

W. 5.a.



Memo Date: May 18, 2009
First Reading/Public Hearing Date: June 3, 2009
Second Reading Date: June 17, 2009

TO: Board of County Commissioners
DEPARTMENT: Public Works, Land Management Division, Planning Department
PRESENTED BY: Stephanie Schulz, Planner
AGENDA ITEM TITLE: **ORDINANCE NO. PA 1255 / In The Matter Of Amending The Lane County Rural Comprehensive Plan (RCP) By Adopting A Coordinated Population Forecast For Lane County And Each Urban Area Within The County; And Adopting Savings And Severability Clauses. (File No. PA 08-5873)**

I. MOTION:

For June 3, 2009: Read the title of the Ordinance and open the public hearing on Ordinance No. PA 1255 at 1:30 p.m. Conduct the hearing. After testimony has concluded and the Board has determined the form of the ordinance, then move to approve the first reading and set the second reading and possible adoption of Ordinance No. PA 1255 on June 17, 2009.

For June 17, 2009: Move adoption of Ordinance No. PA 1255 to amend the Lane County Rural Comprehensive Plan (RCP) to include a coordinated countywide population forecast for Lane County and each urban area within the county.

II. AGENDA ITEM SUMMARY

The small cities in Lane County have submitted a proposal to amend the Lane County Rural Comprehensive Plan to include a coordinated twenty year population forecast for the county and the cities within the county. Concurrently the Board initiated a countywide coordinated population forecast project and contracted with the Portland State University Population Research Center to prepare that forecast data. Population forecasts are used in land use planning as a basis for determining the amount and type of housing needs to accommodate residents and to ensure sufficient land is available for economic growth that provides jobs. Currently, the RCP does not include previously coordinated population forecasts.

III. BACKGROUND/IMPLICATIONS OF ACTION

Population forecasts are estimates of the future population of a given area and are based on an analysis of historic population growth and assumptions about future demographic and economic trends that are expected to occur. Forecasts reflect and incorporate expertise, judgments and decisions with respect to factors such as the integrity of the base data used, the appropriateness of the statistical model employed and the reliability of the assumptions considered. In short, forecasts are an educated best guess of what the future population of an area will be.

Ordinance No. PA 1255 / In The Matter Of Amending The Lane County Rural Comprehensive Plan (RCP) To Include A Coordinated Population Forecast For Lane County And Each Urban Area Within The County; And Adopting Savings And Severability Clauses. (File No. PA 08-5873)

A. Board Action and Other History

Since 1974 Lane County and several of the cities utilized the Lane Council of Governments (LCOG) to perform the regional coordination of planning activities, which included the development of population forecasting for local jurisdictions since 1977. As a local agency with staff experienced in planning analysis and demography, LCOG was a logical provider of this service.

As of 1995, all counties or coordinating bodies in Oregon have been required to work with the cities to develop population forecasts for use by the county and cities in maintaining and updating comprehensive plans or other land-use planning activities. In 2006, the Land Conservation and Development Commission (LCDC) promulgated OAR 660- Division 24, which included direction to counties to adopt and maintain coordinated 20-year population forecasts for the county and each urban area within the county. OAR 660-024-0030.

In early 2008, the Board of County Commissioners resumed responsibility for coordinated population forecasts under ORS 195.036. On June 27, 2008, the ten small cities in Lane County submitted an application to Land Management requesting consideration of a Rural Comprehensive Plan Post Acknowledgement Plan Amendment (PAPA) to adopt a coordinated twenty-year forecast proposed by the cities for the county and each city urban area in the county.

On August 5, 2008, the Board of Commissioners directed staff to begin a countywide coordinated population forecast project that would include solicitation of appropriate consultant firms to conduct the analysis required for the project. The Portland State University Population Research Center was retained to prepare forecasts and the justification for those numbers.

On September 5, 2008, Springfield notified Lane County that the Department of Land Conservation and Development (DLCD) was notified the cities of Eugene and Springfield had initiated a PAPA to the *Metro Plan* to adopt new population forecasts for the cities to comply with the needed housing determination required by ORS 197.304 (HB 3337 in 2007).

On October 2, 2008, the PAPA application submitted by the small cities was deemed complete and the first public hearing was scheduled. The Lane County Planning Commission scheduled a work session and initial public hearing on December 16, 2008. Referral notice of this hearing was mailed to agencies and interested parties and published in the Register Guard on November 26, 2008. The meeting was cancelled due to adverse weather.

Prior to the scheduled December 16, 2008 small city PAPA hearing, the Lane County Planning Commission participated in coordinated population forecasting for the metro cities through a joint hearing with the Metro City's planning commission's in Springfield City Hall on the *Metro Plan* Safe Harbor separate population forecasts proposed by Eugene and Springfield for the first time under HB 3337. The three planning commissions each voted a separate recommendation to their elected officials, the vote from Lane County was to recommend adoption.

In addition to the *Metro Plan* Population Forecast PAPA hearing, the Lane County Planning Commission was invited, and many participated in the PSU Countywide Population Forecast Kick-off meeting held in Harris Hall on December 2, 2008. Two additional public meetings were held upon release of the draft PSU population forecasts, on February 26, 2009 and March 26, 2009.

Two additional work sessions and two additional public hearings considering the Small City PAPA were conducted by the Lane County Planning Commission, on January 6, 2009 and March 3, 2009. Deliberations and a recommendation to approve the proposal were completed on March 17, 2009.

The small cities initiated the PAPA in response to the statutory and administrative rule requirements that now pertain to the County. The small cities that have seen rapid growth over the past few years and those with recent water and sewer service capability improvements propose that circumstances pertaining to the laws regarding population projections have changed sufficiently to require this amendment to update their population projections. Reevaluation of long range plans is under consideration in several of the small cities. Economic Opportunity Analysis, Housing Needs Studies and other documentation that might necessitate amendments to city plans are being reviewed to ensure that urban services are adequate to handle populations which may exceed those projected in past planning efforts. The lack of countywide coordinated and adopted population forecasts, or the adoption of an unreasonable forecast which does not account for current trends poses significant problems for cities seeking to create adequate long range plans and comply with applicable statewide planning goals.

B. Policy Issues

The Board of Commissioners have the authority to adopt the coordinated population forecast for the county and urban areas within the county. The city's future public facility, housing and transportation needs are based on future population forecasts that are as reasonable as can be expected with a twenty year horizon. The coordination between the county and the twelve cities in Lane County to arrive at a coordinated forecast is based on Board policies and this process will determine the outcome of the first adopted countywide coordinated population projection of the twenty first century.

C. Board Goals

Adoption of this ordinance after conducting a public hearing supports the following Lane County Strategic Goals adopted by the Board:

- Provide opportunities for citizen participation in decision making, voting, volunteerism and civic and community involvement.
- Contribute to appropriate community development in the areas of transportation and telecommunications infrastructure, housing, growth management and land development.

D. Financial and/or Resource Considerations

The ten small cities in Lane County combined funds to cover the application processing fee. A reasonably accurate and long term population forecast is important to 'right size' any improvements to or construction of municipal infrastructure projects such as water systems and sewage treatment plants. Funding for the planning, design, and construction of these facilities are often a mix of System Development Charges and grant/loan packages from federal and state government. Consequently, it is important for municipalities to have credible population projections for the targets developed for each city in this and other land use planning work.

E. Criteria/Analysis

LC12.050 Method of Adoption and Amendment.

(1) The adoption of the comprehensive plan or an amendment to such plan shall be by an ordinance.

Ordinance No. PA 1255 is attached for consideration by the Board. Findings of compliance with applicable laws and regulations are included as Exhibit B to the Ordinance.

(2) The Board may amend or supplement the comprehensive plan upon a finding of:

- (a) an error in the plan; or*
- (b) changed circumstances affecting or pertaining to the plan; or*
- (c) a change in public policy; or*
- (d) a change in public need based on a reevaluation of factors affecting the plan; provided, the amendment or supplement does not impair the purpose of the plan as established by LC12.005 below.*

The findings of compliance with the above criteria are found in Exhibit B to the Ordinance.

LC12.005 Purpose.

The board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.

The Lane County Rural Comprehensive Plan Introduction Section illustrates the connectedness of the city and county plans, and describes the co-adoption of each city's Comprehensive Plan as illustrated in the introduction. In addition to this visual representation of the relationship between the cities plans and the overall general county plan, Part I, Section D of the Rural Comprehensive Plan states:

"While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGB's by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGB's but outside of the corporate city limits. 'Joint Agreements for Planning Coordination' drawn up between the County and each city lay the framework for cooperative action in the effort."

The coordinated population forecasts for each urban area provide a key component of the base data to support the policies and framework for long range planning necessary to meet municipal needs for each local jurisdiction particularly as it relates to urban growth. The countywide population forecasts adopted in the RCP provide the basis for cities to use those forecasts and coordinate the population residing in urban areas with the remainder of the population in rural Lane County. The enactment of the statutory and rule requirements applicable in Lane County and the urban areas adopts projections that are reasonable and sufficient for future planning

Ordinance No. PA 1255 / In The Matter Of Amending The Lane County Rural Comprehensive Plan (RCP) To Include A Coordinated Population Forecast For Lane County And Each Urban Area Within The County; And Adopting Savings And Severability Clauses. (File No. PA 08-5873)

purposes. Those adopted forecasts must then be used by the cities for urban area planning under OAR 660-024-0030.

