



Oregon

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Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

August 31, 2006

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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Madras Plan Amendment
DLCD File Number 006-06



The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Copies of the adopted plan amendment are available for review at DLCD offices in Salem, the applicable field office, and at the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: September 14, 2006

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

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

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

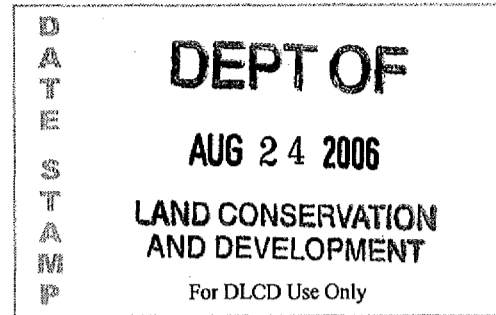
Cc: Gloria Gardiner, DLCD Urban Planning Specialist
Mark Radabaugh, DLCD Regional Representative
Chuck McGraw, City Of Madras

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FORM 2 Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: City of Madras Local file number: TA 06-4

Date of Adoption: 8/22/2006 Date Mailed: 8/24/2006

Date original Notice of Proposed Amendment was mailed to DLCD: 5/10/2006

- Comprehensive Plan Text Amendment
- Comprehensive Plan Map Amendment
- Land Use Regulation Amendment
- Zoning Map Amendment
- New Land Use Regulation
- Other: _____

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Amend the City's Comprehensive Plan to adopt a coordinated population forecast as set forth in ORS 195.036.

Describe how the adopted amendment differs from the proposed amendment. If it is the same, write "SAME". If you did not give Notice for the Proposed Amendment, write "N/A".

"Same"

Plan Map Changed from: NA to: NA

Zone Map Changed from: NA to: NA

Location: City of Madras Acres Involved: NA

Specify Density: Previous: NA New: NA

Applicable Statewide Planning Goals: 2 & 14

Was and Exception Adopted? YES NO

DLCD File No.: 006-06 (15221)

006-06
(15221)

ORDINANCE NO. 774

AN ORDINANCE AMENDING THE MADRAS COMPREHENSIVE PLAN TO ADOPT THE CITY OF MADRAS POPULATION FORECAST, AND DECLARING AN EMERGENCY.

WHEREAS, ORS 195.036 requires that cities and counties adopt a coordinated population forecast to be used in updating their comprehensive plans; and

WHEREAS, the Comprehensive Plan's population forecast was last updated in 1998; and

WHEREAS, the proposed amendments were presented to the City of Madras Planning Commission on June 21, 2006 and to the City Council on July 25, 2006 for review through the public hearing process.

NOW, THEREFORE, the City of Madras ordains as follows:

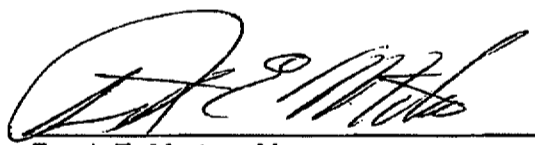
SECTION 1: The Madras Comprehensive Plan shall be amended as provided in Exhibit 'A', and incorporated herein.

SECTION 2: EMERGENCY CLAUSE

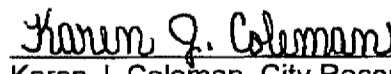
The City Council of the City of Madras, having reviewed the Comprehensive Plan of the City of Madras, and the need for enactment of ordinances to regulate land use within the City does hereby determine that this ordinance is necessary for the immediate preservation of the public peace, health and safety of the citizens of the City of Madras and an emergency is hereby declared to exist, and this Ordinance shall become in full force and effect from and after the date it is enacted and signed by the Mayor.

ADOPTED by the City Council of the City of Madras this 22nd day of August, 2006.

