

**THE DALLES  
COMPREHENSIVE LAND USE PLAN**

**Volume I**

**THE DALLES, OREGON**

May 23, 2011

# **THE DALLES COMPREHENSIVE LAND USE PLAN**

City of The Dalles

May 1994

*Amended July 10, 2006  
General Ordinance 06-1268*

*Amended May 23, 2011  
General Ordinance 11-1312*

Prepared by:  
**The City of The Dalles**

With assistance from:  
**Winterbrook Planning**

Financial assistance for the preparation of this document was provided through FY 05-07 and FY 09 – 11 Technical Assistance and Periodic Review grants from the Department of Land Conservation and Development. Additional financial assistance was provided by the Port of The Dalles and by the Mid-Columbia Realtors Association. The Goals and Policies contained in this document are those adopted by the City of The Dalles and are not necessarily those of the Port of The Dalles or the Mid-Columbia Realtors Association.

## ACKNOWLEDGMENTS

The following group of dedicated citizens gave over several years of their time to help in the drafting of the 2007 and 2011 Comprehensive Plan revisions for The City of The Dalles. The City particularly appreciates the dedication and service of Advisory membership and The Dalles Planning Commission. Both groups worked beyond expectation to create a quality policy document that will carefully direct the community's land use and development. The City's appreciation extends to the local, state, and federal resource agencies who provided assistance and information, and to the many citizens and interest groups who participated in the public workshop process critical to the development of this plan.

### **Advisory**

School District 21  
Port of The Dalles  
Mid Columbia Fire & Rescue  
Wasco County Road, and Planning Departments  
Northern Wasco County Park & Recreation District  
Wasco Electric Co-op Inc.  
Northern Wasco County Public Utility District  
Mid-Columbia Realtors Association  
Chenoweth Water Public Utility District

### **Planning Commissioners (2006-2011)**

- Bruce Lavier, Chairman
- Mark Poppoff / Ron Ahlberg / Jo Ann Wixon / Derek Hiser / Dean Wilcox
- Ted Bryant / Benjamin Huey / John Nelson / Chris Zukin / Nan Wimmers / Dennis Whitehouse

### **Professional Economic Development and Planning Services**

- Winterbrook Planning (Portland, Oregon) with ECONorthwest (Eugene, Oregon)

### **Staff Support: City of The Dalles Community Development Department**

- Daniel C. Durow, Director
- Richard Gassman, Senior Planner / Erik Rundell, (former) RARE Planner
- Denise Ball, Planning Tech / Dawn Hert, Associate Planner / Brenda Green, Administrative Secretary / Carole Trautman, Administrative Secretary

### **Public Works Department**

- Brian Stahl, (Former) Director
- David Anderson, Public Works Director
- Dale McCabe, City Engineer

## GENERAL ORDINANCE NO. 11-1312

### AN ORDINANCE AMENDING THE CITY OF THE DALLES COMPREHENSIVE LAND USE PLAN, UPDATED JANUARY, 2006

**WHEREAS**, the Department of Land Conservation and Development of the State of Oregon has adopted an administrative rule in Division 25, Chapter 660, establishing a process for Periodic Review; and

**WHEREAS**, as part of the Periodic Review process, the City is required to review its Comprehensive Plan and related policies; and

**WHEREAS**, as part of the Periodic Review process, City staff and the City's consultant have reviewed not only the City's Comprehensive Land Use Plan and the City's Land Use and Development Ordinance, but also the Economic Opportunities Analysis, and new requirements from the United States Environmental Protection Agency and the Oregon Department of Environmental Quality relating to stream and stream corridor protection; and

**WHEREAS**, the City's Periodic Review process began several years ago, with the conducting of open houses for public input, joint work sessions with the City Planning Commission and the City Council, and public hearings, with the anticipated goal of requesting an expansion of the City's Urban Growth Boundary ("UGB"); and

**WHEREAS**, the project for expansion of the City's UGB is currently on hold; and due to grant funding deadlines, the City needs to complete the first phase of the Periodic Review process by the end of May, 2011; and

**WHEREAS**, following a revision of the applicable documents to delete any reference to the proposed UGB expansion, the City Council conducted a joint work session with the City Planning Commission on November 18, 2010; and

**WHEREAS**, the City Planning Commission conducted a public hearing on April 7, 2011; and

**WHEREAS**, the Planning Commission continued its deliberations to a special meeting on April 14, 2011, where the Planning Commission recommended approval of a series of documents as part of the Periodic Review process; and

**WHEREAS**, the City Council conducted a public hearing on April 25, 2011 to allow for additional public testimony, and voted to continue the hearing to May 9, 2011 to allow City staff and the City's consultant additional time to prepare certain revisions to the documents; and

**WHEREAS**, on May 9, 2011, the City Council reviewed the additional revisions prepared by the City staff and the City's consultant, and based upon the public input presented during the open houses, the input generated as a result of the joint workshops between the City Council and the City Planning Commission, the public testimony presented during the public hearings conducted by the Planning Commission and the City Council, and the Planning

Commission's recommendation to the City Council, the City Council moved to adopt the proposed amendments for the City's Comprehensive Plan, the proposed Economic Opportunities Analysis, the proposed amendments to the City's Land Use and Development Ordinance, and the Stream Corridor ESEE Analysis, as recommended by the Planning Commission, with the changes approved by the City Council, and directed staff to prepare an ordinance approving the listed items; and

**WHEREAS**, on May 23, 2011, the City Council reviewed the proposed ordinance prepared by City staff, and the Council found that the Periodic Review process conducted by the City complied with the applicable state administrative rules

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF THE DALLES ORDAINS AS FOLLOWS:**

Section 1. The amendments to the City’s Comprehensive Plan, the Economic Opportunities Analysis, the amendments to the City’s Land Use and Development Ordinance, and the Stream Corridor ESEE Analysis, copies of which are attached hereto and which are incorporated herein by this reference, and hereby adopted and approved.

Section 2. This ordinance shall be effective thirty (30) days after its adoption and approval.

Section 3. The sections, subsections, paragraphs and clauses of this ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

**PASSED AND ADOPTED THIS 23<sup>RD</sup> DAY OF MAY 2011.**

Voting Yes, Councilors: Wood, Dick, Ahier, McGlothlin, Spatz \_\_\_\_\_  
Voting No, Councilors: None \_\_\_\_\_  
Absent, Councilors: None \_\_\_\_\_  
Abstaining, Councilors: None \_\_\_\_\_

**AND APPROVED BY THE MAYOR THIS 23<sup>RD</sup> DAY OF MAY, 2011.**

---S--- Brian Ahier, Mayor Pro-Tem  
\_\_\_\_\_  
James L. Wilcox, Mayor

**Attest:**

---S--- Julie Krueger, City Clerk  
\_\_\_\_\_  
Julie Krueger, MMC, City Clerk

## *TABLE OF CONTENTS*

COMPREHENSIVE LAND USE PLAN ORGANIZATION .....	1
Supporting Documents .....	1
Volume I Appendices .....	3
Volume II: Background Documents .....	3
Volume III: Facilities Master Plans .....	4
Intergovernmental Agreements.....	4
Goal #1: Citizen Involvement .....	5
Background.....	5
Citizen Involvement Goal.....	6
Goal 1 Policies.....	6
Goal 1 Implementing Measures.....	6
GOAL #2: LAND USE PLANNING .....	8
Background.....	8
Population Projection.....	8
Planning Process Goals.....	10
Goal 2 Policies.....	10
Goal 2 Implementing Measures.....	11
GOALS #3 and #4: AGRICULTURAL AND FOREST LANDS.....	12
Background.....	12
GOAL #5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES ...	13
Background.....	13
Urban Natural and Cultural Resources Goals.....	14
Goal 5 Policies.....	14
Goal 5 Implementing Measures.....	15
GOAL #6: AIR, WATER AND LAND RESOURCES QUALITY .....	18
Background.....	18
Air, Water and Land Resources Goal .....	18
Goal 6 Policies.....	19
Goal 6 Implementing Measures.....	19
GOAL #7: NATURAL HAZARDS.....	20
Background.....	20
Natural Hazards Goal.....	20
Goal 7 Policies.....	20
Goal 7 Implementation Measures .....	21
GOAL #8: RECREATIONAL NEEDS .....	22
Background.....	22
Park and Recreation Goals.....	23
Goal 8 Policies.....	23
Goal 8 Implementing Measures.....	25
GOAL #9 ECONOMIC DEVELOPMENT .....	27
Background.....	27
Economic Opportunities Analysis (2006).....	29
Economic Development Goals .....	34
Goal 9 Policies.....	35
Goal 9 Implementation Measures .....	36
GOAL #10 HOUSING.....	38
Background.....	38

2006 Housing Needs Analysis.....	39
Housing Goals .....	41
Goal 10 Policies .....	42
Goal 10 Implementing Measures .....	44
GOAL #11: PUBLIC FACILITIES AND SERVICES .....	47
Background.....	47
Public Facilities Goals .....	47
Goal 11 Policies .....	48
Goal 11 Implementing Measures .....	48
GOAL # 12: TRANSPORTATION .....	49
Background.....	49
Transportation Goal.....	50
Goal 12 Policies .....	50
Goal 12 Implementing Measures .....	51
GOAL #13: ENERGY CONSERVATION .....	53
Background.....	53
2006 Energy and Land Use Analysis.....	54
Energy Conservation Goal.....	54
Goal 13 Energy Conservation Policies .....	54
Goal 13 Implementation Measures .....	55
GOAL #14: URBANIZATION .....	58
The National Scenic Area Act (NSAA).....	59
Background.....	59
Future Urban Growth Boundary Expansion .....	60
Urbanization Goal.....	61
Goal 14 Policies .....	61
APPENDIX A: THE DALLES COMPREHENSIVE PLAN LAND USE MAP .....	a
APPENDIX B: GUIDELINES FOR LAND USE PLAN MAP CLASSIFICATIONS.....	b
Residential Designations.....	b
Employment Designations .....	d
Parks and Open Space Areas .....	f
Urban Growth Management .....	f

# COMPREHENSIVE LAND USE PLAN ORGANIZATION

The Dalles Comprehensive Land Use Plan (Comprehensive Plan or CLUP) is intended to serve the principal policy document for land use within acknowledged The Dalles Urban Growth Boundary (UGB). The Comprehensive Plan is organized based on corresponding Statewide Planning Goals.

Volume I of the CLUP includes background text, goals, policies and implementation measures.

- Goals state the general land use direction to which the City and County are committed.
- Policies are mandatory and must be addressed when making major land use decisions, such as comprehensive plan map amendments or zone changes.
- Implementing measures offer specific steps to carry out plan policies

The Comprehensive Plan also includes a Comprehensive Land Use Plan Map, which is adopted as an appendix to the Plan. The CLUP Map is found in Appendix A. Guidelines for determining how to apply Comprehensive Plan Map designations and zoning districts to specific areas within the UGB are also included as Appendix B, and are considered part of the Comprehensive Plan.

Finally, the street classifications, policies and street and access standards found in The Dalles Transportation System Plan (TSP) are considered part of the Comprehensive Plan, whereas background tables and analysis are not. (See discussion below.)

## ***Supporting Documents***

The Comprehensive Plan is supported by a series of background documents and facilities plans.

### ▪ **Background Documents – CLUP Volume II**

Background documents provide the factual and analytical basis for the goals, policies and implementing measures found in the Comprehensive Plan, but are not policy documents in themselves. The numbers and analysis found in background documents are expected to change over time.

For example, the Buildable Lands Inventory will be updated regularly as land develops within the existing UGB.

Extensive documentation of the location of UGB amendments proposed in 2007 is not included as a background document to the plan – pending resolution of outstanding National Scenic Area Act issues with the Columbia River Gorge Commission. However, documentation of unmet needs found in the Economic Opportunities Analysis (EOA) and Housing Needs Analysis (HNA) are included as background documents to assist the City in making land use decisions *within* the existing UGB until NSAA compliance issues are satisfactorily resolved.

### ▪ **Facilities Master Plans – CLUP Volume III**

Master plans for sanitary sewer, parks, water, schools, storm drainage, airport, and transportation also support the goals, policies and implementing measures found in the Comprehensive Plan but are not policy documents in themselves. The projects, cost estimates, timing and funding sources found in public facilities plans are not intended to function as plan

policies, unless explicitly adopted as part of the Comprehensive Plan.

Public facilities master plans that have been “accepted” by the City Council are adopted by reference as part of the CLUP. Public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to public facilities plans should be expected. In cases of conflict with the CLUP, numbers and projections in the CLUP prevail.

The 2006-07 effort to expand the City’s UGB is designed was Phase I of a two phase planning process. However, Phase I (UGB expansion) has been delayed indefinitely as the City attempts to work collaboratively with Wasco County, affected state agencies, and the Gorge Commission to determine how the City will be able to meet state requirements to provide a 20-year buildable land supply while meeting NSAA requirements.

- **The Land Use and Development Ordinance (LUDO)**

The Dalles Land Use and Development Ordinance Code contain zoning districts, development standards and land use decision-making procedures for implementing The Dalles Comprehensive Plan Use Plan. As noted above, the 2010-11 amendment package includes changes to the LUDO to implement the revised policies of the CLUP. The focus of these revised policies is to increase the intensity of land use and to protect identified natural features within the existing UGB.

