



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

February 15, 2007

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Wasco County Plan Amendment
DLCD File Number 005-06



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: March 5, 2007

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Doug White, DLCD Community Services Specialist
Gary Fish, DLCD Regional Representative
Todd Cornett, Wasco County

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DLCD# 005-06

IN THE COUNTY COURT OF THE STATE OF OREGON, FILED
WASCO COUNTY

IN AND FOR THE COUNTY OF WASCO

2001 FEB -9 P 12: 31

KAREN LEBRETON COATS
COUNTY CLERK

IN THE MATTER OF THE REQUEST BY THE WASCO)
COUNTY PLANNING DEPARTMENT FOR A POST-)
ACKNOWLEDGEMENT PLAN AMENDMENT TO AMEND)
THE WASCO COUNTY COMPREHENSIVE PLAN BY)
UPDATING THE EXISTING, OUT OF DATE,) ORDINANCE
POPULATION FIGURES FOR WASCO COUNTY AND)
ALL OF ITS INCORPORATED CITIES AND CENSUS)
DESIGNATED PLACES WITH CURRENT POPULATION)
FIGURES, AS WELL AS A COORDINATED)
POPULATION FORECAST PURSUANT TO ORS)
195.036, FOLLOWING DIRECTION BY THE COUNTY)
COURT. (FILE NUMBER CPA-06-103)

1

2 NOW ON THIS DAY, the above-entitled matter having come on regularly for
3 consideration, said day being one duly set in term for the transaction of public business
4 and a majority of the Court being present; and

5 IT APPEARING TO THE COURT: That the Wasco County Planning Department
6 has requested a Post-Acknowledgement Plan Amendment to amend the Wasco County
7 comprehensive plan by updating the existing, out of date, population figures for Wasco
8 County and all of its incorporated cities and census designated places with current
9 population figures, as well as a coordinated population forecast pursuant to ORS
10 195.036, following direction by the County Court; and, Wasco County sent notification
11 pursuant to ORS 197.610 and;

12 IT FURTHER APPEARING TO THE COURT: That on Tuesday 7 November
13 2006, the Wasco County Planning Commission met to conduct a legally notified public
14 hearing on the above matter. Following a general discussion the Planning Commission,
15 on a vote of 5 to 0 (1 Position Vacant & 1 Commissioner Absent) voted to postpone the

1 hearing to a date and time certain, 5 December 2006 at 3:00 PM, based on an
2 inadequate amount of information on which to base a recommendation; and

3 IT FURTHER APPEARING TO THE COURT: That on Tuesday 5 December
4 2006, the Wasco County Planning Commission met to conduct a legally notified public
5 hearing on the above matter. Following receipt and review of evidence, the
6 Commission deliberated and, on a vote of 4 to 0 (1 Position Vacant & 2 Commissioners
7 Absent) voted to elevate the request for a Post-Acknowledgement Plan Amendment to
8 amend the Wasco County comprehensive plan by updating the existing, out of date,
9 population figures for Wasco County and all of its incorporated cities and census
10 designated places with current population figures, as well as a coordinated population
11 forecast pursuant to ORS 195.036 with a recommendation to approve the request; and

12 IT FURTHER APPEARING TO THE COURT: That the Wasco County Court met
13 at the hour of 2:00 a.m. on Wednesday 7 February 2007, in the Wasco County
14 Courtroom, Room 202, of the Wasco County Courthouse, in The Dalles, Oregon, for a
15 legally notified review of the Wasco County Planning Department's request for a Post-
16 Acknowledgement Plan Amendment to amend the Wasco County comprehensive plan
17 by updating the existing, out of date, population figures for Wasco County and all of its
18 incorporated cities and census designated places with current population figures, as
19 well as a coordinated population forecast pursuant to ORS 195.036 and;

20 IT FURTHER APPEARING TO THE COURT: That the Court reviewed the
21 record heard the Staff recommendation and heard all relevant testimony. The Court
22 considered the matter, and based upon the testimony present, the Court, being fully
23 apprised in the premises, voted 3 - 0 to approve the Post-Acknowledgement Plan

1 Amendment to amend the Wasco County comprehensive plan by updating the existing,
2 out of date, population figures for Wasco County and all of its incorporated cities and
3 census designated places with current population figures, as well as a coordinated
4 population forecast pursuant to ORS 195.036; and

5 NOW THEREFORE IT IS HEREBY ORDERED: That the request by the Wasco
6 County Planning Department for a Post-Acknowledgement Plan Amendment to amend
7 the Wasco County comprehensive plan by updating the existing, out of date, population
8 figures for Wasco County and all of its incorporated cities and census designated places
9 with current population figures, as well as a coordinated population forecast pursuant to
10 ORS 195.036 is approved.

11

12

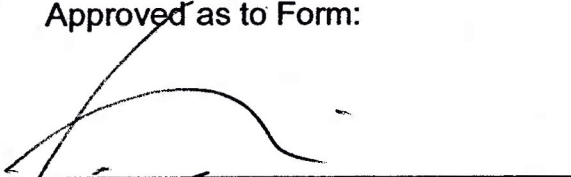
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14


15 SIGNED this 7th day of February 2007

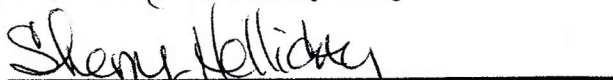
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Approved as to Form:


Eric J. Nisley
Wasco County District Attorney

WASCO COUNTY COURT


Dan Ericksen, County Judge


Sherry Holliday, County Commissioner


W. G. Lennox, County Commissioner

WASCO COUNTY PLANNING
AND DEVELOPMENT
Todd R. Cornett, Director
2705 East Second Street
The Dalles, Oregon 97058



Phone: (541) 506-2560
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Web Address: co.wasco.or.us

WASCO COUNTY COURT NOTICE OF LEGISLATIVE DECISION

FILE #: CPA-06-103

HEARING DATE: 7 February 2007

DECISION DATE: 7 January 2007

REQUEST: Comprehensive Plan Amendment (CPA) to amend the existing, out of date, population figures for Wasco County and all of its incorporated cities and Census Designated Places with current population figures, as well as a coordinated population forecast pursuant to ORS 195.036.

DECISION: On a vote of 3-0 the County Court voted to approve the amendment as recommended by the Wasco County Planning Commission.

AFFECTED PROPERTIES: Wasco County
The Following Cities:
-Antelope -Mosier
-Dufur -Shaniko
-Maupin -The Dalles
The following Census Designated Places (CDP's):
-Pine Grove CDP -Tygh Valley CDP
-Pine Hollow CDP -Wamic CDP

FINDINGS OF FACT:


- A. Proper notice was given and the hearing was held in accordance with procedural rules for legislative hearings and in conformity with said requirements as set forth in the Wasco County Comprehensive Plan.
- B. Three members of the County Court were present and qualified to sit as decision-makers after full disclosure was made and the matter of qualifications was discussed by the Court.
- C. In making its decision, the Court recognized the procedural and legal requirements of the Wasco County Comprehensive Plan, and weighed fully each requirement in arriving at its decision.
- D. The County Court adopted the Findings of Fact in the Planning Commission adopted Staff Report provided for the County Court hearing.

All reports and document related to this decision may be reviewed at the Wasco County Planning & Development Office, 2705 East Second Street, The Dalles, Oregon, 97058, or are available for purchase at the cost of \$0.25 per page. Most of these documents are also available online at:
www.co.wasco.or.us/planning/planhome.html.

APPEAL PROCESS: Appeals of a legislative amendment to the Land Use Board of Appeals are governed by ORS 197.620.

SIGNATURE

DATED this 12th day of February 2007.


Todd R. Cornett, Planning Director

**Wasco County
County Court Adopted Staff Report
Amendments to Wasco County
Comprehensive Plan
CPA-06-103**

Request: Comprehensive Plan Amendment (CPA) to amend the existing, out of date, population figures for Wasco County and all of its incorporated cities and Census Designated Places with current population figures, as well as a coordinated population forecast pursuant to ORS 195.036.

Applicant: Wasco County Planning & Development Department

Decision: Approve the Planning Commission recommended amendments.

County Court Hearing Date: 7 February 2007

Final Date of Decision 7 February 2007

Affected Areas: Wasco County
The following cities:
-Antelope
-Dufur
-Maupin
-Mosier
-The Dalles
The following Census Designated Places (CDP's):
-Pine Grove CDP
-Pine Hollow CDP
-Tygh Valley CDP
-Wamic CDP

Procedure Type: Legislative

Prepared by: Todd R. Cornett, Planning Director

**I. APPLICABLE STANDARDS
Wasco County Comprehensive Plan (Comp Plan)**

Chapter 11 - Revisions Process

Section B(2) (Legislative Text Amendment)
Section C(1) (Who May Apply for an Amendment)
Section D (Legislative Revisions)
Section H (General Criteria)
Section I (Procedure for the Amendment Process)

II. COMMENTS

Dan Meader, City Planner, Tenneson Engineering

Mr. Meader, as a Tenneson Engineering employee has been the contract planner for the cities of Antelope, Dufur, Maupin and Shaniko for many years. Mr. Meader expressed support of the proposed population projection figures for these cities on their behalf.

Staff Response: None

Jennifer Kaden, Planner, Columbia River Gorge Commission

Ms. Kaden provided alternative population projection numbers for the City of Dalles from Portland State University's Population Research Center. These alternative numbers are less than those proposed by the City of The Dalles.

Staff Response: The difference between these two projections were discussed at length during the County Court hearing.

III. FINDINGS

A. Chapter 11 – Revisions Process

1. Section B(2) - A Comprehensive Plan Amendment May Take the form of Legislative Text Amendment.

FINDING: The request is consistent with criterion 1.

- The following sections of the Comprehensive Plan are proposed to be changed:

- List of Tables:
 - Chapter III. Update with new population forecast table references.
- Chapter III - Population
 - Replace Chapter III with a new updated population figures for Wasco County and all of its incorporated Cities and Census Designated Places and a coordinated population forecast for Wasco County and all of its incorporated Cities. See Attachment A for existing language and proposed language.
- Chapter X - Summary and Analysis
 - Replace Section III - Population. See Attachment A for existing language and proposed language.

2. Section C(1) - Who May Apply for an Amendment. The Wasco County Court has the authority to initiate a legislative amendment to the Comp Plan.

FINDING: The Wasco County Court has initiated this proposed CPA by directing the Wasco County Planning Department proceed with this process.

3. Section D - Legislative Revisions

FINDING: Staff concludes the proposed amendment is legislative in nature because the updated population figures and coordinated population forecast will effect all of Wasco County including its incorporated cities and Census Designated Places.

4. Section H - General Criteria

The following are general criteria which must be considered before approval of an amendment to the Comprehensive Plan is given:

- a. **Compliance with the statewide land use goals as provided by the Land Conservation and Development Commission, where applicable.**

FINDING: The request is consistent with criterion a.

- **Goal 1 - Citizen Involvement insures “the opportunity for citizens to be involved in all phases of the planning process.” Various opportunities for citizen involvement have been incorporated into the Plan and LUDO. Compliance with Goal 1 is achieved by compliance with the application review procedures and notice requirements applicable to this application.**

FINDING: Staff concludes that by meeting the notification requirements of the Wasco County Comprehensive Plan in Section 5 below, the request complies with Goal 1.

- **Goal 2 - Land Use Planning guarantees an established land use planning process and policy framework will be followed as a basis for all decisions related to the use of land and assure an adequate factual base for its decisions and actions.**

FINDING: Wasco County has an LCDC acknowledged Comprehensive Plan which outlines the process for making changes to the Comprehensive Plan. This process is included in this report. By meeting all of the requirements of this process, staff concludes the proposal complies with Goal 2.

- **Goal 3 - Agricultural Lands requires that agricultural lands be preserved and maintained for farm use consistent with the state’s agricultural land use policies in ORS 215.**
- **Goal 4 – Forest Lands requires that forest lands be conserved and maintained to protect the states forest economy.**
- **Goal 5 – Open Spaces, Scenic and Historic Areas and Natural Resources provides for the protection of natural resources and the conservation of scenic and historic areas and open spaces.**
- **Goal 6 – Air, Water, and Land Resources Quality exists to maintain and improve the quality of these resources.**
- **Goal 7 – Areas Subject to Natural Disasters and Hazards exists to “protect life and property from natural disasters and hazards.”**

- **Goal 8 – Recreation Needs** is designed to “satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities, including destination resorts.”

FINDING: Staff concludes the proposal complies with Goals 3 through 8.

- The proposal is to update the population figures for Wasco County and all of its incorporated cities and Census Designated Places and create a coordinated population forecast for Wasco County and all of its incorporated cities. The new forecasts could provide the justification for expanding the urban growth boundary in The Dalles and possibly for Dufur, Maupin and Mosier. This proposal will not affect any of the above listed goals in and of itself. Any subsequent urban growth boundary expansions will be required to show compliance with these goals through a separate process. Staff therefore concludes the proposal complies with Goals 3 - 8.
- **Goal 9 – Economic Development** is to “provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon citizens.”

