

W. Q. A.

Memorandum Date: June 18, 2008
Order Date: June 25, 2008

TO: Board of County Commissioners
DEPARTMENT: Public Works, Land Management Division
PRESENTED BY: Matt Laird, LMD Manager
AGENDA ITEM TITLE: BOARD ORDER / IN THE MATTER OF REPEALING RESOLUTION No. 08-4-30-12 AND INITIATING AN UPDATED COUNTYWIDE COORDINATED POPULATION FORECAST EFFORT FOR CONSIDERATION AS AN AMENDMENT TO THE LANE COUNTY RURAL COMPREHENSIVE PLAN

I. MOTION

I hereby move to adopt the attached order and direct Land Management Division staff to begin the process of developing a countywide coordinated population forecast following option 2 outlined in this report.

II. AGENDA ITEM SUMMARY

On May 28, 2008, the Board requested the Land Management Division provide a recommendation on a process for initiating a coordinated population forecast for Lane County. While there are a number of possible approaches to preparing and adopting coordinated population forecasts for use in comprehensive land use plans, staff recommends an option that utilizes local development of the forecast data and population allocation among urban areas while providing several opportunities for public involvement.

The Board is being asked to approve the attached order directing LMD staff to begin the process of conducting a coordinated population forecast.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

On August 29, 2007, the Board heard public comment questioning the process

used by LCOG in developing the Report on Lane County Coordinated Population Forecast 2030-2035. At that meeting the Board requested additional information to be brought back to them from LCOG and Doug DuPriest, representing a concerned citizen.

On September 12, 2007, after hearing discussion from George Kloeppel (LCOG) and Mr. DuPriest, the Board approved Order 07-9-12-15 requesting LCOG postpone its scheduled hearing in Oakridge.

On November 29, 2007, in response to a Board request, LCOG provided a memo to the Board regarding cost estimates associated with the Coordinated Population Forecasts effort of LCOG.

On February 13, 2008, the Board adopted Order No. 08-2-13-2 entitled In the Matter of Rescinding Delegation to Lane Council of Governments Regarding Population Forecasting.

On February 20, 2008, the County Administrator presented a letter from the Oregon Department of Land Conservation and Development (DLCD) confirming that the LCOG Report on Lane County Coordinated Population Forecast 2030-2035 was consistent with applicable statutes and administrative rule. At that meeting the Board requested a report back from staff regarding areas of concern with the LCOG report and options for population forecasting in Lane County.

On March 5, 2008, the Board received a letter from LCOG recommending the Report on Lane County Coordinated Population Forecast 2030-2035 be considered by the Board for final adoption and use in future land use, transportation and public facility planning in Lane County. Attached to the letter was a copy of the entire record developed during the LCOG process.

On April 9, 2008, the Board heard public comment and was scheduled to consider a written report back from LMD staff regarding the LCOG report and options for a coordinated population forecast in Lane County. The Board continued the discussion in order to consider the DLCD letter dated April 8, 2008.

On April 30, 2008, LMD staff provided a supplemental memo to the Board outlining four main options available to the Board for population forecasting in Lane County. At this meeting the Board approved Resolution No. 08-4-30-12 entitled In the Matter of Adopting a New Population Forecast for Lane County. Four cities and DLCD appealed that action to the Oregon Land Use Board of Appeals (LUBA) on May 21, 2008.

On May 28, 2008, the Board had discussion on the City of Junction City's request for the county to initiate or coordinate initiation of a Rural Comprehensive Plan amendment for coordinated population forecasts to address the needs of Junction

City and other cities in Lane County. At this meeting the Board made a motion directing staff to withdraw the Resolution No. 08-4-30-12 decision from LUBA for reconsideration and directing LMD staff to provide on June 25th a recommendation on a process for the Board to initiate a Lane County coordinated population forecast for Lane County and the urban areas utilizing the Lane County Planning Commission and LC 16.400.

B. Policy Issues

Multiple policy options are available to the Board with regards to this matter, including but not limited to, the choices below:

1. Process for adoption the LCOG population report 2030-2035 as a Lane County Rural Comprehensive Plan amendment.
2. Begin a coordinated population forecast using a "Bottom Up" method of asking each city to provide their own urban population numbers and justification for those numbers. Once the numbers were assembled and coordinated, they could be used in processing a Rural Comprehensive Plan amendment.
3. Begin a coordinated population forecast using a "Top Down" method where Lane County could contract with Portland State University Center for Population Research to develop a new population forecast for Lane County and its urban areas.
4. Direct Staff to create a new special purpose plan in the Rural Comprehensive Plan discussing historic, existing, and future populations and demographics, as well as developing goals and policies addressing growth in Lane County.
5. Take no action.

C. Board Goals

Lane County Strategic Plan Goal 5: "Contribute to *appropriate community development* in the areas of transportation and telecommunications infrastructure, housing, growth management, and land development."

Staff Response: ORS 195.025 and 195.034 gives statutory authority for coordination of population forecasts to the County. Participating in a process that could lead to the adoption of coordinated population forecasts for Lane County and the urban areas consistent with those statutes could implement the strategic plan Goal 5 regarding community development and growth management.

Strategic Plan Implementation Strategies

A. Service Improvement Strategy

A1(a). Lane County Government will actively seek to improve the efficiency, effectiveness, and quality of public services by considering reorganization of service delivery systems both within county government and across government agencies. We will examine areas where similar or closely related services exist in different organizational units.

Staff Response: For over 30 years, Lane County has directed LCOG to conduct the coordinated population forecast on behalf of the County. Based on new administrative rules and legislation enacted in 2007, the Board has rescinded LCOG's authority to conduct coordinated population forecasting on behalf of Lane County and is considering options for doing that work.

A1(e). We will give early priority to evaluation of intergovernmental reorganization opportunities in the following direct service areas:

- Land use and building, planning and development.

Staff Response: Adoption of the coordinated population forecast into the Lane County Rural Comprehensive Plan will be a land use process conducted by the Land Management Division – Planning Program. Mandated activities have been identified by the Strategic Plan as a Priority 3 item.

A2(e). Lane County Government supports contracting out as one option to consider for assuring the efficiency and effectiveness of its services.

Staff Response: The Board may choose to use private consultants to develop a coordinated population forecast for Lane County.

B. Resource Planning and Allocation Strategy

B3. Allocate resources strategically.

B3(a)(3). The third funding priority is services that are mandated and that do not otherwise fall into the categories addressed by the first two priorities. The level of funding for these functions and the level of service provided may be flexible and will be guided by the demonstrated cost-effectiveness and broad public support of the services.

Staff Response: Pursuant to the above strategy, cost effectiveness may be used by the Board as a criterion for determining a course of action regarding the coordinated population forecast for Lane County and its urban areas.

D. Financial and/or Resource Considerations

As part of the analysis below, a brief description of the financial and resource considerations will be provided for each of the multiple options available to the Board with regards to coordinated population forecasts. It should be noted that for all options that produce a coordinated population forecast, a request could be made to DLCDC for a Technical Assistance Grant to help fund this project. The maximum amount available for TA grants from the state is \$35,000.

E. Analysis

This section of the report will describe the process involved with each option available to the Board for conducting a coordinated population forecast along with the financial considerations and advantages or disadvantages of each.

1. Process for adoption the LCOG population report 2030-2035 as a Lane County Rural Comprehensive Plan amendment;

Staff Response: This option would not be on the Long Range Planning work program but instead would use current planning staff to respond to a PAPA request by cities that submit the LCOG report as a major amendment to the Rural Comprehensive Plan (RCP). The review would be conducted under Lane Code 16.400. LMD staff would provide a staff report to the Lane County Planning Commission (LCPC) where a public hearing would be conducted. Citizens would have an opportunity to comment on the proposal during the public hearing process. After review and consideration of the record, the LCPC would make a recommendation to the Board of Commissioners. The Board would then hold another public hearing where citizens could comment on the proposal. After review and consideration of the record, the Board would make a decision whether to adopt the amendment to the RCP. The amendment would add language in the RCP General Plan Policies referencing an addendum to the 1981 Population Working Paper of the RCP. The working papers are technical data and reports used in the creation of the RCP. It should be noted that the Planning Commission as well as the Board may choose to modify the LCOG population report based on testimony and evidence provided during the process. This option assumes some initial coordination and technical elements are somewhat complete and that Lane County will conduct the additional coordination and analysis as necessary in the land use process.

In this case, Lane County would not develop new population data but could use the existing LCOG population report and record to begin processing a Rural Comprehensive Plan amendment. Since this option starts with the existing population data in the LCOG report the initial "coordination" component of the process among the cities has been completed. Further coordination could be done as necessary when Lane County conducts the analysis and citizen

involvement portion of the land use process that would be required of any Post Acknowledgement Plan Amendment (PAPA). Staff time is also reduced in this option since the technical component of gathering data and creating an initial population forecast is finished. It is estimated that this option would take approximately 3-6 months to complete and would use approximately .25 FTE. The current fee for a major comprehensive plan amendment is \$16,603.75. This cost could be split among the cities who are interested in having Lane County adopt the countywide coordinated population forecast in the RCP.

The advantage of this alternative is that it is the quickest and most cost effective way to adopt a coordinated population forecast. It is also favored by the cities that originally requested a new population forecast. The disadvantage of this option is that the numbers included in the report have been disputed and have not been reviewed by a neutral third party expert. Additionally, citizens have claimed that LCOG did not properly include them in a land use process that allowed them to dispute the numbers and have their arguments thoroughly analyzed. It should be noted that if this option is chosen, all interested parties will have an opportunity to be involved in a land use process conducted by the County that will include opportunities to provide testimony, evidence and analysis and have the entire record reviewed by two separate bodies; the Planning Commission and the Board of County Commissioners.

2. Begin a coordinated population forecast using a “Bottom Up” method of asking each city to provide their own urban population numbers and justification for those numbers. Once the numbers were assembled and coordinated, they could be used in processing a Rural Comprehensive Plan amendment.

Staff Response: This option would include staff conducting coordination meetings with all of the cities in Lane County so each City could provide their projected population numbers to Lane County. The cities would have the option of providing a citizen involvement opportunity at the local level by conducting public hearings prior to submitting their population estimate and justification to the County. Other opportunities for citizen involvement could be provided as determined necessary by the Board. Once the County had assembled all of the population estimates it would process the PAPA pursuant to Lane Code 16.400, the same as option 1 described above. This option assumes the initial technical element is completed by the cities and that Lane County will conduct the coordination and analysis as necessary in the land use process.