Ayes: 5
Nays: 0
Abstentions: 0
Absent: 1
Vacancies: 0


Frank E. Morton, Mayor

ATTEST:


Karen J. Coleman, City Recorder

ORDINANCE NO. 774

EXHIBIT 'A'

VII. MADRAS POPULATION FORECAST

FORECAST TABLE

Table 24 presents the population forecast for the City of Madras for the period 2005 to 2056. The forecast reaches a population 13,115 by 2026, and of 27,997 by 2056.

The assumed growth rate for the 2006-2011 period is 4.5% annually. This rate is based on Madras' growth between 1980 and 2005, recent development activity, and the impacts of the prison. The rate assumption is 4.0% annually for the 2011-2026 period. The assumed growth rate for the 2026-2056 period is 2.6% and is consistent with lower assumptions for the County during the later decades of the forecasting period.

Table 24. Madras UGB population forecast, 2005-2030

Year	Population	Annual Increase	Percent Change
2005	5,592		
2006	5,844	252	4.5%
2007	6,107	263	4.5%
2008	6,381	275	4.5%
2009	6,669	287	4.5%
2010	6,969	300	4.5%
2011	7,282	314	4.5%
2012	7,574	291	4.0%
2013	7,876	303	4.0%
2014	8,192	315	4.0%
2015	8,519	328	4.0%
2016	8,860	341	4.0%
2017	9,214	354	4.0%
2018	9,583	369	4.0%
2019	9,966	383	4.0%
2020	10,365	399	4.0%
2021	10,779	415	4.0%
2022	11,211	431	4.0%
2023	11,659	448	4.0%
2024	12,125	466	4.0%
2025	12,610	485	4.0%
2026	13,115	504	4.0%
2027	13,451	336	2.6%
2028	13,795	344	2.6%
2029	14,148	353	2.6%
2030	14,510	362	2.6%
2031	14,882	371	2.6%
2032	15,263	381	2.6%
2033	15,653	391	2.6%
2034	16,054	401	2.6%
2035	16,465	411	2.6%
2036	16,887	422	2.6%
2037	17,319	432	2.6%
2038	17,762	443	2.6%
2039	18,217	455	2.6%
2040	18,683	466	2.6%
2041	19,162	478	2.6%
2042	19,652	491	2.6%
2043	20,155	503	2.6%
2044	20,671	516	2.6%
2045	21,201	529	2.6%
2046	21,743	543	2.6%
2047	22,300	557	2.6%
2048	22,871	571	2.6%
2049	23,456	585	2.6%
2050	24,057	600	2.6%
2051	24,673	616	2.6%
2052	25,304	632	2.6%
2053	25,952	648	2.6%
2054	26,616	664	2.6%
2055	27,298	681	2.6%
2056	27,997	699	2.6%

FACTUAL BASE

The following sections provide factual evidence in support of the coordinated population forecast.

Population Trends

Table 25 shows population estimates for Madras for the period between 1980 and 2005. The data show that Madras grew slowly during the much of 1980's, with population decreases some years. The City averaged about 3% growth annually, adding 660 people during this period. Madras' population began growing rapidly in 1989 and continued growing through the 1990's. Madras added 1,637 people in the 1990's, averaging 4% growth annually. Madras' population has continued to grow since 2000. Annexations account for a population increase of 681 people between 1980 and 2004. The majority of the growth in population resulting from annexation occurred in the 1980's. The largest annexation of 572 people took place in 1989, which explains the rapid growth in population in 1989.

Table 25. Madras City Limit Population, 1980 to 2005

Year	City of Madras	Annual Percent Change
1980	2,235	
1981	2,290	2.46%
1982	2,320	1.31%
1983	2,250	-3.02%
1984	2,260	0.44%
1985	2,320	2.65%
1986	2,340	0.86%
1987	2,270	-2.99%
1988	2,295	1.10%
1989	2,895	26.14%
1990	3,443	18.93%
1991	3,570	3.69%
1992	3,820	7.00%
1993	4,020	5.24%
1994	4,290	6.72%
1995	4,675	8.97%
1996	4,770	2.03%
1997	4,940	3.56%
1998	5,005	1.32%
1999	5,080	1.50%
2000	5,078	-0.04%
2001	5,200	2.40%
2002	5,290	1.73%
2003	5,370	1.51%
2004	5,430	1.12%
2005	5,592	2.98%

