to gross land need conversion factor of 15-20%. As noted previously, the site-based analysis should be considered as a tool for future more detailed analysis if the City decides to pursue actions to expand its land supply, rather than as a precise finding of land needs.



FIGURE 6: THE DALLES LAND AND SITE NEED BY EMPLOYMENT LAND CATEGORY* (2025-2045)

Sites Needed by Employment Land Category	Commercial	Industrial	Gov/ Institution	Total	Gross Acreage Required**
Employment Scenario 1	1,050	174	39	1,263	
Small (1-9 employees)	225	39	2	267	
Small/Medium (10-19 employees)	173	32	4	209	
Medium (20-99 employees)	429	86	32	548	
Large (100+ employees)	223	17	0	239	
Employment Scenario 3	1,489	1,149	222	2,860	
Small (1-9 employees)	320	258	14	591	
Small/Medium (10-19 employees)	245	212	21	479	
Medium (20-99 employees)	608	569	187	1,364	
Large (100+ employees)	316	110	0	425	
No. Sites by Avg Emp Scenario 1	80	16	1	98	194
Small (0 - 2 acres)	60	12	0	72	112
Small/Medium (2 - 8 acres)	10	2	0	12	24
Medium (8 - 30 acres)	9	2	1	11	28
Medium/Large (30 - 60 acres)	1	0	0	1	30
Large (60 - 100 acres)	0	0	0	0	0
No. Sites by Avg Emp Scenario 3	114	102	7	224	876
Small (0 - 2 acres)	85	77	3	165	453
Small/Medium (2 - 8 acres)	14	14	1	29	111
Medium (8 - 30 acres)	13	8	3	25	101
Medium/Large (30 - 60 acres)	2	2	0	5	150
Large (60 - 100 acres)	0	1	0	1	60

Source: OED QCEW, DLCDD Guidebook, Calculations by Competinomics LLC

* Based on current average development patterns by zoning, site sizes and firm sizes. Infill assumptions have been applied to the site need and gross acreage estimates in this table: 10% for industrial users and 20% for commercial users.

** Acreage required to accommodate sites needed during the forecast period assuming average site sizes of existing firms. To arrive at gross acres by site size, the number of sites need by each employment category is multiplied by the average site size used by existing firms within the employment category.

There is limited potential for site consolidation among industrial sites that are under five acres in size. Most sites do not have common ownership and share a contiguous tax lot boundary. The sites that do have consolidation potential are primarily located on River Trail Way and owned by the Port of The Dalles. Several of the sites share contiguous tax lot boundaries and could be combined into larger sites if sold to or developed by the same owner in the future. The unconstrained acreage among these sites ranges from just under a half-acre to just under two-and-a half acres in size.



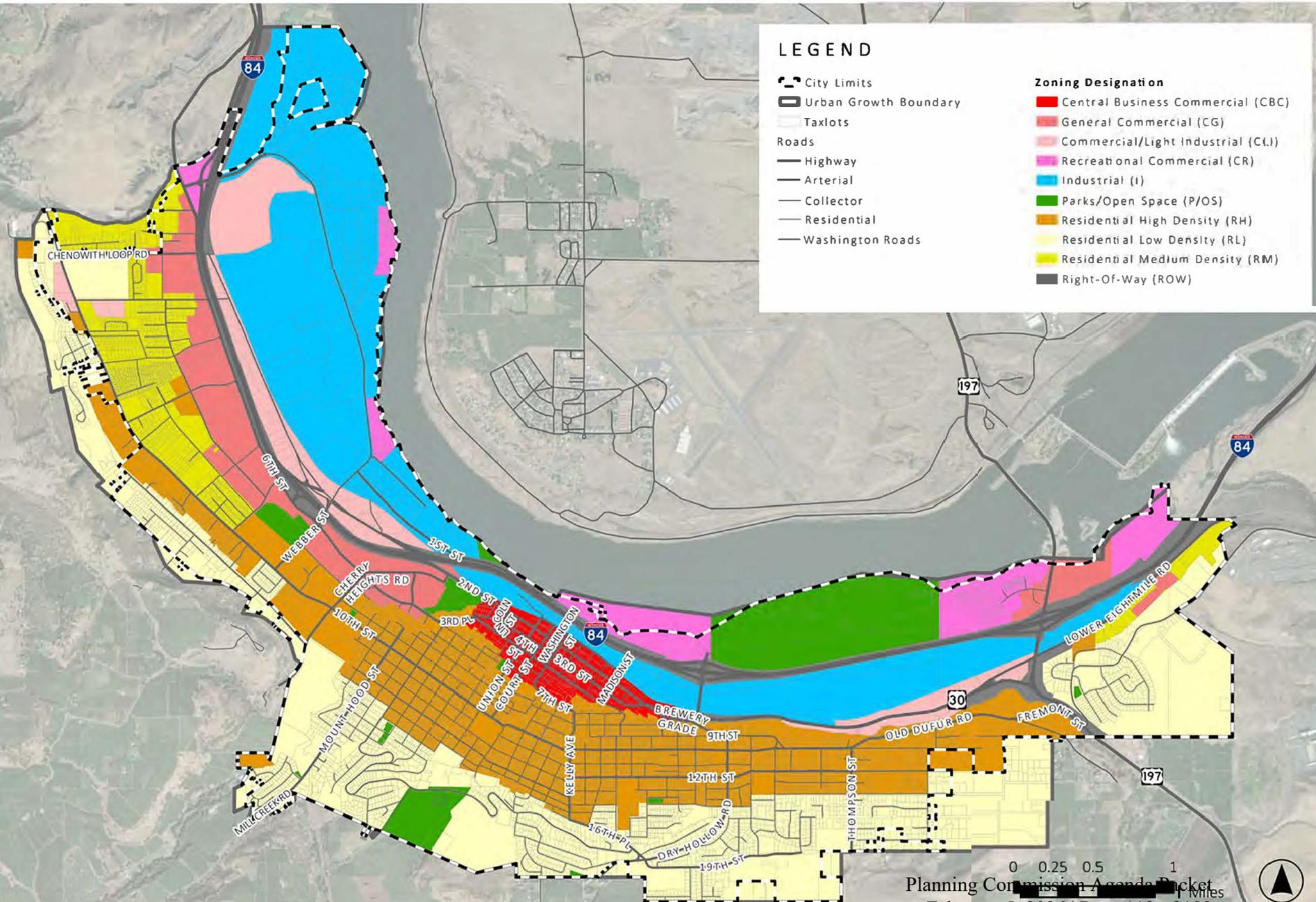
ADDITIONAL OBSERVATIONS

- This inventory documents the supply of land within the City of The Dalles that is buildable pursuant to Oregon statutes and administrative rules. As used in this inventory, buildable land represents the capacity for additional projected employment during the next 20 years. In other words, buildable land assumes a site can accommodate increased employment growth based on the potential to increase the amount of development on a site. Land identified as buildable for the purpose of this analysis does not guarantee that identified sites are currently available for sale, lease, or development to employers or that all sites will be available during the planning period.
- Because some of the City’s larger vacant, partially vacant, and redevelopable employment sites are owned by companies that have acquired properties for development but do not have immediate plans for development and do not plan to sell or lease these properties, there is a lesser supply of properties that are more traditionally “available” for development in the short term. For example, three of the vacant medium sites (8-30 acres) are owned by Google. As a result, they are not anticipated to be available to other users but are appropriately included in the City’s 20-year supply of buildable employment land.
- A significant percentage of the land in the City’s inventory of industrial sites, particularly larger sites, are owned and planned for future use and development by Google (approximately 64.5 gross acres of the 105.4 net acres of buildable industrial land). This means that just over half of the land in this inventory is available to other users. In this respect, the City has put a significant of its available industrial land in one landowner “basket” with a much smaller relative supply available to others.
- It will be important for the City to continue to monitor its supply of buildable land. To the extent that one or more large industrial sites are developed in the near to medium-term, such actions could result in a more significant shortage of buildable industrial land at that point.



CITY OF THE DALLES ECONOMIC OPPORTUNITIES ANALYSIS

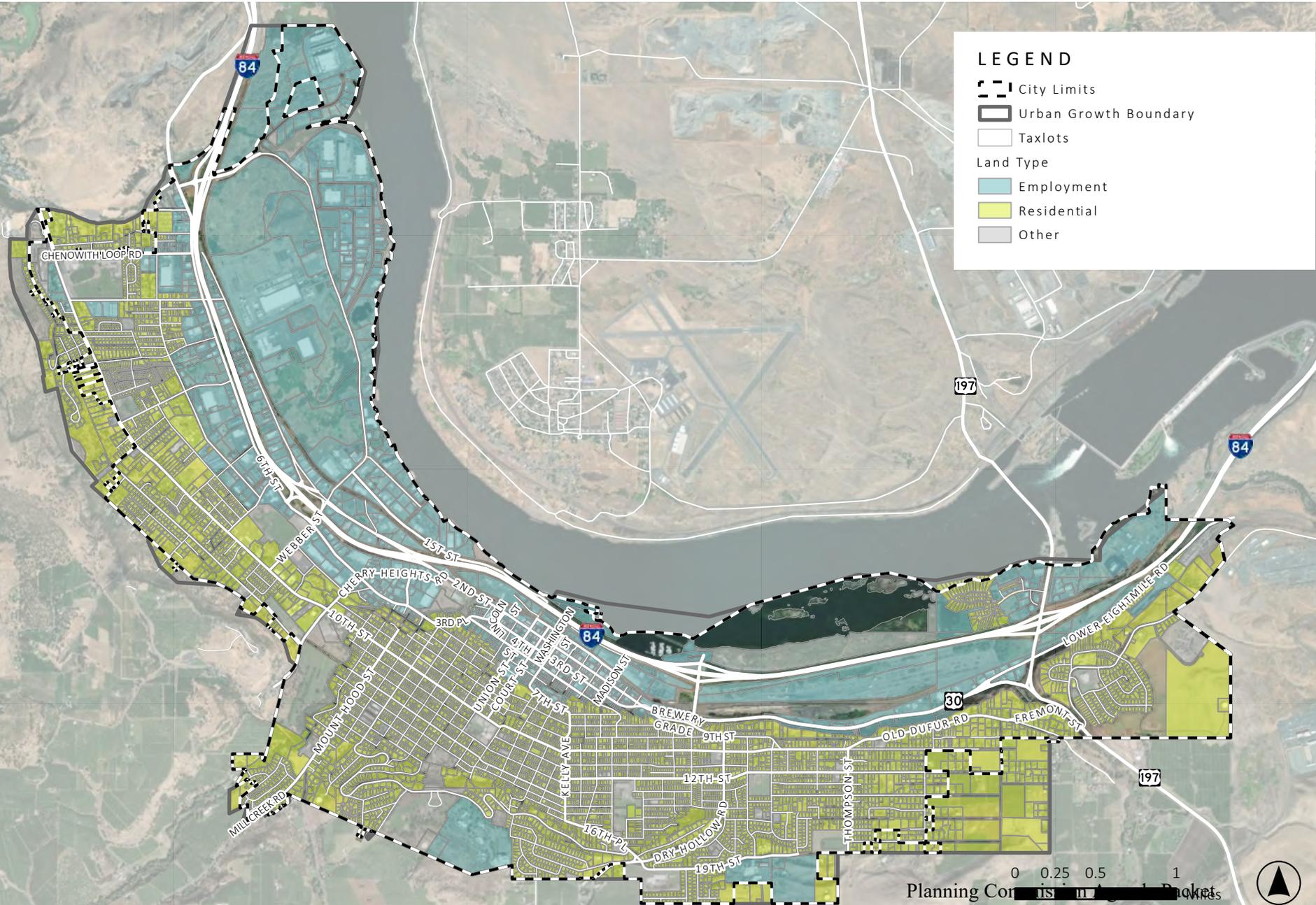
Zoning Map (2025)





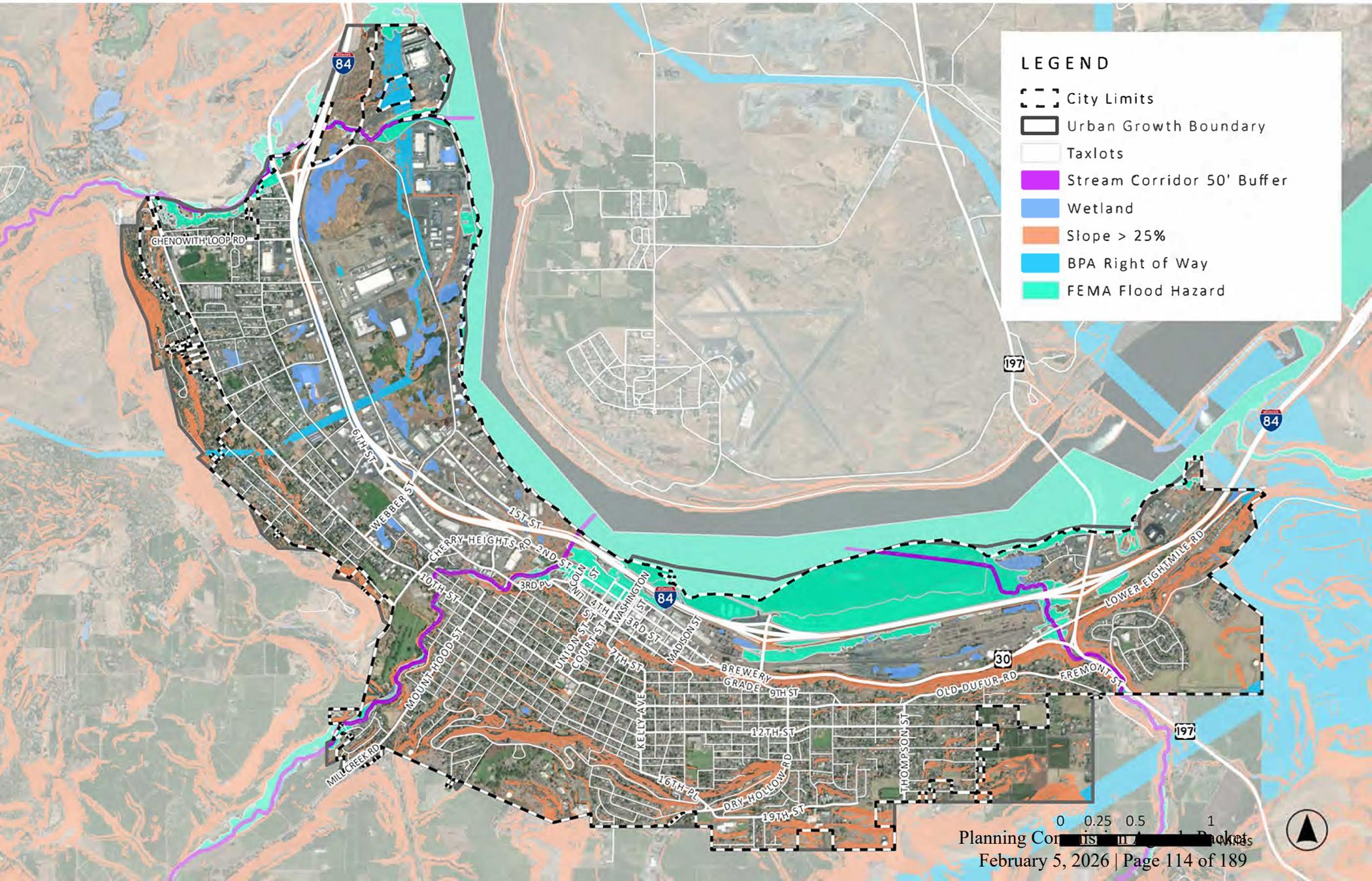
CITY OF THE DALLES ECONOMIC OPPORTUNITIES ANALYSIS

Land Types Map (2025)





Development Constraints Map (2025)



LEGEND

- City Limits
- Urban Growth Boundary
- Taxlots
- Stream Corridor 50' Buffer
- Wetland
- Slope > 25%
- BPA Right of Way
- FEMA Flood Hazard





Employment Land by Buildable Status Map (2025)