## ***Volume I Appendices***

Appendix A: Comprehensive Land Use Plan (CLUP) Map

Appendix B: Guidelines for Land Use Map Classifications

## ***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. *City of The Dalles Residential Land Needs Report* (Winterbrook Planning, 2006)
- F. *Buildable Lands Inventory Methods and Maps for The Dalles UGB and URA* (Winterbrook Planning and the City of The Dalles, 2006)
- G. *Goal 13 Energy and Land Use Analysis* (ECONorthwest, 2006)
- H. City of The Dalles Historical Resources Inventory, 1984-85
- I. *The Dalles Riverfront Master Plan*, October 1989
- J. 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 Hilts & Associates, 1991

### ***Volume III: Facilities Master Plans***

- A. The Dalles Public Facilities Plan, 1991
- B. The Dalles Wastewater Master Plan (CH2M Hill, 2002 )
- C. The Dalles Water Master Plan (CH2M Hill, 2006 )
- D. The Dalles Storm Drainage Master Plan ( (2007)
- E. The Dalles Transportation System Plan (DEA, 2006)
- F. Master Plan Park and Recreation Plan (Northern Wasco Park and Recreation District)
- G. School Facilities Plan 2007)
- H. Strategic Business Plan, Port of The Dalles (TBAC, 2006)
- I. Sewer, Water and Transportation Study for the 2007 Urban Growth Boundary Expansion Area (City of The Dalles, 2007)
- J. The Dalles Urban Renewal Plan (2009)

### ***Intergovernmental Agreements***

Wasco County is a partner in the successful implementation of The Dalles Comprehensive Land Use Plan. Since Wasco County retains jurisdiction over unincorporated areas within The Dalles UGB until land is annexed to the City, the City Council and County Court have adopted an intergovernmental agreement that spells out roles and responsibilities for land within the Dalles UGB. The City may also enter intergovernmental agreements with other partners in land use planning, such as the Oregon Department of Transportation (ODOT). For example, the City has adopted an intergovernmental agreement with ODOT that spells out roles and responsibilities for monitoring land use decisions affecting the west interchange.

## Goal #1: Citizen Involvement

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

### *Background*

The 1982 The Dalles Comprehensive Plan was prepared, adopted and acknowledged by utilizing a broad-based citizen involvement program. That program is included in the 1982 Plan, and is incorporated into this Plan by reference. In 1993, the City adopted substantial amendments to the plan based on an extensive public and agency involvement program that resulted in a Community Vision Statement: *Pioneering The Dalles: A Vision for The Dalles in the Year 2020*. The community vision for 2020 is of a riverfront town with inter-connected green spaces, integrated neighborhoods, enhanced business and educational opportunities, and a high level of citizen input to decision making.

To help make the Vision a reality, the 1993 Plan initiated mixed community, commercial, and residential use areas as "neighborhood centers", adopted design standards to insure that higher density infill is compatible with existing neighborhoods, and encouraged a Parks Master Plan to be developed. There are many other examples of how the Vision statement was and continues to be applied throughout the various elements of The Dalles Comprehensive Land Use Plan. In 2010, the City began the process of revising this vision statement.

By 2006, it became clear that The Dalles Urban Growth Boundary (UGB) lacked sufficient land to accommodate long-term (20-year) residential, employment and supporting land use needs consistent with Statewide Planning Goal 14, Urbanization. To address these needs, the City obtained a technical assistance grant from the Department of Land Conservation and Development (DLCD) to assess the amount of land that should be added to the UGB, and where the UGB should be expanded. To facilitate long-range public facilities planning and to provide greater certainty to area property owners, the City also considered a 50-year Urban Reserve Area (URA). Under state law, land within the URA retains its rural designation, but becomes first priority for future UGB expansion as needs arise.

Throughout this process, the City was mindful of the need to coordinate its growth management planning efforts with the Columbia Gorge Commission, Wasco County and state agencies such as the Oregon Department of Transportation (ODOT) and the Land Conservation and Development Commission (LCDC). Statewide Planning Goal 9 (Economy) requires The Dalles to conduct an Economic Opportunities Analysis (EOA) to determine the types of sites that will be needed within the UGB to meet industrial and commercial employment needs. Goal 10 (Housing) requires The Dalles to determine the types and densities of housing that will be needed during the 20-year planning period. Goals 8 (Park and Recreational Needs) and 11 (Public Facilities) require The Dalles to provide enough land for parks, schools and other public and semi-public facilities. And Goal 14 (Urbanization) requires The Dalles to use land efficiently and minimize impacts to agricultural and forest resource land while maintaining a 20-year supply of buildable residential land and suitable employment land.

Because The Dalles is within the Columbia River Gorge National Scenic Area, The Dalles UGB expansion must also comply with the National Scenic Area Act (NSAA). The City and County met several times with Gorge Commission staff and affected interest groups to consider the effect of the proposed amendments on NSAA provisions. The Gorge Commission held public hearings in 2008-09 to consider the definition of a “minor amendment” and appropriate procedures for reviewing UGB amendments on both sides of the Columbia River. However, the City was unable to reach agreement with the Gorge Commission regarding the process and criteria for exempting land within UGBs from its strenuous provisions. Therefore, the City’s efforts to provide a 20-year supply of urban land to meet identified population and employment growth needs has been put on indefinite hold, pending completion of a series of studies designed to meet NSAA requirements.

The City worked closely with the Wasco County Planning and Development Department and Planning Commission in adopting population and employment projections, and in coordinating the land use review process on unincorporated land within the existing UGB in 2006-07.

The Planning Commission served as the Citizen Involvement Committee for this complex, multi-year process. The Planning Commission held several public workshops in 2006. Planning Commission workshops were publicized and supported by staff of the Community & Economic Development Department, Winterbrook Planning and ECONorthwest. Public open houses were also held in late 2006 and early 2007.

The Planning Commission and City Council held public hearings in 2007 to review the draft comprehensive plan amendment package.

In 2010, the City decided to move ahead with amendments to the CLUP and LUDO to ensure that employment and housing objectives will be met to the extent possible within the existing UGB. The Planning Commission and City Council held public hearings again in 2010 and 2011 to review the circumscribed set of amendments that focus on land management issues within the existing UGB.

### *Citizen Involvement Goal*

- *To develop a citizen involvement program that insures the opportunity for all citizens to become involved in all phases of the planning process.*

### *Goal 1 Policies*

1. The Citizen Involvement Program shall provide for the involvement of the community's citizens in the planning of the Urban Area's development.
2. Availability of planning information to interested citizens shall be maintained.
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.

### *—Goal 1 Implementing Measures*

- A Citizen Involvement Program shall be maintained through the City's Planning Commission.

- The Community & Economic Development Department shall make available plans and information related to land-use and development to all interested citizens.
- Financial support for the Citizen Involvement Program will be provided through the Community Development Department's budget and LCDC's maintenance grants, as funds are available.

## GOAL #2: LAND USE PLANNING

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

### *Background*

The Dalles Comprehensive Plan was adopted by the City in December of 1982, and, along with implementing ordinances and an urban growth boundary agreement, was acknowledged for compliance with Statewide Planning goals by the Land Conservation and Development Commission (LCDC) on August 25, 1983. Since acknowledgement, the City prepared a Final Local Review Order (April, 1993) that was adopted by the LCDC in January of 1994.

An extensive plan revision was undertaken in September of 1992, following a planning process adopted by the City. The revisions were recommended for adoption by the Planning Commission, adopted by the City Council, and acknowledged by LCDC. In order to minimize cost and delays in administering ordinances, approval procedures which allow the Community Development Director to make certain administrative decisions for minor development proposals will be identified and adopted.

### *Population Projection*

In 2006-07, The Dalles made substantial revisions to the economic and residential elements of the Comprehensive Plan, based on revised population and employment projections. The Goal 14 rule requires that cities and counties formally adopt population projections as part of their comprehensive plans.

The *Population Forecast for The Dalles* (ECONorthwest, 2006) presents the population forecast for the City of The Dalles for the period 2006-2056. This forecast is included in Volume II of The Dalles CLUP. The forecast reaches a population of 22,545 by 2026, and of 31,926 by 2056. The assumed growth rate from 2006-2026 is 1.9% annually until 2026, 1.3% between 2027 and 2046, and 0.9% between 2047 and 2056. This rate is based on The Dalles' growth between 1980 and 2005 and the projection method is a deterministic method rather than a flat line projection.

The Dalles is currently the largest City in Wasco County, and will account for an increasingly large percentage of the county's population. The forecast results in The Dalles UGB accounting for more than 65% of the Office Economic Analysis' (OEA) forecast population for Wasco County in 2040. Many of the factors that will influence growth in The Dalles will also affect Wasco County. Thus it is reasonable to adjust the OEA figures to account for a higher rate of growth in The Dalles.

**Table 2-1. Comparison of OEA and Adjusted Wasco County Population Forecast, and Ratio of The Dalles' Population to Wasco County's Population, 2005-2040**

Year	Wasco County		The Dalles	Dalles as % of
	OEA	Adjusted		Wasco County
				Adjusted
2005	23,420	23,420	15,184	65%
2010	23,753	25,582	16,682	65%
2015	24,297	27,944	18,329	66%
2020	24,896	30,525	20,137	66%
2025	25,670	33,346	22,124	66%
2030	26,563	35,578	23,740	67%
2035	27,522	37,737	25,324	67%
2040	28,653	40,029	27,013	67%

Source: Based on the Oregon Office of Economic Analysis forecasts for Wasco County and projections for The Dalles' population by ECONorthwest.

Table 2-1 compares the OEA and adjusted Wasco County Forecasts. The Adjusted Forecast assumes an average annual growth rate of about 1.3% through 2056. The Adjusted Wasco County Forecast assumes that the differential in population growth from the OEA forecast will be accommodated within the City of The Dalles UGB. The City Council and County Court have mutually adopted the population projections shown on Table 2-1 (Table 9 in the ECONorthwest Memorandum).

Some of the reasons supporting this higher population projection include:

- the increasing attractiveness of The Dalles to retirees and young adults;
- increased recent in-migration – especially among Hispanic / Latino residents;
- recent growth in agriculture, forestry and fishing, as well as more tourism-related occupations such as services and arts, entertainment, and recreation; and
- multi-modal transportation infrastructure which reinforce The Dalles' historical role as a regional economic center with highway, river, and/or rail connections to Portland, Boise, Bend and Salt Lake City.

### Comprehensive Plan Revision

This plan will be reviewed and revised as necessary and/or according to the schedule for periodic review established by LCDC. Any review will include a citizen involvement program.

The Dalles City Council or City Planning Commission may initiate legislative changes to this Plan. Legislative changes involve the adoption of law or policy applicable citywide or to a broad geographical area. Examples of legislative changes are changes to Comprehensive Plan goals and policies, and changes to land use designations involving numerous parcels which may have widespread impacts beyond the immediate vicinity of these parcels.

A property owner may initiate quasi-judicial changes to this Plan. Quasi-judicial changes involve the application of existing law or policy to a small area or a specific factual situation. An example of a quasi-judicial change is a proposed change of land use designation for one or more parcels which does not have a significant effect beyond the immediate area of the subject parcels. If there is a question as to

whether a specific request for a land use review is legislative or quasi-judicial, the decision will be made by the City Attorney. The decision will be based on current law and legal precedent. Requests for decisions on this issue must be in writing and must be filed with the Community Development Director, who will forward the request to the City Attorney. All public notification of proposed legislative and quasi-judicial changes to this Plan will comply with State law.

## **Community Vision Statement**

From 1992 to 1995, the first community vision statement and action plan was created to facilitate actions toward a unified ideal of The Dalles in 2020. This vision statement and action plan was updated in 2002. The vision action plan is expected to guide policy making through the Comprehensive Plan and other policy-based documents. The vision statement, *Pioneering The Dalles: A Vision for The Dalles in the Year 2020*, (Darren Wyss and Steven Ames) is a background document included in Volume II. Changes to the Plan should be consistent with the Vision Statement and Action Plan.

## **Urban Growth Management**

The Dalles Urban Growth Boundary (UGB) contains land under both City and County jurisdiction. To ensure consistency, the City and County coordinate efforts to manage all lands within both of these boundaries. The policy document used for this purpose is the "Urban Growth Area Joint Management Agreement," 1983, as revised 1992.

## ***Planning Process Goals***

- To comply with the Statewide Planning Goals and assure that changes to this Plan comply with these goals.
- To comply with the National Scenic Area Act and assure that changes to this Plan comply with applicable Gorge Commission standards.
- To participate with other jurisdictions and special districts to assure appropriate land use and related issues are coordinated.
- To assure that to the extent possible, land use reviews minimize cost and delay in administration.
- To implement the community vision through the comprehensive planning process.

## ***Goal 2 Policies***

1. Assure that policies in this Plan are implemented.
2. Establish Plan review and revision procedures which include provisions for participation by citizens and affected governments and special districts.
3. Assure an adequate factual base for decisions and actions.
4. Formally review the Comprehensive Plan, and revise as necessary, according to the schedule for periodic review established by LCDC, or as determined by the City.
5. Evaluate proposed Comprehensive Plan amendments according to the following criteria:
  - a. Compliance with the statewide land use goals and related administrative rules is demonstrated.
  - b. Conformance with the Comprehensive Plan goals, policies and implementation measures is demonstrated.
  - c. The change will not adversely affect the health, safety and welfare of the community.

- d. Adequate public facilities, services and transportation networks are in place, or are planned to be provided with the proposed change.
  - e. Plan changes should be consistent with the current vision statement and action plan.
6. Implement this Plan through appropriate ordinances and action. Implementing measures shall be developed to allow administrative review and approval authority.
7. The Community Development Director shall have authority to elevate any administrative review request to the Planning Commission for review and decision.
8. Implementing ordinances shall be consistent with this plan.

## ***Goal 2 Implementing Measures***

- The implementing ordinances shall allow administrative review and approval authority for various development proposals.
- The Community Development Department shall develop and maintain user-friendly application forms for all land use requests.
- Findings shall be made to show that any Comprehensive Plan changes are consistent with the criteria listed in Policy #5 above.

## GOALS #3 and #4: AGRICULTURAL AND FOREST LANDS

### *Background*

Goal 3 is not applicable within The Dalles Urban Growth Boundary (UGB) because there are no lands designated for farm use within the UGB.

Goal 4 is not applicable to the City of The Dalles because there are no lands designated for forest use considered for inclusion within The Dalles UGB.

## GOAL #5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

*To conserve open space and protect natural and scenic resources.*

Statewide Planning Goal 5 directs the City to develop a program that will: 1) insure open space, 2) protect scenic and historic areas and natural resources for future generations, and 3) promote healthy and visually attractive environments in harmony with the natural landscape character. Open space areas are the lungs of the city and are available for the general public to use, study, investigate, play in or mediate upon during their leisure time. Open spaces can offer an escape from crime, pollution, crowding, noise, a sedentary work life, and other problems associated with urban living. Providing nearby open space for leisure time activity also addresses conservation of resources and softens the effects of social and economic distress by allowing individuals to use such areas without incurring expense or travel time, gas, etc.