Lane Code Chapter 16.400(6)(h)(iii)(aa) further requires the Board to make findings that the proposed amendment meets all applicable requirements of state and local law, *Statewide Planning Goals and Oregon Administrative Rules*.

See Exhibit B, the findings, for detailed responses to all applicable laws, demonstrating compliance with this criteria.

The Oregon Administrative Rule 660-024-0030(2) states:

“forecast[s] 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.”

Local governments in Oregon have developed and adopted population forecasts for planning purposes since the inception of the statewide planning program. The forecasts are used for many purposes including; determining the size of Urban Growth Boundaries (UGBs), capital improvement planning, and other planning activities. For example, Oregon State planning law (ORS 197.295 – 197.296) requires cities to plan for needed housing to accommodate population growth inside urban growth boundaries. ORS 197.712 also requires cities to ensure that sufficient land is available in urban growth boundaries for commercial development and economic growth. Population forecasts are major determinates in these activities.

Coburg, Cottage Grove, Oakridge, Westfir, Dunes City, and Florence are not requesting a change to the 2005 adopted, coordinated population forecast for 2030. These cities are only requesting that Lane County include the forecasts adopted by the LCOG Board in February 2005 in the Rural Comprehensive Plan to address the requirements of OAR 660-024-0030(1) adopted in October 2006. These forecasts are all based on a consideration of long term demographic trends in these communities, consistent with the requirements of OAR 660-024-0030 as described in Appendix B to the Small City PAPA application, the *Report on Lane County Coordinated Population Forecast 2025 – 2030* (February 2005).

Creswell, Junction City, Lowell, and Veneta are requesting Lane County to adopt into the Rural Comprehensive Plan figures that have been prepared and subsequently modified to the projections adopted by the LCOG Board in 2005. Data to support each city’s individual analysis and the methodologies used to derive the new, updated 2030 population forecasts for these cities are included in the application in the small city PAPA application Appendix D. Lowell provided additional material in Appendix F to the application.

The 2004/05 LCOG coordinated population process included allocating population to the thirteen cities in the County based on the 2004 Office of Economic Analysis (OEA) forecast for Lane County. Historical population trends were used to compute future population using trend methodology for each city. The future growth trends were applied to a 2004 base UGB population. The 2004 base population was established using city 2004 population data from Portland State University and housing unit data from the Regional Land Information Database (housing units outside city limits but inside the UGB were multiplied by an average household size and added to the 2004 city limit population to arrive at a UGB base population).

The proposed countywide population forecasts from the small cities are included in Exhibit "A" to the ordinance which includes separate forecasts for the cities of Eugene and Springfield. This exhibit reflects the recommendation of the Lane County Planning Commission. Findings addressing the relevant criteria are included in Exhibit "B" and include documentation reflecting the methodology and information supporting the forecasts presented by the small cities.

Alternatively, there is an Exhibit "A" and "B" that provides the methodology and findings for the PSU population forecasts that have been included in the small city PAPA record by action of the Board of Commissioners in May 2009. Previous drafts of the PSU forecasts were provided to the LCPC and give the Board additional evidence for consideration. In addition, the Board requested analysis and preparation of appropriate forecasts for the Eugene-Springfield urban area to reflect allocation of forecasted population east and west of Interstate 5 (I-5). These forecasts are included in the Exhibit "A" attached to this memorandum.

F. Alternatives/Options

Option 1. Approve the Ordinance as presented.

Option 2. Revise the Ordinance as directed by the Board and return for approval of the revised Ordinance on a date certain set by the Board. An alternative Exhibit "A" that reflects the PSU population forecast is provided for the Board's consideration.

Option 3. Do not approve the Ordinance and deny the application. Initiate a Post Acknowledgement Plan Amendment for consideration of the PSU population forecast as a stand alone amendment and schedule hearings for that alternative forecast to be considered.

IV. TIMING/IMPLEMENTATION

The PSU contracted study has been ongoing since the Board action in August 2008. The cities submitted the application in June 2008 and need a decision by the Board in order to proceed with long range planning activities that depend on population forecasts.

V. RECOMMENDATION

The Lane County Planning Commission held a work session on January 6, 2009. Public hearings were held on two dates, January 6, 2009 and March 3, 2009. Commission deliberations were held on March 17, 2009. The Planning Commission recommendation of approval to the Board was not unanimous, it was a 5:2 vote. There was extensive discussion regarding the options for a coordinated population forecast for the entire county and all twelve urban areas. Some planning commissioners considered forwarding a "no opinion" recommendation that would urge the Board to look closely at the numbers the city's are providing, consider the reasonableness standard in the OAR, and consider the Safe Harbor option provided by state law. The planning commissioners also noted it is important to understand that the decision lies with the Board, despite any City's desires to have approval of the numbers they have put forth and it was important to move forward to be in compliance with applicable state laws requiring the coordinated forecast. It is ultimately the Lane County

Board's decision and responsibility. Commission reasoning throughout the process, and public testimony received into the record is set forth in the Minutes of proceedings, which are attached.

The Lane County Planning Commission was invited and participated in the PSU forecast public process, and the minutes of those public meetings are also attached. The Planning Commission deliberations and vote on the small city PAPA included discussion of the timing and content of the PSU forecast work in relation to the Small City PAPA and it was expressed that if the PSU numbers are released close to the same time that the Small City PAPA is before the Board, the Board's decision could be affected by the PSU forecast.

VI. FOLLOW-UP

Notice of Board action will be provided to DLCD and all interested parties.

VII. ATTACHMENTS

1. Ordinance No. PA 1255
Exhibit "A" Population Forecast of small city PAPA
Exhibit "B" Findings
2. Alternate Exhibit "A" & Exhibit "B" presenting the PSU report and separated Eugene-Springfield urban area forecasts
3. Planning Commission work session and public hearing minutes
 - a. January 6, 2009
 - b. March 3, 2009
 - c. March 17, 2009
4. Public Meeting minutes – PSU Coordinated Population Forecast
 - a. December 2, 2008
 - b. February 26, 2009
 - c. March 26, 2009
5. Comments received into the public record are available in Land Management for BCC review
Table of Contents – PSU file

IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

ORDINANCE NO. PA 1255

IN THE MATTER OF AMENDING THE LANE COUNTY RURAL COMPREHENSIVE PLAN (RCP) BY ADOPTING A COORDINATED POPULATION FORECAST FOR LANE COUNTY AND EACH URBAN AREA WITHIN THE COUNTY; AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES. (File No. PA 08-5873)

WHEREAS, the Board of County Commissioners of Lane County, through enactment of Ordinance PA 883, has adopted the Lane County General Plan Policies document which is a component of the Lane County Rural Comprehensive Plan; and

WHEREAS, Lane Code 12.050 and 16.400 set forth procedures for amendments of the Lane County Rural Comprehensive Plan; and

WHEREAS, it is necessary to amend the Lane County Rural Comprehensive Plan to adopt countywide coordinated population forecasts for Lane County and each urban area within the county to provide for long range planning and consideration for public infrastructure and community needs for the future consistent with state law; and

WHEREAS, the small cities of Lane County proposed coordinated population forecasts that were reviewed at public hearings with the Lane County Planning Commission on January 6 and March 3, 2009; and

WHEREAS, the Board retained Portland State University Population Research Center to complete analysis and conduct public process to develop coordinated population forecasts for Lane County and each urban area within the county and present the study and results to the Board of Commissioners; and

WHEREAS, evidence exists in the record indicating that the proposals meet the requirements of Lane Code Chapters 12 and 16, and the requirements of applicable state and local law; and

WHEREAS, the Board of County Commissioners has conducted a public hearing and is now ready to take action;

NOW, THEREFORE, the Board of County Commissioners of Lane County ordains as follows:

The Lane County Rural Comprehensive Plan, General Plan Policies, Introduction, Section D, adopted by Ordinance No. PA 884 and amended thereafter is further amended by adding the countywide coordinated population forecast table and text as set forth in Exhibit "A" attached and incorporated here as if fully set forth.

FURTHER, although not part of this Ordinance, the Board of County Commissioners adopts findings in support of this action as set forth in Exhibit "B" attached and incorporated here.

Prior coordinated population forecasts adopted by the Board of County Commissioners before enacting this Ordinance shall remain in full force and effect following the effective date of this Ordinance until those plans are further updated or amended by the Board.

If any section, subsection, sentence, clause phrase of portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such section shall be deemed a separate, distinct and independent provision, and such holding shall not effect the validity of the remaining portions thereof.

ENACTED this _____ day of _____, 2009.