Once again, using this option, Lane County would not be responsible for the initial technical component of developing the initial population numbers. In contrast with option 1, LMD staff would be required to conduct the coordination element with and among the cities and interested parties through the land use process, including analysis and citizen involvement required of any PAPA. It is estimated

that this option would take approximately 6-12 months to complete and would use approximately .25 FTE. The current fee for a major comprehensive plan amendment is \$16,603.75. This cost could be split among the cities who are interested in having Lane County adopt the countywide coordinated population forecast in the RCP.

The advantage of this process is that it allows each city to provide a population estimate that works for their individual urban area. Thus it is flexible and responsive to the needs of the cities. It also provides for an additional citizen involvement opportunity at the local city level as well as at the County coordination and land use process. Furthermore, it can still be processed in a fairly quick manner and is cost effective for the cities. The disadvantage of this alternative is that it still does not include review of the numbers by a neutral third party expert. LMD staff had conversations with PSU staff on June 4th about scoping a population forecast for Lane County. During that conversation staff asked PSU about peer review of existing population reports. The initial reaction of the PSU staff was that they did not have experience with peer review of existing population reports and that they would need to create their own forecast in order to compare.

3. Begin a coordinated population forecast using a “Top Down” method where Lane County could contract with Portland State University Center for Population Research to develop a new population forecast for Lane County and its urban areas.

Staff Response: The process for this option would begin by the Board placing a high priority on “Population Forecasting” on the Long Range Planning work program. Once directed by the Board, LMD staff would contract with PSU to develop a coordinated population forecast for Lane County and its urban areas. Staff would then conduct the additional coordination and analysis with the cities and other interested parties and follow the land use process to amend the Rural Comprehensive Plan pursuant to Lane Code 16.400 similar to options 1 and 2 described above. This option assumes that Lane County will manage the technical, coordination, and land use elements necessary to prepare and process a countywide coordinated population forecast for adoption in the Lane County Rural Comprehensive Plan.

This option would use Lane County staff to develop a new population forecast by contracting with the Portland State University Center for Population Research. It would include LMD Long Range Planning staff conducting the technical element, coordination among cities, citizen involvement, analysis, and the land use process of amending the Rural Comprehensive Plan. It is estimated that this process would take approximately 12-18 months to complete and would use approximately .5 FTE. Initial estimates of the cost of contracting with PSU are \$50,000. Total project cost with staff time is estimated between \$100,000 and \$120,000. Funding for this process would need to be solicited from the Cities and DLCDC.

The primary advantage to this option is that the technical element of the population forecast will be developed by a neutral third party with high expertise in developing population estimates. It will likely be the most accurate population forecast available and will include analysis of birth and death rates, immigration and emigration rates, building permits, land use patterns, and census data. This option also provides for citizen involvement through the County land use process. The disadvantage of this option is that it takes longer to conduct and is more expensive. There may also be concerns or disputes about the methodology or process used to develop the estimates. Additionally, it may not provide the future population estimates the cities may be expecting, thus city funding for the project may be uncertain.

4. Direct Staff to create a new special purpose plan in the Rural Comprehensive Plan discussing historic, existing, and future populations and demographics, as well as developing goals and policies addressing growth in Lane County.

Staff Response: The process for this option would begin by the Board placing a high priority on "Population Forecasting" on the Long Range Planning work program. Once directed by the Board, LMD staff will simultaneously contract with PSU to develop a population forecast while engaging citizens and stakeholders through the Planning Commission to develop a framework for a population plan including goals and policies for growth in Lane County. This project may include the creation of sub-committees to help guide the process. The Board would likely be involved in the creation of the goals and policies and would certainly have the final decision making authority of the overall plan. Once a final draft of the population plan is completed it would be processed pursuant to Lane Code 16.400 for the Planning Commission to make a recommendation to the Board whether to adopt the new special purpose plan as a component of the Lane County Rural Comprehensive Plan. The Board would then make the final decision whether to adopt the new special purpose plan. This process would require multiple public hearings, both at the Planning Commission and the Board. This option would exceed the minimum requirements for developing a population forecast and assumes the County will conduct the technical, coordination, and land use elements necessary to create a new special purpose plan including a coordinated population forecast.

Developing a new special purpose plan in the RCP would be the most extensive and perhaps expensive option. It would include LMD Long Range Planning staff conducting the technical element, coordination among cities, citizen involvement, analysis, and the land use process of amending the Rural Comprehensive Plan. The difference between this option and option 3 is there would be significantly more discussion of growth in Lane County and a comprehensive analysis of past, present and future populations and demographics in order to develop goals and

policies for addressing growth in Lane County. This option would also include more citizen involvement, particularly in the discussion of future growth for Lane County. It is estimated that this process would take approximately 18-24 months to complete and would use approximately 1 FTE. Initial estimates of the cost of contracting with PSU are \$50,000. Total project cost with staff time is estimated between \$150,000 and \$200,000. Funding for this process would need to be solicited from the Cities and DLCD.

The advantage of this alternative is that it will develop a new special purpose plan that will comprehensively address goals and policies regarding population and growth issues in Lane County. This option also provides for maximum citizen participation in the creation of the plan and the land use process. The disadvantages of this option is that it will be very expensive and time consuming and likely will not be able to be completed in a time frame that is acceptable to some of the cities. This process also well exceeds the minimum standards required by law for conducting and adopting a coordinated population forecast. In addition, engaging in such a project will likely be very controversial among stakeholders as difficult choices regarding the creation of goals and policies for population and future growth in Lane County are developed. Furthermore, funding for such a large scale project may not be readily available.

5. Take no action.

Staff Response: This process would require no action by the Board on Resolution No. 08-4-30-12. If no reconsidered decision is provided to LUBA within 90 days of the notice of withdrawal filed May 29, 2008, the appeals would be restarted. Legal staff would then discuss with the Board the process and options for responding to the appeals pending at LUBA.

The costs associated with this option are limited to LMD staff time and legal staff time in defending the appeal of the April 30th resolution, which would restart if no reconsidered decision is adopted by August 27, 2008. It is estimated that this process could take approximately 3-9 months to resolve at LUBA, with the potential for more appeals of any LUBA decisions and could cost between \$20,000 and \$60,000. This process eventually would be funded by the LMD Planning budget as legal costs are redirected to LMD as County overhead charges.

The advantage of this option is that it can be quickly accomplished and may clarify the exact responsibilities of the County for conducting a coordinated population forecast. The disadvantage is that time and resources will be spent arguing the case before LUBA and the appellate courts. Consequently, there will be no real movement in the creation of a coordinated population forecast. This option is not very responsive to the needs of the cities or the citizens and may take away the ability of Lane County to determine its own guidelines for conducting countywide coordinated population forecasting.

f. Alternatives/Options

The advantages and disadvantages of each alternative are discussed briefly in the analysis section. To recap, the options are:

1. Process for adoption the LCOG population report 2030-2035 as a Lane County Rural Comprehensive Plan amendment;
2. Begin a coordinated population forecast using a "Bottom Up" method of asking each city to provide their own urban population numbers and justification for those numbers. Once the numbers were assembled and coordinated, they could be used in processing a Rural Comprehensive Plan amendment.
3. Begin a coordinated population forecast using a "Top Down" method where Lane County could contract with Portland State University Center for Population Research to develop a new population forecast for Lane County and its urban areas.
4. Direct Staff to create a new special purpose plan in the Rural Comprehensive Plan discussing historic, existing, and future populations as well as developing goals and policies addressing growth in Lane County.
5. Take no action.

V. TIMING/IMPLEMENTATION

The timing for each of the options appears in the analysis section above. Staff will take the steps outlined as described, unless Board direction indicates other steps should be taken. The coordination and land use process will follow applicable laws and provide opportunities for citizen involvement. Notice will be given to DLCD as required for post acknowledgment plan amendments by ORS 197.610 to 197.650

VI. RECOMMENDATION

After reviewing the options discussed above, it seems that option 1 would likely be favored by the cities and option 4 would probably be favored by citizens. Considering cost issues, timing, and citizen involvement, it would be fair to land somewhere in the middle with options 2 or 3. While option 3 might yield academically accurate population projections, I would recommend option 2, because it is developed locally and has a better chance of being completed in a

timeframe that is acceptable to the cities while at the same time providing opportunities for citizen involvement at three separate stages of the process, the City, the County Planning Commission and the County Board of Commissioners.

VII. FOLLOW-UP

Options 1 and 2 will require the coordination with the cities and DLCD to secure funding for costs of a Rural Comprehensive Plan Amendment land use application in an amount equal to the appropriate fee for a major amendment to the Lane County Rural Comprehensive Plan.

Option 3 and 4 will require the Board to place a high priority for conducting a coordinated population forecast on the Long Range Planning work program, as well as coordination to secure funding.

Option 5 will require no action by the Board.

VII. ATTACHMENTS

1. Proposed Order.
2. 1981 Population Working Paper.
3. DLCD memo to LCDC on coordinated population forecasting.
4. Draft minutes of May 28 BCC meeting.
5. Order No. 08-2-13-2 and Resolution No. 08-4-30-12.

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO.

) **IN THE MATTER OF REPEALING**
) **RESOLUTION NO. 08-4-30-12 AND**
) **INITIATING AN UPDATED COUNTYWIDE**
) **COORDINATED POPULATION FORECAST**
) **EFFORT FOR CONSIDERATION AS AN**
) **AMENDMENT TO THE LANE COUNTY**
) **RURAL COMPREHENSIVE PLAN**

WHEREAS, the Board of County Commissioners of Lane County, on February 29, 1984, through enactment of Ordinance No. PA 883, adopted the General Plan Policies as an element of the Lane County Rural Comprehensive Plan based on numerous Working Papers recognized as supportive technical information used in the preparation of the General Plan Policies, including the 1981 Population Working Paper prepared for Lane County, which provided population forecasts for the year 2000 for all of Lane County, the Eugene/Springfield metropolitan area, the urbanizable areas of the ten small cities, and the several rural census areas of Lane County; and

WHEREAS, on numerous occasions since then the Lane Council of Governments has provided coordinated population forecasts for the urban areas of the cities and for rural Lane County and those population figures have been adopted by Lane County into several comprehensive land use plans; and

WHEREAS, Oregon Administrative Rule (OAR) 660-024-0030, effective April 5, 2007, specifies counties must adopt and maintain a coordinated 20-year population forecast for the county and for each of the urban areas within the county and cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county population forecast; and

WHEREAS, on February 13, 2008, the Board adopted Order No. 08-2-13-2 entitled In the Matter of Rescinding Delegation to Lane Council of Governments Regarding Population Forecasting; and

WHEREAS, on April 30, 2008, the Board approved Resolution No. 08-4-30-12 entitled In the Matter of Adopting a New Population Forecast for Lane County; and

WHEREAS, on May 28, 2008, the Board directed staff to withdraw for reconsideration Resolution No. 08-4-30-12 from LUBA and provide a process by which the Board may initiate a Lane County coordinated population forecast to be undertaken utilizing the Lane County Planning Commission and following the process contained in LC 16.400; and

WHEREAS, the Board of County Commissioners has now reviewed and considered various alternative processes for initiating an updated countywide coordinated population forecast for all of Lane County, including both rural and urban areas, and is now ready to take action;

NOW THEREFORE IT IS ORDERED that Resolution No. 08-4-30-12 is repealed and replaced with this Order.

