



# Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

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Salem, OR 97301-2540

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www.lcd.state.or.us



## NOTICE OF ADOPTED AMENDMENT

06/29/2009

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

**FROM:** Plan Amendment Program Specialist

**SUBJECT:** City of Eugene/Springfield Plan Amendment  
DLCD File Number 003-08

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures\*

**DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL:** Friday, July 10, 2009

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

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

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

**Cc:** Gregory Mott, City of Eugene/Springfield  
Gloria Gardiner, DLCD Urban Planning Specialist  
Ed Moore, DLCD Regional Representative

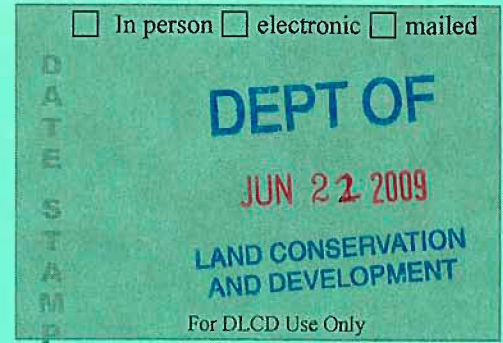
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PROF 2

DLCD

# 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 Springfield (E/S METRO)** Local file number: **LRP 2008-00009**

Date of Adoption: **June 15, 2009** Date Mailed: **June 19, 2009**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date: **8/27/2008**

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

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

Adopt a new population projection for the years 2010-2030 and 2030-2035 for the City of Springfield

Does the Adoption differ from proposal? Please select one

The population figure submitted with the notice of proposed amendment has been adjusted from 82,616 to 81,607 to reflect figures generated by Portland State University and adopted by Lane County as the coordinated population forecast for Lane County and the 12 cities within Lane County.

Plan Map Changed from: \_\_\_\_\_ to: \_\_\_\_\_

Zone Map Changed from: \_\_\_\_\_ to: \_\_\_\_\_

Location: \_\_\_\_\_ Acres Involved: \_\_\_\_\_

Specify Density: Previous: \_\_\_\_\_ New: \_\_\_\_\_

Applicable statewide planning goals:

- |                                     |                          |                          |                          |                          |                          |                          |                          |                                     |                                     |                                     |                          |                          |                                     |                          |                          |                          |                          |                          |
|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>1</b>                            | <b>2</b>                 | <b>3</b>                 | <b>4</b>                 | <b>5</b>                 | <b>6</b>                 | <b>7</b>                 | <b>8</b>                 | <b>9</b>                            | <b>10</b>                           | <b>11</b>                           | <b>12</b>                | <b>13</b>                | <b>14</b>                           | <b>15</b>                | <b>16</b>                | <b>17</b>                | <b>18</b>                | <b>19</b>                |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Was an Exception Adopted?  YES  NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?  Yes  No

If no, do the statewide planning goals apply?  Yes  No

If no, did Emergency Circumstances require immediate adoption?  Yes  No

**DLCD FILE No 003-08 (17114) [15579] E/S METRO**



**DLCD file No.** See First Page

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

DLCD, Lane County, the cities of Eugene, Florence, Veneta, Dunes City, Junction City, Coburg, Creswell, Oakridge, Westfir, Cottage Grove, Lowell, School District 19.

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Local Contact: **Greg Mott**

Phone: (541) 726-3774 Extension: 3774

Address: **225 Fifth Street**

Fax Number: **541-726-3689**

City: **Springfield**

Zip: **97477**

E-mail Address: **gmott@ci.springfield.or.us**

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## **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. **Send this Form and TWO Complete Copies** (documents and maps) of the Adopted Amendment to:  

**ATTENTION: PLAN AMENDMENT SPECIALIST**  
**DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT**  
**635 CAPITOL STREET NE, SUITE 150**  
**SALEM, OREGON 97301-2540**
2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **[larry.french@state.or.us](mailto:larry.french@state.or.us)**.
3. **Please Note:** Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **twenty-one (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **<http://www.lcd.state.or.us/>**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **[larry.french@state.or.us](mailto:larry.french@state.or.us)** - **Attention: Plan Amendment Specialist**.

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**AGENDA ITEM SUMMARY**

**Meeting Date:** June 15, 2009  
**Meeting Type:** Regular Session  
**Department:** Development Services  
**Staff Contact:** Greg Mott  
**Staff Phone No:** 726-3774  
**Estimated Time:** 15 Minutes

**SPRINGFIELD  
CITY COUNCIL**

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**ITEM TITLE:** AMEND THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) TO INCLUDE A NEW POPULATION PROJECTION FOR THE CITY OF SPRINGFIELD.

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**ACTION REQUESTED:** Conduct a third reading and adopt/not adopt the following Ordinance:

AN ORDINANCE AMENDING CHAPTER I, INTRODUCTION AND PURPOSE SECTION OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN BY ADDING A POPULATION FORECAST FOR THE CITY OF SPRINGFIELD FOR THE PERIOD 2010-2030 AND INCLUDING THE PERIOD 2030-2035 AND ADOPTING A SEVERABILITY CLAUSE.

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**ISSUE STATEMENT:** The City must have a population forecast in order to adopt an urban growth boundary. Portland State University has completed a coordinated population forecast for Lane County and all Lane County cities. The statutory methodology, based on the current forecast prepared by the state Office of Economic Analysis (EOA), may be adopted into the Metro Plan unilaterally by the City of Springfield as provided in ORS 195.034 and 197.304. As it happens, however, Lane County's proposed population forecast is converging on a 2030 forecast well within the range of permissible statutory forecasts. Therefore, the Council has the discretion to adopt the forecast provided by Lane County in the interests of heightened intergovernmental coordination.

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**ATTACHMENTS:**

1. Ordinance and Exhibits
2. Population Forecasts for Lane County, its Cities and Unincorporated Areas 2008-2035, May 2009 prepared by Portland State University

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**DISCUSSION/  
FINANCIAL  
IMPACT:** This ordinance has appeared on the April 6, May 4, and May 18, 2009 City Council agendas. On April 6 the Council extended the written record two weeks. On May 4 the Council agreed to continue deliberation until May 18 to allow city staff an opportunity to address the Lane County Board after the final PSU forecast was prepared. On May 18 the Council was informed of the Board's intent to conduct a public hearing on June 3 and adopt a coordinated forecast by June 17. The Council deferred consideration until June 15 to determine the Board's position and expected action. The Board held a public hearing, closed the record and set June 17 for deliberation and adoption of an ordinance that relies upon the final population figures prepared by Portland State University. These figures are identical to the figures that appear in the City's Metro Plan amendment ordinance (Attachment 1) and include separate numbers for urban transition area populations east and west of I-5 as required by HB 3337.

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**AN ORDINANCE AMENDING CHAPTER I, INTRODUCTION AND PURPOSE SECTION OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN BY ADDING A POPULATION FORECAST FOR THE CITY OF SPRINGFIELD FOR THE PERIOD 2010 – 2030 AND THE PERIOD 2030-2035, AND ADOPTING A SEVERABILITY CLAUSE.**

The City Council of the City of Springfield finds that:

**WHEREAS**, ORS 197.304 requires the City of Springfield to establish, separately from any other city in Lane County, an urban growth boundary (UGB), consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and, demonstrate by December 31, 2009 that its comprehensive plan provides sufficient buildable lands within its UGB established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years as provided in ORS 197.296; and

**WHEREAS**, Statewide Land Use Goal 14 (the Urbanization Goal) requires establishment and change of UGBs to be based on demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

**WHEREAS**, Oregon Administrative Rule 660-024-0030 requires cities to adopt a 20-year population forecast for the urban area into the comprehensive plan or in a document referenced by the plan; and

**WHEREAS**, the Urbanization Goal and Oregon Administrative Rule 660-024-0040 require a city's UGB to be based on the adopted 20-year population forecast for the city's urban area and also requires that the city's UGB provide sufficient supplies of land for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14; and

**WHEREAS**, the Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) is the sole acknowledged comprehensive land use plan for Springfield; and

**WHEREAS**, the *Metro Plan* contains a single, metropolitan-wide UGB that is based on a single, metropolitan-wide population forecast; and

**WHEREAS**, it is necessary for the City to have a 20-year forecast as soon as possible in order to meet its obligations under ORS 197.304 by the statutory December 31, 2009 deadline; and

**WHEREAS**, Lane County is in the process of adopting a countywide coordinated population forecast and hopes to be able to adopt a 2030 forecast for Springfield's urban growth area by June 17, 2009 in time for the City to use the county's forecast in meeting its statutory obligation under ORS 197.304; and

**WHEREAS**, the City would prefer to use the County's forecast if it is adopted by June 17, 2009;  
and

**WHEREAS**, the City has coordinated extensively with the county staff and the Lane County Board of Commissioners in order to enable the City to use the County's coordinated forecast; and

**WHEREAS**, it appears that the County will adopt the following coordinated forecasts for the Springfield urban growth area for the years 2030-2035 by no later than June 17, 2009:

2030: 81,607

2031: 82,251

2032: 82,895

2033: 83,539

2034: 84,183

2035: 84,827

**WHEREAS**, if these figures are adopted by the County on or before June 17, 2009, the City intends to adopt these figures as its coordinated population forecasts; and

**WHEREAS**, the City's population forecast consultants have confirmed that the county's proposed forecast is well within the narrow 2-percent range of uncertainty for an alternative statutory forecast because of mismatches between the boundaries of the urban growth area and census block boundaries; and

**WHEREAS**, as a precaution in case a Lane County coordinated forecast is not in place in time for the City to use it in meeting its statutory obligations, the City has complied with alternative statutory procedures.

**NOW, THEREFORE, THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD DOES ORDAIN AS FOLLOWS:**

**Section 1:** The Metro Plan, Chapter I, Introduction, Purpose section, is hereby amended to add and provide as follows:

**"In order to achieve timely compliance with the statutory obligation under 2007 Or Laws Chapter 650, the City of Springfield separately adopts the following population forecast pursuant to 2007 Or Laws Chapter 689, and for the 20-year planning periods ending in the years 2030-2035: City of Springfield Jurisdictional Area: 2030: 82,616; 2031: 82,251; 2032: 82,895; 2033: 83,539; 2034: 84,183; 2035: 84,827."**

**Section 2:** The findings set forth in attached Exhibit A are adopted as findings in support of this Ordinance.

**Section 3:** If any section, subsection, sentence, clause, phrase or portion of the Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

Adopted by the Common Council of the City of Springfield this \_\_\_\_ day of June, 2009 by a vote of \_\_\_\_ in favor and \_\_\_\_ against.

Approved by the Mayor of the City of Springfield this \_\_\_\_ day of June, 2009.

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
City Recorder

## MEMORANDUM

City of Springfield

<b>To:</b>	The Planning Commissions of Springfield, Eugene and Lane County
<b>From:</b>	Gregory Mott, Planning Manager
<b>Date:</b>	October 30, 2008
<b>Subject:</b>	Metro Plan Text Amendments: New Population Forecasts for Eugene and Springfield

## Issue

The 2007 Oregon legislature amended ORS 197 Comprehensive Land Use Planning Coordination by adding ORS 197.304(1) (a&b), (2) and (3) which state in part: *“a city within Lane County that has a population of 50,000 or more shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall...establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and demonstrate... that its comprehensive plan provides sufficient buildable lands within an urban growth boundary...to accommodate estimated housing needs for 20 years.”*<sup>1</sup>(Emphasis added)

The housing need determination required by this statute cannot be completed without a new 20-year population forecast for each city. A population forecast cannot be used for this purpose until it has been adopted into the comprehensive plan or a document included in the comprehensive plan by reference.<sup>2</sup> The existing *Metro Plan* population forecast is the aggregated total for the metro region, not for each city, and extends only to the year 2015. The cities are proposing separate population forecasts for the planning period 2009-2029 or 2010-2030 depending upon the completion date of their obligations under ORS 197.304, and that these forecasts be based upon the safe harbor methodology as provided in ORS 195.034. The following text is proposed to be added to Chapter 1 of the *Metro Plan*:

***In order to achieve timely compliance with their statutory obligations under 2007 Or Laws Chapter 650, the Cities of Eugene and Springfield adopt the following “safe harbor” forecasts for their respective jurisdictional areas pursuant to 2007 Or Laws Chapter 689:***

	<i>For the Planning Period Extending Through 2029</i>	<i>For the Planning Period Extending Through 2030</i>
<i>The UGB west of I-5 (Eugene)</i>	<b>219,275</b>	<b>221,515</b>
<i>The UGB east of I-5 (Springfield)</i>	<b>81,684</b>	<b>82,616</b>

<sup>1</sup> ORS 197.296 specifies that the 20 year period for the needed housing determination *“commences on the date initially scheduled for completion of the periodic review or legislative review.”* The cities consider the provisions of ORS 197.304 as a mandate for a legislative review of the buildable lands inventories of both cities and that this review must be completed within two years of the effective date of the 2007 Act [January 1, 2008].

<sup>2</sup> Ref. ORS 195.034(3)(a)(B)



## Discussion

The legislative mandate calling for separate UGBs for Eugene and Springfield also requires separate needed housing determinations to be completed by December 31, 2009. The housing determination is essentially an analysis that demonstrates that housing need can be accommodated by existing land capacity (inventory) or that projected need exceeds the existing land capacity.<sup>3</sup> Either determination has its own conclusion and appropriate response that eventually will be articulated within the comprehensive plan, but the determination cannot be made without a population forecast for the appropriate planning period:

*"Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast...the adopted forecast must be included in the comprehensive plan or in a document referenced by the plan."* (OAR 660-024-0030 Population Forecasts) and;

*"The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule."* (OAR 660-024-0040 Land Need)

The critical provisions in the administrative rule are: 1) the UGB *must* be based on the population forecast; and 2) the forecast is for *each* urban area, i.e., the municipality within the UGB. No previous coordinated population process has ever included separate forecasts for Eugene or Springfield therefore there are no forecasts, recent or otherwise, for either city.

Population forecasting is regulated by ORS 195 and by the interpretive rules of OAR 660-024-0030. There are basically two processes that may be used to create population forecasts that can be adopted into comprehensive plans. The first, and until the 2007 legislative session, only process to create population forecasts is found in ORS 195.036:

*"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 methodology for the forecasts required by ORS 195.025(1) is described in OAR 660-024-0030(2) as follows:

*"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."*

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<sup>3</sup> Ref. ORS 197.296 et seq.

The 2007 Oregon legislative session included new provisions to ORS 195 by adding 195.034 *Alternate Population Forecast*. In summary, this provision allows cities to adopt a "safe harbor" forecast that relies on the assumption that the urban area's current share of the county population will remain constant for a 20-year planning period based on the forecast for that 20-year period prepared by the Office of Economic Analysis. The baseline relationship is established by "the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the United States Census Bureau." (195.034(2)(a & b) (See also Attachments 3 and 6) This alternate forecast process is only available to cities "If the coordinating body has not adopted a forecast as required by ORS 195.036 or if the current forecast was adopted more than 10 years before the city initiates an evaluation or amendment of the city's urban growth boundary." (ORS 195.034(2)) As this memorandum and the enclosed staff report point out, the *Metro Plan* contains a single population forecast for the metro area and not for each city; the forecast applies to a single metro area urban growth boundary, not separate urban growth boundaries required by ORS 197.304; the adopted planning period extends only until 2015, not 2029 or 2030; and the requirements of ORS 197.304 serve as a mandate to perform a legislative review of the cities residential lands inventory to determine sufficiency of that inventory for a 20-year planning period.

### Additional Information

The proposal is classified as a Type I *Metro Plan* amendment because it is a non-site specific text amendment. Amendments to the Plan text that are non site-specific require approval by all three governing bodies to become effective (See SDC 7.070(1)(a), Eugene Code 9.7730(1)(a), and Lane Code 12.225(1)(a)(i)). The planning commissions will conduct the initial evidentiary hearing and then forward the record of this hearing and a recommendation to their respective elected officials. The planning commissions may take this action collectively or independently as the circumstances provide. The elected officials will then conduct a joint public hearing on the amendments and make a decision based on the record of evidence created before the planning commissions and any new evidence that might be entered into the record of the hearing before the elected officials. Each governing body may approve, modify and approve, or deny the proposed amendment. However, all three governing bodies must adopt identical ordinances to complete the amendment process.

There are two additional population forecasts currently underway within Lane County. On August 20, 2008 the Board of Commissioners adopted Board Order 08-8-19-1 directing staff to commence a countywide coordinated forecast effort for ultimate consideration as a post-acknowledgment plan amendment to the Lane County Comprehensive Plan consistent with the provisions of OAR 660-024-0030 . On October 2, 2008 an application to amend the Lane County Rural Comprehensive Plan for new population forecasts for the Cities of Florence, Dunes City, Veneta, Junction City, Coburg, Creswell, Cottage Grove, Lowell, West Fir and Oakridge was deemed complete by Lane County.

The proposed *Metro Plan* amendment is not at odds with or at counter purposes to these other population forecast activities. The Lane County initiative will result in a coordinated population forecast for the county and all cities within the county. Eugene and Springfield have already requested Lane County adoption of the safe harbor methodology for the two new urban areas created by ORS 197.304; the county is not prevented from taking such action by ORS 195. The proposal by the 10 small cities seeks to amend the Lane County Rural Comprehensive Plan, not the *Metro Plan*. In addition, Appendix E of the small cities' submittal includes a table that identifies the proposed coordinated population forecast for all cities in Lane County, including Eugene and Springfield, and that table shows Eugene's 2030 population forecast at 221,515 and Springfield's 2030 population forecast at 82,616; these are the same figures Eugene and Springfield submitted to DLCDC (Attachment 3) and which appear on the first page of this memorandum and the first page of the enclosed staff report.

### Conclusion

The proposed *Metro Plan* amendments are necessary to allow each city to comply with part of its obligations under ORS 197.304. The proposed amendments are consistent with the provisions of ORS 195.034, ORS 197.296, and OAR 660-008, 660-009, 660-012, and 660-024. The enclosed Staff Report demonstrates additional conformance by identifying how these proposals satisfy the criteria for Plan amendment in Chapter 5, Section 5.14-135(C) of the Springfield Development Code; Eugene Code 9.7730(3) and Section 12.225(2)(a&b) of the Lane Code.

### Alternatives/Options

There are several options available to the planning commissions:

- Continue the hearing to a date certain to allow additional testimony and/or respond to questions by the commissions or public;

- Leave the record open for a specific period of time to allow additional testimony and rebuttal and either reconvene in a joint session or in individual venues;

- Close the record and deliberate.

Upon conclusion of deliberations, the planning commissions may choose to:

- Forward a recommendation to adopt the proposal to their respective elected officials;

- Forward a recommendation to adopt a modified proposal to their respective elected officials;

- Forward a recommendation to not adopt the proposal to their respective elected officials.

### Attachment

Attachment 1 Analysis and Findings of compliance with the *Metro Plan* and Statewide Planning Goals, Oregon Revised Statutes and Oregon Administrative Rules (This document includes 6 attachments)

Staff report and findings of compliance with the *Metro Plan* and Statewide Goals, Oregon Revised Statutes and Oregon Administrative Rules for proposed safe harbor population forecasts for Eugene and Springfield

Springfield File LRP 2008-00009/Eugene File MP-08-02: Amendments to the *Metro Plan* to provide Eugene and Springfield with separate, new 20-year population forecasts.

**Applicant**

The Cities of Eugene and Springfield

**Nature of the Application**

The applicants propose to amend the Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) by adding the following text as the third paragraph of Chapter I, Introduction Purpose Section on Page I-1:

*In order to achieve timely compliance with their statutory obligations under 2007 Or Laws Chapter 650, the cities of Eugene and Springfield adopt the following safe harbor forecasts for their respective jurisdictional areas pursuant to 2007 Or Laws Chapter 689:*

	For Planning Period Extending Through 2029	For Planning Period Extending Through 2030
For that portion of the Eugene-Springfield urban growth boundary that lies west of the Interstate 5 Highway	219,275	221,515
For that portion of the Eugene-Springfield urban growth boundary that lies east of the Interstate 5 Highway	81,684	82,616

**Safe Harbor Statute**

The subject amendments are proposed pursuant to Section 2 of the "safe harbor" population forecast statute adopted by the 2007 legislature in order to allow the cities of



Eugene and Springfield to timely meet their obligations under the separate-urban-growth boundary statute adopted by the same 2007 legislature.

ORS 2007 Oregon Laws Chapter 689, codified as ORS 195.034, provides as follows:

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

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

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

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

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

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

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

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

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

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

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

### **Applicable standards and procedures**

The applicable standards and procedures for adoption of the subject amendments are provided by the above statute and applicable provisions of ORS 197.610 to ORS 197.650, commonly known as the Post-Acknowledgment Plan Amendment, or PAPA, statutes. While it is relatively straightforward, the 2007 safe harbor forecast statute is new and has not yet been subject to authoritative interpretation through LCDC rulemaking.

Accordingly, staff recommends a conservative approach to avoid unnecessary delay and litigation. This means following additional normally-applicable plan-amendment procedures and adopting additional findings insofar as they can reasonably be provided consistent with the cities' statutory obligations to complete key forecast-dependent tasks by January 1, 2010. At the same time, each city should adopt severability clauses and findings that protect its ability to defend its action based upon its own reading of what the safe harbor statute actually requires.

### **Background**

The 2007 Oregon legislature adopted HB3337 by amending ORS 197 to add ORS 197.304(1)(a)&(b),(2) and (3). The provisions of this law require Eugene and Springfield, separately from any other city in Lane County, to perform the following:

*(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and*

*(b) Demonstrate, as required by ORS 197.296 that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.*

The statute also requires that, by January 1, 2010, each City must:

- “(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and
- (b) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.”<sup>1</sup>

In order for the cities to determine the number of units and amount of land needed for housing for the next 20 years, a new population forecast for each city for the next 20 years needs to be prepared and adopted into the comprehensive plan (*Metro Plan*), or in “a document included in the plan by reference,” such as an inventory, functional plan, or other refinement plan. (NOTE: Consistent with the conservative approach recommended above, a city may choose to adopt its forecast into a separate plan document specific to its jurisdictional area as well as into the main plan text.)

LCDC’s Urbanization Goal, also known as Goal 14, was amended in 2006 to require that Urban Growth Boundaries be consistent with a “20-year forecast.” LCDC’s interpretive rules flesh this requirement out. OAR 660-024-0040 provides as follows:

*(1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, [or in ORS 197.036] and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision.*

*(4) The determination of 20-year residential land needs for an urban area must be consistent with the adopted 20-year coordinated population forecast for the urban area [or with an adopted ORS 197.034 safe harbor forecast], and with the requirements for determining housing needs in Goal 10, OAR 660, division 7 or 8, and applicable provisions of ORS 197.295 to 197.314 and 197.475 to 197.490.*

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<sup>1</sup>A section of the 2007 legislation that was not included in the statute provides: “A local government that is subject to section 2 of this 2007 Act [197.304] shall complete the inventory, analysis and determination required under ORS 197.296(3) to begin compliance with section 2 of this 2007 Act within two years after the effective date of this 2007 Act [January 1, 2008]”

While it is clear that the work required by ORS 197.296(3) must be completed by a date certain, the statute is not as precise regarding the timing or sequence of other requirements of the Act. For example, the statute does not explicitly provide that separate UGBs must be established before the ORS 197.296(3) work is complete; or that the UGBs must be established within two years of the effective date of the Act; or that there is a deadline to comply with the provisions of ORS 197.296(6) in terms of "amending its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years."<sup>2</sup> It is unclear whether the statute allows a city to "complete" the inventory, analysis and determination required under ORS 197.296 by adopting them as Post-Acknowledgement Plan Amendments subject to revision at the time of adoption of its Urban Growth Boundary. DLCD, the LCDC, and LUBA have all taken the position that a city cannot complete its obligations under ORS 197.296 as a whole without adopting a final decision to expand or retain its existing Urban Growth Boundary. *DLCD v. City of McMinnville*, 41 Or LUBA 210 (2001). Although it is not certain, coordination meetings of staffs for the cities, the county, and DLCD have resulted in a consensus that HB 3337 probably creates an exception to the McMinnville rule by setting an explicit deadline for completion of specific steps along the way.