FINDING: Updating the population figures as well as the population forecasts is one of the first steps in determining the need for urban growth boundary expansions which would increase lands available for residential, commercial and industrial uses at urban densities. Staff concludes this process may provide opportunities for cities within Wasco County to pursue an urban growth boundary expansion which is an economic activity vital to the health, welfare, and prosperity of the citizens of Wasco County. Staff therefore concludes the proposal complies with Goal 9.

- **Goal 10 – Housing** provides for the housing needs of citizens of the state.
- **Goal 11 – Public Facilities and Services** requires the planning and development of an orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.
- **Goal 12 – Transportation** is to “provide and encourage a safe, convenient and economic transportation system.”
- **Goal 13 – Energy Conservation** provides that land and land uses shall be managed to maximize the conservation of all forms of energy based on sound economic principles.

FINDING: As previously indicated, the proposed population forecast could justify an urban growth boundary expansion in one or more of the cities within Wasco County. Expanding the boundary will result in more residentially zoned urban lands providing more housing opportunities. By having more residential, commercial and industrial lands available in a more dense urban environment, it will take some of the development pressure off the county lands and lead to an orderly and efficient arrangement of public facilities and services, a safe, convenient, and economic transportation system and create more energy efficiency. Staff therefore concludes the proposal complies with Goals 10 – 13.

- **Goal 14 – Urbanization** requires that comprehensive plans provide for an orderly and efficient transition from rural to urban use. It requires that urban growth boundaries (UGBs) be established around incorporated cities through a cooperative process with surrounding counties to assure compact and efficient urban growth within the boundary while protecting and facilitating rural resource uses outside the boundary. It directs urban level of development to be located inside acknowledged UGBs.

FINDING: One of the first steps in expanding an urban growth boundary is to have a population forecast which justifies the need for the expansion. If the population forecast and the buildable lands inventory indicate a city does not have a 20 year supply of residential, commercial or industrial land, the city needs to expand the boundary to allow for an orderly and efficient transition from rural to urban use. The intent of this amendment is to update the population figures and to create the population forecast which may help provide justification for expanding the urban growth boundary in one or more cities. Staff therefore concludes the proposal complies with Goal 14.

b. Substantial proof that such change shall not be detrimental to the spirit and intent of such goals.

FINDING: Staff concluded in the findings above that the proposed amendment complies with all of the goals. Staff therefore concludes the proposed amendment will not be detrimental to the spirit and intent of such goals.

c. A mistake in the original comprehensive plan or change in the character of the neighborhood can be demonstrated.

FINDING: The request is consistent with criterion c.

- While there was not a mistake in the original comprehensive plan, populations and population forecasts frequently change. This is recognized by ORS 195.036 which requires the coordinating body, in this case Wasco County, to “establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans”.
- The Wasco County Comprehensive includes Census Data from 1977 with projections through 2000. Staff concludes by the existence of ORS 195.036, the legislature intended for comprehensive plans to be updated to reflect changes in populations and forecasts as a change in the character of the neighborhood.

d. Factors which relate to the public need for healthful, safe and aesthetic surroundings and conditions.

FINDING: The population changes in and of themselves will not result in any changes that could affect the public need for healthful, safe and aesthetic surrounding and conditions. Any proposed urban growth boundary expansions which utilize the population forecasts will be required to show compliance with criterion d. Staff therefore concludes criterion d is not applicable.

e. Proof of change in the inventories originally developed.

FINDING: As previously indicated, the Wasco County Comprehensive Plan includes Census Data from 1977 and projections through 2000. The Census Data does not include the 1980, 1990, or the 2000 decennial census figures. The projection done through 2000 also does not reflect the current, more robust economic situation for Wasco County. Staff concludes this is proof of change in the inventories originally developed.

f. Revisions shall be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change must be established.

FINDING: The request is consistent with criterion f.

- Population figures and forecasts for Oregon are created by three separate agencies:
 - The US Census Bureau: This federal agency establishes the population of the United States to the sub county level every ten years based on mailed forms, personal visits and statistical analysis.
 - Population Research Center (PRC) at Portland State University: This agency provides current and historical census and related data for the State of Oregon, and for cities, counties, and other geographic areas in Oregon. The data available also include current population estimates for all counties and places in Oregon and projections of the population of the State and its counties by age and sex. Population estimates are released annually by December 15th.
 - Oregon Office of Economic Analysis (OEA): This state agency provides long term forecasts of the state's economy, revenue, population, corrections population, and Youth Authority population to enable the governor, the legislature, state agencies, and the public to achieve their goals.

• **WASCO COUNTY**

- As part of the "Population Forecast For The Dalles" (See Attachment B), ECONorthwest has forecasted population figures for Wasco County beyond those of OEA. Wasco County concurs with the findings in this document and proposes to use this population forecast rather than that of OEA as indicated in the table below.

| 20 Year Population Forecast for Wasco County & All Its Incorporated Cities | | |
|--|--------------|-----------------------|
| | OEA Forecast | ECONorthwest Forecast |
| 2005 | 23,420 | 23,420 |
| 2010 | 23,753 | 25,582 |
| 2015 | 24,297 | 27,944 |
| 2020 | 24,896 | 30,525 |
| 2025 | 25,670 | 33,346 |
| 2026 | N/A | 33,780 |

- o In order to establish the unincorporated portion of Wasco County, the projected numbers for all of the incorporated cities were subtracted from the total projected population of Wasco County and are indicated in the table below. From 2000 to 2005 there is a reduction of 3,465. This is based on the 2000 figure including populations within The Dalles Urban Growth Area, the area outside the city limits but within the urban growth boundary, and subsequent years not including them. While this population is in the unincorporated portion of Wasco County, it is important for The Dalles to include this population in order to plan for an orderly process of urbanization and the expansion of city services. It is therefore reflected in the City's population figures rather than those of the unincorporated portion of Wasco County. The populations in the remaining city urban growth areas are reflected in the Unincorporated Wasco County Population numbers in the table below.

| *20 Year Forecast for Unincorporated Wasco County Population | |
|---|--------|
| 2000 | 10,141 |
| 2005 | 6,676 |
| 2010 | 7,116 |
| 2015 | 7,573 |
| 2020 | 8,117 |
| 2025 | 8,759 |

*Based on ECONorthwest Forecast for Wasco County

• **CITIES**

Antelope

- o The 2000 US Census established the population of Antelope at 59. PRC estimates show this increasing to 60 in 2005. Staff has received no information indicating an upward trending in population in the near future. Staff will therefore leave the population at 60 until such time as new information adequately documents a likely change in this number.

Dufur

- o In their comprehensive Plan adopted July of 2003, the City of Dufur has projected their growth based on the growth of Wasco County. Historically, Dufur has comprised approximately .0255% of the population of Wasco County. Using the OEA forecast for Wasco County and multiplying it by this percentage, Dufur has forecasted the figures included in the table below.
- o On 25 October 2006 staff received a letter from Dan Sanders who is on the Dufur Planning Commission. Mr. Sanders stated he, in consultation with the Dufur Planning Commission Chair, Ron Archer believe their population forecast should coincide with the forecasted growth of Wasco County and The Dalles as proposed by the "Population Forecast for The Dalles" in Attachment B.
- o Staff is therefore forecasting the City of Dufur's population using the updated forecast for Wasco County multiplied by the City of Dufur's historic percentage of Wasco County's population, .0255%. These numbers are included in the table below.

| 20 Year Population Forecast for the City of Dufur | | | | |
|---|--|--|---|--|
| | Current Dufur Comp Plan Based on OEA Forecast | | Updates Based on the City of The Dalles Forecast for Wasco County | |
| Year | Wasco County | City of Dufur (.0255% of Wasco County) | Wasco County | City of Dufur (.0255% of Wasco County) |
| 2005 | 23713 | 605 | 23,420 | 597 |
| 2010 | 24258 | 619 | 25,582 | 652 |
| 2015 | 24867 | 634 | 27,944 | 713 |
| 2020 | 24258 | 650 | 30,525 | 778 |
| 2025 | 26201 | 668 | 33,346 | 850 |
| 2026 | N/A | N/A | 33,780 | 861 |

Maupin

- o In their comprehensive plan adopted January of 2006 the City of Maupin has projected a relatively minor growth as indicated in the table below. On 23 October 2006 staff contacted Dora Patton, the Maupin City Recorder. Ms. Patton indicated at this point in time, the City of Maupin is not interested updating their population forecast. Staff will therefore use the figures adopted in their current comprehensive plan.

| 20 Year Population Forecast for the City of Maupin | |
|--|---|
| Year | Population Forecast (Current Maupin Comp Plan) |
| 2005 | 450 |
| 2010 | 460 |
| 2015 | 471 |
| 2020 | 483 |
| 2025 | 496 |

Mosier

- o Mosier completed a facility master plan in 2004 which includes population forecasting and a buildable lands inventory through 2024. The population forecasting is tied to the buildable lands inventory which is tied to projected demand for water and wastewater services. Included are all of the worksheets provided to staff by the City of Mosier documenting this forecast.

**City of Mosier
WWTP - Phase 2 Facility Plan
Population Forecasting Analysis**

Worksheet No. 1

| Historical Population Data (1990-Present) | | |
|---|--------------------|------------|
| Year | Sewer Customers | Population |
| 1990 | | 244 |
| 1991 | | |
| 1992 | | |
| 1993 | | |
| 1994 | | |

| | | |
|---------------------------------|-----|------|
| 1995 | | 290 |
| 1996 | 120 | |
| 1997 | 124 | 305 |
| 1998 | 124 | 335 |
| 1999 | | 360 |
| 2000 | 128 | 410 |
| 2001 | 130 | 410 |
| 2002 | | 430 |
| 2003 | 136 | 430 |
| 1990 to 2000 Annual Growth Rate | | 5.3% |
| 2000 to 2003 Annual Growth Rate | | 1.6% |
| 1990 to 2003 Annual Growth Rate | | 4.5% |

Note: All population numbers with the exception of 1990 and 2000 are based on the Oregon PSU Population Research Center reports.

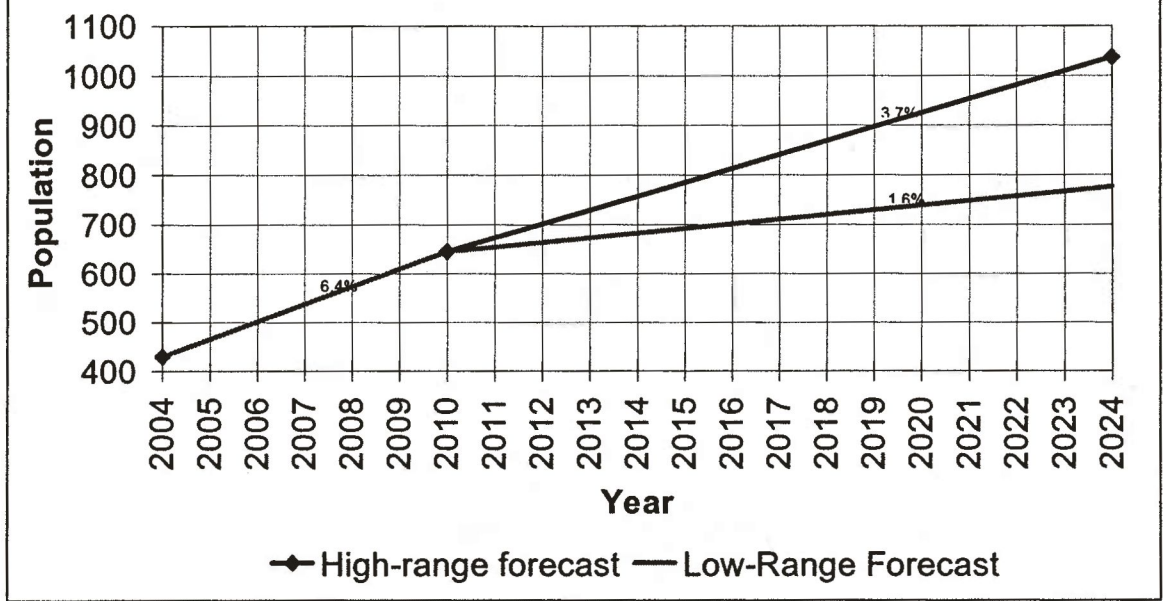
Note: One sewer customer is Mosier Manor which has 74 units. Another sewer customer is Mosier Creek Terrace which has 12 units. There are also several townhomes in Town. Each one is one customer.

