

City of The Dalles

Residential Land Needs Report

Winterbrook Planning • April, 2007



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Table of Contents

Residential Land Needs	3
Key Findings	3
Housing Needs Analysis.....	4
Population Projection.....	4
Demographic Trend Analysis	4
Housing Need Assumptions.....	5
Group Quarters Population	5
Household Size	5
Vacancy Rate	5
Dwelling Units Projected.....	5
1994 Comprehensive Plan Housing Projections and Densities	5
Housing Needs Model	6
Actual Development	7
Housing Needs Projection	8
Public & Semi-Public Land Needs.....	12
School District Needs	12
Park Needs	12
Religious Uses	13
Group Housing	13
Government	13
Public / Semi-Public Land Needs Subtotal	14
Housing and Public / Semi-Public Land Needs Summary	14

RESIDENTIAL LAND NEEDS

This Report determines year 2026 and 2056 housing and public / semi-public land needs for the City of The Dalles, Oregon. Determination of The Dalles' housing needs builds upon the firm foundation found in the Housing section of The Dalles Comprehensive Land Use Plan (CLUP - 1994). That 1994 CLUP included a revised housing needs projections by type through the Year 2010. To develop a Year 2026 housing need projection, Winterbrook relied on a revised population projection prepared by ECONorthwest, evaluation of demographic trends from the 1990 and 2000 US Census, review of recent development trends, and input from City staff. Based on a series of assumptions, this report determines the number, type and density of housing units that will be meet to accommodate planned population growth through over the next 20 years.

This Report also projects the need for of public and semi-public land through the Year 2026. To make this determination, Winterbrook relied on existing Comprehensive Plan policies, City Staff analysis of current use-to-population ratios, ECONorthwest's analysis of public employment needs, and continuing input from City Staff.

Key Findings

As documented below in Table 1, after accounting for land within the existing UGB, The Dalles has residential land deficit of 522 acres for the year 2026, and 1,466 acres for the year 2056. Land that is constrained by steep slopes, floodplain, stream corridors or wetlands is not considered part of the buildable lands inventory.

Table 1: Residential Land Needs Summary

Year	Housing Deficit (gross buildable acres)	Public / Semi-Public Deficit (gross buildable acres)	Total Residential Land Deficit (gross buildable acres)
2026	191	331	522
2056	873	593	1,466

HOUSING NEEDS ANALYSIS

The Housing Needs Analysis reviews and incorporates ECONorthwest’s Population Forecast and the Demographic Trends Analysis (Appendix 1), describes base housing need assumptions, reviews future housing type and density needs, analyzes recent “actual” development in The Dalles, and concludes with recommended dwelling unit types, densities, and plan district allocations.

Population Projection

In order to establish a solid future population figure on which to base analysis of housing and public / semi-public land needs, the City must have a “coordinated” population projection.

ECONorthwest prepared a population forecast for the City of The Dalles in a May 26, 2006 memorandum titled “Population Forecast for The Dalles”. This population forecast was based on:

- Historical growth trends and factors affecting growth in the Columbia Gorge region, Wasco County, and The Dalles.
- Evaluation of Wasco County population forecasts developed by the State Office of Economic Analysis.

The proposed population forecast is specifically designed to provide justification for Wasco County, so the County can adopt the forecast as a coordinated population projection.

The ECONorthwest population forecast shows a 2026 population of 22,545 and a 2056 population of 31,926. These are the population figures on which this memorandum will base 20-year (urban growth boundary) and 50-year (urban reserve) land needs. As shown on Table 2 below, the projected population growth results in projected *increases* in The Dalles’ population of 7,073 in 2026, and 16,454 in 2056.

Table 2: 2006-2056 Population Projection

Year	Population	Increase
2006	15,472	-
2026	22,545	7,073
2056	31,926	16,454

Demographic Trend Analysis

A detailed analysis of The Dalles’ past and relatively current demographics, based primarily on census data, is found attached as [Appendix 1: Demographic Trend Analysis](#). The Demographic Trend Analysis informs basic housing need assumptions used in this memorandum, as well as economic development work and proposed Comprehensive Plan / Development Code amendments. Preliminary demographic findings show that The Dalles is a relatively homogeneous community with relatively affordable housing, although this is likely to change

somewhat over the next 20 years. Increased employment opportunities, coupled with a growing retirement community, are likely push the demand for a broader range of housing types – including small lot single family, row homes and condominiums.