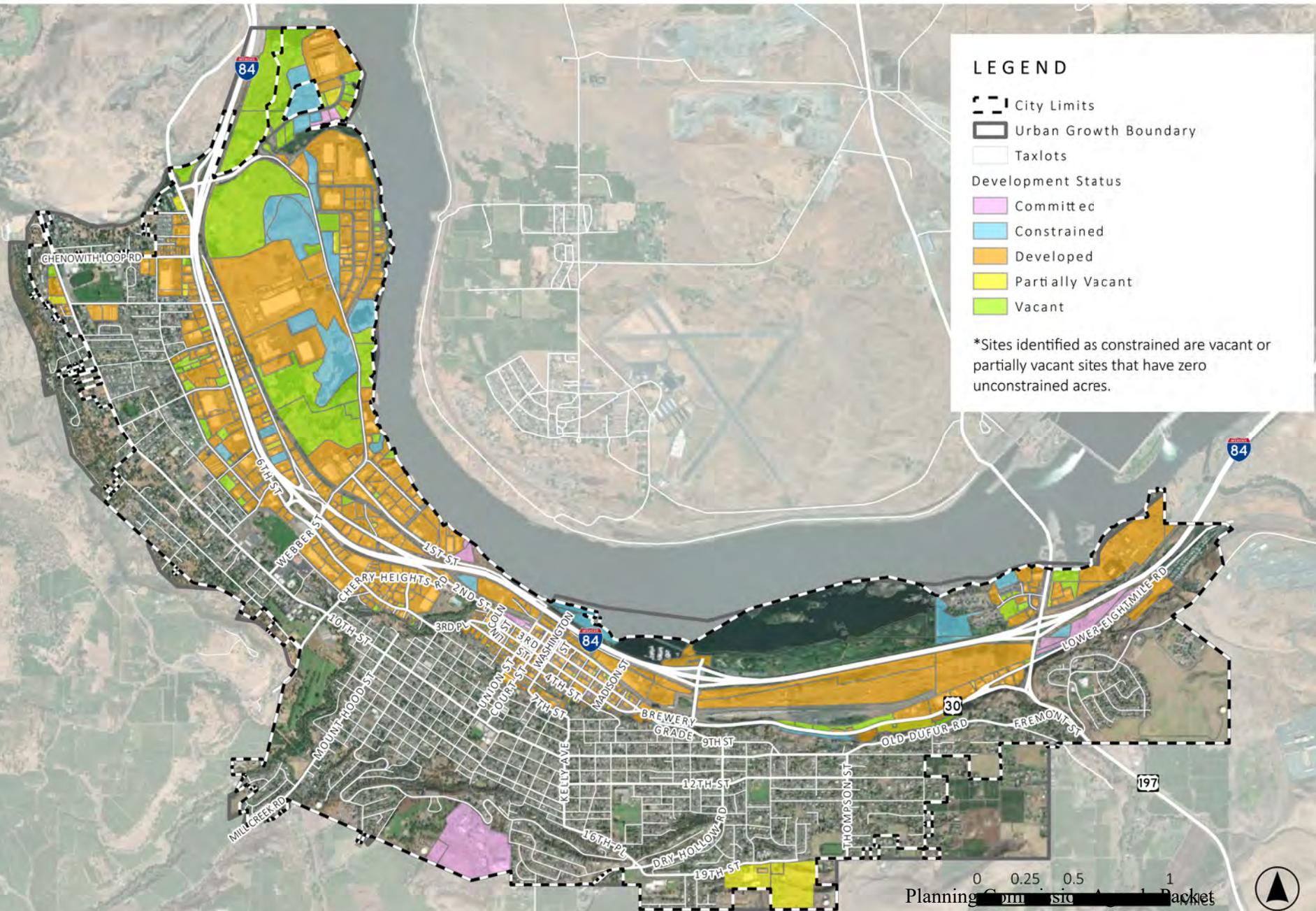


EXHIBIT C

Committed Sites Log

City of the Dalles | Economic Opportunities Analysis
Refined Employment Buildable Lands Inventory – Committed Sites Log

Last Updated: 12/2/2025

Map Taxlot	Taxpayer	Zone	Total Acres	Constrained Acres	Unconstrained Acres	Development Status (November 2025)	Committed Justification
1N 13E 3 BB 400	UNITED STATES POSTAL SERVICE	CBC	0.10	0.10	0.00	Committed	Owned and operated by United States Postal Service. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 3 BB 500	UNITED STATES POSTAL SERVICE	CBC	0.32	0.29	0.02	Committed	Owned and operated by United States Postal Service. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 3 BB 600	UNITED STATES POSTAL SERVICE	CBC	0.19	0.20	0.00	Committed	Owned and operated by United States Postal Service. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 3 BB 700	UNITED STATES POSTAL SERVICE	CBC	1.95	1.94	0.01	Committed	Owned and operated by United States Postal Service. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 3 BB 800	UNITED STATES POSTAL SERVICE	CBC	0.27	0.26	0.01	Committed	Owned and operated by United States Postal Service. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 1 A 100	O W R & N CO	I	2.38	0.18	2.20	Committed	Owned by the Oregon Railroad and Navigation Company with no access to the site.
1N 13E 1 AA 800	UNITED STATES OF AMERICA	I	3.38	1.13	2.24	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 1 AB 800	UNITED STATES OF AMERICA	I	11.20	3.26	7.94	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 1 AB 900	UNITED STATES OF AMERICA	I	1.15	0.78	0.37	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
2N 13E 21 C 400	PORT OF THE DALLES	I	2.65	1.49	1.16	Committed	Owned by Port of The Dalles and under contract with NW Natural.
2N 13E 21 C 500	PORT OF THE DALLES	I	1.85	0.73	1.12	Committed	Owned by Port of The Dalles and under contract with NW Natural.
1N 13E 9 200	COLUMBIA GORGE COMMUNITY COLLEGE	RL	4.48	0.13	4.34	Committed	Owned by Columbia Gorge Community College. Campus is substantially built out, excluding some vacant areas that are constrained by steep slopes.
2N 13E 33 CD 1000	THE DALLES CITY OF	CG	0.05	0.00	0.05	Committed	Designated in TSP for future development as a right-turn lane.
2N 13E 34 CC 100	UNITED STATES OF AMERICA	I	0.46	0.13	0.33	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
2N 13E 34 CC 200	UNITED STATES OF AMERICA	I	3.05	0.37	2.67	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
2N 13E 34 CC 300	UNITED STATES OF AMERICA	I	0.19	0.14	0.05	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
2N 13E 34 CC 500	UNITED STATES OF AMERICA	I	0.22	0.11	0.10	Committed	Owned by United States of America. No plans for future development. OARs allow for federally owned properties to be removed from a BLI.
1N 13E 3 BD 8900	THE DALLES CITY OF	CBC	0.23	0.00	0.23	Committed	Owned by the City of The Dalles and planned for future public parking lot.
1N 13E 9 100	COLUMBIA GORGE COMMUNITY	RL	59.46	9.76	49.70	Committed	Owned by Columbia Gorge Community College. Campus is substantially built out, excluding some vacant areas that are constrained by steep slopes.
1N 13E 3 DB 1600	THE DALLES CITY OF	CBC	0.12	0.00	0.12	Committed	Owned by the City of The Dalles and planned for future public parking lot.

EXHIBIT D

Summary of Modifications to Google Sites



CITY OF THE DALLES | ECONOMIC OPPORTUNITIES ANALYSIS

Refined Employment Buildable Lands Inventory – Attachment D: Summary of Modifications to Google Sites

DATE December 17, 2025
TO Joshua Chandler, City of The Dalles
FROM Matt Hastie, Jessa Miller, and Andrew Parish, MIG
CC Ayreann Colombo, Jacob Anderson, and Sandy Freund

INTRODUCTION

This document provides a summary of the analysis conducted in July 2020 to reduce the refined Employment Buildable Lands Inventory (BLI) as part of an updated Economic Opportunities Analysis (EOA Update) for the City of The Dalles. The BLI reduction analysis is intended to account for Google’s current employment estimates and to translate the estimates to undeveloped sites owned by Google and located elsewhere in The Dalles. The ratio of projected employment at the existing Google sites, compared to other industrial land in The Dalles, is approximately 0.85. In other words, employment estimates at undeveloped Google sites are anticipated to be approximately 85% of what would typically be assumed for average employment density on other sites in the inventory. This ratio was developed based on employment estimate discussions with Google representatives and Enterprise Zone employment estimates during development of the 2020 EOA. This results in a smaller amount of employment capacity for these sites compared to other sites that could have a broader range of uses on average.

The sections below summarize the analysis conducted in 2020. It was not updated for this phase of the process.

SUMMARY OF MODIFICATIONS TO GOOGLE SITES – JULY 2020

There are currently three developed Google sites located in Enterprise Zones in The Dalles. The sites are developed as data centers. The Enterprise Zone agreements for the sites required Google to employ a minimum of 55 employees.¹ Based on the Enterprise Zone minimum employment requirement, the Google sites would average less than one employee per acre (1.4 employees per unconstrained acre).

¹ The Enterprise Zone agreements apply to individual sites and range between 10 to 35 per site.



Site	Tax Lot	Acres	Unconstrained Acres	EZ Min. Employees
TOTAL		60.0	40.2	55
Google North Site	2N 13E 21 C 1100	26.6	19.1	10
Google South Site		33.5	21.2	45
Google South 1of2	2N 13E 28 101	31.1	19.1	35
Google South 2of2	2N 13E 28 B 700	2.5	2.1	10

The table below summarizes the calculations used to estimate how many employees each site would typically support were they not developed. The assumptions are based on those used for Industrial uses in Bridge Economic Development’s Phase 1 Economic Opportunities Analysis (EOA). That analysis assumes that typical industrial development will have a floor-to-area (FAR) ratio of 0.15 and that the average industrial use employee requires 750 square feet of area. This equates to about 5.8 employees per acre (8.7 employees per unconstrained acre), a relatively low to moderate employment density for industrial development.

Site	Acres	Unconstrained Acres	FAR Acres	FAR Sq. Ft.	Employees
TOTAL	60.0	40.2	6.0	262,960	351
Google North Site	26.6	19.1	2.9	124,473	166
Google South Site	33.5	21.2	3.2	138,487	185
Google South 1of2	31.1	19.1	2.9	125,077	167
Google South 2of2	2.5	2.1	0.3	13,410	18

Based on discussions with representatives from Google, the actual employment at the sites are much higher than what is required by the Enterprise Zone agreements. Actual employment at the Google sites is approximately 610 employees. The total employment at the sites include full-time Google employees, full-time on-site contract employees (i.e. security, cleaning, etc.) and full-time construction staff. The breakdown of employees is generally as follows:

- Full-time Google employees: 110
- Full-time on-site support staff under contract: 250
- Full-time construction staff: 250



The full-time on-site employment for Google and contractual employees is approximately 360 employees. This is generally consistent with what would typically be estimated for industrial sites in The Dalles. Typically, employment in the construction sector is temporary in nature and required for limited durations; hence the 360 employee estimate comparison. However, the construction staff at the Google sites seems to be unique to data centers as they require ongoing maintenance and occasional building reconfigurations to accommodate the server equipment.

The full-time on-site employment for Google and contractual employees is approximately 360 employees. This is generally consistent with what would typically be estimated for industrial sites in The Dalles. Typically, employment in the construction sector is temporary in nature and required for limited durations; hence the 360 employee estimate comparison. However, the construction staff at the Google sites seems to be unique to data centers as they require ongoing maintenance and occasional building reconfigurations to accommodate the server equipment.

For comparison purposes this analysis assumes a 38% reduction to the on-site contractual staff and construction staff. The reduction accounts for a portion of contractual and construction employees being based out of other locations. The reduction results in an estimated 300 employees at the Google sites. Based on this, the sites would have an average 5.0 employees per acre (7.5 employees per unconstrained acre).

The ratio of the Google employee estimate compared to what would typically be assumed for the sites is 0.85. In other words, employment at the Google sites is approximately 15% less than what would typically be assumed at these or other sites in the inventory of employment land.

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Planning Commission Meeting
August 21, 2025
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MINUTES

**PLANNING COMMISSION and CITY COUNCIL
JOINT WORK SESSION**

August 21, 2025
5:30 p.m.

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

PRESIDING: Planning Commission Chair Cody Cornett
Mayor Rich Mays

COMMISSIONERS PRESENT: Addie Case, John Grant, Steve Light, Carrie Pipinich

COMMISSIONERS ABSENT: Maria Peña, Nik Portela

COUNCIL PRESENT: Tim McGlothlin, Ben Wring, Scott Randall, Dan Richardson, Rod Runyon

STAFF PRESENT: Director Joshua Chandler, City Manager Matthew Klebes, City Attorney Jonathan Kara, Economic Development Officer (EDO) Jacob Anderson, Planning Technician Paula Webb, Administrative Assistant Crystal Sayre

CALL TO ORDER

The Joint Work Session of the Planning Commission and City Council was called to order at 5:30 p.m. by Chair Cornett. Mayor Rich Mays participated in leading the session.

PLEDGE OF ALLEGIANCE

Chair Cornett led the Pledge of Allegiance.

APPROVAL OF AGENDA

It was moved by Wring and seconded by Richardson to approve the agenda as submitted. The motion carried 10/0; Case, Cornett, Grant, Light, Pipinich, McGlothlin, Wring, Richardson, Runyon and Randall voting in favor, none opposed, Peña and Portela absent.

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DISCUSSION ITEM

A. City of The Dalles Economic Opportunities Analysis

Director Chandler reviewed the background of the Economic Opportunities Analysis (EOA). He noted the City’s last full EOA update occurred in 2007, with minor updates in 2011. An update effort in 2018–2022 was not adopted, largely due to debate over whether Google-owned lands should be classified as “developable.” Chandler emphasized that new data and significant changes in development patterns required a comprehensive revision.

Chandler introduced the Moore Iacofano Goltsman, Inc. (MIG) consultant team (Matt Hastie, Ayreann Colombo, and Jessa Miller) and summarized the role of the Project Advisory Committee, which included representatives from the Chamber of Commerce, Adventist Health, agricultural interests, Port of The Dalles, Wasco County, local Realtors, Nch’I Wana Housing, the School District, and local businesses.

Consultant Presentation

Matt Hastie provided an overview of the EOA process, explaining how employment trends, land demand, and buildable land supply are analyzed to update Comprehensive Plan policies. He noted the importance of current data for land use decisions, grant applications, and economic development strategies.

Ayreann Colombo summarized updated demographic and economic trends:

- Regional economy had diversified since 2000.
- Employment in The Dalles had grown 1.2% annually since 2020.
- Oregon Employment Department projected 0.9% growth (2023–2033), adding approximately 50 new service jobs.
- Median age in The Dalles was trending younger, improving workforce potential.
- Three scenarios were modeled: (1) OED baseline forecast, (2) population-to-labor force ratio, and (3) target industries (manufacturing, construction, supportive services).
- Land demand was highest under the target industry scenario, especially for industrial acreage.

Jessa Miller presented the Buildable Lands Inventory (BLI):

- Methodology included classifying lands by development status and removing constraints such as slopes, wetlands, stream buffers, easements, and floodplain.
- Adjustments were made for committed sites (hospital, community college, Superfund areas) and unique Google employment densities.

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- Findings indicated 202 acres of net buildable employment land, but distribution by site size was inadequate.
- No large parcels greater than 60 acres were available, limiting opportunities to recruit larger employers.

Matt Hastie outlined draft Comprehensive Plan amendments:

- Seven proposed goals were identified: expand/diversify economic base; grow/attract skilled workforce; strengthen downtown/community destinations; ensure economic readiness and resilience; grow the green economy and technology innovation; strengthen regional integration and infrastructure; support cultural, creative, and experiential economy.
- Policies were paired with clear implementation measures.
- Recent Advisory Committee input included recognition of healthcare as a key industry, hospital relocation support, riverfront amenities, and strategies to reduce downtown vacancies.

EDO Anderson explained the restructured format of goals, policies, and implementation measures. He emphasized that goals and policies serve as guidance for applicants, while implementation measures provide directives for staff.