Worksheet No. 2

| 20-Year Population Forecast | | | | | |
|-----------------------------------|---|-----------------------|------------|--|------------------------------|
| Year | Currently Proposed Developments | | | City Population | Intermediate Rates of Growth |
| | Description | ERUs | Population | | |
| January 1, 2004 | NA | | | 430 | |
| January 1, 2010 | Tanawashee Complete, Mosier Creek Complete, Mosier Bluff Complete | 86 | 215 | 645 | 7.0% |
| January 1, 2024 | Low growth rate projection | | | 777 | 1.3% |
| January 1, 2024 | High growth rate projection | | | 1037 | 3.5% |
| <i>Existing Population</i> | | 430 | 220*ERUs | | |
| <i>Household Size (ERU)</i> | | 2.5 | | | |
| <i>20-year Growth Rate (high)</i> | | 4.5% | | | |
| <i>20-year Growth Rate (low)</i> | | 3.0% | | | |
| <i>Saturation Development</i> | | 1060 | | | |
| ERU Conversion | | | | | |
| <i>Level of Service</i> | | <i>Projected ERUs</i> | | | |
| 2010 Intermediate Forecast | | 306 | | | |
| 2024 Low Forecast | | 359 | | | |
| 2024 High Forecast | | 463 | | Note this is capped by the saturation forecast | |
| Saturation Development | | 472 | | | |

*ERU = Estimated Residential Units

**Chart 1 - City of Mosier
20-Year Population Forecast**



Buildible Lands Inventory

| Acres | Zoning | Actual/Proposed Density (ERUs) | Buildable Proportion | Estimated Density (ERUs) |
|----------------|------------------|--------------------------------|----------------------|--------------------------|
| NA | I | | | |
| NA | OS | | | |
| NA | OS | | | |
| 9.8 | Res-10 | | | 20 |
| NA | C | | | |
| NA | Res-10 | 39 | | |
| 4.9 | Res-10 | | 50% | 5 |
| 17 | Res-10 | | 80% | 27 |
| NA | Res-10 | 30 | | |
| 16.9 | Res-10 | | 60% | 20 |
| NA | C | 30 | | |
| NA | C | | | |
| 4 | Res-10 | | 100% | 8 |
| NA | Res-10 | 13 | | |
| NA | Res-5 | 10 | | |
| 12.4 | Res-5 | | | 50 |
| | <i>SubTotals</i> | 122 | | 130 |
| Density | | Grand Total | 252 ERUs | |
| 2 ERUs/acre | | | 630 People | |
| 5 ERUs/acre | | | | |

| |
|------------------|
| 2.5 people/house |
| 0 ERUs/acre |

- o In their analysis, from 2010 to 2024, the City of Mosier has included both a high range and a low range forecast. On 7 November 2006 staff discussed these two forecasts with Dotty DeVaney, Staff Planner with the City of Mosier. Ms. DeVaney indicated the high range forecast is capped by available buildable lands. This projection addresses the need to serve all buildable lands at build out by 2024. The low range is based on OEA's forecasted percent increase for Wasco County through 2024 which is approximately 1.3%. It was concluded that Mosier will experience, at a minimum, the same percentage as that of Wasco County as a whole.
- o Staff concurs with the population forecast by the City of Mosier in their Facility Master Plan as well as the use of the high range forecast. These numbers are included in the table below. Staff will use the 2024 figure in the forecast for the year 2025.

| 20 Year Facility Master Plan Population Forecast for City of Mosier | |
|--|------------|
| Year | Population |
| 2005 | 430 |
| 2010 | 645 |
| 2015 | 778 |
| 2020 | 930 |
| 2024 (will use for 2025 figure) | 1037 |

Shaniko

- o The 2000 US Census established the population of Shaniko at 26. PRC estimates show this declining to 20 in 2005. However a fax received from Debra Holbrook, the City Recorder with Shaniko states the current population is 36 and anticipated a projected growth to 40. This fax is part of the record. Staff concludes the City of Shaniko has the best knowledge of its existing population and accepts 36 as its current population. Staff also concludes an additional population forecast of 40 for the next 20 years is a reasonable expectation.

The Dalles

- o The City of The Dalles has experienced a recent upsurge in growth based on several factors and predicts this will continue in the future. The City of The Dalles has hired ECONorthwest to conduct a population forecast which differs from the OEA forecast. A summary of the findings are included below. The actual document is included as Attachment B.

Summary of the Findings

The population forecast provides the basis for estimating land needed for housing and related uses. There are various forecasting methods which were considered in the attached document in support of the updated The Dalles forecast. This document entitled Population Forecast for The Dalles contains all of the technical background to support the following findings:

- The Dalles has experienced fluctuation in its population since 1980.

- Between 1980 and 2005 the average annual growth rate was 0.6%. The average annual growth rate was 0.2% between 1980 and 1990 and 0.9% between 1990 and 2000.
- The growth rate of 1.9% until 2026, 1.5% between 2027 and 2046, and 1.0% between 2047 and 2056 is based on The Dalles' historical growth rates between 1980 and 2005.
- The Dalles is attracting retirees and young adults.
 - The Dalles has more retirees than Wasco County. The fastest growing age groups between 1990 and 2000 were residents aged 45-64 years, who accounted for 45% of the population increase, and residents aged 18-24 years, who accounted for 25% of the population increase. These trends suggest that The Dalles is attracting retirees and young adults. As retirement areas such as Bend and Hood River become more expensive and more crowded, The Dalles' appeal to a growing group of baby boomers is likely to increase.
- In-migration accounts for most of the recent population growth in The Dalles
 - The data show that residents of The Dalles are slightly more mobile than those of Wasco County. About a quarter of residents in Wasco County and The Dalles lived in a different county in 1995; 11% of Wasco County's and 12% of The Dalles' residents lived in a different state in 1995. These trends indicate that migration is a factor in The Dalles' past growth.
 - Net migration represented 113% of population growth in Wasco County in 2005. Migration represented a greater percent of population growth in Wasco County than in Oregon as a whole.
- The Dalles has a larger proportion of Hispanic/Latino residents than Wasco County.
 - The Dalles has a larger proportion (10.5% in 2000) of Hispanic/Latino population than Wasco County, and this population is growing faster than in Wasco County. Wasco County's Hispanic/Latino population grew by 92.7% between 1990 and 2000; The Dalles' Hispanic/Latino population grew 109.2% during the same time period.
- The Dalles has experienced growth in agriculture, forestry and fishing, as well as more tourism-related occupations such as services and arts, entertainment, and recreation.
 - Agriculture, forestry and fishing continues to be a growth sector, with an average annual growth rate of 4.3% between 1990 and 2000, and a 6.3% rate of growth between 2001 and 2004.
 - Between 1980 and 2000, the service sector increase by 1,005 jobs, the most of any sector, and had a growth rate of 2.6%. Between 2001 and 2004, arts, entertainment and recreation had a growth rate of 3.0% and retail had a growth rate of 1.5%. As The Dalles attracts larger numbers of retirees and second homeowners, the need for service sector jobs will increase as well.
- The Dalles has strong transportation infrastructure and potential to become a regional center.
 - The Dalles has access to good transportation infrastructure, including several highway connections, as well air, rail, and barge services. Interstate 84 connects

The Dalles with Portland, Oregon, Boise, Idaho and Salt Lake City, Utah and Highway 197 connects The Dalles with Central Oregon.

- The diversity of employment, mild climate, continued migration, and growth of the population of young adults as well as retirees suggests that The Dalles is becoming a county, and potential regional center.

- The following table summarizes The Dalles population forecast and average annual growth rate by decade 2006-2056.

| Year | Population | Decade increase | AAGR | Percent Change |
|------|------------|-----------------|-------|----------------|
| 2006 | 15,472 | | | |
| 2016 | 18,677 | 3,204 | 1.90% | 21% |
| 2026 | 22,545 | 3,868 | 1.90% | 21% |
| 2036 | 25,653 | 3,108 | 1.30% | 14% |
| 2046 | 29,190 | 3,537 | 1.30% | 14% |
| 2056 | 31,926 | 2,736 | 0.90% | 9% |

- o The population figures in the table above include populations within The Dalles Urban Growth Area, the area outside the city limits but within the urban growth boundary. While this population is in the unincorporated portion of Wasco County, it is important for The Dalles to include this population in order to plan for an orderly process of urbanization and the expansion of city services. It is therefore reflected in the City's population figures rather than those of the unincorporated portion of Wasco County.
- o Table 9 below, taken from the "Population Forecast For The Dalles" (Attachment B) compares the forecast of OEA to the 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% |

- o Staff concurs with the findings in the "Population Forecast For The Dalles" listed in Attachment B.

- **CENSUS DESIGNATED PLACES**

- During the 2000 census the US Census Bureau established Census Designated Places. These are defined as:

“closely settled, named, unincorporated communities that generally contain a mixture of residential, commercial, and retail areas similar to those found in incorporated places of similar sizes.”

“CDP boundaries should follow visible and identifiable features, such as roads, rivers, canals, railroads, and above-ground high-tension power lines.”

- Staff worked with the US Census Bureau to establish CDP's consistent with the existing Rural Communities (Goal 3 Exception areas). Because the requirements for CPD boundaries limited them to following visible features, the boundaries are not coincident with the Rural Community boundaries. However, given the areas outside of the Rural Communities are resource zones and therefore have limited population, staff concludes the numbers are not greatly affected and closely resemble the population figures within the Rural Community boundaries.
- The CDPS and their 2000 population figures are included in the table below. No forecasts are being proposed for the CDP's.

| 2000 US Census Census Designated Place Population Figures | |
|--|-------------------|
| CDP | Population |
| Pine Grove | 162 |
| Pine Hollow | 462 |
| Tygh Valley | 224 |
| Wamic | 36 |
| Total | 884 |

5. Section I - Procedure for the Amendment Process

- a. **A petition must be filed with the Planning Offices on forms prescribed by the Commission.**

FINDING: The Wasco County Court has directed the Planning Director to begin this process. No actual petition was filed or is required.

- b. **The citizen advisory groups, whether Western, Eastern, Central, Southern, or The Dalles Urban Planning Units, must be given the opportunity to review the proposal. The advisory group will make their recommendations in writing to the Planning Commission giving reasons for their recommendations.**

FINDING: The advisory groups are no longer in existence. The Wasco County Planning Commission functions as the Citizen Advisory Committee in place of these groups.

- c. **Notice of a proposed revision within, or to, the urban growth boundary will be given to the appropriate city at least thirty (30) days before the County public hearing.**

FINDING: While the amendment changes the population forecasts for each city, staff concludes the proposed amendment is not a revision within, or to, the urban growth boundary of any city.

d. Notification of Hearing:

- (1) **Notices of public hearings shall summarize the issues in an understandable and meaningful manner.**

FINDING: The following notice language was provided which staff concludes accurately summarizes the proposal in an understandable and meaningful manner:

Comprehensive Plan Amendment to amend the existing, out of date, population figures for Wasco County and all of its incorporated cities and Census Designated Places with current population figures, as well as a coordinated population forecast pursuant to ORS 195.036.

- (2) **Notice of a legislative or judicial public hearing shall be given as prescribed in ORS 215.503 subject to ORS 215.508. In any event, notice shall be given by publishing notice in newspapers of general circulation at least twenty (20) days, but not more than forty (40) days, prior to the date of the hearing.**

FINDING: The statutory notifications will be met.

- The 1st Planning Commission hearing date was 7 November 2006. Newspaper and general circulation notice was made on 17 October 2006 which is 20 days prior to the Planning Commission hearing.
- The County Court hearing was held on 7 February 2007. Newspaper and general circulation notice was made on 16 January 2007 which was 22 days prior to the County Court hearing.

- (3) **A quorum of the Planning Commission must be present before a public hearing can be held. If the majority of the County Planning Commission cannot agree on a proposed change, the Commission will hold another public hearing in an attempt to resolve the difference.**

FINDING: The request will be consistent with criterion 3.

- 5 members of the Planning Commission were present. This number constitutes a quorum. The 5 members unanimously recommended the County Court adopt the population figures and amended language as proposed by staff.

(4) After public hearing, the Planning Commission shall recommend to the County Court that the revision be granted or denied and the facts and reasons supporting their decision. In all cases the Planning Commission shall enter findings based on the record before it to justify the decision.

FINDING: The request is consistent with criterion 4 because the Planning Commission adopted the findings in the staff report to justify this recommendation.

(5) Upon receiving the Planning Commission's recommendation, the County Court shall take such action as they deem appropriate. The County Court mayor may not hold a public hearing. In no event shall the County Court approve the amendment until at least twenty (20) days have passed since filing the report, to allow time for remonstrance's.

FINDING: The request is consistent with criterion 5.

- The Planning Commission hearing was held on 7 November 2006. A recommendation was made and filed with the Wasco County Clerk on 9 November 2006.
- The County Court hearing was held on 7 February 2007. The recommendation was filed more than 20 days prior to the County Court hearing. During the County Court hearing the Wasco County Court adopted the Planning Commission recommendation.

IV. CONCLUSIONS OF LAW:

A. The request is a Comprehensive Plan Amendment (CPA) to amend the existing, out of date, population figures for Wasco County and all of its incorporated cities and Census Designated Places with current population figures, as well as a coordinated population forecast pursuant to ORS 195.036.

B. Wasco County

The following cities:

- Antelope
- Dufur
- Maupin
- Mosier
- The Dalles

The following Census Designated Places (CDP's):

- Pine Grove CDP
- Pine Hollow CDP
- Tygh Valley CDP
- Wamic CDP

C. The request is consistent with the Wasco County Comprehensive Plan.

ATTACHMENT A EXISTING & PROPOSED COMPREHENSIVE PLAN LANGUAGE

Existing Language to be Deleted from Chapter III - Population

One of the most influential forces on the quality of life in Wasco County is population. Growth at present is slightly increasing or nearly stagnant. Increases have been somewhat less rapid than Oregon as a whole.