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

The data in Table 25 includes only the population within the Madras UGB. The U.S. Census tracks the number of people within the city limits, as well as the population within the Madras urban cluster. According to the U.S. Census, an urban cluster is a densely settled territory that may or may not include a small incorporated city. In 2000, the Census estimated that there were 5,078 residents within the City of Madras and 7,252 people within the Madras urban cluster. The population living within Madras accounts for 70% of the population within the urban cluster. Although the forecast for Madras does not include this group of people, the coordinated forecast for Jefferson County does include growth in this population.

Table 26 shows growth rates for Madras for several time periods. These historical growth rates provide context for developing a range of population projections. ECO calculated the rates using the compounding method. The data underscore several key points:

- The start and end dates have a big impact on the growth rate. This is because population growth was slow in the 1980's, then spiked in 1989 and 1990 and continued more gradually since 1991 to the present.
- The average annual growth rate (AAGR) was between 1.95% (2000-2005) and 4.50% (1985-2005) depending on the time period.

Table 26. Compound Growth Rates by Time Period, City of Madras

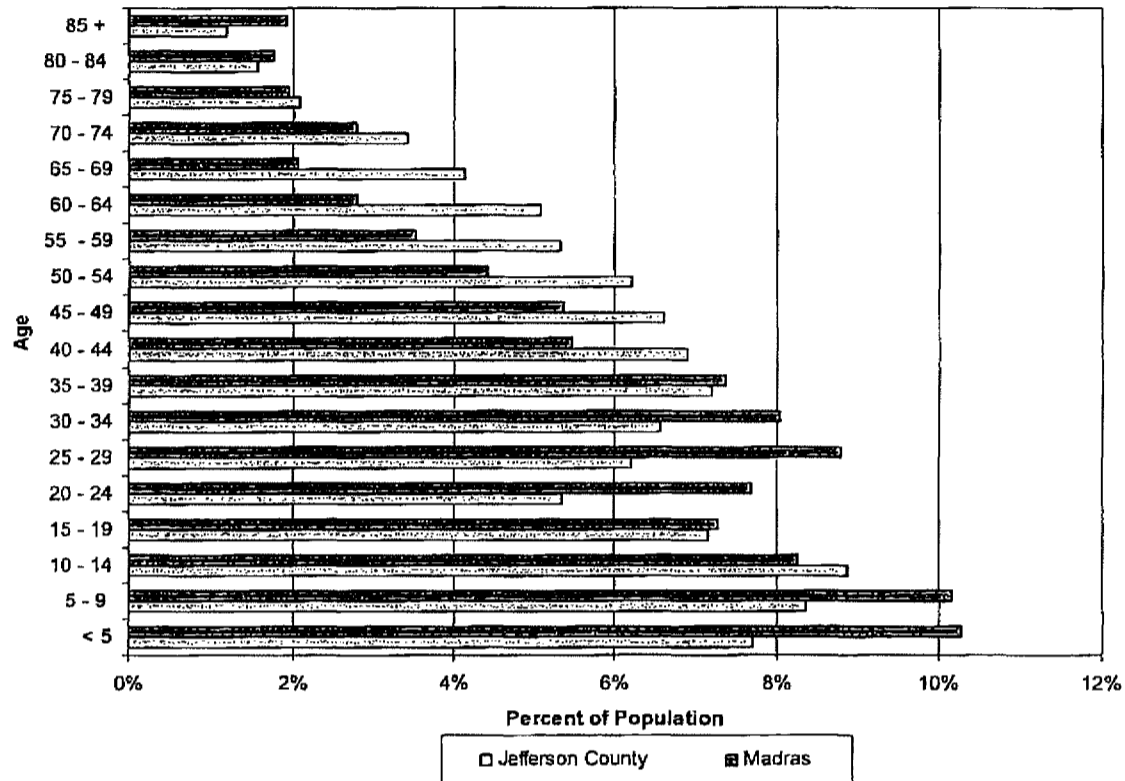
Period	Number of Years	AAGR (Compound growth rate)	Population Increase	% Change (full period)
1980-2005	25	3.74%	3,357	150%
1985-2005	20	4.50%	3,272	141%
1990-2005	15	3.29%	2,149	62%
1995-2005	10	1.81%	917	20%
2000-2005	5	1.95%	514	10%