### *Background*

In 1982, The Dalles Comprehensive Plan included a description of the open space, scenic, historic and natural resources inventories in The Dalles. These inventories include visual and open space resources, historic resources, vegetative resources, wildlife and fishery resources, mineral and aggregate resources, and energy resources. These inventories are incorporated as part of this Plan by reference. Since 1982, the historic resources inventory has been updated and is incorporated as part of Volume II of this Plan by reference. In addition, The Dalles Riverfront Master Plan was prepared in 1989, and includes detailed resource inventories along the Columbia River. The resource assessment chapter of The Dalles Riverfront Plan is incorporated as part of Volume II of this Plan by reference.

In 2011, the City and County adopted provisions to protect fish-bearing streams and their associated riparian corridors within the amended UGB. The Goal 5 administrative rule (OAR Chapter 660, Division 23) includes provisions for protecting water resources and their riparian areas. The City has prepared a Stream Corridor Inventory; conducted an economic, social, environmental and energy (ESEE) consequences analysis; and adopted a program to protect riparian corridors consistent with the Goal 5 rule.

### **Definitions**

For purposes of this Plan, the following definitions will be used:

- **Open Space:** Land with public or private ownership that is reserved exclusively for open space uses, including park land, land reserved as open space within planned developments, and land held by non-profit corporations and protected by conservation easements.
- **Scenic Areas:** Area that is valued for its inherent scenic or aesthetic quality, or serves as a key viewing area of the City of The Dalles. Scenic areas typically include ridgelines, indigenous land forms, and water resource areas.

- **Historic and Cultural:** Lands, sites structures and objects that have local, regional, statewide or national historical significance, including designated cultural and paleontological features. Historically significant resource sites are designated by the Historical Landmarks Commission
- **Traditional cultural properties:** Locations, buildings, structures and objects that are associated with cultural beliefs, customs or practices of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community. Traditional cultural properties include, but are not limited to, a location associated with the traditional beliefs of a Native American group about its origins or its cultural history; a location where a community has traditionally carried out artistic or other cultural practices important in maintaining its historical identity; and a location where Native American religious practitioners have historically gone, and go toady, to perform ceremonial activities.
- **Water Resources:** Water resources include wetlands as identified by the National Wetlands Inventory (NWI), and fish-bearing streams and associated riparian areas, as identified by the Oregon Department of Fish and Wildlife. Water resource wetlands and streams appear on The Dalles Buildable Lands Inventory and are protected from development by City, County or State (Department of State Lands) regulations.

### *Urban Natural and Cultural Resources Goals*

- To conserve and protect the open space, natural, and scenic resources of the area.
- To operate the City's established open space and parks in a coordinated fashion with the Northern Wasco County Park and Recreation District, recognizing that the City does not have a department for the management of recreational facilities or programs at this time.
- To recognize, protect and enhance the historical and cultural importance of the community, and to promote increased public awareness and participation in historic preservation.
- To recognize, protect and enhance water resource areas within The Dalles Urban Growth Boundary.

### *Goal 5 Policies*

1. Link and integrate the protection and enhancement of Open Space into Goal 8, Recreation.
2. Develop and maintain a current map and inventory of historic landmarks as approved by the Historical Landmarks Commission.
3. Require that legislative and quasi-judicial actions affecting areas of significant environmental concern meet all applicable local, state and federal regulations.
4. Encourage the use of vegetative coverings for property to control soil erosion, reduce airborne dust, and improve the aesthetic quality of the urban environment; also providing habitat for non-game wildlife habitat such as birds and squirrels.
5. Maintain updated landscaping standards.
6. Protect and enhance Mill Creek, Chenoweth Creek, Fifteen Mile Creek and Three Mile Creek for their natural and recreational values.
7. Protect wetlands that appear on the National Wetlands Inventory (NWI), by referring proposals to fill within such sites to the Department of State Lands (DSL) in accordance with ORS

- 227.350. The City shall coordinate with DSL in requiring a site-specific wetlands analysis (delineation) prior to construction.
8. Seek grant funding to prepare a Local Wetland Inventory (LWI).
    - a. The LWI will be prepared using the standards and procedures of OAR 141-086-0110 through 141-086-0240.
    - b. The inventory of locally significant wetlands will be adopted as part of the comprehensive plan as required by ORS 197.279.
    - c. In 2011, the City adopted a program to protect fish bearing streams pursuant to OAR 660-023-090, until such time as the City can adopt permanent wetland regulations pursuant to the Goal 5 Rule.
  9. Encourage enhancement of the Columbia River and its tributaries, consistent with The Dalles Riverfront Master Plan. See Goal 8, Recreation.
  10. Promote the development of a linear park system and nature trail along Mill and Chenoweth Creeks and a multipurpose trail along the Columbia River consistent with Goals 8 and 12 and The Dalles Riverfront Master Plan.
  11. Enforce the weed abatement ordinances to ensure maintenance of all private and public property to avoid the spread of noxious weeds.
  12. Identify and protect feasible renewable energy resources (see Goal #13; Energy).
  13. Encourage urban area building owners to improve the appearance of the rear of their buildings and develop alleys as attractive avenues to access shops.
  14. Identify and protect key viewing areas of the city such as Sorosis Park, and other panoramic vistas from visual blocking.
  15. To comply with the Columbia Gorge National Scenic Area Act, the City shall identify and map scenic, natural and cultural resources for alternative UGB expansion areas to address NSAA requirements.
  16. Owners of historical buildings and sites that have been identified by the historical landmarks Commission or the State Inventory of Historic Properties shall be encouraged to maintain the historical integrity of their properties. Exterior alterations to designated local Historic Landmarks shall require review by the Historical Landmarks Commission.
    - a. Encourage the restoration and sympathetic renovation of historic properties throughout the city, and preserve the historic integrity of the community.
    - b. Document, protect, and preserve significant archaeological sites within the city.
    - c. Encourage the adoption of additional local and National Register Historic Districts.
  17. Encourage stream enhancement programs through coordination between civic, school, and natural resource agencies.

### *Goal 5 Implementing Measures*

- A program of methods and incentives shall be prepared to preserve open spaces. For example, this program could include Planned Unit Developments (PUDs) and the "transfer of development rights".
- Establish adequate building setbacks from the Columbia River to assure construction of a multi-purpose trail within a scenic open space corridor.

- The building setback shall apply to all development except for river-dependent, river-related, or trail-enhancing uses and structures.
- River-dependent uses are those which can be carried out only on, in, or adjacent to, a river because they require access to the river for waterborne transportation or recreation. River-dependent also includes development which by its nature can be built only on, in, or over a river.
- River-related uses are those which are not directly dependent upon access to a water body but which provide goods or services that are directly associated with river-dependent land or waterway use or development, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered.
- Trail-enhancing uses may be granted a variance to the established setback, but to no less than 20 feet. Such variance will only be considered where it is demonstrated that the use is complimentary to the trail and where significant improvements such as benches, landscaping, trail construction or interpretive signing is provided. It must also be shown that the variance will not hinder trail construction or safety.
- The river front building setback shall be established based on trail construction, safety, and aesthetic requirements. Property lines along the usable top of the river bank shall be denoted by the developer to ensure a usable setback area for establishment of the trail corridor. Where a property line is shown to be beyond the usable portion of land and falls along the steep bank, additional setback area may be required.
- Prepare development and landscape standards for areas of significant environmental concern.
- The City shall maintain an inventory and map related to these sites which delineate their boundaries and other data pertinent to the values of the identified areas.
- Review development proposals to minimize impacts on the "value factors" described in #9 below. Procedures shall be designed to mitigate any lost values to the greatest extent possible.
- Keep the local historic inventory current.
- Adopt design standards for use by the Planning Commission and the Historical Landmark Commission to insure that appropriate infill takes place in historic districts.
- Promote incentives, such as appropriate building code exemptions, to encourage historic preservation efforts throughout the community.
- Demonstrate the City's willingness to support the historical integrity of the community by applying for historical grants to study, maintain and enhance the community's history.
- Maintain the Certified Local Government Program as granted to the City by the State Historic Preservation Office and National Parks Service in 1992.
- Designate and map additional areas of significant environmental concern, areas having special public value (value factors) in terms of one or more of the following:
  - economic value, e.g. a tourist attraction, agricultural business, job retention
  - recreation value, e.g. rivers, lakes, trails, wetlands, play fields
  - historic value, e.g. monuments, buildings, sites or landmarks
  - public safety, e.g. municipal water supply storage or watersheds, flood water storage areas, vegetation necessary to stabilize river and creek banks and slopes;
  - scenic value, e.g. areas valued for their aesthetic appearance, and progression of building height to prevent visual obstruction (stepped building heights);
  - natural area value, e.g. areas valued for their fragile character or as for specific natural features;
  - archeological value, e.g. areas valued for their historical, scientific and cultural value.

- Develop a viewshed inventory and appropriate standards (i.e. building height limits) to ensure that significant scenic vistas are maintained for future generations. Promote the preservation of scenic vistas significant to residents of The Dalles.
- The City shall maintain, and update when necessary, landscape standards directed toward industrial, commercial and residential developments with provisions assuring that consideration is given to conservation aspects of proposed landscaping, including the alternatives of "wet" and "dry" landscaping.

## GOAL #6: AIR, WATER AND LAND RESOURCES QUALITY

*To maintain and improve the quality of the air, water, and land resources of the state.*

### *Background*

The Dalles 1982 (revised 1993) Comprehensive Plan contained a discussion of atmospheric resources, water resources, and earth resources for The Dalles urban area. These data and findings are incorporated into this Plan by reference.

In recent years, citizens have come to recognize the value of clean air, clean water and a quiet environment. Natural resources are not limitless, and the quality of human life is dependent on the quality of the natural environment. Awareness and concern for the natural ecology has led to legislation and government involvement in balancing the human and natural environments.

Air pollution impacts the health of humans, wildlife populations, the vegetative environment, the natural ecosystem, and local climates. It reduces visibility, aesthetic quality, and even the amount of usable solar radiation that reaches the ground. Diseases like bronchitis, emphysema, asthma, tuberculosis, lung cancer, pneumonia, and others are related to air pollution. It can also accelerate deterioration of many man-made and natural materials.

Government, business and private citizens are all responsible for maintaining a livable environment and for improving air and water quality and noise levels where pollution and deterioration exist. Federal, state and local laws and agencies have worked in the public interest to halt environmental deterioration. Continued vigilance is necessary to ensure that natural systems and resources are not threatened or unduly burdened by urban and rural development, and to maintain and balance a high quality human and natural environment.

It is desirable to blend the human environment and the natural setting together in a way that reduces adverse effects. Our objectives should be: to minimize pollution and maintain established environmental quality standards; to resolve grievances whenever air, water and noise problems occur; and to ensure a healthful human environment in balance with a high quality natural environment. These achievements can occur to a great extent through the conscientious efforts of local business and industry, private citizens, and through government regulation, where necessary.

### *Air, Water and Land Resources Goal*

- The City of The Dalles, recognizing that the health, safety, welfare, and quality of life of its citizens may be adversely affected by air, water and noise pollution, supports efforts to improve air and water quality and to reduce noise levels.

## *Goal 6 Policies*

1. Support and participate in the implementation of state and regional plans and programs to reduce pollution levels.
2. Support air quality monitoring in the City to ensure healthful air quality levels are maintained.
3. Continue to maintain healthful ground and surface water resources, to prevent contamination of drinking water.
4. Discourage the development of noise-sensitive uses in areas of high noise impact.
5. Ensure that all State and Federal regulations for air, water and noise quality are met.

## *Goal 6 Implementing Measures*

- Cooperate in the development and implementation of regional efforts to maintain and improve air water and noise quality.
- Prior to approval of a legislative or quasi-judicial action, the City shall notify all appropriate agencies as per State Statute and Rule to solicit comment on the proposal with respect to air and water quality, and noise levels.
- Adopt policies to encourage public sewer extensions into areas served by private septic systems.
- Limit noxious and fugitive air emissions that create a public nuisance and have a negative effect on livability in the community.
- Evaluate noise problems throughout the urban area, and if appropriate, adopt a noise impact overlay zone.
- Establish and implement a mechanism to receive and report complaints regarding the quality of air, water and noise pollution.
- Monitor air quality, and if appropriate, adopt threshold air emission standards.

## GOAL #7: NATURAL HAZARDS

*To protect life and property from natural disasters and hazards.*

### *Background*

Developments subject to damage, or that could result in loss of life, shall not be planned nor located in known areas of natural disasters and hazards without appropriate safeguards. Plans shall be based on an inventory of known areas of natural disaster and hazards.

The Dalles 1982 Comprehensive Plan (revised in 1993) contained a discussion of flooding and mass earth movement hazards found within the planning area. These data and findings are included in this Plan by reference. Secondly, the *Landslide Hazard Study* (Fujitani Hilts & Associates, 1991) was prepared for The Dalles and the sections of this report entitled Geologic Evaluation and Analysis and Conclusions are incorporated into this Plan (Volume I) by reference. Thirdly, the *Geologic Hazards of Parts of Northern Hood River, Wasco, and Sherman Counties, Oregon*. (Department of Geology and Mineral Industries hazards study 1977) was prepared and are incorporated into this plan (Volume II) by reference. . Lastly, the City has recently received a new geohazard study, dated February, 2011, by Mark Yinger, Registered Geologist, and is incorporated into the plan by reference.

The City of The Dalles, along with many other urban centers, has experienced natural disasters. These hazards include floods, fires and landslides that have resulted in loss of life and property. The City of The Dalles intends to minimize effects of these hazards to the fullest extent possible.

### *Natural Hazards Goal*

- To protect life and property from natural disasters and hazards.