Peter Sorenson, Chair
Lane County Board of County Commissioners

Melissa Zimmer, Secretary
Lane County Board of County Commissioners

APPROVED AS TO FORM

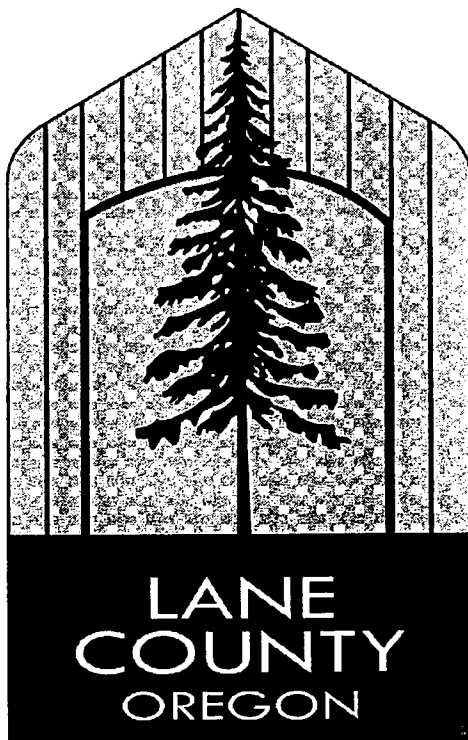
Date 5-27-2009 Lane County



OFFICE OF LEGAL COUNSEL

LEGISLATIVE FORMAT:

Additions shown in **bold and underlined**
Deletions shown with a ~~strikethrough~~



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:

January 1998

April 2003

August 2003

December 2003

February 2004

January 2005

February 2008

June 2009

TABLE OF CONTENTS

Part I:	Introductory Material—————	1
	Introduction to the Rural Comprehensive Plan————	1
	Introduction to the Policies Component—————	3
	History of the Policies Document—————	3
	Cities, Communities and Rural Lands—————	4
	Implementation—————	7 8

Part II: Lane County General Plan Policies

Goal One:	Citizen Involvement
Goal Two:	Land Use Planning
Goal Three:	Agricultural Lands
Goal Four:	Forest Lands
Goal Five:	Open Spaces, Scenic and Historic Areas and Natural Resources
	Historic Resources
	Mineral & Aggregate Resources
	Flora & Fauna
	Open Spaces & Scenic Areas
	Energy
	Water Resources
Goal Six:	Air, Water and Land Resources
	Water Quality
	Air Quality
Goal Seven:	Areas Subject to Natural Disasters & Hazards
Goal Eight:	Recreational Needs
Goal Nine:	Economy of the State
Goal Ten:	Housing
Goal Eleven:	Public Facilities & Services
Goal Twelve:	Transportation
Goal Thirteen:	Energy Conservation
Goal Fourteen:	Urbanization
Goal Fifteen:	Willamette Greenway

Part III: Coastal Resources Management Plan Policies

Goal Sixteen:	Estuarine Resources
Goal Seventeen:	Coastal Shore lands
Goal Eighteen:	Beaches and Dunes
Goal Nineteen:	Ocean Resources

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County—the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components—the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN
AREA PLAN
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
-T-2000 TRANSPORTATION PLAN

PLANS FOR SMALL INCORPORATED
CITIES
(Areas within Urban Growth
Boundaries but
outside City Limits)

COTTAGE GOVE
CRESWELL
OAKRIDGE
WESTFIR
PLAN
LOWELL
COBURG
JUNCTION CITY
VENETA
FLORENCE
DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond
Metropolitan Plan Boundary and
Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro,
rural and small city areas)

EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies—and planning efforts—of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers—existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on—and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

“...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.”

Pursuant to this requirement and OAR 660-024-0030, countywide coordinated population forecasts have been developed and are adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were proposed by the Small Cities in Lane County and are based on coordinated analysis and adjustment with input provided through public hearings and as recommended by the Lane County Planning Commission. The methods, assumptions and data used to develop these forecasts are included in Appendix A, B, D, and E to the Small City PAPA Application.

Table 1.1: Coordinated Population Forecasts for Lane County and Urban Areas

Community	2005	2010	2020	% Change
Eugene	150,000	150,000	150,000	0.00%
Springfield	72,600	72,600	72,600	0.00%
Eugene/Springfield	222,600	222,600	222,600	0.00%
Coburg	1,050	4,200	4,200	4.73%
Cottage Grove	9,450	13,400	13,400	1.17%
Creswell	4,440	8,000	8,509	2.19%
Dunes City	1,300	2,000	1,712	0.92%
Florence	8,751	17,200	17,200	2.28%
Junction City	6,000	9,800	10,268	1.81%
Lowell	900	1,700	2,823	3.88%
Oakridge	3,780	4,050	4,946	0.90%
Veneta	3,660	5,600	9,000	3.04%
Westfir	330	410	410	0.73%
Outside UGBs	61,710	56,000	56,000	-0.32%
Lane County	333,350	437,060	432,598	0.87%
OEA Forecast	333,350	431,960	431,960	0.87%
High (+5%)		453,558	453,558	
Low (-5%)		410,362	410,362	

1. Eugene and Springfield population figures are not part of this application but are included to show coordinated countywide total
2. Creswell, Lowell, Junction City, Oakridge and Veneta proposed updates to the 2005 LCOG adopted coordinated population figures for the adopted 2030 population forecasts.

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested city, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the update or amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlined in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are

reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the characteristics of community development--higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not--the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

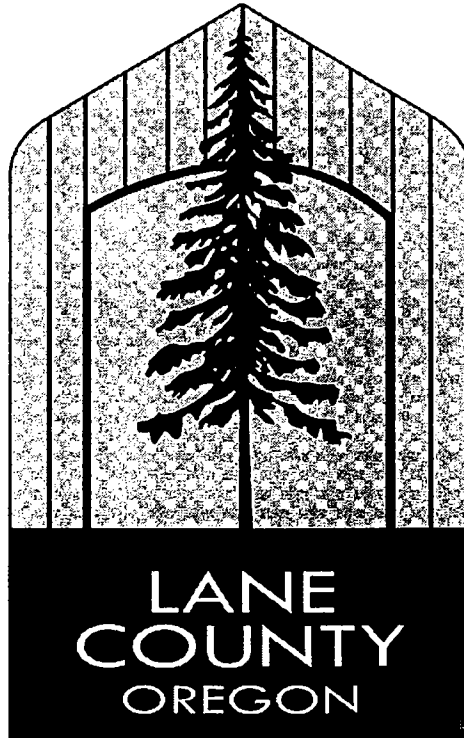
Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal requirements, and (c) general direction or intent. Where the County believes the action is necessary to carry out State Planning Goals or the General Plan the



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:
January 1998
April 2003
August 2003
December 2003
February 2004
January 2005
February 2008
June 2009

TABLE OF CONTENTS

Part I:	Introductory Material-----	1
	Introduction to the Rural Comprehensive Plan-----	1
	Introduction to the Policies Component-----	3
	History of the Policies Document-----	3
	Cities, Communities and Rural Lands-----	4
	Implementation-----	7

Part II: Lane County General Plan Policies

Goal One:	Citizen Involvement
Goal Two:	Land Use Planning
Goal Three:	Agricultural Lands
Goal Four:	Forest Lands
Goal Five:	Open Spaces, Scenic and Historic Areas and Natural Resources
	Historic Resources
	Mineral & Aggregate Resources
	Flora & Fauna
	Open Spaces & Scenic Areas
	Energy
	Water Resources
Goal Six:	Air, Water and Land Resources
	Water Quality
	Air Quality
Goal Seven:	Areas Subject to Natural Disasters & Hazards
Goal Eight:	Recreational Needs
Goal Nine:	Economy of the State
Goal Ten:	Housing
Goal Eleven:	Public Facilities & Services
Goal Twelve:	Transportation
Goal Thirteen:	Energy Conservation
Goal Fourteen:	Urbanization
Goal Fifteen:	Willamette Greenway

Part III: Coastal Resources Management Plan Policies

Goal Sixteen:	Estuarine Resources
Goal Seventeen:	Coastal Shore lands
Goal Eighteen:	Beaches and Dunes
Goal Nineteen:	Ocean Resources

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County—the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components—the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN
AREA PLAN
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
-T-2000 TRANSPORTATION PLAN

PLANS FOR SMALL INCORPORATED
CITIES
(Areas within Urban Growth
Boundaries but
outside City Limits)

COTTAGE GOVE
CRESWELL
OAKRIDGE
WESTFIR
PLAN
LOWELL
COBURG
JUNCTION CITY
VENEIA
FLORENCE
DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond
Metropolitan Plan Boundary and
Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro,
rural and small city areas)

EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies—and planning efforts—of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers—existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on—and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

"...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."

Pursuant to this requirement and OAR 660-024-0030, countywide coordinated population forecasts have been developed and adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were proposed by the Small Cities in Lane County and are based on coordinated analysis and adjustment with input provided through public hearings and recommended by the Lane County Planning Commission. The methods, assumptions and data used to develop these forecasts are included in Appendix A, B, D, and E to the Small Cities PAPA Application.

Table 1.1: Coordinated Population Forecast for Lane County and Urban Areas

	2005 Coordinated Population	2030 Coordinated Population	2030 Adopted Population	2030 Change Percent
Eugene			221,515	
Springfield			32,616	
Eugene/Springfield	222,500	314,700		
Coburg	1,050	4,200	4,200	4.73%
Cottage Grove	9,450	13,400	13,400	1.17%
Creswell	4,440	8,000	8,509	2.19%
Dunes City	1,300	2,000	1,712	0.92%
Florence	8,751	17,200	17,200	2.28%
Junction City	6,000	9,800	10,268	1.81%
Lowell	900	1,700	2,823	3.88%
Oakridge	3,780	4,050	4,946	0.90%
Veneta	3,660	5,600	9,000	3.04%
Westfir	330	410	410	0.73%
Total Cities	262,164	381,060	376,598	1.21%
Outside UGBs	61,710	56,000	56,000	-0.32%
Lane County	333,350	437,060	432,598	0.87%
OEA Forecast	333,350	431,960	431,960	0.87%
High (+5%)		453,558	453,558	
Low (-5%)		410,362	410,362	

1. Eugene and Springfield population figures are not part of this application but are included to show coordinated countywide total

2. Creswell, Lowell, Junction City, Oakridge and Veneta proposed updates to the 2005 LCOG adopted coordinated countywide population figures for the adopted 2030 population forecasts.