Socioeconomic Trends

This section reviews historical socioeconomic trends in the City of Madras. Socioeconomic trends provide a broader context for growth in a city; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, the findings compare the City of Madras with Jefferson County. Characteristics such as age, household composition, and race are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

Figure 7 compares age in the City of Madras and Jefferson County for 2000. The data show that Madras has more young and old residents than Jefferson County. Madras has a higher percentage of its population in the following age classes: 39 years and younger and 80 years and older. Madras has a lower proportion of its population in the 40 to 79 age ranges. These trends suggest that Madras is attracting younger people, including families with children.

Figure 7. Age distribution, Madras and Jefferson County, 2000



Source: U.S. Census, SF-1

During the 1990's Madras experienced changes in the age structure of its residents. Table 27 shows population by age for Madras for 1990 and 2000. The Census data show that Madras grew by 1,635 people between 1990 and 2000, which is a 47% increase. Madras experienced an increase in population for every age group. The fastest growing groups were 5 to 17 years and 45 to 64 years. The slowest growing groups were under 5 years, as well as 65 years and over.

A comparison of population increase by age between Madras and Jefferson County shows that:

- Madras grew faster than Jefferson County. The population of Madras increased by 47% between 1980 and 2000 and Jefferson County experienced a 39% population increase.
- Madras had a higher percentage increase in all age groups younger than 44 years. Madras had proportionately slower growth in age groups older than 45 years.

Table 27. Population by Age, City of Madras 1990 and 2000

Age Group	1990		2000		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	395	11%	521	10%	126	89%	-1%
5-17	688	20%	1,158	23%	470	114%	3%
18-24	366	11%	538	11%	172	100%	0%
25-44	1,020	30%	1,509	30%	489	100%	0%
45-64	496	14%	818	16%	322	112%	2%
65 and over	478	14%	534	11%	56	76%	-3%
Total	3,443	100%	5,078	100%	1,635	47%	0%

Source: U.S. Census, 1990 and 2000

The U.S. Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 28 shows place of residence in 1995 for Madras and Jefferson County. The data show that residents of Madras are more mobile than residents of Jefferson County. Thirty-five percent of residents in Madras lived in the same residence in 1995, compared with 45% in Jefferson County. About one-third of residents in Jefferson County and Madras lived in a different county in 1995; about 16% of Madras residents lived in a different state in 1995. These trends indicate that migration is an important factor in Madras' past growth.

Table 28. Place of residence in 1995, Jefferson County and Madras persons 5 years and over

Location	Jefferson County		Madras	
	Persons	Percent	Persons	Percent
Population 5 years and older	17,610	100%	4,537	100%
Same house in 1995	8,007	45%	1,589	35%
Different house in 1995	9,603	55%	2,948	65%
Same county	3,976	23%	1,475	33%
Different county	5,450	31%	1,389	31%
Same state	3,520	20%	684	15%
Different state	1,930	11%	705	16%

Source: U.S. Census, SF-3

Table 29 shows the number of persons of Hispanic or Latino origin for Madras and Jefferson County for 1990 and 2000. The Census data show that Madras has a larger proportion of Hispanic/Latino population. In 2000, Madras' population was about 36% Hispanic/Latino, significantly higher than 18% in Jefferson County or 4% in Deschutes County. Madras' Hispanic/Latino population grew by 146% between 1990 and 2000. Madras' Hispanic/Latino population is growing faster than the overall population, which conforms to statewide trends. National demographic trends suggest this trend will continue in Madras.