Staff believes that the ORS 197.296 determination can best be implemented by following these steps:

- 1) adopt new, separate 20-year population forecasts into the comprehensive plan for the Eugene urban area and the Springfield urban area;
- 2) assume for study purposes that each city's current UGB is that part of the acknowledged Metro UGB within its jurisdictional area as defined by the *Metro Plan*, i.e., its side of Interstate 5; and
- 3) proceed with the determinations required by ORS 197.296 and establish their separate UGBs consistent with all applicable statutes, goals, and rules based on (1) and (2).

If the inventories, analyses, and determinations that HB 3337 requires to be completed by January 1, 2010 reveal that one or both of the cities need to expand the UGB to satisfy projected need, then formal establishment of the larger UGB or UGBs would require evaluation and comparison of alternative expansion areas consistent with ORS 197.298, which establishes a tiered system generally favoring inclusion of non-resource lands before resource lands, and other applicable requirements of the Urbanization Goal, other statewide goals, and LCDC's interpretive rules.

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<sup>2</sup> Notwithstanding the absence of a specific deadline, HB 3337 implicitly requires that the entire process, including establishment of each city's separate UGB, be completed before the "inventory, analysis, and determination" required to be completed by January 1, 2010 becomes so outdated that it no longer provides a basis for demonstrating compliance with the requirement of HB 3337 and ORS 197.296 that the new UGB provide sufficient buildable lands to accommodate estimated housing needs for the next 20 years.



### Discussion

The determination required by ORS 197.296 is that the comprehensive plan provides sufficient buildable lands within the urban growth boundary to accommodate estimated housing needs for 20 years. Neither the inventory of buildable lands nor the UGB can be established or amended without a 20-year population forecast, the subject of this proposed Metro Plan amendment. ORS 195 establishes the requirement for coordinated population forecasts:

*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. (Emphasis added)*

As amended in 2007, at the same time that HB 3337 was heard and adopted, ORS 195 now also establishes an alternate safe harbor population forecast process and methodology that replace those set forth in ORS 195.036 and LCDC's implementing rules. The new statutory safe harbor is available if a city initiates an evaluation or amendment of its UGB and the current adopted forecast was adopted more than 10 years before the initiation of the evaluation. Its standards and procedures replace those otherwise required; that's the whole purpose and effect of a safe harbor. As a result, the evidence and findings need only address the requirements of the statute.

To be conservative and avoid unnecessary litigation, this staff report and the proposed findings also address and document consistency with otherwise applicable state land use goals and rules and local plan amendment standards and procedures, and the commissions should allow testimony concerning the applicability and effect of any such goal, rule, or policy. However, the city will reserve the right to defend its decision, whatever it may be, based solely upon what the safe harbor statute actually requires. The full text of the safe harbor statute is set forth at pages 1 - 3 above.

It is apparent that the mandate of ORS 197.304 requires a new 20-year population forecast; that such a forecast must be consistent with the 2007 statute's requirement of two separate UGBs rather than a single metro-UGB (as currently exists in the *Metro Plan*); and that the forecast must be adopted into the *Metro Plan* well before the cities complete the tasks subject to the statutory December 29, 2009 deadline.

Our review of ORS 195.034 has determined that the cities are eligible to pursue the safe harbor alternate population forecast for the following reasons:

1. The coordinating body has not adopted a forecast as required by ORS 195.036. The existing 20-year planning horizon of the *Metro Plan* extends only to 2015; the ORS 197.304 mandate requires a planning horizon out to at least 2029.

2. The existing population forecast is a metro-wide forecast based on a single metropolitan UGB; the ORS 197.304 mandate requires each city, separately from any other city, to establish an urban growth boundary and determine that sufficient buildable lands are contained within that urban growth boundary to accommodate estimated housing needs for 20 years. Eugene and Springfield have never had separate UGBs or separate buildable lands inventories or separate population forecasts.

3. The two year deadline for the ORS 197.296(3) work requires an efficient and reliable population forecast methodology and process. Not surprisingly, considering that it was adopted at the same time as HB 3337, ORS 195.034 satisfies these considerations more favorably than available alternatives.

4. The cities have initiated the safe harbor process and have requested that the county adopt the proposed safe harbor forecasts. On May 19, 2008 and June 11, 2008 the Springfield City Council and Eugene City Council, respectively, endorsed the safe harbor alternate population forecast methodology and process and initiated a *Metro Plan* amendment that would incorporate into the *Metro Plan* an ORS 195.034(2) population forecast for Eugene and Springfield.

On June 25, 2008 the planning directors of Eugene and Springfield submitted a letter (Attachment 1) to the Lane County Board of Commissioners requesting that the Board of Commissioners, in their newly reestablished role as coordinating body for Lane County coordinated population forecasting, adopt the safe harbor alternate population forecast for Eugene and Springfield.

On July 21, 2008, City of Springfield staff sent an email (Attachment 2) to Lane County staff requesting the Board of Commissioners to include language in a proposed Board action [entering into a contract with Portland State University to conduct a coordinated population forecast for the County] that would not preclude other jurisdictions within Lane County from seeking the safe harbor alternate population forecast.

On August 27, 2008, City of Springfield staff mailed a "Notice of Proposed Amendment" to the Department of Land Conservation and Development (Attachment 3) communicating that the cities of Eugene and Springfield had initiated amendments to the *Metro Plan* to adopt new population forecasts, pursuant to ORS 195.034, to comply with the needed housing determination required by ORS 197.304. The notice included the same proposed text that appears on the first page of this report. The notice to DLCD is prescribed in ORS 197.610 and is required to be submitted at least 45 days prior to the initial public hearing.

5. The two cities have provided notice to the other local governments in the county.

On October 6, 2008, the planning directors of Eugene and Springfield sent a letter (Attachment 5) to the Mayors and City Administrators of the ten incorporated cities in Lane County advising them that the cities of Eugene and Springfield were pursuing the safe harbor alternate population forecast as provided in ORS 195.034. The letter further

advised that the joint planning commissions of Eugene, Springfield and Lane County would be conducting a joint public hearing on this proposed comprehensive plan amendment on November 6, 2008 in the Springfield City Hall. Lane County staff was provided with a copy of one of these letters by email as an example of the larger mailing.

6. The county has not yet taken action on either of the cities' proposed forecasts. It is unclear exactly what the statute means by "take action" when it says that a city may adopt the safe harbor forecast if "the coordinating body does not take action on the city's proposed forecast . . . within six months of the city's written request for adoption of the forecast." Considered in light of the purpose of the safe harbor, which is to enable cities to meet their obligations to provide adequate and up-to-date land supplies under various state planning laws, goals, and rules, the term "take action" must mean the formal adoption by the coordinating body of another valid forecast for the requisite 20-year period under ORS 195.036 and LCDC's implementing goals and rules.

7. The proposed forecasts correctly interpret and apply the methodology prescribed by the safe harbor statute as follows:

(a) As explained in more detail below, the proposed forecasts are based on the population forecast prepared by the Office of Economic Analysis for a 20-year period that commences when the city initiates the evaluation or amendment of the city's urban growth boundary. Each city will initiate the evaluation of its urban growth boundary in 2009 when it conducts public hearings on the tasks required by HB 3337.

(b) As explained in more detail below, each of the proposed forecasts assumes that its urban area's share for the forecasted county population determined under paragraph (a) will be the same as its urban area's current share of the county population based on the most recent certified population estimates from Portland State University and the most recent data for its urban area published by the United States Census Bureau.

#### **Metropolitan Area General Plan Amendment Criteria**

The proposed amendment is a non-site specific amendment of the Plan text. Therefore, except to the extent pre-empted by ORS 197.304, it is classified as Type I *Metro Plan* amendment that requires participation and adoption by all three governing bodies. Springfield, Eugene and Lane County adopted identical *Metro Plan* amendment criteria into their respective implementing ordinances and codes. Springfield Development Code (SDC) Chapter 5, Section 5.14-135(C) (1 & 2), Eugene Code 9.7730(3), and Lane Code 12.225(2) (a & b) include criteria of approval that require that the amendment be consistent with relevant statewide planning goals and that the amendment not make the *Metro Plan* internally inconsistent.

These additional potential criteria and the staff responses fill the remaining pages of this report; however, all of the following findings are made subject to the reservation that they may be wholly or partially pre-empted by ORS 197.304(1) which says that

“Notwithstanding an intergovernmental agreement . . . or acknowledged comprehensive plan provisions to the contrary,” the cities of Eugene and Springfield shall both:

*(a) establish separate 20-year urban growth boundaries, and*

*(b) demonstrate that their separate boundaries provide sufficient buildable residential lands for the next 20-years as required by ORS 196.296.*

**(a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission;**

As a preface to this section of the staff report it is useful to provide some context to what is being proposed in this amendment; why the only amendment being sought is a new population forecast for each city; and how this action will establish part of the necessary basis for future significant changes to the *Metro Plan*.

Both cities know they have considerable work ahead of them as they undertake compliance with ORS 197.304. As the Background and Discussion sections in this report have already demonstrated, the new law that is the cause of this work is a significant departure from the laws and agreements that have bound the two cities and county together since the original acknowledgment process and two subsequent periodic reviews. There is no case law that provides guidance or defines nuance; there is no administrative rule that says how you interpret this law; and there is no precedent elsewhere to use as a model for this action. Eugene and Springfield have a single metro-wide UGB; they will soon have separate municipal UGBs. Eugene and Springfield have shared a single metro-wide residential lands inventory because of the single UGB; they will soon have separate residential lands inventories contained within their separate UGBs. Eugene and Springfield have shared a single metro-wide population and employment forecast because they've shared a single UGB; now they must begin this compliance process by adopting separate population forecasts into a comprehensive plan that still recognizes the current single, shared UGB and a single, shared residential lands inventory.

Will all references to a single population, a single UGB and a single buildable lands inventory be amended in this action? No. The proposed amendment is intended to start a lengthy process of *Metro Plan* amendments involving the creation of separate UGBs and separate inventories.

All of those changes cannot be predicted; they must be based on compliance with the goals. That cannot occur in the absence of the facts necessary to support the changes.

The first step in that process (as explained previously) is adopting a new population forecast; the proposed amendment says we are undertaking this action to achieve timely compliance with the statutory obligations of the law. *Timely* compliance is a reference to the safe harbor alternative forecast method, but *compliance* with statutory obligations (plural) also is meant to convey that we recognize the extent of this obligation and are



beginning with the first step. Also, by inserting this text on the first page of the first chapter of the Plan, we believe the proper context is provided for this initial action; what may be perceived as a conflict with a different population figure elsewhere in the Plan is resolved by the explicit requirements of the 2007 statute and the language of the amendment explaining that the new forecasts implement that statute and address a new 20-year planning period and that the conversion from pre-HB3337 structure will occur in phases, over time, so that these new population figures are properly matched with new UGBs and new inventories *as they are established*.

A demonstration of compliance with the state-wide goals for this amendment, if required at all, is primarily related to Goals 1 and 2 as the remaining goals either don't apply within UGBs (3 & 4) or don't apply here in the Willamette Valley (16-19); the other goals are not affected by a population forecast alone, but can have applicability when subsequent actions that rely upon the forecast are proposed. In spite of the indirect nature of the relationship between the proposed amendment and the goals, an explanation was provided explaining why this action was not contrary to the goals.

### **Goal 1 – Citizen Involvement**

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

The two cities and the county have acknowledged land use codes that are intended to serve as the principal implementing ordinances for the *Metro Plan*. Chapter 5 of the SDC, *Metro Plan Amendments; Public Hearings*, prescribe the manner in which a Type I *Metro Plan* amendment must be noticed. Citizen involvement for a Type I *Metro Plan* amendment not related to an urban growth boundary amendment requires: Notice to interested parties; notice to properties and property owners within 300 feet of the proposal if site-specific; notice to neighborhood associations; published notice in a newspaper of general circulation; and notice to the Department of Land Conservation and Development (DLCD) at least 45 days before the initial evidentiary hearing (planning commission).

Notice of the joint planning commission hearing was mailed on October 14, 2008; notice was published in the Register-Guard on October 17, 2008; notice of the first evidentiary hearing was provided to DLCD on August 27, 2008; notice of this proposal and the joint planning commission hearing was sent to the cities of Florence, Dunes City, Veneta, Junction City, Coburg, Creswell, Lowell, West Fir, Oakridge, and Cottage Grove on October 6, 2008. Lane County received a copy of the DLCD notice and a sample copy of one of the letters sent to the other Lane County cities.

Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code, Chapter 5, Section 5.14-135, Eugene Code Section 9.7735, and Lane Code Sections 12.025 and 12.240.

## Goal 2 – Land Use Planning

*To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

*All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.*

*Implementation Measures – are the means used to carry out the plan. These are of two general types: (1) management implementation measures such as ordinances, regulations or project plans, and (2) site or area specific implementation measures such as permits and grants for construction, construction of public facilities or provision of services.*

The current version of the *Metro Plan* was last adopted in 2004 (Springfield (Ordinance No. 6087; Eugene Ordinance No. 20319; and Lane County Ordinance No. 1197) after numerous public meetings, public workshops and joint hearings of the Springfield, Eugene and Lane County Planning Commissions and Elected Officials.

Subsequent to these *Metro Plan* adoption proceedings, the 2007 Oregon Legislature adopted new laws that applied specifically to Eugene, Springfield and Lane County. ORS 197.304 requires Eugene and Springfield to adopt separate urban growth boundaries based on the jurisdictional responsibilities contained in the *Metro Plan* and to make a determination based on the provisions of ORS 197.296 that there is sufficient buildable lands within these UGBs to accommodate projected growth for the next 20 years. Under the new law, by December 31, 2009, the cities must inventory the supply of residential lands within their separate urban growth boundary areas, determine the housing capacity of the buildable lands, and conduct an analysis of housing needs to determine the number of units and amount of land needed for each needed housing type for the next 20 years. In response to this mandate, Eugene and Springfield have undertaken a necessary step in compliance by initiating a post-acknowledgement plan amendment of the *Metro Plan* to establish new population forecasts for each city that will comply with the required planning period of 20 years, and with the provisions of OAR 660-024-0040 which requires cities to have adopted population forecasts as a prerequisite to establishment of an urban growth boundary.

The *Metro Plan* is the land use or comprehensive plan required by this goal; the Springfield Development Code, the Eugene Code and the Lane Code are the implementation measures required by this goal. Comprehensive plans, as defined by ORS 197.015(5), must be coordinated with affected governmental units. Coordination means

that comments from affected governmental units are solicited and considered. The 10 cities in Lane County not participating as decision-makers in this matter received letters explaining the proposal by Eugene and Springfield to seek the safe harbor alternate population forecast as provided in ORS 195.034.

A comment letter from DLCD dated October 2, 2008 (Attachment 4) raises certain issues, which are addressed as follows:

1. A concern that the cities have not yet made the "request" for adoption called for by the safe harbor statute.

Staff and counsel believe that the explicit request set forth in the June 25, 2008 letter (Attachment 1) constitutes the required request.

2. A concern that the cities adopt a 20-year forecast that reflects a period that begins with the year the forecast is adopted and concludes 20 years later, i.e. 2009-2029 or 2010-2030.

The provisions of applicable laws and rules require a 20-year planning period; the forecast includes two calculations; one for the period 2009-2029 and one for the period 2010-2030 in order to adjust to the period consistent with the cities compliance with ORS 197.296. It is not our intent to suggest that a 19-year period or a 21-year period is allowed by law, but merely to advise this hearing process that a figure can be calculated using the safe harbor methodology for the 20-year planning period required by law.

3. A concern that the estimated population in Springfield's urban transition area is represented as 7,125 in "Table 9" but also as 6,478 in notes beneath the table (Attachment 9 of Attachment 3).

Staff apologizes for any confusion caused by the attachments sent to DLCD as part of the exhibits for this proposed *Metro Plan* amendment. The attachment combines "certified figures" which reflect the populations for Eugene and Springfield city limits as certified by Portland State University for the year 2007; and estimates of the urban transition area population based on number of dwelling units by type multiplied by the average household size for these types of dwelling units. The number of units was derived from a 2005 query of total residential addresses in the urban transition area stored in the Regional Land Information Database; average household size was provided by the 2000 census. This figure was further refined by applying a 5% vacancy rate. The alternative calculation for urban transition area population provided with this table is a simple share distribution, that is, Eugene's share of this population is 72.8% and Springfield's share is 27.2%. This apportionment is continued for the 20-year planning period, consistent with ORS 195.034 and results in population projections for Eugene and Springfield that maintain proportional population relationships between each city and the county and each city's urban transition area and the county; and between each city.

Neither urban transition area figure is a "certified" population figure, but the larger figure is consistent with the methodology provided in ORS 195.034; the smaller figure is consistent with the requirements of OAR 660-024-0030(2) regarding commonly accepted practices and standards of population forecasting. Using the larger figure of 7,125 and the certified figure of 57,320 provides Springfield a total of 64,445 or 18.7% of the County-wide total. Using the smaller figure of 6,478 and the certified figure of 57,320 provides a figure of 63,798 or 18.5% of the county-wide total. OAR 660-024-0030 specifies as follows:

*(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.*

Staff believe that the proportional share methodology provided in ORS 195.034 allows Eugene and Springfield to assert that this provision also applies to population estimates for the urban transition area; the .2% difference reflected in the two estimates referenced in the 10-2-08 letter from the State falls within the discretionary tolerances anticipated by OAR 660-024-0030 that the forecast is an estimate that *should not be held to an unreasonably high level of precision.*

4. A concern that the Eugene population represents 44.8% of the county-wide total but the 20-year projection of 221,515 represents 51% (51.4% actually).

The attachment does not allocate Eugene's share of the 31,430 people in the urban transition area. By deducting Springfield's allocation of 7,125 Eugene is left with 24,305; when this figure is combined with the certified figure of 153,690 the total allocation becomes 177,995 or 51.8% of the county-wide total, a proportional share that clearly falls within the discretionary tolerances foreseen in OAR 660-024-0030.

5. A concern that Springfield is allocated all of the 20-year population projected outside city limits but within the urban growth boundary.

The preceding explanation addresses this concern; a safe harbor population forecast for Eugene and Springfield maintains the existing proportion of urban transition area population for Eugene (72.8%) and Springfield (27.2%) through the 20-year planning period. This precise distribution is reflected in the population figures that appear on page 1 of this report.

### Goal 3 – Agricultural Lands

*To preserve and maintain agricultural lands.*

The proposed amendment will provide a separate population forecast for Eugene and a separate population forecast for Springfield out to the year 2029. No other changes to the *Metro Plan* are included in this proposal. These changes do not affect *Metro Plan* consistency with this goal and in any case, this goal does not apply within adopted, acknowledged urban growth boundaries. (See also OAR 660-024-0020)

### Goal 4 – Forest Lands

*To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.*

The proposed amendments do not affect *Metro Plan* consistency with this goal and in any case, this goal does not apply within adopted, acknowledged urban growth boundaries. (See also OAR 660-024-0020)

### Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources

*To protect natural resources and conserve scenic and historic areas and open spaces.*

The Cities have finished all work required under Goal 5 during the most recent Periodic Review (completed in 2007). Population projections alone do not impact land inventories; subsequent analysis of these inventories may proceed with the population figures, but that analysis and subsequent actions must observe applicable goals, statutes and rules. The proposed amendment does not affect acknowledged Goal 5 inventories so this proposal does not create an inconsistency with the goal. (See also OAR 660-023)

### Goal 6 – Air, Water and Land Resources Quality

*To maintain and improve the quality of the air, water and land resources of the state.*

This goal is primarily concerned with compliance with federal and state environmental quality statutes, and how this compliance is achieved as development proceeds in relationship to air sheds, river basins and land resources. An adopted population forecast for a new 20-year period has no direct affect on or applicability to this goal. Any actions affecting inventories or land use or development that occur as a result of the population

forecast are subject to the applicable goals, statutes and rules at the time those actions are undertaken.

### **Goal 7 – Areas Subject to Natural Disasters and Hazards**

*To protect people and property from natural hazards.*

The *Metro Plan* and the City's development code are acknowledged to be in compliance with all applicable statewide land use goals, including Goal 7. Population forecasts adopted into the comprehensive plan do not affect land use, development, or inventories. Subsequent actions based upon these forecasts and that may impact this goal are required to address this applicability during the public review and hearings process. This goal is unaffected by a new or amended population forecast.

### **Goal 8 – Recreational Needs**

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Goal 8 ensures the provision of recreational facilities to Oregon citizens and is primarily concerned with the provision of those facilities in non-urban areas of the state. Unlike planning for its residential, commercial or industrial land needs under Goals 9 and 10, planning for a city's recreational needs is largely a matter of local choice. The applicable statutes, Statewide Planning Goals and administrative rules are not prescriptive as to the amount of park land that a city must have to serve its population.

Willamalane and the City of Springfield co-adopted the Park and Recreation Comprehensive Plan in 2004. This plan has a recommended standard of two acres of park land for each 1,000 population. The 2004 plan projects an increase of 25,000 citizens by the end of the adopted 20-year planning horizon (2022).<sup>3</sup> Willamalane is a special service taxing district with the authorization to purchase, develop and maintain park facilities, but it has no authority or obligation for Goal 8 compliance; that responsibility lies with the City of Springfield after coordinating with the Park District. The *Metro Plan* has a horizon of 2015 therefore Willamalane's standard of two acres per 1,000 residents is a valid standard to the year 2015; anything beyond 2015 is not applicable to the *Metro Plan* even though Willamalane's plan extends to 2022. In the event Springfield adopts a new population forecast that extends the planning period to 2029 or later and there are subsequent impacts on the buildable lands inventories, the City will coordinate with Willamalane throughout these actions to maintain Goal 8 compliance through the new planning period of 2029.

<sup>3</sup> Page A-4, Willamalane Park and Recreation Comprehensive Plan



### Goal 9 – Economic Development

*To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

The adoption of the population forecast does not directly affect this goal. The amendments do not affect the amount of land designated or zoned for commercial use and will have no direct impact on the existing supply of or any existing commercially designated land. Therefore, the proposed code amendments are consistent with Statewide Planning Goal 9. Adopting a new population forecast consistent with ORS 195.034 is consistent with the provisions of OAR 660-024-0040 and OAR 660-009 Economic Development.

### Goal 10 – Housing

*To provide for the housing needs of citizens of the state.*

The cities are required by ORS 197.304 to complete part of the Goal 10 process (ORS 197.296(3)) within two years of the effective date of the Act. The ORS 197.296(3) determination involves the inventory, supply and demand analysis of residential land use needs for the forecast population of the 20-year planning period; this determination cannot occur without a population forecast.

Adopting this new population forecast is also consistent with the requirements of OAR 660-008 Interpretation of Goal 10 Housing and OAR 660-0024 Urban Growth Boundaries because, once again, the population forecast must be adopted into the comprehensive plan before the residential lands determination can be confirmed and adopted into the comprehensive plan.

The amendments do not impact the supply of residential lands. Therefore, the amendments are consistent with Goal 10.

### Goal 11 – Public Facilities and Services

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

A population forecast does not directly affect the public facilities plan until the buildable lands inventories necessary to support that forecast are adjusted. The location and/or density increases that will occur to support the new forecasts must be provided with adequate levels of urban services. In the event Springfield adopts new inventories or makes adjustments to permitted densities causing greater demand for public infrastructure, the City will evaluate these services and where necessary, propose additional *Metro Plan* amendments in compliance with this goal.

### Goal 12 - Transportation

*To provide and encourage a safe, convenient and economic transportation system.*

Goal 12 is implemented through the Transportation Planning Rule (TPR), as defined in Oregon Administrative Rule OAR 660-012-0000, et seq.<sup>4</sup> The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the regional policy framework through which the TPR is implemented at the local level. The TPR (OAR 660-012-0060) states that amendments to acknowledged comprehensive plans significantly affect an existing or planned transportation facility the local government shall put in place measures to assure that the allowed land uses are consistent with the identified function, capacity and performance standards (level of service, volume to capacity ratio, etc.) of the facility. The proposed amendment does not significantly affect an existing or planned transportation facility. Therefore, Goal 12 is not implicated by this amendment.