IT IS FURTHER ORDERED that the Lane County Board of Commissioners directs staff to begin a countywide coordinated population forecast effort for ultimate consideration as a post-acknowledgment plan amendment to the Lane County Rural Comprehensive Plan using a "Bottom Up" method of asking each city to provide their own urban population numbers and justification for those numbers and including public involvement in the coordination and development of proposed comprehensive plan amendments prepared for consideration and adoption pursuant to LC 16.400 and applicable state law.

IT IS FURTHER ORDERED, that once the population numbers for Lane County and the urban areas are ready for consideration as an amendment to the comprehensive plan, commitment from the cities shall be sought for funds equivalent to fees necessary to process an application for a major plan amendment pursuant to LC 16.400 for processing the population numbers to be coordinated and considered for adoption in a post-acknowledgement Rural Comprehensive Plan amendment.

ADOPTED this _____ day of _____, 2008

Chair, Lane County Board of County Commissioners

APPROVED AS TO FORM

Date 6-19-2008 Lane County


OFFICE OF LEGAL COUNSEL

WORKING PAPER:

Population

DRAFT

AUGUST ~ 1981
COMPREHENSIVE PLAN REVISION
LANE COUNTY, OREGON

Att: 2

This Working Paper was prepared by
the Lane Council of Governments
pursuant to a contract with the Lane
County Department of Environmental
Management.

**WORKING PAPER:
POPULATION**

**PREPARED BY
LANE COUNCIL OF GOVERNMENTS
RESEARCH DIVISION**

AUGUST, 1981

I. INTRODUCTION AND BACKGROUND

The objective of this report is to describe historic, present, and future population levels for Lane County, each urban area and the remaining rural area to serve as a background document for land use planning activities. The specific product contained in this report is a set of coordinated population projections for the urban and rural areas.

II. ABSTRACT

1. On April 1, 1980 Lane County had a population of 275,226, an increase of 27.8 percent over the 1970 population of 215,401.
2. The growth rate for the 1970's was the lowest since the 1930's, however the total increase in population was greater than any previous 10 year period.
3. Population growth due to natural increase has declined while growth due to net in-migration has become a larger share of total growth.
4. Lane County was the 16th fastest growing County in Oregon during the 1970's.
5. Population growth has varied widely in the different sub-county areas.
6. The Eugene-Springfield Metropolitan General Plan study area had a population of 193,511 or 70% of Lane County's population in 1980.
7. There are 5,309 persons in the metro study area who live outside the metro area plan boundary.
8. There are approximately 2,708 persons living outside the small cities but within their urban growth boundaries.
9. Lane County is projected to have a population of 379,500 by the year 2000.
10. The Eugene-Springfield metro study area is projected to have a population of 293,700 by the year 2000, of which, approximately 285,850 is expected to be within the Metro Plan boundary.
11. The ten small cities in Lane County are projected to have a population of approximately 53,380 by the year 2000.
12. There were about 58,693 persons residing in the rural area (outside of any urban growth boundary) as of 1980.
13. The urban growth boundaries of the twelve cities have been designed to accomodate all of the projected increase in Lane County's population between 1980 and 2000, plus about 18,000 extra.

14. Three coordinated projections were made of the rural population resulting in year 2000 figures of 40,270 (0% tolerance), 64,880 (5% tolerance), and 91,380 (10% tolerance.)

15. It is unlikely that the rural population will decline from the present 58,693 to 40,270 in the period 1980 to 2000.

16. A population level of 64,880 would probably not occur unless significant reductions were made in rural development activity. This projection probably represents a lower bound on the likely future population in the rural area.

17. A population of 91,380 in 2000 could occur if residential development were allowed at a rate similar to that which occurred in the 1970's. Since the county's growth rate is expected to decline over the period, this projection probably represents an upper bound on the likely future population of the rural area.

III. HISTORIC POPULATION LEVELS AND GROWTH RATES

Lane County

The population of Lane County has increased from 4,780 in 1860 to 275,226 in 1980. In the recent past the population growth of the county has fluctuated from periods of rapid expansion (over five percent annually) to periods of more moderate growth (two to five percent annually.) The average growth rates between decennial census years show that at least part of the fluctuation in growth rates has been due to national economic conditions. Table 1 lists Lane County population and average growth rates for the last 60 years.

TABLE 1

LANE COUNTY POPULATION 1920-1980

<u>Year</u>	<u>Population</u>	<u>Ten Year Growth Rate</u>	<u>Average Annual Growth Rate</u>
1920	36,166		
1930	54,493	50.7	4.2
1940	69,096	26.8	2.4
1950	125,776	82.0	6.2
1960	162,890	29.5	2.6
1970	215,401	32.2	2.8
1980	275,226	27.8	2.5

Source: U.S. Bureau of the Census, Decennial Census of Population, 1920-1980.

The table indicates that the growth rate for the county has varied from decade to decade. It was the highest (6.2 percent annual average) in the 1940's due to the population influx after World War II and the lowest (2.4 percent annual average) in the 1930's due to the Depression. The growth rate declined somewhat in the 1970's compared to the 1960's. The growth rate in the 1970's was lower than any ten year period since the 1930's. However, the total increase in population was greater than any previous ten year period.

The growth of Lane County can be analyzed in terms of two separate components. The first component of population growth is the excess number of births which occur to the resident population compared to deaths. This results in a 'natural increase' to the population. The growth rate due to natural increase has been decreasing over time with the dramatic decline in fertility rates and a more gradual increase in survival rates. These are trends affecting the whole country. The growth rate in Lane County due to natural increase has been declining both as a total figure and as a proportion of the total growth rate. In the 1960's natural increase accounted for 44 percent of the growth while in the 1970's it accounted for only 33 percent.

The second component of the population growth rate is net in-migration. In Lane County, as in most of Oregon, there is normally an excess of in-migrants over out-migrants resulting in population growth. The results of the 1970 Census show that migration is not simply a movement of people from outside the county into the county. Between 1965 and 1970 there were 57,167 in-migrants and 47,237 out-migrants, producing a net in-migration of 9,930 persons. The growth rate due to net in-migration in the 1970's was approximately the same as in the 1960's, 1.7 percent on an annual average. In-migration has become a larger component of the total growth rate. This is due to the decline in the rate of natural increase. In-migration accounted for 56 percent of the growth in the 1960's, while it accounted for 67 percent of the growth in the 1970's.

Lane County was the 16th fastest growing county in Oregon from 1970 to 1980. Table 2 shows the fastest growing counties in Oregon in order of rate of growth.

TABLE 2

THE FASTEST GROWING OREGON COUNTIES ORDERED BY GROWTH RATE

<u>Rank</u>	<u>County</u>	<u>1970-1980 Growth Rate</u>
1	Deschutes	104.1
2	Morrow	68.4
3	Josephine	64.5
4	Washington	55.4
5	Clackamas	45.7
6	Jackson	40.1
7	Yamhill	37.6
8	Lincoln	36.9
9	Jefferson	35.7
10	Marion	35.3
11	Crook	31.1
12	Umatilla	31.0
13	Douglas	30.7
14	Curry	30.6
15	Polk	27.9
16	Lane	27.8

Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, Advance Reports, PHC80-V-39, Oregon, Final Population and Housing Unit Counts.

Census County Divisions and Small Cities

Population growth has varied widely in the different areas of Lane County. Table 3 presents population data for 1970 and 1980 for each Census County Division (see map 1), incorporated city, and rural balance for the area outside the Eugene-Springfield Metropolitan General Plan Study Area. The growth rates for some areas are affected by annexation or incorporation of population to cities. The table includes an analysis of the effect of boundary changes on the growth rate.

TABLE 3

POPULATION BY CENSUS COUNTY DIVISION, CITY AND BALANCE OF CCD

<u>CCD or City</u>	<u>1970 Population</u>	<u>1980 Population</u>	<u>Percent Change</u>	<u>Annex- ations</u>	<u>Change W/O Annex</u>
Badger Mountain CCD	6938	10360	49.3	---	49.3
Veneta	1377	2449	77.9	0	77.9
Balance of CCD	5561	7911	42.3	0	42.3
Coburg CCD	1662	1856	11.7	---	11.7
Coburg	713	699	-2.0	0	-2.0
Balance of CCD	949	1157	21.9	0	21.9
Cottage Grove CCD	12920	16188	25.3	---	25.3
Cottage Grove	6004	7148	19.1	23	18.7
Balance of CCD	6916	9040	30.7	-23	31.0
Creswell CCD	4043	6201	53.4	---	53.4
Creswell	1190	1770	47.6	26	45.5
Eugene (part)	---	237	---	---	---
Balance of CCD	2844	4194	47.5	-26	48.4
Eugene West CCD	4141	5732	38.4	---	38.4
Eugene (part)	16	282	1662.5	0	1662.5
Balance of CCD	4125	5450	32.1	0	32.1
Junction City CCD	7768	10009	28.8	---	28.8
Junction City	2373	3320	39.9	23	38.9
Balance of CCD	5395	6689	24.0	-23	24.4
Lowell CCD	3449	4443	28.8	---	28.8
Lowell	567	661	16.6	0	16.6
Balance of CCD	2882	3782	31.2	0	31.2
Marcola CCD	2959	4169	40.9	---	40.9
Mckenzie CCD	3930	5381	36.9	---	36.9
Middle Siuslaw- Triangle Lake CCD	2837	3039	7.1	---	7.1
North Siuslaw CCD	4363	7099	62.7	---	62.7
Florence	2246	4411	96.4	556	71.6
Balance of CCD	2117	2688	27.0	-556	53.2
Oakridge CCD	4812	5225	8.6	---	8.6
Oakridge	3422	3729	9.0	4	8.9
Westfir	---	312	---	312	---
Balance of CCD	1390	1184	-14.8	-316	7.9
Pleasant Hill CCD	4647	5394	16.1	---	16.1
South Siuslaw CCD	1701	2366	39.1	---	39.1
Dunes City	976	1124	15.2	0	15.2
Balance of CCD	725	1242	71.3	0	71.3
Upper Siuslaw CCD	1078	1495	38.7	---	38.7

Eugene-Springfield Metropolitan General Plan Study Area

The Eugene-Springfield Metropolitan General Plan Study Area consists of census tracts 10 and 18 through 54 plus the portion of census tract 11 which is inside the City of Eugene and the Goshen portion of census tract 17. This area had a population of 154,023 in 1970 and 193,511 in 1980, 70% of Lane County. Of the 1980 population, 5,309 persons lived outside the adopted plan area boundary. There were 1273 persons in the Goshen area of census tract 17 and 4036 persons in the Alvadore-Fern Ridge area of census tract 10. These 5,309 persons are in the non-metro portion of Lane County's planning jurisdiction.