COUNCILOR AND COMMISSIONER COMMENTS / QUESTIONS

Mayor Mays asked whether the City faced repercussions from the Department of Land Conservation and Development (DLCD) for not adopting the 2021–22 draft EOA. Consultant Hastie confirmed that while adoption is not on a strict timeline, outdated information makes it harder for cities to make informed land use decisions and pursue grant opportunities. Mayor Mays said in the past the Gorge Commission had used the classification of Google-owned lands to argue against an expansion of the Urban Growth Boundary. He emphasized the importance of ensuring that wording in the new EOA reflects the City’s interests.

Councilor Runyon questioned why vacant buildings downtown were not reflected in the Buildable Lands Inventory (BLI). He expressed concern that the City continually looked toward developing new sites rather than reusing existing structures. Runyon suggested exploring incentives or penalties to address vacant storefronts, citing tax breaks and redevelopment programs in other communities. Director Chandler explained that state rules require the BLI to evaluate bare land, not existing vacancies, but noted that some cities adopt “dark windows” ordinances to encourage owners to activate empty buildings.

Runyon further stated that the City should word the EOA “to our advantage, not the State’s and certainly not the Gorge Commission’s,” and requested that findings clearly differentiate between long-term “buildable” capacity and short-term “available” land supply.

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Councilor Wring commented on the employment forecast tables, noting that the data highlighted a “configuration problem” in The Dalles. He observed that while total acreage appeared adequate, the shortage of medium-sized parcels limited opportunities for small businesses to grow into medium enterprises. Wring suggested that the City explore strategies and incentives to improve lot configuration and better serve business transitions.

Commissioner Pipinich raised concerns about language in the draft document referencing Dallesport as a potential outlet for regional employment growth. She stated that such references did not reflect community feedback and were problematic because the City lacked control over land use, governance, and infrastructure across the river. Pipinich requested that the language be revised to reflect those challenges.

Mayor Mays agreed with Pipinich, reiterating that the Gorge Commission and Friends of the Gorge frequently cited Dallesport’s potential as a reason to block UGB expansion in The Dalles. He emphasized that while Dallesport development might generate some retail traffic, it provided no benefit to the City’s property tax base and should not be treated as a substitute for local employment land.

Mayor Mays asked for clarification on “committed sites” versus “developed sites.” Consultant Miller explained that “committed” properties (such as the hospital and community college) may contain undeveloped acreage but are reserved for non-employment uses, whereas “developed” properties have little to no capacity for additional development.

Mayor Mays sought confirmation that Google-owned properties must remain in the inventory under state rules, even if not realistically available for other users. Hastie confirmed this, explaining that state methodology requires inclusion unless deed restrictions or statutory exclusions apply. Director Chandler added that the wording could be refined to better distinguish “developable” from “available.”

Councilor Wring asked whether reclassification of Google parcels would significantly change the total acreage. Hastie estimated a reduction of approximately 45 acres if Google parcels were removed, noting that employment density assumptions had already been discounted.

Councilor Runyon and Mayor Mays both stressed the importance of refining the language to prevent overstated land capacity from being used against the City in future UGB expansion requests.

Councilor Wring reiterated that site configuration, rather than sheer acreage, was the City’s most pressing challenge. He stated that without adequately sized parcels, businesses may be forced to leave The Dalles as they grow, undermining local economic development.

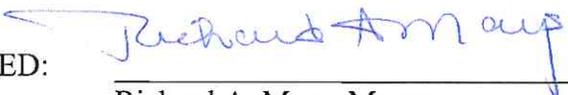
Commissioner Pipinich concluded by requesting that staff ensure future drafts explicitly address these concerns, especially with respect to Dallesport references and Google-owned lands, so that the final document accurately reflects community needs and avoids misinterpretation by regional regulators.

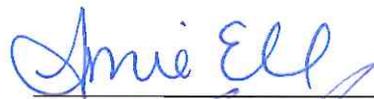
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ADJOURNMENT

Chair Cornett adjourned the meeting at 7:08 p.m.

Submitted by/
Crystal Sayre, Administrative Assistant
Community Development Department

SIGNED: 
Richard A. Mays, Mayor

ATTEST: 
Amie Ell, City Clerk

SIGNED: 
Cody Cornett, Planning Commission Chair

ATTEST: 
Crystal Sayre, Administrative Assistant
Community Development Department



CITY OF THE DALLES | ECONOMIC OPPORTUNITIES ANALYSIS

PUBLIC ADVISORY COMMITTEE MEETING #1

DATE: May 15, 2025

TIME: 1-2:30 PM

LOCATION: Virtual, Zoom

ATTENDEES

MIG – Matt Hastie, Jessa Miller

Competinomics – Ayreann Colombo

City of The Dalles – Joshua Chandler, Sandy Freund, Jacob Anderson

Public Advisory Committee – Andrea Klaas, Randy Anderson, Andrew Danies, Scott Hege, Jayme Thompson, Brad Ellis, Nate Stice, Lisa Farquharson, Blanca Flores, Dan Spatz, Stacy Cooper, Carolyn Bernal

AGENDA

Welcome

Joshua Chandler (City of The Dalles) kicked off the meeting and facilitated introductions of City staff, the Consultant Team, and the Public Advisory Committee (PAC).

Committee Roles and Responsibilities

Matt Hastie (MIG) provided an overview of the PAC's roles and responsibilities, including:

- Provide guidance and feedback on project recommendations;
- Regularly attend meetings;
- Review and comment on project deliverables;
- Consider recommendations in light of your organizations priorities as well as overall community goals and benefits;
- Engage in respectful and constructive discussions; and
- Help solicit feedback from other community members.



Project Overview, Background, and Objectives

Matt Hastie (MIG) identified the key elements of an Economic Opportunities Analysis (EOA) and provided a brief overview of the project’s timeline, background context (e.g. prior planning efforts), and objectives. Key objectives of the project include providing updated data, findings, and policy recommendations to inform future decision-making, grant applications, and planning efforts.

EOA Key Elements

- Identify major categories of industrial or other employment use trends.
- Identify the number of sites needed to accommodate projected employment growth.
- Inventory buildable employment land.
- Estimate the types and amounts of industrial and other employment uses likely to occur in the city.
- Update Comprehensive Plan based on EOA.

Project Overview



Update Economic Analysis and Land Demand Findings



Review and Refine Employment Buildable Lands Inventory



Revise Draft Comprehensive Plan Goals, Policies, and Actions



Adoption Process: Planning Commission & City Council Hearings

TIMELINE →

APRIL

SEPTEMBER

Draft Employment and Land demand Analysis Review and Discussion

Ayreann Colombo (Competinomics) provided an overview of the Draft Employment and Land Demand Analysis and introduced the PAC feedback needed to finalize development of this analysis. The Employment and Land Demand Analysis develops three (3) 20-year land demand scenarios based on a 20-year employment forecast developed with State of Oregon data and historical growth projections. Ayreann also shared industries that have shown growth before, through, and after the pandemic (see graphic on the next page) and recent economic development trends in The Dalles. Ayreann then facilitated a discussion with the PAC around the questions included in the following pages.



Potential Target Industries *(to be revised based on PAC feedback)*

Crop Production	Construction of Buildings	Wood Product Manufacturing	Primary Metal Manufacturing
Fabricated Metal Product Manufacturing	Machinery Manufacturing	Miscellaneous Manufacturing	Truck Transportation
Couriers & Messengers	Computing Infrastructure Providers, Data Processing...	Professional, Scientific and Technical Services	Waste Management & Remediation Services
Ambulatory Health Care Services	Social Assistance	Amusement, Gambling & Recreation Industries	Accommodation
	Food Services & Drinking Places	Government	

What are your observations of business activity in The Dalles during the last year?

- Downtown business activity has shifted: some businesses have moved, some have closed, and some others have opened. There have been more food trucks opening in the past year. Some large box store closures, mirroring nationwide trends. Many local small businesses have been experiencing large financial challenges due to a mix of higher operating costs and staffing issues. Still seeing entrepreneurial spirit despite challenges and realities of an unknown economy. Seeing more community requests for grants, including for operations and other activities that aren't typically funded through grants.
- Some of the City's recent activity is relevant to the City's low land capacity. There have been numerous recent requests for 5-10-acre blocks that the Port of The Dalles has not been able to meet under current land availability.
- Need to continue momentum around strategic brownfield redevelopment and infill development.
 - Need sites beyond this as well since many businesses will not redevelop these sites.



- The City needs to facilitate federal support and involvement for these projects; the City cannot expect businesses to take this on without local support.

Do you have any other information that can be useful in projecting future economic development trends and needs in The Dalles?

- One PAC member shared information about the Gorge Pitchfest on May 29th, 2025, at the Granada Theater in The Dalles.

Which target industries are most important for The Dalles to focus on and why? Are any missing from our initial list?

- The Dalles' target industries have diversified to the point that it is difficult to define any target industries.
- Data centers.
- Innovative industries that may not be identified yet.
- Healthcare, medical technologies.
- 3D printing.
- UAS/UAV, avionics, remote sensing.
- Carbon fiber/advanced composites.
- Advanced manufacturing.
- Distribution/warehousing.
- Renewable energy supply chain.
- Viticultural, fermentation and agricultural manufacturing/sciences.
- Lifestyle/outdoor recreation boutique businesses.

What challenges does The Dalles face in growing or attracting target industries?

- Rising operating costs.
- Staffing.
- Housing, particularly affordable housing.
- Infrastructure around emergency response (e.g. EMS and law enforcement).
- Land constraints of the UGB and the National Scenic Area.
- Land availability.
- Geological conditions and high development costs.
- Business retention.
- Affordable childcare.
- Brownfield redevelopment.



Do you have any additional comments regarding the employment/land demand scenarios?

- Some concerns that the draft 35-acre industrial land projection could have a negative impact on the City’s competitiveness and ability to retain businesses when they are seeking to expand.
- Consider looking back even further to consider what land activity was like when the City had higher land availability and more opportunities for new businesses to locate in The Dalles or for existing businesses to expand.
- Some frustration around the PSU population forecasts for The Dalles and concern around its accuracy.
- Some frustration around identifying properties owned by Google as “developable” when it is not truly developable employment land (e.g., Google sites that cannot be developed for any other business’ use in the future).

Economic Development Goals and Objectives Preview

Matt Hastie (MIG) provided a preview of some goals and objectives to be considered in subsequent discussions.

Draft Buildable Land Inventory Preview

Matt Hastie (MIG) provided a brief overview of the in-progress employment Buildable Land Inventory (BLI). Main components of the BLI include analysis of land type, constraints, and development status. This will be the focus of the next PAC meeting in June.

Next Steps

Next steps for the project include:

- Developing a Final Draft of the Employment and Land Needs Analysis;
- Developing a Draft Employment Buildable Land Inventory which will be the focus of the next PAC meeting in June; and
- The second PAC meeting (date and time TBD, targeting the second week of June), Joshua Chandler will be reaching out to schedule this meeting later this week.

Please feel free to reach out to City Staff or the Consultant Team if you have any questions or additional comments.



CITY OF THE DALLES | ECONOMIC OPPORTUNITIES ANALYSIS

PUBLIC ADVISORY COMMITTEE MEETING #2

DATE: June 11, 2025

TIME: 2-3:30 PM

LOCATION: Virtual, Zoom

ATTENDEES

MIG – Matt Hastie, Jessa Miller

City of The Dalles – Joshua Chandler, Jacob Anderson

Public Advisory Committee – Andrew Danies, Nate Stice, Lisa Farquharson, Dan Spatz, Allison Turner, Todd Carpenter, Scott Hege, Andrea Klaas

AGENDA

Welcome

Joshua Chandler (City of The Dalles) kicked off the meeting and facilitated introductions of City staff, the Consultant Team, and the Public Advisory Committee (PAC).

Status Report

Matt Hastie (MIG) provided an overview of the meeting agenda, a brief status report on the steps and timing of the planning process, and a refresher on the key elements of an Economic Opportunities Analysis (OAR 660-009-0015).

Project Overview



Update Economic Analysis and Land Demand Findings



Review and Refine Employment Buildable Lands Inventory



Revise Draft Comprehensive Plan Goals, Policies, and Actions



Adoption Process: Planning Commission & City Council Hearings

TIMELINE →

APRIL

JUNE

JULY

SEPTEMBER



Revised Employment and Land Demand Analysis

Matt Hastie (MIG) summarized revisions to the Employment and Land demand Analysis based on the prior PAC meeting, particularly relating to the 20-Year employment forecast and the 20-Year land demand scenarios. A final draft will include updates from City staff.

PAC Questions and Discussion

- PAC members recommended striving for the aspirational scenarios.
- Is hospitality incorporated into the analysis? Matt Hastie confirmed that hospitality is incorporated into the analysis and that he can follow up with Ayreann Colombo (Competinomics) on the specifics of which overall employment category it falls under.
- What caused the difference in office and retail land demand between the scenarios, particularly the lower number for retail and the higher number of office employment in Scenario 3? Matt Hastie will follow up with Ayreann Colombo (Competinomics) on the retail and office land demand differences. He noted that scenarios 2 and 3 assume relatively similar amounts of retail employment although that sector makes up a slightly lower proportion of total employment in Scenario 3. He also noted that he expects that some of the target industries identified in Scenario 3 fall under the Office employment category. He will confirm those assumptions with Ayreann.
- Quality over quantity of jobs should be strived for. Striving for job density alone can be a double-edged sword that does not necessarily consider carrying capacity of the community.

Draft Buildable Land Inventory Preview

Matt Hastie (MIG) provided a brief overview of the draft employment Buildable Land Inventory (BLI), including the main components, purpose and requirements, methodology, key definitions, and targeted refinements. Main components of the BLI include analysis of land type, constraints, and development status. Jessa Miller (MIG) then summarized the results of the draft employment BLI. Questions and discussion from PAC members largely focused on the BLI's methodology.

PAC Questions and Discussion

- Is there a minimum site size considered for vacant and partially vacant lands, especially those with constraints or unique lot dimensions? Matt Hastie responded that this has not been incorporated into the analysis so far, but the team can investigate incorporating this into the methodology. Matt Hastie also recommended that PAC members review the web map and provide their feedback on specific sites. As long as we are consistent with state rules, we can refine assumptions about developability of those types of sites.



- What is the minimum threshold for a property to be considered “developed”? Matt Hastie responded that we need to use the information available and methodology required by state rules in the absence of other information from the property owner.
- It is surprising that we are still showing as many acres as we are for Google-owned sites.
- Have the acres developed since the prior BLI been compared with the land demand analysis? Matt Hastie responded that they have not, but he will follow up with Ayreann Colombo (Competinomics) about this.

Next Steps

Next steps for the project include:

- PAC review of the draft BLI webmap:
(<https://migcom.maps.arcgis.com/apps/mapviewer/index.html?webmap=af4f8419dc9a462bbb7bc8108dfed0fb>);
- Developing a Final Draft of the Employment and Land Demand Analysis;
- Developing a Final Draft of the Buildable Land Inventory;
- Developing Draft Comprehensive Plan Goals, Policies, and Action which will be the focus of the next PAC meeting in July; and
- The third PAC meeting (date and time TBD, targeting the second week of July), Joshua Chandler will be reaching out to schedule this meeting in the coming weeks.

Please feel free to reach out to City Staff or the Consultant Team if you have any questions or additional comments.



CITY OF THE DALLES | ECONOMIC OPPORTUNITIES ANALYSIS

PUBLIC ADVISORY COMMITTEE MEETING #3

DATE: July 22, 2025
TIME: 9-10:30 PM
LOCATION: Virtual, Zoom

ATTENDEES

MIG – Matt Hastie, Jessa Miller
City of The Dalles – Joshua Chandler, Sandy Freund, Jacob Anderson
Public Advisory Committee – Andrew Danies, Nate Stice, Lisa Farquharson, Dan Spatz, Scott Hege, Andrea Klaas

AGENDA

Welcome

Joshua Chandler (City of The Dalles) kicked off the meeting.

Status Report

Matt Hastie (MIG) provided an overview of the meeting agenda, a brief status report on the steps and timing of the planning process, and a refresher on the key elements of an Economic Opportunities Analysis (OAR 660-009-0015).