### Goal 13 – Energy Conservation

*To conserve energy.*

*3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.*

There are no requirements in the rule or statute that require the energy element of the plan to be amended to correspond with the new population forecast. Any subsequent changes to land use designations, including adjustments to the UGB must comply with the applicable provisions of this goal and interpretive rules.

### Goal 14 – Urbanization

*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.*

A new population forecast does not affect the existing UGB but the establishment of, or change to, a UGB cannot be undertaken unless there is an adopted population forecast for the 20-year period upon which the buildable lands inventories are based. Since this determination, and hence the application of Goal 14, cannot occur without the population

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<sup>4</sup> The text of Goal 12 only specifies the required elements of a transportation plan.

forecast, the cities must adopt a new population forecast to comply with the provisions of ORS 197.296 and ORS 197.304, the latter of which extends the planning horizon for Eugene and Springfield to 2029. The proposed amendment to Page I-1 is consistent with these statutes and with OAR 660-024, the rule interpreting Goal 14

### Goal 15 – Willamette River Greenway

*To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

A population forecast has no direct affect on the implementation or continued compliance with Goal 15 as there is no direct affect on land use designations, densities or development standards as a result of a new population forecast. In the event that actions by the governing bodies subsequent to adoption of a new population forecast results in changes to designations, development standards or densities, those changes must be evaluated against all applicable goals, statutes and rules. Such evaluations will include Goal 15.

### Goal 16 Estuarine Resources, Goal 17 Coastal Shorelands, Goal 18 Beaches and Dunes, and Goal 19 Ocean Resources

These goals do not apply to the Eugene-Springfield Metropolitan Area.

#### **(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.**

20-year population forecasts are necessary to comply with the new laws adopted by the 2007 Oregon legislature. Arguably, these new laws effectively pre-empt certain provisions of the *Metro Plan* that might otherwise appear to stand in contradiction to new and separate population forecasts for each city:

*“Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County.” (ORS 197.304(1))*

The currently adopted UGB population forecast of 286,000 and the adopted planning horizon of 2015 are found in various chapters throughout the text of the *Metro Plan*, *TransPlan* and the *Public Facilities and Services Plan*. This figure and planning horizon date are the result of actions that took place during the 13 years between 1994 and 2007 when Eugene, Springfield and Lane County were complying with the requirements of periodic review of the *Metro Plan*. The cities must now complete a new set of state-mandated tasks that will result in a number of amendments to the *Metro Plan*, including

new, separate UGBs; new, separate buildable lands inventories; new, separate population forecasts; and a new 20-year planning horizon.

The cities are proceeding with the new population forecast first because the inventories and UGBs must be based on an adopted population forecast (OAR 660-024-0040); neither City has ever had a separate population forecast that matched its municipal authority (city limits and future city limits as represented in the urban transition area). It is not necessary to replace all existing references to the 286,000 population forecast or the 2015 horizon because the proposed text adopting an alternate "safe harbor" population forecast with a 2029 horizon is not inconsistent with the 2015 forecast that is the basis for the current Metro Plan. The conversion of the *Metro Plan* to bring it into compliance with the new law will occur over time as work progress (UGBs, inventories, planning horizons, etc.). Existing *Metro Plan* policies do not foresee the obligations of this new law therefore there are no policies or sections of policies responsive to the changes that must be made to the text of the *Metro Plan*. See also the preface to Goals compliance on pages 9 and 10 of this report.

#### Attachments

1. June 25, 2008 letter to the Lane County Board of Commissioners from Eugene and Springfield Planning Directors requesting safe harbor population forecast
2. July 21, 2008 e-mail from Springfield staff to Lane County staff requesting inclusion of language in proposed Board action to allow jurisdictions to seek safe harbor population forecasts while the County undertakes new coordinated population forecasts
3. Copy of Notice of Proposed Amendment sent to Department of Land Conservation and Development on August 27, 2008 specifying the cities of Eugene and Springfield were proposing a safe harbor population forecast to be adopted into the *Metro Plan*
4. October 2, 2008 comment letter from the Department of Land Conservation and Development to the City of Springfield regarding the proposed safe harbor population forecast proposed for inclusion in the *Metro Plan*
5. October 6, 2008 letter to the Mayors and Administrators of the ten incorporated cities in Lane County from the Eugene and Springfield planning directors advising that Eugene and Springfield were seeking safe harbor population forecasts and that the initial public hearing on the matter was scheduled for the planning commissions of Eugene, Springfield and Lane County on November 6, 2008 in the Springfield City Hall.
6. Work sheet for determining "safe harbor" population forecast for Eugene and Springfield.

**Population Forecasts for  
Lane County, its Cities and  
Unincorporated Area  
2008-2035**

**Prepared by:  
Population Research Center  
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Portland State University**

**May 2009**

**Population Forecasts for  
Lane County, its Cities and  
Unincorporated Area  
2008-2035**

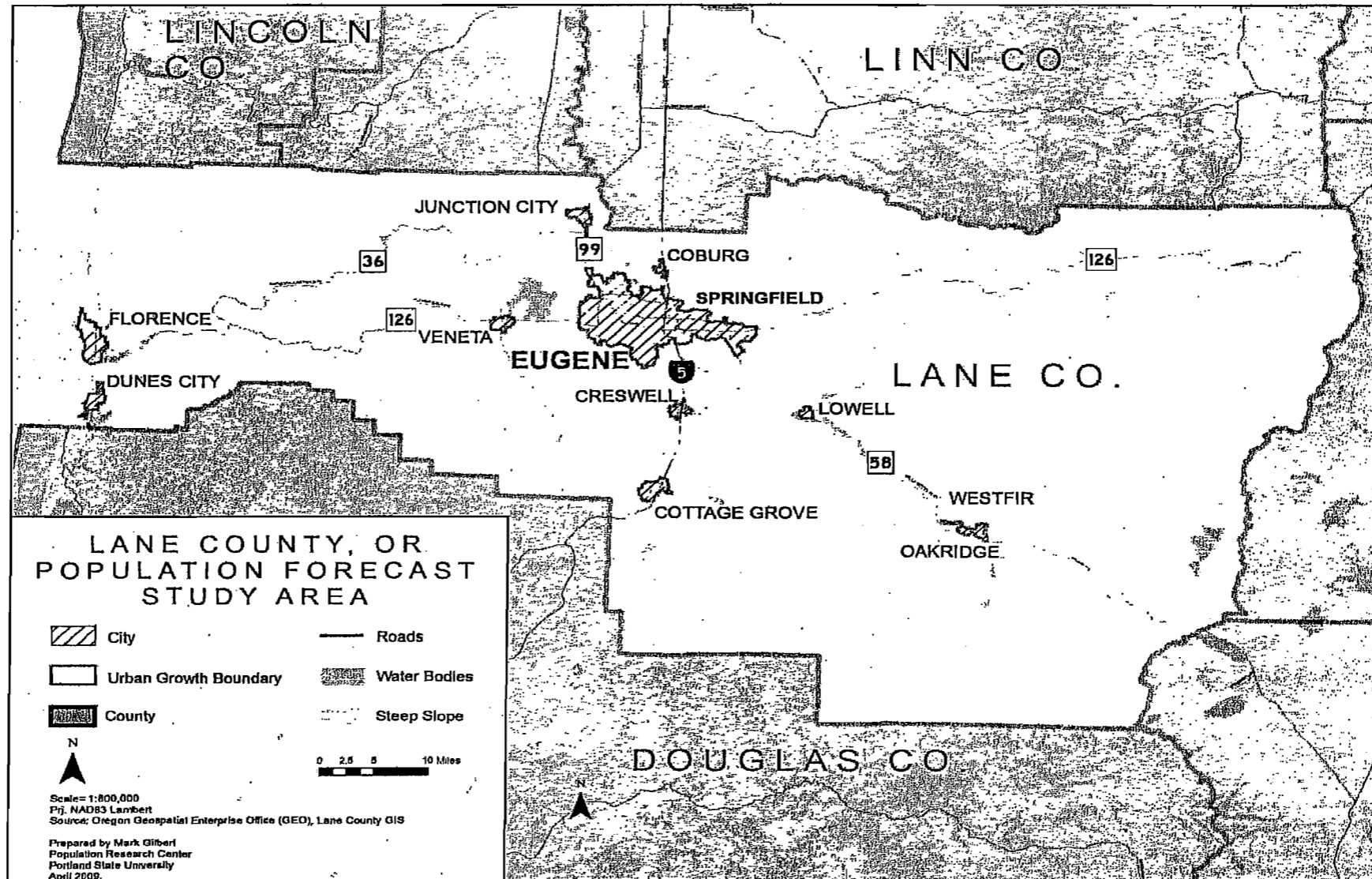
**May 2009**

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STUDY AREA



ATTACHMENT 2 - 3

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## INTRODUCTION

Lane County officials commissioned Portland State University's Population Research Center (PRC) to produce 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 (for some cities this includes the surrounding unincorporated area in addition to the area within the city limits), 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.

In 2008, Lane County's population was 345,880 and about 70 percent resided in the County's major urban area: the Eugene-Springfield UGB. For the county-wide forecast, the cities of Eugene and Springfield, and the Eugene-Springfield UGB, three scenarios of population and housing changes were developed to account for different probabilities of demographic events. These forecasts were produced for a most-likely, or medium growth scenario, and for lower growth and higher growth situations.

The 2008 population estimates for each of Lane County's ten smaller cities (or 'city areas') are all under 10,000, ranging from 340 to 9,830 persons. Population forecasts for these smaller cities and the unincorporated area outside UGBs (non-UGB unincorporated area) were based on a most-likely, or medium growth, scenario.

Consideration was given to factors that influence Lane County's population dynamics, such as 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. 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. A description of recent demographic trends throughout the County and a summary of recent significant population changes during the forecast period are included in this report. Also, the data sources and methods utilized in the development of the forecasts are described in more detail later.

The different growth assumptions about future trends in the forecasts for the County and for all but one of its sub-areas in our study each suggest that there will be continuing increases in population, but at slightly different rates from the beginning to the end of the forecast period. There are variations in the forecasts for the size and timing of the annual population increases. The large share that the Eugene-Springfield UGB represents of the county's total population does not change much during the forecast period, while the share that the sum of the remaining cities captures, increases from about 13 percent to over 18 percent. The share 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.

In the most-likely growth scenario for the population forecasts, we assume that the downturn of the local economy will be more severe than that seen in the early 2000s and will not recover until the 2010s. Therefore, housing construction is anticipated 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.

### **Caveats Regarding the Report**

The body of this report covers demographic information and analysis for Lane County and its geographic sub-areas. With the exception of Eugene and Springfield, and the non-UGB unincorporated area, the sub-areas in this study at times are called 'cities' but are actually 'city areas', which refer to the area within the city limits combined with its corresponding UGB area outside city limits; or in other words, all of the area within the city's urban growth boundary. The information and forecasts are reported for the Eugene-Springfield UGB area, but because both cities share one UGB that is not divided between them, a forecast for the individual cities without the unincorporated UGB area is also presented. The unincorporated area refers to the area outside of any city and UGB. For this study, this area is referred to as the 'non-UGB unincorporated area'.

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. The other cities have a UGB outside the 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 (a range of 50 to 200 units) are located.

In order to minimize skewing of demographic trends within our study area, 1990 and 2000 Census data were aggregated to correspond to 2008 jurisdictional boundaries obtained from the Lane County Council of Governments' GIS Division. Comparing data that represent geographic areas that are consistent over time removes the influence that changing boundaries have on determining actual population trends in a jurisdiction. Please note that some populations reported in our tables for 1990 and 2000 may slightly differ from 1990 and 2000 Census published populations. The difference is due to the data reallocation process to conform to the 2008 boundaries. Because the 2000 and 2008 boundaries are from two different sources, they are not perfectly matched to one another.

We determined that any differences between the published Census data and the data we reallocated for this study are negligible and have no effect on demographic trends and population forecasts.

Historical demographic trends in this report are described for 2000-2008. Certified 2008 population estimates for Lane County and its cities are adjusted to include their UGBs and are shown on page 6 of this report. The 2000-2008 demographic data and trends are incorporated into the forecasts, and how they are incorporated is described in the methods section of this document.

The annual certified population estimates produced by PRC 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. As mentioned above, the populations shown in this report for 2008 represent the 2008 certified estimates adjusted to incorporate the city UGB areas. In instances where annual data for the city were not available, the population reported for 2008 may not include all changes that occurred from 2000 to 2008. However, the population forecasts for 2010 and beyond account for any annual data that may be lacking.

The 2010-2040 population forecast for Lane County produced by Oregon's Office of Economic Analysis (OEA) is used as a gauge for our county-wide forecast results. The published OEA forecast currently available on their website was produced in 2004, and our forecast results are quite lower than those. However, OEA is, at this time revising their forecasts to become more up-to-date and to reflect the recent economic downturn experienced nationwide. It is our understanding that the OEA's revised forecast will become available within a few weeks after completion of this report. We conferred with OEA staff when producing our own forecast and had the privilege to review OEA's preliminary revised forecast. Our forecast results for Lane County were very close to OEA's preliminary forecast, but slightly lower in the early part of the forecast period, and slightly higher toward the end. The differences never exceeded 2,700, or less than one percent, in any 5-year time period.



### **A Note of Caution about the Forecasts Themselves**

Given that these projections are developed for long-term trends, they are conservative. This means that they, especially the medium growth forecasts, do not assume drastic changes to the population trends, such as seen during a depression, and large fluctuations in growth rates are not envisioned.

Policy makers should view population projections as one of several available sources of information about likely future conditions. The forecasts in this report are based on assumptions developed from analysis of historical trends and expectations of the future. While the past gives some indication of what is likely to happen in the future, there is always the possibility of the occurrence of unforeseen events that could have a significant impact on population change. Thus, users of these projections should be aware that unexpected changes could happen and that it is wise to evaluate projections periodically in future years. Given the uncertainty of the timing, occurrence and magnitude of future events, several points should be kept in mind when interpreting the population forecasts in this report.

First, the Lane County population projections represent a forecast derived from assumptions representing our best judgment as to the possibilities for future conditions. It is not possible to judge at this time which of the assumptions, or combinations of assumptions, may best forecast future populations. The next several years will better reveal whether the modeled demographic trends are likely to occur. If different conditions arise, then it would be appropriate to revise the population projections, taking into account new assumptions.

Second, variations in forecasts become larger in the long run. As years go by, the population forecasts depend increasingly on assumptions about who and how many persons will move into and out of Lane County and the number of births that will occur annually to parents who reside in Lane County. The population forecasts become less certain over longer periods of time.

Third, the smaller the population, the harder it is to develop an accurate forecast. Slight unpredicted variations in demographic trends can cause larger fluctuations in the population forecasts than those for larger populations. Forecasts for large cities and counties tend to be more precise than forecasts for small cities or towns.

Finally, there is a temptation in interpreting forecasts to ask: "Which is the correct forecast?" Asking such a question implies that there is need to pick one forecast at present and then base future plans on it. The more appropriate use of the forecasts is to consider that there is likely to be some variation around the medium, or most-likely, forecast and that we will want to update them as conditions evolve. Instead of deciding which outcome will occur over the twenty-seven year forecast horizon, we urge government officials and the public to "monitor and manage" the changing conditions that will affect future populations. The most-likely forecast presented in this report can best serve as a guideline in this process of monitoring and managing.

## OVERVIEW OF THE REPORT

This report presents the results of a study conducted by the Population Research Center (PRC) to address the long-range planning needs of Lane County and produce population forecasts at the county and sub-county level. This report considers recent and historical demographic changes experienced within the County and provides forecasts from 2008 to 2035 in 5-year intervals. Expected future populations that result from the most-likely demographic trends throughout Lane County are presented in this report. Sub-county populations and forecasts in this study represent the area within each city's urban growth boundary with the exception of the non-UGB county unincorporated area, and the cities of Eugene and Springfield. Since Eugene and Springfield currently share a UGB, populations are reported for each city separately and for the entire area within their UGB area (which includes both cities).

Two additional sets forecasts were developed for the largest geographic areas in this study: Lane County, Eugene, Springfield, and the Eugene-Springfield UGB. These additional forecasts are based on lower and higher growth scenarios to provide a range of possible populations should the assumptions in the most-likely (or medium) growth scenario be in error.

For the sake of organization of this report and discussion of demographic characteristics, trends and forecasts, Lane County and its sub-areas are grouped into 2 categories: 1) the major urbanized area of the Eugene-Springfield UGB, which captures about 70 percent of the County population; and 2) the remaining ten cities with their UGBs (each of which have a 2008 population estimate of less than 10,000 persons), and the non-UGB County unincorporated area. Although the unincorporated area represented in this study has a 2008 population estimate of 59,026, slightly larger than the city of Springfield, it is grouped with the smaller, less urbanized cities in this report as it is more rural. Lane County, its two most populous cities, and the Eugene-Springfield UGB area are sometimes discussed within one group; and the remaining ten cities and non-UGB unincorporated area in Lane County are discussed in another group. Within the group of smaller cities, all but two are

located in the Southern Willamette Valley. The cities of Florence and Dunes City are situated on the Oregon coast away from the Willamette Valley. The 2008 population estimates and the grouping of the study area's jurisdictions are shown in the table below.

Table 1. Populations in Lane County

Area		2008 Population Estimate*	
Lane County		345,880	
Lane County's Major Urbanized Area	Eugene (city only)	154,620	
	Springfield (city only)	58,005	
	Eugene-Springfield UGB	242,156	
Lane County's Ten Smaller Cities	Willamette Valley Cities	Coburg	1,075
		Cottage Grove	9,828
		Creswell	5,321
		Junction City	6,375
		Lowell	1,015
		Oakridge	3,764
		Veneta	4,840
		Westfir	352
	Coastal Cities	Dunes City	1,360
		Florence	10,767
Non-UGB Unincorporated Area		58,908	

\* The certified 2008 populations adjusted to include the UGB.

**This report covers the following topics:**

Demographic Trends in Lane County and its Sub-Areas. A description of recent demographic trends and influencing population changes in the County, such as fertility, migration, and housing growth. Also included in this section is a description of some additional factors that influence population changes throughout the County: age and Hispanic composition of the population, housing construction, and employment trends. Significant demographic trends that are specific to the individual geographic sub-areas of the Lane County study area are also described.

Population Growth Assumptions for the County and its Larger Areas. A description of the assumptions used in the low, medium, and high growth population forecasts for the County and its major urban area of Eugene, Springfield and their UGB.

Population Growth Assumptions for the Smaller City Areas and the non-UGB Unincorporated Area. A description of the assumptions used in population forecasts for Lane County's 10 less populous city areas, and for the non-UGB unincorporated area.

The Most-Likely, and High and Low Forecasts (County-wide and Larger Area Results). A summary of the forecast results and the predicted population changes for the County, and Eugene, Springfield, and the Eugene-Springfield UGB.

Population Forecasts for the County's Ten Smaller City Areas and the non-UGB Unincorporated Area. A summary of the forecast results and the predicted population changes in Lane County's 10 less populous city areas and the non-UGB unincorporated area.

Methods and Data Employed for County-wide and other Larger Area Forecasts. A description of the population forecast models and data sources used for the larger area forecasts.

Methods and Data Employed for the Smaller City Areas and non-UGB Unincorporated Area Population Forecasts. A description of the demographic models and data used to develop these forecasts.

**Several Appendices provide more detailed information, including:**

APPENDIX 1. Tables with detailed forecasts and historical populations in 5-year intervals for Lane County, the 2 larger cities, and the Eugene-Springfield UGB.

APPENDIX 2. Tables with detailed forecasts and historical populations in 5-year intervals for Lane County's 10 smaller cities and the non-UGB unincorporated area.

APPENDIX 3. Assumptions of demographic rates for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB.

APPENDIX 4. A table holding information considered when developing the forecasts and adjusting the forecast models for the ten smaller city areas and the non-UGB unincorporated area

APPENDIX 5. Tables presenting a compilation of demographic data and rates for Lane County and its sub-areas; and the rates and data assumed for the forecast populations.

APPENDIX 6. Map showing housing density within Lane County (2008).

APPENDIX 7. Data sources and data used are described.

APPENDIX 8. Additional Information for the cities of Eugene, Springfield, and Lowell.



## RECENT DEMOGRAPHIC TRENDS AFFECTING LANE COUNTY POPULATIONS

Evaluating past demographic trends provides clues about what the forecast for the future will look like, and helps determine the realm of likely possibilities. Past trends explain the dynamics of population growth particular to local areas. Relating recent and historical population change to events that influenced the change serves as a gauge for what might realistically occur in a given area over the long term.

Different growth patterns occur in different parts of the County. Each of the twelve cities (or city areas), the Eugene-Springfield UGB, and the non-UGB unincorporated area was examined for any significant demographic characteristics or changes in population or housing growth that might influence their individual forecasts. Factors that were analyzed include births, age and racial/ethnic composition of the population, housing construction activity, and school enrollment and employment trends. It should be noted that population trends of individual cities and the unincorporated area often differ from the demographic trends of the County as a whole. However, in general, population growth rates in 2007 were lower than in 2006 and previous years. This deceleration of rates was seen again in 2008.

### POPULATION

The total population in Lane County in 2008 is estimated to be 345,880. Its average annual growth rate from 2000 to 2008, which is assumed to be lower than that for the State of Oregon (1.2 percent per year), is around 0.8 percent. At this rate, an average of 2,865 persons per year has been added to Lane County's population since 2000. The share of Oregon's population residing in Lane County in 2008 is about 9.1 percent, which decreased very slightly from 9.4 percent in 2000. The share of the County's population that the sum of the cities represent experienced a continuous increase during the same time period, while the share of population residing in the non-UGB unincorporated area decreased.

Since at least 2000, about 70 percent of Lane County's population has resided within the Eugene-Springfield UGB. In 2008, 89 percent of the Eugene-Springfield UGB residents lived in one of the two cities, and 11 percent in the unincorporated UGB area. Eugene, Lane County's largest city, represented 64 percent of Eugene-Springfield UGB's total population and Springfield, 24 percent. Both cities saw an increase in their shares of the this population from 2000-2008. The entire Eugene-Springfield UGB experienced an average annual increase of about one percent.

In 2008, the ten smaller city areas collectively were home to 13 percent of the population in Lane County (44,695 persons), an increase from 11 percent in 2000. This population experienced an average annual increase of 3 percent from 2000-2008, or by 1,077 per year.

The population in the non-UGB unincorporated area was about 59,000 in 2008. From 2000 to 2008 this area experienced a decrease of almost 3,500 persons, with an average loss of 1.1 percent per year. The non-UGB unincorporated area represented about 17 percent of the County population in 2008 and about half resided within the Eugene-Springfield UGB. The share of population residing in the non-UGB unincorporated area decreased continuously from 22.3 percent in 2000.

From 2000 to 2008, all of Lane County's cities saw a small increase in their share of County population of only one-half of one percentage point or less, except Eugene. The share of that Eugene represented in 2008 increased by two percentage points. The non-UGB unincorporated area is estimated to have seen the greatest change with a decline in its share of county population by three percentage points during 2000-2008. Any slight shifting in the shares that the cities may have experienced is spread amongst most cities throughout Lane County. A rural to urban shift of where persons choose to reside has been a common occurrence throughout Oregon and in the United States over many years.

Table 2 below displays the recent population for Lane County and its cities, and non-UGB unincorporated area. Also shown are the shares that cities represent of the county population and average annual change from 2000-2008.

Of all of Lane County's cities, Veneta, Creswell, and Florence experienced the highest average annual growth rates from 2000-2008 ( at least 2.7 percent). The average growth rates for the other cities range around 1.0 to 2.2 percent per year during the same period. All the cities experienced average annual growth rates higher than the County.