### *Goal 7 Policies*

1. Land designated on the official flood plain maps shall be subject to the regulations of the Flood Damage Prevention sections of the City's implementing ordinances. The City will work with flood management agencies to determine more specifically the areas susceptible to flash flooding and apply the flood damage prevention provisions to areas not already regulated.
2. The City shall continue to meet participation requirements for national flood insurance and make flood hazard areas eligible for the program.
3. Land designated as geologically hazardous (Zone A1) shall be subject to developmental limitations as recommended by Fujitani Hilts and Associates in the *Landslide Hazard Study*.
4. The City shall continue work to minimize the threat of disastrous brush and grass fires.
5. The City shall coordinate with the County to maintain a Natural Hazard Mitigation Plan. Where possible, the City of The Dalles will implement the Natural Hazard Mitigation Plan's recommended actions through existing plans and policies.

## *Goal 7 Implementation Measures*

- Low density and open space uses that are least subject to loss of life or property damage shall be preferred in flood plain areas, specifically in the flood way fringe.
- The flood way portion shall be given special attention to avoid development that is likely to cause an impediment to the flow of the flood waters.
- A flood damage prevention section shall be maintained as part of the City's implementing ordinances to regulate the use of land within flood plains and to enforce measures to reduce flood dangers in other areas.
- The implementing ordinances shall include provisions to require a statement of disclosure by applicants concerning flooding or landslide potential on the property in question. Street layout and storm sewer designs in newly developing areas shall be placed with consideration for landslides, flooding and surface water run-off potential.
- Development in areas designated as zone A1 in the 1991 Landslide Hazard study, or on land with 25 percent or greater slope, shall meet the following conditions:
  - Prior to the issuance of any permits for development or construction, the Developer submit for the City's review, a site-specific geologic impact statement that has been prepared by a Qualified Geotechnical or Geological Consultant.
  - Prior to the issuance of any permits for construction, the Developer shall submit to the City a statement prepared by a Qualified Geotechnical or Geological Consultant certifying that the development plans and specifications comply with the limitations imposed by the geologic impact statement, and that the proposed construction will not adversely affect the site and adjacent properties.
  - Within 30 days after completion of the project, the Developer shall submit to the City a statement prepared by a Qualified Geotechnical Consultant certifying that the construction was completed in accordance with the plans and specifications as they relate to the mitigation of geologic impacts to the site and adjacent properties.
- The City shall work with local emergency services authorities to prepare landscaping guidelines for future developments in order to minimize the threat of potential disasters.
- Land shown on the Buildable Lands Inventory with slopes of 25% or greater shall be considered unbuildable for purposes of calculating residential density. Limited development may be permitted consistent with the recommendations of a professional geologist.

## GOAL #8: RECREATIONAL NEEDS

*To satisfy the recreational needs of the citizens of the state and visitors.*

### *Background*

#### Existing Facilities and Opportunities

There is an abundance of recreational facilities within a 30 minute drive of The Dalles. The 1982 plan noted that over 500,000 acres of park lands were included in Hood River, Sherman and Wasco County, the vast majority of which are large single purpose recreational areas with no recreation-oriented development except trails. While these areas meet some recreational needs, The Dalles also needs neighborhood and community parks designed to serve the day-to-day recreational needs of its residents.

The Dalles currently has about 123 acres of park or open space land within The Dalles Urban Growth Boundary. The parks include: Sorosis, Kramer Field and Riverfront (Community Parks); and City, Howe, Thompson and Firehouse (Neighborhood Parks).

Given a 2006 population of 15,472, The Dalles is currently about 32 acres short of meeting a 10- acres-per-1,000 population standard.

#### Park and Recreation Needs

The Dalles 1982 Comprehensive Plan contained a discussion of parks and open space, state parks classifications and the need for a regional park system. The data and findings from the 1982 plan are incorporated by reference in this Plan. In 1989, The Dalles Riverfront Plan was published. This plan calls for a number of recreational improvements along the Columbia River and its tributaries including:

- A riverfront trail running from The Dalles Dam to Squally Point spit,
- Small waterfront facilities for viewing, fishing, boating, natural and cultural resource interpretation and other passive activities,
- A new park at Squally Point for boardsailing and other recreation activities,
- An expansion of Seufert Park, including overnight facilities,
- Multipurpose greenway trails along Mill and Chenoweth Creeks, and
- Additional connecting trails for access and special use.
- This Plan incorporates the recreational policies and implementation measures of The Dalles Riverfront Plan.

As density increases, the City should address parks and open space needs based on the standard of ten acres per 1,000 population. Helping the City to meet this ratio is the component of the City's recreation system known as The Riverfront Trail, a spine trail along the Columbia River and a network of feeder trails and bicycle paths, under construction.

Recreation planning and implementation will require the lead agencies identified in The Dalles Riverfront Plan to work with the City and provide direction as to their needs and how those needs can be met. The Northern Wasco County Park & Recreation District has a Board to help promote and coordinate trail and park development. The duties of this Board include developing short-term and long

range objectives, strategies, work programs and projects designed to meet the recreation needs of City residents.

While implementation of an open space and recreation system is primarily a public responsibility, the community has increasingly limited financial resources and, therefore, cannot guarantee such a system.

While most open space and recreation systems involve specific sites, an ideal system is connected by pedestrian and bicycle routes. It is, therefore, important to examine each development proposal for the purpose of determining whether a connection through the site should be provided. In addition, public agencies construct roads and sewer and water systems and often purchase or acquire easements. During this process, it is important to determine if there is a multiple use potential.

It is also important to recognize that inclusion of open spaces and landscaped areas in industrial, commercial and multiple family developments is an essential part of the system by providing visual variety and interest to the landscape. These areas can also be used by people as places to rest and relax, and are as important as large recreation areas.

The 2006 Residential Land Needs Analysis applies the 10-acre-per-1000 population ratio to project future park land needs in The Dalles, as well as site requirements for active parks. This standard includes sites for active park and recreational facilities, recognizing that passive park uses – such as recreational and scenic trails – can occur on within protected stream corridors and on steeper slopes. Parks that include athletic facilities require relatively flat sites, which are in short supply within the existing UGB.

**Table 8-1 shows Year 2026 park land needs.** As the population increases, the park deficit grows – from the current need for 32 more acres of parkland to 102 acres by 2026.

**Table 8-1: 2026 Park Acreage Need**

<b>Year</b>	<b>Population</b>	<b>Need (Acres)</b>	<b>Supply (Acres)</b>	<b>Surplus (Deficit)</b>
2006	15,472	155	123	(32)
2026	22,545	225	123	(102)

### *Park and Recreation Goals*

- To develop, acquire, and maintain a balance of recreation opportunities and open spaces in order to improve the livability within the urban growth boundary.
- To provide for recreation needs through joint-use of school and other public facilities, private facilities and other means, and by requiring park dedication or contribution as part of the development process.

### *Goal 8 Policies*

The purpose of these policies is to provide a review process to assure that development proposals will not preclude an interconnected recreation trail system. It is also intended to encourage open space and recreational system in large developments where people can sit and enjoy the surroundings.

The following goals, policies, and implementing measures are based upon recognition of recreational needs, opportunities and open spaces as a high priority in maintaining desirable quality of life on balance with population growth.

1. Work with residents, community groups and the Northern Wasco County Park & Recreation District Board to identify and provide for park and recreation needs, to maintain and develop neighborhood and community parks, and to identify uses for underdeveloped park lands.
2. Incorporate the recreation policies for the Columbia River area found in The Dalles Riverfront Master Plan:
  - a. Riverfront recreation should be resource-based and should not degrade riverfront resources.
  - b. Transportation and recreation planning should be coordinated among local recreation and transportation agencies to develop bikeways and trails.
  - c. Promote coordination and consistency with other policies and programs to assure availability of grants for The Dalles Riverfront Trail.
3. Construction of additional connecting trails, walks and bike routes should be encouraged on both public and private lands and developments through both independent and partnership arrangements.
4. Public and semi-public capital improvements and routine construction, improvement and maintenance of sidewalks, streets and utility corridors should incorporate recreational trails, bikeways and walkways in the area's bikeway and trail systems wherever feasible and appropriate.
5. Subdivision and site plan regulations and review should encourage incorporation of public recreational trails, bikeways and other recreational facilities in the area's bikeway and trail systems.
6. Riverfront Trail development should be considered part of and coordinated with other major public and private riverfront projects.
7. Riverfront and greenway trail management structures and policy should be developed and implemented by a lead agency with an advisory council composed of interested parties, or to a coordinating group composed of involved public agencies, land owners and other interested parties.
8. Encourage implementation and maintenance of that portion of The Dalles Riverfront Trail which is in public ownership.
9. Preserve the scenic and recreational qualities of the Columbia River, Mill Creek, Chenoweth Creek and Fifteen Mile Creek recreation corridors by retaining natural stream bank vegetation, reducing hazards, improving accessibility and creating parks.
10. The Northern Wasco County Parks and Recreation District's Parks Master Plan shall be adopted as a background document in Volume II of The Dalles Comprehensive Plan, to serve as the City's long range recreation plan for The Dalles Urban Area. A parks and open space standard of ten acres per 1,000 population should be adopted as part of the Parks Master Plan.
11. The Parks Master Plan shall strive to provide neighborhood parks within a 5 minute walk or 1,500 feet of all residential areas. The plan shall also consider funding mechanisms for acquisition, development and maintenance of park and recreation facilities.

12. The Parks Master Plan should encourage a connected park and open space system in order to provide for small private open space areas. The plan should identify needed improvements in order to assure that:
  - a. Pedestrian and bicycle path connections to parks, open space areas and community facilities will be dedicated where appropriate and where designated in the bicycle corridor capital improvements program and map.
  - b. Landscaped areas with benches will be provided in commercial, industrial and multiple family developments, where applicable.
  - c. Areas for bicycle parking facilities will be required in development proposals, where appropriate.
13. Expenditures of the Park and Recreation District's System Development Charge fund shall be consistent with the parks plan for the Urban Area.
14. Civic, church and non-profit groups shall be encouraged in their efforts to develop and improve public park facilities in conjunction with the Northern Wasco County Parks and Recreation District.
15. Development plans for existing and future recreation facilities shall include designs for use by handicapped persons in accordance with the Americans with Disabilities Act standards (ADA).
16. Update the Bicycle Master Plan and develop a pedestrian plan for The Dalles UGB. These plans should be developed and implemented to provide for recreation and alternative transportation among community activity centers, work places, neighborhoods and the waterfront.
17. The City will consider park land losses only when converted park land is replaced in equal to or better size and/or quality, and will maintain a "no net loss" parks policy.
18. The City will support the renovation of the Civic Auditorium so this facility can be reestablished as a performing arts and recreational center.

### *Goal 8 Implementing Measures*

- An inventory of all existing recreational opportunities and open spaces together with future needs for the Urban Area to the year 2026 shall be developed.
- As funds become available, trail development along Mill Creek from Thompson Park at E. 2nd to the Senior Center property at West 9th and Cherry Heights Road shall be provided to meet recreational and alternative transportation needs. Both locations shall be included in any development of the linear park system.
- Establish minimum development setbacks (with exceptions) for recreational alternative transportation corridors with river and creek access along the Columbia River and its tributaries. Allow for screening or safety fencing from industrial activity and provide adequate room for public access.
- Allow for flexibility in locating the Riverfront Trail, provided that construction, aesthetic, and safety objectives are met. While riverside routing is preferred, the City recognizes that some land uses may require the trail to be routed or re-routed from the river's edge to circumvent certain existing or planned developments.
- River front property shall be **reserved** for river related needs, including the Riverfront Trail and its amenities. However, if the riverfront property has no industrial or commercial use, and resource lands are not present, housing should be permitted.
- Encourage dedication of right-of-ways/easements necessary for trail development by those developing property along The Dalles riverfront.

- Coordinate with the City's transportation plan to add emphasis on development of bike routes as connections to the Riverfront Trail and to ensure alternative transportation or multi-purpose use of trail systems wherever possible.
- Coordinate and assist other lead agencies such as the Port and County in route alignment and development of the trails and facilities within their jurisdiction.
- Coordinate with the Northern Wasco County Park & Recreation District board in acquiring easements and/or rights of way for recreational purposes.
- Adopt trail and bike route standards for segments of The Dalles Riverfront Master Plan as specified in the plan.
- River use and railroad safety signs, brochures and maps should be available to river users at all riverfront facilities; additional measures can include user education outreach programs and selective enforcement in conflict areas.
- Riverfront signage should inform trail users about services and attractions throughout the community and about trail destinations elsewhere within and outside the Columbia Gorge.

## GOAL #9 ECONOMIC DEVELOPMENT

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

### *Background*

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.

### 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 up-grade 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 1980's 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 1982-2006, primarily along West 6th 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 ten-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 a 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

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 with 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.

### ***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 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 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 forecast for 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 forecast for 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 forecast for 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**

<b>Commercial and Industrial</b>	
Vacant	89.04
<i>Commercial Vacant</i>	28.87
<i>Industrial Vacant</i>	60.17
Potentially Redevelopable	341.5
<i>Commercial Redevelopable</i>	75.88
<i>Industrial Redevelopable</i>	265.62
Mixed Use	18.81
<b>Total</b>	<b>449.35</b>

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 with 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 Growth	Emp Growth		Emp per Net Acre	Land Demand	
		No Land Demand	with Land Demand		Net Acres	Gross Acres
<b>2006-2026</b>						
Retail and Services	2,196	220	1,976	18	110	129
Industrial	950	95	855	10	86	101
Government	541	54	487	12	41	48
<b>Total</b>	<b>3,687</b>	<b>369</b>	<b>3,318</b>		<b>236</b>	<b>278</b>

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		Sites Needed	Site Size Range	Avg Site Acres (net)	Net Acres Needed	Gross Acres Needed
	Firms	New Emp					
0 to 9	155	697	104	<1 ac	0.5	47	55
10 to 24	49	829	33	0.5 to 2.5	1.5	49	57
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
<b>Total</b>	<b>229</b>	<b>3317</b>	<b>157</b>			<b>240</b>	<b>282</b>

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 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
<b>Total</b>		<b>157</b>	<b>240</b>	<b>28</b>	<b>334</b>		<b>94</b>

**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 with 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.

## ***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.

### *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 (OECD) 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 under-utilized 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.

### *Goal 9 Implementation Measures*

1. 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.
2. West 6th Gateway Area (Designated General Commercial on the Land Use Plan Map):
  - Provide for highway commercial developments in areas along the West 6th 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.
3. 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.
4. 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.
5. 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 1 acre.