A slight decline in county population was noticed between 1960 and 1970. This was due to the completion of large government construction projects. Over 4,000 people were employed at the height of government dam construction. An adjustment has been made from a public works economy to a manufacturing and service economy. A slow, steady increase in population is predicted for the future based on this stable economy.

A population re-distribution has been occurring in Wasco County. Advanced agricultural practices have reduced the numbers of people needed to produce wheat and cattle. Therefore, rural Wasco County has lost population to the cities due to the agricultural base of the rural areas. Figure 1 shows how this trend has progressed. Over fifty percent (50%) of Wasco County's population resides in The Dalles urban area.

This general rural to urban migration pattern is not evidenced in the northwestern (Sevenmile Hill) part of the county. People from the city are moving to this area for its rural atmosphere. Most of the pressure to subdivide and partition land has been in this area and in the central portion of the county. These areas are both in demand for development of recreational and residential lots and retirement homes.

Areas in the eastern and southern portions of the county are expected to retain a fairly stable population. Very little pressure exists for subdividing or partitioning of smaller rural acreages to accommodate population increases.

The number of young people (ages 15-24) in the county is low. This reflects the fact that until the recent establishment of Judson Baptist College and Treaty Oaks Education Center, there were no post-educational institutions to hold young people in the community. There are few economic opportunities to hold or attract a young population. The median age in Wasco County is 32.4 years old, compared to 29 years old for the State of Oregon. Figure 2 shows the population age distributions for the year 1975 and gives the estimated age distributions for the years 1985 and 2000.

| <u>POPULATION DENSITY</u> | | 1950 | 1960 | 1970 |
|---|--|------|------|------|
| People per Square Mile | | | | |
| Wasco County | | 6.5 | 8.5 | 8.4 |
| Wasco County (excluding city of The Dalles) | | 3.3 | 4.1 | 4.1 |

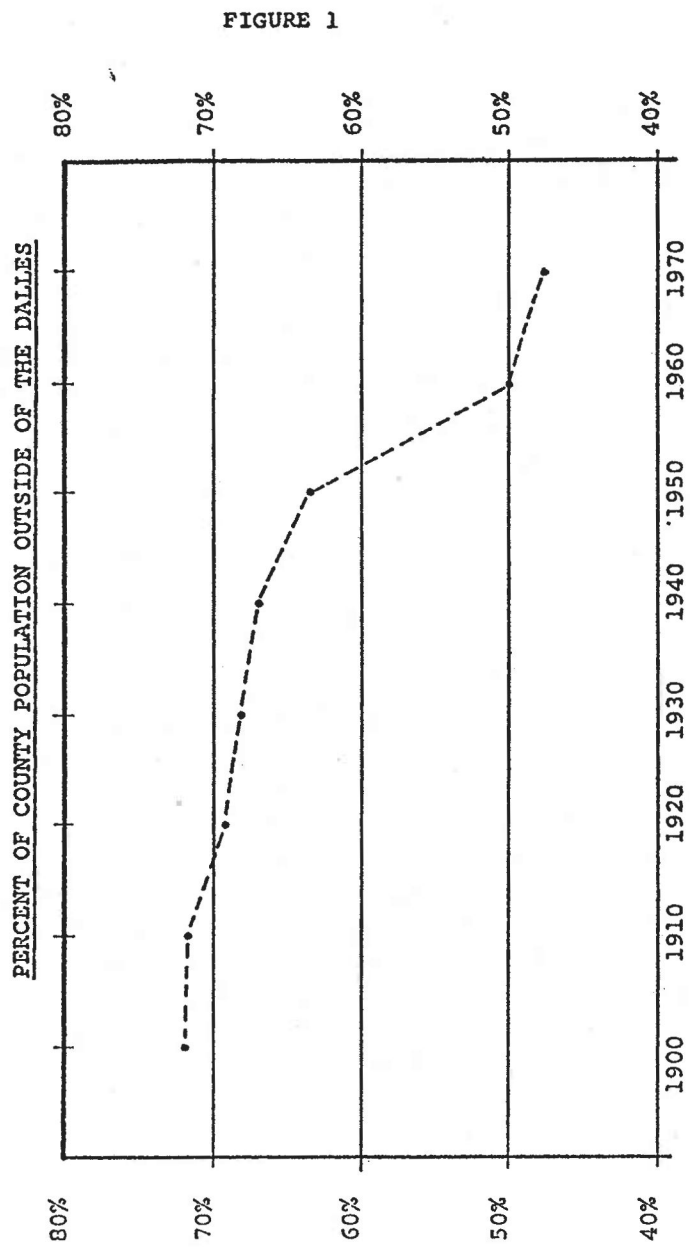


FIGURE 2
FUTURE POPULATION AGE DISTRIBUTION

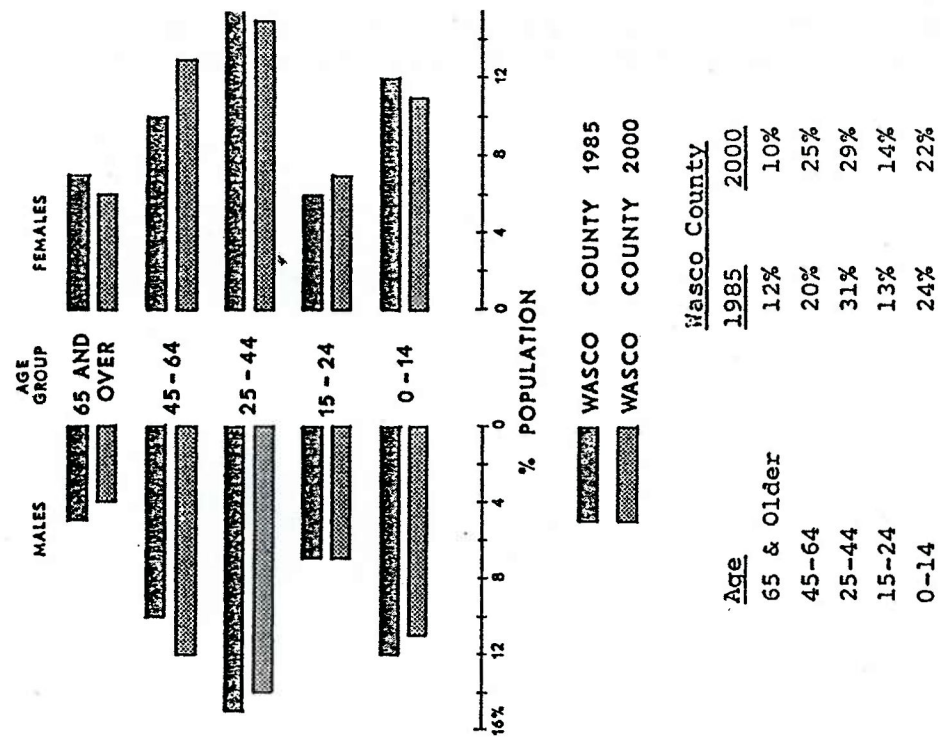


FIGURE 2
POPULATION AGE DISTRIBUTION
1975

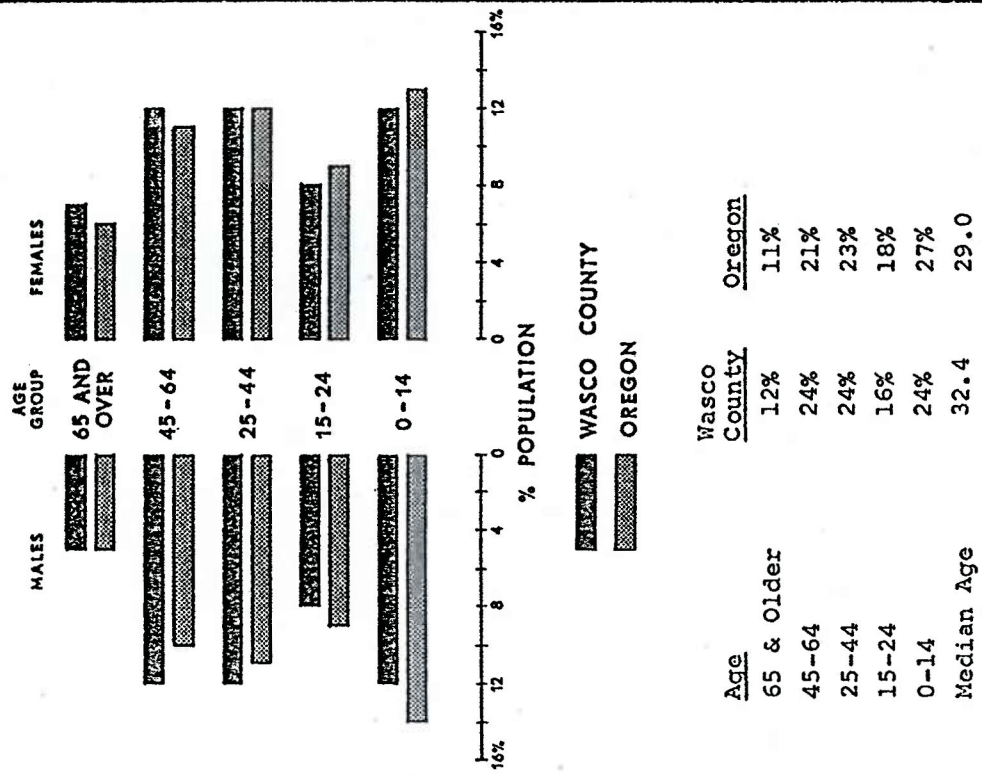


Table 1 shows the past population figures for Wasco County for the years 1930-1977. It also gives future population estimates from the years 1980 to 2000. These estimates were calculated by Portland State University, the Bonneville Power Administration and the Oregon

State Employment Division. Figure 3 graphically depicts the future population growth estimates and Figure 4 compares population changes for The Dalles, Wasco County and Oregon.

TABLE
POPULATION

| | Past and Present | | | | | | |
|--------------|------------------|-----------|-----------|-----------|-----------|--------|--------|
| | 1930 | 1940 | 1950 | 1960 | 1970 | 1975 | 1977 |
| Oregon | 12,646 | 1,089,684 | 1,521,341 | 1,768,687 | 2,091,385 | 20,450 | 11,300 |
| Wasco County | | 13,069 | 15,552 | 20,205 | 20,133 | 10,880 | |
| The Dalles | | 6,266 | 7,676 | 10,493 | 10,423 | 10,265 | |
| Mosier | | 216 | 259 | 252 | 217 | 560 | |
| Dufur | | 392 | 422 | 488 | 493 | 605 | |
| Maupin | | 267 | 312 | 381 | 428 | 70 | |
| Shaniko | | 55 | 61 | 39 | 58 | 55 | |
| Antelope | | 90 | 60 | 46 | 51 | | |

Future

| | 1980 | 1985 | 1990 | 1995 | 2000 |
|--------------|------------------------|------------------------|------------------------|------------------------|------------------------|
| Oregon | 2,496,700 ¹ | 2,679,400 ¹ | 2,835,800 ¹ | 2,952,900 ¹ | 3,019,900 ¹ |
| Wasco County | 20,400 ² | 21,200 ² | 21,900 ¹ | 22,600 ¹ | 23,000 ² |
| | 21,200 ³ | 22,700 ³ | 23,975 ² | 24,850 ³ | 25,300 ² |
| | 21,400 ³ | 21,700 ³ | 21,900 ³ | 22,200 ³ | 22,500 ³ |

- 1) Estimates by Portland State University Center for Population Research and Statistics
- 2) Estimates by Bonneville Power Administration
- 3) Employment Division, State of Oregon (Research and Statistics Section)