Project Overview



Update Economic Analysis and Land Demand Findings



Review and Refine Employment Buildable Lands Inventory



Revise Draft Comprehensive Plan Goals, Policies, and Actions



Adoption Process: Planning Commission & City Council Hearings

TIMELINE →

APRIL

JUNE

JULY

SEPTEMBER



Revised Economic Forecast and Land Demand Analysis

Matt Hastie (MIG) summarized revisions to the Employment and Land Demand Analysis based on the prior PAC meeting and comments from City Staff, including adjustments to employment forecasts and findings associated with selected employment sectors, refined land need calculations, updated assessment of site needs, and other minor edits.

Revised Buildable Land Inventory

Jessa Miller (MIG) summarized revisions to the employment Buildable Land Inventory (BLI), including updates to constraints data, targeted revisions based on comments from PAC members and City staff, and comparison between the BLI and the land demand forecast findings.

PAC Questions and Discussion

- Why were the site size categories broken down as they are? For example, 8-60 acres is a really large range.
 - Matt Hastie (MIG) responded that these ranges corresponded to the employment needs and employment density based on Competinomics' analysis. More can be added to the BLI Memo explaining the range of sites available within the different size ranges. He recommended adding narrative about that topic rather than reorganizing the tabular summary.
- How was the aggregate land demand calculated? Can you include the total acreage needed for the different site categories? This may help justify the need for UGB expansion further. Not showing it on the table could be problematic.
 - Matt Hastie (MIG) responded. He explained that the aggregate land needs are based on average employment densities (employees per acre) and projected future increases in employment. Site needs are associated with the size (number of employees) and historical info about employers of different sizes in each broad employment sector. Matt also noted that there is a wide range of potential sizes needed for sites that support particular economic sectors, making it difficult to be precise about the total acreage needed to support the site demand described in the memo. He would hesitate to estimate the range of total acres needed, given these ranges and uncertainties. He added that we can say more about this finding (that more land is needed) in the narrative as an alternative.
- Can the "key takeaway" slide be used as a justification for UGB expansion and what other communities have used this similar approach?
 - Matt Hastie (MIG) responded with other communities he has worked with previously and noted that he has seen other communities take a similar approach



in terms of showing the need for more land based on a site needs analysis, in comparison to the aggregate demand numbers.

- How were the estimated net land demand acreages calculated in Figure 24 of the Land Demand Analysis? They do not match the numbers one would get from adding up the acreages associated with specific site needs which would result in much higher land need numbers.
 - As noted above, Matt Hastie (MIG) responded that he can provide additional information on this and that he will follow up with Competinomics to add additional narrative to the BLI memo explaining these calculations and ranges.

Draft Comprehensive Plan Goals, Policies, and Implementation Measures

Matt Hastie (MIG) summarized the draft revisions to the Comprehensive Plan narrative, goals, policies, and implementation measures. Revisions include an updated narrative to reflect current conditions and findings from the BLI, as well as revisions to and reorganization of the economic development goals, policies, and implementation measures. Joshua Chandler (The Dalles) provided additional context on the background for these revisions, many of which came from detailed discussions during the previous update process in 2020-2022. Joshua Chandler (The Dalles) also provided the rationale behind the restructuring of the goals, policies, and implementation measures to better show how they all connect with one another.

PAC Questions and Discussion

- Tables 9-1, 9-2, and 9-3: The narrative seems to suggest that the City does not need additional industrial land while the EOA/BLI suggests otherwise.
 - The intent of that language is to summarize findings from the BLI that there appears to be enough aggregate land but there is not enough land to meet demand for site sizes and configurations. The project team can update the narrative to better reflect this and ensure consistency between the EOA/BLI and the Comprehensive Plan language.
- Andrea Klaas likes the approach to align the various strategic plans prepared by local agencies such as the Port and will review the goals, policies, and implementation measures alongside the Port of The Dalles' strategic plan to ensure consistency.
- Make sure the implementation measures identify opportunities for regional partnerships and coordination.



- Incorporate healthcare somewhere in the goals, policies, and implementation measures – especially considering it is the City’s largest employer and current discussions around moving the hospital elsewhere.
 - Add to Policy 1.1 – “promote growth in health care, traded-sector, and anchor (and/or target) industries”.
 - Add to Policy 2.2 and/or 4.2 (related to economic resiliency).
- Policy 1.1 – consider broadening beyond focusing only on traded-sectors (e.g., add references to target industries or other key employment sectors that support them).
- PAC members are welcome to share redlines to the narrative, goals, policies, and implementation measures by August 1st.
- How are these used in the City’s day-to-day work relating to economic development?
 - These will allow the City to create an implementation plan to achieve the City’s economic development goals.
 - The City also uses Comprehensive Plan policies to review certain types of land use applications for consistency with them.

Next Steps

Next steps for the project include:

- PAC members provide remaining comments by August 1st.
- Developing a Final Draft of the Employment and Land Demand Analysis;
- Developing a Final Draft of the Buildable Land Inventory;
- Developing a Final Draft of the Comprehensive Plan Goals, Policies, and Action;
- Joint work session with the Planning Commission and City Council (August 21); and
- Adoption (September – October).

Please feel free to reach out to City Staff or the Consultant Team if you have any questions or additional comments.



RESOLUTION NO. PC 632-26

A RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING CITY COUNCIL APPROVAL OF COMPREHENSIVE PLAN AMENDMENT NO. 58-25 FOR ADOPTION OF THE EMPLOYMENT OPPORTUNITIES ANALYSIS AND EMPLOYMENT BUILDABLE LANDS INVENTORY, AND AMENDMENTS TO GOAL 9 (ECONOMIC DEVELOPMENT) OF THE DALLES COMPREHENSIVE LAND USE PLAN

WHEREAS, Statewide Planning Goal 9 and OAR 660-009-0015 require the City to review and, as necessary, amend its Comprehensive Land Use Plan (**Comprehensive Plan**) to include an Economic Opportunities Analysis comparing the demand for land for industrial and other employment uses to the existing supply of such land, and to include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use;

WHEREAS, the City has prepared an updated Economic Opportunities Analysis titled *City of The Dalles Economic Opportunities Analysis*, prepared by MIG, Inc. and Competinomics, dated February 2026 (**EOA Update**), which comprises: (a) an Economic Trends and Land Demand Analysis; (b) an Employment Buildable Lands Inventory memorandum and maps; (c) a Committed Sites Log; and (d) a Summary of Modifications to Google Sites;

WHEREAS, the EOA Update builds extensively on prior work undertaken for the City in 2019–2022 and was significantly updated in 2024–2026 as described in the EOA Update;

WHEREAS, development of the EOA Update included coordination with City staff, project advisory committee input, and coordination with members of the Planning Commission and City Council, and also included joint Planning Commission and City Council discussions in August 2025 and review by a technical advisory committee, as described in the staff report and incorporated into the legislative record;

WHEREAS, adoption of the EOA Update is accompanied by adoption of amendments to Goal 9 (*Economic Development*) of the City’s Comprehensive Plan, including narrative summarizing the EOA Update and updated economic development goals, policies, and implementation strategies;

WHEREAS, pursuant to TDMC 10.3.020.060(C), notice of a legislative public hearing on Comprehensive Plan Amendment 58-25 was provided in accordance with local and state law;

WHEREAS, on February 5, 2026, the Planning Commission conducted a noticed legislative public hearing on Comprehensive Plan Amendment 58-25, took public testimony, and closed the public hearing; and

WHEREAS, the Planning Commission considered the public testimony and reviewed the proposed amendments set forth in Comprehensive Plan Amendment 58-25 and, based upon the proposed findings of fact and conclusions of law in the staff report, testimony presented during the hearing, and all other substantial evidence reflected in the record, the Planning Commission voted to recommend that 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 approval of proposed Comprehensive Plan Amendment 58-25, as described in the staff report and supported by the Findings of Fact and Conclusions of Law attached as Exhibit “A”, the final proposed amendments attached as Exhibit “B”, and the City of The Dalles Economic Opportunities Analysis attached as Exhibit “D”, and recommends that the amendment be forwarded to the City Council for its review and adoption. The draft redline edits attached as Exhibit “C” are provided for contextual reference only.

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

Section 3. The Secretary of the Planning Commission shall certify the adoption of this Resolution and transmit a copy of the Resolution and its exhibits to the City Council, through the City Clerk, for inclusion in the Council’s record on Comprehensive Plan Amendment 58-25.

APPROVED AND ADOPTED THIS 5TH DAY OF FEBRUARY, 2026.

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 recommended for adoption at a regular meeting of the Planning Commission held on the 5th day of February, 2026.

AYES: _____

NAYS: _____

ABSENT: _____

ABSTAIN: _____

ATTEST: _____
Joshua Chandler, Director
Community Development Department



STAFF REPORT

To: City of The Dalles Planning Commission

Meeting Date: February 5, 2026

Re: Request for Time Extension of Conditional Use Permit No. 213-25

Prepared by: Joshua Chandler, Community Development Director

REQUEST: The City of The Dalles (**Applicant**) requests a minimum one-year extension of Conditional Use Permit (**CUP**) 213-25, originally approved by the Planning Commission on February 6, 2025.

BACKGROUND: CUP 213-25 was approved by the Planning Commission on February 6, 2025, following a duly noticed public hearing. The Planning Commission voted unanimously to approve the request, adopting Resolution No. PC 625-25 (**Exhibit A**), subject to conditions of approval. The approved application requested approval to demolish two structures (320 SF and 480 SF) and construct one structure of 4,800 SF. The new structure will consolidate the City's Maintenance Division operations and provide storage for The Dalles Wasco County Library and Friends of The Dalles Library Book Barn. This project is a Government Public Facility and will require a Community Facilities Overlay (CFO).

REVIEW CRITERIA: All review criteria used to approve CUP 213-25 remain applicable. The specific review criteria used to evaluate this time extension request are identified and addressed below. The agenda staff report for the application is included as **Exhibit B** for reference.

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

Chapter 10.3 Application Review Procedures

Article 3.050 Conditional Use Permit

Section 10.3.050.060 Conditions

The Commission may approve a conditional use permit subject to any and all conditions the Commission deems necessary to satisfy the review criteria and mitigate identified impacts, provided such conditions are related to the proposed development or to the operational characteristics of the proposed use.

FINDING #1: All conditions of approval imposed under Resolution No. PC 625-25 for CUP 213-25 remain in effect and continue to apply to any approved extended permit period. These conditions continue to satisfy applicable review criteria and mitigate any identified impacts of the approved development. No changes to the approved plans or conditions are authorized by this time extension. See **Exhibit A** for a complete listing of all conditions of approval. **Criterion met.**

Section 10.3.050.070 Applications

Conditional use permits shall be valid for one year from the date granted by the Commission. If construction is commenced within this one-year period and is being pursued diligently toward completion, the conditional use permit shall stay in full force for an additional year. In the case of unavoidable delay or an extensive construction schedule, the Commission may extend the time limit for completion of the project. At such time an extension is granted, the Commission may require a performance guarantee, per the provisions of Section 10.9.050.060(I): Performance Guarantee, which may require that any and all security be forfeited to the City in the event that substantial progress on the proposed development has not been made by the end of the extension period.

Unavoidable Delay / Extended Schedule

FINDING #1: Applicant has requested a time extension of CUP 213-25 due to project delays beyond their control. Specifically, Applicant has identified increased project costs and scheduling impacts resulting from federal tariffs affecting steel and other construction materials, as well as additional coordination with The Dalles Wasco County Library District regarding long-term operational needs. These factors have extended the project timeline and constitute an unavoidable delay and an extensive construction schedule as contemplated under TDMC 10.3.050.070. **Criterion met.**

Consistency with Approved Conditional Use Permit

FINDING #2: The extension request is limited to an extension of time only and does not propose any changes to the approved site plan, building footprint, use, or conditions of approval associated with CUP 213-25. While staff acknowledges that ongoing discussions regarding potential library expansion could result in future design or scope changes, no such modifications are proposed as part of this request. Any future changes that materially affect the approved development would require separate land use review and approval in accordance with The Dalles Municipal Code. **Criterion met.**

Performance Guarantee

FINDING #3: Pursuant to TDMC 10.3.050.070, the Planning Commission may require a performance guarantee when granting a time extension for a conditional use permit. Given that the Applicant is the City of The Dalles and the project involves a public facility, staff finds that a performance guarantee is not necessary to ensure completion of the approved development. The Commission retains discretion to impose such a requirement should it determine one is warranted. **Criterion met**

Timely Request

FINDING #4: Applicant submitted a written request for a time extension (see **Exhibit C**) and the Planning Commission considered the request prior to the one-year expiration of CUP

213-25 (February 6, 2026). Therefore, the Commission has jurisdiction to act on the extension request pursuant to TDMC 10.3.050.070. **Criterion met.**

COMMISSION ALTERNATIVES:

1. **Staff recommendation:** Move to adopt Resolution No. PC 632-26 approving a minimum one-year extension of Conditional Use Permit 213-25, subject to all previously approved conditions of approval, based upon the findings of fact and conclusions of law set forth in the Agenda Staff Report.
2. If the Planning Commission desires to deny the request, move to direct staff to prepare a resolution of denial. The Planning Commission shall identify the specific review criteria upon which the denial is based.

ATTACHMENTS:

- **Exhibit A** – Resolution PC 625-25, *signed February 6, 2025*
- **Exhibit B** – CUP 213-25 Staff Report, *dated February 6, 2025*
- **Exhibit C** – Time Extension Request, *dated January 14, 2026*



CITY of THE DALLES
313 COURT STREET
THE DALLES, OREGON 97058

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

RESOLUTION PC 625-25

Approval of Conditional Use Permit Application **213-25, City of The Dalles**, for approval to demolish two structures (320 SF and 480 SF) and construct one structure of 4,800 SF. The new structure will consolidate the City's Maintenance Division operations and provide storage for The Dalles Wasco County Library and Friends of The Dalles Library Book Barn. This project is a Government Public Facility and will require a Community Facilities Overlay (CFO). Property is located at 722 Court Street and further described as 1N 13E 3 CB tax lot 800. Property is zoned RH – High Density Residential with a Neighborhood Center Overlay.

I. RECITALS:

- A. The Planning Commission of the City of The Dalles has on February 6, 2025 conducted a public hearing to consider the above request. A staff report was presented, stating the findings of fact, conclusions of law, and staff recommendation.
- B. Staff's report of Conditional Use Permit 213-25 and the minutes of the February 6, 2025 Planning Commission meeting, upon approval, provide the basis for this resolution and are incorporated herein by reference.

II. RESOLUTION:

Now, therefore, be it FOUND, DETERMINED, and RESOLVED by the Planning Commission of the City of The Dalles as follows:

In all respects as set forth in Recitals, Part "I" of this resolution, Conditional Use Permit 213-25 is hereby approved with the following conditions of approval:

1. Conditions Required Prior to Final Plan Approval:

- a. Final plan submission must meet all the requirements of The Dalles Municipal Code, Title 10 Land Use and Development, and all other applicable provisions of The Dalles Municipal Code.
- b. All final plans, consistent with all conditions of approval, shall be approved by the Community Development Director and the City Engineer prior to the issuance of a building permit.
- c. All construction/design plans for public infrastructure, improvements, or rights-of-way (ROW) shall be approved by the City Engineer.
- d. Applicant is required to coordinate any franchise utility requirements, timing of installation, and payment for services with the appropriate utility provider.

- e. Applicant must include refuse collection area landscaping buffer information on a revised site plan to ensure all landscaping requirements are addressed. Refuse collection area landscaping buffer may be waived if additional screening measures are used, so long as they comply with screening requirements of The Dalles Municipal Code.
- f. Applicant is required to include a revised site plan that details the total number of new, removed, or reconfigured parking spaces, including two new ADA parking spaces and accessways.

2. Conditions Required Prior to Construction

- a. A pre-construction meeting including the City Engineer and Construction Inspector is required prior to construction or site prep work. All public improvements shall first obtain design and construction approval from the City Engineer.