## GOAL #10 HOUSING

*To provide for the housing needs of citizens of the state.*

### *Background*

All local jurisdictions in the State must develop plans which "shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density." This plan element includes findings related to population growth, housing needs and land use requirements. The element also addresses The Dalles' unique growth management challenge as land available for future housing development is limited.

**The 2000 Census shows The Dalles having 5,246 dwelling units, shown by type in Table 10-1:**

**Table 10-1: Dwelling Units In The Dalles - Type and Density (2000)**

	<b>Single Family Dwellings</b>	<b>Multi-Family Dwellings</b>	<b>Manufactured Dwellings</b>	<b>Total</b>
<b>Units</b>	3,618	1,209	272	5,222
<b>Percent of Total</b>	71%	23%	5%	99%

Source: US Census

The composition of The Dalles housing stock is predominately a single-family type. The makeup of the housing stock is not necessarily mirrored in the tenure characteristics of the occupants of the housing stock. In 2000, approximately 66% of The Dalles housing units were owner occupied. This percentage is higher than the state average.

### **Residential Land Use**

It is useful to analyze how residential land within the UGB is currently used compared with how vacant buildable land is currently zoned. The following table describes the use of land by general land use categories. Table 10-2 reflects 2006 residential comprehensive plan designations.

The proportion of vacant buildable land designated for residential uses is in general balance with historical trends experienced in The Dalles. Approximately 64% of all developed land is residential, compared with about 43% of all vacant and buildable land. However, the vast majority of residential designations under the current plan are for single family housing at relatively low densities. It will be necessary to designate more vacant land for higher density housing in order to provide for a greater variety of housing type and price.

**Table 10-2: 2006 Residential Comprehensive Plan Designations**

<b>Plan Designation</b>	<b>Total Acres</b>	<b>Developed Acres</b>	<b>Constrained Acres</b>	<b>Buildable Acres</b>
RL	1,357	840	220	296
RMH	298	244	35	19
RH	938	817	88	33

Source: City of The Dalles

## ***2006 Housing Needs Analysis***

The household size, housing mix, and planned residential density assumptions used in the 1993 Plan were carefully examined given the experience of the past 14 years in The Dalles and other communities around Oregon.

In 2006, Winterbrook Planning updated the Housing Needs Analysis as part of the Residential Land Needs Report. The housing analysis was based in part on The Dalles' run of the Oregon Housing Needs Analysis Model.<sup>2</sup> As cities grow, they ratio of rental to owner-occupied housing typically increases. This trend may be off-set to a certain extent in The Dalles, due to the expected influx of retirees who have adequate incomes to support homeownership. As noted below, The Dalles has provided a wide variety of affordable homeownership opportunities, including small lot single-family, rowhomes and multiple-family condominiums.

Tables 10-3 to 10-5 below summarize the results of the Housing Needs Analysis. As shown on Table 10-3, the Housing Needs Analysis determined that The Dalles needs a mix of 50% large lot detached single family, 20% small lot single family (detached or attached), 5% mobile home park units, and 25% multi-family dwellings. The projected combined gross density is 5.6 dwelling units per acre, or 7 dwelling units per net buildable acre.<sup>3</sup> This results in a need for 539 gross buildable acres by 2026.

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<sup>2</sup> <sup>2</sup> "The Oregon Housing Needs Analysis Model" is based on a methodology for determining housing and land needed for that housing for communities in accordance with Oregon's Land Use Planning Goals. A community's current and projected demographics, existing housing inventory, and regional tenure choices drive the model's results. The model's output includes needed housing units by tenure (ownership versus rental), price point, and housing type as well as the acreage needed by land use zone. It generates current unmet needs as well as future housing needs and will automatically produce tables and graphs of model results for presentation and report uses." – OHCS Website

<sup>3</sup> The Goal 14 Administrative Rule (OAR Chapter 660, Division 024) includes a "safe harbors" for determining housing density. The housing density safe harbor (for purposes of determine 20-year residential land need) is 7 dwelling units per net buildable acre. The housing mix safe harbor (which must be allowed by zoning under clear and objective standards) is 45% attached medium and high density residential housing (including manufactured homes in parks) and 55% detached, low density residential housing.

**Table 10-3: Needed Buildable Acreage by Type and Density**

Unit Type	Percent	Dwelling	Gross	Net	2026 Gross Acres	2026 Net Acres
		Units	Density	Density	Needed	Needed
SF-Large Lot	50%	1,516	4	5	379	303
SF-Small Lot	20%	606	7	8.8	87	69
Mobile Home Park	5%	152	8	9.4	19	16
Multi-Family	25%	758	14	16.5	54	46
<b>Totals</b>	<b>100%</b>	<b>3,032</b>	<b>5.6</b>	<b>7.0</b>	<b>539</b>	<b>435</b>

Source: Winterbrook Planning

Tables 10-4 and 10-5 compare needed acreages by plan designation and type against buildable land supply. As shown on Table 10-4, The Dalles has a Year 2026 residential land deficit of 191 gross buildable acres.

**Table 10-4: Needed Acreage by Plan Designation and Type, 2026**

Plan Designation	SF - Large Lot	SF - Small Lot and Town Houses	Mobile Home Park	Multi-Family	Totals	Supply	Deficit
RL	379	43		3	425	296	(129)
RMH		35	19	16	70	19	(51)
RH		9		35	44	33	(11)
<b>Totals</b>	<b>379</b>	<b>87</b>	<b>19</b>	<b>54</b>	<b>539</b>	<b>348</b>	<b>(191)</b>

Source: Winterbrook Planning

The Residential Land Needs Report identified public and semi-public needs as well. Public and semi-public land needs consist of schools, parks, religious, group housing, and government uses. These uses typically locate on residential land, so the need for public and semi-public land is added to residential land needs. The Dalles needs 331 gross residential acres to accommodate identified 2026 public and semi-public land needs.

**Table 10-6: Public / Semi-Public Land Needs**

Year	P/SP Gross Acres Needed
2026	331

Source: Winterbrook Planning

Total residential land need, including land needed for housing as well as public and semi-public uses, is summarized in Table 10-7. For the year 2026, The Dalles will require 870 gross buildable residential acres. After accounting for the existing 2006 residential land supply, The Dalles will require an additional 522 gross residential acres by 2026.

**Table 10-7: Total Residential Land Need**

Year	Housing Need	Public / Semi-Public Need	Total	2006	Residential Land Deficit
			Residential Land Need	Residential Land Supply	
2026	539	331	870	348	(522)

Source: Winterbrook Planning

## Residential Land Supply

The Columbia River Gorge National Scenic Area Act and physiographic constraints have imposed limitations on expanding The Dalles urban growth boundary. The supply of vacant buildable land within the existing UGB is inadequate for the next 20 years, so that residential growth over the long term will be constrained as available land within the **existing** UGB. Therefore, the City must identify means to make more efficient use of its existing land supply. The consequences of a diminishing residential land supply are significant. Continued low housing densities will rapidly deplete the supply of residential land, and lead to rising land and housing costs. High housing costs may deprive The Dalles of one of its significant competitive advantages over other communities in the Gorge economy. Increasing employment in the service sector of the economy may require higher density, lower cost housing to accommodate employee needs. Higher costs will exacerbate problems in the supply of lower-cost housing.

## *Housing Goals*

In considering these long-term issues, the City of The Dalles intends to:

- Promote and provide an adequate supply of safe, healthy and affordable housing for all members of the community in a variety of housing types recognizing the needs and desires of the community's residents.
- Establish areas in the community where mobile homes and manufactured housing may provide housing of a less expensive nature for residents who would prefer this type of dwelling.
- Promote the development of housing that is complementary with the environment and the surrounding land uses.
- Provide and maintain adequate public facilities in all parts of the community and promote a logical and orderly development of those facilities. Require new housing developments to pay an equitable share of the cost of required capital improvements.
- Promote the efficient use of vacant land by encouraging infill development which is sensitive to existing neighborhoods, and by encouraging new development which achieves the density allowed by the comprehensive plan.
- Strengthen existing and promote new neighborhood centers as focal points for neighborhood services and activities.
- Encourage affordable homeownership opportunities, including multiple family condominiums, row houses and small lot single family residential.
- Adopt standards and incentives to increase residential land use efficiency.
- Adopt standards to protect stream corridors and wetlands and to encourage density transfer in Low Density Residential areas.

- Continue to provide opportunities for rental housing in manufactured dwelling parks, as well as single- and multiple-family residential areas.

## *Goal 10 Policies*

1. Plan for more multi-family and affordable home ownership opportunities, including small lot single family residential, townhomes and manufactured housing development consistent with the City's Housing Needs Analysis.
2. Plan for the more efficient use of vacant land by encouraging infill development which is sensitive to existing neighborhoods and by encouraging new development which achieves the density allowed by the comprehensive plan.
3. These two objectives can be met while respecting the strong land use pattern already found in the older areas of The Dalles. The land use concepts which form the basic structure for the land use plan are:
  - a. Build on the pattern of concentrating higher residential densities near downtown, along arterial and collector streets, and neighborhood centers where services and activity are nearby. The 2026 UGB includes a new multi-family area west of the new Highway 30 commercial center.
  - b. Continue the pattern of a transition of residential densities from higher density near commercial area and major streets, to lower densities at higher elevations along the gorge bluff and stream corridors.
  - c. Create new "neighborhood centers" along the 10th/12th corridor. These centers may be commercial districts like those at Garrison Street, Kelly Avenue and Dry Hollow Road, or be a focus of neighborhood activity such as schools, churches or other community-based uses. New neighborhood centers can be encouraged at Snipes Street, Weber Road, Thompson Street, near downtown, and at the hospital area.
  - d. Provide incentives for neighborhood residential development and infill opportunities, particularly on under-developed lands. Focus incentives near the downtown and neighborhood centers.
4. Protect steeply sloped ravines, wetlands and stream corridors shown on the Buildable Lands Inventory as open space while encouraging density transfer to adjacent buildable areas.
5. Adopt standards to ensure that residential development occurs within planned density ranges within each residential district.
6. Encourage energy conservation by increasing residential densities in mixed use centers, along major linear streets that may one day serve as future transit corridors, and near commercial and employment centers.
7. Incentives should be used to encourage development that meets maximum allowable density for all types of residential development.
8. Flexibility in implementing ordinances is needed to accommodate infill and to foster a variety of development scenarios and housing options.
9. Provide for development of a wide range of housing types which may include single-family detached and attached housing, townhouses, apartments and condominiums, and manufactured housing. Housing types shall allow for a variety of price ranges to meet the needs of low, medium, and high income groups.
10. Target ratios by housing type are:
  - a. 50% large-lot single-family;

- b. 20% small-lot single-family;
- c. 25% multi-family including condominiums; and
- d. 5% mobile home park dwellings.

The City shall monitor building permit activity and present an annual report to the Planning Commission describing how target ratios are being met.

11. Areas for low density residential development shall be at higher elevations along the Gorge bluff, in steeply sloped areas, along protected stream corridors, and where streets and other public facilities have limited capacity.
12. High density residential areas shall be located near commercial and employment areas, along major streets, and where streets and other public facilities have adequate capacity.
13. Residential manufactured housing shall be allowed in individual lots on par with site-built single-family homes, subject to design standards authorized by state statute. Manufactured dwelling parks shall be allowed in the Medium Density Residential district, subject to specific siting requirements.
14. Residential development shall occur, to the greatest extent possible, on designated buildable lands free from flood hazard, severe soil limitations, or other natural or man-made hazards such as stream corridors and wetlands.
15. Residential development shall coincide with the provision of adequate streets, water and sanitary sewerage and storm drainage facilities. These facilities shall be:
  - a. capable of adequately serving all potentially benefiting properties as well as the proposed development and,
  - b. designed to meet City standards.
16. Development standards in all density areas shall be revised in order to permit more flexibility in site planning and development. New standards shall consider flexibility for lot sizes, setbacks, accessory residential uses on the same lot, parking, alleyways and other development features.
17. Development compatibility standards shall be implemented for all density areas. Compatibility standards are intended to ensure that new development is compatible with its surroundings and enhances the character it is located within. New standards shall consider landscape, building setback, building height and bulk, main entrance, parking, building design and additional standards applicable in historic districts.
18. Development on buildable but sub-standard sized lots existing prior to this Plan shall be permitted when setback requirements can be met commensurate with the surrounding area.
19. A program of incentives and standards shall be prepared to encourage residential developments which achieve at least the lower end of the density range specified in the plan designation listed in Policy #26 below. Incentives may include “targeted” public improvements, density transfer or bonuses and other methods as appropriate. Standards are found in the base zoning district.
20. A “Neighborhood Center” overlay district has been applied in the vicinity of existing commercial districts along the 10<sup>th</sup>/12<sup>th</sup> corridor at Garrison Street, Kelly Avenue and Dry Hollow Road and shall be applied at other locations shown on the Land Use Plan Map. A mix of residential, commercial and neighborhood-based service uses shall be encouraged within these neighborhood centers.
21. The City will support programs that would enable low and middle income people to obtain safe and sanitary housing through public and private for-profit or non-profit efforts.
22. To provide variety and flexibility in site design and densities, residential lands shall be divided into land use planning districts with the following prescribed density ranges for each district:
  - a. Low Density Residential                      3-6 units/gross acre

- b. Medium Density Residential      7-17 units/gross acre
  - c. High Density Residential        10-25 units/gross acre
23. All future residential development and design standards shall strive to create a "streetscape" that is aesthetic, functional, and beneficial to the neighborhood and community.
- a. Streetscape refers to the aesthetic quality of the public and semi-public space. The public space includes the improved right-of-way, with street, curbs, sidewalks, street trees, street furniture, and utilities.
  - b. The semi-public space is the front yard of adjacent property, and is named due to its visual access, connection, and influence on the quality of the streetscape.

## *Goal 10 Implementing Measures*

The following implementing measures are intended to provide for the range of housing types and densities identified in the *Residential Land Needs Report* (Volume II, Section XX of The Dalles CLUP). Appendix A to this plan also includes standards that apply to applications to amend comprehensive plan and zoning maps.