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested cities, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the update or amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlined in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are

reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the characteristics of community development—higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not—the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal requirements, and (c) general direction or intent. Where the County believes the action is necessary to carry out State Planning Goals or the General Plan the

**Findings and Conclusions Supporting A
Major Amendment to Lane County Rural Comprehensive Plan
Population Forecasts for Urban Growth Boundary Areas in Lane County**

Introduction

The application (PA08-5873) submitted by the small cities of Lane County requesting amendment the Lane County Rural Comprehensive Plan to include a coordinated population forecast for the urban areas inside its boundaries. LC 16.400(8)(b) allows an individual application to be initiated and submitted to Lane County for review. Please see the attached letter dated October 13, 2008 from Ms. Carolyn Connelly which addresses the cities' authority to make an application under Lane Code 16.400 and 14.050.

The applicants are proposing to amend the Lane County Rural Comprehensive Plan to include coordinated population forecasts for the Cities of: Junction City, Florence, Veneta, Cottage Grove, Creswell, Coburg, Oakridge, Lowell, Dunes City, and Westfir. The cities of Eugene and Springfield are supporting this application, as evidenced by the signed consent forms submitted with this application, but are not part of this application and are not asking for their population figures to be adopted into the Rural Comprehensive Plan.

Currently, the County's Rural Comprehensive Plan does not include previously coordinated population forecasts. The cities are seeking this amendment in order to have the ability to plan for and initiate Urban Growth Boundary (UGB) expansions as needed to maintain consistency with Statewide Planning Goal 14, and to update facility plans in order to serve developable lands within their jurisdictions as required by Statewide Planning Goal 11. The proposed amendments are included in the application as Table 1 titled: Adopted and Proposed Updated 2030 Coordinated Population, as shown in Appendix A and below.

As of 1995, ORS 195.036 requires the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans", and to "coordinate the forecast with the local governments within its boundary." In 1974 Lane County authorized Lane Council of Governments (LCOG) to perform the regional coordination of planning activities. LCOG performed the population analysis and coordination for Lane County and its cities. On February 24, 2005, the LCOG Board adopted coordinated population forecasts making them available for Lane County and all the cities within the County to incorporate into their individual Comprehensive Plans.

Coadoption of these numbers by the city and county does not rise to the level of the county incorporating a coordination population forecast into its Rural Comprehensive Plan (See attached letter from Rob Hallyburton, DLCD). The cities are therefore undertaking this application in an attempt to perform the coordination effort for the county.

Coburg, Cottage Grove, Oakridge, Westfir, Dunes City, and Florence are not requesting a change to the 2005 adopted, coordinated population forecast for 2030. These cities are only

requesting that the county include these adopted forecasts (as shown in Table 1 in Appendix A) in the Rural Comprehensive Plan. These forecasts were all based on a consideration of long term demographic trends in these communities, consistent with the requirements of OAR 660-024-0030 as described in the *Report on Lane County Coordinated Population Forecast 2025 – 2030, dated February, 2005 attached as Appendix B, and confirmed by DLCDC* (See attached letter in Appendix C, from Rob Hallyburton, DLCDC).

Creswell, Junction City, Lowell, and Veneta are requesting Lane County to adopt into the Rural Comprehensive Plan revised 2030 forecasts. The requested forecasts and the methodologies used to derive the new, updated 2030 population forecasts for these cities are presented in Appendix D and F to the application.

By adopting this amendment to the Rural Comprehensive Plan, the County is fulfilling its obligation to establish and maintain a population forecast per OAR 660-024-0030. According to ORS 195.034, without a coordinated population adopted into the County's Comprehensive Plan, cities have two options to develop a population forecast, known as "Safe Harbor" options:

1) If Lane County or LCOG on behalf of Lane County, has adopted a population forecast within 10 years before a city initiates an evaluation of amendment of its UGB 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. ORS 195.034(1).

2) If Lane County or LCOG on behalf of Lane County has not adopted a forecast or if it was adopted more than 10 year before a city initiates an evaluation or amendment, the city may propose a 20-year forecast for its urban area. The proposed forecast must be based upon the Office of Economic Analysis's population forecast for the following 20-year period. It must assume that the city's share of the forecasted county population will be the same as the city's current share of the county population, based upon the most recent certified population estimates from Portland State University and the most recent data for the urban area established by the United States Census Bureau. ORS 195.034(2)

The cities of Creswell, Junction City, Lowell and Veneta are choosing not to use either Safe Harbor methodology because this methodology will not result in population figures that reflect historic population trends or recent development trends or other significant policy shifts in Lane County and its cities. Therefore, the cities are requesting an amendment to the Rural Comprehensive Plan to include the proposed coordinated population. The cities of Coburg, Cottage Grove, Oakridge, Westfir, Dunes City, and Florence are involved in this application to ensure the required coordination. In order to illustrate the significant impact Safe Harbor figures would have on individual cities in Lane County, a comparison of the Safe Harbor forecast and the proposed coordinated population is detailed in Appendix E to the application. It should be noted that the difference between the proposed coordinated population and the OEA

Lane County total for 2030 is insignificant with only 1,886 more in the forecast than in the OEA total. The difference is not in the total number, but in how and where the growth is allocated.

Following are findings addressing applicable criteria stated in LC 16.400(6)(h)(iii). The proposed amendment is not specific to a piece of property or plan designation in the plan. Therefore, LC 16.400(8)(c) is not addressed in this application. Lane County Rural Comprehensive code sections are in **bold** text and findings addressing each section follow.

LC 12.050 Method of Adoption and Amendment:

(1) The adoption of the comprehensive plan or an amendment to such plan shall be by an ordinance.

Finding: Applicant's note that the Lane County Board of Commissioners must adopt an amendment by Ordinance and will therefore satisfy this requirement.

(2) The Board may amend or supplement the comprehensive plan upon a finding of:

(a) an error in the plan; or

(b) changed circumstances affecting or pertaining to the plan; or

(c) a change in public policy; or

(d) a change in public need based on a reevaluation of factors affecting the plan; provided, the amendment or supplement does not impair the purpose of the plan as established by LC 12.005 above.

Finding: LC 12.050(2)(a) is addressed as follows: As of 1995, ORS 195.036 has required the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans", and to "coordinate the forecast with the local governments within its boundary." To date the County has not adopted a countywide coordinated population and previously delegated responsibility to Lane Council of Governments and the cities to develop coordinated numbers. Also, as of April 2007, DLCD's Rule 660-024-0030(1) requires counties to 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, likewise, are required to adopt a 20-year population forecast consistent with the county's coordinated forecast and include it in their comprehensive plan, or a document referenced by their plan. Because of these statutory and rule provisions, the County's Rural Comprehensive Plan is in error, resulting in non-compliance with state law. This error is remedied by the Cities' proposed major plan amendments.

Finding: LC 12.050(2)(b) is addressed as follows: As of April 2007, DLCD's Rule 660-024-0030(1) requires counties to 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, likewise, are required to adopt a 20-

year population forecast consistent with the county's coordinated forecast and include it in their comprehensive plan, or a document referenced by their plan. The cities argue that circumstances pertaining to the plan have changed sufficiently to require the proposed amendments. Many of the small cities have seen rapid growth over the past few years, necessitating reevaluation of their long range plans to ensure that they are adequate to handle populations which may exceed those projected in past planning efforts. The lack of an adopted forecast, or the adoption of an unreasonable forecast which does not account for current trends poses a significant hurdle to cities seeking to create long range plans and comply with applicable statewide planning goals. Enactment of these statutory and rule amendments changed the circumstances affecting and pertaining to the County's Rural Comprehensive Plan. Both the change in law and in small city growth tends constitute a changed circumstances affecting and pertaining to the county's rural com plan. This necessitates the city's proposed major amendment.

Finding: LC 12.050(2)(c) is addressed as follows: The new 2007 DLCD rule also reflects a change in public policy which requires greater consistency between City and County plans. Public policy now binds cities to county coordinated numbers, at least to the extent needed for UGB expansions. The County has also made a policy shift in deciding to take back responsibility for developing and adopting a coordinated number. The cities first requested updated population forecasts in 2006. Estimates on completion times for the County's current efforts with PSU give an adoption date of fall 2009, three full years after the city's initial request for updated population numbers. In the interim, there are no adopted population figures which would allow local governments to proceed with critical planning activities. The County has essentially changed public policy with regard to population forecasts, and cannot fulfill its responsibility in a timely manner except through adoption of the city's proposed major plan amendment

Finding: LC 12.050(2)(d) is addressed as follows: Each city involved in this application has requested an updated forecast for a variety of reasons, some of which are widely applicable while others which are community specific. Many of the small Cities have seen rapid growth in recent years which will cause their populations to exceed the projections in adopted comprehensive plans several years ahead of schedule. The ability to address the urban facility needs of rapidly growing populations in most of the small cities is largely dependent on County action. A population forecast is necessary for cities to plan for land use, infrastructure, transportation, economic development and public safety needs. This Rural Comprehensive Plan amendment proposed by the cities is necessary to address this public need.

LC12.005 Purpose.

The board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.

The Lane County Comprehensive Plan includes the co-adoption of each city's Comprehensive Plan as illustrated in Chart One of the Lane County Rural Comprehensive Plan. Part I, Section D of the Plan states:

"While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. 'Joint Agreements for Planning Coordination' drawn up between the County and each city lay the framework for cooperative action in the effort."