Housing Need Assumptions

Basic housing land need assumptions include removal of group quarters population, determination of household size and vacancy rate, and establishing a projected density for future residential development.

Group Quarters Population

To determine future population in group quarters¹, we extended the existing ratio of population in group quarters in The Dalles, as identified in the 2000 US Census. The population in group quarters was removed from basic residential land needs (but accounted for in the Public / Semi-Public Land Needs section below). The 2000 Census ratio was 3.3%, which leads to 233 additional residents in group housing by 2026 and 543 residents by 2056.

Household Size

As part of the Housing Needs Analysis, we looked at historical trends in household size for The Dalles, as well as Hood River, Wasco County, and the State of Oregon. The City of The Dalles had 2.4 persons per household in 1990 as well as 2000. Household sizes in Wasco County and Oregon were trending slightly down, while Hood River's household size rose slightly. We extended the existing household size of 2.4 through 2056.

Vacancy Rate

We also looked at vacancy rates as part of the Housing Needs Analysis. The Dalles had overall vacancy rates of 6.6% and 6.3% in 1990 and 2000 respectively. These rates were lower than Wasco County as a whole and Oregon, and substantially lower than Hood River. For purposes of this analysis, we assumed a slight lowering of the overall vacancy rate to 6%.

Dwelling Units Projected

Using the projected populations for 2026 and 2056 and the assumptions above, projected dwelling units are 3,032 for 2026 and 6,875 for 2056.

1994 Comprehensive Plan Housing Projections and Densities

The 1994 CLUP identifies a “target ratio” for housing of 50% single family, 25% multi-family, and 25% mobile homes. The Comprehensive Plan also establishes residential designations with the following density ranges:

¹ Some examples of group housing include institutional residences, elder care facilities, and farmworker housing.

- Low Density Residential (RL) which allows large lot single family residential and duplexes at 0-6 Dwelling Units per Gross Acre
- Medium/High Density Residential (RH) which allows all dwelling unit types *except* mobile home parks at 7-25 Dwelling Units per Gross Acre
- Mobile Home Residential (RMH) which allows all dwelling unit types at 7-17 Dwelling Units per Gross Acre

Part of this iterative process is to review these assumptions and revise them based on changed circumstances, community values and statewide planning requirements.

Housing Needs Model

The Housing Needs Model is a tool prepared by the Oregon Housing and Community Services (OHCS) Department that local governments may use in projecting future housing needs². City of The Dalles planning staff worked with Winterbrook Planning apply the “Housing / Land Needs Model M” to conditions in The Dalles. The results of the model run are found in Appendix 2³ and are summarized in Table 3 below. This Housing Needs Model run shows an 2026 need for about 602 acres of Low Density Residential, 75 acres of High Density Residential, and 128 acres of Medium Density / Mobile Home Residential, totaling 805 acres.

Table 3: OHCS Model Run, Year 2026 Residential Needs

	RL	RH	RMH	Totals
Acres Needed	601.8	75.2	128.4	805

However, the Model assumes a 2000 base year, which worked in conjunction with other Model elements to produce substantially higher dwelling unit and acreage needs for the year 2026 – as it was modeling a 26-year need. The model run showed a 2026 additional dwelling unit need of 4,297. In contrast, Winterbrook’s projections are based on a 20-year housing needs projection, as required by Goal 14 – Urbanization. Thus, Winterbrook projected housing needs from 2006 – 2026. Primarily as a result of this shorter timeframe, we project that 3,032 new dwelling units will be needed in he Dalles by the Year 2026.

To address the difference in timeframe of the Model, we applied a 20:26 ratio to the Model results. This led to Table 4, below. **Using a 20:26 ratio shows a 2026 need for 423 acres of RL, 68 acres of RH, and 85 acres of RMH, totaling 576 gross buildable acres of housing land need.** After accounting for suggested revisions to the Comprehensive Plan and Land Use

² “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

³ Winterbrook revised some Model allocation assumptions and reworked some basic Model inputs. Land supply inputs better reflect the 2006 Buildable Lands Inventory and account for “infill” potential.

Development Ordinance, we ran the Model again. The revised Model run is found below, in the “Housing Needs Projection” section of this Report.

Table 4: 20:26 Ratio Model Run, Year 2026 Residential Needs

	RL	RH	RMH	Totals
Acres Needed	423	68	85	576

Actual Development

Recent development trends are relevant to the determination of future housing needs. The Dalles planning staff compiled recent residential development data from 2001-2006. Tables 6-8 below show actual development for this period. The building permit data in Table 5 show that manufactured homes accounted for most permitted residential development. There was only one building permit issued for a multi-family development between 2001 and 2005 (24 units). Table 5 shows a distribution of 87% single family (including manufactured homes) and 13% multi-family for the timeframe.