Table 2. Lane County Populations by Jurisdiction

Major Urban Area	Population		Share of County Population		# Ave. Annual Change	% Ave. Annual Change
	2000*	2008	2000	2008		
Lane County	322,977	345,880			2,776	0.8%
Eugene	139,090	154,620	42.7%	44.7%	1,882	1.3%
Springfield	53,662	58,005	16.4%	16.8%	526	1.0%
Eugene-Springfield UGB	222,264	242,156	68.8%	70.0%	2,411	1.0%
Other Willamette Valley cities	Population		Share of County Population		# Ave. Annual Change	% Ave. Annual Change
	2000*	2008	2000	2008		
Coburg	969	1,075	0.3%	0.3%	13	1.3%
Cottage Grove	8,867	9,826	2.7%	2.8%	116	1.3%
Creswell	3,851	5,321	1.2%	1.5%	178	4.0%
Junction City	5,476	6,375	1.7%	1.8%	109	1.9%
Lowell	880	1,015	0.3%	0.3%	16	1.7%
Oakridge	3,251	3,764	1.0%	1.1%	62	1.8%
Veneta	2,762	4,840	0.9%	1.4%	252	7.0%
Westfir	293	352	0.1%	0.1%	7	2.2%
Coastal Cities	Population		Share of County Population		# Ave. Annual Change	% Ave. Annual Change
	2000*	2008	2000	2008		
Dunes City	1,241	1,360	0.4%	0.4%	14	1.1%
Florence	8,643	10,767	2.7%	3.2%	310	2.7%
Unincorporated Area (non-UGB)	64,479	59,026	20.0%	17.0%	-675	-1.1%

\*Population for 2000 is allocated to 2008 boundaries and includes UGB areas; the 2000 population in this table may differ from Census 2000 published population (see caveat explanation on page 3).

The number of persons in age groups 18-64, and 65 and older residing in Lane County increased from 2000 to 2008. However, there was a decrease in the population shares that

two of the age groups represent. The population ages 0-17 years and ages 65 and older decreased slightly, from 23 to 21 percent and from 13 to 12 percent, respectively. The share of persons ages 18-64 increased from 64 to 65 percent during the same time period.

In 2008, the share that persons ages 0-17 represented in Lane County was lower than the State by 2 percentage points, but the share of persons ages 18-64 and 65 and older, were higher by one percentage point

The most recent age-group data available for Lane County's cities are from the 2000 Census. In 2000, the cities with the highest shares of residents 65 years and older were Dunes City, Florence, and Oakridge. The share of elderly in each of these cities was 20 percent or higher.

If characteristics described by 2000 Census data are still true, the cities with the highest share of children (ages 0-17) are Creswell, Veneta, and Westfir. In 2000, persons ages 0-17 captured 30 percent or more of the total population in each of these cities.

#### SCHOOL ENROLLMENT

Changes in school enrollment in local school districts serve as an indicator of population change, especially for the 5-17 age group. Elementary and secondary school enrollment data for years 2000-2008 show a decrease in school enrollment in Lane County (2.2 percent, or an average annual decrease of 0.3 percent). Enrollment grew between 2000 and 2008 modestly for Kindergarten and more significantly for grades 11 and 12. All other classes (grades 1-10) experienced lower enrollment levels. Changes in enrollment have also been geographically asymmetrical. Growth was most significant in the Bethel School District, located in Eugene, which experienced an enrollment increase of 1,084 between 2000 and 2008; approximately a 21.3 percent increase. The following school districts also saw enrollment increases: Blachly School District (located in the non-UGB unincorporated area and including Triangle Lake), Creswell School District, and Springfield School District. All other school districts in Lane County experienced falling enrollment between those years. In five of the school districts, declines were significant, amounting to more

than 25 percent losses between 2000 and 2008: Lowell School District, Mapleton School District (in the unincorporated area east of Florence), McKenzie School District (in the unincorporated area in NE Lane County), Oakridge School District, and Pleasant Hill School District (in the unincorporated area between Creswell and Lowell).

### RACE AND ETHNICITY

In 2007 (the most recent year for which data are available), white non-Hispanics accounted for 86 percent of the County's population and ethnic minorities accounted for 14 percent. Hispanics represented the largest share of the ethnic minority population (approximately 44 percent), followed by Asian/Pacific Islanders (21 percent) followed by persons who identified themselves as of more than one race (17 percent). Blacks and Native Americans represented about 1 percent, and 7 percent of the County's ethnic minority population, respectively. Of the total County population, Hispanics represented 6.1 percent.

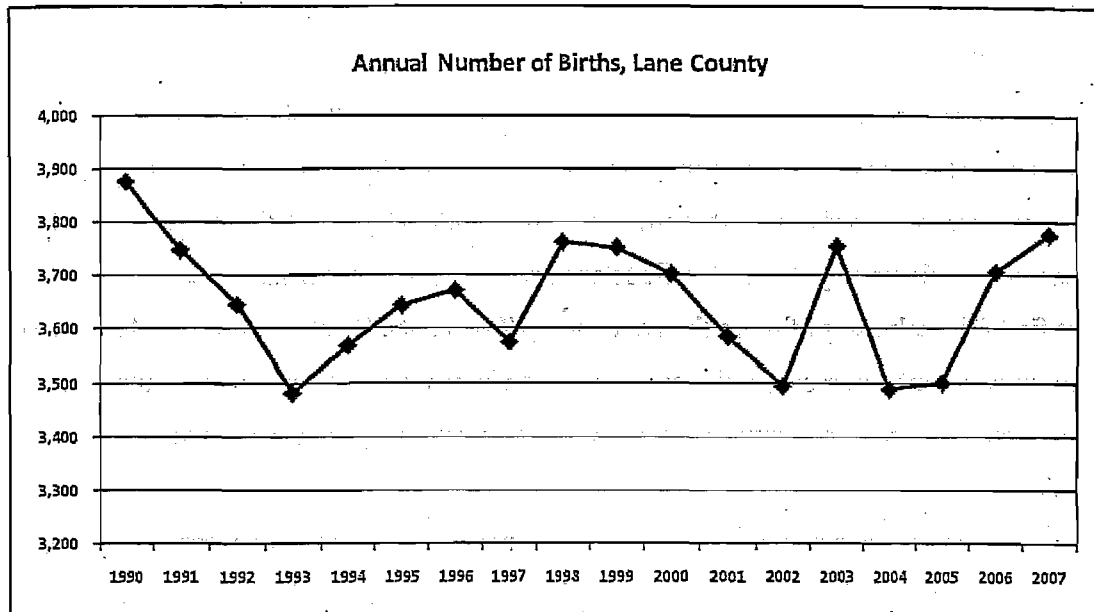
According to the Census in 2000, Eugene and Springfield had by far the largest Hispanic populations, a reflection of their larger overall populations. Two other cities, however, had a higher percentage of Hispanics in their populations: Junction City (8 percent) and Creswell (7 percent). According to post-2000 data from the Census Bureau's American Community Survey (ACS), the population share of white non-Hispanics in Lane County and in the City of Eugene (the only areas for which ACS data are available) has been decreasing in the last several years, while the share of ethnic minority population (mainly the Hispanic population) has been increasing. The share of population that Hispanics represent in the County increased from under 5 percent to over 6 percent from 2000 to 2007. In Eugene, their share increased from 5 percent to 7 percent. This trend was also seen during the 1990s.

### BIRTHS AND FERTILITY

Since 2000, there have been between 3,495 and 3,775 births in Lane County annually (see Figure 1). The number of births has fluctuated each year since 1990, but has remained relatively constant over the past 17 years around 3,600 or 3,700 births annually. This trend is different than seen in the State. Like much of the rest of Oregon, net migration (persons

moving in minus persons moving out) rather than natural increase (births minus deaths) accounts for most of the added population in Lane County.

Figure 1. Lane County Births



In 2007, the largest number of births occurred in the two most populous cities. Together, they captured 64 percent of County births, within one percentage point of its share in 2000. The Eugene-Springfield UGB alone captured 73 percent of County births. All ten of the smaller cities saw more births in 2007 than in 2000. The unincorporated area, however, experienced fewer births. Eugene experienced the largest decrease among cities during the same period; there were 27 fewer births in 2007 than in 2000. There were 60 fewer births in non-UGB unincorporated area, a decline of almost 11 percent.

Table 3 below shows the number of births by the area in which the mother resides. Please note that the number of births fluctuates from year to year. It is worth noting that a city with an increase in births between two years could easily show a decrease for a different two year period.

Table 3. Births, 2000-2007

Major Urban Area	Number of Births		2000-2007	
	2000	2007	# Change	% Change
Lane County	3,703	3,772	69	1.9%
Eugene	1,554	1,527	-27	-1.7%
Springfield	856	896	40	4.7%
Eugene-Springfield UGB	2,753	2,760	7	0.3%
Other Willamette Valley cities	Number of Births		2000-2007	
	2000	2007	2000	2007
Coburg	8	10	2	25.0%
Cottage Grove	116	133	17	14.7%
Creswell	50	78	28	56.0%
Junction City	80	109	29	36.3%
Lowell	8	11	3	37.5%
Oakridge	23	30	7	30.4%
Veneta	43	64	21	48.8%
Westfir	4	6	2	50.0%
Coastal Cities	Number of Births		2000-2007	
	2000	2007	2000	2007
Dunes City	6	7	1	16.7%
Florence	61	73	12	19.7%
Non-UGB Unincorporated Area	551	491	-60	-10.9%

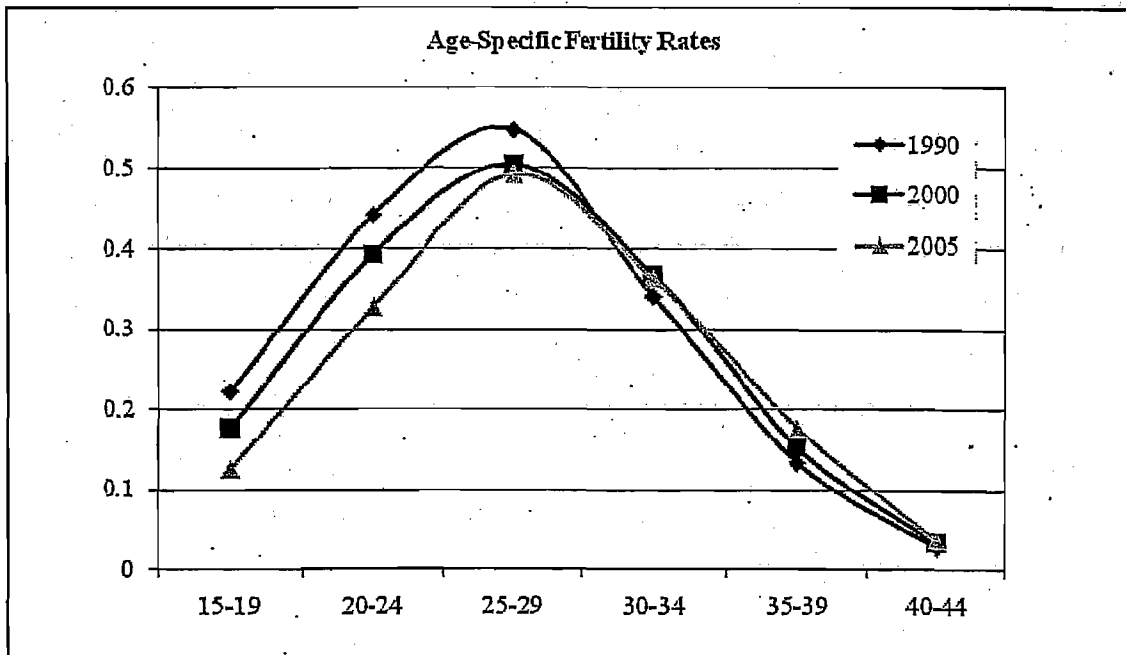
The shares of County births in the cities coincide fairly well with the shares of population, with some exceptions. The share of County births that Eugene captures in 2007 is about four percentage points lower than its share of the County's population. This is accounted for by its large university population. Springfield's share of County births is 24 percent, significantly higher than its share of population: 17 percent. All other deviations were within one percentage point. The variation in Springfield means that either the fertility rate, or the percentage of households that are families, or both, is higher in Springfield than in the County; and conversely for Eugene, that the fertility rate, or percentage of family households, or both, is lower.

### Lane County Fertility

The total fertility rate in the County was 1.63 in 2000, meaning that the average woman would bear 1.63 children by the end of her child-bearing years. This rate is somewhat lower than the State average which was 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 assumed to have continued, and the total fertility rate in Lane County is estimated to have dropped slightly further to 1.52 in 2005. 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 (see Figure 2). As also seen statewide, there has been an increase in the percentage of women 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.

Figure 2. Lane County Fertility



In 2005, 81.7 percent of all births in Lane County were to white non-Hispanics, 11.5 percent were to Hispanics, and 6.9 percent were to either Asians/Pacific Islanders, blacks,



Native Americans, or to women of other or multiple races. Since 2000 and earlier, the percentage of births to Hispanics has increased while the percentage of births to white non-Hispanics has decreased. The share of births that occurred to mothers of other races and ethnicities, collectively, also increased during the same period. The total fertility rate of Hispanic women in Lane County was 2.02 in 2000, which rose to an estimated 2.90 in 2005. This is significantly higher than the overall fertility rate for Lane County in 2005 of 1.52.

Table 4. Percentage of Lane County Births by Race/Hispanic Origin of Mother

Year	White, non-Hispanic	Hispanic	Other Race/Ethnicity
2000	87.9%	7.4%	4.7%
2005	81.7%	11.5%	6.9%

#### HOUSING AND HOUSEHOLDS

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. The percentage of housing units outside the city limits in the UGBs of Oakridge, Creswell, and Cottage Grove range between 3.4 percent and 5.7 percent. The unincorporated UGB area of Eugene and Springfield combined and Junction City hold around 12 percent of the city area's housing stock; and in Florence twenty-one percent is in the unincorporated UGB area.

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 growth rates for housing may slightly differ than the rates for population because the numbers of housing units are smaller than the numbers of persons, or the city has experienced changes in the average number of

persons per household or in occupancy rates. However, the pattern of population and housing change in the County is relatively similar.

Since 2000, approximately 1,539 net additional units have been added to Lane County's housing stock annually. Approximately 67 percent of housing in Lane County is single-family dwellings, but overall, approximately 76 percent of new housing construction in the County during 2000-2008 was single-family dwellings (see Table 5). Multi-family housing units accounted for about 23 percent of new housing in Lane County. The highest percentage of new multi-family housing was in Eugene (25 percent), Florence (26 percent), and Springfield (34 percent). Multi-family units represented at least one-quarter of the existing housing inventory in the cities of Eugene, Florence, Junction City, and Springfield in 2008.

Table 5. Building Permits Issued for Net Added Housing Units by Geographic Area

Major Urban Area	Permits for Net Added New Units 2000-2008*	Percent Single-family Units
Lane County	12,308	76%
Eugene	7,125	64%
Springfield	1,822	76%
E/S UGB		
<b>Other Willamette Valley cities</b>	<b>Net Units Added 2000-2008</b>	<b>Percent Single-family Units*</b>
Coburg	26	100%
Cottage Grove	377	67%
Creswell	571	96%
Junction City	201	86%
Lowell	67	91%
Oakridge	87	92%
Veneta	555	100%
Westfir	10	100%
<b>Coastal Cities</b>	<b>Net Units Added 2000-2008</b>	<b>Percent Single-family Units*</b>
Dunes City	171	49%
Florence	912	71%
<b>Unincorporated Area (non-UGB)</b>	<b>381</b>	<b>100%</b>

\* Net units accounts new permits minus demolitions.

### **Housing Occupancy**

We estimate Lane County's 2008 occupancy rate to be about 93 percent, which is higher than the rate for Oregon (about 91 percent). ACS data show that the County rate has not fluctuated much from 2000 to 2007, but is about 2 percentage points lower than in 1990. Coastal cities (Dunes City and Florence) have the lowest occupancy rates because of the presence of vacation homes and seasonal housing. These cities have occupancy rates of 79 percent and 86 percent, respectively. The places with the highest occupancy rates – above 96 percent - are Veneta, Westfir, and unincorporated areas of the Eugene-Springfield UGB.

### **Average Household Size**

In 2008, 97 percent of Lane County's population resided in households. The average number of persons that occupy a household (PPH), or household size, is influenced by several factors. The age and racial/ethnic composition of a population provides some indication of the size of the area's PPH. A high share of elderly population versus the share of married couples and growing families yields a smaller PPH due to the propensity of elderly to live alone; whereas higher PPH may be attributed to the tendency to have larger families or share housing by some racial/ethnic groups than others. Changes in an area's fertility rates and school enrollment also have a bearing on changes in PPH. An increase in PPH is supported by higher fertility rates and increasing school enrollment. A stable PPH could mean the population composition, and the number of births is stable; but it could also mean that an increase in the number of births, married couples and growing families is being offset by an increase in the number of elderly.

The PPH in Lane County is around 2.2 and is somewhat lower than it is statewide (2.5). The PPH has not changed much in Lane County since 2000, but is slightly lower than it was in 1990 (2.5). The highest PPH in the County is in Veneta and Westfir, where an average of 2.8 persons reside per household.

By housing type, the PPH in single-family units (SFR) is typically higher than in multi-family 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 unit types.

### Group Quarters Population

In 2008, 3.0 percent of Lane County's population, or 10,670 persons, resided in group quarters facilities such as nursing homes, college dormitories, or prisons. The percentage has increased from 2.3 percent in 2000 and even 2.6 percent in 1990, and numbers have increased as well, up 3,180 since 1990. 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.

### ANNEXATIONS

Between 2000 and 2008, housing units with a total of 479 persons were annexed out of the unincorporated area and into the cities listed in Table 6 below. Seven of Lane County's cities experienced at least one annexation. The highest number of persons added from annexation was in Springfield, followed by Eugene.

Table 6. Annexations in Lane County, 2000-2008

Major Urban Area	Annexed Population 2000-2008
Lane County	479
Eugene	115
Springfield	273
Other Willamette Valley cities	Annexed Population 2000-2008
Coburg	9
Cottage Grove	7
Creswell	7
Junction City	67
Lowell	0
Oakridge	0
Veneta	0
Westfir	0
Coastal Cities	Annexed Population 2000-2008
Dunes City	0
Florence	1

## MIGRATION

Seventy-five percent of Lane County's population increase from 2000 to 2008 was accounted for by net-migration (movers in minus movers out). An average of 2,088 more persons moved into Lane County than moved out annually during this period. Migration rates are estimated to be highest among young adults, and retirees. However, rates overall are estimated to be lower post-2000 than were seen during the 1990s.

In 2007 (the most recent year for which we have these data), about 21 percent of Lane County's population moved within the previous 12 months. Of the movers, 73 percent stayed within the County. Of those who moved into Lane County from somewhere else, 55 percent came from another county within Oregon, 32 percent came from out of state, and 13 percent moved from another country.

## EMPLOYMENT

The unemployment rate in Lane County was higher than the rate for Oregon in 1990 and in 2000. In 2007, the annual unemployment rate for Lane County was 5.2 percent, close to the statewide rate of 5.1 percent. The rate for Lane County has improved from 6.1 percent in 1990 (compared to state average of 5.4 percent) and from 5.4 percent in 2000 (compared to state average of 5.1 percent). However, unemployment rates have increased since 2007 with no turnaround in sight yet.

In 2000 (the most recent year for which we have data for cities), the lowest unemployment rate was in the city of Coburg (less than 1 percent) followed by Junction City (3.3 percent). The areas with unemployment rates higher than the County rate by at least 2 percentage points in 2000 were Cottage Grove, Creswell, Florence, Lowell, Oakridge, Springfield, and Veneta.

According to 2002-2004 data on commuting patterns from the Census Bureau (Local Employment Dynamics data, or LED), about 84 percent of workers residing in Lane County are employed in jobs located in Lane County. Over half the workers are employed in the Eugene-Springfield area. Cities with the smallest percentage of workers commuting

to Eugene-Springfield – all under 50 percent – are Cottage Grove, Junction City, Oakridge, Westfir, Dunes City, and Florence. Outside of the Eugene-Springfield area, Florence and Cottage Grove capture the highest percentage of their resident workers (almost 50 and 30 percent, respectively).

## **DEMOGRAPHIC ASSUMPTIONS FOR THE COUNTY-WIDE AND SUB-AREA POPULATION FORECASTS**

An area's demographic characteristics affect the rate at which its population changes over time. These characteristics include the age and gender structure, propensity to have children, and race/ethnicity. The gender and age structure of the population influences household size and mortality rates; the age structure and ethnicity of the female population influences fertility rates. In addition, the economy, employment opportunities, and housing availability also influence population change. When the local economy is struggling and unemployment rates and inflation are high, the rate of in-migration decelerates. When the economy is strong, job growth increases, goods and services are more affordable to a higher percentage of population and in-migration increases to areas that are accessible to jobs and housing, while out-migration decreases. The demographic characteristics of the in and-out-migrants influence how local populations change as well. For example, the net in-migration of young families has a different affect on a population growth versus the net in-migration of elderly single householders as the number of births and household size are amongst these two population groups that are at opposite ends of the scale.

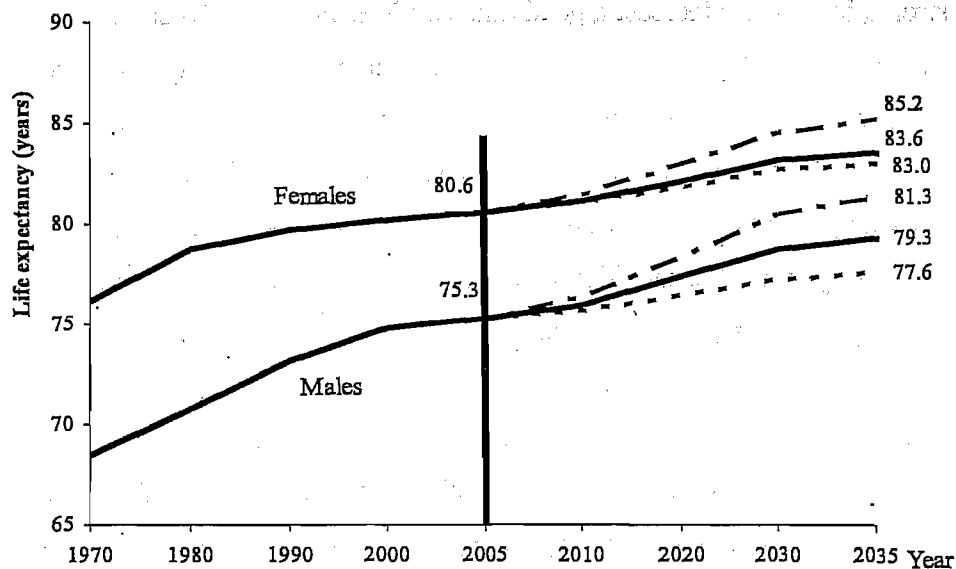
Assumptions about fertility, mortality, and migration for three growth scenarios (low, medium, and high) were developed for Lane County's population forecast and for the forecasts of Eugene, Springfield, and the Eugene-Springfield UGB. The different scenarios are based on predictions of county-wide and local demographic trends and how robust the economy will be during the next twenty-seven years. The population forecasts produced for Lane County's ten smaller city areas and the non-UGB unincorporated area are based on a medium, or most likely, growth scenario.

A listing of the demographic rates assumed for future change for Lane County, Eugene, Springfield, and Eugene-Springfield UGB is presented in Appendix 3 and in Appendix 5.

### SPECIFIC ASSUMPTIONS FOR THE THREE GROWTH SCENARIOS

All three growth scenarios for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB assume that current mortality will improve during the forecast period with the largest improvement in the high scenario and lowest improvement in the low scenario. We assume that gender difference in life expectancy at birth under all scenarios will mostly maintain the current level (see Figure 3).

Figure 3 Life Expectancy at Birth for Lane County, 1970-2035.