Also, Lane Code Section 16.400 (3) Plan Categories states:

"(a) Rural Comprehensive Plan. This category includes all plans relating to lands beyond the Eugene-Springfield Metropolitan Area General Plan boundary and the urban growth boundaries of the cities within Lane County.

(b) Special Purpose Plan. This category includes Plans addressing a single or special need. The Plans may apply Countywide or to a limited area."

Finding: The proposed coordinated population relates to the urban growth boundaries of the cities within Lane County. Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years, as well as in ensuring that sufficient land is available for 20 years of economic growth. They are, therefore, used in determining the size of a city's UGB required to meet housing and employment needs, and in subsequent public facility and capital improvement planning.

Finding: By adopting the proposed amendment to the Rural Comprehensive Plan, the County is coordinating the social, economic and physical development of the county with the cities, by allowing each city to amend its own comprehensive plan and UGB boundaries as necessary as well as update their public facility plans. Including a coordinated population in the Rural Comprehensive Plan will assist the County in prioritizing resources for the urban areas and rural communities which will assist in the delivery of services and programs for public health, safety, order, convenience, prosperity and general welfare of the County.

Finding: Additional support can be found in the March 13, 2009 letter from Carolyn H. Connelly to the Lane County Planning Commission.

Lane Code Chapter 16.400(6)(h)(iii)(aa) further requires the Board to make findings that the proposed amendment *meets all applicable requirements of state and local law, Statewide Planning Goals and Oregon Administrative Rules.*

The OARs that apply to this amendment have been addressed above in this application. Findings that address applicable Statewide Planning Goals are as follows:

Goal 1 Citizen Involvement:

The public had opportunities to be involved at the city level as each city determined a projected population for the year 2030. Citizen involvement is assured as Lane County follows the prescribed procedures for public hearings before the Planning Commission and Lane County Board of Commissioners as required by Lane Code Chapters 12, 14, and 16.

Finding: The Lane County Planning Commission held public hearings on the PAPA application on January 6, 2009 and March 26, 2009. Deliberations considered the application, additional material and testimony submitted by interested parties and developed a recommendation to the Lane County Board of Commissioners on March 17, 2009.

Goal 2 Land Use Planning

The Lane County Rural Comprehensive Plan currently serves as the controlling land use document for the County. The Rural Comprehensive Plan has not been updated to include a Coordinated Population for the urban areas within Lane County as required by OAR 660-024-0030.

To respond to this error in the plan, the cities requested an amendment to the Plan to include the proposed coordinated population forecasts.

The proposed coordinated population relates to the urban growth boundaries of the cities within Lane County. Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years, as well as in ensuring that sufficient land is available for 20 years of economic growth. They are, therefore, used in determining the size of a city's UGB required to meet housing and employment needs, and in subsequent public facility and capital improvement planning.

The proposed population forecast has been coordinated with the individual cities, as is evidenced by the signed consent forms submitted with the application. Notice of the public hearing before the Lane County Planning Commission and Board of Commissioners explained the nature of the proposed amendments and allowed additional coordination and public comment on these amendments.

Goal 9 Economic Development

Statewide Planning Goal 9 (Economy of the State) requires local governments to designate sufficient, suitable sites to meet long term commercial and industrial growth needs. The

proposed coordinated population relates to the urban growth boundaries of the cities within Lane County. Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years, as well as in ensuring that sufficient land is available for 20 years of economic growth. They are, therefore, used in determining the size of a city's UGB required to meet housing and employment needs, and in subsequent public facility and capital improvement planning which directly affects a city's ability to meet long term economic growth opportunities.

Goal 10 Housing

Statewide Planning Goal 10 requires that local governments determine housing need by type and allocate sufficient buildable land within urban growth boundaries to meet the identified housing needs. The proposed coordinated population relates to the urban growth boundaries of the cities within Lane County. Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years, as well as in ensuring that sufficient land is available for 20 years of economic growth. Such forecasts are, therefore, used in determining the size of a city's UGB required to meet housing and employment needs, and in subsequent public facility and capital improvement planning.

The proposed Coordinated Population amendment to the Lane County Rural Comprehensive Plan will allow cities to allocate sufficient residential land inside their UGB to meet identified housing needs.

Goal 11 Public Facilities

Goal 11 requires local governments to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as the framework for urban and rural development. Planning for adequate public facilities and infrastructure requires an accurate population forecast. The proposed coordinated population amendment to the Lane County Rural Comprehensive Plan will bring the County into compliance with ORS 195.036. This statute requires the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans". The cities proposal will allow cities to pursue amendments to their comprehensive plans with an accurate population forecast.

Goal 14 Urbanization

Goal 10 requires local governments to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Establishment and change of urban growth boundaries shall be based on the following: (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in subsection (2)

Goal 14 requires urban areas to demonstrate a "need" for UGB expansions. The proposed

amendment will fulfill the county's requirement to include a coordinated population in their comprehensive plan (ORS 195.036). In turn, this will allow cities to evaluate their UGB and identify and demonstrate a "need" for UGB expansions. Further, the proposed amendments are consistent with Goal 14 since the proposed population forecasts have been coordinated with the affected cities, as is evidenced by the signed consent forms submitted with the application, and with Lane County through the processing of this application.

LC 16.400(6)(h) Method of Adoption and Amendment.

(iii) The Board may amend or supplement the Rural Comprehensive Plan upon making the following findings:

(aa) For Major and Minor Amendments as defined in LC 16.400(8)(a) below, the Plan component or amendment meets all applicable requirements of local and state law, including Statewide Planning Goals and Oregon Administrative Rules.

Finding: "OAR 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."

"ORS 195.036 Area population forecast; coordination. 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 cities of Coburg, Cottage Grove, Dunes City, Florence, and Westfir are asking for adoption of the population forecast figures adopted by the LCOG Board in 2005. Creswell, Lowell, Junction City, Oakridge, and Veneta, are asking for adoption of figures that have been prepared

subsequent to the projections adopted by the LCOG Board. Data to support each city's individual analysis is included in Appendix D and F to the application.

The 2004/05 LCOG coordinated population process included allocating population to the thirteen cities in the County based on the 2004 Office of Economic Analysis (OEA) forecast for Lane County. Historical population trends were used to compute future population using trend methodology for each city. The future growth trends were applied to a 2004 base UGB population. The 2004 base population was established using city 2004 population data from Portland State University and housing unit data from the Regional Land Information Database (housing units outside city limits but inside the UGB were multiplied by an average household size and added to the 2004 city limit population to arrive at a UGB base population). To allocate the county's total future population, LCOG factored each city's policies towards growth and constraints to growth. The city (UGB) ratios were adjusted based on these factors.

Table 1: Adopted and Proposed Updated 2030 Coordinated Population

	2000 UGB Population	Adopted 2030 Coordinated Population UGB Total	Proposed Updated 2030 Coordinated Population UGB Total	2000-2030 AAGR
Eugene			221,515	
Springfield			82,616	
Eugene/Springfield	222,503	314,700		
Coburg	1,050	4,200	4,200	4.73%
Cottage Grove	9,450	13,400	13,400	1.17%
Creswell	4,440	8,000	8,509	2.19%
Dunes City	1,300	2,000	2,000	1.45%
Florence	8,751	17,200	17,200	2.28%
Junction City	6,000	9,800	10,268	1.81%
Lowell	900	1,700	2,823	3.88%
Oakridge	3,780	4,050	4,946	0.90%
Veneta	3,660	5,600	9,000	3.04%
Westfir	330	410	410	0.73%
Total Cities	262,164	381,060	377,846	1.23%
Outside UGBs	61,710	56,000	56,000	-0.32%
Lane County	333,350	437,060	432,886	0.87%
OEA Forecast	333,350	431,960	431,960	0.87%
High (+5%)		453,558	453,558	
Low (-5%)		410,362	410,362	

1. Eugene and Springfield population figures are not part of this application but are included to show county total
2. Creswell, Lowell, Junction City, Oakridge and Veneta are proposing an update to the 2005 adopted coordinated population figures

In 2004, when LCOG prepared the 2030 numbers, LCOG staff discussed with the State Economist the margin of error around the 2025 and 2030 Lane County forecasts prepared by OEA. At the time it was agreed that 5 percent margin above or below the figure prepared by OEA was reasonable for the Lane County total.¹ The 2030 OEA forecast for Lane County is 431,930 and the coordinated population forecast prepared by LCOG for the urban and rural areas totaled 437,060 which is well within the $\pm 5\%$ high (453,558) and low (410,362) of the OEA County forecast. Table 1 below shows the proposed coordinated population for each city to be included in the Lane County Rural Comprehensive Plan. The proposed UGB population totals 377,846 and the Lane County total including rural Lane County totals 433,846. This is well within the $\pm 5\%$ OEA forecast for the County and is in fact 3,213 less than the 2005 adopted figures.

The proposed amendment is consistent with OAR 660-024-0030 and ORS 195.036 based on the information above and the following findings:

Finding: As of 1995, ORS 195.036 requires the County to "establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans", and to "coordinate the forecast with the local governments within its boundary." As of April 2007, DLCD's Rule 660-024-0030(1) requires counties to 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, likewise, are required to adopt a 20-year population forecast consistent with the county's coordinated forecast and include it in their comprehensive plan, or a document referenced by their plan. Because of these statutory and rule provisions, the County's Rural Comprehensive Plan is in error, resulting in non-compliance with state law. This error is remedied by the Cities' proposed major plan amendments.