3. Conditions Required During Construction

- a. Shrubs used for screening must be planted in containers of at least 1 gallon and reach a height of 30 inches within 12 months.
- b. All refuse collection containers must be placed on concrete pads with positive surface drainage.
- c. All proposed franchise utilities are required to be installed in accordance with each utility provider.
- d. Applicant is required to resurface the upper parking lot to ensure that areas used for vehicle parking and maneuvering are surfaced with materials approved by the City Engineer.
- e. Applicant must install two additional ADA-compliant parking spaces in the lower lot, ensuring that at least one of the three required spaces is van-accessible.
- f. All ADA spaces must have the accessible parking symbol painted on the parking space as well as an accessible parking sign placed in front of the space.
- c. All parking spaces shall be striped and/or restriped.
- g. Applicant must install two new drive approaches on the upper lot and all associated sidewalk improvements to City and ADA standards.
- h. Applicant must install no less than five additional bicycle parking spaces near the front entry of the Library.
- i. Applicant is required to install an appropriate oil/water separator within the upper parking lot to control runoff generated from the new development

4. Conditions Required Prior to Use

- a. Upon completion of ROW improvements, the City Engineer will conduct a final inspection of all improvements to ensure they meet City standards before the City formally accepts them for ownership, operation or maintenance.
- b. All proposed improvements included within the plan set must be installed.

5. Ongoing Conditions

- a. All lighting shall not directly illuminate adjoining properties. Lighting sources shall be shielded and arranged so as not to produce glare in any public ROW, with a maximum illumination at the property line not to exceed 0.5 foot-candles.
- b. All development must adhere to the approved site plan for this development.
- c. The proposed use and operation shall comply with all applicable local, state, and federal standards, and shall not create a nuisance due to odor, vibration, noise, dust, vector control, smoke or gas. Applicant shall prevent the collection of nuisance materials and debris from being windblown or migrating off site.
- d. All landscaping, buffering, and screening must be adequately maintained and irrigated to ensure the survival of plant materials. Landscaping must include no less than 40% of live plant material.
- e. Applicant shall warranty all public improvements against any defects and workmanship provided for a period of one year from the date of the City’s final acceptance of the work.
- f. Applicant must establish oil/water separator maintenance agreement established with the City’s Public Works Department.

The Secretary of the Commission shall (a) certify to the adoption of the Resolution; (b) transmit a copy of the Resolution along with a stamped approved/denied site plan or plat to the applicant.

APPROVED AND ADOPTED THIS 6TH DAY OF FEBRUARY, 2025.



Cody Cornett, Chair
Planning Commission

I, Joshua Chandler, Community Development Director for the City of The Dalles, hereby certify that the foregoing Resolution was adopted at the regular meeting of the City Planning Commission, held on the 6th day of February, 2025.

AYES: Cornett, Grant, Pena, Pipinich, Poppoff

NAYS: —

ABSENT: Case, Portela

ABSTAIN: —



ATTEST: _____
Joshua Chandler, Director
Community Development Department
City of The Dalles



CITY of THE DALLES
313 COURT STREET
THE DALLES, OREGON 97058

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

STAFF REPORT CUP 213-25

Applicant: City of The Dalles
Procedure Type: Quasi-Judicial
Hearing Date: February 6, 2025
Property Owner: City of The Dalles
Assessor’s Map: Township 1 North, 13 East, Section 3 CB
Tax Lot: 800
Address: 722 Court Street
Zoning District: “RH” High Density Residential
Overlay: “NC” Neighborhood Center
Prepared By: Joshua Chandler, Community Development Director

REQUEST: Applicant is requesting approval to demolish two structures (320 SF and 480 SF) and construct one structure of 4,800 SF. The new structure will consolidate the City’s Maintenance Division operations and provide storage for The Dalles Wasco County Library and Friends of The Dalles Library Book Barn. This project is a Government Public Facility and will require a Community Facilities Overlay (CFO).

NOTIFICATION: Property owners within 300 feet, City Departments and Franchise Utilities.

COMMENTS RECEIVED: No comments received as of the date of this report.

REVIEW CRITERIA:

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

Section 10.3.010.040 Applications

A. Acceptance

FINDING #1: Applicant submitted a pre-application (Site Team) request on September 4, 2024; the meeting was held on September 12, 2024. Following the Site Team meeting, the City provided the applicant meeting notes on October 4, 2024. Applicant submitted the application and materials for Conditional Use Permit (CUP) No. 213-25 on January 13, 2025. **Criterion met.**

B. Completeness

FINDING #2: The application was deemed complete on January 21, 2025. **Criterion met.**

Section 10.3.020.050 Quasi-Judicial Actions

A. Decision Types.

FINDING #3: Pursuant to The Dalles Municipal Code (TDMC), CUP applications are processed as Quasi-Judicial Actions. **Criterion met.**

B. Staff Report.

FINDING #4: This document serves as the staff report. **Criterion met.**

C. Public Hearings.

FINDING #5: The public hearing is scheduled for February 6, 2025, which is within 16 days from the date the application was deemed complete. **Criterion met.**

D. Notice of Hearing.

FINDING #6: A notice of public hearing was sent to property owners within 300', as well as affected city departments, agencies and utilities on January 24, 2025, for consideration of a February 6, 2025 Planning Commission meeting. **Criterion met.**

Section 10.3.050.030 Applications

A. Applications.

FINDING #7: Digital copies of all required plans have been submitted. Staff determined no paper copies are required at this time. **Criterion met.**

B. Review.

FINDING #8: See Finding #3. Staff will include as a Condition of Approval that all final plans, consistent with all conditions of approval, be approved by the Community Development Director and the City Engineer prior to issuance of a building permit. **Criterion met with conditions.**

Section 10.3.050.040 Review Criteria

A. Permitted Conditional Use. The proposed use is conditionally permitted in the zone district where it is proposed to be located.

FINDING #9: Pursuant to TDMC 10.5.020.030, Community Facilities sites are conditionally permitted in the High Density Residential (RH) zone and must comply with the provisions of Article 5.100. Staff concluded that the proposed structure qualifies as a Government Public Facility, as its primary purpose is to centralize the City's Maintenance Division operations and provide storage for The Dalles-Wasco County Library and the Friends of The Dalles Library Book Barn. Additionally, per Article 5.100, libraries, museums, and cultural exhibits are only allowed within an established CFO. However, the current Library grounds are zoned RH with a Neighborhood Center (NC) overlay, which does not permit such uses. This CUP action not only enables the development of a new structure for government public facility purposes on the Library

grounds but also brings the Library property into compliance by establishing the appropriate overlay zone. **Criterion met.**

B. Standards. The proposed use conforms to all applicable standards of the zone district where the use is proposed to be located. The proposed use will also be consistent with the purposes of this Title, and any other statutes, ordinances, or policies that may be applicable.

FINDING #10: All applicable standards of TDMC are addressed within this staff report. **Criterion met.**

A. Impact. The proposed structure(s) and use(s) shall be designed and operated in such a way as to meet the standards of this Article. Impacts caused by the construction of the conditional use shall not be considered regarding a decision on the validation of the application.

- 1. Noise impacts across the property line shall not exceed 60 decibels. Noise related to traffic impacts shall not be included in this determination. Nothing in this Article shall modify other noise ordinance standards as adopted by the City.*

FINDING #11: As previously stated, the proposed facility will function as the City's Facilities Department shop and storage site, with the largest equipment being that of a bobcat (i.e. compact excavator) and occasional use of a table or chop saw. Applicant states that the equipment to be used on-site will be conducted indoors with doors closed and proper ventilation systems in place to contain and mitigate noise impacts. Any nuisance concerns that may arise with this development will be addressed on a complaint basis. **Criterion met.**

- 2. Lighting impacts across the property line shall not exceed 0.5 foot-candles (a foot-candle is the amount of light falling upon a 1-square-foot surface which is 1 foot away from a 1-candlepower light source.)*

FINDING #12: Applicant states that new exterior lighting will be limited to motion-activated or similar lights designed to illuminate only the immediate area around the building. Given the presence of existing PUD floodlights installed on-site to service this location and the adjacent parking lot, Applicant anticipates minimal need for additional lighting. As required per TDMC 10.3.030.040(F), lighting shall not directly illuminate adjoining properties. Lighting sources in the parking area shall be shielded and arranged so as not to produce glare in any public right-of-way (ROW). Maximum illumination at the property line may not exceed an average horizontal foot-candle of 0.3 for non-cut-off lights and 1.0 for cut-off lights. Staff will include these lighting requirements as conditions of approval. **Criterion met with conditions.**

- 3. Dust and other particulate matter shall be confined to the subject property.*

FINDING #13: The proposed facility will primarily function as a storage site for the City's Maintenance Division, Library, and Book Barn, with occasional on-site activities such as repairs, painting, carpentry, loading/unloading, vehicle maintenance, and cleaning. Since the majority of this work will occur indoors, dust or particulate emissions are not anticipated to affect surrounding properties or public ROW. Any

nuisance concerns that may arise with this development will be addressed on a complaint basis. **Criterion met.**

4. *The following odors shall be completely confined to subject property:*
 - a. *Industrial and/or chemical grade chemicals, solvents, paints, cleaners, and similar substances;*
 - b. *Fuels; and*
 - c. *Fertilizers, manure, or other animal waste products, other than for landscape installation and maintenance.*

FINDING #14: Applicant states that activities such as painting, carpentry, and related maintenance work will occur entirely within the building, using appropriate ventilation systems to contain and manage any odors. These activities will be limited to basic maintenance and repair, with no commercial or industrial operations taking place. Given these measures, odors from paints, solvents, or similar substances are anticipated to be fully confined to the subject property. Any nuisance concerns that may arise with this development will be addressed on a complaint basis. **Criterion met.**

5. *Vibrations shall not be felt across the property line.*

FINDING #15: Applicant has indicated that the intended uses of the facility will not generate vibrations that could be felt across property lines or impact surrounding properties and public ROW. Any nuisance concerns that may arise with this development will be addressed on a complaint basis. **Criterion met.**

6. *The transportation system is capable, or can be made capable, of supporting the additional transportation impacts generated by the use. Evaluation factors shall include, but are limited to:*
 - a. *Street designation and capacities;*
 - b. *On-street parking impacts;*
 - c. *Bicycle safety and connectivity;*
 - d. *Pedestrian safety and connectivity; and*

FINDING #16: The proposed facility will be located on the upper parking lot of the Library property with an existing 59 spaces, accessed via two established drive approaches on East 7th Place. This parking lot currently serves Library and City staff, Library patrons, and the general public. The proposed use will formalize operations already occurring on an unimproved portion of the property for the City's Maintenance Division and Library storage. As no significant increase in traffic or additional transportation impacts is anticipated, the existing transportation system is capable of supporting the proposed use without negatively affecting street capacity, parking, or pedestrian and bicycle connectivity or safety. **Criterion met.**

7. *In areas designated as Historic Districts, proposed development and redevelopment shall first require review and approval of the Historic Landmarks Commission in accordance with the procedures of Chapter 11.12 - Historic Resources.*

FINDING #17: The proposed use is not located in a historic district. **Criterion not applicable.**

Article 5.020 High Density Residential District

Section 10.5.020.030 Conditional Uses

A. Community facilities sites, subject to the provisions of Article 5.100: Community Facilities Overlay District.

FINDING #18: See Finding #9. **Criterion met.**

Section 10.5.020.070 Design Standards

FINDING #19: The proposed project meets the exterior elevation design standards of the applicable zoning code by incorporating various architectural elements that enhance visual interest and avoid large uninterrupted surfaces. The south-facing elevation, which fronts East 7th Place, features three man-doors, four roll-up garage doors, and three vinyl windows positioned above the man-doors. The east and west elevations, each 50 feet wide, include two vinyl windows on each side, while the north elevation incorporates six vinyl windows despite its limited visibility and location facing a cliff. The building design also includes wainscoting in a contrasting color to the main walls, complementing the adjacent Library's aesthetic. These features collectively provide sufficient horizontal and vertical articulation, ensuring compliance with TDMC 10.5.020.070. **Criterion met.**

Article 5.100 CFO Community Faculty Overlay District

Section 5.100.020 Allowed Uses

D. Government Public Facilities

FINDING #20: See Finding #9. **Criterion met.**

Section 10.5.100.050 Development Standards

FINDING #21: Pursuant to TDMC 10.5.100.050, developments within a CFO have no minimum requirements for lot size, width, or depth. Additionally, setbacks do not apply to this project since the property is an interior, non-corner lot. Building height within a CFO is generally governed by the underlying zoning regulations (RH). However, structures within 100 feet of a residential zone may not exceed 40 feet in height. Since the RH zone does not impose height limits for non-residential developments, the 40-foot standard applies. The project narrative confirms that the proposed structure will have a maximum height of 22 feet, complying with TDMC 10.5.100.050. Other development standards, including parking, landscaping, and access management, will be addressed in subsequent findings. **Criterion met.**

Section 10.5.100.060 Master Plans

A. General.

FINDING #22: Applicant provided a narrative and detailed plans of the proposed development. **Criterion met.**

Article 6.010 Landscaping Standards

10.6.010.050 Screening

FINDING #23: As shown on the site plan, an existing 6-foot-tall fence is located along the eastern property line of the parking lot, providing screening between the lot and the neighboring property to the east (311 East 7th Place). Applicant proposes installing a new chain-link fence with slats around the trash dumpster on the western edge of the upper parking lot. Further standards related to the trash enclosure will be addressed in subsequent findings. **Criterion met with conditions.**

Section 10.6.010.070 Required Landscaping by Zone

Zone CFO: Site Requirement: Subject to underlying zone requirements, unless reduced or expanded by the Commission through the conditional use review process.

FINDING #24: Pursuant to TDMC 10.6.010.070, landscaping within a CFO is governed by the requirements of the underlying zone, unless modified by the Planning Commission during the CUP review process. Since the RH zone does not impose specific landscaping requirements for non-residential developments, aside from parking lot landscaping and screening, no additional landscaping is required for this proposal. Applicant plans to preserve existing trees around the parking lot while adding new shrubbery, such as Juniper Blue Star and Rhododendron indicum, depending on availability. A total of 1,490 square feet of landscaping will be re-landscaped, covering the east and west sides of the parking lot, two center medians, and the frontage along East 7th Place. Additional landscaping standards for the parking lot will be discussed in subsequent findings.

Criterion met.

Article 6.050 Access Management

FINDING #25: The proposed structure will be accessed through the existing upper parking lot of the subject property by two existing drive approaches fronting on East 7th Place. Pursuant to TDMC 10.6.050.030 (I), permitted access connections which are in place as of the date of adoption of this Title that do not conform to the standards in this Article shall be designated nonconforming, and shall be brought into compliance when multiple events occur on a site, including a change of use occurring on a specific site(s) which requires review (i.e. CUP). As addressed in subsequent findings, the existing driveways are spaced approximately 100' from each other; therefore in compliance with the separation standards of TDMC 10.6.050.040. Staff determined the existing driveways comply with the access management standards of Article 6.050, but are required to be brought into current standards, further described in subsequent findings.

Criterion met.