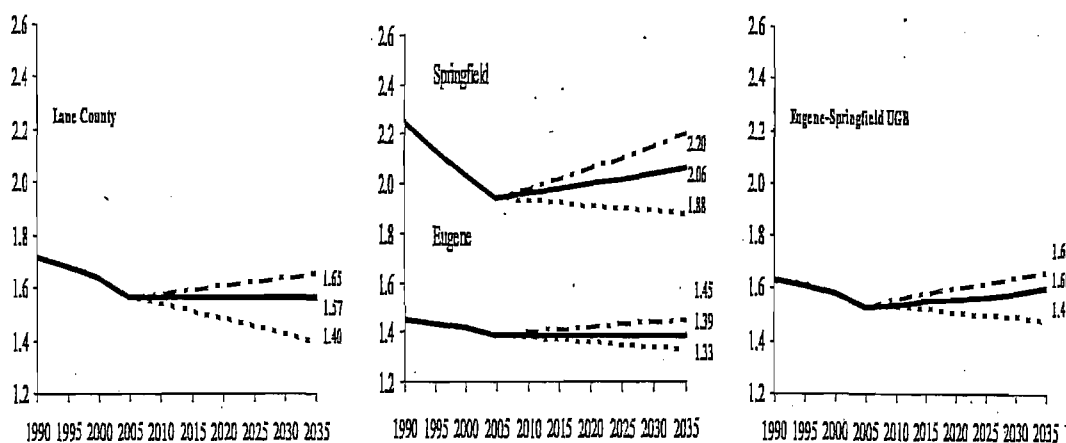


Under the medium scenario, the total fertility rates (TFR) for the County and Eugene from 2010 to 2035 will maintain at a level of the average of the rates between 2000 and 2005, whereas the TFR for Springfield will slightly increase in the future to account for a higher growth in Hispanic population. The TFR for Eugene-Springfield UGB under the medium scenario, therefore, will slightly increase, by taking a weighted average by female populations of reproductive age in Eugene and Springfield. Under the high growth scenario, we assume TFRs for the County, two largest cities and the Eugene-Springfield UGB will rebound to the level of the early 1990s. Under the low scenario, we assume TFRs for these areas will continue the current declining trends but with slowing paces (see



Figure 4). In all scenarios, we further assume that the mean age at all births will slightly increase, which is consistent with the U.S., state, and county historical trends since the 1960s.

Figure 4 Total Fertility Rate, Lane County, Eugene, Springfield, Eugene-Springfield UGB, 1990-2035.



Migration rates, a more difficult demographic factor to estimate than the other factors, are assumed to be a main component affecting population changes in Lane County, Eugene, Springfield, and the Eugene-Springfield UGB. Around three fourths of the population growth in the County since 2000 is attributed to net migration (movers in minus movers out). Yet, migration is unpredictable and sensitive to changes in the economy. Therefore, we have invested a lot of effort in projecting the future trend of migration for the County based on various approaches, including pure a demographic method, a time series, and economic growth methods. The pure demographic approach is to use the age-sex-specific net migration rate to predict the future possible net migration, while the time series approach is based on the time series from the late 1970s to 2008. Economic growth methods hereby refer to a simple analysis of the association of net-migration with economic growth rates (such as the annual GDP growth rate and the unemployment rate) and net migration for both total population and labor force population. The final projected

net migration is the hybrid of these three approaches. Yet, given the unpredictability of future economic growth and large unexplainable variance of net migration by GDP growth and labor force participation rate, we developed three scenarios for net migration.

In each of the three growth scenarios for Lane County, Eugene, Springfield and the Eugene-Springfield UGB, **net migration** from 2005 to 2035 is predicted to differ slightly to account for the influence of economic growth. The differences between the scenarios' assumptions represent varying magnitudes of either a faltering or a booming economy. Figure 5 below shows that the 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 some economic downturns in the economy in 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.

While no forecast can predict the exact timing of economic cycles, the **medium growth scenario** assumes that there will be both downturns and upswings as there have been in the past, and that net migration will continue to contribute a moderate amount of population to the County over the long run. Net in-migration will continue throughout the forecast period. Specifically, we assume that net migration will be lower in the 2000s than in the 1990s and that a downturn will continue over the next few years. However, we expect 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 slightly higher than in 1990 although it will be at lower rates. Net

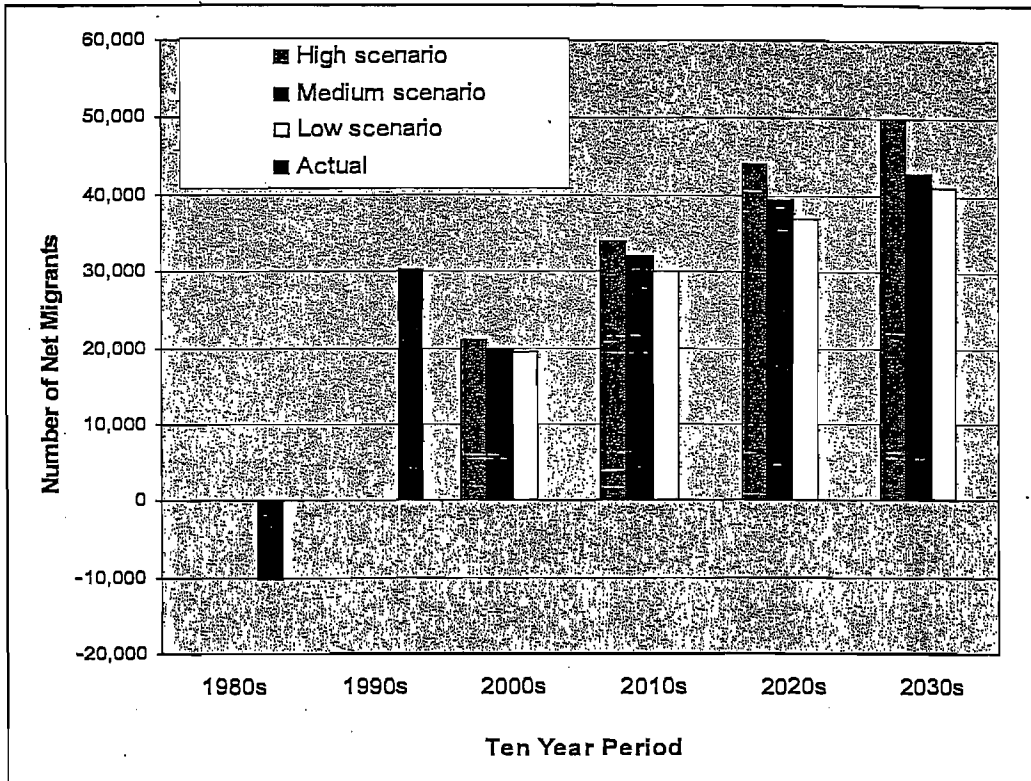
in-migration will accelerate some and will gain momentum until around 2030 when the magnitude lessens a bit.

When we developed the alternate forecasts to account for different growth scenarios, we made assumptions about the magnitude of difference in net-migration, and thus the forecasts themselves. The degrees of difference the three growth scenarios produce in the forecasts vary. The alternate forecasts for the County, Eugene, Springfield, and the Eugene-Springfield UGB each are about 0.5 percent lower and higher in 2010 than the medium growth forecast assumes. By the end of the forecast horizon, the differences are closer to 5 percent.

Under the **high growth scenario**, a quicker and stronger upswing in the economy than in the medium scenario will occur and a higher level of net-in-migration of persons is anticipated. In this case, larger increases are forecast for Lane County and levels of net in-migration are closer to levels seen during the 1990s (see Figure 5). In addition, fertility rates are slightly higher than in the medium scenario due to an assumed increase in the Hispanic population.

The **low growth scenario** assumes that the economy will take a longer period to recover than in the medium growth scenario, and as a result, net migration will occur at lower levels than seen in the 1990s until the 2020s. Under this low growth assumption, net migration will increase more gradually than in the other two scenarios, but the recession is not expected to be severe as seen during the 1980s. We anticipate here that the current economic recession is unlikely to continue for a long period and that the U.S. economy is anticipated to recover no later than the mid-2010s. Since Oregon is a state that normally has positive net migration even during times of a weakened economy (as seen in the early part of the current decade), we do not expect extremely low, or negative net migration to occur during the next thirty years. The average annual net migration under the low growth scenario is somewhat reflective of the past 27-year trend from 1981 to 2008. Additionally, under the low scenario, we do assume that people will tend to reside in larger cities and urban areas where the public transit is more developed than in the non-UGB unincorporated areas. This assumption accounts for the potential impacts of high gas prices and the aging population.

Figure 5. Assumptions for Net Migration under Different Growth Scenarios for Lane County



DEMOGRAPHIC ASSUMPTIONS FOR LANE COUNTY'S TEN SMALLER CITY AREAS

As mentioned above, the population forecasts produced for Lane County's ten smaller city areas and the non-UGB unincorporated area are based on a medium, or most likely, growth scenario. Rates of population growth for these areas are assumed to be determined by corresponding growth in the number of housing units, and changes in housing occupancy rates and average number of persons per household (PPH). The change in housing unit growth is much more variable than change in housing occupancy rates or PPH.

Some general and broad assumptions about future housing growth apply to the group of the ten smaller cities. First, the housing growth trends from 1990 to 2008 were assumed to have bearing on how housing growth rates will change during the forecast period. For some cities in Lane County, housing growth rates are not predicted to be as high as during

the 1990s, but not as low as during the 1980s. In these cases, growth rates are expected to be more similar to those seen in more recent years. In other cities, there are events or circumstances that caused past housing trends to be skewed, such as the occurrence of a building moratorium that hindered the construction of additional housing. Consideration was given to these circumstances and growth rates were assumed to be higher in the future than previously experienced. Second, generally for all city areas, as the availability of buildable lands approaches capacity, housing growth rates tend to decelerate. If boundaries expand, and additional housing growth can be accommodated, then rates rebound. Our study is not a land capacity study, but changing growth rates can be partially attributed to the amount of buildable land that is available. Third, the expected future changes in the County have at least some influence on what is predicted to occur in the cities. However, individual or specific situations unique to each city has more bearing on the cities' population forecasts.

Making assumptions about housing occupancy and PPH are also necessary when forecasting household population by the housing unit method. In the ten cities, housing is not assumed to change significantly during the forecast period. The rates for all cities are predicted to either remain fairly stable or undergo slight changes. We assumed marginal declines in more urban cities to account for increasing multi-family housing.

The PPH is assumed not to change much either throughout the forecast period, but is expected to decline slightly. Smaller household size is associated with an aging population and the population is aging in Lane County and its sub-areas. In cities where the Hispanic share of population is significantly increasing, such as Creswell and Junction City, the PPH is anticipated to undergo less change than in other areas. This is due to the smaller PPH of the elderly population being offset by the higher PPH associated with Hispanics.

The number of persons residing in group quarters is a component of population that is added to the number of persons residing in households. In our forecasts produced by the housing unit method, the number of persons residing in group housing is assumed to remain fairly stable during the forecast period except where there are known plans for

development of group quarters facilities (such as the prison and state hospital in Junction City). Since 1990, there has not been much change overall in group quarters population and this situation is expected to continue throughout the forecast period.

The assumptions regarding future housing growth used to develop the forecasts for the individual cities outside of the Eugene-Springfield UGB are summarized below. For additional supporting information, considerations, and assumed rates for each of the forecasts see Appendices 4 and 5.

Coburg: Housing growth rates are assumed to accelerate due to the expansion of and improvements to infrastructure, the city's proximity to the Eugene-Springfield area, and the availability of buildable land.

Cottage Grove: Growth rates are assumed to increase due to expanded infrastructure and planned housing development.

Creswell: We assume that the availability of affordable housing will continue to attract young families and retirees and that the strong Hispanic community will continue to attract newcomers. Planned housing development and an increase in future jobs will also contribute to higher population increases than seen in the past.

Dunes City: Past trends are assumed to continue. There are no public utilities and no planned future housing or commercial development.

Florence: Past trends are assumed to continue; the elderly will continue to find Florence a desirable place to retire.

Junction City: The jobs that the new group quarters facilities will create are assumed to increase the demand for new housing. The expansion of infrastructure will support the growth; planned housing development and additional employers will also contribute to higher growth than in the past.

Lowell: Pro-growth policies and plans, and actions of city officials (such as changes in zoning, applying for Urban Renewal Zone designation) to promote population growth are assumed to have a positive affect on housing growth rates; higher growth rates, are assumed to occur due to improved infrastructure and the physical desirability of the landscape. See Appendix 8 for additional information on Lowell.

Oakridge: Planned housing development will increase growth rates, but its proximity to the national forest and limitations on expanding its UGB is assumed to prevent growth rates as high to continue throughout the forecast period.

Veneta: Higher rates of increase are assumed and attributed to the affordable housing that will continue to attract young families; a continued increase in the Hispanic population will also be seen: Planned housing development supports higher rates of growth than in the past, but more development is planned for 2015-2020 than in 2010-2015. As the economy recovers housing construction will continue to be strong.

Westfir: We assumed that past trends will continue.

Non-UGB Unincorporated Area: As cities grow, the unincorporated area will shrink. We assume that the rural to urban shift of population seen in Lane County and nationwide will continue. Also, small increases to the large population base cause population declines due to the aging population and smaller PPH. Occupancy rates are assumed to remain some of the lowest in the county.



## POPULATION FORECASTS FOR LANE COUNTY AND ITS SUB-AREAS

Under the most-likely population growth scenario, one which will extend similar demographic trends to those recently seen in Lane County, county-wide population and populations in all of its cities are expected to increase from 2008 to 2035, while the population in the non-UGB unincorporated area is likely to decline slightly. The rates of increase in most of the County's cities and non-UGB unincorporated area will lessen as time progresses through the forecast period. Lane County will undergo an increase of around 89,700 persons from 345,880 in 2008 so that by 2035 its population will reach almost 435,600.

The Eugene-Springfield UGB will increase by 61,731 persons from 2008 to 2035 and will increase from 242,156 to almost 303,900. The average annual growth rate of the sum of these cities is predicted to be 0.98 percent. The share of the Eugene-Springfield UGB of the County population will continue to be stable at around 70 percent with a slight increase during the period.

Lane County's ten smaller cities will experience population increases so that by 2035, the sum of their populations will capture about 18 percent of the County-wide population, which represents an increase of 5 percentage points from 2008. The number of persons added to these smaller cities combined is predicted to be almost 35,280 during the forecast period, with an average rate of increase of 2 percent per year.

Population in the non-UGB unincorporated area of the County is foreseen to follow a slight downward trend. About 7,390 fewer persons will be residing in the unincorporated area in 2035 than in 2008 with an average annual decrease rate of -0.5%. The share of County population in the unincorporated area is presumed to decline from 17 percent to 12 percent during the 27-year forecast period.

Figure 6 below shows historical and forecast populations for Lane County, each of the combined city areas, and the on-UGB unincorporated area. Figure 7 displays the County share of the historical and forecast population captured by each area.

Figure 6. Historical and Forecast Populations for Cities Combined and for Lane County

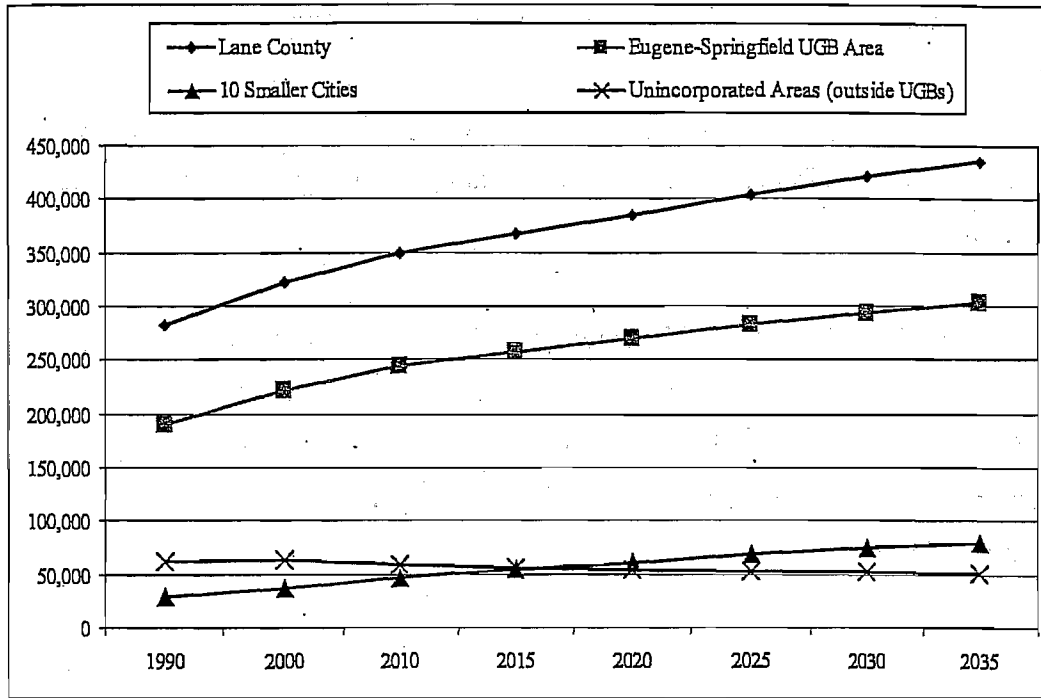
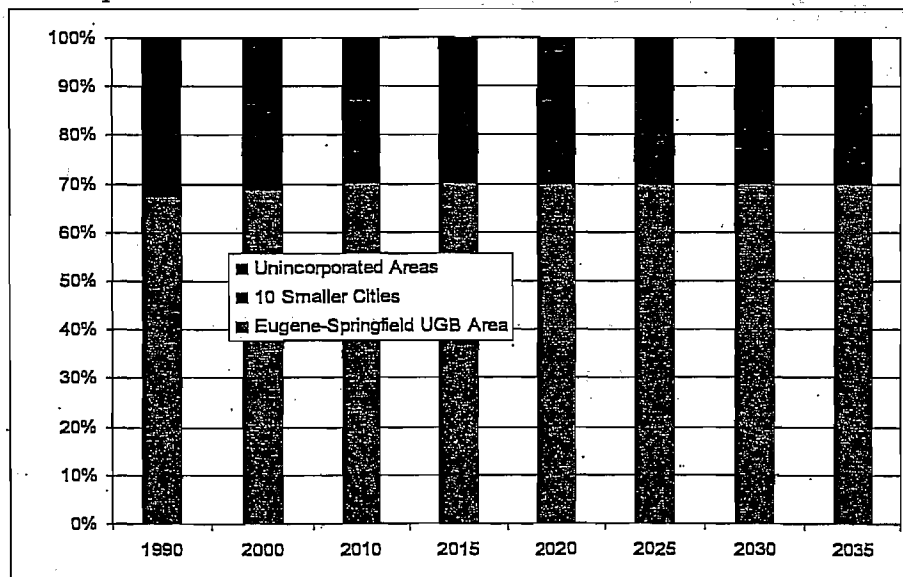


Figure 7. Historical and Forecast Shares of Population, Larger Cities, Smaller Cities, and Unincorporated Area



POPULATION FORECASTS FOR LANE COUNTY, EUGENE, SPRINGFIELD, AND EUGENE-SPRINGFIELD UGB

Under the three different assumptions for population growth considered for the County-wide forecasts and the forecasts for Eugene, Springfield, and the Eugene-Springfield UGB, increases in population will continue throughout the forecast period. The rate and timing at which population will increase and the magnitude of the increases differ in each of the three forecast scenarios as well as in each of the geographic areas. Overall, the rates of population increase will lessen over time. The differences in population change under the three growth scenarios become more pronounced with time expanding in the horizon for each geographic area. In 2010, there are relatively smaller differences between the three set forecasts for the County, Eugene, Springfield, and the Eugene-Springfield UGB. By 2035, the differences are greatest (see Figure 8 below for the Lane County forecasts).

In the medium growth scenario, from 2008 to 2035, the rates of increase in population for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB range from 26 to 35 percent; in the low growth scenario, the range is 21-31 percent; and in the high growth scenario, it is 31-41 percent. In all three scenarios Springfield is anticipated to undergo population increases at the fastest pace, which is faster than the rate of population increase for the County.

Some of the highlights of the forecast results are mentioned below. The forecast populations are shown in Tables 7, 8 and 9. More detailed forecast results are included in Appendix 1.

### **Medium Growth (most-likely) Scenario**

In the most-likely growth scenario, populations throughout Lane County are forecasted to continue to increase during 2008-2035, but at slower rates as time progresses. However, the number of persons added each decade will be greater starting in 2010 than in previous years. A County-wide population of just over 435,600 is anticipated to be seen by 2035, an increase of over 89,700, or by 26 percent from 2008.

Population in Eugene, Springfield, and the Eugene-Springfield UGB is expected to continue to increase throughout the forecast period. Eugene's population is predicted to increase by 31 percent adding 47,945 persons by 2035 to the current total. Springfield's population is expected to increase by 35 percent from 2008-2035. About 20,400 additional persons are forecast to be residing in Springfield by 2035. The Eugene-Springfield UGB area will see an increase of 61,731 persons, nearly 27 percent increase during the same time period.

Figure 8. Historical, Current and Projected Population: Three Growth Scenarios in Lane County, Eugene, Springfield, and the Eugene-Springfield UGB, 1990-2035

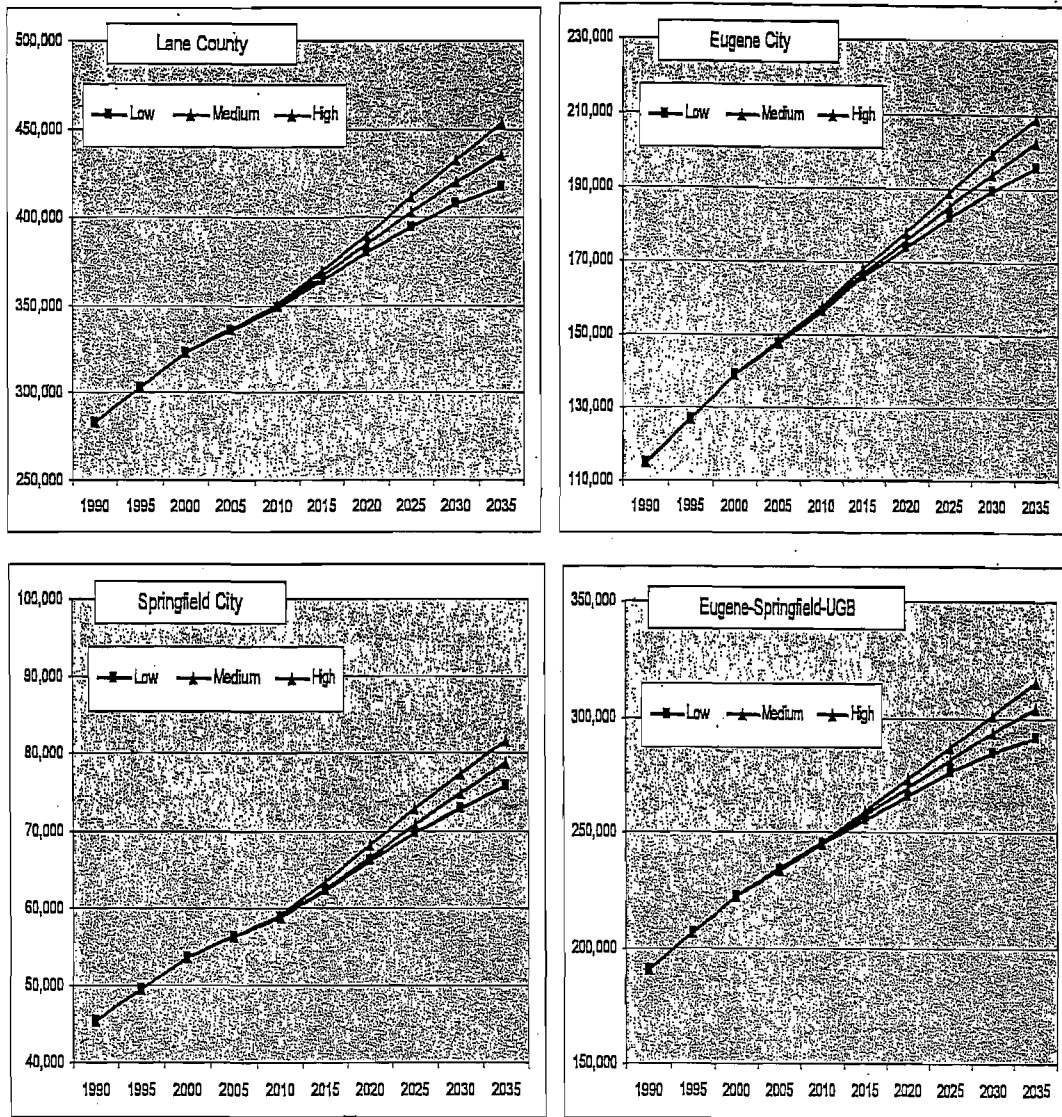


Table 7. Medium Growth Population Forecasts

Medium Growth Scenario	2008 (est)	2010	2020	2030	2035	2008-2035 Change		Average Annual Change	
						Number	Percent	Number	Percent
Lane County	345,880	349,505	384,930	420,481	435,615	89,735	25.9%	3,324	0.9%
Eugene	154,620	156,844	176,124	194,314	202,565	47,945	31.0%	1,776	1.0%
Springfield	58,005	58,891	66,577	74,814	78,413	20,408	35.2%	756	1.1%
Eugene Springfield UGB	242,156	244,806	269,380	293,391	303,887	61,731	25.5%	2,286	0.8%

**High Growth Scenario**

In the high growth scenario, 453,350 more persons are predicted to reside in Lane County in 2035 than in 2008. This gain in population over the 27-year period represents a 31 percent increase, with an average of about 1.0 percent per year. Under this scenario, Eugene, Springfield, and the Eugene-Springfield UGB will all experience average annual growth rates of at least 1.0 percent with 1.3 percent for Springfield, 1.1 percent for Eugene, and 1.0 percent for the Eugene-Springfield UGB. The increased numbers of persons residing in these three geographic locations are 54,664, 23,742, and 73,208, respectively.