### Single Family Residential Measures

- Small lots can accommodate single family development ranging from 3,000 to 5,000 square feet in area. Minimal to "zero" side yard setbacks can be used with a generous setback provided for the other side yard.
- Variable lot dimensions can be used to allow flexibility in platting irregular blocks. A wide lot of 55 to 70 foot width can present the illusion of a larger house where lot depth may be 70 to 80 feet. Alternating narrow and wide lots can be used to accommodate different housing plans and appeal to target markets.
- Rental additions can be made to existing single family neighborhoods with reasonable design guidelines. A new, generally small rental or "studio" unit can be created by converting a garage, building over garages, dormer additions on second stories, or basement apartment conversions.
- Cluster housing can increase the standard single family densities of 6 units per acre to anywhere from 8 to 14 units by clustering homes together and sharing open spaces.
- Attached housing in the form of duplexes and triplexes can be added to existing neighborhoods on relatively small lots. Many cities allow such development on large corner lots, while reserving interior lots for more traditional housing.
- Townhouses or rowhouses are the same, a single family attached dwelling with a common wall shared with other units. Typically these units are narrow (22' to 32' wide) arranged in clusters or rows of 2 to 10 units, producing densities of from 10 to 16 units per acre. Each townhouse and townhouse lot (2,000 to 3,500 square feet) is individually owned and may be sold or rented, appealing to many markets.

### Multiple Family Residential Measures

- Garden Apartments or Condominiums are typically two to three stories, contain 10 or more rental units within a single building, but do not have an elevator. This is the most common type of

apartment construction, yielding 15 to 20 units per acre. Individual units can also be individually owned, with a condominium association owning exterior and common elements of the building, and the site and parking area. Condominium ownership can be built into a new project, or an existing apartment building can be converted to condominium ownership.

- Mid-rise Apartments typically range from 4 to 8 stories in height and require service by an elevator, and may be constructed to densities of 20 to 50 units per acre.

## Mixed Use Residential Measures

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

## Planned Development

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

- An impact statement shall be required of the proponent containing an analysis of the social, environmental and economic impact of the proposed development upon the City of The Dalles.
- The density of planned developments shall fall within the density range specified in the underlying zoning district.

## GOAL #11: PUBLIC FACILITIES AND SERVICES

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

### *Background*

The Dalles 1982 Comprehensive Plan, updated in 1993, included a description of government administrative facilities, state office building, animal control facilities, and garbage and refuse collection. These data and findings are incorporated into this Plan by reference. The City has recognized several facility master plans. This list includes:

- *Columbia Gorge Regional Airport, Layout Plan Report 2004-2024, Water Master Plan, May 2006,*
- *The Dalles Wastewater Facility Master Plan, May 2002,*
- *the City of The Dalles Transportation System Plan, June 2006. and*
- *The City of The Dalles Storm Water Master Plan, May, 2007.* The newly combined public school districts will soon publish their new consolidated School Facilities Master Plan that, like the other facility plans, will become part of Volume III of the plan. These reports and recommendations are incorporated into Volume III of this Plan by reference.

### **Public Facilities Plan**

Public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to public facilities master plans (except for the TSP) are not considered amendments to the Comprehensive Plan itself, and their projections for growth and development are not limiting or overriding of the Comprehensive Plan. The 2006-07 effort to expand the City's UGB was designed as Phase I of a two phase planning process. Phase I has been put on indefinite hold as issues related to compliance with the NSAA are resolved with the Columbia River Gorge Commission. If and when agreement is reached regarding the expanded UGB, the second phase will include developing the specific plan and zoning designations for the newly expanded areas and an update of all the public facilities plans. The updates will provide for the coordination of the growth and development projections and timing of facility expansions consistent with the Comprehensive Plan.

### *Public Facilities Goals*

- To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development.
- To support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.

## *Goal 11 Policies*

1. Encourage the development of the public and private facilities that meet the community's economic, social, cultural, health, and educational needs.
2. Require all future urban level development to be served by public sanitary sewer and water systems.
3. Plan and provide an orderly and efficient arrangement of public facilities and services, consistent with an adopted schedule and approved Public Facilities Plan.
4. Transmission lines should be located within existing corridors, which shall be utilized for multiple purposes to the greatest extent possible.
5. Substations and power facilities shall be landscaped, and the site plan shall be approved by the Planning Commission.
6. The City, County and State should attempt to locate agencies in the central core area through new construction and efficient utilization of existing buildings.
7. Public facilities and services shall be provided to permit the development of an adequate housing supply.
8. The D-21 School District Board shall coordinate proposals for school sites and school facilities with the City for review and comment.
9. Development and siting in locations without fire protection service shall be contingent upon the developer providing the services or the subsidizing of those services.
10. Sewerage systems and solid waste disposal sites shall be located, operated, and maintained in a manner that will not adversely affect environmental quality.
11. High quality water supply and distribution systems shall be maintained to meet current and future domestic and industrial needs. The City will encourage coordination of water supply planning between the City and other water districts and private water systems.

## *Goal 11 Implementing Measures*

- Installation of water, storm water, street, and sewer services shall be regulated by ordinance through development and design standards.
- The City shall develop a Capital Improvements Program to outline the phasing and developments of public facilities. The Capital Improvements Program will be coordinated with the City's Public Facilities Plan.
- Wasco County and the City of The Dalles shall be encouraged to work cooperatively in planning for common public facilities utilized by citizens in both jurisdictions, including solid waste disposal sites.
- The availability of necessary public facilities and services shall be incorporated as a consideration in the review of subdivision and zoning ordinance applications, and annexation requests.

## GOAL # 12: TRANSPORTATION

*To provide and encourage a safe, convenient, and economic transportation system.*

A transportation plan shall (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; (2) be based upon an inventory of local, regional and state transportation needs; (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes; (4) avoid principal reliance upon any one mode of transportation; (5) minimize adverse social, economic and environmental impacts and costs; (6) conserve energy; (7) meet the needs of the transportation-disadvantaged by improving transportation services, (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.

### *Background*

The Dalles 1982 Comprehensive Plan included a description of highways and streets in The Dalles urban area, including street classification and standards, mass transit, water, rail and air transportation, and bicycle and pedestrian circulation including bike trail and bike lane standards. Also included is a detailed inventory of existing street capacity and future traffic levels. This data and findings are incorporated into this Plan by reference.

As part of the City of The Dalles periodic review of the 1982 Comprehensive Plan, a Public Facilities Plan was prepared and subsequently adopted as a plan element of The Dalles Comprehensive Plan (Ordinance 93-1163). The Dalles 1991 Public Facilities Plan includes a transportation element, and is incorporated into this Plan by reference.

The City of The Dalles along with Klickitat County, Washington owns The Columbia Gorge Regional Airport, located north of The Dalles in Washington State. While the airport is not located within The Dalles urban growth boundary, it is an important public facility for The Dalles, Klickitat County, and the mid-Columbia Gorge region. A master plan for the airport was prepared in 2004 – *Columbia Gorge Regional Airport Layout Plan* (Century West Engineering, 2004) – which outlines on-airport and off-airport improvements and plans.

In 1993, The Dalles began a multi-phased update of The Dalles Transportation Plan in the context of preparing a Transportation System Plan (TSP) for the City. This first phase was completed, providing updated traffic counts and a detailed inventory of existing street and transportation improvements. The City's 1993 Bicycle Master Plan was incorporated into this Plan by reference. The Dalles TSP was completed and adopted in 2007, and is incorporated by reference into this Transportation Element. The following goals and policies are reprinted from the acknowledged transportation element of The Dalles 1982 Comprehensive Plan along with amendments based on the TSP.

## *Transportation Goal*

To provide a transportation system that supports the safety and mobility needs of local residents, business and industry, affords choice between transportation modes, is convenient and affordable to use, and supports planned land uses.

### *Goal 12 Policies*

1. Mass transit and transportation for The Dalles Urban Area shall be encouraged.
2. Pedestrian, bicycle and horse trails in the Urban Area shall be encouraged.
3. The Columbia Gorge Regional Airport is a transportation facility of regional importance which shall be properly maintained to meet the needs of the Mid-Columbia Area. Adopt the Columbia Gorge Regional Airport Layout Plan.
4. Encourage the provision of adequate barge handling facilities to meet present and future barge traffic on the Columbia River.
5. Develop a safe and efficient arterial and collector street system that provides additional north-south and east-west local access routes, thereby relieving traffic congestion on the street system.
6. Provide an adequate system of arterial and collector streets throughout the city to accommodate future growth needs of the residential, commercial, and industrial areas of the community.
7. Street standards shall be flexible as to street trees, sidewalks, planting strips, and widths.
8. Commercial and industrial developments shall provide adequate ingress and egress, off-street parking, and adequate landscaping.
9. Develop a street system that improves vehicular access to the downtown area and maintains The Dalles as the hub by providing access for development in outlying areas.
10. Provide adequate transit services to make shopping, health and social services accessible to transportation disadvantaged residents as funds are available.
11. Identify recommended truck routes and required street improvements to safely accommodate the north-south truck movement from the hillside orchards to the downtown processing plants, and access to the commercial and industrial areas.
12. Support the development of alternatives to the automobile including mass transit, and facilities for bicycles and pedestrians.

## *Goal 12 Implementing Measures*

- Identify measures to enhance safety along streets and at street intersections in The Dalles urban area.
- Develop a system for prioritizing pavement maintenance and rehabilitation.
- Street standards, including street trees, sidewalks, planting strips, and widths, shall be made flexible in the Land Use and Development Ordinance based upon local topographic conditions, traffic demands, and citizen input.
- The Columbia Gorge Regional Airport Layout Plan shall be implemented as funds are available.
- Maintain sufficient roadway width and turning radii to ensure safe passage of the motoring public while integrating with pedestrian and bicycle movement.
- The City shall maintain on-street parking, specifically in the downtown area, and review all landscaping and off-street parking site plans to ensure conformance with the Zoning Ordinance and the Comprehensive Plan.
- Provide pedestrian and bicycle access, especially when direct motor vehicle access is not possible.
- A convenient and economic system of transportation shall be encouraged to be provided for needy, senior citizens and the handicapped and other transportation disadvantaged.
- Implement the recommendations in Chapter 6 of The Dalles Transportation System Plan, including:
  - Figure 11 – Proposed Street Classification and Traffic Signals;
  - Figure 12 – Street Design Standards (Arterial and Major/Minor Collectors);
  - Figure 13 – Street Design Standards (Industrial and Commercial Collector and Local Streets, and Local Residential Streets and Alleys);
  - Table 5 – Street Design Standards;
  - Table 6 – General Access Management Guidelines;
  - Figure 14 – Street Improvement Projects;
  - Figure 15 – Proposed Bikeway Plan; and
  - Figure 16 – Truck Route Plan.
- Evaluate the need for additional signals in the city, including at the I-84 interchanges.
- Improve intersection operations through the downtown by measures including, but not limited to, coordinating traffic signals.
- Identify improvements to existing policies and standards that address street connectivity and spacing.
- Implementing ordinances shall consider the following community desires:
  - Integrating new arterial and collector routes into the existing city grid system.
  - Pedestrian and bicycle needs should be considered in all public and private development and redevelopment.
  - Intermodal access to neighborhood parks and neighborhood centers is needed.
  - Additional commercial access to the east side of town is needed, either through the creation of business opportunities or by street improvements.
  - Mixed use areas should be promoted to allow employment and shopping opportunities in residential areas, thereby reducing vehicular trips.

- The public streets should be developed and redeveloped with aesthetics and people in mind, providing street furniture and shade trees wherever feasible.

## GOAL #13: ENERGY CONSERVATION

*Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.*

### *Background*

The Dalles 1982 Comprehensive Plan included a detailed discussion of existing and alternative energy resources available in Oregon and the Columbia Gorge. Findings from the 1982 Plan can be summarized in four general categories:

- Development and enforcement of construction methods and codes encourage energy conservation. These considerations include small residential lot size, higher residential densities, total weatherization during construction, utilizing alternative energy methods during construction and encouraging common-wall housing such as apartments and townhouses.
- Encouraging alternatives to the exclusive use of the automobile. Methods include encouraging higher residential densities along high capacity transportation corridors, locating shopping and employment opportunities close to residential areas, improving traffic flow, providing for pedestrian and bicycle use, and encouraging transit.
- Using current energy sources efficiently. National, state and local incentives are needed to encourage energy conservation, recycling, utilization of renewable energy sources, and weatherization programs.
- Maximizing the use of existing and proposed public facilities before new facilities are constructed. This includes clustering development and increasing densities to lessen the need for new streets, sewers and water lines, improving the energy efficiency of government buildings, encouraging redevelopment and renovation, and discouraging the "leapfrogging" of development.

### Energy Providers

Northern Wasco County People's Utility District (NWC-PUD) provides power to customers and communities in the Northern part of Wasco County, including the City of The Dalles and other communities. NWC-PUD purchases the majority of its power from the Bonneville Power Administration. Northern Wasco County PUD is very reliable system with few outages, and some of the lowest rates in the region. Rates are established by the five-member Board of Directors.

As a full requirements customer of the BPA, NWC-PUD receives 100% its power from the BPA. The PUD is a winter peaking utility because of the increased electric load for lighting and space and water heating. The NWC-PUD built two generation projects – a 5 MW generator at The Dalles Dam and a 10 MW unit at McNary Dam in Umatilla. The output from The Dalles project is being sold to Puget City & Light. The PC&L contract expires in 2011, signifying full capital payment (at no cost to NWC-PUD ratepayers). At that time NWC-PUD will decide whether to bring the output into the local system or sell to the BPA depending on which is a greater long-term benefit for ratepayers.

Northwest Natural Gas (NW Natural) provides The Dalles residential, commercial and industrial customers natural gas.

## *2006 Energy and Land Use Analysis*

In 2006, Winterbrook Planning and ECONorthwest provided a detailed analysis of energy conservation measures that can be implemented through the land use planning process. This analysis identified several ways to conserve energy. By reducing energy demand in the development of urban areas, The Dalles can greatly impact the long-term sustainability of the region. These reductions occur through:

- Integration of zoning and building standards;
- Increasing the use of energy efficient technology; and
- Use of renewable resources for distributed power generation.