Article 6.060 Driveway and Entrance Standards

FINDING #26: See Finding #25. Applicant proposes to remove and reinstall the two existing driveways along East 7th Place to meet City and ADA standards, each with a width of 24 feet. Both driveways will be located more than 5 feet from any property line. Pursuant to TDMC 10.6.060.020 (B), properties with more than 100 feet of frontage are allowed two driveways, each with a maximum width of 24 feet. As a condition of approval, both driveways must be constructed to City standards and receive the

appropriate permits approved by the City's Community Development and Public Works Departments before the work can be completed. **Criterion met with conditions.**

Section 10.7.020.100 Stormwater Pretreatment

FINDING #27: Pursuant to TDMC 10.7.020.100, all parking areas which are designed to accommodate 25 or more vehicles shall be required to install an oil/water separator to treat stormwater capture before discharging to the stormwater system. Applicant is proposing to install a catch basin and oil water separator within the existing parking lot to control runoff generated from the new development. As a condition of approval, Applicant is required to establish an annual oil/water separator maintenance agreement with the City's Public Works Department. **Criterion met with conditions.**

Section 10.7.030.020 Location, Surfacing, Striping and Curb Cuts

FINDING #28: The current driving surface of the upper parking lot has deteriorated due to years of use and repeated crack sealing treatments. In accordance with TDMC 10.7.010.010, off-street parking and loading areas must be properly maintained in compliance with Chapter 10.7 and other City ordinances by the property owner for each building, structure, or use that is established, constructed, or modified. As a condition of approval, the Applicant will be required to resurface the upper parking lot to ensure that areas used for vehicle parking and maneuvering are surfaced with materials approved by the City Engineer. Additionally, all parking spaces in both the upper and lower parking lots of the property must be striped/restriped. These requirements are included as conditions of approval. **Criterion met with conditions.**

Section 10.7.030.040 Landscaping Requirements

B. Landscaping/Screening Along a Public Right-of-Way.

FINDING #29: Applicant is proposing to re-landscape the existing ROW landscaping buffer along the East 7th Place frontage (540 square feet) with new shrubbery, including Juniper Blue Star and Rhododendron indicum (depending on availability). Pursuant to TDMC 10.7.030.040, shrubs used for screening parking lot areas must be planted in containers of at least 1 gallon to reach a height of 30 inches within 12 months. All landscaping shall be maintained and irrigated to ensure survival of plant materials. These requirements are included as condition of approval. **Criterion met with conditions.**

C. Interior Parking Lot Landscaping.

FINDING #30: Pursuant to TDMC 10.7.030.030 (C), parking areas must have at least one tree for every 10 parking spaces. The existing parking lots contain 72 parking spaces and currently feature seven trees. No additional trees are proposed to be added with this project. **Criterion met.**

Section 10.7.030.050 Accessible Parking

FINDING #31: Pursuant to TDMC 10.7.030.050(A), parking areas with 51 to 75 spaces must provide three ADA-accessible parking spaces, located nearest to an accessible building entry. Following a site inspection, staff confirmed that the property currently has only one ADA-accessible parking space. As a condition of approval, the Applicant must install two additional ADA parking spaces in the lower lot, ensuring that at least one is van-accessible. Additionally, each ADA space must be marked with the accessible

parking symbol and include a sign placed in front of the space. **Criterion met with conditions.**

Section 10.7.030.110 Refuse Collection

FINDING #32: As previously mentioned, Applicant proposes to install a 6-foot chain-link fence with slats around the refuse collection area on the western edge of the upper parking lot. Pursuant to TDMC 10.7.030.110, "refuse collection areas shall be screened by a solid wall, fence, evergreen hedge, or a combination of these methods to shield the refuse storage area from streets, accessways, and adjacent properties." Additionally, TDMC 10.6.010.050(D) states that a chain-link fence with slats qualifies as acceptable screening only if a landscape buffer is provided outside the fence. This buffer must reach an average height of 50% of the fence height within one year of planting.

As a condition of approval, the Applicant must either install a landscape buffer around the chain-link fence or replace the proposed design with screening that meets the referenced requirements. Furthermore, all refuse collection containers must be placed on concrete pads with positive surface drainage. Staff will include these requirements to ensure full compliance with TDMC 10.7.030.110 as conditions of approval. **Criterion met with conditions.**

Section 10.7.030.120 Outdoor Lighting

FINDING #33: See Finding #12. **Criterion met.**

Article 7.040 Bicycle Parking Design Standards

FINDING #34: As referenced in the application materials, the subject property currently has 12 bicycle parking spaces on racks located near the Library's front entrance, visible from inside the facility. Minimum bicycle parking requirements will be discussed in subsequent findings. **Criterion met.**

Section 10.7.060.010 Minimum and Maximum Off-Street Parking Requirements

- Library
 - *Minimum: 2.5 spaces/1,000 sq. ft. floor area | Maximum: 4 spaces/1,000 sq. ft. floor area | Bicycle: 1 space/1,000 sq. ft. floor area*
- Warehouses, freight distribution, and storage
 - *Minimum: 0.5 spaces/1,000 sq. ft. floor area up to 100,000 sq. ft. | Maximum: 1 space/1,000 sq. ft. up to 100,000 sq. ft. floor area 1,000 sq. ft. floor area | Bicycle: 0.1 space/1,000 sq. ft. floor area*

FINDING #35: Referring to the use types listed in Article 7.060, Staff determined the following bicycle parking requirements for the proposed development:

- Library (17,000 SF)
 - *Minimum: 42.5 | Maximum: 68 | Bicycle: 17*
- Warehouse (4,800 SF)
 - *Minimum: 2.4 | Maximum: 4.8 | Bicycle: 0.48*

- Total:
 - *Minimum:* 45 (rounded up from 44.9)
 - *Maximum:* 73 (rounded up from 72.8)
 - *Bicycle:* 17 (rounded down from 17.48)

As previously mentioned, the subject property currently has 72 parking spaces. The Applicant proposes removing six parking spaces directly in front of the new structure to enhance accessibility. Additionally, the lower parking lot may need to be reconfigured to accommodate two additional ADA spaces. With the current configuration, the subject property complies with the minimum/maximum parking requirements of TDMC Article 7.060.

As a condition of approval, the Applicant will be required to install at least five additional bicycle parking spaces to meet the requirements of TDMC 10.7.060.010. **Criterion met with conditions.**

Section 10.10.040 Pedestrian Requirements

FINDING #36: As previously mentioned, Applicant proposes to remove and reinstall the two existing driveways along East 7th Place to meet City and ADA standards. As a condition of approval, the drive approaches and associated sidewalk improvements must be completed before the facility becomes operational. **Criterion met with conditions.**

Section 10.10.050 Bicycle Requirements

FINDING #37: Pursuant to The Dalles Transportation System Functional Roadway Classification System, East 7th Place is classified as a local road; therefore, bicycle facilities are not required. **Criterion not applicable.**

Section 10.10.060 Street Requirements

FINDING #38: See Finding #36. **Criterion met with conditions.**

10.10.080 Public Improvement Procedures

FINDING #39: Prior to the installation of public facilities, a pre-construction meeting is required between the City's Public Works Department staff and the Applicant. This requirement is included as a Condition of Approval. **Criterion met with conditions.**

10.10.090 Final Inspection Procedure

FINDING #40: Upon completion of ROW improvements, the City Engineer will conduct a final inspection of all improvements to ensure they meet City standards before the City formally accepts them for ownership, operation or maintenance. Applicant shall warranty all public improvements against any defects and workmanship provided for a period of one year from the date of the City's final acceptance of the work. These requirements are included as conditions of approval. **Criterion met with conditions.**

Section 10.10.100 Franchise Utility Installations

A. General

FINDING #41: Applicant is required to coordinate all franchise utility requirements, timing of installation, and payment for services with the appropriate utility provider. This requirement is included as a condition of approval. **Criterion met with conditions.**

RECOMMENDATION: Based on the application materials and findings demonstrating compliance with the applicable criteria, **Staff recommends approval of Conditional Use Permit 213-25, subject to the following conditions of approval.** Any modifications to the approved plans other than those required by this decision will require a new land use application and approval.

1. Conditions Required Prior to Final Plan Approval:

- a. Final plan submission must meet all the requirements of The Dalles Municipal Code, Title 10 Land Use and Development, and all other applicable provisions of The Dalles Municipal Code.
- b. All final plans, consistent with all conditions of approval, shall be approved by the Community Development Director and the City Engineer prior to the issuance of a building permit.
- c. All construction/design plans for public infrastructure, improvements, or rights-of-way (ROW) shall be approved by the City Engineer.
- d. Applicant is required to coordinate any franchise utility requirements, timing of installation, and payment for services with the appropriate utility provider.
- e. Applicant must include refuse collection area landscaping buffer information on a revised site plan to ensure all landscaping requirements are addressed. Refuse collection area landscaping buffer may be waived if additional screening measures are used, so long as they comply with screening requirements of The Dalles Municipal Code.
- f. Applicant is required to include a revised site plan that details the total number of new, removed, or reconfigured parking spaces, including two new ADA parking spaces and accessways.

2. Conditions Required Prior to Construction

- a. A pre-construction meeting including the City Engineer and Construction Inspector is required prior to construction or site prep work. All public improvements shall first obtain design and construction approval from the City Engineer.

3. Conditions Required During Construction

- a. Shrubs used for screening must be planted in containers of at least 1 gallon and reach a height of 30 inches within 12 months.
- b. All refuse collection containers must be placed on concrete pads with positive surface drainage.
- c. All proposed franchise utilities are required to be installed in accordance with each utility provider.

- d. Applicant is required to resurface the upper parking lot to ensure that areas used for vehicle parking and maneuvering are surfaced with materials approved by the City Engineer.
 - e. Applicant must install two additional ADA-compliant parking spaces in the lower lot, ensuring that at least one of the three required spaces is van-accessible.
 - f. All ADA spaces must have the accessible parking symbol painted on the parking space as well as an accessible parking sign placed in front of the space.
 - c. All parking spaces shall be striped and/or restriped.
 - g. Applicant must install two new drive approaches on the upper lot and all associated sidewalk improvements to City and ADA standards.
 - h. Applicant must install no less than five additional bicycle parking spaces near the front entry of the Library.
 - i. Applicant is required to install an appropriate oil/water separator within the upper parking lot to control runoff generated from the new development.
4. **Conditions Required Prior to Use**
- a. Upon completion of ROW improvements, the City Engineer will conduct a final inspection of all improvements to ensure they meet City standards before the City formally accepts them for ownership, operation or maintenance.
 - b. All proposed improvements included within the plan set must be installed.
5. **Ongoing Conditions**
- a. All lighting shall not directly illuminate adjoining properties. Lighting sources shall be shielded and arranged so as not to produce glare in any public ROW, with a maximum illumination at the property line not to exceed 0.5 foot-candles.
 - b. All development must adhere to the approved site plan for this development.
 - c. The proposed use and operation shall comply with all applicable local, state, and federal standards, and shall not create a nuisance due to odor, vibration, noise, dust, vector control, smoke or gas. Applicant shall prevent the collection of nuisance materials and debris from being windblown or migrating off site.
 - d. All landscaping, buffering, and screening must be adequately maintained and irrigated to ensure the survival of plant materials. Landscaping must include no less than 40% of live plant material.
 - e. Applicant shall warranty all public improvements against any defects and workmanship provided for a period of one year from the date of the City's final acceptance of the work.
 - f. Applicant must establish an oil/water separator maintenance agreement with the City's Public Works Department.

COMMISSION ALTERNATIVES:

1. **Staff recommendation:** The Planning Commission move to adopt Resolution PC 625-25 approving Conditional Use Permit 213-25, with the proposed conditions of approval included with this report, based upon the findings of fact and conclusions of law set forth in the Agenda Staff Report.
2. If the Planning Commission desires to deny Conditional Use Permit 213-25, move to direct staff to prepare a resolution of denial. The Planning Commission shall identify the specific criteria concerning this decision.



Request for Extension

From Matthew Klebes <mklebes@thedalles.gov>
Date Wed 1/14/2026 11:10 AM
To Joshua Chandler <jchandler@thedalles.gov>
Cc Michael Kasinger <mkasinger@thedalles.gov>

Good Morning Josh,

I'd like to request a minimum of a 1 year extension to CUP 213-25 which was approved by the Planning Commission on February 6, 2025. CUP 213-25 approved the demolition of two structures and the construction of one new structure in their place. This new building is intended to be used for the City's Maintenance Division and The Dalles Wasco County Library. The project cost and timeline has been impacted in various ways, most notably by Federal tariffs particularly affecting the cost of steel and other project components as well as additional discussion with The Dalles/Wasco County Library District on their long term needs and plans.

Please let me know if you have any question or additional information is needed. Thank you

Matthew Klebes
City Manager
City of The Dalles
313 Court Street
The Dalles, Oregon 97058
(541) 296-5481

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CITY of THE DALLES

313 COURT STREET
THE DALLES, OREGON 97058

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

RESOLUTION PC 632-26

Approval of a One-Year Time Extension for Conditional Use Permit Application **213-25**, City of The Dalles.

I. RECITALS:

- A. The Planning Commission of the City of The Dalles conducted a public hearing on February 6, 2025, to consider the above request. A staff report was presented, stating the findings of fact, conclusions of law, and staff recommendation.
- B. Staff's report of Conditional Use Permit 213-25 and the minutes of the February 6, 2025, Planning Commission meeting, upon approval, provided the basis for this resolution and are incorporated herein by reference.
- C. The City of The Dalles has submitted a written request for a one-year extension of Conditional Use Permit 213-25, and the Planning Commission has reviewed the staff report dated February 5, 2026, regarding the proposed extension. The extension request is limited to a time extension only; no changes to the approved plans, use, or conditions are proposed.

II. RESOLUTION:

Now, therefore, be it FOUND, DETERMINED, and RESOLVED by the Planning Commission of the City of The Dalles as follows:

Conditional Use Permit 213-25 is hereby extended for a period of one year, commencing immediately following the original expiration date of February 6, 2026. All previously approved conditions of approval set forth in Resolution PC 625-25 remain in full force and effect and shall apply throughout the extended permit period. No changes to the approved site plan, building footprint, use, or conditions are authorized under this extension.

A full listing of the conditions of approval from Resolution PC 625-25 is included as **Exhibit A** and incorporated herein by reference.

The Secretary of the Commission shall (a) certify to the adoption of the Resolution; (b) transmit a copy of the Resolution along with a stamped approved/denied site plan or plat to the applicant.

APPROVED AND ADOPTED THIS 5TH DAY OF FEBRUARY 2026.

Cody Cornett, Chair
Planning Commission

I, Joshua Chandler, Community Development Director for the City of The Dalles, hereby certify that the foregoing Resolution was adopted at the regular meeting of the City Planning Commission, held on the 5th day of February 2026.

AYES: _____

NAYS: _____

ABSENT: _____

ABSTAIN: _____

ATTEST: _____
Joshua Chandler, Director
Community Development Department
City of The Dalles



STAFF REPORT

To: City of The Dalles Planning Commission

Meeting Date: February 5, 2026

Re: Planning Commission Bylaw Amendments

Prepared by: Joshua Chandler, Community Development Director

DISCUSSION:

Similar to other public boards and commissions, the City of The Dalles Planning Commission operates under adopted bylaws that establish procedures for meetings, hearings, and Commission operations. These bylaws, like the City’s Comprehensive Plan and The Dalles Municipal Code (TDMC), are periodically updated to reflect changes in state law, City practice, and organizational structure.

The Planning Commission last completed a comprehensive bylaw update in 2023, which focused primarily on procedural adjustments related to the COVID-19 pandemic, including virtual participation, attendance expectations, and meeting decorum, as well as improved consistency with TDMC Chapter 11.04.

Since that time, the City has completed a two-phase reorganization of Planning Commission functions. Phase 1 amended TDMC Chapter 11.04 through General Ordinance No. 25-1422, adopted November 24, 2025, updating Planning Commission procedures and meeting structure. Phase 2 implemented a Hearings Officer system through General Ordinance No. 26-1424, adopted January 12, 2026, delegating quasi-judicial and certain administrative land use decisions to the Hearings Officer and allowing the Planning Commission to focus on legislative and long-range planning matters.

The proposed bylaw amendments are a necessary follow-up to this work. While many of the changes reflected in the draft bylaws are already in practice through adopted ordinances and operational procedures, the bylaws have not yet been comprehensively updated to reflect the Planning Commission’s revised role, meeting schedule, and coordination with the Hearings Officer. This update formalizes those changes and ensures consistency across City governing documents.

The proposed amendments generally address the following areas:

- Reorganization and clarification of the bylaws to improve readability, internal consistency, and ease of reference.
- Updates to align the bylaws with current Oregon Revised Statutes and applicable provisions of the TDMC.
- Clarification of Planning Commission roles, authority, and procedures following implementation of the Hearings Officer system.
- Refinement of meeting procedures, quorum requirements, voting standards, and attendance expectations, including limited provisions for remote participation.
- Updates to public hearing procedures, public comment, and meeting decorum to promote orderly proceedings and procedural fairness.
- Expanded and clarified ethics, conflict-of-interest, and quasi-judicial hearing provisions to reduce ambiguity and legal risk.

The proposed amendments do not materially alter the Planning Commission’s fundamental powers or decision-making authority. Rather, they codify existing practices, ensure alignment with adopted code amendments, and provide clear procedural guidance for Commissioners, staff, applicants, and the public. Given the broader structural changes already adopted by City Council, these bylaw updates are largely administrative in nature and represent the final step in implementing the City’s updated Planning Commission and Hearings Officer framework.