Population outside cities but inside their Urban Growth Boundaries

In determining existing and future levels of population in the non-urban portions of Lane County's plan it is necessary to estimate the existing population outside present city limits and inside the adopted Urban Growth Boundaries. Table 4 presents estimates of that population for each of the ten cities outside of the Eugene-Springfield metropolitan area. The figures are based on an estimate of the number of dwelling units outside each city but inside their UGB, vacancy rates and average household size. There are approximately 2,708 persons outside the small cities but inside their urban growth boundaries.

TABLE 4

POPULATION ESTIMATES OUTSIDE CITIES BUT INSIDE UGB'S

City	Dwellings outside city inside UGB (1)	Average Household Size (2)	Vacancy Rate (2)	1980 population outside city inside UGB (3)
Coburg	0	2.94	3.1	0
Cottage Grove	150	2.97	5.8	420
Creswell	112	2.92	4.9	311
Dunes City	0	2.70	7.5	0
Florence	568	2.55	29.6	1019
Junction City	304	2.82	5.0	814
Lowell	0	2.99	6.9	0
Oakridge	47	2.88	10.1	121
Veneta	0	2.91	4.6	0
Westfir	9	2.88	10.1	23

- (1) Dwelling unit estimates produced by L-COG from the Lane County Geographic Data System (ADLIB and UGB Boundary Files), June 1981.
- (2) Average Household Size and Vacancy Rates obtained from U.S. Bureau of the Census, Local Official Review List, July 1980.
- (3) Dwelling Units x Average Household Size x (1 - Vacancy Rate)

IV. POPULATION PROJECTIONS FOR LANE COUNTY

Population projections are 'best estimates' based generally on historic trends and relationships. Population projections usually cannot be considered 'predictions,' in that, no attempt is made to predict changes in natural, technological, political, social, or cultural trends. Projections view the future as an extension and outcome of present trends and conditions. There is an over-riding assumption that there will be a continuation of existing trends.

Projections are in no sense a goal, an assigned share, or a constraint on an area. They should carry no connotation as to desirability or undesirability. Specifically, they should not constrain the planner in considering alternative levels of growth which might be achieved through more or less resource development.

Lane County

There are a number of population projections available for Lane County. The principal series are produced by L-COG, the Center for Population Research and Census (CPRC) at Portland State University, and the Bonneville Power Administration (BPA.) In each case, the projections are made with the same general type of model, the cohort survival model. The primary difference among the series is in how migration is handled. The CPRC projections make assumptions about the level of migration which produce a low, medium, and high series. The L-COG and BPA models use a more direct economic approach by making independent projections of employment or labor force and having the model determine the level of migration. The number of migrants is determined by comparing the independent projection of employment to the number of those who would be employed if the population had grown by natural increase alone. The difference represents the number of workers migrating to or from the region. The number of migrant workers is in turn translated into population by an appropriate conversion factor.

Table 5 compares the five sets of projections.

TABLE 5

POPULATION PROJECTIONS FOR LANE COUNTY						
	1975	1980	1985	1990	1995	2000
L-COG	240,800	262,800	292,500	323,000	352,600	379,500
CPRC						
low	241,100	264,700	285,400	299,700	312,400	319,700
medium	241,100	266,800	291,700	311,900	332,400	349,500
high	241,100	269,600	300,600	330,400	364,200	398,200
BPA	240,650	272,450	299,200	320,200	338,100	354,600

It can be seen from the table that L-COG's projections fall between CPRC's medium and high projections and above the BPA projections for 2000. L-COG's projections assume a more optimistic economic trend than BPA. The most recent L-COG projections were developed for use in the update of the Eugene-Springfield Metropolitan Area General Plan. The projections were primarily intended to aid in determining metro area needs. Work was done in the modeling process to ensure that the projected growth did not have any radical jumps from one period to the next. The year 2000 projection remains basically the same whether this work is done or not. The metropolitan projections were subjected to this process more than those for the county as a whole. The projection for the metropolitan area in 1980 was less than one percent off of the actual 1980 Census figure. The county projection was slightly less than five percent off of the 1980 Census total. An analysis of the change in population in each five year projection period indicates that the growth projected for the period 1975-1980 was significantly lower than the average for the other time periods. An improved projection would have been made had more time been spent to ensure that there were no sudden shifts in the growth rate.

The existing sets of projections are all based on the 1970 Census and known trends which have occurred since that time. There is not yet sufficient data available from the 1980 Census to develop new sets of projections. It is anticipated that L-COG will produce a new county projection as soon as such data is available.

The L-COG projections are presently used for all planning activities, including 208 area-wide water quality planning, MPO transportation planning, and metro area planning. The L-COG projections appear reasonable with respect to the other series presently available. It is recommended, therefore, that the existing L-COG projections be used as a basis for the Lane County Plan, until such time as they may be reliably updated with the results of the 1980 Census.

It should be noted that the models used to make population projections for the county do not assume that growth will occur at the same rate as in the past. In fact, all of the existing projections indicate that the growth rate will decrease in the future. This is consistent with what is expected for Oregon and the U.S. in the next 20 years.

Disaggregation of Projections

To develop population projections for the rural area of Lane County it is necessary to disaggregate the total population into the urban and rural components. In order to obtain coordinated projections for these areas, the sum of the population of the components needs to agree with the countywide projection within some reasonable tolerance limit.

Certain state and federal programs require disaggregation of population in a similar manner. For example, federal regulations require that the Oregon Environmental Quality Commission approve a state population projection and disaggregation to the county level for use by the DEQ in the federal Sewerage Works Construction Grants Program. Facility planning must be consistent with such disaggregation. A deviation (or tolerance level) of 5% from the control total is allowed without justification. Deviations greater than 5% from the control total require justification and approval by EPA.

IV. URBAN GROWTH BOUNDARY POPULATION PROJECTIONS

In order to disaggregate the Lane County population projection into its urban and rural components it is necessary to review the independent projections which have been made for the areas inside urban growth boundaries. Within Lane County there are two distinctive areas. The Eugene-Springfield metro area is the second largest urban area in Oregon. The metro area constitutes a separate housing and economic market area. Population projections have been developed for the metro area using techniques similar to those used for the county as a whole. The second area within the county is the non-metropolitan balance. This portion of the county is characterized by its ten smaller cities and the surrounding rural areas. This portion of the county is not a homogeneous housing or economic market but rather is made up of many smaller areas. Different population projection techniques are required for these smaller areas. Individual population projections have been made for each of the small cities for the area inside their urban growth boundaries. This section will summarize the existing projections for all the urban areas in Lane County.

Eugene-Springfield Metropolitan Area

The Eugene-Springfield Metropolitan General Plan makes the assumption that 'a population of 293,700 is expected to reside in the Metropolitan area by the year 2000 if the present trends continue.' This projection indicates a lower growth rate for the metro area than the rate in the 1970's although higher than the rate for the county. The projection was made for the metro study area which is larger than the adopted plan area boundary. As noted earlier in this report, in 1980 there were 5,309 persons in the metro study area outside of the plan boundary. The growth rate for this area between 1970 and 1980 was 21.6%. Using this growth rate to project to the year 2000 results in an estimated future population figure of 7,850. Therefore, an estimate of the population in the Metro Plan area in 2000 is 285,850 (293,700 - 7,850.)

Small City UGB's

The population projections for the small cities have been prepared over the last several years using a variety of techniques. Most of them are based on the growth rates which occurred in the 1970's and the potential for annexation of population presently outside the city limits but inside their urban growth boundaries. The comprehensive plans for Cottage Grove, Dunes City, Veneta, and Westfir have been acknowledged by LCDC. The projections for those cities are unlikely to be updated soon. The projections for several other cities have been modified recently based on preliminary or final 1980 Census figures. It is possible that additional changes may be made before acknowledgement occurs. Most cities have made a single 'best' projection. Four cities have more than one series of projections. For the purposes of this

paper, the medium projection or the projection representing a growth rate closest to the 1970-1980 rate was chosen. Table 6 presents the population projections for the ten small city UGB's with the underlined figures being those chosen for further analysis in this paper. The total population projected for the year 2000 in the ten small city urban growth boundaries is 53,380.

TABLE 6

POPULATION PROJECTIONS FOR SMALL CITY UGB'S

City	LOW	MEDIUM	HIGH
Coburg		<u>700</u>	
Cottage Grove		<u>13,020</u>	
Creswell	3,075	<u>4,525</u>	
Dunes City	<u>1,518</u>		1,720
Florence		<u>11,728</u>	
Junction City		<u>7,651</u>	
Lowell		<u>886</u>	
Oakridge	4,200		<u>5,422</u>
Veneta		<u>7,500</u>	
Westfir	379	<u>430</u>	571

V. RURAL POPULATION PROJECTIONS

This section of the paper utilizes the results of the previous sections to produce population projections for the rural portion of Lane County. The methodology used in preparing sub-county projections is to disaggregate the Lane County projection into its component parts. Two disaggregations will be made. The first will be to separate the county into its metropolitan and non-metropolitan components. The second will be to disaggregate the non-metropolitan population into its urban and rural components. Tolerance levels will be used at both levels of disaggregation. For this paper, three tolerance levels will be used for illustrative purposes, 0%, 5%, and 10% deviations. Since there will be two levels of disaggregation, the total deviation allowed would be twice the tolerance level for each.