STATE BOARD OF GEOGRAPHIC NAMES

POPULATION TRENDS

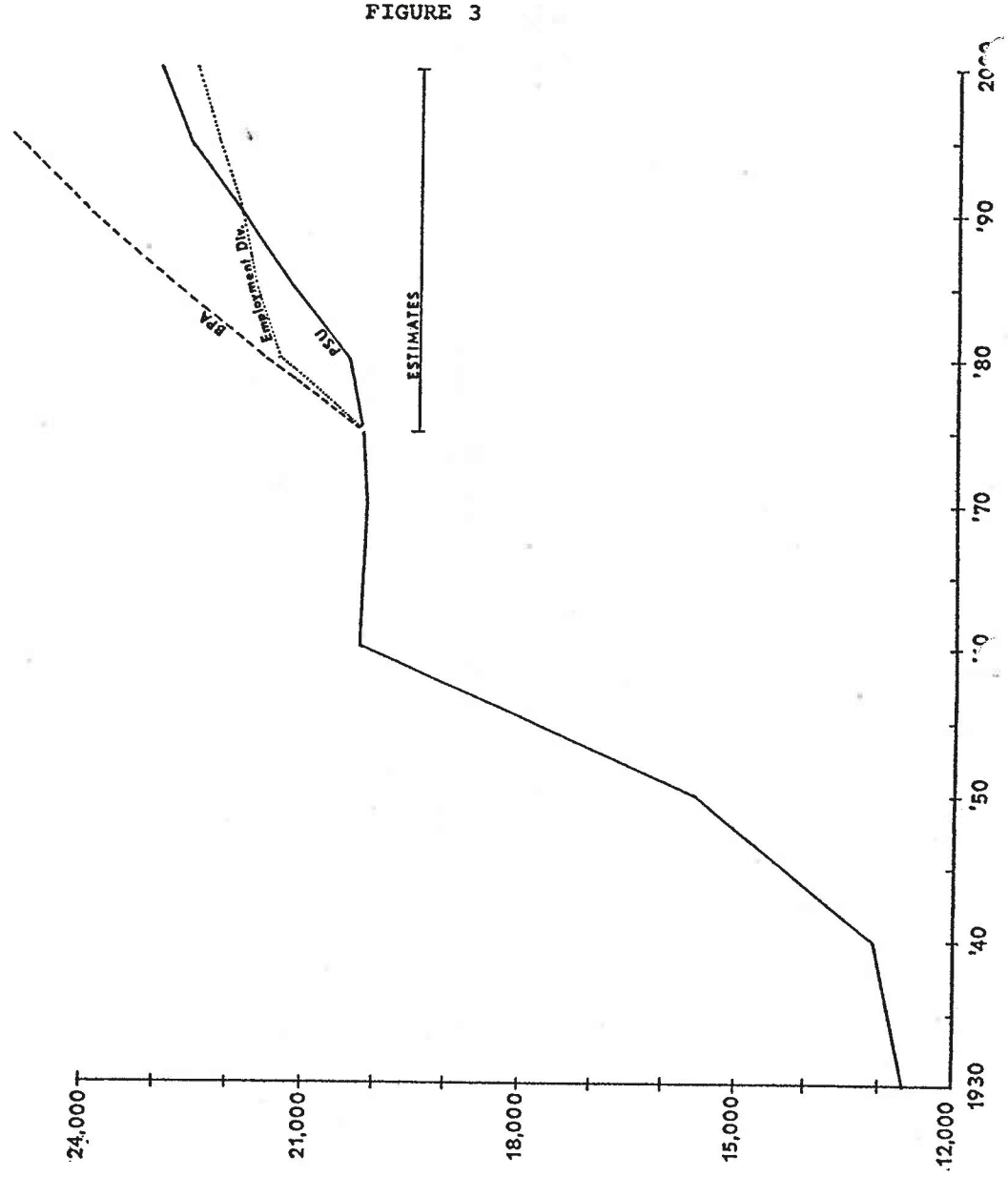
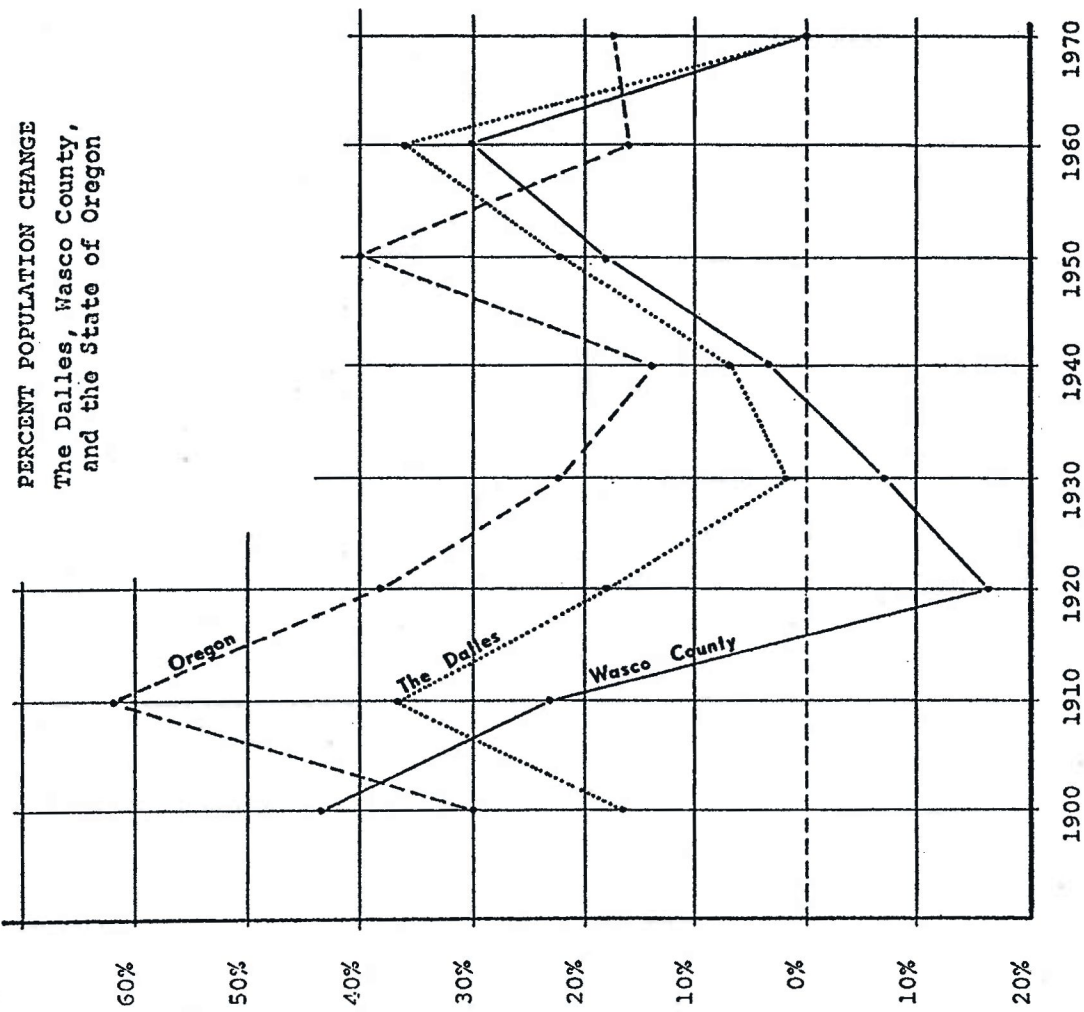


FIGURE 4



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Existing Language to be Deleted from Chapter X – Summary and Analysis

III. POPULATION

Population in Wasco County is increasing slightly, with much of the growth occurring in The Dalles Urban Area and surrounding rural residential lands. In 1975, the population totaled 20,200 people, with the median age being 32.4 years. Estimates for the year 2000 show the population will increase to 26,713, a 32 percent increase.

Proposed Language to be Added to Chapter III - Population

The population of Wasco County has seen modest overall growth since 1900.

| Population Growth in Wasco County: 1900 – 2000 | | |
|--|---|---|
| Year | US Census Bureau 1 April Census Counts | Population Research Center 1 July Census Estimates |
| 1900 | 13,199 | |
| 1910 | 16,336 | |
| 1920 | 13,648 | |
| 1930 | 12,646 | |
| 1940 | 13,069 | |
| 1950 | 15,552 | |
| 1960 | 20,205 | |
| 1970 | 20,133 | |
| 1980 | 21,732 | |
| 1990 | 21,683 | |
| 2000 | 23,791 | |
| 2005 | | 23,935 |

ORS 195.025(1) requires counties to coordinate local plans and population forecasts. In 2006 Wasco County utilized the most recent population forecasts from the Portland State University Center for Population Research and Census, the State Department of Administrative Services Office of Economic Analysis, the July 2003 Dufur Comprehensive Plan, the January 2006 Maupin Comprehensive Plan, the 2004 City of Mosier Facility Master Plan and the 22 May 2006 ECONorthwest Population Forecast for The Dalles. The following table displays the coordinated population forecast for Wasco County and all of its incorporated cities from 2005 – 2026 based on this information.

| 2005 – 2026 Wasco County Coordinated Population Forecast | | | | | | | | |
|--|----------|-------|--------|--------|---------|------------|------------------------------|--------|
| Year | Antelope | Dufur | Maupin | Mosier | Shaniko | The Dalles | *Unincorporated Wasco County | Total |
| 2005 | 60 | 597 | 450 | 430 | 34 | 15,184 | 6,665 | 23,420 |
| 2010 | 60 | 652 | 460 | 645 | 36 | 16,628 | 7,100 | 25,582 |
| 2015 | 60 | 713 | 471 | 778 | 38 | 18,329 | 7,555 | 27,944 |
| 2020 | 60 | 778 | 483 | 930 | 39 | 20,137 | 8,098 | 30,525 |
| 2025 | 60 | 850 | 496 | 1,037 | 40 | 22,124 | 8,739 | 33,346 |
| 2026 | N/A | 861 | N/A | N/A | N/A | 22,545 | N/A | 33,780 |

*The Unincorporated Wasco County figures do not include the population from The Dalles Urban Growth Area, the area outside the city limits but within the urban growth boundary. This represented a reduction of 3,465 people from 2000 to 2005. While this population is in the unincorporated portion of Wasco County, it is important for The Dalles to include this population in order to plan for an orderly process of urbanization and the expansion of city services. The remaining cities only include census figures from their incorporated city boundaries.

During the 2000 census the US Census Bureau established Census Designated Places. These are defined as:

“closely settled, named, unincorporated communities that generally contain a mixture of residential, commercial, and retail areas similar to those found in incorporated places of similar sizes.”

“CDP boundaries should follow visible and identifiable features, such as roads, rivers, canals, railroads, and above-ground high-tension power lines.”

The CDP's consist of four of the 6 Goal 3 committed exception areas (Rural Service Centers) listed in Section XIII. Because the requirements for CPD boundaries limit them to following visible features, the boundaries are not coincident with the Rural Community boundaries. The specific CDP's and their 2000 population figures are included in the table below.

| 2000 US Census Census Designated Place Population Figures | |
|--|-------------------|
| CDP | Population |
| Pine Grove | 162 |
| Pine Hollow | 462 |
| Tygh Valley | 224 |
| Wamic | 36 |
| Total | 884 |

Proposed Language to be Added to Chapter III – Population

III. POPULATION

Population in Wasco County is projected to increase at a higher rate than in the past based on recent economic trends with much of the growth occurring in The Dalles Urban area and surrounding rural residential lands. In 2005, the population totaled 23,935 people.

Forecasts for the year 2026 show the population will increase to 33,780, a 41 percent increase.

**ATTACHMENT B
POPULATION FORECAST FOR THE DALLES**

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22 May 2006

TO: Dan Durow, Planning Director
FROM: Bob Parker and Page Phillips
CC: Greg Winterowd, Jesse Winterowd
SUBJECT: POPULATION FORECAST FOR THE DALLES

Summary

The City of The Dalles is in the process of reviewing its Urban Growth Boundary (UGB). A foundational component of this review is the population forecast. The population forecast provides the basis for estimating land needed for housing and related uses. As part of our work program, ECONorthwest is required to conduct an independent review of the City's draft population forecast.

Table S-1 presents the population forecast for the City of The Dalles for the period 2006-2056. The forecast reaches a population of 18,953 by 2026, and of 34,331 by 2056. The assumed growth rate for the 2006-2056 period 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.

Table S-1. The Dalles population forecast and average annual growth rate (AAGR), by decade 2006-2056

| Year | Population | Decade increase | AAGR | Percent Change |
|-------------|-------------------|------------------------|-------------|-----------------------|
| 2006 | 15,472 | | | |
| 2016 | 18,677 | 3,204 | 1.90% | 21% |
| 2026 | 22,545 | 3,868 | 1.90% | 21% |
| 2036 | 25,653 | 3,108 | 1.30% | 14% |
| 2046 | 29,190 | 3,537 | 1.30% | 14% |
| 2056 | 31,926 | 2,736 | 0.90% | 9% |

Source: U.S. Census and Population Research Center at Portland State University

Table S-2. The Dalles population forecast and average annual growth rate (AAGR), 2006-2056

| Year | Population | Change | % Change |
|------|------------|--------|----------|
| 2005 | 15,184 | - | - |
| 2006 | 15,472 | 288 | 1.9% |
| 2007 | 15,766 | 294 | 1.9% |
| 2008 | 16,066 | 300 | 1.9% |
| 2009 | 16,371 | 305 | 1.9% |
| 2010 | 16,682 | 311 | 1.9% |
| 2011 | 16,999 | 317 | 1.9% |
| 2012 | 17,322 | 323 | 1.9% |
| 2013 | 17,651 | 329 | 1.9% |
| 2014 | 17,987 | 335 | 1.9% |
| 2015 | 18,329 | 342 | 1.9% |
| 2016 | 18,677 | 348 | 1.9% |
| 2017 | 19,032 | 355 | 1.9% |
| 2018 | 19,393 | 362 | 1.9% |
| 2019 | 19,762 | 368 | 1.9% |
| 2020 | 20,137 | 375 | 1.9% |
| 2021 | 20,520 | 383 | 1.9% |
| 2022 | 20,910 | 390 | 1.9% |
| 2023 | 21,307 | 397 | 1.9% |
| 2024 | 21,712 | 405 | 1.9% |
| 2025 | 22,124 | 413 | 1.9% |
| 2026 | 22,545 | 420 | 1.9% |
| 2027 | 22,838 | 293 | 1.3% |
| 2028 | 23,135 | 297 | 1.3% |
| 2029 | 23,435 | 301 | 1.3% |
| 2030 | 23,740 | 305 | 1.3% |
| 2031 | 24,049 | 309 | 1.3% |
| 2032 | 24,361 | 313 | 1.3% |
| 2033 | 24,678 | 317 | 1.3% |
| 2034 | 24,999 | 321 | 1.3% |
| 2035 | 25,324 | 325 | 1.3% |
| 2036 | 25,653 | 329 | 1.3% |
| 2037 | 25,987 | 333 | 1.3% |
| 2038 | 26,324 | 338 | 1.3% |
| 2039 | 26,667 | 342 | 1.3% |
| 2040 | 27,013 | 347 | 1.3% |
| 2041 | 27,364 | 351 | 1.3% |
| 2042 | 27,720 | 356 | 1.3% |
| 2043 | 28,080 | 360 | 1.3% |
| 2044 | 28,446 | 365 | 1.3% |
| 2045 | 28,815 | 370 | 1.3% |
| 2046 | 29,190 | 375 | 1.3% |
| 2047 | 29,453 | 263 | 0.9% |
| 2048 | 29,718 | 265 | 0.9% |
| 2049 | 29,985 | 267 | 0.9% |
| 2050 | 30,255 | 270 | 0.9% |
| 2051 | 30,527 | 272 | 0.9% |
| 2052 | 30,802 | 275 | 0.9% |
| 2053 | 31,079 | 277 | 0.9% |
| 2054 | 31,359 | 280 | 0.9% |
| 2055 | 31,641 | 282 | 0.9% |
| 2056 | 31,926 | 285 | 0.9% |
| 2057 | 32,213 | 287 | 0.9% |
| 2058 | 32,503 | 290 | 0.9% |
| 2059 | 32,796 | 293 | 0.9% |
| 2060 | 33,091 | 295 | 0.9% |

Source: U.S. Census and Population Research Center at Portland State University

I. BACKGROUND

The City of The Dalles is presently reviewing its Urban Growth Boundary (UGB). A foundational component of this review is the population forecast. The population forecast provides the basis for estimating land needed for housing and related uses. Thus, it is timely for the City to review the forecast, and potentially make adjustments to the population forecast.