Table 5: Building Permits 2001-2005

Housing Type	2001	2002	2003	2004	2005	Total	Percent
Site-Built SF	2	4	10	19	31	66	35%
Manufactured SF	20	24	20	18	15	97	52%
Multi-Family	24	0	0	0	0	24	13%

Table 6 shows housing type distribution in recent applications for subdivisions and Planned Unit Developments (PUDs). As shown in the table, there were no applications for subdivisions or PUDs from 2001-2004. All of the subdivision and PUD application data are from 2005-2006. As shown in Table 6, 67% of the units applied for were single family, 3% townhouse (attached single family), and 30% multi-family.

Table 6: Subdivisions and PUDs 2001-2006

Housing Type	2001-4	2005-6	Total	Percent
Single Family	0	343	343	67%
Townhouse	0	15	15	3%
Multi-Family	0	154	154	30%

Table 7 shows units and gross density in recent subdivision and PUD applications, by plan and zone designation. As shown in Table 7, applications for subdivisions and PUDs in Low Density Residential (RL) areas came in at 4.4 dwelling units per gross acre. Applications for subdivisions and PUDs in High Density Residential (RH) areas were averaging 6.1 dwelling units per gross acre – at the low end of the density range. Applications for subdivisions and PUDs in Medium Density / Mobile Home Residential (RMH) areas averaged 7.2 dwelling units per gross acre. There also were a couple PUDs in commercial zones. These averaged 4.9

dwelling units per gross acre, however, the gross acreage for the site included some commercial uses as well.

As shown on Table 7, overall gross density for residential subdivision and PUD applications was 5.0 dwelling units per gross acre.

Table 7: Subdivision and PUD Units and Density by Zone 2001-2006

Plan / Zone	Units	Gross Acres	Gross Density
Low Density Residential (RL)	130	29	4.4
High Density Residential (RH)	45	7	6.1
Med / Mob Residential (RMH)	29	4	7.2
Subtotal Residential Zones	204	41	5.0
CR/CG PUDs	308	62	4.9
Total All Zones	512	103	5.0

Table 8 below shows The Dalles’ 2026 residential land needs if it continued recent “actual” development densities and plan designation allocations. The Dalles would require 441 acres for RL, 93 acres for RMH, and 70 acres for RH, totaling 603 acres at a density of 5 dwelling units per gross buildable acre.

Table 8: Land Needs – Actual Development

Plan Designation	Percent	Units	Gross Density	Gross Acre Need
RL	64%	1,940	4.4	441
RMH	22%	667	7.2	93
RH	14%	424	6.1	70
Totals	100%	3,032	5.0	603

HOUSING NEEDS PROJECTION

Prior to amending an urban growth boundary, cities must show that they have made efforts to use residential land more efficiently and to provide for a variety of housing options that will be relatively affordable to existing and future residents. In 1994, The Dalles committed to a number of efficiency measures, including allowing for small lot single family, attached single family (town houses), variable lot dimensions, accessory dwelling units, cluster housing through the PUD process, and providing a wide range of multiple-family housing options. (CLUP, p. 33) These measures have been incorporated into the City’s three residential zones and have been effective in increasing residential densities and providing affordable housing opportunities.

The existing CLUP and The Dalles Land Development Ordinance (LDO) identify and encourage the following housing types:

- Single Family – Large Lot: includes conventional (site-built) and manufactured single family homes.

- Single Family – Small Lot: includes conventional and manufactured single family homes, and attached single family dwelling units (town houses).
- Mobile Home Park: includes manufactured dwellings within a mobile home park
- Multi-Family, includes more than one unit on a lot, whether for sale condominiums, or for rent apartments. (For purposes of this analysis, duplexes are a form of multi-family housing allowed in the RL district.)

However, the recent surge in housing prices in The Dalles supports the need for additional measures. Based on recent development, Comprehensive Plan policies, discussion with City Staff, and demographic trends, Winterbrook makes the following dwelling unit and density projections. These projections assume additional measures to increase land use efficiency will be adopted by the City.

Table 9 below projects housing need by type and density from 2006 through 2056. A total of 3,032 new dwelling units will be needed by 2026. This figure increases to 6,875 new dwelling units by 2056.