Table 7 provides three sets of projections for the rural area. The figures for the 'Rural Balance' represent the residual population left after the urban area projections are subtracted from higher level totals. They can be used as control totals for any independent projections which are made for the rural areas. The next section presents independent projections of smaller rural areas controlled by the figures in this table.

TABLE 7
POPULATION PROJECTIONS FOR THE URBAN AND RURAL AREAS
OF LANE COUNTY

AREA (tolerance level)	1980	2000 (0%)	2000 (5%)	2000 (10%)
Lane County	275,226	379,500	379,500	379,500
Lane County (with tolerance)		379,500	398,475	417,450
Eugene-Springfield Metro Plan Area	<u>188,202</u>	<u>285,850</u>	<u>285,850</u>	<u>285,850</u>
Non-Metro Balance of County (Residual)	87,024	93,650	112,625	131,600
Non-Metro Balance (with tolerance)		93,650	118,260	144,760
Small City UGB's	<u>28,331</u>	<u>53,380</u>	<u>53,380</u>	<u>53,380</u>
Rural Balance (residual)	58,693	40,270	64,880	91,380

Analysis of Projections

0% Tolerance. This projection would result in a rural population of 40,270 in 2000. Since the existing rural population is 58,693, this figure is very unlikely to occur. This example shows that the urban growth boundaries of the twelve Lane County cities have been designed to accommodate all of the projected increase in Lane County's population between 1980 and 2000, plus about 18,000 extra. This is true even without considering any possible surpluses of residential land which is built into some or all of the adopted UGB's.

5% Tolerance (total 10%). This projection would result in a rural population of 64,880 in 2000. This represents an increase of 10.5 percent over the 1980 population. This would be a significantly lower growth rate than the rate for the 1970's. This population level would probably not occur unless significant reductions were made in rural development activity. This projection probably represents a lower bound on the likely future population in the rural areas.

10% Tolerance (20% total). This projection would result in a rural population of 91,380 in 2000. This represents an increase of 55.7 percent over the 1980 population. This population could occur if residential development were allowed at a similar rate as during the 1970's. It is about 90% of the population which would occur if the growth rate remained the same as it was in the 1970's. Since the county's growth rate is expected to decrease over the projection period, this rural population projection probably represents an upper bound on the likely future population.

An Alternate Projection Method

Another method of projection for the rural area is to assume that the the 1970 to 1980 growth rate for the rural balance of Lane County will continue for the next two decades. The population of the area outside UGB's and the metro plan area is 58,693. The growth rate for the rural area from 1970 to 1980 was 31.9 percent. Using this growth rate to project to the year 2000 results in an estimated future population figure of 102,112. This projection method is useful for its illustrative purposes. However, since the population projections for Lane County, as a whole, and for the Eugene-Springfield area do not assume a constant growth rate, it is not possible to develop a coordinated set of projections using this method.

VII. POPULATION PROJECTIONS FOR SMALL RURAL AREAS

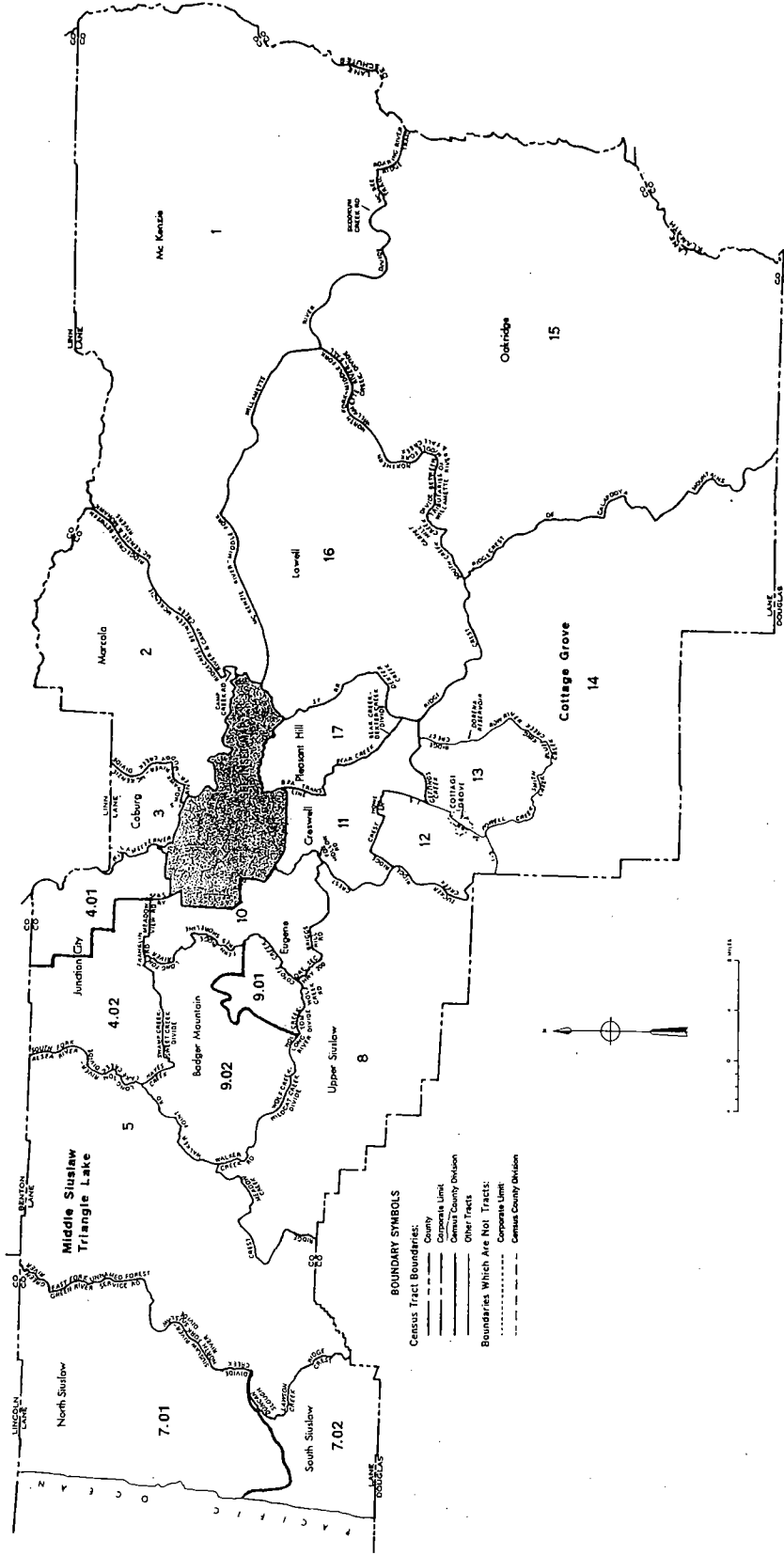
This section of the paper presents population projections for the rural portion of each Census County Division (CCD.) They have been prepared to provide an order of magnitude estimate of the future populations of these small sub-county areas. The methodology used to prepare these projections is to apply the growth rates for the non-city portions of each CCD between 1970 and 1980, adjusted for boundary changes, to the non-UGB population. The total for all CCD's is then adjusted to match the control totals for the 'Rural Balance' of Lane County obtained in the previous section. Two sets of projections are prepared to correspond to the low (5%) and high (10%) projections. This methodology assures that the total rural projection is coordinated with the county projections but reflects the varying growth rates experienced by different areas of Lane County. Table 8 presents the projections for the rural portion of each Census County Division in Lane County.

TABLE 8

POPULATION PROJECTIONS OF THE RURAL PORTIONS OF LANE COUNTY CENSUS COUNTY DIVISIONS

<u>Census County Division</u>	<u>1980 Rural Population</u>	<u>Percent Non-city Growth</u>	<u>2000 using Growth Rate</u>	<u>2000 Low (5%)</u>	<u>2000 High (10%)</u>
Badger Mountain	7,911	42.3	16,019	9,946	14,009
Coburg	1,157	21.9	1,719	1,067	1,503
Cottage Grove	8,620	31.0	14,793	9,185	12,936
Creswell	3,883	48.4	8,551	5,309	7,478
Eugene West	4,036	32.1	7,043	4,373	6,159
Junction City	5,875	24.4	9,092	5,645	7,951
Lowell	3,782	31.2	6,510	4,042	5,693
Mckenzie	5,381	36.9	10,085	6,262	8,819
Marcola	4,169	40.9	8,277	5,139	7,238
Middle Siuslaw- Triangle Lake	3,039	7.1	3,486	2,164	3,049
North Siuslaw	1,669	53.2	3,917	2,432	3,425
Oakridge	1,040	7.9	1,211	752	1,059
Pleasant Hill	5,394	16.1	7,271	4,515	6,358
South Siuslaw	1,242	71.3	3,644	2,263	3,187
<u>Upper Siuslaw</u>	<u>1,495</u>	<u>38.7</u>	<u>2,876</u>	<u>1,786</u>	<u>2,515</u>
Total	58,693		104,494	64,880 (.621)	91,380 (.874)

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May 30, 2008

TO: Land Conservation and Development Commission

FROM: Richard Whitman, Director
Rob Hallyburton, Planning Services Division Manager

SUBJECT: **Agenda Item 10, June 18–20, 2008 LCDC Commission Meeting**

INFORMATIONAL BRIEFING ON COORDINATED POPULATION FORECASTS

I. AGENDA ITEM SUMMARY

This agenda item is a briefing regarding issues related coordinated population forecast practices and regulations.

A. Type of Action and Commission Role

This is an informational item only. No action by the Commission is requested.

B. Staff Contact Information

For additional information about this agenda item please contact Rob Hallyburton at (503) 373-0050, ext. 239, or by e-mail rob.hallyburton@state.or.us.

II. BACKGROUND

Population forecasts are used in a variety of ways in the land use planning program, particularly in urban-area planning. Calculation of residential and commercial land needs for an urban growth boundary or urban reserve analysis start with a forecast of population growth. Facilities plans for drinking water, sewerage, transportation, and parks all need to address the expected population to be served during the planning period.

Coordinating population projections for jurisdictions within a region is good planning practice. Cities cannot afford to over-size water and sewer systems, for example, and enhanced coordination can result in more realistic assumptions regarding growth.

ATT: 3

Coordinating forecasts also helps avoid multiple cities planning for the same growth, leading to surplus land inside urban growth boundaries.

Executive Order 00-23 states:

Each Community Solutions Team agency shall use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis in coordination with Oregon's 36 counties to plan and implement programs and activities.

While this is a relatively old order, at least one state agency – the Department of Environmental Quality – still routinely requires that public facilities plans developed with state assistance be based on a coordinated population projection.