Finding: The population forecasts included as **Table 1: Adopted and Proposed Updated 2030 Coordinated Population** are based largely on trend methodology that was used to compute the Adopted 2004/05 Forecasts and endorsed by all cities at the time. The trend methodology is a commonly accepted method for population forecasting. Further, the forecasts were based on PSU certified population estimates and the most current OEA five year forecasts. Cities who have revised their 2030 forecasted population, namely Veneta, have utilized other commonly accepted forecasting methods consistent with OAR 660-024-0030 as detailed in Appendix D.

Finding: Each City who has prepared an updated 2030 Population Forecast has provided supporting data to account for the revised population figures. This information is attached to the application as Appendix D and is summarized as follows:

¹ Report on Lane County Coordinated Population Forecast 2025 – 2030, February 2005, prepared by Lane Council of Governments, attached.

- a. Junction City forecasted the 2030 population based on higher historical growth rates in order to account for growth potential from development of the prison and hospital site. The result of applying the higher growth rate is a 2030 population of 10,268. This calculates to a 1.81% annual average growth rate between 2000 and 2030 which is consistent with the 1.9% growth rate used to forecast the 2015 and 2020 population used in the 2000 Transportation System Plan and the City's updated Comprehensive Plan which was co-adopted by Lane County.
- b. To respond to actual population growth and provide for adequate planning to meet future demand, the City of Creswell developed a 2030 population estimate by applying a 2006 baseline population and using regression analysis to forecast population which is the same methodology applied by Lane Council of Governments to 2005 population numbers and is a standard statistical method of forecasting. The 2006 base population applied by Creswell was based on Portland State University (PSU) city limits population estimate plus the population living in the urban growth boundary (UGB). The UGB population was derived from residential address points, census household size, and vacancy rates. The resultant population number of 4,822 was then factored into the same regression methodology (further detailed in Appendix B-LCOG Methodology) but the year 2035 instead of 2030 was factored in the formula in an effort to more accurately represent historical growth trends as an average annual growth rate. Historical growth, average annual growth rates applied in City plans, and other factors are discussed and summarized in Appendix D-(Memo on Historic Pop, growth rates applied in other docs). The regression analysis forecasted the average annual growth rate of Creswell to be 2.394% resulting in a population of 8,509 by 2030 and is what the City is proposing as part of this Amendment.
- c. The City of Oakridge, adopted revised forecasts based on a 15 year trend rate of actual PSU numbers as discussed in a letter submitted by the City and included in Appendix D.
- d. The City of Veneta adopted a revised forecast based on the 5 year trend rate. During the prior 15 years, the City of Veneta did not grow consistently due to building moratoriums. During the last several years, the City has grown very rapidly, and expects this rapid growth to continue. At the City's current growth rate, it will pass the Adopted 2005 forecast for 2030 by 2014. The rapid growth was confirmed with the 2007 PSU certified population estimate that reflected a 9% population increase over 2006.
- e. The City of Lowell adopted a forecast based on the Region 2050 Satellite Growth Scenario. Among the documents submitted to the City of Lowell was a long term growth rate computed by the consultant Johnson Gardner. The study predicted an estimated annual growth rate of 4.1%. In addition, the City undertook a very detailed analysis of recent growth and planned development. These studies indicated that the City would grow at an annual rate of 4.62%, resulting in a population estimate for 2030 of 2,823.

- f. The proposed coordinated population forecasts for the urban areas totals 377,378 and the Lane County total, including rural Lane County totals, is 433,378. This figure is well within the $\pm 5\%$ OEA forecast and is in fact 3,682 less than the 2005 adopted coordinated population forecasts.

(bb) For Major and Minor Amendments as defined in LC 16.400(8)(a) below, the Plan amendment or component is:

(i-i) necessary to correct an identified error in the application of the Plan; or

Finding: The proposed amendments are necessary to correct an identified error in the application of the Plan. In a letter to Commissioner Faye Stewart dated April 28, 2008 (attached), Rob Hallyburton, DLCD states that an administrative rule that became effective in 2007 makes it clear that the population forecasts must be included in the County's Comprehensive Plan. To date, the County has not adopted coordinated population numbers into its Rural Comprehensive Plan. Therefore, the Plan is certainly in error. Adopting new coordinated population numbers will satisfy the current administrative rule and clear up any doubts about the status of the numbers.

(ii-ii) necessary to fulfill an identified public or community need for the intended result of the component or amendment; or

Finding: The Rural Comprehensive Plan Amendment is necessary to fulfill a public need. The proposed amendment will enable cities within Lane County to plan for and initiate Urban Growth Boundary (UGB) expansions as needed to maintain consistency with Statewide Planning Goal 14, as well use the population figures for capital improvement planning, and other planning activities. Failure to adopt coordinated numbers in a timely fashion may prevent communities from planning adequately for future growth, with long term effects including inadequate provision of services and potentially moratoria on growth.

(iii-iii) necessary to comply with the mandate of local, state or federal policy or law; or (iv-iv) necessary to provide for the implementation of adopted Plan policy or elements; or (v-v) otherwise deemed by the Board, for reasons briefly set forth in its decision, to be desirable, appropriate or proper.

Finding: As stated above, OAR 660-024-0030, 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. The proposed amendment is therefore necessary to comply with state law.

(cc) For Minor Amendments as defined in LC 16.400(8)(a) below, the Plan amendment or component does not conflict with adopted Policies of the Rural Comprehensive Plan, and if possible, achieves policy support.

Finding: An adopted coordinated population does not conflict with any policies of the adopted Rural Comprehensive Plan. Part I Section E, Implementation, includes a description

of the types of policies included in the Rural Comprehensive Plan. The Commitment Policies in the Rural Comprehensive Plan state: *"The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal requirements, and (c) general direction or intent."* The proposed amendment is consistent with the Commitment Policies described in the Lane County Rural Comprehensive Plan since the proposed amendment would be in recognition of state requirement OAR 660-024-0030 Population Forecasts.

(dd) For Minor Amendments as defined in LC 16.400(8)(a) below, the Plan amendment or component is compatible with the existing structure of the Rural Comprehensive Plan, and is consistent with the unamended portions or elements of the Plan.

Finding: OAR 660-024-0030 Population Forecasts allows the forecast to be included in the County's comprehensive plan or in a document referenced by the plan.

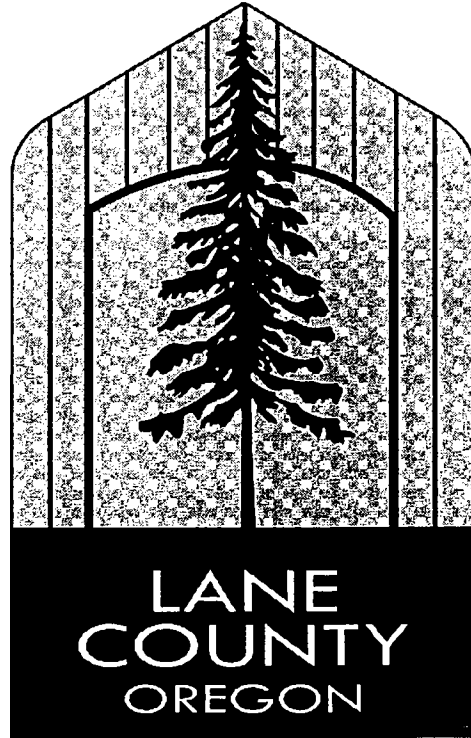
"...The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan."

Finding: The Lane County Rural Comprehensive Plan does not include a chapter on population. In order to be consistent with the structure of the plan, the applicants are proposing the population forecast figures be referenced in *Part I, Section D Cities, Communities and Rural Lands* of the Comprehensive Plan, or included as an Appendix to the plan.

Alternate EXHIBIT A

LEGISLATIVE FORMAT:

Additions shown in **bold and underlined**
Deletions shown with a ~~strikethrough~~



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:

January 1998

April 2003

August 2003

December 2003

February 2004

January 2005

February 2008

June 2009

TABLE OF CONTENTS

Part I:	Introductory Material-----1	1
	Introduction to the Rural Comprehensive Plan-----1	1
	Introduction to the Policies Component-----3	3
	History of the Policies Document-----3	3
	Cities, Communities and Rural Lands-----4	4
	Implementation-----7	7
Part II: Lane County General Plan Policies		
Goal One:	Citizen Involvement	
Goal Two:	Land Use Planning	
Goal Three:	Agricultural Lands	
Goal Four:	Forest Lands	
Goal Five:	Open Spaces, Scenic and Historic Areas and Natural Resources	
	Historic Resources	
	Mineral & Aggregate Resources	
	Flora & Fauna	
	Open Spaces & Scenic Areas	
	Energy	
	Water Resources	
Goal Six:	Air, Water and Land Resources	
	Water Quality	
	Air Quality	
Goal Seven:	Areas Subject to Natural Disasters & Hazards	
Goal Eight:	Recreational Needs	
Goal Nine:	Economy of the State	
Goal Ten:	Housing	
Goal Eleven:	Public Facilities & Services	
Goal Twelve:	Transportation	
Goal Thirteen:	Energy Conservation	
Goal Fourteen:	Urbanization	
Goal Fifteen:	Willamette Greenway	
Part III: Coastal Resources Management Plan Policies		
Goal Sixteen:	Estuarine Resources	
Goal Seventeen:	Coastal Shore lands	
Goal Eighteen:	Beaches and Dunes	
Goal Nineteen:	Ocean Resources	

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County—the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components—the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN
AREA PLAN
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
-T-2000 TRANSPORTATION PLAN

PLANS FOR SMALL INCORPORATED
CITIES
(Areas within Urban Growth
Boundaries but
outside City Limits)

COTTAGE GOVE
CRESWELL
OAKRIDGE
WESTFIR
PLAN
LOWELL
COBURG
JUNCTION CITY
VENETA
FLORENCE
DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond
Metropolitan Plan Boundary and
Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro,
rural and small city areas)

EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies—and planning efforts—of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers—existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on—and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

"...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."