Table 9 projects overall residential densities at 5.6 dwelling units per gross buildable acre – or about 7.0 dwelling units per net buildable acre.⁴ These densities are higher than densities seen in recent “actual” development (5.0 dwelling units per buildable gross acre or 6.25 units per net buildable acre) and reflect additional efficiency measures recommended by Winterbrook in the Proposed Comprehensive Plan and Land Use Development Ordinance Revisions. Because The Dalles has already adopted design standards to ensure neighborhood compatibility, these measures are anticipated to make slight density increases both feasible for developers and palatable to residents.

As shown on Table 9, 539 gross buildable acres⁵ are needed to accommodate projected Year 2026 housing needs, and 1,222 acres are needed to meet Year 2056 housing needs.

Table 9: Needed Acreage by Type and Density

Unit Type	Percent	Gross Density	Net Density	2026 Gross Acres Needed	2056 Gross Acres Needed
SF- Large Lot	50%	4	5	379	859
SF- Small Lot	20%	7	8.8	87	196
Mobile Home Park	5%	8	9.4	19	43
Multi-Family	25%	14	16.5	54	123
Totals	100%	5.6	7.0	539	1,222

⁴ A “net acre” is 43,560 square feet after removing land for streets. For example, a 5-acre parcel (without development constraints) with 1 acre of street dedication will have 5 gross buildable acres and 4 net buildable acres. Where land is dedicated for public streets, net buildable density is greater than gross buildable density. This translates into an average site size – for all housing types – of about 6,000 square feet per dwelling.

⁵ A gross buildable acre is 43,560 square feet of land after removing “unbuildable” land (i.e., floodplain, slopes of 25% or greater, stream corridors and wetlands). For example, a 7-acre parcel that has 2 acres with slopes of 25% or greater will have 5 gross buildable acres.

Tables 10 and 11 breaks down the 2026 and 2056 acreage needs by *amended* Comprehensive Plan designation and unit type. The key to those tables:

Residential Plan Designations

- RL: Low Density Residential
- RM: Medium Density Residential
- RH: High Density Residential

Housing Types

- SF-L: Large Lot Single Family (site-built and manufactured)
- SF-S: Small Lot Single Family (site-built or manufactured, includes attached single family town homes)
- MHP: Manufactured Home Park (mobile homes)
- MF: Multi-Family and Duplexes (i.e., two or more units on a single parcel, whether for sale or rent)

As shown on Table 10, all of the large lot single family housing is expected to locate on Low Density Residential (RL) lands. Winterbrook recommends allowing small lot single family and row houses in the RL designation where on-site density transfer is possible. Thus, small lot single family and attached single family (row houses) would be allowed in all three plan designations. Duplexes also are allowed in the RL designation on corner lots, which accounts for limited multi-family units in this low density residential designation.

Manufactured dwelling parks are allowed only in the proposed Medium Density Residential RM (previously MHR) designation, but not in the High Density Residential (HR) designation. Both of these higher density designations currently allow the full range of housing types. Winterbrook recommends, however, that large lot single family residential be restricted from the MR and HR designations.

This projection, when compared to the buildable land supply within the existing UGB, results in a deficit of 129 acres in RL designation, 51 acres in the RM designation, and 11 acre in RH. This justifies the addition of 191 gross buildable acres to The Dalles’ UGB to meet Year 2026 residential land needs.

Table 10: 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
LR	379	43	-	3	425	296	(129)
MR		35	19	16	70	19	(51)
HR		9	-	35	44	33	(11)
Totals	379	87	19	54	539	348	(191)

We also revised the OHCS Housing Needs Model to reflect the results of suggested measures and development ordinance revisions. This revised Model run is attached as Appendix 3 to this Report. The base year difference persists, but the ratio conversion seems to mostly address this issue. However, even after the ratio conversion, the OHCS Model shows a need for about 300 additional dwelling units (3,312 vs 3,032). Table 11 below shows the results of this revised Model, after base year differences are accounted for. The allocations of land are very similar, but acreages are slightly higher – reflecting the additional units.

Table 11: Revised OHCS Model, 2026 Land Needs

	RL	RM	RH	Totals
Acres Needed	464	76	47	587

Table 12 shows the proposed year 2056 housing need projection. After accounting for land within the existing UGB, there would be a deficit of 668 acres of LR land, 139 acres of MR land, and 66 acres of HR land, totaling 873 gross buildable acres of unmet residential land need for the Year 2056.