Table 29. Persons of Hispanic or Latino origin, City of Madras and Jefferson County, 1990 and 2000

	Madras	Jefferson County
1990		
Total Population	3,443	13,676
Hispanic or Latino	739	1,448
Percent Hispanic or Latino	21.5%	10.6%
2000		
Total Population	5,078	19,009
Hispanic or Latino	1,815	3,372
Percent Hispanic or Latino	35.7%	17.7%
Change 1900-2000		
Hispanic or Latino	1,076	1,924
Percent Hispanic or Latino	146%	133%

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

SUMMARY OF FINDINGS

This section summarizes the findings in support of the alternative Madras population forecast.

Madras has experienced substantial population growth since 1990.

- Madras had a total of a 150% increase in population between 1990 and 2005. Between 1980 and 2005 the AAGR was 3.74%. The AAGR was 3.29% between 1990 and 2005. Madras' population growth slowed between 2000 and 2005, with an AAGR of 1.95%.
- Between 1990 and 2005 Madras grew more than twice as fast as Oregon and slightly faster than Jefferson County.
- The assumed growth rate of 4.5% annually for the 2006-2026 period is based on historical growth rates, recent development activity, and the impacts of the prison.

Madras is attracting younger people, many of whom have children.

- Madras has more young and old residents than Jefferson County. Madras has a higher percentage of its population in the following age classes: 39 years and younger and 80 years and older. Madras has a lower proportion of its population in the 40 to 79 age ranges. These trends suggest that Madras is attracting younger people, including families with children.
- Madras experienced changes in the age structure of its residents between 1990 and 2000. Madras experienced an increase in population for every age group. The fastest growing groups were 5 to 17 years and 45 to 64 years. The slowest growing groups were under 5 years, as well as 65 years and over.

In-migration accounts for some of the recent population growth.

- Residents of Madras are more mobile than residents of Jefferson County. Thirty-five percent of residents in Madras lived in the same residence in 1995, compared with 45% in Jefferson County. About one-third of residents in Jefferson County and Madras lived in a different county in 1995; about 16% of Madras residents lived in a different state in 1995. These trends indicate that migration is an important factor in Madras' past growth.

Madras has the largest proportion of Hispanic/Latino residents in Jefferson County.

- In 2000, Madras' population was about 36% Hispanic/Latino, significantly higher than 18% in Jefferson County, 4% in Deschutes County, or 8% for Oregon. Madras' Hispanic/Latino population grew by 146% between 1990 and 2000.

Several other factors justify a higher growth rate in the near term (2005-2026).

- Madras is the least expensive housing market in Central Oregon. Lot prices are significantly lower in Madras; land is a significant contributor to overall housing prices. Development activity is increasing in Madras and Jefferson County—due in large part to more affordable housing. A proposed 1,700 unit master planned community in Madras provides evidence of this trend. This housing and land price differential will have a measurable impact on population increases in Jefferson County and its communities.
- Development proposals that are under review or have been approved suggest a lot of development is in the pipeline. For example, in March 2006 when this report was completed, Madras had over 3,000 single-family dwelling lots either platted or in process of submission for platting. Specifically, the east side development for Madras is planned for 1,700 units, plus commercial. A large Portland developer has submitted a proposal for 230 single-family dwelling units in Madras. These data suggest that Madras alone will average 70-75 new single-family dwellings annually in the 2007-2009 period and, more than 100 annually in the 2010-2020 period.
- The Community Impact Study estimates that the prison will have a direct population impact of 1,582 new persons in Madras. These individuals would be on top of any baseline growth projection.

In summary, rapid employment growth near Madras from the correctional facility, combined with new housing opportunities that have very competitive pricing and options, suggests that growth rates in Jefferson County and its cities will occur in the near term (the next 10 years) at rates higher than recent historical averages. The findings above support the assumed growth rate of 4.5% annually for the 2006-2011 period, of 4.0% for the 2011- 2026 period, and of 2.7% annually for the 2026-2056 period.