Pursuant to this requirement and OAR 660-024-0030, coordinated population forecasts have been developed and are adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were developed for Lane County by the Portland State University Population Research Center except as noted. The methods, assumptions and data used to develop these forecasts are included in PSU's report: Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 dated May 2009.

Table 1.1: Coordinated Population Forecasts for Lane County and its Urban Areas

		Forecast Period:						
		2010	2015	2020	2025	2029	2030	2035
Lane County Small Cities	Coburg	1,092	1,293	1,567	1,914	2,240	2,322	2,659
	Cottage Grove	9,957	10,616	11,424	12,261	12,737	12,856	13,542
	Creswell	5,647	6,802	8,263	9,758	10,799	11,060	12,172
	Dunes City	1,457	1,542	1,640	1,726	1,767	1,777	1,823
	Florence	11,212	12,355	13,747	15,035	16,065	16,323	17,434
	Junction City	6,567	9,343	10,799	12,067	12,922	13,136	13,887
	Lowell	1,043	1,228	1,459	1,714	1,960	2,022	2,345
	Oakridge	3,859	4,290	4,672	4,866	5,022	5,061	5,280
	Veneta	4,976	5,902	7,251	8,727	9,623	9,847	10,505
	Westfir	359	370	384	412	423	426	448
Metro Area	Eugene (city only)	156,844	166,609	176,124	185,422	192,536	194,314	202,565
	Springfield (city only)	58,891	62,276	66,577	70,691	73,989	74,814	78,413
	Metro Urban Area West of Interstate-5*	20,931	20,380	19,209	18,521	17,680	17,469	16,494
	Metro Urban Area East of Interstate-5*	8,140	7,926	7,470	7,202	6,875	6,794	6,415
Totals	Eugene/Springfield Total UGB Area	244,806	257,191	269,380	281,836	291,080	293,391	303,887
	Unincorporated Area Outside all UGBs	58,531	55,900	54,344	52,861	52,381	52,261	51,634
	Lane County Total	349,505	366,830	384,930	403,178	417,020	420,481	435,615

* Forecast based upon a 72% allocation of the total Metro UTA West of I-5 and a 28% allocation of the total Metro UTA East of I-5.

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested cities, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the update or amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlines in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the characteristics of community development—higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that

they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not—the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

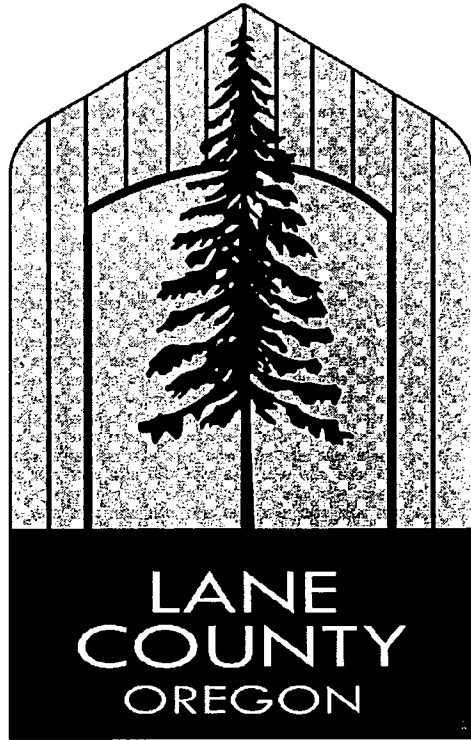
Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal requirements, and (c) general direction or intent. Where the County believes the action is necessary to carry out State Planning Goals or the General Plan the



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:

January 1998

April 2003

August 2003

December 2003

February 2004

January 2005

February 2008

June 2009

TABLE OF CONTENTS

Part I:	Introductory Material	1
	Introduction to the Rural Comprehensive Plan	1
	Introduction to the Policies Component	3
	History of the Policies Document	3
	Cities, Communities and Rural Lands	4
	Implementation	7
Part II:	Lane County General Plan Policies	
Goal One:	Citizen Involvement	
Goal Two:	Land Use Planning	
Goal Three:	Agricultural Lands	
Goal Four:	Forest Lands	
Goal Five:	Open Spaces, Scenic and Historic Areas and Natural Resources	
	Historic Resources	
	Mineral & Aggregate Resources	
	Flora & Fauna	
	Open Spaces & Scenic Areas	
	Energy	
	Water Resources	
Goal Six:	Air, Water and Land Resources	
	Water Quality	
	Air Quality	
Goal Seven:	Areas Subject to Natural Disasters & Hazards	
Goal Eight:	Recreational Needs	
Goal Nine:	Economy of the State	
Goal Ten:	Housing	
Goal Eleven:	Public Facilities & Services	
Goal Twelve:	Transportation	
Goal Thirteen:	Energy Conservation	
Goal Fourteen:	Urbanization	
Goal Fifteen:	Willamette Greenway	
Part III:	Coastal Resources Management Plan Policies	
Goal Sixteen:	Estuarine Resources	
Goal Seventeen:	Coastal Shore lands	
Goal Eighteen:	Beaches and Dunes	
Goal Nineteen:	Ocean Resources	

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County—the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components—the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

**EUGENE-SPRINGFIELD METROPOLITAN
AREA PLAN**
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
-T-2000 TRANSPORTATION PLAN

**PLANS FOR SMALL INCORPORATED
CITIES**
(Areas within Urban Growth
Boundaries but
outside City Limits)

- COTTAGE GOVE
- CRESWELL
- OAKRIDGE
- WESTFIR
PLAN
- LOWELL
- COBURG
- JUNCTION CITY
- VENETA
- FLORENCE
- DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond
Metropolitan Plan Boundary and
Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro,
rural and small city areas)

EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies—and planning efforts—of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers—existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on—and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

"...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."

Pursuant to this requirement and OAR 660-024-0030, coordinated population forecasts have been developed and adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were developed for Lane County by the Portland State University Population Research Center except as noted. The methods, assumptions and data used to develop these forecasts are included in PSU's report: Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 dated May 2009.

Table 1.1: 20-Year Coordinated Population Forecasts for Lane County and its Urban Areas

Forecast Period:		2010	2015	2020	2025	2029	2030	2035
Lane County Small Cities	Coburg	1,092	1,293	1,567	1,914	2,240	2,322	2,659
	Cottage Grove	9,957	10,616	11,424	12,261	12,737	12,856	13,542
	Creswell	5,647	6,802	8,263	9,758	10,799	11,060	12,172
	Dunes City	1,457	1,542	1,640	1,726	1,767	1,777	1,823
	Florence	11,212	12,355	13,747	15,035	16,065	16,323	17,434
	Junction City	6,567	9,343	10,799	12,067	12,922	13,136	13,887
	Lowell	1,043	1,228	1,459	1,714	1,960	2,022	2,345
	Oakridge	3,859	4,290	4,672	4,866	5,022	5,061	5,280
	Veneta	4,976	5,902	7,251	8,727	9,623	9,847	10,505
	Westfir	359	370	384	412	423	426	448
Metro Area	Eugene (city only)	156,844	166,609	176,124	185,422	192,536	194,314	202,565
	Springfield (city only)	58,891	62,276	66,577	70,691	73,989	74,814	78,413
	Metro Urban Area West of Interstate-5*	20,931	20,380	19,209	18,521	17,680	17,469	16,494
	Metro Urban Area East of Interstate-5*	8,140	7,926	7,470	7,202	6,875	6,794	6,415
Totals	Eugene/Springfield Total UGB Area	244,806	257,191	269,380	281,836	291,080	293,391	303,887
	Unincorporated Area Outside all UGBs	58,531	55,900	54,344	52,861	52,381	52,261	51,634
	Lane County Total	349,505	366,830	384,930	403,178	417,020	420,481	435,615

* Forecast based upon a 72% allocation of the total Metro UTA West of I-5 and a 28% allocation of the total Metro UTA East of I-5.