Table 12: Needed Acreage By Plan Designation and Type, 2056

Plan Designation	SF-Large Lot	SF-Small Lot and Town Houses	Mobile Home Park	Multi-Family	Totals	Supply	Deficit
LR	859	98	-	6	964	296	(668)
MR		79	43	37	158	19	(139)
HR		20	-	80	99	33	(66)
Totals	859	196	43	123	1,222	348	(873)

PUBLIC & SEMI-PUBLIC LAND NEEDS

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.

School District Needs

The School District is currently in the process of creating a School District Facilities Master Plan, which will look at short- and long-term school district land needs. This Master Plan is not expected to be complete until January 2007. For planning purposes, and acknowledging the timeframes we have to work within, we believe it is reasonable to extend the current ratio of school land to population through the planning period.

There are currently 90.79 acres of land inside The Dalles' UGB and owned by School District #12 (The Dalles) or School District #9 (Chenoweth). These school districts merged in 2005. School district land on the east side of The Dalles, which is in the residential development process, was not counted toward supply. The current ratio of school land to population is 5.9 acres per 1000 population.

Table 13: School Needs by Population Increase

Year	Population Increase	School Acreage Need
2026	7,073	41.5
2056	16,454	96.6

Park Needs

Using the Comprehensive Plan's ratio of 10 acres of park per 1000 population, we can determine future park needs. The Dalles currently has 123 acres of park or open space land. To serve its existing population, The Dalles would need 155 acres, or an additional 32 acres for park lands.

In addition, The Dalles has a recreational need for an 18-hole golf course with standard club facilities (including a driving range and parking), totaling 120 acres. This golf course need can be mostly met by inclusion of an existing 80-acre golf course adjacent to the northwest of the existing UGB. The existing course seeks to expand by another 40 acres to include accessory facilities including a driving range. Land included within an expanded UGB to meet this identified golf course need must be adjacent to the existing golf course.

Table 14 below includes the 32-acre existing park needs, and expands the park needs based on projected 2026 and 2056 population increases, as well as need for the 120-acre golf course and facilities. Total 2026 park needs are about 223 acres, while 2056 park needs total about 317 acres.

Table 14: Park Needs by Population Increase

Year	Population Increase	Population Acreage Need	Golf Course Need	Total Park Acreage Need
2026	7,073	102.7	120	223
2056	16,454	196.5	120	317

Religious Uses

The need for land dedicated to religious uses can be projected based on existing ratios of population to religious uses in The Dalles. There are currently 57 acres devoted to religious uses in The Dalles, which comes out to about 3.7 acres per 1000 population.

Extending this ratio results in a 2026 need for about 26 acres, and a 2056 need for about 61 acres.

Table 15: Religious Use Need by Population Increase

Year	Population Increase	Religious Acreage Need
2026	7,073	26.1
2056	16,454	60.6

Group Housing

As indicated above, a portion of The Dalles future population is expected to locate in group housing (some examples include institutional residences, elder care facilities, farmworker housing). The ratio identified in the 2000 Census was carried forward and applied to projected future population. Group housing is expected to accommodate 40 persons per gross acre.

Table 16: Projected Group Housing Needs

Year	Residents	Persons / Gross Acre	Gross Acres Needed
2026	233	40	5.8
2056	543	40	13.6

Government

As part of their population and employment projection analysis, ECONorthwest determined future demand for public government related uses. This demand was identified as about 54 gross acres by 2026, and about 125 gross acres by 2056. There are currently 19.4 acres of available and unused publicly-owned land in The Dalles.

Table 17: Government Land Need 2006-2056

Year	Net Acres	Gross Acres	Supply	Difference
2026	40.6	54.1	19.4	34.7
2056	93.5	124.7	19.4	105.3

Public / Semi-Public Land Needs Subtotal

Table 18 shows a total public and semi-public land need of about 331 acres by 2026, and about 593 acres by 2056.

Table 18: Public / Semi-Public Subtotal

Year	Gross Acres Needed
2026	331
2056	593

HOUSING AND PUBLIC / SEMI-PUBLIC LAND NEEDS SUMMARY

Table 19 summarizes the overall residential land needs, including public and semi-public needs. This analysis shows an overall deficit of residential land for 2026 and 2056. The total deficit of residential lands for 2026 is 522 acres. The total deficit of residential lands for 2056 is 1,466 acres.

Table 19: Residential Land Needs Summary

Year	Housing Deficit (gross buildable acres)	Public / Semi-Public Deficit (gross buildable acres)	Total Residential Land Deficit (gross buildable acres)
2026	191	331	522
2056	873	593	1,466