Table 8 below displays population forecasts for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB. For more detailed results of their forecasts, see Appendix 1.

Table 8. High Growth Population Forecasts

High Growth Scenario	2008 (est)	2010	2020	2030	2035	2008-2035 Change		Average Annual Change	
						Number	Percent	Number	Percent
Lane County	345,878	350,853	389,856	432,380	453,352	107,472	31.1%	3,980	1.0%
Eugene	154,620	157,506	178,325	199,390	209,284	54,664	35.4%	2,025	1.1%
Springfield	58,005	59,081	68,046	77,308	81,747	23,742	40.3%	879	1.3%
Eugene-Springfield UGB	242,156	245,620	273,050	301,210	315,364	73,208	30.2%	2,711	1.0%

**Low Growth Scenario**

Under the low growth assumption, Lane County's population is predicted to increase by 21 percent, with around 71,830 more persons in 2035 than in 2008. Eugene will increase by around 27 percent, or 41,200 persons. Springfield will grow by around 31 percent, or 17,720. The corresponding figures for the Eugene-Springfield UGB are 20 percent and 49,197.

Table 9. Low Growth Population Forecasts

Low Growth Scenario	2008 (est)	2010	2020	2030	2035	2008-2035 Change		Average Annual Change	
						Number	Percent	Number	Percent
Lane County	345,880	348,904	379,838	407,374	417,712	71,832	20.8%	2,660	0.7%
Eugene	154,620	156,545	174,117	189,533	195,821	41,201	26.7%	1,526	0.9%
Springfield	58,005	58,811	65,961	72,844	75,725	17,720	30.5%	656	1.0%
Eugene-Springfield UGB	242,156	244,413	266,129	284,487	291,353	49,197	20.3%	1,822	0.7%

POPULATION FORECASTS FOR LANE COUNTY'S TEN SMALLER CITY AREAS  
AND THE NON-UGB UNINCORPORATED AREA

Under a medium growth scenario, four of Lane County's ten smaller city areas are expected to experience population increases of over 5,000 persons from 2008 to 2035. They are: Creswell, Florence, Junction City, and Veneta. Five out ten will see their population double during the same period. They are Coburg, Creswell, Junction City, Lowell, and Veneta. However, even the population size is predicted to double in Coburg and Lowell, the rates of change translates to an addition of an average of only about less than 60 persons per year because of their small size. The other five cities will witness a much slower growth in the same period. Westfir will experience the lowest growth with an annual increase of about 4 persons from 2008 to 2035.

The unincorporated area (excluding population in the Eugene-Springfield UGB) in Lane County is anticipated to experience a decrease of 12 percent, or about 7,300 persons, during the forecast period. At this rate, an average of 274 persons will be lost annually for the area. The population in the unincorporated area is expected to decline down to 51,634 by 2035.

Table 10 below shows population forecasts for the ten smaller cities beginning in 2010. For more detailed results of the smaller city areas and non-UGB unincorporated area forecasts, see Appendix 2.



Table 10. Population Forecasts for Lane County's Ten Smaller Cities and Unincorporated Area (Medium Scenario)

Medium Growth Scenario	2008 (est)	2010	2020	2030	2035	2008-2035 Change		Average Annual Change	
						Number	Percent	Number	Percent
Coburg	1,075	1,092	1,567	2,322	2,659	1,584	147.4%	59	3.4%
Cottage Grove	9,828	9,957	11,424	12,856	13,542	3,714	37.8%	138	1.2%
Creswell	5,321	5,647	8,263	11,060	12,172	6,851	128.8%	254	3.1%
Dunes City	1,360	1,457	1,640	1,777	1,823	463	34.0%	17	1.1%
Florence	10,767	11,212	13,747	16,323	17,434	6,667	61.9%	247	1.8%
Junction City	6,375	6,567	10,799	13,136	13,887	7,512	117.8%	278	2.9%
Lowell	1,015	1,043	1,459	2,022	2,345	1,330	131.0%	49	3.2%
Oakridge	3,764	3,859	4,672	5,061	5,280	1,516	40.3%	56	1.3%
Veneta	4,840	4,976	7,251	9,847	10,505	5,665	117.1%	210	2.9%
Westfir	352	359	384	426	448	96	27.3%	4	0.9%
Non-UGB Unincorporated Area	59,026	58,531	54,344	52,261	51,634	-7,392	-12.5%	-274	-0.5%

## METHODS AND DATA FOR POPULATION FORECASTS

Consistent boundaries for the geographic parts of the study area (such as those for cities and UGBs), those defined in 2008, were used to compile population, birth, housing, and land use data. Historical and recent demographic statistics and rates were calculated for these areas so that any annexations or boundary changes that occurred during the time span covered in this study would not skew demographic trends.

Developing long-term population forecasts for the County and its sub-areas (its cities and unincorporated area), requires these main stages: 1) compiling and evaluating historical and recent data to ascertain demographic characteristics and trends in the study area and to obtain a population base from which the forecasts may be launched; 2) making assumptions about the future and adjusting the data or rates in the forecasting models (calibrating the models) to incorporate predicted rates or trends; and 3) reconciling, or controlling the sum of the sub-area forecasts to the Countywide forecast.

We first develop population projections, then we make adjustments to the projections to produce the forecasts. Population projections are developed by extending historical and current demographic and housing trends into the future. Forecasting population requires that assumptions be made about the future and adjusting the projection models to account for circumstances that perhaps skewed past trends or that with almost certainty will affect future change. Such circumstances in the past could be a building moratorium or the opening of a new group quarters facility. Events affecting future change would be, for example, planned future housing development that is higher than usual, a foreseen change in an area's physical ability to accommodate growth (buildable land available is approaching capacity or improvements to infrastructure that are underway), anticipated changes in the economy (the location of a new employer, the closing of an industry, or the upswing or downturn of the economy in general), or an expected change in the local population and household composition (age, ethnicity, average household size).

Two different types of primary demographic models were utilized to develop the population forecasts for Lane County and its sub-areas. For Lane County, Eugene, Springfield, and the Eugene-Springfield UGB, a cohort-component model was used. For each of ten smaller city areas and the non-UGB unincorporated area, a housing unit model was relied upon. The cohort-component model best predicts population over the long-term for areas with larger populations. The housing unit model is better suited for smaller populations and incorporates recent annual data that account for more variability in population growth over the forecasting period. The forecasting models are described in more detail below.

Equivalent types of datasets were compiled for most of the geographic parts in the study area. Some data, such as those from the 2007 American Community Survey (ACS), are only available for geographic areas whose minimum population is 65,000. This means for our study area, ACS data were only available for the County as a whole and for Eugene.

#### COHORT-COMPONENT MODEL

A demographic projection model called the cohort-component model was used to forecast the population residing in Lane County and in its larger sub-areas. Separate cohort-component models were developed for the County, Eugene, Springfield, and the Eugene-Springfield UGB. These forecasts are 2000-based projections. However, adjustments were made to the model to incorporate into the forecasts the 2001-2008 PRC certified population estimates and capture trends from the most recent data available.

The cohort-component model predicts future populations as outcomes of the life events that occur over time. These events are comprised of **births, deaths, and migrations**. Thus, an area's population grows when births outnumber deaths and when more people move into the area than leave it. These events occur more often in certain age groups, or **cohorts**, than in others. For example, people tend to move around the most when they are in their 20s, or the elderly have lower chances than people in their 40s to survive over the next five years. Applying appropriate age- and gender-specific rates of birth, death and migration to the existing population cohorts of the County produce its future population.

The cohort-component method of forecasting population depends on the availability of accurate data on the age and gender composition of an area's population. The most precise information about population age structure in an area is usually provided by the most recent U.S. Census of Population. Rates of life events are applied to the known population cohorts and are usually derived from data such as those provided by the U.S. Census and the Oregon Center for Health Statistics. These rates are then modified to account for the most recent trends as well as for future ones. Examples of such trends that may affect the future population of an area include the recent tendency among women of childbearing ages to delay having their first child, or a predisposition of young men (ages 20 to 29) to be more mobile than women in the same age cohort. A set of assumptions must be developed to address likely changes in the initial rates of life events and are based on judgment about how the trends might evolve in the study area. The existing population structure mostly determines the future population composition of the area, but it may change slightly depending on age-specific migration rates predicted for the future. Trends detected in historical and recent data, such as housing, land use, employment, and school enrollment data help to determine these future migration rates.

The population and housing data came from the 1990 and 2000 Censuses of Population and Housing and PRC's 2001-2008 annual population estimates; additional housing information and building permit and land use data were obtained from the Lane Council of Governments; the Oregon Center for Health Statistics provided information on fertility and mortality; the Oregon Department of Education furnished school enrollment data; and labor force and employment data are from the Oregon Employment Department.

The 1990 and 2000 population and housing data from the Census were available at the census-block level of geography by age group and gender. The census blocks were allocated into jurisdictional boundaries defined in 2008 using Geographic Information Systems (GIS). The 1990 population data were then organized into five-year age cohorts, such as 0 to 4 years, 5 to 9 years, and so on. Each of these cohorts was then "survived", or aged into the next cohort to the year 2000. "Surviving" the cohorts is accomplished by

applying age- and sex-specific survival rates. These rates represent the proportion of population in each younger cohort that would survive during a given time period (such as the five years between 1990 and 1995) to become the next older cohort. This process is repeated for each five-year age group and five-year time interval between 2000 and 2035. Forecasting a known population (the 2000 population) and its age distribution enables appropriate adjustments to be made to the model so that the forecasted population becomes aligned with the actual population and ensures the accuracy of the model's projections.

During each five-year interval, a certain number of live births occur to the women in childbearing ages. To calculate the number of newly born residents of the County and its larger sub-areas, age-specific fertility rates were applied to the numbers of women in childbearing cohorts (under age 20, 20 to 24, and so on up to 45-49 years). Fertility rates indicate how many children women in a given age group are likely to give birth to during each five-year period. Once born, children become subject to survival rates and are "moved", or "aged", through the system like all the other cohorts.

The most difficult part is to estimate the in- and out-migration of an area. Since little reliable data are available to study in- and out-migration, it's best to use net migration rates, which is the balance between in- and out-migration. Net migration can be calculated if the population is known at the beginning and the end of a previous time period, as well as the number of births and deaths that occurred during the same time. Net migration is positive when more people move into the area than leave it; it is negative if the opposite is true. Net migration rates used in the cohort-component model can be interpreted as the number of people who are added to (or subtracted from) a given cohort due to migration over a given period of time (in this case, five years) per each 100 persons. The initial net migration rates for the cohort-component model were derived from the 1990 and 2000 population cohorts for the census blocks that are located within the County and larger jurisdictional boundaries (as defined in 2008), as well as from births and deaths that occurred in the same area during 1990-2000. The rates were adjusted so that the "forecasted" population for the year 2000 from the Census 1990 fit the actual population obtained from the 2000 Census. The net migration rates used to forecast the population in

the County and in its larger sub-areas from 2000 to 2035 were further modified to reflect the most likely future migration patterns. Demographic trends identified in post-2000 data from PRC's annual population estimates and the U.S. Census Bureau's ACS data had some bearing on the adjustments made to the model in the initial, 2000-2010, forecast period. In addition, migration patterns are greatly influenced by the local economy and by housing growth in the area, both current and assumed. When making the final adjustments to the net migration rates, consideration also was given to plan for future development in the region.

The development of the forecasts of population residing in Eugene, Springfield, and the Eugene-Springfield UGB utilized the same methodology as the countywide forecasting described in the section above. A unique set of demographic data were used for each of the cities and trends specific to each of them were considered when making adjustments to their cohort component models.

#### HOUSING UNIT METHOD AND MODEL

A Housing Unit model was created to prepare the forecasts for each of ten smaller city areas in Lane County and for the non-UGB unincorporated area. This method requires that a current housing inventory for each area be compiled and that past and recent rates of change in each inventory be known. Other housing and population data are needed as the components of the housing unit model besides housing units are occupancy rates, the average number of persons per household (PPH), and group quarters population. In this method, the number of housing units in an area is first projected or forecast, and then assumptions about housing occupancy and average household size are made to forecast household population. Persons residing in group quarters, (such as in college dormitories, prisons, and nursing homes) are also projected and then added to the household population to obtain the total population forecast. An area's total population is calculated in the housing unit method by multiplying the number of housing units forecasted by the occupancy rate and PPH and then adding to that product, the group quarters population. This process is carried out for five-year intervals throughout the forecast period.

Data used in the housing unit models are from the 1990 and 2000 Census of Population and Housing, and from recent and historical building permit and taxlot data that were obtained from the Census Bureau and the Lane Council of Governments. Other housing data and group quarters population data were collected from the local jurisdictions themselves by PRC's Population Estimates Program (we send a housing and population questionnaire to Oregon's cities and counties and request that they complete and return the form to us each year). In a few cases, data were not available from cities. In this situation, adjustments were made to account for recent changes estimated to have occurred in the city's housing unit inventory detected from the county-wide land use data obtained from Lane Council of Governments.

Population and housing data from 1990 and 2000 Censuses were compiled for each geographic part in the study area. An allocation of data was made to the 2008 jurisdictional boundaries using the same GIS methods as described previously in the cohort-component model section. Housing inventories were created from the 1990 and 2000 census data. The inventories were updated to 2008 with the recent housing data from Lane Council of Governments' GIS Division and PRC. Housing growth trends were detected from the Census data, the tax lot data, and PRC's housing data.

The number of housing units is projected based on past housing growth trends. Housing growth rates were calculated using the housing inventories and the amount of annual or periodic change they experienced. The housing trends were extrapolated into the future and applied to the 2008 housing inventory to predict the numbers of housing units in the future. Adjustments were made to the models to accelerate or curb growth based on current conditions compared to the past, or plans for future change. For example, in the case of the city of Lowell, the building moratorium skewed historic growth trends; and policies, plans, and actions made by city officials and staff are promoting housing and population growth. (See Appendix 4 for considerations given to individual cities and the unincorporated area for adjusting the forecast models). In cities where future growth is expected to be very different than in the past, adjustments were made to the housing unit model by calculating a weighted average from annual or periodic growth rates, giving more bearing to the years

believed to have more influence on what likely will occur in the future. This was the case for Lowell, Coburg, and Veneta.

Adjustments were made to the model to account for known planned future housing. The numbers of housing units scheduled to be constructed and completed during the forecast period were accounted for in the model by adding in planned housing units in the 5-year time period that construction is planned to be completed.

The 1990 and 2000 Census data are also used to calculate average household sizes (PPH) and housing occupancy rates. The most recent year for which data on occupancy and PPH are available is the 2007 ACS for Lane County.

Occupancy rates for the County's sub-areas were predicted for 2010-2035 based on the most recent Census data (2000), and adjusted according to past occupancy trends detected from the 1990 and 2000 data and investigation of the housing market. In addition, population and housing composition, and the rural or urban classification of cities were considered to predict changes the occupancy rates will undergo in the future. Some minor adjustments were made to the occupancy rates for some cities based on a relationship to the predicted County rates.

The 2008 PPHs were estimated based on past trends in the 1990, 2000 and 2007 data. The 2008 PPHs were assumed for the future using the rationale that the increase of the Hispanic and older-age populations would balance out any changes in PPH (the PPH for Hispanics is higher than the average, and the PPH for persons ages 65 years and older is lower). However, after reconciliation of the sum of the sub-area forecasts to equal the County forecast (discussed later on page 51), the PPHs were slightly adjusted to exactly coincide with the final forecasted populations and households.

Demographic factors that influence the PPH include age and racial composition of population, fertility rates, and changes in school enrollment. Additional data that are recent



and available at the sub-county level, such as births by race and ethnicity, and school enrollments, along with historical trends, are used to predict future PPH.

The number of persons residing in group quarters is a component of population that is added to the number of persons residing in households to arrive at the total population.

The group quarters population for Lane County was projected based on the 2000 age distribution of group quarters population and the forecasted age distributions. The county total group quarters population was adjusted to equal the sum of group quarters population in the cities and unincorporated area. After the population residing in housing units was forecasted for each city and for the unincorporated area, the group quarters population was projected for the same areas. The prediction of future group quarters populations was based on historic and recent trends of the share of the total population that reside in group quarters facilities in each sub-area. The projected group quarters populations were then added to the forecasted housing unit populations to obtain total population forecasts.

#### BIRTHS

Births for each year from 1989 to 2007 were assigned to current city area boundaries using a combination of individual birth records obtained through a confidential data sharing agreement with the Oregon Center for Health Statistics and data published by zip code allocated to cities. Annual births from 2008 to 2035 were forecast as part of the cohort-component model by applying the fertility rates described earlier in the discussion of the cohort-component model to the forecast female population by age group.

#### RECONCILIATION OF THE FORECASTS

For our study, we developed separate population forecasts for each of the County's sub-areas. For consistency, the sum of the parts must equal the whole, which means here that the sum of the individual forecasts of the County's sub-areas should add to the County-level forecast. The County-wide forecast under the most-likely forecast scenario served as the control total to which the sum of the individual forecasts for the cities and the

unincorporated area were reconciled. Some minor adjustments were made to the sub-area forecasts so that when added together, the result is the same as the forecast for the County.

As mentioned previously, the sum of the individual forecasts for Eugene, Springfield, and the unincorporated area in the Eugene-Springfield UGB were controlled to the Eugene-Springfield UGB forecast. Additionally, the sum of the forecasts for Lane County's ten smaller city areas and the unincorporated area (both in and out of the Eugene-Springfield UGB in Lane County) were adjusted to equal the forecast for the County minus the sum of forecasts for Eugene and Springfield for each five-year interval in the forecast period. The adjustment produced minor changes in the original forecast numbers for the smaller cities. In some cases the numbers were slightly adjusted up and in other cases they were adjusted down depending on the shares of the County's forecast population each city represented throughout the period.

The adjustments were made to the sub-area forecasts using control factors that were calculated based on the relationship between the control total and the sum of the parts. The actual difference between the control forecast and the sum of the forecasts for the parts was proportionately distributed to each of the individual sub-area forecasts by multiplying each individual sub-area forecast by the control factor.

Please note that in some instances, fluctuations in the forecast growth rates are at least partially attributed to the reconciliation of the cities the sub-areas to the County, or the control process.

#### SUPPORTING DATA AND PROJECTIONS PRODUCED FROM OTHER DEMOGRAPHIC MODELS

In addition to evaluating demographic trends detected from the data we used in our forecasting models, we reviewed other data and information to obtain a better understanding of the dynamics of population change specific to our study area. This supporting information helps us to make better, or more realistic, assumptions about future population growth and helps us to use better judgment when making adjustments to our

demographic models. Most of the supporting data and information were available either at the County level of geography, or for other large geographic areas. Still the information is valuable for forecasting the County and sub-area populations. The sources include labor force data and economic profiles from the Oregon Employment Department, school enrollment data for school districts in Lane County from the Oregon Department of Education, and demographic and socioeconomic data from the 2007 ACS. Also, preliminary revised population projections for 2000 to 2040 from the Oregon Office of Economic Analysis (OEA), and employment projections from the Oregon Employment Department were used to gauge our county-wide results and for comparison.

Also, to help make our forecasts more accurate, we developed additional sets of population projections from demographic models other than the primary models employed in this study. Secondary sets of projections were produced to serve as an evaluation tool to verify that the numbers forecast from the primary models are reasonable. The additional projections were used to detect and evaluate, and adjust if necessary, any inconsistencies that those primary forecasts may have had.

A population trends model was developed for each of Lane County's cities. This model is used for projecting total population size for County sub-areas. It provides projections, by five years intervals, from 2005 to 2035.

The population trends model is based on a ratio method. The basic idea of the ratio method is that local city populations are under the same influences of change as the surrounding county population. In particular, we assume here that the influences of population change (fertility, mortality, and migration) are similar in Lane County's cities and unincorporated area, and that there is a link between population changes in Lane County and those in its cities and unincorporated area. In this model, we note that the proportion of Lane County's population that resides in each of the 12 cities has changed over time, however slight that may be.

For the County projection in this model, we relied on a preliminary revised 2000-2040 population forecast for Lane County prepared by Oregon's Office of Economic Analysis (OEA). OEA's forecast assumes that annual population growth rate for the county increases from its recent level of about 0.9 percent (for the 2000-2005 period) to reach 1.0 percent during 2010-2015, and then diminish back down to 0.9 percent by 2020, then continuously decline to reach 0.7 percent by 2035. The pattern of change seen in OEA's preliminary revised forecast is similar to the forecast produced by our county-wide cohort-component model.

We developed a simple economic model to produce an additional population forecast for Lane County. The model projects net-migration based on an assumed relationship between population change and economic patterns. We used employment projections for Lane County (Oregon Economic Region 5) developed by Oregon Employment Department as a basis for building our economic model. However, the future number of jobs, or number of workers, is available for only part of our forecast period. The employment projections are prepared for one ten-year period, 2006-2016, but they were still useful to compare to our forecasts for 2010 and 2015, and to determine if the two sets of projections are within a reasonable range of one another.

The employment projections provide a predicted demand for workers to fill future jobs. The forecast from our cohort-component model provides the supply of workers available to fill those jobs. From this supply we are able to separate the workers already residing in the County from the workers that will be added to the County population from migration.

The supply of workers already existing in the County was extracted by applying recent labor force participation rates to the forecast 'survived' population for ages 15-64 (or the forecast population ages 15-64 minus the net-migrants ages 15-64). Most in-migrants ages 15-64 are assumed to move to Lane County because of new jobs, so we assume that their labor force participation rate is almost 100 percent.

The difference between the projected needed number of workers (the projected number of jobs from the employment projections) and the forecast number of existing workers (the 'survived' population ages 15-64 from the cohort-component model) is the number of net in-migrants. We compare this number to the number of net in-migrants ages 15-64 in the cohort-component model to see if they are in a reasonable range.