A prerequisite to expanding a UGB is having a coordinated population forecast as required by ORS 195.036. Population forecasts must be coordinated by a designated “coordinating” agency, in this case Wasco County. The combined sum of forecasts for incorporated cities and rural areas must roughly equal the forecast for the county as a whole (the county “control total”).¹ The control total usually comes from the long-term population and employment forecasts developed by the Office of Economic Analysis of the State Department of Administrative Services.² The most recent OEA forecasts are from 2004.

Population forecasts serve several purposes. First they allow cities to estimate the amount of infrastructure capacity to provide. This ensures that cities have sufficient capacity to accommodate projected growth. Next, it allows cities to develop estimates of how much housing, park, school, institutional, commercial, and industrial space will be needed. These estimates in turn allow for an estimate of how much land will be needed to accommodate that growth. Finally, the population forecasts (when expressed as acres of land needed for growth) can be compared with the buildable land inventory to determine whether sufficient land is available to accommodate 20 years of growth. The City of the Dalles needs to develop a justifiable coordinated population forecast as a foundational step in reviewing its UGB. The analysis should consider historical trends, regional trends, demographics, and the City’s growth objectives. The *Land Use Needs and Location Analysis*, completed by the City in 2005 used a nominal growth rate of 2% for the 2005-2025 period. It was not the intent of that analysis to present documentation that would justify a coordinated figure. This memorandum is intended to provide such documentation. Specifically, this memorandum addresses:

- Historical growth trends and factors affecting growth in the Columbia Gorge region, Wasco County, and The Dalles. ECO’s evaluation begins with data on historical population growth and socioeconomic factors.
- Evaluation of Wasco County population forecasts developed by the State Office of Economic Analysis. This memorandum provides an evaluation of the assumptions underlying the projections and comments on those assumptions given recent population and socioeconomic trends.
- Discussion of alternative forecasts for the City of The Dalles.

In summary, this memorandum is intended to provide factual data for consideration by the The Dalles City Council and Planning Commission and the Wasco County Court to support a revised coordinated population forecast.

Methods

ECO based its evaluation on historical data from the U.S. Census for 1980, 1990, and 2000; data from the Population Research Center at Portland State University; and review of the County’s documentation of the population forecasts.

The population forecasts presented in this memorandum build from a range of secondary data sources—primarily historical population data and forecasts from other planning documents. All of the data used in developing the forecasts are from easily available standard sources:

- The U.S. Census of population and housing (1990 and 2000) provides decennial population figures as well as a broad range of demographic and socioeconomic variables;

¹ The forecasts for incorporated cities includes all lands within the existing Urban Growth Boundaries (UGBs) of those cities. In short, the forecasts are for growth in the UGBs.

² While most coordinating bodies use the OEA forecasts as the basis for coordination, there is no statutory requirement that the OEA forecasts be used.

- The Oregon Office of Economic Analysis (OEA) provides long-term population forecasts; and
- The Population Research Center at Portland State University provides annual population estimates and annexation history for incorporated cities.

Organization of this memorandum

The remainder of this memorandum is organized as follows:

- **Section II, Issues With Small Area Forecasts** describes common problems observed with small area population forecasts.
- **Section III, Demographic Trends** describes historical population and socioeconomic trends that are relevant to population projections.
- **Section IV, Review of Draft Population Forecast for the The Dalles** comments on the City's population forecast as presented in the draft buildable lands report. This section also presents a 2005-2025 and 2005-2060 population forecast for The Dalles.

II. Issues with small area forecasts³

Planning implies forecasting. To use policies to change the future in ways that decision makers think their constituents would find beneficial, one must first have an idea of what could or is likely to occur in the absence of those policy changes.

Forecasting is usually better, and better received, if it is based on a model of how the world works. In the context of housing and economic development, that understanding must certainly include how households and businesses make decisions about where to locate, and what types of buildings to occupy.

In the context of land use and growth management, the main variables that one must forecast are population and employment, which are then used to forecast the demand for new built space (housing, offices, warehouses, retail stores, and so on). The demand for built space creates a derived demand for land on which to build that space. The amount of land needed depends on the type and density of space that will be built to accommodate population and employment growth. The type and density of development will be a function of market factors (demand and supply conditions) and public policy (especially about density and infrastructure, but also about transportation, economic development, environmental protection, and so on). This function of forecasting is central to The Dalles: it will allow the City to determine whether it has sufficient land available to accommodate 20 years of population and employment growth.

The main point is that (1) forecasting growth requires a consideration of many variables that interact in complicated ways, and (2) any forecast of a single future is bound to be wrong—there are many possible futures that are more or less likely depending on one's assessment of the likelihood of the assumptions.

In conjunction with the forecasts, it is useful to describe the limitations of small areas forecasts. The fact that the PSU estimates significantly underestimated the 2000 population of several Oregon cities, underscores one of the key problems that emerge with small area population estimates and forecasts. Following is a discussion of why small area forecasts are highly uncertain:

- Projections for population in most cities and counties are not based on deterministic models of growth; they are simple projections of past growth rates into the future. They have no quantitative connection to the underlying factors that explain why and how much growth will occur.
- Even if planners had a sophisticated model that links all these important variables together (which they do not), they would still face the problem of having to forecast the future of the variables that they are using to forecast growth (in, say, population or employment). In the final analysis, all forecasting requires making *assumptions* about the future.
- Comparisons of past population projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in the study "are often inaccurate even for relatively large populations and for short periods of time."⁴ The smaller the area and the longer the period of time covered, the worse the results for any statistical method.
- Small areas start from a small base. A new subdivision of 200 homes inside the Portland Urban Growth Boundary has an effect on total population of 0.02%. That same subdivision in a community of 10,000 would increase the community's housing stock by more than 5%—and population by a similar percentage.
- Especially for small cities in areas that can have high growth potential (e.g., because they are near to concentrations of demand in neighboring metropolitan areas, or because they have high amenity value for recreation or retirement), there is ample evidence of very high growth rates in short-term; there are also cases (fewer) of high growth rates sustained over 10 to 30 years.
- Public policy makes a difference. Cities can affect the rate of growth through infrastructure, land supply, incentives and other policies. Such policies generally do not have an impact on growth rates in a region, but may cause shifts of population and employment among cities.

³ This section builds from work previously completed by ECONorthwest.

⁴ Murdock, Steve H., et al. 1991. "Evaluating Small-Area Population Projections." *Journal of the American Planning Association*, Vol. 57, No. 4, page 432.

Because of the uncertainty associated with small area forecasts, many forecasts present ranges of future population. ORS 195.036 is not explicit on the issue of whether ranges are appropriate (or legally acceptable), however, the OEA forecasts are point forecasts (e.g., they reflect one rate and a single future population) as are coordinated forecasts at the city level.⁵ Cities have many reasons to use point forecasts: among the most important are projections of future revenues, need for infrastructure, and need for land. These factors provide sufficient rationale for cities to develop and adopt point forecasts. That fact, however, does not mean they are any more accurate.

In summary, the longer the forecast, the greater the potential that actual population growth will vary from the forecast. This implies that cities should closely monitor actual population growth so that either (1) plans can be modified to account for variations, or (2) policies can be implemented that increase the likelihood of achieving the population growth.

One final comment on forecasts: population forecasts are often viewed as “self-fulfilling prophecies.” In many respects they are intended to be; local governments create land use, transportation, and infrastructure plans to accommodate the growth forecast. Those planning documents represent a series of policy decisions. Thus, how much population a local government (particularly cities) chooses to accommodate is also a policy decision. In short, the forecast and the plans based on the forecast represent the city’s future vision.

⁵ ECO is unaware of any coordinated forecasts that present ranges. It is not uncommon, however, for cities to consider ranges of population and employment during planning exercises.

III. Demographic Trends

A. Population Trends

Table 1 compares the population and average annual growth rate of The Dalles to Wasco County, Hood River County, Central Oregon (Crook, Deschutes, and Jefferson Counties), Oregon, and the U.S. Wasco County and The Dalles experienced slower population growth than the other areas shown in Table 1. The Dalles' growth rate between 1980 and 2000 was 0.58%, with the fastest growth between 1990 and 2000. Through the 20 year period, the population of The Dalles has consistently been about 50% of Wasco County's population.

Table 1. Population and average annual growth rate, U.S., Oregon, Central Oregon, Skamania County (WA), Hood River County, Wasco County, and The Dalles, 1980-2000 [6732 chart here](#)

| Area | 1980 | 1990 | 2000 | Average Annual Growth Rate | | |
|---------------------|-------------|-------------|-------------|----------------------------|-------|-------|
| | | | | 80-90 | 90-00 | 80-00 |
| U.S. | 226,545,805 | 248,709,873 | 281,421,906 | 0.94% | 1.24% | 1.09% |
| Oregon | 2,633,156 | 2,842,321 | 3,421,399 | 0.77% | 1.87% | 1.32% |
| Central Oregon | 86,832 | 102,745 | 153,558 | 1.70% | 4.10% | 2.89% |
| Skamania County, WA | 7,919 | 8,289 | 9,872 | 0.46% | 1.76% | 1.11% |
| Hood River County | 15,835 | 16,903 | 20,411 | 0.65% | 1.90% | 1.28% |
| Wasco County | 21,732 | 21,683 | 23,791 | -0.02% | 0.93% | 0.45% |
| The Dalles | 10,820 | 11,060 | 12,156 | 0.22% | 0.95% | 0.58% |

Source: U.S. Census and Population Research Center at Portland State University, Calculations by ECONorthwest. The Central Region includes Crook, Deschutes, and Jefferson Counties.

Table 2 shows historic population growth and change in population in The Dalles between 1980 and 2005. The Dalles population decreased during the 1980's, from 11,315 in 1981 to 10,590 residents in 1989. Population began to increase in the 1990s, with the fastest growth between 1996 and 2000. Since 2000, population growth has slowed relative to growth in the 1990's.