A. Regulatory Environment

Population projection coordination is a required function. Statutes and rules set the requirement and establish some guidance on how to carry it out.

Counties (except within the Metro boundary) are the entity charged with coordinating land use plans generally, and population forecasts specifically. ORS 195.036 provides:

The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.

The referenced ORS 195.025 (1) provides:

. . . each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, including planning activities of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county. . . . [T]he governing body of the Metropolitan Service District shall be considered the county review, advisory and coordinative body for Multnomah, Clackamas and Washington Counties for the areas within that district.

ORS 197.015 (5) contains the definition of "comprehensive plan," which includes the statement: "A plan is 'coordinated' when the needs of all levels of governments, semipublic and private agencies and the citizens of Oregon have been considered and accommodated as much as possible." This has been construed by the Land Use Board of

Appeals as requiring a county to “exchange of information between the planning jurisdiction and the affected governmental units, or at least invite such an exchange.”¹

The statute (ORS 195.036) is not explicit regarding whether forecast coordination must take place with all cities within a county (or Metro) simultaneously, as opposed to serially as the cities request it. The department believes that full coordination must take place in order for the county “to assure an integrated comprehensive plan for the entire area of the county,” as stated in ORS 195.025, and to comply with the Goal 2 requirement for plans to include an adequate factual base.

OAR 660-024-0030, “Population Forecasts” (Attachment A) specifies that counties must adopt coordinated forecasts as part of their comprehensive plans, or by reference, and that cities must adopt and use the same forecast. The rule provides guidance regarding acceptable methods and data used in developing forecasts, and provides “safe harbors” to (1) allow an endorsed method of forecasting, to reduce opportunities for appeal, and (2) provide a path for a city to move forward with planning projects in the absence of an up-to-date coordinated forecast. The rule includes ORS 197.034 by reference (Attachment B). This statute, enacted in 2007, provides a course of action for cities in the event a county fails to act on a city’s request to coordinate population forecasts by setting a six-month timeframe for county action, after which a the city may adopt a safe harbor forecast without county concurrence.

In summary, the statutes and rule require a county (and Metro) to (1) “coordinate” with all the cities within its borders, (2) “establish and maintain” a population forecast for each city and the unincorporated area, and (3) adopt the coordinated population forecasts as part of, or by reference in, the comprehensive plan. Cities are required to adopt the corresponding forecast into the urban-area plan and rely on the coordinated forecast for all the elements of the plan (*e.g.*, residential land needs analysis and transportation system plan).

B. Available data

The Oregon Office of Economic Analysis (OEA) completed county-level population and demographic forecasts through 2040, which were last updated in 2004. There is no requirement that a county use the OEA forecast, but it can be employed as part of a safe harbor. No city-level forecasts are available from this source.

The Population Research Center at Portland State University issues population estimates for each city and county on an annual basis. These data are not forecasts, but rather point-in-time estimates (July 1 of each year) that are a basis for calculating growth trends. The Population Research Center does not routinely prepare forecasts for individual cities or counties.

¹ *Rajneesh v. Wasco County*, 13 Or LUBA 202, 209-11 (1985) (as cited in *1000 Friends v. City of North Plains*, 27 Or LUBA 372, 393)

Other population and demographic data may be developed by individual or cooperating cities and counties, or by consultants, or purchased from commercial sources.

C. Current Circumstances

The following counties have adopted county-wide population forecasts within the last 10 years (according to the DLCD plan amendment and periodic review records):

- Clatsop
- Crook
- Columbia
- Curry
- Deschutes
- Douglas
- Jackson
- Jefferson
- Linn
- Malheur
- Marion
- Sherman
- Tillamook
- Union
- Wasco

Some counties have not completed population forecasts county-wide since acknowledgment, opting to perform the function on a city-by-city basis. Some counties completed coordination and developed forecasts, but have not adopted them into the comprehensive plan. Others finished the task, but more than 10 years ago. Several counties are currently updating coordinated county-wide forecasts.

Staff chose 10 years as the threshold because it corresponds with one of the safe harbor options (OAR 660-024-0030(3)). However, any forecast that does not extend at least 20 years from present is not updated sufficiently to be of use by a city updating its plan. Several of the forecasts completed by the counties listed above end in 2020 or 2025 – too early for use by a city planning to 2028.

Metro has kept current population forecasts for the area within its boundary for use in its urban growth boundary analysis and transportation system planning. This forecast has not been coordinated, and individual city forecasts have not been released.

III. ISSUES

A. Completion of Forecasts

The primary issue for the department is that the list of coordinated population forecasts in Section II.C, above, represents less than half the counties in the state, including some with a relatively large number of growing cities. Metro is also missing from the list. The absence of coordinated forecasts can cause significant problems for cities attempting to update urban-area plans. This is especially an issue for cities in periodic review, as they are under time constraints for finishing planning projects. ORS 195.036 requires completion of coordinated population forecasts, but it does not include a deadline or prescribe consequences for failing to do so.

Department staff understands there are a number of reasons why a county may not want to complete or update coordinated population forecasts. Staff resources are frequently insufficient to take on new projects given workload and local priorities. Coordination can be difficult when there are divergent views regarding forecast methods or results within a city or county.

The 2007-09 Grants Allocation Plan, approved by the Commission, includes population forecast coordination as a priority use of technical assistance grant funds. Grants can help address resource issues, but will not make coordination any easier. The department received two grant applications for forecast coordination projects.

B. Safe Harbors

Safe harbors result in a conservative forecast, as they are based on continuation of an existing trend. The intent, or certainly the result, of the safe harbor methodology is to give higher credence to the OEA forecasts. Jurisdictions that wish to plan for either more or less growth than OEA forecasted will not be able to utilize the safe harbor tool. Issues regarding the use and the results of safe harbors are becoming apparent.

A possible effect of the use of safe harbors, especially in light of the recent enactment of ORS 195.034, is to encourage counties to coordinate with cities individually or to dispense with coordination altogether. These provisions provide a path for city-by-city coordination and for cities to adopt population forecasts without county coordination or concurrence. As stated previously, this does not result in an integrated plan for the entire area of the county, as contemplated by the planning coordination statute (ORS 195.025).

The Commission adopted safe harbors in order to reduce disagreement over methodology and to allow individual cities to progress with planning activities while waiting for a county to complete forecast updates. An unintended consequence appears to be an incentive to avoid conformity with the intent of ORS 195.036.

Regarding the performance of safe harbors, the option that relies on a presumption of constant proportion (OAR 660-024-0030(4)) may result in a forecast for the rural area that is too high, as most population growth in the state is within UGBs.

C. Urban-Area Forecast Method

The administrative rule requires that a forecast be developed using “commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics.” Some parties have interpreted this to mean that the forecast for each individual urban area must be projected independently, using “commonly accepted practices.” Others have forecasted the overall county population in conformity with the rule and allocated that population to the urban areas.

The department believes that either method is acceptable. As long as the “control total,” that is, the county forecast, is based on a sound forecasting method, the intent of the statute and rule are satisfied. The decision on the distribution of future growth within the

county can reasonably be based on factors besides historic trends, and the county (or Metro) have been authorized to make those decisions, as long as the counties coordinate with all affected levels of government.

ATTACHMENTS:

- A. OAR 660-024-0030
- B. ORS 195.034

ATTACHMENT A

660-024-0030

Population Forecasts

(1) Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast, except that a metropolitan service district must adopt and maintain a 20-year population forecast for the area within its jurisdiction. In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.

(2) The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.

(3) As a safe harbor, if a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB, a city and county may adopt an updated forecast for the urban area consistent with this section. The updated forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

(a) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule; and

(b) Extends the current urban area forecast to a 20-year period commencing on the date determined under OAR 660-024-0040(2) by using the same growth trend for the urban area assumed in the county's current adopted forecast.

(4) As a safe harbor, a city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

(a) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule;

(b) Is based on OEA's population forecast for the county for a 20-year period commencing on the date determined under OAR 660-024-0040(2); and

(c) Is developed by assuming that the urban area's share of the forecasted county population determined in subsection (b) of this rule will be the same as the urban area's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

(5) A city may propose a revised 20-year forecast for its urban area by following the requirements described in ORS 195.034 [see Attachment B].

ATTACHMENT B

195.034 Alternate population forecast. (1) If the coordinating body under ORS 195.025 (1) has adopted, within 10 years before a city initiates an evaluation or amendment of the city's urban growth boundary, a population forecast as required by ORS 195.036 that no longer provides a 20-year forecast for an urban area, a city may propose a revised 20-year forecast for its urban area by extending the coordinating body's current urban area forecast to a 20-year period using the same growth trend for the urban area assumed in the coordinating body's current adopted forecast.

(2) If the coordinating body has not adopted a forecast as required by ORS 195.036 or if the current forecast was adopted more than 10 years before the city initiates an evaluation or amendment of the city's urban growth boundary, a city may propose a 20-year forecast for its urban area by:

(a) Basing the proposed forecast on the population forecast prepared by the Office of Economic Analysis for the county for a 20-year period that commences when the city initiates the evaluation or amendment of the city's urban growth boundary; and

(b) Assuming that the urban area's share for the forecasted county population determined in paragraph (a) of this subsection will be the same as the urban area's current share of the county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the United States Census Bureau.

(3)(a) If the coordinating body does not take action on the city's proposed forecast for the urban area under subsection (1) or (2) of this section within six months after the city's written request for adoption of the forecast, the city may adopt the extended forecast if:

(A) The city provides notice to the other local governments in the county; and

(B) The city includes the adopted forecast in the comprehensive plan, or a document included in the plan by reference, in compliance with the applicable requirements of ORS 197.610 to 197.650.

(b) If the extended forecast is adopted under paragraph (a) of this subsection consistent with the requirements of subsection (1) or (2) of this section:

(A) The forecast is deemed to satisfy the requirements of a statewide land use planning goal relating to urbanization to establish a coordinated 20-year population forecast for the urban area; and

(B) The city may rely on the population forecast as an appropriate basis upon which the city and county may conduct the evaluation or amendment of the city's urban growth boundary.

(4) The process for establishing a population forecast provided in this section is in addition to and not in lieu of a process established by goal and rule of the Land Conservation and Development Commission.

**BOARD OF COMMISSIONERS'
REGULAR MEETING**

May 28, 2008

1:30 p.m.

Commissioners' Conference Room

Commissioner Faye Stewart presided with Commissioners Bill Fleenor, Bobby Green, Sr., and Peter Sorenson present. Bill Dwyer was excused. County Administrator Jeff Spartz, County Counsel Teresa Wilson and Recording Secretary Melissa Zimmer were also present.