We also can compare the total number of net-migrants, which includes all age groups. Additional workers needed to fill future jobs, or net-migrants (as mentioned above), are each assumed to live in a household and to bring their families when they move to Lane County. Thus, the number of net-migrants is then multiplied by the predicted PPH for 2015. The resulting number is the estimated number of net-migrants of all ages, or total net-in migration. This number is compared to the number of net-migrants in the cohort-component model for the County.

**Additional housing unit models** were developed for all geographic sub-areas in this study, not only for the smaller city areas and non-UGB unincorporated area. For areas where a cohort-component model was created to produce its population forecast, the forecast results generated from the two models were checked and compared.

#### GENERAL COMMENTS ABOUT POPULATION FORECASTS

The longer the time-span of the forecast, the more likely it is that conditions change, and thus will increase the uncertainty in rates and assumptions. It is crucial to have recent data that would allow testing, or calibrating, the assumptions used in the forecasting models. The study area's historical population helps to calibrate and adjust original migration rates and growth rates in the forecast models so that a better fit between actual and predicted number of persons can be achieved. In the long-run, however, the local economy and conditions affecting populations are likely to change in ways not currently anticipated.

All population forecasts are based on a combination of a beginning population; various known, estimated, and predicted rates; and the forecasters' judgment 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 may be used as a guide to population growth over the next few years. But changes in local areas will surely affect populations in some cities and actual populations will deviate from those shown here. The differences between the forecast and actual populations will vary in magnitude and perhaps direction.

The historical, recent, and predicted demographic rates and other statistics affecting population change in our study area (Lane County and each of its geographic sub-areas) are summarized and shown in Appendix 5. Also included in the summary tables are the population forecasts so that they may be viewed alongside their supporting information.

In the forecast tables accompanying this report, the original calculations for the population forecasts use decimal fractions. Because the fractions are rounded to show whole numbers, the numbers may not add exactly to the totals.

## **APPENDIX 1**

### **Detailed Population Forecasts for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB Three Forecast Scenarios**

MEDIUM Growth Scenario, Populations for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB									
AREA	Historical →			Forecast →					
	1990*	2000*	2008	2010	2015	2020	2025	2030	2035
LANE CO.	282,912	322,959	345,880	349,505	366,830	384,930	403,178	420,481	435,615
EUGENE	114,994	139,010	154,620	156,844	166,609	176,124	185,422	194,314	202,565
SPRINGFIELD	45,356	53,622	58,005	58,891	62,276	66,577	70,691	74,814	78,413
EUGENE- SPRINGFIELD UGB	190,385	222,264	242,156	244,806	257,191	269,380	281,836	293,391	303,887

\*Population for 1990 and 2000 is allocated to 2008 boundaries.

Avg. Annual Change in #	Historical →		MEDIUM Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008- 2035	2010- 2030
LANE CO.	4,005	2,865	1,814	3,465	3,620	3,650	3,461	3,027	3,324	3,549
EUGENE	2,402	1,951	1,112	1,953	1,903	1,860	1,778	1,650	1,776	1,874
SPRINGFIELD	827	548	443	677	860	823	825	720	756	796
EUGENE- SPRINGFIELD UGB	3,188	2,411	1,325	2,477	2,438	2,491	2,311	2,099	2,286	2,429

Avg. Annual Growth Rate	Historical →		MEDIUM Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008- 2035	2010- 2030
LANE CO.	1.3%	0.8%	0.5%	1.0%	1.0%	0.9%	0.8%	0.7%	0.9%	0.9%
EUGENE	1.9%	1.3%	0.7%	1.2%	1.1%	1.0%	0.9%	0.8%	1.0%	1.1%
SPRINGFIELD	1.7%	1.0%	0.8%	1.1%	1.3%	1.2%	1.1%	0.9%	1.1%	1.2%
EUGENE- SPRINGFIELD UGB	1.6%	1.0%	0.5%	1.0%	0.9%	0.9%	0.8%	0.7%	0.8%	0.9%



LOW Growth Scenario, Populations for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB									
AREA	Historical →			Forecast →					
	1990*	2000*	2008	2010	2015	2020	2025	2030	2035
LANE CO.	282,912	322,959	345,878	348,904	364,368	379,838	394,724	407,374	417,712
EUGENE	114,994	139,010	154,620	156,545	165,707	174,117	182,464	189,533	195,821
SPRINGFIELD	45,356	53,622	58,005	58,811	62,102	65,961	69,561	72,844	75,725
EUGENE- SPRINGFIELD UGB	190,385	222,264	242,156	244,413	255,598	266,129	276,109	284,487	291,353

\*Population for 1990 and 2000 is allocated to 2008 boundaries;

Avg. Annual Change in #	Historical →		LOW Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008- 2035	2010- 2030
LANE CO.	4,005	2,865	1,513	3,093	3,094	2,977	2,530	2,068	2,661	2,924
EUGENE	2,402	1,951	963	1,832	1,682	1,669	1,414	1,258	1,526	1,649
SPRINGFIELD	827	548	403	658	772	720	657	576	656	702
EUGENE- SPRINGFIELD UGB	3,188	2,411	1,129	2,237	2,106	1,996	1,676	1,373	1,822	2,004

Avg. Annual Growth Rate	Historical →		LOW Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008- 2035	2010- 2030
LANE CO.	1.3%	0.8%	0.4%	0.9%	0.8%	0.8%	0.6%	0.5%	0.7%	0.8%
EUGENE	-1.9%	1.3%	0.6%	1.1%	1.0%	0.9%	0.8%	0.7%	0.9%	1.0%
SPRINGFIELD	1.7%	1.0%	0.7%	1.1%	1.2%	1.1%	0.9%	0.8%	1.0%	1.1%
EUGENE- SPRINGFIELD UGB	1.6%	1.0%	0.5%	0.9%	0.8%	0.7%	0.6%	0.5%	0.7%	0.8%

HIGH Growth Scenario, Populations for Lane County, Eugene, Springfield, and the Eugene-Springfield UGB									
AREA	Historical →			Forecast →					
	1990*	2000*	2008	2010	2015	2020	2025	2030	2035
LANE CO.	282,912	322,959	345,878	350,853	369,836	389,856	411,194	432,380	453,352
EUGENE	114,994	139,010	154,620	157,506	168,037	178,325	189,006	199,390	209,284
SPRINGFIELD	45,356	53,622	58,005	59,081	63,308	68,046	72,728	77,308	81,747
EUGENE-SPRINGFIELD UGB	190,385	222,264	242,156	245,620	258,812	273,050	287,119	301,210	315,364

\*Population for 1990 and 2000 is allocated to 2008 boundaries.

Avg. Annual Change in #	Historical →		HIGH Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008-2035	2010-2030
LANE CO.	4,005	2,865	2,487	3,797	4,004	4,268	4,237	4,194	3,981	4,076
EUGENE	2,402	1,951	1,443	2,106	2,058	2,136	2,077	1,979	2,025	2,094
SPRINGFIELD	827	548	538	845	948	936	916	888	879	911
EUGENE-SPRINGFIELD UGB	3,188	2,411	1,732	2,638	2,848	2,814	2,818	2,831	2,711	2,780

Avg. Annual Growth Rate	Historical →		HIGH Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008-2035	2010-2030
LANE CO.	1.3%	0.8%	0.7%	1.1%	1.1%	1.1%	1.0%	1.0%	1.0%	1.1%
EUGENE	1.9%	1.3%	0.9%	1.3%	1.2%	1.2%	1.1%	1.0%	1.1%	1.2%
SPRINGFIELD	1.7%	1.0%	0.9%	1.4%	1.5%	1.3%	1.2%	1.1%	1.3%	1.4%
EUGENE-SPRINGFIELD UGB	1.6%	1.0%	0.7%	1.1%	1.1%	1.0%	1.0%	0.9%	1.0%	1.0%

## **APPENDIX 2**

### **Detailed Population Forecasts for Lane County's Ten Smaller City Areas and Non-UGB Unincorporated Area**

AREA	Historical →			Forecast →					
	1990	2000	2008	2010	2015	2020	2025	2030	2035
Coburg	763	969	1,075	1,092	1,293	1,567	1,914	2,322	2,659
Cottage Grove	7,772	8,867	9,828	9,957	10,616	11,424	12,261	12,856	13,542
Creswell	2,616	3,851	5,321	5,647	6,802	8,263	9,758	11,060	12,172
Dunes City	1,081	1,241	1,360	1,457	1,542	1,640	1,726	1,777	1,823
Florence	6,143	8,643	10,767	11,212	12,355	13,747	15,035	16,323	17,434
Junction City	4,257	5,476	6,375	6,567	9,343	10,799	12,067	13,136	13,887
Lowell	785	880	1,015	1,043	1,228	1,459	1,714	2,022	2,345
Oakridge	3,140	3,251	3,764	3,859	4,290	4,672	4,866	5,061	5,280
Veneta	2,519	2,762	4,840	4,976	5,902	7,251	8,727	9,847	10,505
Westfir	291	293	352	359	370	384	412	426	448
Non-UGB Unincorporated Area	63,160	64,462	59,026	58,531	55,900	54,344	52,861	52,261	51,634

AREA	Historical →		Forecast →							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008-2035	2010-2030
Coburg	21	13	9	40	55	69	82	67	59	62
Cottage Grove	110	116	65	132	162	168	119	137	138	145
Creswell	124	178	163	231	292	299	260	222	254	271
Dunes City	16	14	49	17	20	17	10	9	17	16
Florence	250	257	222	229	278	258	257	222	247	256
Junction City	122	109	96	555	291	254	214	150	278	328
Lowell	10	16	14	37	46	51	62	65	49	49
Oakridge	11	62	48	86	76	39	39	44	56	60
Veneta	24	252	68	185	270	295	224	132	210	244
Westfir	0	7	4	2	3	6	3	4	4	3
Non_UGB Unincorporated Area	130	-659	-248	-526	-311	-297	-120	-125	-274	-314

Avg. Annual Growth Rate	Historical ----->		Forecast ----->							
	1990-00	2000-08	2008-10	2010-15	2015-20	2020-25	2025-30	2030-35	2008-2035	2010-2030
Coburg	2.4%	1.3%	0.8%	3.4%	3.9%	4.1%	3.9%	2.7%	3.4%	3.8%
Cottage Grove	1.3%	1.3%	0.7%	1.3%	1.5%	1.4%	1.0%	1.0%	1.2%	1.3%
Creswell	3.9%	4.0%	3.0%	3.8%	4.0%	3.4%	2.5%	1.9%	3.1%	3.4%
Dunes City	1.4%	1.1%	3.5%	1.1%	1.2%	1.0%	0.6%	0.5%	1.1%	1.0%
Florence	3.5%	2.7%	2.0%	2.0%	2.2%	1.8%	1.7%	1.3%	1.8%	1.9%
Junction City	2.6%	1.9%	1.5%	7.3%	2.9%	2.2%	1.7%	1.1%	2.9%	3.5%
Lowell	1.1%	1.7%	1.4%	3.3%	3.5%	3.3%	3.4%	3.0%	3.2%	3.4%
Oakridge	0.3%	1.8%	1.3%	2.1%	1.7%	0.8%	0.8%	0.9%	1.3%	1.4%
Veneta	0.9%	7.0%	1.4%	3.5%	4.2%	3.8%	2.4%	1.3%	2.9%	3.5%
Westfir	0.1%	2.2%	1.0%	0.6%	0.7%	1.4%	0.7%	1.0%	0.9%	0.9%
Non-UGB Unincorporated Area	0.2%	-1.1%	-0.4%	-0.9%	-0.6%	-0.6%	-0.2%	-0.2%	-0.5%	-0.6%

## **APPENDIX 3**

### **Assumed Demographic Rates for Lane County, the Cities of Eugene and Springfield, and the Eugene-Springfield UGB Three Growth Scenarios**

Life Expectancy in Three Growth Scenarios, for Lane County, Two Largest Cities, Eugene-Springfield UGB, 1970-2035.

Year	Lane County			Eugene City			Springfield City			Eugene-Springfield UGB		
	High	Med	Low	High	Med	Low	High	Med	Low	High	Med	Low
<b>Females</b>												
1970	76.20	76.20	76.20	76.37	76.37	76.37	73.11	73.11	73.11	72.37	72.37	72.37
1980	78.77	78.77	78.77	78.94	78.94	78.94	75.57	75.57	75.57	74.81	74.81	74.81
1990	79.67	79.67	79.67	79.85	79.85	79.85	76.44	76.44	76.44	75.67	75.67	75.67
2000	80.22	80.22	80.22	80.40	80.40	80.40	76.79	76.79	76.79	79.41	79.41	79.41
2005	80.62	80.62	80.62	80.80	80.80	80.80	77.19	77.19	77.19	79.81	79.81	79.81
2010	81.41	81.13	81.03	81.59	81.30	81.21	78.10	77.83	77.74	77.31	77.05	76.96
2015	81.41	81.13	81.03	81.59	81.30	81.21	78.10	77.83	77.74	77.31	77.05	76.96
2020	82.98	82.14	81.85	83.17	82.32	82.03	79.61	78.80	78.52	78.81	78.01	77.73
2025	82.98	82.14	81.85	83.17	82.32	82.03	79.61	78.80	78.52	78.81	78.01	77.73
2030	84.56	83.15	82.66	84.74	83.33	82.85	81.13	79.77	79.31	80.31	78.97	78.51
2035	85.22	83.57	83.01	85.40	83.75	83.19	81.76	80.18	79.64	80.93	79.37	78.83
<b>Males</b>												
1970	68.43	68.43	68.43	68.61	68.61	68.61	65.12	65.12	65.12	64.34	64.34	64.34
1980	70.77	70.77	70.77	70.96	70.96	70.96	67.35	67.35	67.35	66.55	66.55	66.55
1990	73.21	73.21	73.21	73.40	73.40	73.40	69.67	69.67	69.67	68.83	68.83	68.83
2000	74.85	74.85	74.85	75.05	75.05	75.05	71.03	71.03	71.03	73.95	73.95	73.95
2005	75.29	75.29	75.29	75.49	75.49	75.49	71.48	71.48	71.48	74.39	74.39	74.39
2010	76.33	75.98	75.68	76.52	76.18	75.88	72.64	72.31	72.02	71.77	71.44	71.16
2015	76.33	75.98	75.68	76.52	76.18	75.88	72.64	72.31	72.02	71.77	71.44	71.16
2020	78.40	77.37	76.46	78.61	77.57	76.66	74.61	73.63	72.77	73.72	72.75	71.89
2025	78.40	77.37	76.46	78.61	77.57	76.66	74.61	73.63	72.77	73.72	72.75	71.89
2030	80.48	78.76	77.24	80.69	78.96	77.45	76.59	74.95	73.51	75.67	74.05	72.63
2035	81.34	79.34	77.57	81.55	79.54	77.77	77.41	75.50	73.82	76.48	74.60	72.94

Total Fertility Rate in Three Growth Scenarios  
For Lane County, Two Largest Cities, Eugene-Springfield UGB, 1990-2035

Year	Lane County			Eugene City			Springfield City			Eugene-Springfield UGB		
	High	Med	Low	High	Med	Low	High	Med	Low	High	Med	Low
<b>Females</b>												
1990	1.72	1.72	1.72	1.45	1.45	1.45	2.24	2.24	2.24	1.63	1.63	1.63
2000	1.68	1.68	1.68	1.43	1.43	1.43	2.13	2.13	2.13	1.61	1.61	1.61
2005	1.64	1.64	1.64	1.42	1.42	1.42	2.03	2.03	2.03	1.58	1.58	1.58
2010	1.57	1.57	1.57	1.39	1.39	1.39	1.94	1.94	1.94	1.53	1.53	1.53
2015	1.60	1.57	1.56	1.40	1.39	1.38	1.98	1.96	1.93	1.56	1.54	1.53
2020	1.62	1.57	1.55	1.41	1.39	1.38	2.02	1.98	1.92	1.58	1.55	1.52
2025	1.64	1.57	1.54	1.42	1.39	1.37	2.06	2.00	1.91	1.60	1.56	1.51
2030	1.66	1.57	1.53	1.43	1.39	1.36	2.10	2.02	1.90	1.62	1.57	1.50
2035	1.68	1.57	1.52	1.44	1.39	1.35	2.15	2.04	1.89	1.64	1.58	1.49

Migration in Three Growth Scenarios for  
Lane County, Two Largest Cities, Eugene-Springfield UGB, 1990-2035

Year	Lane County			Eugene City			Springfield City			Eugene-Springfield UGB		
	High	Med	Low	High	Med	Low	High	Med	Low	High	Med	Low
1990s	30,262	30,262	30,262	17,200	17,200	17,200	3,600	3,600	3,600	21,700	21,700	21,700
2000s	21,000	20,000	19,500	12,600	12,100	11,750	1,680	1,580	1,530	14,300	13,650	13,300
2010s	34,000	32,000	30,000	16,800	15,700	15,000	5,300	4,400	4,400	20,500	18,600	17,600
2020s	44,000	39,500	37,000	19,500	17,400	17,000	6,200	5,800	5,600	25,000	22,000	20,750
2030-35	25,000	21,000	20,000	10,500	9,500	9,200	3,300	3,100	3,000	14,000	11,500	10,900



## **APPENDIX 4**

### **Information Considered When Developing Forecasts for Lane County's Sub-Areas**

**Information Considered to Develop Housing and Population Forecasts**

The information in the table below is obtained from submittals to PRC from city officials/staff. Included for some cities is information that we gleaned from planning documents and reports, and from feedback submitted from local residents. The information pertains to population and housing characteristics of Lane County's sub-areas, and to changes believed to occur in those areas in the future. The table is a tool we used to develop the population forecasts and is in 'working' format.

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Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Coburg						
Elderly and Hispanic population shares are stable	Occupancy rates stable		Development of residential substance abuse rehab. campus; completion after waste-water treatment facility completion.	Rehab. Facility will add ~100 jobs.	Planned development of wastewater treatment facility; 2011 est. completion date; I-5 interchange construction/improvements	<p><b>Promos:</b> Wastewater facility adds potential for commercial, industrial and residential growth; Has enough land in and outside city for residential dev, enough to accommodate at least 3,500 persons; wastewater facility can accommodate 4,000 persons; Coburg is adjacent to Springfield/Eugene; city employs 2,000 and in good economic times employs additional 1,000.</p> <p><b>Hinders:</b> RV industry closed.</p> <p><b>Notes:</b> New employees at Sacred Heart Med Center - 500 added soon; employer did add 2,500 in 2008 - Sacred Heart Med. Center 5 minutes from Coburg.</p>
Document information  Coburg	<p>Building moratorium 2003-2006.</p> <ul style="list-style-type: none"> <li>➤ Is preparing infrastructure for high growth, however.</li> <li>➤ Much information from planning documents we have for Coburg is visionary and not hard data, and assume growth will mimic growth in Veneta. It is not known if growth in Coburg will mimic growth seen in Veneta. Veneta has had high growth rates in its history (1970's) and has demonstrated high growth from 2000-2008. Coburg doesn't have a history of high growth prior to or after the building moratorium except in 2002-2003 when approximately 35 mobile homes were added. However, because Coburg's proximity to the major work center (E/S) and because improvements to infrastructure are actually occurring, we think Coburg will increase at a much higher pace</li> </ul>					

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Coburg, con't.	<p>than it has in the past.</p> <ul style="list-style-type: none"> <li>➤ Not as high as Veneta (even though closer in proximity to E/S) because historically not as high growth rates as Veneta (Veneta 5.9% during 1970s and Veneta had high growth during 2000s); Coburg in 1990s 2.4% AAGR.</li> <li>➤ Transportation System plan for Coburg (1999) needs to be revised; had forecast for 2015 of only 950.</li> <li>➤ Data since 2003, Crossroads forecasts show that growth is not nearly as high as thought in Coburg (2000-2008) – due to delay in sewer completion and economic downturn; so start with smaller base.</li> <li>➤ CH2MHill Study of Nov. 2008 – table with label of Coburg’s comprehensive plan 1,800 pop forecast for 2025; the 2005 adopted numbers are 3,300 in 2025; LCOG’s numbers and city still supports them.</li> </ul>					
Cottage Grove		320 developable lots currently platted in 2 subdivisions, developing at the same rate as 2 years ago.			Recently constructed a wastewater treatment facility designed to meet an annual 1.36% growth rate; water treatment facility recently expanded to meet a population projection of 13,400 by 2030; recent transportation system plan was adopted using 13,400 as the projected number	<b>Promos: infrastructure in place</b>
Additional Notes Cottage Grove	<p>Much land for residential development and good proximity to Eugene/Springfield for work.                      Weighted average of historical and recent growth rates to compare to our forecast; fluctuations, but overall steady (1.2% average during forecast period).                      We also noted high average annual growth rate during 1970s.</p>					

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
<b>Creswell</b>						
Increase in young families, Latinos, retirees; higher shares of these population groups than County.	2000 ave. occupancy rate of 95.6% will continue	45 HU – 2010; 46 HU – 2011; 28 HU - 2012		*Flat in past; recent increased business activity – services and leisure; Planned added service/home sales jobs – 42 within 2 years.	High growth in 1960s due to improvements to I-5 Hwy and installation of municipal sewage & treatment system	<b>Promos:</b> Affordable housing and short commute to Eugene-Springfield; growing Latino community & Latino businesses; golf resort and associated housing draws retirees; airport; proximity to Eugene/Springfield; city wants to accommodate growth. <b>Notes:</b> Observed significantly higher pop AAGR than Safe Harbor (1.1% is SH); AAGRs vary in different master plans and studies: 2.5%-3.2%
<b>Document Information-Creswell</b>	<p>Included in PAPA Creswell proposes a 2030 population of 8,509.</p> <p>Noteworthy factors:            1. Past projections have been below actualized population growth (1982 Comp Plan)            2. Past master plans have adopted annual growth rates for the same period (3.2% in the water plan, 2.6% transportation plan, 2.53% for wastewater and open space plans) that have been well below historic trends ranging from 3.2% to 4 %.            3. Historic trends demonstrate competitive advantages for economic growth in Creswell vis-à-vis other county municipalities.</p>					
<b>Dunes City</b>						<b>Hinders:</b> *Dunes City has no public utilities;*no planned future housing or commercial development.
<b>Eugene</b>						
A large population base and an aging population cause						<b>Notes:</b> Eugene stated that they have no data that would support a change in past trends. Wants Safe Harbor forecast. See

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
growth rates seen in Eugene' con't. the 1990s to decelerate in the future.						Appendix 6 for additional notes.
Florence						Notes: States they are 'fine' with data PRC sent; seem satisfied with updated PRC population estimate.
Document information - Florence	<p><b>Notes:</b> The city requests county rural comprehensive plan modifications to match their adopted 2030 population forecast of 17,200. The city supports an AAGR of 2% for the 2000 to 2030 period, making the forecast 17,200, as opposed to an AAGR of 3% for 2000 to 2025. Florence's request is <i>consistent</i> with PSU forecast.</p> <p>Florence recently improved their accounting of mobile homes and of group quarters facilities located within the city limits and is reflected in its population estimate for 2008; in addition the 2008 population estimate includes data that covers the population/housing change for the year before that was not previously reported (the relatively large increase in the certified 2008 population estimates from 2007 is greatly attributed to better accounting and because 2008 includes data representing 2 years growth).</p>					
Junction City		*363 HU (6 subdiv, most SFR)— final approval for development in 2006; of those 293 still avail for development; *295 lot (mixed detached & attached; preliminary approval; is phased planned unit dev; *expects to receive	*Prison will house 1,800-2,000 ppl; const 2 phases with completion in 2012 (550 inmates) and 2014 (1,260 inmates); *State Hosp capacity =360 ppl; completion is 2015.	500 + 1,300 workers expected to be employed by prison and state hospital; Grain milling facility -- ~100 family wage jobs; company just purchased 100 acres, no application for land improvement yet; recently annexed 80 acres	Expansion of water and sewer facilities and utility lines due to construction of prison and state hosp.	<b>Promos:</b> incr. jobs; expansion & improvement of water and sewer facilities; <b>Notes:</b> expects growth to be higher than adopted forecast; city is 1 of 3 sites being considered for location of bio-energy park (break ground in 6-09).