As noted in the “summary” section of this analysis:

“The Dalles enjoys a relatively strong energy position due to the size of community, projected future demographic changes, and located in close proximity to their main power provider’s generation facilities. Additionally, as a full requirements customer, 100% of the power comes from the BPA’s hydro generation dams. In the case of future disruptions in the BPA distribution of energy, The Dalles can further stabilize the energy supply by evaluating appropriate renewable and distributed generation opportunities. Future disruptions may include increased costs due to salmon recovery efforts, pressure from the federal government for full cost delivery to current shielded customers, and increased competition for clean power sources.

Action strategies should prioritize improving efficiencies in the energy efficiency of the built environment, improvements in urban form, and the transportation sector, respectively. By increasing efficiencies for residents, The Dalles municipal government will proactively secure the economic stability of the city and region for the near and long term. Inasmuch as improvements in the transportation sector are largely outside of the influence of the local jurisdiction, it is recommended that The Dalles invest in energy efficiency programs by either enhancing the existing programs that the North Wasco County PUD offers or expanding programs to include increased efficiency in building standards, denser urban growth patterns, and long-term strategies for a public transportation system.”

### *Energy Conservation Goal*

- To conserve energy in existing and proposed community development.

### *Goal 13 Energy Conservation Policies*

1. Enforce energy responsive state building codes and encourage use of LEED standards.
2. Actively assist and encourage the development of alternative sources of energy.
3. Encourage conservation techniques for all new industrial, commercial, and multi-family developments, and encourage site planning, landscaping and construction which support solar energy use and conservation.
4. Encourage renewal and conservation of existing neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. Infilling of passed over vacant land is encouraged. Close relationships among developments for living, working, shopping and recreation are encouraged through planned mixed-use zoning.

5. Provide for higher density, encourage more common-wall residential development types as an alternative to single family detached housing.
6. Encourage recycling and conservation efforts.
7. With any proposed change in the Urban Growth Boundary, consideration shall be given to energy conservation.
8. Land use planning shall encourage the efficient use and re-use of buildable lands within the Urban Area.
9. Consider and foster the efficient use of energy in land use and transportation planning.
10. The City shall also implement additional energy conservation measures related to “urban form,” “transportation,” and “building codes” identified in the “Implementation Measures” section below.
11. The City shall consider adoption of the Oregon Department of Energy’s Model Conservation Ordinance.

### ***Goal 13 Implementation Measures***

- Local building officials shall perform initial and final inspections after completion of all new construction and provide stamped certification of compliance with state building codes.
- Research appropriate standards to protect the availability of sunlight and wind as energy sources.
- The City shall explore the feasibility of a mini-transit system as funds are available.
- The City shall exact compliance with the approved public facilities plan which will seek to minimize "leapfrogging."
- Information shall be made available concerning local conservation programs.
- The City should make available information about the appropriate tax benefits of and the availability and location of buildable lands in the urban growth area.

### **Urban Form**

By increasing residential densities and providing for mixed-use centers, The Dalles has implemented some of the “urban form” implementation strategies found in the *Energy Aware Planning Guide*. The Goal 12 element of the CLUP also includes recommendations for a future linear transit system that recognizes and takes advantages of limitations imposed by topography on The Dalles’ urban form.

- **Mixing Residences and Worksites:** Revise zoning code to permit land use mixing. Offer incentives such as density bonuses for commercial projects that include housing. Require a certain amount of housing in and adjacent to large scale commercial developments. Use redevelopment authorities to require housing and commercial uses in redevelopment areas. Coordinate mixed-use development and transit.
- **Shops and Services within Walking Distance of Homes:** Adopt specific plans for new and existing neighborhoods that include zoning for shops and services within a ½ mile radius of homes. Adopt design guidelines and standards which encourage walking. Revise the community subdivision ordinance to include a mix of services within ½ mile of homes. Provide incentives for mixed-use developments including expedited processing, reduced fees or reduced parking requirements. Link requirements to economic demand; conduct a market study to assure the viability of implementing new requirements.
- **Shops and Services at worksites, transit, and park and ride lots:** Prepare specific plans for areas with high employment concentrations. Provide incentives for mixed-use projects.

- Density near transit for Housing and Jobs: Provide increased pedestrian, bicycle and transit access.
- Diverse and Compact Housing: Develop zoning codes, subdivision ordinances and development plans that allow for a mixture of housing types within an area. Reduce lot size, setback, frontage and/or yard requirements. Allow zero-lot-line (ZLL) zoning to increase dwelling unit density. Adopt an Accessory Dwelling Unit ordinance. Allow attached housing units and multi-family units.

## Transportation

Motor vehicle transportation accounts for 38% of Oregonians' energy use and presents the largest single source of air pollution to urban areas (DEQ, 2006). Increased per capita use of motor vehicles combined with the negative environmental impacts underscores the importance of considering transportation options as part of a larger conservation strategy. The recently adopted Transportation System Plan (TSP) implements many of the strategies described below.

- Create a City/Regional Transit Agency/System: A local/regional public transit system is the critical element in all successful transportation and energy conservation programs.
- Increase opportunities for walking and bicycling: Review and revise street design standards to accommodate increased walking. Amend the subdivision ordinance to incorporate alternative transportation modes into design, including bike paths and sidewalks. Establish a bicycling education program. Provide incentives to new commercial developments to incorporate bike supportive facilities such as secure parking, showers and lockers, and/or bicycling gear.
- Create an Integrated Circulation System: Develop guidelines for streets, paths and sidewalks to include bike and pedestrian friendly design standards for sidewalks and bike lanes throughout system. Incorporate new plans with the Transportation System Plan and Parks Plan to encourage greater connectivity. Provide new connections in critical areas.
- Design for Transit Access: Improve existing standards to make transit more convenient, safe and enjoyable. Require developers to build transit stops identified by the transit agency. Integrate transit access, pedestrian and bicycle concerns into the master planning process as a goal and/or objective.
- Private Employer Programs: such as the Oregon Department of Environmental Quality's (DEQ) Employee Commute Options program (ECO). This program provides strategies to support alternative employee commuting as required under the US EPA guidelines for air quality non-attainment in the Portland Metro area. Although many of the strategies are designed for major metropolitan areas, they are adaptable to different community sizes.
- Public agencies and their employees can create the example for forward thinking conservation policies: These include reducing employee commute trips by offering to subsidize bicycling and walking, creating a vanpool or carshare program, offer alternative work schedules and/or establish a electronic commuting (telecommuting) program.
- Vehicle Fleets: Private companies and public agencies can support energy conservation through purchasing fuel efficient cars including hybrids, purchasing domestically produced biodiesel and ethanol fuel blends, running liquid natural gas (LNG) or the renewable compressed biomethane (CBM) as fuels.

## **Building Codes**

The State of Oregon Building Code mandates a variety of energy efficiency requirements that new construction must meet. This existing code can be strengthened through the local adoptions of retrofit ordinance for residences and commercial buildings.

- Actively enforce building codes that provide increased efficiencies.
- Consider financial incentives for developers to exceed the state building codes.
- Consider the adoption and implementation of an efficiency standard for city facilities and services, such as the LEED standards for new public buildings.

## **A Model Ordinance for Energy Projects**

In July of 2005, ODOE developed a model ordinance for siting energy projects in Oregon. This document provides planning support for communities that intend to site a small energy generation facility. The model ordinance provides specific language which a community can adopt for improved integration of local and state policies into the conditional use or special use provisions of the local code. Each model code provision is accompanied by ODOE commentary addressing applicable statewide planning goals, rules and statutes. (ODOE, 2005) This document can be accessed through the Energy Facility Siting Council's section of ODOE's website. (<http://egov.oregon.gov/ENERGY/SITING/local.shtml>).

## GOAL #14: URBANIZATION

### ***The Urban Growth Boundary (UGB)***

Statewide Planning Goal 14 requires that The Dalles and Wasco County jointly adopt a 20-year urban growth boundary (UGB) that defines where urban services will be provided to serve existing and planned urban development. Urban services cannot be extended outside the UGB to serve rural land. Thus, the UGB defines where urban growth can occur, and where it cannot. The UGB separates urban from rural land.

The “need” section of Goal 14 requires that the UGB must be large enough to accommodate population and employment growth needs (including parks and schools) for the 20-year planning period:

*Establishment and change of urban growth boundaries shall be based on the following:*

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and*
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space.*

*In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.*

The “location” section of Goal 14 sets forth criteria for determining the direction of urban growth:

*The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:*

- (1) Efficient accommodation of identified land needs*
- (2) Orderly and economic provision of public facilities and services;*
- (3) Comparative environmental, energy, economic and social consequences; and*
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.*

When a UGB is expanded, the City must show how land within the UGB can be developed at urban densities and served efficiently with sanitary sewer, water, storm drainage and transportation facilities. The City must also consider economic, social, environmental and energy consequences of alternative growth options. ORS 197.298 requires all cities in Oregon to include rural residential areas before moving into farm and forest resource land, and to include lower value resource areas (such as grazing land without irrigation) before bringing in higher value resource areas (such as irrigated cherry orchards). Thus, the locational criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet identified needs.

## ***The National Scenic Area Act (NSAA)***

The Columbia Gorge Commission has adopted standards for the review of “minor amendments” to areas with “urban exempt” status under the National Scenic Area Act (NSAA). These standards mirror Goal 14 need and location requirements, but emphasize protection of scenic areas within the Columbia Gorge NSAA boundary. However, the Gorge Commission has not adopted clear and objective standards for “minor amendments” to UGBs within the NSAA boundary. As a result, the City’s UGB amendment process has been put on indefinite hold. In the meantime, the City is committed to working with the Department of Land Conservation and Development, Gorge Commission staff, and participating Native American tribes in the preparation of scenic, natural area and cultural resource studies necessary to demonstrate compliance with the NSAA.

## ***Background***

The Year 2006 UGB established with The Dalles’ 1982 Comprehensive Plan has met the City’s growth needs with only minor amendments. The City established new goals, policies, and implementation measures with the adoption of the 1993 Comprehensive Land Use Plan update and the 1998 Land Use and Development Ordinance update. These plan and LUDO updates were specifically directed to increase the efficiency of land use within the UGB. This was done to demonstrate that the City was doing everything it could to use its land resource base in the most efficient way possible, anticipating that an UGB expansion was at some point going to be necessary. Now, after 24 years of growth, The Dalles has relatively little remaining buildable lands within the existing UGB. The 2006 UGB has approximately 7.3 square miles: of this, 69% (5.0 square miles) are developed for urban uses, and 21% (1.6 square miles) are unbuildable due to steep slopes and water features, leaving about 10% (less than 1 square mile) available to meet residential, public / semi-public, and employment needs.

Volume II of The Dalles Comprehensive Plan includes the following documents that commit the City and increasing densities within the existing UGB and which justify the need for additional land within The Dalles UGB to meet identified 20-year needs:

- *Population Forecast for The Dalles* (ECONorthwest, 2006)
- *Population Forecast, City of The Dalles Transportation System Plan*, David Evans and Associates, 1993.
- *City of The Dalles Economic Opportunities Analysis* (ECONorthwest, 2011)
- *City of The Dalles Housing Needs Analysis* (Winterbrook Planning, 2006)
- *Buildable Lands Inventory Methods and Maps for The Dalles UGB and URA* (Winterbrook Planning and the City of The Dalles, 2006)
- *Goal 13 Energy and Land Use Analysis* (ECONorthwest, 2006)

Table 14-1 compares demonstrated need for buildable land in acres through the Year 2026 with the supply of buildable land within the 2006 (existing) UGB. To meet Year 2026 land needs, The Dalles should expand the UGB by approximately 2/3 of a square mile of buildable land. This amounts to about 8% of the land area within the Year 2006 UGB. *However*, the City recognizes that compliance with the NSAA is also required for a successful UGB amendment. Therefore, prior to pursuing UGB expansion, the City is committed to conducting a series of studies necessary to document compliance with the NSAA in 2010-11.

**Table 14-1. Year 2026 Land Needs and Year 2006 Buildable Land Supply**

<b>Plan Designation</b>	<b>2006 Supply (Gross Buildable Acres)</b>	<b>2026 Need (Gross Buildable Acres)</b>	<b>Surplus (Deficit)</b>
Residential & Public / Semi-Public	348	870	(522)
Industrial & Commercial*	393	282	111
<b>Total</b>	<b>741</b>	<b>1,152</b>	<b>(411)</b>

\*Industrial and commercial land supply may be reduced with LWI<sup>5</sup>

### *Future Urban Growth Boundary Expansion*

The City’s growth is constrained by topographic features. The Dalles was originally sited on a bench on a bend in the Columbia River. The bench is confined by steep slopes and rimrock before reaching the fertile, irrigated plateau to the south and west. This plateau proved ideal for growing cherries – an industry that is highly valued in Wasco County and protected by Statewide Planning Goal 3 (Agricultural Lands). Less valuable grazing land is found to the north in Hidden Valley. The Bonneville Power Administration owns almost a square mile of land to the east.

When The Dalles established its first UGB in 1982, growth was confined by the Columbia River (to the north and west), BPA (to the east), and cherry orchards (to the south and west). In 1982, planned growth in The Dalles did not justify expansion into lower quality agricultural soils (grazing lands) up Chenoweth Creek and into Hidden Valley to the west.

In 1986, the United States Congress adopted the Columbia River Gorge National Scenic Area Act (NSAA), which established the bi-state Columbia River Gorge Commission. Under the provisions of the NSAA, the Gorge Commission established the National Scenic Area surrounding The Dalles UGB on all sides. As intended by Congress, the Gorge Commission exempted the area within The Dalles UGB from provisions of the act.<sup>6</sup> However, a “minor amendment” to this “urban exempt area” is required for needed expansion of The Dalles UGB.

For the above reasons, The Dalles faces extraordinary topographic and administrative constraints. To ensure greater efficiency of land use (and thereby reduce the land area added to the 2006 UGB), The Dalles has taken the following measures:

- Planned residential densities have increased from 5.0<sup>7</sup> to 5.6 dwelling units per gross buildable acre (or 7 units per net buildable acre).