14. **PUBLIC HEARINGS**

- a. PUBLIC HEARING AND ORDER 08-5-28-6/In the Matter of Authorizing the sale of County Property That has been Designated as Parkland and Identified as Assessor's Map No. 18-12-11-00-02000 and 18-12-26-12-00100.

Todd Winter, Parks, recalled the Board on February 14 2007 deemed two tax foreclosed properties as parkland. He noted through the Lane Manual process, a public process must occur at which time they would ask the Board for sale of the two properties. He indicated the lots have already been deeded as parklands. He noted one was on Taylor Road outside of Florence. He said it was appraised in 2006 for \$120,000. He said the other property is on the south side of the urban growth boundary, but is in close proximity. He indicated that legal notices were provided through The Register-Guard and The Siuslaw News.

Winter said the property close to the casino is three general fund properties. He said the property deemed as parklands is .86 acre and it is upland. He added the entire area is 4.17 acres. He noted 3.3 acres are upland, but a couple of the general fund properties are wetlands. He said it was suggested that if the Board authorizes a sale, it might make sense to offer all four parcels. He noted that this went through the Parks Advisory Council.

Commissioner Stewart opened the Public Hearing. There being no one signed up to speak, he closed the Public Hearing.

MOTION: to approve ORDER 08-5-28-6.

Green MOVED, Sorenson SECONDED.

VOTE: 4-0.

Winter indicated in the board order they proposed to go to the Sheriff's Auction in July. He said if they were not to get a minimum bid, they could sell it in a private sale.

Jeff Turk, Management Services, explained that both of the properties allowed Parks land to be sold either by private or public sale. He said the other three parcels were offered at a Sheriff's sale in the mid-90's. He indicated all of the properties are eligible to be sold by a private sale as opposed to a public auction. He said he has had inquiries about the property over the years. He stated it was the Board's choice on how they want to dispose of the property.

Spartz asked how they determine a reserve price.

Turk explained that the property was appraised before it was parkland. He said in 2006 the properties were appraised for \$410,000 with \$125,000 for the upland area.

Winter indicated the Taylor Road property is currently \$110,000 and .6 acres of parkland is \$107,500.

Stewart recommended reserving the price at no lower than the appraised price. He thought they could receive more than the \$410,000. He said by going into the Sheriff's sale they have an opportunity for what they think the value is.

Green asked if there were any problems with this property.

Turk indicated there are wetland issues. He said he had EGR Associates make a wetland delineation and he has that report. He commented that it is up to the buyer to determine what they want to do with the property.

- b. SECOND READING AND PUBLIC HEARING/Ordinance 4-08/In the Matter of Amending Chapter 4 of Lane Code to Equalize the Lane County Transient Room Tax Countywide by Eliminating the Reduction in Western Lane County and Setting an Effective Date (LC 4.110(2) (NBA & PM 5/14/08).

Wilson explained that this is an opportunity to make the County room tax the same throughout Lane County. She recalled in 1992 they set the western Lane County room tax rate at two percent less than the rest of the County and amended it in 1994 to make it one percent less. She indicated that this action would make it the same throughout the County. She said the earlier action had been in recognition of a disparity along the coast among room tax rates. She added that the City of Florence has amended their room tax. She said the timing of this is set so it goes into effect the same time as the City of Florence. She thought it would bring in about \$120,000 more to the room tax. She noted under the current code the \$120,000 would be expended for the visitor industry. She said that is the 70-10-10-10 split for visitor and tourism marketing and special projects. She stated that under state law, if the Board wanted to take 30 percent of the increase and use it for the general fund, it would amount to about \$36,000.

Fleenor asked if some of that money could be directed toward public safety.

Wilson said if that is the direction the Board decides to go with the next fiscal year, it is written into the ordinance that through the annual budget process, they have the ability to redirect some of the funds as part of the annual budget order.

Fleenor asked if they could write in that it could only be used for west Lane County public safety so the money stays in the area.

Wilson said if the Board wants to be that specific, it is a Board choice.

Green thought it should go to the general fund and have the funds not so dedicated that they lose flexibility with what they can do with the funds.

Commissioner Stewart opened the Public Hearing. There being no one signed up to speak, he closed the Public Hearing.

MOTION: to adopt Ordinance 4-08.

Green MOVED, Sorenson SECONDED.

ROLL CALL VOTE: 4-0.

15. **RESOLUTIONS**

- a. ORDER 08-5-28-6/In the Matter of Proclaiming the Month of May 2008 Child Mental Health Awareness Month.

Stewart read the order into the record.

Green MOVED, Sorenson SECONDED.

VOTE: 4-0.

16. **COMMISSIONERS' ANNOUNCEMENTS**

Fleenor announced that tomorrow, he was having a community dialogue at Eat at Joe's in Blachly.

17. **COMMISSIONERS' BUSINESS**

- a. DISCUSSION/City of Junction City's Request for Rural Comprehensive Plan Amendment.

Stewart reported that the Board received a letter dated May 16 requesting that the Board of Commissioners do a Rural Comprehensive Plan amendment and include a coordinated population forecast. He said Junction City needs to do a

Comprehensive Plan Amendment and they need the coordinated population forecast so they could move forward with meeting the needs of a state mental hospital and a prison. He said the letter was requesting that the Board do this.

MOTION: to direct staff to withdraw for reconsideration Resolution 08-4-30-12 and direct staff to come back with a recommendation on a process by which the Board may initiate a Lane County coordinated population forecast to be undertaken utilizing the Lane County Planning Commission and recognizing the Junction City letter and the compelling reasons set forth therein, (that the State of Oregon is siting a medium security prison within the Junction City area) based upon the following caveats: 1) The Lane County coordinated population forecast process will follow Lane Code 16.400 and 2) the request is based upon that Lane County is the initiating authority for the forecast and 3) the request is based upon a full-cost recovery mechanism by seeking commitments from the affected cities and 4) the LCOG population data may be used by any qualified population forecast consulting firm retained by Lane County at their discretion as a reference for any future Lane County coordinated population forecast.

Fleenor MOVED, Stewart SECONDED.

Stewart asked if the population forecast was countywide or for just Junction City.

Fleenor indicated that it would be countywide. He said it is because of the siting of a minimum security prison. He added that he has a proposed plan for full cost recovery.

Stephen Vorhes, Assistant County Counsel, said that they would be directing staff to try to craft something the Board would agree with.

Green thought that Matt Laird and Kent Howe from Land Management were working on a process. He recalled that they came back to the Board to show what it would look like.

Laird said they came to the Board a couple of times on population forecasting. He stated the first time he laid out several options. He noted the second time he scaled it down directing Land Management to start it and they would bring it back through the Board process. He said this was reverting back to what the Board previously said, to direct Land Management to start the process and to investigate what they believe is the best process and to come back to the Board.

Green said when the previous resolution was adopted, he thought the two major cities went to a safe harbor approach. He said the cities raising concern are Veneta, Junction City, Creswell and Oakridge. He asked if they would have to go back and talk to the cities for the full cost recovery.

Laird said they would have to talk to them for the cost share recovery. He didn't know if the safe harbor worked for them or not. He didn't think by doing a coordinated study that it precluded a city from using a safe harbor number.

Green asked if the cities had to participate.

Vorhes thought the calculations LCOG did could have been legally defensible because all the cities were a part of it. He said it was not a land use process and having a land use process, they end up with coordination issues of Goal 2, the citizen involvement issues of Goal 1 and providing an opportunity for each of the cities to tell them what the numbers are and what they think the basis is. He said the cities could chose to participate.

Sorenson said the people who are appealing are contending it was a land use action. He asked if the repeal was of the land use action and if they could modify a land use decision without using the public involvement process. He asked if they were admitting if it was a land use decision and then they are illegally changing the land use decision. He didn't think they made a land use decision.

Vorhes said the legal analysis he would follow would be to tell the parties and LUBA in the Board's withdrawal that they didn't believe it was a land use issue but it is more prudent to take a different path and in taking a reconsidered action, couching it in a way that avoids whether it is a land use decision. He said they should get into the process.

Sorenson asked what substantive changes are made to the resolution by the motion.

Vorhes said by withdrawing it, they will send the notice of withdrawal and they will get a decision from LUBA. He added that it is put on hold and it would come back to the Board and a resolution or modification to the action would address the resolution in a way this Board finds appropriate and acceptable. He anticipated the County working with DLCD and the four cities

Sorenson asked if directing staff to withdraw the motion for reconsideration and directing staff to come back for a new recommendation, had to occur simultaneously of if they could come back with a process the Board could initiate.

Vorhes said the sequence Sorenson described could set up the legal difficulty. He said there could be debate from the appealing parties about the Board's jurisdiction to do that, assuming that it is a land use decision. He said if it is a land use decision, it could set up another fight subject to LUBA jurisdiction, if the Board had any authority to change it or the process.

Sorenson asked what the status of their resolution is if the Board approved this motion.

Vorhes said they would move to ask LUBA for reconsideration. He said they would notify LUBA that the County wanted to withdraw that resolution for reconsideration. He indicated that it would still be on the books and it is a Board action and it would remain unless and until the Board takes further action on the reconsideration.

Sorenson asked what period of time they had to reconsider their previous decision.

Vorhes responded that under LUBA's rules, the statutes don't lay anything out. He said there is a statute that describes the authority to withdraw prior to filing the record. He noted the LUBA rules set out a 90 day period for the decision maker to let LUBA know that the reconsidered decision is. He said they have 90 days from the date of LUBA's acknowledgement of the notice of withdrawal. He added that they would send out a notice of withdrawal and that would suspend the time frame for the appeal. He said it would stay suspended for 90 days and if they hear nothing after 90 days, they would start up the appeal. He said if they get a decision from Lane County about their reconsidered decision, then the current parties would have to notify LUBA that they would want to challenge that decision. He stated that this motion does not change the previous resolution the Board took at the beginning of the year on the delegation of authority for LCOG. He said this only addresses the resolution that was adopted on April 30 that is currently under appeal.

Green said the reason given by the Board for relinquishing the authority by LCOG was because there were questions about the science and statistics. He said if that was an argument made to withdraw the authority from LCOG, he didn't understand item 4: the LCOG data could be used by any qualified population forecast consulting firm retained by Lane County. He indicated that LCOG was retained. He thought they could start with information from LCOG and then they could perform a statistical analysis. He asked if someone from the City of Lowell objected to the data. He commented that the data is not that different than what LCOG provided. He asked what the next steps would be.