Table 2. Annual percent change in population, The Dalles, 1980-2005

| Year | The Dalles | Annual Percent Change |
|------|------------|-----------------------|
| 1980 | 10,820 | -- |
| 1981 | 11,315 | 4.57% |
| 1982 | 11,260 | -0.49% |
| 1983 | 11,050 | -1.87% |
| 1984 | 10,960 | -0.81% |
| 1985 | 10,900 | -0.55% |
| 1986 | 10,630 | -2.48% |
| 1987 | 10,265 | -3.43% |
| 1988 | 10,715 | 4.38% |
| 1989 | 10,590 | -1.17% |
| 1990 | 11,060 | 4.44% |
| 1991 | 11,130 | 0.63% |
| 1992 | 11,370 | 2.16% |
| 1993 | 11,325 | -0.40% |
| 1994 | 11,325 | 0.00% |
| 1995 | 11,355 | 0.26% |
| 1996 | 11,460 | 0.92% |
| 1997 | 11,600 | 1.22% |
| 1998 | 11,765 | 1.42% |
| 1999 | 11,880 | 0.98% |
| 2000 | 12,156 | 2.32% |
| 2001 | 12,230 | 0.61% |
| 2002 | 12,250 | 0.16% |
| 2003 | 12,350 | 0.82% |
| 2004 | 12,410 | 0.49% |
| 2005 | 12,505 | 0.77% |

Source: U.S. Census and Population Research Center at Portland State University

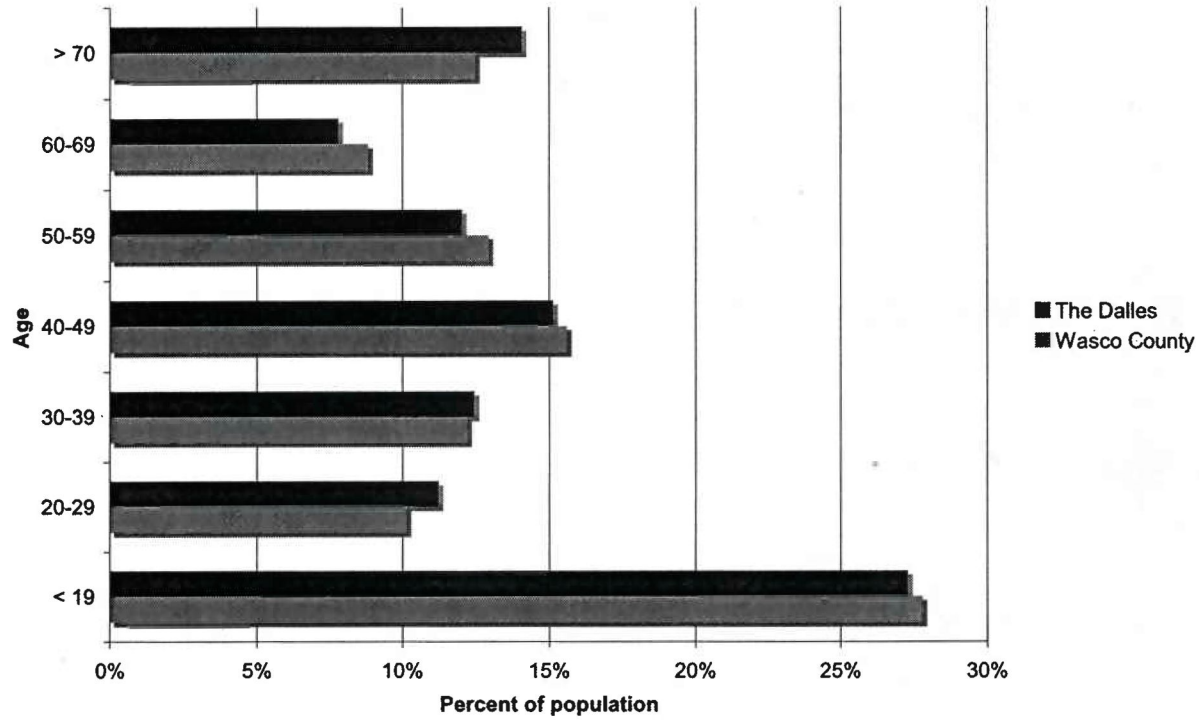
Socioeconomic and employment Trends

This section of the memorandum reviews selected socioeconomic trends in The Dalles, as well as significant employment and industry trends. These trends provide a context for growth in a city; factors such as age, income, migration, occupation and other trends show how communities have grown and hypothesize the shape of the future. To provide context, the socioeconomic findings compare the City of The Dalles and Wasco County for 2000.

B. Socioeconomic trends

Figure 1 shows the age distributions for residents of The Dalles and Wasco County. The data show that The Dalles has a higher percentage of older residents than Wasco County. The Dalles has a higher percentage of its population in the following age classes: 70 and older and 20 to 39. The Dalles has a lower proportion of its population in the 40 to 69 age range and 19 years of age and younger. These trends suggest that The Dalles is attracting retirees and young adults.

Figure 1. Age distribution, Wasco County and The Dalles, 2000



Source: U.S. Census, SF-1

During the 1990's The Dalles experienced changes in the age structure of its residents. Table 3 shows population by age for The Dalles for 1990 and 2000. The Dalles grew by 1,096 persons between 1990 and 2000—a 10% increase in population. The Dalles experienced an increase in population for every age group except 25-44 year olds, which decreased by 69 persons or 2%. The fastest growing groups between 1990 and 2000 were residents aged 45-64 years, who accounted for 45% of the population increase, and residents aged 18-24 years, who accounted for 25% of the population increase.

Table 3. Population by Age, City of The Dalles, 1990 and 2000

| Age Group | 1990 | | 2000 | | Change | | |
|-------------|--------|---------|--------|---------|--------|---------|-------|
| | Number | Percent | Number | Percent | Number | Percent | Share |
| Under 5 | 766 | 7% | 813 | 7% | 47 | 6% | 0% |
| 5-17 | 2,191 | 20% | 2,203 | 18% | 12 | 1% | -2% |
| 18-24 | 773 | 7% | 965 | 8% | 192 | 25% | 1% |
| 25-44 | 3,193 | 29% | 3,124 | 26% | (69) | -2% | -3% |
| 45-64 | 1,973 | 18% | 2,856 | 23% | 883 | 45% | 6% |
| 65 and over | 2,164 | 20% | 2,195 | 18% | 31 | 1% | -2% |
| Total | 11,060 | 100% | 12,156 | 100% | 1,096 | 10% | 0% |

Source: U.S. Census 1990 and 2000

The U.S. Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the census count). Table 4 shows place of residence in 1995 for The Dalles and Wasco County. Residents of The Dalles were slightly more mobile than those of Wasco County. Fifty-six percent of residents in The Dalles lived in the same residence in 1995, compared to 50% in Wasco County. About a quarter of residents in Wasco County and The Dalles lived in a different county in 1995 and just over 10% lived in a different state in 1995. These trends indicate that migration was a factor in The Dalles' growth.

Table 4. Place of residence in 1995, Wasco County and The Dalles, persons 5 years and over

| Location | Persons | Percent | Persons | Percent |
|------------------------------|---------|---------|---------|---------|
| Population 5 years and older | 22,260 | 100% | 11,454 | 100% |
| Same house in 1995 | 11,166 | 50% | 5,094 | 44% |
| Different house in 1995 | 11,094 | 50% | 6,360 | 56% |
| Same county | 5,557 | 25% | 3,446 | 30% |
| Different County | 5,246 | 24% | 2,744 | 24% |
| Same State | 2,846 | 13% | 1,327 | 12% |
| Different State | 2,430 | 11% | 1,417 | 12% |

Source: U.S. Census, Summary file 3

Migration continues to be a significant factor in the growth of Wasco County. Between 2000 and 2005, population increased by 0.6%, with all the increase resulting from migration. Excluding migration, population in Wasco County decreased because deaths outnumbered births during the five-year period. Throughout Oregon, migration represented 59% of population growth between 2000 and 2005, demonstrating that migration is an important factor to growth in Oregon and Wasco County.

Table 5 shows the number of persons of Hispanic or Latino origin for The Dalles and Wasco County for 1990 and 2000. Hispanic population increased in both Wasco County and The Dalles during this period. The Dalles' Hispanic/Latino population grew slightly faster than Wasco County's Hispanic/Latino population, increasing from 6.0% of residents in 1990 to 10.5% of residents in 2000.

Table 5. Persons of Hispanic or Latino origin, Wasco County and The Dalles, 1990 and 2000

| | Wasco County | The Dalles |
|----------------------------|-----------------|---------------|
| 1990 | | |
| Total Population | 21,683 | 11,060 |
| Hispanic or Latino | 1,065 | 666 |
| Percent Hispanic or Latino | 4.9% | 6.0% |
| 2000 | | |
| Total Population | 23,791 | 12,156 |
| Hispanic or Latino | 2,214 | 1,276 |
| Percent Hispanic or Latino | 9.3% | 10.5% |
| Change 1990-2000 | | |
| Hispanic or Latino | 1,149 | 610 |
| Percent Hispanic or Latino | 92.7% | 109.2% |

Source: U.S. Census, SF-1, 1990 and 2000

C. Employment and Industry

The Dalles has a mild climate and moderate rainfall. Where pioneers on the Oregon Trail once came and loaded their wagons onto barges for their final float to the mouth of the Columbia River, now people come to The Dalles because of the proximity to the Cascade Mountains, Gorge, and the mild climate. The climate contributes to two of the most important employment trends affecting The Dalles: the growth of agriculture, forestry and fishing occupations, as well as the growth in tourism-related industries such as services as well as arts, entertainment, and recreation.

Between 1980 and 2000, the agriculture, forestry and fishing sector increased covered employment by 545 positions. In 2004, this sector had the second-highest total number of jobs in Wasco County, second only to government. The climate in Wasco County, which has 14 inches

of rainfall annually, is ideal for growing tree fruits, especially cherries, as well as producing nuts and grains, or raising cattle. Agriculture, forestry and fishing continues to be a growth sector, with an average annual growth rate of 4.3% between 1990 and 2000, and a 6.3% rate of growth between 2001 and 2004.

The Dalles' mild climate, proximity to Mt. Hood National Recreation Area as well as other Cascade destinations, and location on the Columbia Gorge also contributes to the growth of the second category of employment. Activities such as windsurfing, hiking, and biking bring people to the area, and sectors including arts, entertainment, and recreation as well as services have grown to meet this demand.⁶ Between 1980 and 2000, the service sector increase by 1,005 jobs, the most of any sector, and had an annual growth rate of 2.6%. Between 2001 and 2004, arts, entertainment and recreation had a growth rate of 3.0% and retail had a growth rate of 1.5%.

Sectors that experienced a decrease in growth between 1980 and 2004 include mining, manufacturing, and between 2001 and 2004, information and government. Overall, Wasco County gained 2,359 jobs between 1980 and 2000, then lost 822 jobs between 2001 and 2004 during the national recession. Many of these jobs were lost in the manufacturing and government sectors.

D. Infrastructure

The Dalles has access to good transportation infrastructure, including several highway connections, as well air, rail, and barge services. The Dalles is located at the center of the Interstate 84 connection between major metropolitan areas in Oregon, Idaho, and Utah. Interstate 84, an east-west route connecting Portland, Oregon with Boise, Idaho and Salt Lake City, Utah, passes directly through The Dalles. This road also continues as Highway 30 until Salt Lake City. Highway 197, a north-south route, connects The Dalles with Central Oregon. Highway 197 continues across the Gorge in Washington State, connecting the Dalles with Washington Highway 14. Greyhound bus serves The Dalles with five westbound routes and four eastbound routes daily.

The Dalles has access to air, rail, and barge services.

- The Dalles is served by Columbia Gorge Regional/The Dalles Municipal Airport, located across the Gorge in Klickitat County, Washington. This airport offers no passenger service, but the Portland International Airport is only 83 miles (an hour and 15 minutes driving time) from The Dalles.
- Rail service is provided by Union Pacific, which offers freight but no passenger services. Rail access for freight is at Dallesport, Washington, three miles across The Dalles Bridge. Passenger service is available at Bingen, Washington, located 15 miles from The Dalles.
- Barge services are available through the Port of The Dalles.

⁶ *The Dalles Community Profile*, Oregon Economic and Community Development Department, <http://info.econ.state.or.us:591/profile.htm>, accessed May 12, 2006.

E. Regional Context

Already the major player in the Wasco County economy, The Dalles has the potential to become a regional center in the Columbia Gorge area as well. Because of its location at the intersection of Highway 197 and Interstate 84, The Dalles has some of the best transportation infrastructure in the area. The twin draws of a strong agriculture sector and the growing retail, service, and recreation sectors suggest that people are moving to The Dalles to capitalize on its high quality of life.

In a regional context, Wasco County has been slower to grow than neighboring counties. The Columbia Gorge area, including Wasco and Hood River Counties in Oregon as well as Skamania County across the Gorge in Washington, experienced a period of faster growth between 1990 and 2000 than in the previous decade, as illustrated in Table 7. Between 1990 and 2000, the average annual growth rate for Hood River County was 1.90% and for Skamania County it was 1.75%, indicating steady, modest growth, compared with 0.65% for Hood River County and 0.46% for Skamania County in the 1980's. The Dalles and Wasco County also grew faster in the 1990's than the 1980's, moving from growth rates of -0.02% to 0.93% for Wasco County and from 0.22% to 0.95% for The Dalles. Since 2000, growth has slowed across the region, ranging from 0.74% in Hood River from 2000 to 2005 to 0.12% in Wasco County during that same time period.

The historical growth rates shown in Table 6 provide context for developing population projections. The data underscore several key points:

- The start and end dates have a big impact on the growth rate. This is because population growth slowed in the 1980s due to a statewide economic recession then grew in the 1990s.
- The average annual growth rate (AAGR) for The Dalles was between 0.22% (1980-1990) and 0.95% (1990-2000) depending on the time period.
- The Dalles' rate of growth is lower than Hood River and Skamania Counties but higher than Wasco County for all time periods.
- The data show that Hood River and Skamania counties have historically grown at faster rates than Wasco County or The Dalles. Although all three counties (1) the have good recreational opportunities, and (2) their location provides a high quality of life, higher growth rates in Hood River and Skamania Counties can be explained largely by proximity to Portland.