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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 with 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.

<sup>6</sup> Due to apparent mapping errors, small areas at the edge of The Dalles UGB were not given urban exempt status, and therefore have been required to comply with NSAA scenic standards. This error is being corrected as part of the 2006-07 UGB amendment process.

<sup>7</sup> Actual development densities observed in The Dalles from 2001-2005.

- To accomplish this objective, the City has amended its residential zoning districts to allow automatic density transfer, a greater variety of housing types, and minimum densities.
- Rather than meeting large-site industrial needs in “green field” areas to the north, the City has relied on largely on redevelopment of the Northwest Aluminum site.
- Some commercial needs are met in neighborhood centers located within the existing UGB.
- The City established new goals, policies, and implementation measures with the adoption of the 1993 Comprehensive Land Use Plan update and the 1998 Land Use and Development Ordinance update. These Plan and LUDO updates were specifically directed to increase the efficiency of land use within the UGB.

### *Urbanization Goal*

- To adopt an urban growth boundary (UGB) which assures that adequate vacant buildable land is available for all uses to the year 2026. This goal has been put on hold pending completion of studies demonstrating compliance with the NSAA.
- To coordinate with Wasco County in order to manage the urban growth boundary and the conversion of land within the boundary for urban uses.
- To provide for the orderly and efficient provision of public facilities and services.
- To encourage development in areas already served by major public facilities before extending services to unserved areas.
- To plan for future growth opportunities recognizing the limitations imposed by the Columbia Gorge National Scenic Area Act (NSAA).
- To establish at some point in the future an Urban Growth Boundary (UGB) consistent with state statute and as interpreted by OAR Chapter 660, Division 024.

### *Goal 14 Policies*

1. Adopt as part of this Plan the urban growth boundary shown on the Land Use Plan map.
2. Conduct a review of the Urban Growth Boundary at least every two years. This review shall include analysis of the following factors, and others as appropriate.
  - a. Determine the amount of buildable land which will be serviced in the near future within the Urban Growth Boundary.
  - b. Estimate of the average acreage in the serviced and non- serviced categories that was available on the market in the past year.
  - c. Review of the impact of the Urban Growth Boundary on land costs by comparing land values inside of and outside of the Urban Growth Boundary.
  - d. Evaluation of any major population increases or shifts which may affect Urban Growth Boundary location.
  - e. Review the factors in L.C.D.C. Goal #14 to assure continued compliance.
3. Recommend Urban Growth Boundary changes based on the above factors, and other, as appropriate.
4. Update and adopt an Urban Growth Management Agreement with Wasco County. The agreement shall outline how land within the U.G.B. will be managed and who will administer

land use and other decisions. The City will develop plan and zoning designations which will be adopted by Wasco County.

5. Changes to the Urban Growth Boundary shall be consistent with Statewide Planning Goal 14 (Urbanization), the Goal 14 Administrative Rule (OAR Chapter 660, Division 24), and the NSAA.
6. Encourage the orderly annexation of land within the Urban Growth Boundary to the City of The Dalles.
7. Adequate public utilities shall be planned or provided for, per local and State statutes, to service an area when annexation is considered. This includes, but is not limited to, storm sewers, sanitary sewer and water service.
8. Public facilities such as roads, water, sewer, and storm sewer will be required for development of the area in question and shall be subject to review prior to annexation and shall comply with The Dalles Transportation Systems Plan (TSP), Water Master Plan, Sewer Master Plan, and Storm Water Master Plan.
9. Upon annexation an official plat of the parcel(s) in question shall be filed if such document does not exist. Any plat shall be subject to review by the Planning Director, City Planning Commission and the City Council as set forth in the Subdivision Ordinance.
10. Conversion of urbanizable land to urban uses shall only occur upon demonstration that public facilities and services will be provided in an orderly and economic manner through the City annexation process.
11. Zoning of newly annexed areas shall comply with the Comprehensive Plan Land Use Map and Development Guidelines.
12. Property owners developing land adjacent to the UGB should anticipate potential nuisance conditions resulting from accepted farm practices conducted outside the UGB. Nuisance complaints against farm uses outside the UGB will not be pursued by the City.
13. The Dalles will prepare public facilities and transportation plans for the UGB and URA ~~to~~ once these boundaries have been established.

## **APPENDIX A: THE DALLES COMPREHENSIVE PLAN LAND USE MAP**

Attached is a reduced copy of the Land Use Map, as adopted, at a scale of 1" = 2000'. Be advised that later amendments can cause this map to become outdated. Always check with the City of The Dalles Community & Economic Development Department for the latest version of the Land Use Map.

An official copy of the original map is in the records of the Wasco County Clerk. Amendments to this map will also be on record.

## **APPENDIX B: GUIDELINES FOR LAND USE PLAN MAP CLASSIFICATIONS**

The Comprehensive Land Use Plan map is an application of the Background Studies information and the Goals and Policies for each Statewide Goal considered. This plan map is to be used for decision making related to growth, development and land use within The Dalles Urban Growth Boundary. The map shows the land use pattern as a number of broad land use classifications.

The purpose of each land use classification and symbol is defined below. Development standards are reprinted for each classification. These standards can also be found in separate Plan elements.

### *Residential Designations*

The Dalles Comprehensive Land Use Plan includes three residential plan designations:

- Low Density Residential (3-6 units per gross acre)
- Medium Density Residential (7-17 units per gross acre)
- High Density Residential (17-25 units per gross acre)

The Neighborhood Center is a “Mixed Use” overlay district that may be applied to areas with a Residential designation.

In addition to complying with the Goal 10 element of this plan, the following criteria shall be applied to applications for residential comprehensive plan amendments and zone changes.

### **Low Density Residential**

Purpose: To provide areas needed to meet present and future housing needs where the predominant housing type is single family residential. The density range for the low density residential district is 3-6 units/gross acre.

#### **Low Density Residential Standards**

- Single-family zones shall be in those areas designated Low Density Residential on the Comprehensive Plan map.
- Adequate water and sanitation shall be available without exception.
- Building in areas of active geologic hazard shall be permitted only after a report has been submitted by a qualified person, as determined by the Planning Director. The report shall include a description of the hazard and all mitigating measures to be included in the building design. (See Goal #7, Natural Hazards.)
- Unless supported by a qualified geologist, single family residential homes must not be located in areas of active geologic hazard or on lots with slopes exceeding 20%.
- Manufactured home residences shall be subject to site design standards set forth in the City Ordinance addressing the same.

## Medium Density Residential

Purpose: To provide land needed to meet present and future needs for mobile homes on individual lots and mobile home parks. The density range for the mobile home residential district is 7-17 units/gross acre.

### Medium Density Residential Standards

- Small lot single family, manufactured home parks and row homes shall be in those areas designated Medium Density Residential on the Comprehensive Plan map, and shall be allowed consistent with the residential land needs analysis of this Element.
- In areas where row home structures are to mix with single-family residence, the building shall be designed to be compatible with surrounding properties – subject to clear and objective zoning standards.
- Access to arterial or collector streets shall be directly available. However, structures of less than five units may be allowed on local streets if they are within 600 feet of an intersection and the street is improved by the developer to at least the width of a collector street.
- Unless supported by a qualified geologist, row homes and manufactured dwelling parks shall not be located in areas of active geologic hazards or on lots where slopes average more than 15%.
- Adequate sanitary sewer, storm sewer, and water lines shall be available without exception.
- Street access to the property shall provide entrance for emergency vehicles.
- Landscaping shall be required and maintained for row home structures and manufactured home parks.
- Manufactured home parks shall be subject to the conditions set forth in the City Ordinance addressing the same.

## High Density Residential

Purpose: To provide land needed to meet present and future needs for single and multi-family housing. The density range for the high/medium density residential district is 10-25 units/gross acre.

### High Density Residential Standards:

- Multi-family zones shall be in those areas designated High Density Residential on the Comprehensive Plan map, and shall be allowed consistent with the residential land needs analysis of this Element.
- In areas where multi-family structures are to mix with single-family residence, the multi-family building shall be designed to be compatible with surrounding properties.
- Access to arterial or collector streets shall be directly available. However, structures of less than five units may be allowed on local streets if they are within 600 feet of an intersection and the street is improved by the developer to at least the width of a collector street.
- Multi-family structures shall not be located in areas of active geologic hazards or on lots where slopes average more than 10%.
- Adequate sanitary sewer, storm sewer, and water lines shall be available without exception.
- Street access to the property shall provide entrance for emergency vehicles.
- Landscaping shall be required and maintained for multi-family structures.

## Neighborhood Center

Purpose: To provide for districts within residential neighborhoods where a mix of residential, commercial and neighborhood-based service uses are encouraged.

**Neighborhood Center Overlay Standards:**

- A Neighborhood Center shall be established at those areas designated "NC" on the Land Use Plan Map. New neighborhood centers may be identified, and shall apply to parcels proximate to a neighborhood focal point, such as an intersection, with no specific area or size limitations provided that the boundaries of the center are located generally along alleys or mid-block.
- Uses permitted within a neighborhood center include all residential uses (except mobile homes), commercial uses which provide for small businesses and services which serve local residents, and public and semi-public uses like schools and libraries which function as neighborhood activity centers. (Commercial uses permitted in the Neighborhood Commercial District of The Dalles Zoning Ordinance, 1988 shall be included in the Neighborhood Center district).
- Multiple uses are permitted within a single building or a single tax lot.
- Development standards for a "NC" overlay zone shall be implemented. The overlay zone shall be applied to underlying residential zones.
- Neighborhood Centers are intended to rely heavily on pedestrian traffic, thereby reducing automobile trips and related off-street parking requirements. Residential character is to be retained by allowing on-street parking where feasible and alleviating conversions of front lawns to parking lots. Rear access and parking will be encouraged. Streetscape qualities shall be enhanced through the use of pedestrian spaces with benches and street trees for shade.
- Neighborhood Centers will serve as major transit stops when The Dalles develops a linear transit system in the future. (See Goals 12 Transportation and 13 Energy Conservation.)

***Employment Designations***

The Dalles Comprehensive Land Use Plan includes five employment plan designations:

- Commercial
- Recreation Commercial
- Industrial
- Commercial/Light Industrial
- Central Business Commercial

In addition to complying with the Goal 9 element of this plan, the following criteria shall be applied to applications for comprehensive plan amendments and zone changes.

Purpose: To provide for a wide range of retail, wholesale, and service businesses to serve the needs of the marketing region in locations compatible with the best interests of the community.

**Standards:**

- Paved, off-street parking areas shall be required of all business commensurate with the use generated by the business (Exception may be made for the Central Business District - First Street on the North, a line running parallel with and 100 feet South of the south line of Fourth Street, Liberty Street on the West, and Madison Street on the East).
- Landscaping shall be required for all new constructions or major remodeling of existing buildings subject to review by the Planning Commission.
- Utilities shall be buried or screened.
- Advertising signs shall be regulated in accordance with City Ordinance.

## Recreational Commercial

Purpose: To provide for mixed-use business and service commercial land uses near freeway interchanges and the Columbia River which would be compatible with the natural environment of the land.

**Policies: Policies and Implementing Measures regarding Commercial Areas are included in the Goal 9 section of this Plan.**

Standards:

- 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.
- Locate service/recreation areas near The Dalles Dam and near the proposed I-84 Chenoweth Interchange.
- 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 in a campus setting which are complementary to commercial and recreational uses.
- Permit uses and 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 and storm drain systems as needed.

## Industrial

Purpose: To establish and protect areas which provide for a variety of heavy commercial and light industrial uses which meet the public demand, fit into the pattern of development in the community. Such uses will provide for employment, a strong and diversified economic base, and an expanded taxing base in the Urban Area.

**Policies: Policies and Implementing Measures regarding Industrial Areas are included in Goal 9 element of this Plan.**

Standards:

- New residential and large-scale retail development shall be prohibited.
- Commercial uses shall support primary industrial uses identified in the EOA.
- Uses shall be of a relatively non-polluting nature.
- All Federal and State health and safety standards shall be met.
- All Planned Developments or Industrial Parks shall conform to City Ordinance addressing the same.
- Site Plan Review shall be conducted by the Planning Commission.
- All uses should be designed to be compatible with maintenance of the community's quality of life with a minimum of conflict between industry and other land uses.
- Large sites shall be retained to meet site requirements of targeted employment, as identified in the Economic Opportunities Analysis (EOA).

## *Parks and Open Space Areas*

Purpose: To insure that sufficient open areas throughout the community are retained to safeguard the public need for visual and environmental resources, as well as to provide areas for recreational activities for citizens of the community. Areas subject to natural hazards, such as flooding and earth movement, should be included and kept free of development and that could be hazardous to the individual property owner and/or the community.

**Policies: Policies and Implementing Measures regarding Parks and Open Space Areas are included in Goals 5, 7 and 8 of this Plan.**

Standards:

- Areas within the 100-year Flood Plain, riparian corridors or on slopes in excess of 25 percent and subject to active slope movement shall be identified as Open Spaces.
- If compatible with the land and character of the vicinity, efforts to utilize these areas for recreational purposes should be made.

### **Park Deficient Areas**

Purpose: To identify areas in the community which are deficient in neighborhood park facilities.

Standards: This designation is a preliminary identification of areas where future neighborhood parks should be provided. These designations will be further refined on adoption of a comprehensive master park plan. (See Goal 8, Recreation.)

### **Multipurpose Trails**

Purpose: To identify the general location of multipurpose trails and greenways as proposed in The Dalles Riverfront Master Plan. Multipurpose trails are identified along the Columbia River (Riverfront Trail), and along Mill Creek and Chenoweth Creek.

#### **Standards:**

The Riverfront and Greenway Trail and Facility Guidelines, Appendix E of The Dalles Riverfront Master Plan, shall be adopted by reference into this Plan.

## *Urban Growth Management*

### **Urban Growth Boundary**

Purpose: To separate urban from rural lands, and to include sufficient buildable land to meet residential, employment, and public / semi-public land use needs to meet 20-year land needs, consistent with Statewide Planning Goal 14 (Urbanization) and the Goal 14 administrative rule (OAR Chapter 660, Division 24).