Vorhes said if they start down a land use process and they get those concerns raised about a public hearing or at the Board when the process gets to that point, the Board listens to the issues and determines whether there is merit or not. He said the options are open to the Board in the process. He said he and Laird could come back with a recommendation for the process that could address some of those questions.

Green asked if these four cities objected to the LCOG data before they adopted a resolution.

Laird said the LCOG population forecast to 2030 was acceptable to them. He said they worked with LCOG and thought they were at the end of their process,

and it would be adopted by the Board. He added then there was a flare up about questions on what type of process this went through.

Stewart said he was the LCOG member. He noted the information gathered was all done by the individual cities. He commented that it was unfortunate that they had to deal with this. He would have liked to direct staff to start coordination of the populated forecast projection as soon as possible. He didn't think this resolution did that. He thought it just gave direction to come back with a process. He wanted to make a commitment that they need to do the process and have staff come back.

Fleenor wanted the process to move forward. He said starting the process to try to determine how they are going to conduct the coordinated population forecast within Lane Code 16.400 has yet to be done. He said there are some issues they have to work through because of some language.

Vorhes said keeping this general in directing staff is that it does provide an opportunity for them to address the resolution once it is back from LUBA. He said it gives some opportunity to find a more specific resting point for a population study

Stewart didn't think it was appropriate to give direction to do a coordinated population forecast in light of still having to reconsider the resolution. He asked how long it would take to reconsider the resolution.

Vorhes said the Board could include an expected deadline for staff to come back with revisions or suggestion for resolution and the outlined process within two weeks.

Laird said they need three weeks if it goes through the normal channels to get into the packet. He thought they could put together a revised resolution quickly.

Spartz noted that in the letter they received from Junction City, for this exercise to be useful for them, they need the numbers by the end of 2008 so they can share them with the Department of Corrections in siting the prison in early 2009.

Fleenor proposed to change the amendment: third sentence to state to come back, by June 25, 2008, with a recommendation.

Stewart SECONDED.

Sorenson asked if there was a way to involve other parties that have come before the Board. He asked if the conversation could be broader than the cities that appealed. He added that Springfield and Eugene have an interest in this. He said if there is a discussion on where they are going, it should be more of a global resolution and this motion gives them the opportunity and a timeline. He said he

is frustrated about reference to LCOG's population study. He said they have been asking to separate the County from LCOG's population forecast and he didn't think it was aggressively done by staff.

Vorhes said the discussion rests in the change in the rules that LCDC adopted in 2007. He said there were directions from staff to come back and give the Board answers and they did. He said at time the analysis was not finished before the Board took the next step. He said they gave the Board an extensive list of options to exercise and coordinate a population forecast function on April 30. He added that a discussion was available to have at that time.

In defense of staff, Fleenor said he had a large learning curve on this matter and it had taken him a long time to process. He took the responsibility for the delay. He said he was comfortable with what they are now doing. He said they were going through a good process and he thought at the end of the day they would all be happy. He encouraged the Board to support the motion and move it forward.

Green stated that Sorenson did not have the right to blame staff for where they are today. He said prior to the adoption of that resolution, staff came back with information they requested. He said the only reason they are there today is because that resolution did not follow the internal process. He said it just showed up during the meeting and had it gone through the County's internal process, legal staff would have had the opportunity to address all of the concerns that were raised today. He said to bring a resolution up where their agenda team didn't get a chance to see it was the reason the issue was be appealed. He stated the resolution triggered everything.

Stewart thought since last October they had been trying to move this forward in a manner where the Board wanted more public comment. He said they took the authority back over. He thanked Laird and staff because since that time they had come back with different options. He said there was no fault to be put on staff and they have been doing hard work. He thought it was unfortunate that they didn't step up at the time to say it wasn't acceptable to the Board because it hadn't gone through the correct process. He hoped they could move forward.

VOTE: 4-0.

18. **CORRESPONDENCE TO THE BOARD**

None.

19. **OTHER BUSINESS**

None.

There being no further business, Commissioner Stewart adjourned the meeting at 3:35 p.m.

Melissa Zimmer
Recording Secretary

PASSED

IN THE BOARD OF COUNTY COMMISSIONERS
OF LANE COUNTY, OREGON

ORDER NO. 08-2-13- 2) IN THE MATTER OF RESCINDING
) DELEGATION TO LANE COUNCIL OF
) GOVERNMENTS REGARDING POPULATION
) FORECASTING

WHEREAS, the Lane Council of Governments (hereafter LCOG) has performed the role of coordinating population forecasts pursuant to ORS 195.036 for the benefit of local governments for a number of years, and

WHEREAS, population forecasts may be used for a variety of purposes by local governments, including but not limited to, grant applications and land use or infrastructure plans, and

WHEREAS, recent efforts by LCOG regarding coordinated population forecasts have resulted in controversies that were brought to the attention of the Lane County Board of Commissioners, and

WHEREAS, the Board determined that it would be prudent to resume County responsibilities for coordinated population forecasts under ORS 195.036, and therefore gave direction to staff to so inform LCOG, which has been done,

NOW, THEREFORE IT IS HEREBY ORDERED that the Board's direction of January 2, 2008 to send a letter notifying LCOG of the Board's decision, a copy of which is attached as Exhibit A, is hereby ratified, and it is further

ORDERED that Lane County shall hereinafter perform or cause to be performed any required coordinated population forecasts under ORS 195.036.

DATED this 13th day of February, 2008.

Larry Stent
Chair, Lane County Board of
Commissioners

APPROVED AS TO FORM
Date 3/4/08 Lane County
Jessica [Signature]
OFFICE OF LEGAL COUNSEL

Att: 5



LANE COUNTY

PUBLIC SERVICE BUILDING, 125 EAST 8TH AVENUE, EUGENE, OR 97401/(541) 682-4203/FAX (541) 682-4616

January 4, 2008

WD ca/jp/08001/T

George Kloeppe
Lane Council of Governments
99 East Broadway, Suite 400
Eugene, OR 97401-3111

Re: Population Forecasts

Dear George:

The Board of County Commissioners had additional discussions at their meeting on Wednesday, January 2, regarding the coordinated population forecasts currently under consideration by the Lane Council of Governments' Board of Directors. They also reviewed the November 20, 2007, letter from the Oregon Department of Land and Conservation Development to Bob Swank providing comments on the proposed update of coordinated population projections.

Given recent changes in laws relating to population forecasts used for land use planning purposes, it is clear that Lane County will continue to have a decision-making role to play in the adoption of population forecasts included in comprehensive plans whether or not those forecasts are coordinated. The Commissioners concluded that they wished to reassume the responsibility to perform tasks related to these coordinated population forecasts for Lane County.

The purpose of this letter is to notify Lane Council of Governments of the Commissioners' discussion and action.

Sincerely,

Jeff Spartz, Lane County Administrator

c: David Clyne, City Manager, City of Junction City
Gino Gremaldi, City Manager, City of Springfield
Ric Ingham, City Manager, City of Veneta
Angel Jones, City Manager, City of Eugene
Jamon Kent, City Manager, City of Creswell
Richard Meyers, City Manager, City of Cottage Grove
Diana Tonkin, Mayor, City of Westfir
Eric Hauptman, Mayor, City of Dunes City
Don Schuessler, City Manager, City of Coburg
Chuck Spies, City Manager, City of Lowell
Robert Willoughby, City Manager, City of Florence
Gordon Zimmerman, City Manager, City of Oakridge

Ex. A

PASSED

**BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY,
OREGON**

RESOLUTION NO.)
08-4-30-12) IN THE MATTER OF ADOPTING A NEW
) POPULATION FORECAST FOR LANE
) COUNTY

WHEREAS, Lane Council of Governments (LCOG) has prepared a population forecast for Lane County; and

WHEREAS, LCOG and certain cities have petitioned the Board of County Commissioners (Board) to adopt the LCOG population forecast into the Lane County Comprehensive Plan; and

WHEREAS, the preparation of the LCOG forecast followed a process, and resulted in conclusions, that are not necessarily the same as may have occurred if the Board had initiated its own forecast; and

WHEREAS, concerned citizens and consulting demographers Winterbrook Planning and ECONorthwest have provided letters and testimony stating that in their opinion, the LCOG forecast is not legally defensible; and

WHEREAS, the Board has reservations that the LCOG forecast can be made legally defensible, and does not wish to assume responsibility for a forecast performed by a different entity, under a different process than the Board may have followed; and

WHEREAS, under ORS 195.036, Lane County has a statutory obligation, during the next periodic review of its comprehensive plan, to prepare and adopt a population forecast for the County and all the urban areas therein; and

WHEREAS, ORS 195.034 (HB 3436) provides an alternate population forecasting method that cities may use prior to the Board adopting a population forecast; and

WHEREAS, the practical effect upon the cities of the application of ORS 195.034 does not appear to the Board to be materially different than if a Safe Harbor forecast were adopted under OAR 660-024-0030(4); and

WHEREAS, Lane. Code 16.400(3)(b) provides that comprehensive plan components addressing a single or special need, such as population forecasts, are deemed "Special Purpose Plans"; and

WHEREAS, Lane Code 16.400(9) provides that "amendments to Special Purpose Plans may only be initiated by the County", but others "may request the Board initiate such amendment"; and

WHEREAS, Lane Code 16.400(9) further provides that requests for Special Purpose Plan amendments "must set forth compelling reasons as to why the amendment should be considered at this time, rather than in conjunction with a periodic Plan update"; and

WHEREAS, Lane Code 16.400(9) further provides that "an offer to participate in costs incurred by the County shall accompany the request" for a Special Purpose Plan amendment; and

WHEREAS, the Board received a request dated February 4, 2008, from ten Lane County cities to initiate a population forecast; however, the - request' did not comply with all the requirements of Lane Code 16.400(9).

RESOLVED, that the LCOG forecast shall not be used, as the basis for any future forecast; and

FURTHER RESOLVED, that the Board intends to conduct a population forecast at the next periodic review of the Lane County Comprehensive Plan; and

FURTHER RESOLVED, that the Board will entertain requests to conduct a forecast earlier than the next periodic review of the Comprehensive Plan, provided such requests comply with the requirements of Lane Code 16.400(9); and

FURTHER RESOLVED, that the County Administrator deliver a letter to all Lane County cities advising them of the foregoing.

Adopted this 30th day of April, 2008.

BOARD OF COUNTY COMMISSIONERS OF
LANE COUNTY, OREGON

By: 