Table 5. Average annual growth rates for Hood River County, Skamania County (WA), Wasco County, and The Dalles, 1980-2005

| Period | Hood River County | Skamania County, WA | Wasco County | The Dalles |
|-----------|-------------------|---------------------|--------------|------------|
| 1980-2005 | 1.17% | 1.06% | 0.39% | 0.58% |
| 1980-1990 | 0.65% | 0.46% | -0.02% | 0.22% |
| 1990-2000 | 1.90% | 1.76% | 0.93% | 0.95% |
| 2000-2005 | 0.74% | 0.85% | 0.12% | 0.57% |

Source: U.S. Census and Population Research Center at Portland State University

IV. Population forecast for The Dalles: 2005-2060

The City of The Dalles Community Development Department used an annual growth rate of 2% as a placeholder to for long-range planning. This growth rate mirrors the State of Oregon's and Hood River County's growth rate from 1990 to 2000. The City acknowledged it was higher than the OEA estimate. The City did not use historic population trends for The Dalles or Wasco County in its analysis. The rationale for this decision was based on what the report described as a recent surge in new business and industrial development in The Dalles.

ECO Methods: Overview

ECO reviewed population trends as a basis for future growth. Trend data reviewed as part of this analysis included annual population changes from the Census and from the Population Research Center at Portland State University. Appendix A discusses issues with small area forecasts.

Trend extrapolation is a simple forecasting method. One benefit of using this method is that many of the factors that affect the pattern of growth are already included in the trend data. In other words, since this method uses the real numbers for historic change it already includes the aggregate result of various growth components such as natural increase from births and deaths, net migration, employment levels, and local and national economic conditions. For example, an average annual growth rate of 1 percent can reflect a rate of change from one time period to the next and reflect population growth due to natural increase and net migration.

ECONorthwest considered several different methods for developing the city population forecast including a compounding method, a ratio method, a decreasing rate method, and a straight-line method. We selected the **compounding methodology** because it is (1) most consistent with historical population growth trends, (2) it is a relatively simple approach that builds from historical data and assumptions about future City and County growth policies, and (3) it assumes that the increment of population growth (e.g., the rate of growth or annual percent change) will be constant. The compounding methodology also assumes that the number of persons added will increase each year.

OEA Forecasts⁷

The OEA uses a cohort component model to develop its forecasts. In general, a cohort component model adds *natural increase (births – deaths) to net migration* for specified age cohorts (usually five year increments). This method uses the age/sex groupings of the existing population and assumptions about future aging patterns to estimate birth and death rates to calculate the "natural change" in population. The natural change component is especially useful for areas with a stable population (like many Eastern Oregon cities and counties) or a city with a large retirement population (like Brookings, Oregon for example). However, this component by itself is less accurate when a large share of the forecast increase is due to people moving into the areas. For example, if an area has a high percentage of growth due to in-migration the in-migration numbers can "swamp" the natural increase numbers and make them less important.

Because migration can be a significant part of the growth calculation this method usually considers both the natural increase and migration patterns to generate the total population change. However, as the OEA states in its 2004 long-term forecast, "*Migration is the most complex and most volatile component of population change.*"⁸ The migration component cannot be easily predicted because the reasons people choose to move from one area to another are based on a variety of individual and family decisions including personal choice, economics, quality of life changes, quality of education, safety, political climate and others factors.

Table 7 represents a comparison of OEA population forecasts for Wasco County for the period between 2005 and 2040. In 1997, the OEA issued an average annual growth rate forecast for Wasco County of about 0.50%, which would result in a population increase of 2,301 people between 2005 and 2025. In 2004, the OEA revised the forecast downwards, to an annual growth rate of about 0.45%, for an increase of 1,770 residents.

⁷ The discussion of OEA methods in this section is summarized from *Deschutes County Coordinated Population Forecasts, 2000-2005*. Deschutes County, August. 2005.

⁸ *Long-Term Population Forecast for Oregon and Its Counties, 2000-2040*, Office of Economic Analysis, 2004, first page.

Table 7. Comparison of 1997 and 2004 Office of Economic Analysis forecasts for Hood River and Wasco County

| Year | Wasco County | | | | Hood River County | | | |
|---------------------------------------|--------------|-------|--------|-------|-------------------|-------|--------|-------|
| | 1997 | | 2004 | | 1997 | | 2004 | |
| | Pop | AAGR | Pop | AAGR | Pop | AAGR | Pop | AAGR |
| 2005 | 23,713 | -- | 23,420 | -- | 21,477 | -- | 20,698 | -- |
| 2010 | 24,258 | 0.46% | 23,753 | 0.28% | 22,804 | 1.21% | 21,998 | 1.23% |
| 2015 | 24,867 | 0.50% | 24,297 | 0.45% | 24,174 | 1.17% | 23,485 | 1.32% |
| 2020 | 25,498 | 0.50% | 24,896 | 0.49% | 25,559 | 1.12% | 25,027 | 1.28% |
| 2025 | 26,201 | 0.55% | 25,670 | 0.61% | 26,930 | 1.05% | 26,667 | 1.28% |
| 2030 | 26,945 | 0.56% | 26,563 | 0.69% | 28,224 | 0.94% | 28,404 | 1.27% |
| 2035 | 27,714 | 0.56% | 27,522 | 0.71% | 29,527 | 0.91% | 30,310 | 1.31% |
| 2040 | 28,512 | 0.57% | 28,653 | 0.81% | 30,780 | 0.83% | 32,498 | 1.40% |
| Population Change 2005 to 2025 | | | | | | | | |
| Number | 2,488 | | 2,250 | | 5,453 | | 5,969 | |
| Percent | 10.5% | | 9.6% | | 25.4% | | 28.8% | |
| AAGR | 0.50% | | 0.46% | | 1.14% | | 1.27% | |
| Population Change 2025 to 2040 | | | | | | | | |
| Number | 2,311 | | 2,983 | | 3,849 | | 5,831 | |
| Percent | 8.8% | | 11.6% | | 14.3% | | 21.9% | |
| AAGR | 0.6% | | 0.7% | | 0.9% | | 1.3% | |

Source: Office of Economic Analysis

The Dalles Population Forecast

Table 8 presents the population forecast for the City of The Dalles for the period 2006-2056. The forecast reaches a population of 22,545 by 2026, and of 31,926 by 2056. The assumed growth rate for the 2006-2026 period 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.

Table 8. The Dalles UGB population forecast and average annual growth rate (AAGR), 2006-2056

| Year | Population | Change | % Change |
|------|------------|--------|----------|
| 2005 | 15,184 | - | - |
| 2006 | 15,472 | 288 | 1.9% |
| 2007 | 15,766 | 294 | 1.9% |
| 2008 | 16,066 | 300 | 1.9% |
| 2009 | 16,371 | 305 | 1.9% |
| 2010 | 16,682 | 311 | 1.9% |
| 2011 | 16,999 | 317 | 1.9% |
| 2012 | 17,322 | 323 | 1.9% |
| 2013 | 17,651 | 329 | 1.9% |
| 2014 | 17,987 | 335 | 1.9% |
| 2015 | 18,329 | 342 | 1.9% |
| 2016 | 18,677 | 348 | 1.9% |
| 2017 | 19,032 | 355 | 1.9% |
| 2018 | 19,393 | 362 | 1.9% |
| 2019 | 19,762 | 368 | 1.9% |
| 2020 | 20,137 | 375 | 1.9% |
| 2021 | 20,520 | 383 | 1.9% |
| 2022 | 20,910 | 390 | 1.9% |
| 2023 | 21,307 | 397 | 1.9% |
| 2024 | 21,712 | 405 | 1.9% |
| 2025 | 22,124 | 413 | 1.9% |
| 2026 | 22,545 | 420 | 1.9% |
| 2027 | 22,838 | 293 | 1.3% |
| 2028 | 23,135 | 297 | 1.3% |
| 2029 | 23,435 | 301 | 1.3% |
| 2030 | 23,740 | 305 | 1.3% |
| 2031 | 24,049 | 309 | 1.3% |
| 2032 | 24,361 | 313 | 1.3% |
| 2033 | 24,678 | 317 | 1.3% |
| 2034 | 24,999 | 321 | 1.3% |
| 2035 | 25,324 | 325 | 1.3% |
| 2036 | 25,653 | 329 | 1.3% |
| 2037 | 25,987 | 333 | 1.3% |
| 2038 | 26,324 | 338 | 1.3% |
| 2039 | 26,667 | 342 | 1.3% |
| 2040 | 27,013 | 347 | 1.3% |
| 2041 | 27,364 | 351 | 1.3% |
| 2042 | 27,720 | 356 | 1.3% |
| 2043 | 28,080 | 360 | 1.3% |
| 2044 | 28,446 | 365 | 1.3% |
| 2045 | 28,815 | 370 | 1.3% |
| 2046 | 29,190 | 375 | 1.3% |
| 2047 | 29,453 | 263 | 0.9% |
| 2048 | 29,718 | 265 | 0.9% |
| 2049 | 29,985 | 267 | 0.9% |
| 2050 | 30,255 | 270 | 0.9% |
| 2051 | 30,527 | 272 | 0.9% |
| 2052 | 30,802 | 275 | 0.9% |
| 2053 | 31,079 | 277 | 0.9% |
| 2054 | 31,359 | 280 | 0.9% |
| 2055 | 31,641 | 282 | 0.9% |
| 2056 | 31,926 | 285 | 0.9% |
| 2057 | 32,213 | 287 | 0.9% |
| 2058 | 32,503 | 290 | 0.9% |
| 2059 | 32,796 | 293 | 0.9% |
| 2060 | 33,091 | 295 | 0.9% |

Source: U.S. Census and Population Research
Center at Portland State University

An issue with this forecast is that The Dalles 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 OEA's forecast population for Wasco County in 2040. Because Wasco County has relatively few parcels available for residential development in rural residential exception areas, it is reasonable to expect that The Dalles will account for an increased percentage of the County's population. However, the ratio implied by the growth rate assumptions shown in Table 8, maybe unrealistically high if Wasco County's population growth is held constant.

On the other hand, 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 9 shows a comparison of the OEA and adjusted Wasco County Forecasts. The Adjusted Forecast assumes an average annual growth rate of about 1.3% through 2056. The Adjusted County Forecast assumes that the differential in population growth from the OEA forecast will be accommodated within the City of The Dalles UGB.

Table 9. 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.

Summary of Findings

This section summarizes the findings in support of this population forecast for The Dalles.

The Dalles has experienced fluctuation in its population since 1980.

- Between 1980 and 2005 the average annual growth rate was 0.6%. The average annual growth rate was 0.2% between 1980 and 1990 and 0.9% between 1990 and 2000.
- The growth rate of 1.9% until 2026, 1.5% between 2027 and 2046, and 1.0% between 2047 and 2056 is based on The Dalles' historical growth rates between 1980 and 2005.

The Dalles is attracting retirees and young adults.

- The Dalles has more retirees than Wasco County. The fastest growing age groups between 1990 and 2000 were residents aged 45-64 years, who accounted for 45% of the population increase, and residents aged 18-24 years, who accounted for 25% of the population increase. These trends suggest that The Dalles is attracting retirees and young adults. As retirement areas such as Bend and Hood River become more

expensive and more crowded, The Dalles' appeal to a growing group of baby boomers is likely to increase.

In-migration accounts for most of the recent population growth in The Dalles

- The data show that residents of The Dalles are slightly more mobile than those of Wasco County. About a quarter of residents in Wasco County and The Dalles lived in a different county in 1995; 11% of Wasco County's and 12% of The Dalles' residents lived in a different state in 1995. These trends indicate that migration is a factor in The Dalles' past growth.
- Net migration represented 113% of population growth in Wasco County in 2005. Migration represented a greater percent of population growth in Wasco County than in Oregon as a whole.

The Dalles has a larger proportion of Hispanic/Latino residents than Wasco County.

- The Dalles has a larger proportion (10.5% in 2000) of Hispanic/Latino population than Wasco County, and this population is growing faster than in Wasco County. Wasco County's Hispanic/Latino population grew by 92.7% between 1990 and 2000; The Dalles' Hispanic/Latino population grew 109.2% during the same time period.

The Dalles has experienced growth in agriculture, forestry and fishing, as well as more tourism-related occupations such as services and arts, entertainment, and recreation.

- Agriculture, forestry and fishing continues to be a growth sector, with an average annual growth rate of 4.3% between 1990 and 2000, and a 6.3% rate of growth between 2001 and 2004.
- Between 1980 and 2000, the service sector increase by 1,005 jobs, the most of any sector, and had a growth rate of 2.6%. Between 2001 and 2004, arts, entertainment and recreation had a growth rate of 3.0% and retail had a growth rate of 1.5%. As The Dalles attracts larger numbers of retirees and second homeowners, the need for service sector jobs will increase as well.

The Dalles has strong transportation infrastructure and potential to become a regional center.

- The Dalles has access to good transportation infrastructure, including several highway connections, as well air, rail, and barge services. Interstate 84 connects The Dalles with Portland, Oregon, Boise, Idaho and Salt Lake City, Utah and Highway 197 connects The Dalles with Central Oregon.
- The diversity of employment, mild climate, continued migration, and growth of the population of young adults as well as retirees suggests that The Dalles is becoming a county, and potential regional center.

The findings above support the assumed growth rate of 1.9% annually for the 2006-2026 period, 1.5% for the 2027-2046 period, and 1.0% for the 2047 to 2056 period.