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested cities, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlined in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the characteristics of community development--higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that

they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not—the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal requirements, and (c) general direction or intent. Where the County believes the action is necessary to carry out State Planning Goals or the General Plan the

Findings in Support of Ordinance No. PA 1255

Lane County Coordinated Population Forecast Portland State University Population Research Center

1. *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035* (May 2009) was prepared by the Population Research Center College of Urban and Public Affairs at Portland State University (PSU) over a period of time from August 2008 to May 2009.
2. The Population Research Center produced long-term population forecasts for the County, the two largest cities of Eugene and Springfield, the shared Eugene-Springfield urban growth boundary area (UGB), the UGB areas for the County's remaining 10 cities, and for the unincorporated area outside the UGBs. The forecast horizon extends 27 years from 2008 to 2035, and the forecasts are produced in 5-year intervals between 2010 and 2035. The County will use the forecasts to coordinate revisions of the comprehensive plans for each of these areas. The projections are benchmarked to the Population Research Center's 2008 certified population estimates for the city and county populations.
3. In 2008, Lane County's population was 345,880. The Eugene-Springfield UGB represents 70 percent of the county's population and that percentage does not change much during the forecast period.
4. The 2008 population estimates for Lane County's ten smaller cities are all under 10,000, ranging from 340 to 9,830 persons. These cities capture population increases from about 13 percent to over 18 percent throughout the forecast period.
5. The share of the population that the non-UGB unincorporated area represents decreases from about 17 percent to 12 percent. This shift of persons residing in rural areas to more urbanized areas is a common trend throughout Oregon and the United States that has been ongoing for many years.
6. Data used to develop the forecasts include vital statistics; population, land use, building permit, and employment data; and school enrollments for districts within Lane County. Several different demographic methods and models were employed to prepare the forecasts, including the development of cohort-component models for the County and larger areas, and housing unit models for each of the county's smaller cities and the non-UGB unincorporated area. The cohort-component model incorporates rates of fertility, mortality, and migration. The housing unit model assumes a number of future added housing units, levels of housing occupancy, and averages of the number of persons per household. Consideration was given to factors that influence Lane County's population dynamics, namely the population's ethnic and age composition, the number of annual births that occur, employment and commuting patterns, the number of building permits issued, and public school enrollment in the county's school districts.
7. Future trends in the forecasts for the County and its sub-areas each suggest that there will be continuing increases in population, but at slightly decreasing rates from the beginning to the end of the forecast period.

8. The downturn of the local economy is forecast to be more severe than that seen in the early 2000's and to not recover until the 2010's. Therefore, housing construction is forecast to be sluggish for a few years in most areas, but will accelerate after 2015. At that time the net in migration of families with children, the elderly, and Hispanics is predicted to increase and continue throughout most of the forecast period.
9. The sub-areas in this study at times are called 'cities' but are actually city urban areas, which refer to the area within the city limits combined with its corresponding UGB area outside city limits; or in another words, all of the area within the small city urban growth boundaries.
10. The PSU forecasts for Eugene and Springfield cities are for the individual cities without the unincorporated UGB area, because they share a single UGB under the current Metro Plan boundary. The Eugene-Springfield UGB population estimated for each of the areas east and west of I-5 separately is forecast to follow current percentages, which is 72 percent for Eugene and 28 percent for Springfield. The share of the Eugene-Springfield UGB will continue to be stable at around 70 percent of the county whole, with a slight increase during the forecast period.
11. The unincorporated area of Lane County refers to the area outside of any city and UGB. This area is known as the 'non-UGB unincorporated area' in the PSU Report, *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*.
12. Five of Lane County's cities, Lowell, Veneta, Dunes City, Coburg, and Westfir, either have a UGB that is identical, or nearly identical, to their city boundary.
13. The other cities have a UGB outside their city limits where a portion of the city area's housing stock is located. Twenty-one percent of Florence's housing units are in its unincorporated UGB area. The percentage of housing that is located in the Eugene-Springfield and the Junction City unincorporated UGB areas is around 12 percent, and represents over 12,000 and over 300 housing units, respectively. The cities of Oakridge, Creswell, and Cottage Grove each have a UGB where between 3 and 6 percent of the housing units (in a range between 50 and 200 units) are located.
14. The annual certified population estimates from the U. S. Census represent the area within the city limits. If a city does not send annual housing and population data to the estimates program, its certified estimate is held constant to the previous year and may not account for recent changes. The population figures presented in the report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*, represent the 2008 certified estimates adjusted to incorporate the city UGB areas. Population forecasts for 2010 and beyond account for fluctuations in annual data that may have affected the previous data.
15. The 2010-2040 population forecast for Lane County produced by Oregon's Office of Economic Analysis (OEA) is used to gauge the Lane County forecast results. While the published OEA forecast currently available was produced in 2004, OEA is currently revising the forecast. The Population Research Center works closely with OEA and had access to information regarding those revisions during the Lane County Population Forecast effort. Consequently, results reported for Lane County by the PSU report are very close to OEA's preliminary forecast, but slightly lower in the early part of the forecast period, and slightly higher toward the end of the period. The differences vary by no more than 2,700, or less than one percent, in any 5-year time period.

16. The ethnic and racial diversity in the population forecast includes base data of white non-Hispanics accounting for 86.2 percent of the County's population and all other ethnic minorities accounting for 13.8 percent. Hispanics represent the largest share of the ethnic minority population (approximately 44.2 percent), followed by Asian/Pacific Islanders (21.0 percent) followed by persons who identify themselves as more than one race (17.4 percent). Blacks and Native Americans represent about 1 percent, and 7.3 percent of the County's ethnic minority population, respectively. Of the total County population, Hispanics represent 6.1 percent.
17. The total fertility rate in the County was 1.63 in 2000. This rate is somewhat lower than the State average of 1.98 children per woman in 2000, and even lower than the 1990 County rate (1.71). The trend of declining fertility rates over the past 2 decades is forecast to continue. A larger decrease in fertility rates has been offset by the increase of the female Hispanic population which is associated with higher fertility rates than the majority population of white non-Hispanics. Age-specific fertility rates in the County have shifted slightly in recent years and there has been an increase in the percentage of women statewide postponing child-bearing or deciding not to have children at all. In addition, there is now a smaller share of younger mothers than in the past.
18. Occupancy rates in Lane County are higher than the statewide occupancy rate. Coastal cities (Dunes City and Florence) have the lowest occupancy rates due to vacation homes and seasonal housing. The places with the highest occupancy rates – above 96 percent - are Veneta, Westfir, and the Eugene-Springfield UGB. The average number of persons that occupy a household (PPH), or household size, is influenced by several factors; age and racial/ethnic composition; share of elderly population versus the share of married couples and growing families due to the propensity of elderly to live alone, and changes in fertility rates and school enrollment.
19. By housing type, the PPH in single-family units (SFR) is typically higher than in multifamily residences (MFR), or mobile homes. This is the case in Lane County, its unincorporated area, and most of its cities. In Junction City, however, the PPH is higher in mobile homes than in other housing types. The rates of increase in the number of housing units in Lane County and its cities and unincorporated area are similar to the growth rates of their corresponding populations for most of the ten smaller cities in Lane County. The pattern of population and housing change in the County also remains relatively similar.
20. Facilities such as nursing homes, college dorms, and prisons are categorized as group quarters. In 2008, 3.0 percent of Lane County's population, or 10,669 persons, resided in group quarters facilities. The City of Eugene is home to about 82 percent of the County's group quarters population, with 90 percent of persons in group quarters residing within the Eugene-Springfield UGB. The forecast assumes the group quarters population will remain fairly stable during the forecast period except in Junction City, where construction of a state prison and state hospital is planned.
21. The mortality rate used to develop the forecast assumes that current mortality will improve during the forecast period and that the gender difference in life expectancy at birth will mostly maintain the current level. The mean age at all births will slightly increase, which is consistent with the U.S., state, and county historical trends since the 1960s.

22. Migration rates are a more difficult demographic factor to estimate than the other factors, yet they remain a main factor affecting population changes in Lane County. Around three fourths of population growth in the County since 2000 is attributed to net migration (movers in minus movers out). The final projected net migration used in the forecast is a hybrid of the demographic method, time series, and economic growth analysis methods. Net migration was negative in the 1980s, and was about 10,000 residents (meaning 10,000 more persons moved out of Lane County than moved in), or 3.5 percent of total population. Net migration was positive in the 1990s, about 30,000 residents, or about 11 percent of the total population. The negative net migration in the 1980s was marked by Oregon's most severe economic downturn since the Great Depression, while the large positive net migration in the 1990s was more prosperous, with strong job growth. From 2000 to 2008, population growth in Lane County due to net migration was estimated to be around six to seven percent. Positive net migration was seen despite downturns in the economy in the first few years of the decade. The highest job increase since at least 2000 occurred in 2005, however, the economy was showing signs of weakening again in 2007 and hasn't yet recovered. Still, we continue to see a positive in-flow of net migrants to Lane County. Net migration will be lower in the 2000s than in the 1990s and the downturn is expected to continue over the next few years. However, net in-migration will regain vitality after 2015 due to an economic recovery. Due to the relatively larger population base that has been increasing since at least 1990, total net migration in the 2010s is projected to be slightly higher than in 1990 although it will be at lower rates. Net in-migration will accelerate some and will gain momentum until around 2030 when the magnitude lessens a bit.
23. All population forecasts are based on a combination of a beginning population; various known, estimated, and predicted rates; and the forecasters' expertise about future trends. The forecasts may err through imprecise data or unexpected shifts in demographic trends. Generally, forecasts for larger geographical areas, such as the entire county are more reliable than those for small areas, such as for a small city with fewer than 1,000 persons. These forecasts will be used as a guide to population growth over the next few years, and changes in local areas will surely affect populations in some cities, resulting in the actual population deviating from the numbers shown in the adopted forecasts. The differences between the forecast and actual populations will vary in magnitude and perhaps direction.
24. The forecasts presented in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*. meet the requirement of Oregon Revised Statute (ORS) 195.036 and Oregon Administrative Rule (OAR) 660-024-0030 which require counties in Oregon to coordinate with their cities to develop population forecasts for use by the county and cities in land-use planning activities. *"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 PSU report establishes population forecasts for all of Lane County and the urban areas within the county. The effort leading up to the report and development of the forecasts included three public meetings where city representatives and interested parties provided testimony and spoke directly to the collective and unique needs and issues in each of the cities of Lane County. These