COMMISSION ALTERNATIVES:

1. **Staff recommendation:** Move to adopt the proposed Planning Commission Bylaws as presented.
2. Move to amend and adopt the proposed Planning Commission Bylaws, with modifications as determined by the Commission.
3. Move to decline adoption of the proposed Planning Commission Bylaws and direct staff to return with revisions or additional information, as appropriate.

ATTACHMENTS:

- **Attachment 1** – Proposed Planning Commission Bylaws
- **Attachment 2** – *Draft Edits* of the Proposed Planning Commission Bylaws

**PLANNING COMMISSION
CITY OF THE DALLES
BYLAWS**

Adopted: February 5, 2026

WHEREAS, ORS 227.020 provides a city may create a planning commission for the city and provide for its organization and operations;

WHEREAS, TDMC 11.04.010 codifies General Ordinance No. 917 to reestablish the City of The Dalles (**City**) Planning Commission (**Commission**);

WHEREAS, TDMC 11.04.110 authorizes the Commission to adopt rules governing its business; and

WHEREAS, the Commission wishes to adopt BYLAWS in order to provide rules and procedures for its Commissioners, meetings, and activities.

NOW, THEREFORE, the Commission hereby adopts the following:

SECTION I – ORGANIZATION AND MEETINGS

- A. Powers and Duties. All rules of the Commission are subject to ORS Chapter 227, The Dalles Municipal Code (**TDMC**) Title 10 (*Land Use and Development*) (**LUDO**), and TDMC Title 11 (*Planning*), all as amended; specifically, the Commission's powers and duties are a function of ORS 227.090 and TDMC 11.04.080.
- B. Composition and Term. The Commission's membership is a function of ORS 227.030 and TDMC 11.04.020. Each Commissioner shall be appointed by the City's Mayor (**Mayor**) and subject to confirmation by the City Council for four-year terms pursuant to TDMC 11.04.030.
- C. Chair and Vice Chair. Pursuant to TDMC 11.04.060, the Commission shall, at its first meeting in each year, elect one of its Commissioners to serve as Chair and another to serve as Vice Chair for one-year terms. Nominations for Chair and Vice Chair shall be by oral motion, duly made and seconded, placing a name for Commission consideration. All decisions of the Chair shall be subject to review by a majority of the Commissioners present upon motion duly made and seconded, and such a motion shall have priority over all other matters. Aside from the Chair's Presiding Officer responsibilities, the Vice Chair shall perform the Chair's duties in the Chair's absence and shall have at such times the authority to sign appropriate documents.
- D. Presiding Officer. The Chair of the Commission shall be the Presiding Officer for all Commission meetings. In the absence of the Chair and Vice Chair, the remaining Commissioners shall elect a temporary Presiding Officer.
- E. Vacancy and Removal. Commission vacancies and removal is a function of TDMC 11.04.050.

F. Attendance.

- (1) Any Commissioner knowing they will be absent from a Commission meeting shall give at least 24 hours' notice to the Chair, the City's Community Development Department (**Department**) Director (**Director**), and the Secretary to the Commission, to the extent possible.
- (2) Commissioner absences are a function of TDMC 11.04.050.
- (3) In-person Commissioner attendance at the Commission's regular meetings is expected; however, virtual attendance by means of video conference may be made available. Any Commissioner who understands they will be unavailable to physically attend a regular meeting may request a virtual attendance option by providing notice to the Chair, Director, and Secretary to the Commission no later than noon on the date of the regular meeting, to the extent possible.
- (4) All Commissioners participating in Commission meetings through video conferencing must ensure a stable internet connection, be located in a setting with no background noise or visual distractions, mute their microphone unless speaking, and keep their camera on throughout the duration of the meeting.

G. Compensation. Commissioners shall serve without compensation other than reimbursement for duly authorized expenses.

H. Qualifications. Commission qualifications are a function of TDMC 11.04.040 and ORS 227.030(4).

I. Quorum. A majority of Commissioners constitutes a quorum. A quorum is required to convene any meeting of the Commission, to deliberate toward a decision, and for all formal actions. Fewer than a quorum may attend informational briefings or trainings but shall not deliberate toward a decision. For purposes of these BYLAWS, a quorum ordinarily requires four Commissioners; if two positions are vacant, a quorum requires three Commissioners; and if four positions are vacant, a quorum requires two Commissioners.

J. Votes.

- (1) Each Commissioner shall be heard and vote upon any matter before the Commission; provided, however, no Commissioner shall vote or participate in any matter as to which they may be disqualified pursuant to **Section V.**
- (2) When a matter is called for a vote, the Chair shall (before a vote is taken) state the question before the Commission in general terms and announce the decision of the Commission after such vote. Voting shall be by oral vote. All votes, whether positive, negative, or abstentions, shall be recorded in the minutes.
- (3) Decisions shall be rendered by those Commissioners present and the majority vote of those members present shall prevail. Voting *in absentia* or by proxy is not permitted. In cases of tie votes, decisions shall be deemed a denial of the motion before the Commission.

- (4) Commissioners may not vote on approving minutes for a meeting they did not attend. A Commissioner may not vote on a project or application heard at a series of meetings if the Commissioner was not present at all meetings where the project was considered; provided, however, a Commissioner may so vote if they watched or listened to the audio or audio-visual recording of the meeting(s) from which they were absent.
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- N. Decorum. The Presiding Officer shall preserve decorum during meetings and shall decide all points of order, subject to the Commission's appeal. All Commissioners and meeting attendees are expected to preserve decorum during meetings and shall not, by conversation or action, delay or interrupt any meeting or refuse to obey the Presiding Officer's orders or these BYLAWS. Disruptive behavior shall not be permitted and shall be grounds for the suspension of any meeting at any time. Disruptive behavior specifically includes providing irrelevant, immaterial, or unduly repetitious testimony or evidence. The Presiding Officer shall warn a person engaging in disruptive behavior they may be removed from any meeting after the warning and may cause their removal from any meeting after the warning if their disruptive behavior then continues.

SECTION II – COMMISSIONER APPOINTMENTS

Members shall be nominated, appointed, or re-appointed according to the following procedures:

- A. Selection. Selection of applicants to the Commission will be at the sole discretion of the Mayor, subject to confirmation by the City Council, and may include any reasonable means of selection.
- B. Application. Commission candidates shall submit an application to the City Clerk. The City Clerk shall forward applications received to the Mayor for consideration.
- C. Confirmation. The Mayor shall forward appointments to the City Council for its confirmation at a regularly scheduled City Council meeting. Appointments shall be made as soon as practicable after the close of the application period.
- D. Expiration Notice. The City Clerk shall notice each Commissioner their term is expiring 90 days before their term naturally expires.

SECTION III – PLANNING COMMISSION STAFF

- A. Secretary. The Director or their designee shall serve as Secretary to the Commission and shall keep an accurate, permanent, and complete record of all Commission proceedings.
- B. Minutes. The Secretary to the Commission shall be responsible for the preparation of Commission minutes.
- C. Director and Department Duties. Subject to the direction of the Commission and Chair, the Director and the Department shall perform the following duties:
 - (1) Conduct all correspondence of the Commission, send out all notices required by law or ordinances, attend all meetings and hearings of the Commission, keep the dockets and minutes of the Commission's proceedings, compile all required records, and maintain the necessary files and indexes.
 - (2) Enter into the record the number of appeals, applications, and legislative planning actions; the name of the appellant, applicant, or proponent; a short description by address and legal description of the premises (if applicable); the nature of the appeal, application, or legislative planning action; and the final disposition after the case has been disposed of.
 - (3) Enter into the record all continuances, postponements, dates of sending notices, and other steps taken or acts done by the Commission or its officers on behalf of the Commission.
 - (4) Record into the minutes the decision relating to each case acted on by the Commission, together with the vote of each Commissioner, together with all other actions of the Commission and the full reasons for its decisions.
- D. City Attorney Duties. The City Attorney shall act as the Commission's legal advisor in the conduct of all proceedings.
- E. City Engineer Duties. In addition to the Director and City Attorney, the City Engineer shall be considered Commission staff.

SECTION IV – PUBLIC HEARINGS

- A. **Public Hearings Generally.** The Commission’s legislative hearings (and, when designated as the hearings body under TDMC Title 10, any quasi-judicial land use hearings) are a function of Oregon law, TDMC 11.04.090, and TDMC Title 10. The Commission shall conduct such public hearings in accordance with TDMC Title 10, any procedures for hearings adopted by the City Council under ORS 227.170, and, for local quasi-judicial land use hearings, ORS 197.797.
- B. **Public Testimony.** Before testifying, each person shall be recognized by the Chair and state their name for the record. For quasi-judicial hearings, persons providing testimony should also provide either a mailing address or email address for purposes of notice of decision and appeal notices under TDMC Title 10. Public hearings shall be conducted in an orderly and professional manner.
- C. **Substantial Evidence.** In all cases, the Commission shall enter findings based upon *substantial evidence* in the whole record before it to justify its decision. *Substantial evidence* is evidence a reasonable person would rely upon to reach a conclusion, notwithstanding different reasonable people could draw different conclusions from the evidence.
- D. **Staff Report.** For quasi-judicial hearings where the Commission is the hearings body under TDMC Title 10, no quasi-judicial decision shall be made unless a staff report is prepared by the Director and provided to the Commissioners prior to the hearing consistent with TDMC Title 10. Any Commissioner participating in a public hearing must come prepared to the hearing having read the staff report prior to making a decision; if not, such Commissioner shall disclose their failure to prepare to the Commission prior to participating.
- E. **Permissible Actions.** When the Commission is the designated approving authority under TDMC Title 10, at a hearing the Commission must either approve an application as submitted, deny an application, or approve an application with conditions deemed necessary to carry out the intent of and consistent with the City of The Dalles Comprehensive Plan and LUDO. Prior to the conclusion of the initial evidentiary hearing, any participant may request an opportunity to present additional evidence, arguments, or testimony regarding the application; in that case, the Commission shall follow the procedures in ORS 197.797 and TDMC Title 10.
- F. **Decision and Resolution.** The Commission shall vote on the matter following closure of the public hearing. The Chair shall state the Commission’s decision and (where appropriate) shall direct the Director to prepare a resolution stating the Commission’s action, including the findings of fact, statements of law, and any conditions of approval.
- G. **Repeat Applications.** If an application is denied by the Commission or by a reviewing body after review, any new application for the same or substantively the same request is subject to the applicable limitations on repeat applications described in TDMC Title 10.
- H. **Conditions of Approval.** The Commission may approve a conditional use permit subject to any and all conditions the Commission deems necessary to satisfy the review criteria and mitigate identified impacts, provided such conditions are related to the proposed

development or to the operational characteristics of the proposed use. Conditional approvals shall be limited as follows:

- (1) Time limitations may be set by the Commission in which compliance with conditions shall be met.
 - (2) Such conditions shall be conceived to fulfill public needs for protection from potentially adverse effects of the proposed use and public service demands created by the proposed use.
 - (3) Changes or alterations to conditions may be processed as a new application.
 - (4) Prior to issuance of the written decision, the Director and City Attorney shall review proposed conditions for operational feasibility and legal sufficiency. If the Director or City Attorney identifies a condition that is unlawful or clearly inconsistent with adopted City policy or intergovernmental obligations, staff shall return the matter to the Commission for clarification or correction before the written decision is issued, or the condition may be severed only if doing so is consistent with the Commission's motion and does not materially change the approval. Any substantive modification beyond clerical corrections shall be addressed by the Commission or through the appeal process under TDMC Title 10.
- I. Adjournment. The Commission may adjourn any hearing in order to obtain additional information it feels is necessary to make a reasonable decision. Persons previously notified need not be notified of the resumption of said hearing if the date and time of the continued hearing is announced at the adjournment of the initial hearing, unless the Commission orders special notice be given to persons who were previously notified.
- J. Parties of Record. For any quasi-judicial land use hearing where the Commission is acting as the hearings officer or hearings body under TDMC Title 10, the Secretary shall maintain a list of parties of record for purposes of providing the notice of decision and appeal hearing notices required by TDMC Title 10. Parties of record include the applicant and any person who makes an appearance of record under **subsection K**. Eligibility to file a local appeal is governed by TDMC Title 10, including TDMC 10.3.020.080, and ORS 227.180. Eligibility to seek judicial review is governed by state law, including ORS 197.830.
- K. Appearances of Record. A person makes an appearance of record by appearing before the Commission orally or in writing. An oral appearance of record occurs when a person provides oral testimony before the close of the evidentiary record. A written appearance of record occurs when a person submits written testimony before the close of the evidentiary record. Written testimony must include the person's name and either a mailing address or email address. This **Section** and **subsection** is intended to align with TDMC Title 10 testimony procedures and ORS 197.797.
- L. Review and Appeals. Reviews and appeals of any Planning Commission action at any public hearing are a function of Oregon law and TDMC Title 10, including TDMC 10.3.020.080 (*Appeal Procedures*).
- M. Hearing Record. A verbatim record of the proceeding shall be made by oral, written, or mechanical means, which record need not be transcribed.

Planning Commission Bylaws

February 5, 2026
Page 7 of 12

- N. Public Testimony. The Chair shall limit a person's testimony to three minutes or less to encourage parties to submit as much evidence as possible in writing prior to the public hearing. The Chair may exclude or limit cumulative, repetitious, or immaterial testimony. The Chair may allow additional time for testimony from an applicant and the principal opponent of an application.

- O. Exhibits. All exhibits received shall be marked so as to provide identification upon review. Such exhibits shall be returned when the period for review has expired but shall otherwise be preserved by the Director. Evidence may be received subject to a later ruling as to its admissibility.

SECTION V – ETHICS

- A. **Ethics Generally.** Commissioner ethics is a function of ORS Chapter 244. All Commissioners are public officials subject to the jurisdiction of the Oregon Government Ethics Commission for violations of and personal liability to the Oregon Government Ethics Law. In addition, Commissioners shall refrain from disclosing confidential information, taking action which benefits special interest groups or persons at the expense of the City as a whole, expressing an opinion contrary to the official position of the Commission without so saying, or conducting themselves in a manner so as to bring discredit on the Commission or the City.
- B. **No Conflicts.** No Commissioner shall participate in any Commission proceeding in which any of the persons or entities listed in Oregon law or TDMC 11.04.090(A) has or would have a direct or substantial financial interest.
- C. **Full Disclosure.** Commissioners shall disclose, at the public hearing where the action is considered, any actual or potential financial or other interest potentially leading to bias or partiality.
- D. **Challenge for Impartiality.** Any party to any action may, in relation to the action, challenge the impartiality of any Commissioner before or during the public hearing on the action. A challenge must include the facts relied upon by the challenging party relating to the Commissioner's alleged bias, prejudgment, or personal interest, or other facts from which the party has concluded the Commissioner cannot participate in the decision in an impartial manner.
- E. **Bias.** In the event of a challenge for bias, the Commissioner shall respond with a statement of capacity to participate in the public hearing, which shall be part of the record. The statement shall refer to the challenge and include the reasons why the Commissioner wishes to participate or be disqualified. The statement of capacity to hear shall not be subject to cross examination but shall be subject to rebuttal by the challenging party.
- F. **Ex Parte Contacts.** Commissioners shall comply with the ex parte contact disclosure and rebuttal requirements under TDMC Title 10 and ORS 227.180. If a Commissioner has an ex parte contact concerning a pending quasi-judicial land use matter, the Commissioner shall, at the opening of the appropriate public hearing, disclose the contact on the record, including the substance of the communication and any written materials not already part of the record, and shall allow parties a reasonable opportunity to respond.
- G. **Disqualification.** Requests for disqualification based upon bias or ex parte contact shall be considered by the entire Commission present and be granted upon majority consent (excluding the individual disclosing or challenged concerning bias or ex parte contact). The Commission shall consider the evidence in the record and decide whether the individual can reasonably be expected to render an impartial decision. In the event a Commissioner is disqualified, they shall remove themselves from the dais and the remaining Commissioners shall hear the application. In the event of no quorum resulting from the disqualification, the application will be rescheduled to a future meeting.

SECTION VI – BURDEN OF PROOF

- A. Burden on Applicant. When the Commission is the designated quasi-judicial approving authority under TDMC Title 10, the burden of proof is placed upon the applicant seeking approval of the proposed action. Such proof shall show:
- (1) the proposed action complies with applicable statewide planning goals, Oregon Revised Statutes and Oregon Administrative Rules, and the City of The Dalles Comprehensive Plan; and
 - (2) the proposed action is in accordance with the applicable standards and criteria of the LUDO.

SECTION VII – REPEAL & LIMITATIONS

- A. Repeal. These BYLAWS repeal and replace all previous versions.
- B. Severability. Any provision of these BYLAWS deemed illegal or unenforceable is severed from the BYLAWS and the other provisions remain in force.
- C. Limitations. These BYLAWS are authorized by and subject to Oregon law and The Dalles Municipal Code Title 11 (*Planning*), Chapter 11.04 (*Planning Commission*); any rule, requirement, regulation, obligation, duty, or discretion provided by these BYLAWS is at all times limited in impact and applicability by those authorities.
- D. Conflict with Laws. In the event of an apparent or actual conflict between any provision of these BYLAWS and those authorities listed in **Section VII(C)** (as determined by the City Attorney in their sole discretion), the Commission shall attempt to reconcile those conflicting provisions so as to harmonize them; if the City Attorney determines those conflicting provisions are not reasonably reconcilable, Oregon law controls over all, then The Dalles Municipal Code controls, then these BYLAWS control.

SECTION VIII – AMENDMENTS

- A. Amendments. Any Commissioner, the Director, or the City Attorney may propose amendments to these BYLAWS, and the Commission must approve an amendment by majority vote of Commissioners present before it becomes effective.

APPROVED AND ADOPTED THIS 5TH DAY OF FEBRUARY, 2026.

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 the Planning Commission’s regular meeting held on the 5th day of February, 2026.

ATTEST: _____
Joshua Chandler, Community Development Director

Voting Yes Commissioners: _____

Voting No Commissioners: _____

Abstaining Commissioners: _____

Absent Commissioners: _____

**PLANNING COMMISSION
CITY OF THE DALLES
BYLAWS**

Adopted: ~~December 18, 2025~~ February 5, 2026

WHEREAS, ORS 227.020 provides a city may create a planning commission for the city and provide for its organization and operations;

WHEREAS, TDMC 11.04.010 codifies General Ordinance No. 917 to reestablish the City of The Dalles (**City**) Planning Commission (**Commission**);

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NOW, THEREFORE, the Commission hereby adopts the following:

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- A. Powers and Duties. All rules of the Commission are subject to ORS Chapter 227-~~(City Planning and Zoning), Title 10 of~~ The Dalles Municipal Code (TDMC) Title 10 (Land Use and Development), ~~(LUDO)~~, and TDMC Title 11-of The Dalles Municipal Code (Planning), all as amended; specifically, the Commission's powers and duties are a function of ORS 227.090 and TDMC 11.04.080.
- B. Composition and Term. The Commission's membership is a function of ORS 227.030 and TDMC 11.04.020. Each Commissioner shall be appointed by the City's Mayor (**Mayor**) and subject to confirmation by the City Council for four-year terms pursuant to TDMC 11.04.030.
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Planning Commission Bylaws

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- A. **Public Hearings Generally.** The Commission's ~~land use and development~~ legislative hearings ~~(and, when designated as the hearings body under TDMC Title 10, any quasi-judicial land use hearings)~~ are a function of Oregon law, TDMC 11.04.090, and TDMC ~~11.04.090~~ Title 10. The Commission shall conduct such public hearings ~~on proposed actions~~ in accordance with ~~Oregon law~~ TDMC Title 10, any procedures for hearings adopted by the City Council under ORS 227.170, and ~~the LUDO~~, for local quasi-judicial land use hearings, ORS 197.797.
- B. **Public Testimony.** ~~Under no circumstances shall a~~ Before testifying, each person ~~testify without first receiving recognition from~~ shall be recognized by the Chair and ~~then stating~~ state their name ~~and address~~ for the record ~~to ensure the Director has the information necessary to comply with the LUDO's and Oregon law's~~. For quasi-judicial hearings, persons providing testimony should also provide either a mailing address or email address for purposes of notice of decision requirements and appeal notices under TDMC Title 10. Public hearings shall be conducted in an orderly and professional manner.
- C. **Substantial Evidence.** In all cases, the Commission shall enter findings based upon *substantial evidence* in the whole record before it to justify its decision. *Substantial evidence* is evidence a reasonable person would rely upon to reach a conclusion, notwithstanding different reasonable people could draw different conclusions from the evidence.
- D. **Staff Report.** ~~No action on a public hearing~~ For quasi-judicial hearings where the Commission is the hearings body under TDMC Title 10, no quasi-judicial decision shall be ~~taken~~ made unless a staff report is prepared by the Director and ~~delivered~~ provided to the Commissioners prior to the hearing consistent with ~~Oregon law~~ TDMC Title 10. Any Commissioner participating in a public hearing must come prepared to the hearing having read the staff report prior to making a decision; if not, such Commissioner shall disclose their failure to prepare to the Commission prior to participating.
- E. **Permissible Actions.** ~~At a hearing,~~ When the Commission is the designated approving authority under TDMC Title 10, at a hearing the Commission must either approve an application as submitted, deny an application, or approve an application with conditions deemed necessary to carry out the intent of and consistent with the City of The Dalles Comprehensive Plan and LUDO. Prior to the conclusion of the initial evidentiary hearing, any participant may request an opportunity to present additional evidence, arguments, or testimony regarding the application; in that case, the Commission shall follow the procedures ~~codified as ORS 197.763 (Conduct of local quasi-judicial land use hearings)~~ in ORS 197.797 and TDMC Title 10.

F. Decision and Resolution. The Commission shall vote on the matter following closure of the public hearing. The Chair shall state the Commission's decision and (where appropriate) shall direct the Director to prepare a resolution stating the Commission's action, including the findings of fact, statements of law, and any conditions of approval.

G. ~~One Year Bar~~. Repeat Applications. If ~~the~~an application is denied by the Commission or by a reviewing body after review, ~~no~~any new application for the same or substantively the same request ~~shall be accepted for at least one year from the date of final order~~is subject to the applicable limitations on the action~~repeat applications described in TDMC Title 10.~~

H. Conditions of Approval. The Commission may approve a conditional use permit subject to any and all conditions the Commission deems necessary to satisfy the review criteria and mitigate identified impacts, provided such conditions are related to the proposed development or to the operational characteristics of the proposed use. Conditional approvals shall be limited as follows:

(1) Time limitations may be set by the Commission in which compliance with conditions shall be met.

(2) Such conditions shall be conceived to fulfill public needs for protection from potentially adverse effects of the proposed use and public service demands created by the proposed use.

(3) Changes or alterations to conditions may be processed as a new application.

~~(4) Following the Commission's imposition of a condition at a public hearing, the Director shall verify conditions do not adversely impact any City department or local agency and the City Attorney shall verify conditions do not violate applicable law. If either the Director or City Attorney determine an imposed condition so adversely impacts or violates, the Director is authorized to sever and remove the adversely impacting or violative condition.~~

(4) Prior to issuance of the written decision, the Director and City Attorney shall review proposed conditions for operational feasibility and legal sufficiency. If the Director or City Attorney identifies a condition that is unlawful or clearly inconsistent with adopted City policy or intergovernmental obligations, staff shall return the matter to the Commission for clarification or correction before the written decision is issued, or the condition may be severed only if doing so is consistent with the Commission's motion and does not materially change the approval. Any substantive modification beyond clerical corrections shall be addressed by the Commission or through the appeal process under TDMC Title 10.

I. Adjournment. The Commission may adjourn any hearing in order to obtain additional information it feels is necessary to make a reasonable decision. Persons previously notified need not be notified of the resumption of said hearing if the date and time of the continued hearing is announced at the adjournment of the initial hearing, unless the Commission orders special notice be given to persons who were previously notified.

J. Parties of Record. ~~The following persons only, if making an appearance of record, are hereby defined as parties and shall be entitled, either themselves or through counsel, to a full hearing before the Commission and, upon such participation, to review by the City~~

~~Council and the Oregon Land Use Board of Appeals:~~ For any quasi-judicial land use hearing where the Commission is acting as the hearings officer or hearings body under TDMC Title 10, the Secretary shall maintain a list of parties of record for purposes of providing the notice of decision and appeal hearing notices required by TDMC Title 10. Parties of record include the applicant and any person who makes an appearance of record under **subsection K**. Eligibility to file a local appeal is governed by TDMC Title 10, including TDMC 10.3.020.080, and ORS 227.180. Eligibility to seek judicial review is governed by state law, including ORS 197.830.

~~(1) The applicant.~~

~~(2) Those persons entitled to personal notice pursuant to the LUDO.~~

~~(3) Other persons demonstrating to the Commission the proposed action affects at least one of their substantial rights.~~

~~K. Appearances of Record. Appearance of record shall mean either:~~

~~(1) an oral statement made at the initial hearing on the proposed action. The statement shall clearly identify the individual, their address, and the identity of the person they represent, if applicable; or~~

~~(2) a written statement submitted prior to the closing of the hearing, signed and addressed by the individual making the statement or their representative, and clearly indicating how the individual has standing as a party. The statement shall be submitted to the Director and to the Commission at the hearing.~~

K. **Appearances of Record.** A person makes an appearance of record by appearing before the Commission orally or in writing. An oral appearance of record occurs when a person provides oral testimony before the close of the evidentiary record. A written appearance of record occurs when a person submits written testimony before the close of the evidentiary record. Written testimony must include the person's name and either a mailing address or email address. This **Section** and **subsection** is intended to align with TDMC Title 10 testimony procedures and ORS 197.797.

L. **Review and Appeals.** Reviews and appeals of any Planning Commission action at any public hearing ~~is~~are a function of Oregon law and TDMC ~~11.04.100.~~Title 10, including TDMC 10.3.020.080 (*Appeal Procedures*).

M. **Hearing Record.** A verbatim record of the proceeding shall be made by oral, written, or mechanical means, which record need not be transcribed.

N. **Public Testimony.** The Chair shall limit a person's testimony to three minutes or less to encourage parties to submit as much evidence as possible in writing prior to the public hearing. The Chair may exclude or limit cumulative, repetitious, or immaterial testimony. The Chair may allow additional time for testimony from an applicant and the principal opponent of an application.

O. **Exhibits.** All exhibits received shall be marked so as to provide identification upon review. Such exhibits shall be returned when the period for review has expired but shall

otherwise be preserved by the Director. Evidence may be received subject to a later ruling as to its admissibility.

SECTION V – ETHICS

- A. Ethics Generally. Commissioner ethics is a function of ORS Chapter 244 (~~Government Ethics~~). All Commissioners are public officials subject to the jurisdiction of the Oregon Government Ethics Commission for violations of and personal liability to the Oregon Government Ethics Law. In addition, Commissioners shall refrain from disclosing confidential information, taking action which benefits special interest groups or persons at the expense of the City as a whole, expressing an opinion contrary to the official position of the Commission without so saying, or conducting themselves in a manner so as to bring discredit on the Commission or the City.

- B. No Conflicts. No Commissioner shall participate in any Commission proceeding in which any of the persons or entities listed in Oregon law or TDMC 11.04.090(A) has or would have a direct or substantial financial interest.
- C. Full Disclosure. Commissioners shall disclose, at the public hearing where the action is considered, any actual or potential financial or other interest potentially leading to bias or partiality.
- D. Challenge for Impartiality. Any party to any action may, in relation to the action, challenge the impartiality of any Commissioner before or during the public hearing on the action. A challenge must include the facts relied upon by the challenging party relating to the Commissioner's alleged bias, prejudice, or personal interest, or other facts from which the party has concluded the Commissioner cannot participate in the decision in an impartial manner.
- E. Bias. In the event of a challenge for bias, the Commissioner shall respond with a statement of capacity to participate in the public hearing, which shall be part of the record. The statement shall refer to the challenge and include the reasons why the Commissioner wishes to participate or be disqualified. The statement of capacity to hear shall not be subject to cross examination but shall be subject to rebuttal by the challenging party.
- F. Ex Parte Contacts. Commissioners shall comply with the ex parte contact disclosure and rebuttal requirements under TDMC Title 10 and ORS 227.180. If a Commissioner cannot avoid has an ex parte contact concerning a pending quasi-judicial land use matter, the Commissioner shall disclose the contact, at the opening of the appropriate public hearing; such disclosure shall be subject to the same rules as for a statement, disclose the contact on the record, including the substance of bias or conflict the communication and any written materials not already part of interest. With respect to specific ex parte contacts, Commissioners shall not: the record, and shall allow parties a reasonable opportunity to respond.
- ~~(1) communicate, directly or indirectly, with any party or their representatives in connection with any issue involved except upon notice and an opportunity for all parties to participate;~~
 - ~~(2) take notice of any communication, reports, staff memoranda, or other materials prepared in connection with the particular case unless the parties are afforded an opportunity to contest the material so noticed; or~~
 - ~~(3) inspect a proposed project site with any party or their representative unless all parties are given an opportunity to be present.~~
- G. Disqualification. Requests for disqualification based upon bias or ex parte contact shall be considered by the entire Commission present and be granted upon majority consent (excluding the individual disclosing or challenged concerning bias or ex parte contact). The Commission shall consider the evidence in the record and decide whether the individual can reasonably be expected to render an impartial decision. In the event a Commissioner is disqualified, they shall remove themselves from the dais and the remaining Commissioners shall hear the application. In the event of no quorum resulting from the disqualification, the application will be rescheduled to a future meeting.

SECTION VI – BURDEN OF PROOF

- A. Burden on Applicant. [When the Commission is the designated quasi-judicial approving authority under TDMC Title 10,](#) the burden of proof is placed upon the applicant seeking approval of the proposed action. Such proof shall show:
- (1) the proposed action complies with applicable statewide planning goals, Oregon Revised Statutes and Oregon Administrative Rules, and the City of The Dalles Comprehensive Plan; and
 - (2) the proposed action is in accordance with the applicable standards and criteria of the LUDO.

SECTION VII – REPEAL & LIMITATIONS

- A. Repeal. These BYLAWS repeal and replace all previous versions.
- B. Severability. Any provision of these BYLAWS deemed illegal or unenforceable is severed from the BYLAWS and the other provisions remain in force.
- C. Limitations. These BYLAWS are authorized by and subject to Oregon law and The Dalles Municipal Code Title 11 (*Planning*), Chapter 11.04 (*Planning Commission*); any rule, requirement, regulation, obligation, duty, or discretion provided by these BYLAWS is at all times limited in impact and applicability by those authorities.
- D. Conflict with Laws. In the event of an apparent or actual conflict between any provision of these BYLAWS and those authorities listed in **Section VII(C)** (as determined by the City Attorney in their sole discretion), the Commission shall attempt to reconcile those conflicting provisions so as to harmonize them; if the City Attorney determines those conflicting provisions are not reasonably reconcilable, Oregon law controls over all, then The Dalles Municipal Code controls, then these BYLAWS control.

SECTION VIII – AMENDMENTS

- A. Amendments. Any Commissioner, the Director, or the City Attorney may propose amendments to these BYLAWS, and the Commission must approve an amendment by majority vote of Commissioners present before it becomes effective.

~~By my signature, I have read and agreed to abide these Planning Commission BYLAWS and understand the consequences of violating any of its provisions.~~

DATED: _____

~~Gody Cornett, Chair~~ _____ ~~Melissa Alvarado, Commissioner~~

~~Carrie Pipinich, Vice Chair~~ _____ ~~John Grant, Commissioner~~

_____ ~~Steve Light, Commissioner~~

_____ ~~Maria Peña, Commissioner~~

_____ ~~Nik Portela, Commissioner~~

APPROVED AND ADOPTED THIS 5TH DAY OF ~~DECEMBER, 2025~~ FEBRUARY, 2026.

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 the Planning Commission’s regular meeting held on the 5th day of ~~December, 2025~~ February, 2026.

ATTEST: _____
Joshua Chandler, Community Development Director

Voting **Yes** Commissioners: _____

Voting **No** Commissioners: _____

Abstaining Commissioners: _____

Absent Commissioners: _____