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Junction City, con't.		proposal for 307 MFR dev.		zoned industrial and trying to have site certified as 'shovel-ready' soon (Feb. 2009).		
Document information – Junction City	<p>Included in PAPA. Junction City proposes a higher 2030 population (10,268) than the adopted forecast (9,800). Reasons for the expected growth are explained below:                      A proposed prison facility and mental hospital were not considered in the population forecasts. The prison and hospital are to be constructed in 2015 and will employ about 1,800 persons. A local business has also purchased 100 adjacent acres for 100 family wage jobs.</p>					
Lowell						
New housing stock in last 4 years occupied by 2 types: *high-income empty nesters and *young families, young children.	2 types being built: *upscale SFR, and *affordable SFR and duplexes; *almost 10-yr building moratorium lifted in 2003; moratorium due to inadequate infrastructure; pursuing mixed use downtown (urban renewal)					<p><b>Promos:</b> high occupancy rates, waiting list for their only MFR structure; duplexes recently rented quickly after construction finished;  <b>Hinders:</b> hsg growth restricted by current adopted pop growth of 2.2% AAGR.  <b>Notes:</b> *very pro-growth; *support forecasts in Region 2050;</p>
Document information – Lowell	<p>Included in PAPA. The improvements that increase development potential are described below:</p> <ol style="list-style-type: none"> <li><u>Water System Infrastructure:</u> A new water system master plan was created in 1998 that more than doubled the water supply by 2001. The plan was again updated in 2006, and water system capacity was based on projected 3.3% growth. The water treatment capacity that doubled in 2001 is expected to double once more during the 2009-2010 phase and even more with a planned second phase for a later date.</li> <li><u>Sewer System:</u> A second phase of wastewater facility improvements is planned for 2010-2011, which will accommodate higher growth rates. Since new development must be connected to a sewer lines and sewers were at capacity, previous moratoria on development were only lifted in 2003.</li> </ol>					

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Lowell, con't.						<p>3. <u>Restrictive changes</u>: Lowell understated its development in 2003. Expected increases in land divisions and building permits.</p> <p>4. <u>Long range planning</u>: Revised comprehensive plan to establish need and desire for more growth altered many development policies and goals. Lowell also rewrote their land development code to be more developer-friendly. A plan for a mixed-use downtown to accommodate more retail, business, and multi-family housing as well as urban renewal planning demonstrate new efforts and potential for attracting new development that will increase growth rates.</p> <ul style="list-style-type: none"> <li>• There is potential for growth and since the city is very pro-growth, I think it can be increased from recent rates – but not much more.</li> <li>• <u>LCOG's forecast (adopted in 2005)</u> which predicts 2.2% AAGR throughout the forecast period. Opponents to the proposal of high growth think 1,700 persons by 2030 (about 12 new homes per year) is reasonable (we have 1,587 in 2035). I was thinking 17-22 new homes per year would be reasonable (the city proposes 371).</li> <li>• Improvements to Water infrastructure and sewer system (water supply doubled by 2001 and 2<sup>nd</sup> phase of sewer system compl in 2010-2011; <i>growth rates increased; further improvements will support continuation of the higher growth rates seen in past 4-5 yrs after some improvements made to water systems – not increase them further necessarily – need study.</i>)</li> <li>• <u>Johnson Gardner study</u>: PRC agrees with finding that improved infrastructure and pro-growth policies will increase pop growth rates higher than exp in past. However, assumes that growth will be of same magnitude as seen in Veneta and Creswell. (<i>rsp: we have not conducted a comparison study, or developed a similarity index; study the timing and size of infrastructural improvements, growth policies and timing of adoption, timing of building moratoria, travel time to work, cities amenities, etc and relate it all to magnitude of pop growth and timing of pop growth.</i>)</li> <li>• <u>In their infrastructure analysis</u>: City is basing their 4+% AAGR on the 2006 growth rate (only 1 year).</li> <li>• <u>Region 2050 and land capacity model</u>: produces results from a vision (<i>rsp: a chosen scenario that city would like to see occur: goal</i>) has targeted population and employment rather than forecast population by choosing parameters or characteristics the city wants to have (<i>amt of empl growth, amt of hsg dev; education chosen as major driver for growth in Lowell</i>); doc says model provides est of amt of development that can be accommodated by buildable lands inventory (<i>housing and commercial/industrial accommodation</i>); calculates development capacity and checks if land is sufficient to accommodate target employment and residential land use; correlates population growth to residential development; land capacity analysis model and is used by cities for buildable lands analyses (<i>rsp: not sure how come up with target population – what is input besides land capacity?</i>). (<i>rsp: didn't all studies abandon Region 2050 except Lowell?</i>)</li> <li>• <u>Winterbrook report pop “proj for lane county and it cities”</u>: study provides rationale/defense of high growth rates which we all agree will be higher than historic rates; but doesn't indicate how high the rates will increase or at what magnitude they will increase.</li> <li>• <u>EcoNW</u>: supports 2.2% or lower; says no evidence of higher growth; says costly to upgrade water capacity and Lowell has little funds.</li> <li>• <u>Urban renewal plan drafted and adopted in around 2005</u>; est 20 yrs to complete (revitalize downtown and dev mixed-use, improve infrastructure, attract business and residents; make more accessible (to lake and Lowell state park). NOT FINAL.</li> </ul>

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Lowell, con't.	<ul style="list-style-type: none"> <li>▪ <u>Lowell Committee Meeting Report, 2005</u>: In general it encourages pop, hsg, economic, transp growth while preserving community identities and natural resources and the environ.</li> <li>▪ They want to Promote growth to keep school open (one of many big reasons); part of pilot educational program.</li> <li>➤ Final adj: 3.3% AAGR 2010-2035; 4 yr. wtd ave (2004-05, 2005-06, 2006-07, and 2007-08 growth rates) – growth wouldn't have peaked in 2006-07 if growth attributed only to pent up demand after bldg moratorium lifted in 2003; also most cities in Oregon saw a decrease in housing growth from 2007-08.</li> <li>➤ Final adjustments: no justification to assume even higher growth rates - policy changes, expansion and improvements to infrastructure and other pro-growth efforts warrant keeping the rates high as seen in the past few years; visionary information is not enough to increase rates even further; assuming an average of rates seen after bldg moratoria lifted is more reasonable than assuming the rate seen only in one recent year, especially since an ave ann rate that high (4.1%) hasn't been seen in previous decades. Comparing to growth in Creswell or Veneta, Creswell had experienced consistently high rates in the past and Veneta had seen them during the 1970s when the AAGR was 5.9%, and rates after building moratoria have not surpassed that rate of growth.</li> </ul>					
Oakridge	Accounted for 300 home sites are under construction (3 subdivisions) ; should be completed within 5 years.					Manufacturing firms are "committed" to locating to Oakridge – will boost pop growth.
Document information - Oakridge	<p>Included in PAPA The city expects higher growth rates because:</p> <ol style="list-style-type: none"> <li>1. There are about 300 home sites under construction in two major and one minor subdivision, which should be built within five years.</li> <li>2. Additional jobs are expected given the various manufacturing firms committed to moving to Oakridge.</li> </ol>					



Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
	In contrast, Oakridge believes the 2050 plan overstated the population increase, which shows an overly ambitious 2045 population of 13,000. There are hindrances related to their growth given the proximity to Willamette National Forest.					
<b>Springfield</b> Hispanic population increasing; PPH increase is partly offset by aging population.			Increase in GQ: homeless shelters and for seniors.		Has funding for growth and expansion of infrastructure.	<b>Notes:</b> Migration rate slightly higher than Lane County and Eugene. Wants safe harbor forecast. See Appendix 6.
<b>Veneta</b> Increased school enrollments and of Hispanic pop; more young families.		3 active developments: 25 HU-affordable SFR/2010; 24 HU - SFR/2012; 530 HU- SFR and MFR/2017; *abt. to open: 20-25 HU -affordable senior MFR; building moratorium	none	Recently completed new business park	Has schedule for improvements	<b>Promos:</b> *is a regional commercial hub (Fern Ridge area); *reaching a population density that will support add'l commercial development w/in city. <b>Notes:</b> doesn't think lack of adequate infrastructure is presenting a barrier to growth (based on water/sewer master plan's 9-10K pop. forecast for 2030). Resident submitted letter that states that there was a building moratorium in the past, there is a lack of water to sustain growth, the city has a high tax rate, the commuter hwy. to Eugene is deadly, and there are geologic hindrances.
<b>Document information for Veneta</b>	<p>Included in PAPA. Veneta has been reluctant to accept the COG population projections given their past infrastructural investments and significant remaining capacity within their limits. The city has, as a result, had to delay essential planning activities. Veneta is requesting a 2030 population forecast of 9,000. Veneta points to the imprecision of forecasting as indicative of potential inaccuracies. The 5 year trend projects Veneta's population at over 11,000 and a 15 year trend at just over 7,000, making the average forecast approximately 9,000. The city requires a higher projection to make the necessary infrastructural investments to accommodate future growth that is expected by Veneta to come.</p> <p>Issues to consider in Veneta: 1. Analysis shows enough land within the city/UGB for an additional 2,000 residential units, creating a population of over 10,000 even at</p>					

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Veneta, con't.	<p>current densities. Lack of available land in Eugene is expected to translate to greater development in surrounding communities like Veneta (Request for County Adoption-Veneta, pp. 9-10).</p> <p>2. Private developers have made significant investments in Veneta that rely on expected growth for returns on investment.</p> <p>3. Building moratoria in early 2000s.</p> <p>Currently updating water and sewer master plans based on pop of 9-10K pop; detailed improvement plans and schedules for adequate infrastructure to support that population, and zoning to accommodate more.</p> <p>Used wtd average and took into account building moratorium; approaching close to capacity of buildable land toward end of forecast period; and growth will peak, then will decline toward end of forecast period.</p>					
Westfir						
		Talk and potential of developing a former mill site, but housing development may not actually occur.				Notes: Big growth from 2000-2010 due to correction to their 2000 Census data: accepted by PRC and incorporated into PRC population estimates.
Non-UGB Unincorporated Area						
Substantial declines in average number of persons per household due to aging population and only modest housing/population increases.	Of housing permits, roughly half the housing units are replacement units/demolished units.	Assumptions to accommodate Measure 49: *250 applications with an average of 3 hsg units per application = 750 SFRs; *65% of the housing units would be built by 2035 (about 490				Notes: As UGBs expand, unincorporated area shrinks.

Population Composition	Housing	Planned Housing Development/Est. Year Completion	Future Group Quarters Facilities	Future Employers	Infrastructure	Promotions (Promos) and Hindrances (Hinders) to Population Growth; Other notes
Non-UGB Unincorporated Area, con't.		<p>units) with construction starting off slow, peaking, then slowing again in 2035.</p> <p>Of those units, just over 1,000 persons were added to the unincorporated area; overall, the affect on the forecasts is not all that great.</p>				

## APPENDIX 5

### Supporting Data and Forecast Summary Tables

### Supporting Data and Forecast Summary Tables

These tables hold a summary of supporting data that were used to develop the population forecasts. They include recent historic data (including populations) that are known or were estimated. The data are grouped by geographic area. There is a table for Lane County and one for each of its city areas, the non-UGB unincorporated area, and the Eugene-Springfield UGB.

Population and housing data and rates for 1990 and 2000 are from decennial censuses;  
 1990-2005 birth data and 2000-2008 enrollment data are from administrative records;  
 All numbers for years 2010-2030 are predicted, with the exception of cases in which known 2008 data is placed in 2010 cells.

**Abbreviated column headings key:**

**Pop** = population; **#Ave Ann Pop Growth** = number average annual population growth; **%Ave Ann Pop Growth** = percent average annual population growth; **%Pop 65+** = percentage population ages 65 and over; **% Pop Hispanic** = percentage population that are Hispanic; **Hseholds** = households; **Hsg Units** = housing units; **Occpncy** = occupancy; **PPH** = average persons per household; **GQ pop** = group quarters population; **Schl Enrl** = school enrollment.

Lane Co.	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	282,912			13.1%	2.4%	110,799	116,676			95.0%	2.49	7,489	3,876	
2000	322,977	4,007	1.32%	13.3%	4.6%	130,453	138,954	2,228	1.75%	93.9%	2.42	7,418	3,703	48,524
2010	349,505	2,653	0.79%	14.4%	5.9%	143,043	153,090	1,414	0.97%	93.4%	2.37	10,704	3,661	46,686
2015	366,830	3,465	0.97%	17.1%		152,475	163,332	2,048	1.30%	93.4%	2.32	12,664		
2020	384,930	3,620	0.96%	20.1%		162,052	173,734	2,080	1.23%	93.3%	2.29	13,284		
2025	403,178	3,650	0.93%	22.3%		171,558	184,106	2,074	1.16%	93.2%	2.27	13,868		
2030	420,481	3,461	0.84%	23.4%		180,696	194,081	1,995	1.06%	93.1%	2.25	14,653		
2035	435,615	3,027	0.71%	23.8%		188,617	202,764	1,737	0.88%	93.0%	2.23	15,470		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Demographic data for 2008 placed in '2010' cell. Birth data in the 2010 cell represents the approximated annual birth average for 2005-2007.

Coburg	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	763			18.7%	2.4%	293	305			96.1%	2.41	57	9	18,502
2000	969	21	2.39%	10.3%	3.0%	367	387	8	2.38%	94.8%	2.64	0	8	17,825
2010	1,092	12	1.19%			409	434	5	1.15%	94.3%	2.67	0	9	
2015	1,293	40	3.38%			487	517	17	3.50%	94.3%	2.63	13		
2020	1,567	55	3.85%			594	630	23	3.95%	94.3%	2.59	27		
2025	1,914	69	4.00%			726	770	28	4.01%	94.3%	2.60	30		
2030	2,322	82	3.87%			881	934	33	3.86%	94.3%	2.60	33		
2035	2,659	67	2.71%			1,015	1,077	29	2.85%	94.3%	2.58	35		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell; Coburg is located within the relatively large Eugene School District.

\* Birth data estimates for 2005 are placed in '2010' cell.

Cottage Grove	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	7,772			16.0%	2.0%	2,942	3,071			95.8%	2.61	106	151	
2000	8,867	110	1.32%	16.0%	4.9%	3,427	3,602	53	1.59%	95.2%	2.54	152	116	3,008
2010	9,957	109	1.16%			3,832	4,033	43	1.13%	95.0%	2.51	322	119	2,853
2015	10,616	132	1.28%			4,138	4,357	65	1.54%	95.0%	2.49	333		
2020	11,424	162	1.47%			4,501	4,742	77	1.69%	94.9%	2.46	348		
2025	12,261	168	1.42%			4,855	5,120	76	1.53%	94.8%	2.45	384		
2030	12,856	119	0.95%			5,113	5,397	55	1.06%	94.7%	2.43	413		
2035	13,542	137	1.04%			5,411	5,720	64	1.16%	94.6%	2.42	438		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

Creswell	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	2,616			13.6%	4.5%	953	1,004			95.0%	2.68	59	64	
2000	3,851	124	3.87%	11.0%	7.0%	1,368	1,445	44	3.64%	94.6%	2.77	58	50	1,230
2010	5,647	180	3.83%			1,997	2,133	69	3.89%	93.6%	2.80	57	68	1,268
2015	6,802	231	3.72%			2,423	2,584	90	3.84%	93.8%	2.78	66		
2020	8,263	292	3.89%			2,958	3,150	113	3.97%	93.9%	2.77	77		
2025	9,758	299	3.33%			3,556	3,791	128	3.70%	93.8%	2.72	92		
2030	11,060	260	2.50%			4,084	4,358	113	2.79%	93.7%	2.68	106		
2035	12,172	222	1.92%			4,526	4,834	95	2.08%	93.6%	2.66	114		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.  
 \* Birth data estimates for 2005 are placed in '2010' cell.

Dunes City	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	1,081			24.4%	0.8%	466	559			83.4%	2.30	7	8	
2000	1,241	16	1.38%	27.3%	1.2%	558	705	15	2.32%	79.1%	2.22	0	6	1,698
2010	1,457	22	1.60%			705	890	19	2.33%	79.2%	2.07	0	8	1,367
2015	1,542	17	1.13%			751	947	11	1.24%	79.3%	2.05	0		
2020	1,640	20	1.23%			803	1,011	13	1.31%	79.4%	2.04	0		
2025	1,726	17	1.02%			845	1,064	11	1.02%	79.4%	2.03	8		
2030	1,777	10	0.58%			871	1,096	6	0.59%	79.5%	2.02	16		
2035	1,823	9	0.51%			898	1,130	7	0.61%	79.5%	2.01	18		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.  
 \* Birth data estimates for 2005 are placed in '2010' cell.

Eugene	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpney Rate	PPH	GQ pop	Births	Schl Enrl*
1990	112,669			12.7%	2.7%	46,274	47,991			96.4%	2.30	6,267	1,481	
2000	137,893	2,522	2.02%	12.1%	5.0%	58,110	61,444	1,345	2.47%	94.6%	2.27	6,086	1,554	23,588
2010	156,844	1,895	1.29%	12.1%	6.5%	65,448	69,676	823	1.26%	93.9%	2.26	8,794	1,417	23,843
2015	166,609	1,953	1.21%	14.5%		71,164	75,790	1,223	1.68%	93.9%	2.22	8,858		
2020	176,124	1,903	1.11%	17.3%		75,923	81,244	1,091	1.39%	93.5%	2.20	9,151		
2025	185,422	1,860	1.03%	19.0%		81,227	86,956	1,142	1.36%	93.4%	2.17	9,510		
2030	194,314	1,778	0.94%	20.2%		85,810	92,026	1,014	1.13%	93.2%	2.15	10,083		
2035	202,565	1,650	0.83%	20.8%		89,053	95,629	721	0.77%	93.1%	2.15	10,722		
*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.														
* Birth data estimates for 2005 are placed in '2010' cell.														

Florence	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpney Rate	PPH	GQ pop	Births	Schl Enrl*
1990	6,143			29.4%	2.5%	2,736	3,262			83.9%	2.22	73	74	
2000	8,643	250	3.41%	38.3%	2.4%	4,241	4,967	171	4.21%	85.4%	2.02	56	61	1,698
2010	11,212	257	2.60%			5,648	6,562	159	2.78%	86.1%	1.93	295	67	1,367
2015	12,355	229	1.94%			6,287	7,292	146	2.11%	86.2%	1.91	324		
2020	13,747	278	2.14%			7,053	8,170	176	2.27%	86.3%	1.90	363		
2025	15,035	258	1.79%			7,716	8,936	153	1.79%	86.3%	1.89	425		
2030	16,323	257	1.64%			8,379	9,703	153	1.65%	86.4%	1.89	491		
2035	17,434	222	1.32%			8,992	10,415	142	1.42%	86.3%	1.88	531		
*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.														
* Birth data estimates for 2005 are placed in '2010' cell.														



Junction City	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	4,257			18.8%	2.0%	1,714	1,756			97.6%	2.43	96	82	
2000	5,476	122	2.52%	14.9%	8.3%	2,115	2,228	47	2.38%	94.9%	2.52	137	80	2,038
2010	6,567	109	1.82%			2,535	2,686	46	1.87%	94.4%	2.54	125	72	1,682
2015	9,343	555	7.05%			2,913	3,083	79	2.76%	94.5%	2.54	1,939		
2020	10,799	291	2.90%			3,418	3,612	106	3.17%	94.6%	2.53	2,157		
2025	12,067	254	2.22%			3,845	4,065	91	2.37%	94.6%	2.57	2,183		
2030	13,136	214	1.70%			4,272	4,518	91	2.11%	94.5%	2.56	2,205		
2035	13,887	150	1.11%			4,591	4,860	68	1.46%	94.5%	2.54	2,222		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

Lowell	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	785			8.3%	3.3%	271	288			94.1%	2.90	0	9	
2000	880	10	1.14%	8.2%	4.6%	315	349	6	1.92%	90.3%	2.79	0	8	424
2010	1,043	16	1.70%			403	430	8	2.09%	93.8%	2.59	0	9	285
2015	1,228	37	3.26%			481	512	16	3.49%	94.0%	2.55	0		
2020	1,459	46	3.45%			577	613	20	3.60%	94.1%	2.53	0		
2025	1,714	51	3.22%			678	720	21	3.22%	94.1%	2.53	0		
2030	2,022	62	3.30%			800	850	26	3.32%	94.1%	2.53	0		
2035	2,345	65	2.96%			933	992	28	3.09%	94.1%	2.51	0		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

Oakridge	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	3,140			17.6%	4.6%	1,281	1,405			91.2%	2.45	3	51	
2000	3,251	11	0.35%	20.2%	5.0%	1,389	1,575	17	1.14%	88.2%	2.34	0	23	896
2010	3,859	61	1.71%			1,650	1,850	27	1.60%	89.2%	2.33	12	30	602
2015	4,290	86	2.12%			1,836	2,056	41	2.11%	89.3%	2.33	13		
2020	4,672	76	1.71%			2,001	2,237	36	1.69%	89.5%	2.33	13		
2025	4,866	39	0.82%			2,086	2,331	19	0.83%	89.5%	2.33	14		
2030	5,061	39	0.78%			2,170	2,426	19	0.79%	89.5%	2.32	15		
2035	5,280	44	0.85%			2,264	2,530	21	0.84%	89.5%	2.33	16		
*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.														
* Birth data estimates for 2005 are placed in '2010' cell.														

Springfield	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	44,683			10.8%	2.9%	17,447	18,121			96.3%	2.54	345	906	
2000	52,864	818	1.68%	10.3%	6.9%	20,514	21,500	338	1.71%	95.4%	2.55	635	856	11,062
2010	58,891	603	1.08%	10.2%		22,917	24,094	259	1.14%	95.1%	2.54	726	831	11,122
2015	62,276	677	1.12%	12.0%		24,484	25,708	323	1.30%	95.2%	2.51	758		
2020	66,577	860	1.34%	14.3%		26,304	27,685	396	1.48%	95.0%	2.50	784		
2025	70,691	823	1.20%	16.7%		28,151	29,582	379	1.33%	95.2%	2.48	848		
2030	74,814	825	1.13%	18.5%		30,216	31,809	445	1.45%	95.0%	2.45	911		
2035	78,413	720	0.94%	19.6%		31,953	33,750	388	1.18%	94.7%	2.42	986		
*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.														
* Birth data estimates for 2005 are placed in '2010' cell.														

Veneta	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	2,519			10.6%	2.0%	904	932			97.0%	2.79	0	57	
2000	2,762	24	0.92%	7.5%	4.2%	966	1,020	9	0.90%	94.7%	2.86	0	43	1,924
2010	4,976	221	5.89%			1,702	1,772	75	5.52%	96.0%	2.90	37	51	1,601
2015	5,902	185	3.41%			2,053	2,140	74	3.77%	95.9%	2.85	41		
2020	7,251	270	4.12%			2,552	2,662	104	4.37%	95.8%	2.82	45		
2025	8,727	295	3.70%			3,116	3,255	119	4.02%	95.7%	2.78	53		
2030	9,847	224	2.41%			3,558	3,720	93	2.67%	95.7%	2.75	60		
2035	10,505	132	1.30%			3,834	4,018	60	1.54%	95.4%	2.72	65		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

Westfir	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpncy Rate	PPH	GQ pop	Births	Schl Enrl*
1990	291			15.1%	2.5%	103	112			91.6%	2.84	0	4	
2000	293	0	0.07%	13.4%	1.1%	105	113	0	0.09%	92.6%	2.80	0	4	896
2010	359	7	2.01%			124	130	2	1.36%	95.3%	2.90	0	5	602
2015	370	2	0.64%			132	137	1	1.09%	96.3%	2.81	0		
2020	384	3	0.74%			137	142	1	0.76%	96.4%	2.80	0		
2025	412	6	1.40%			147	151	2	1.27%	97.3%	2.80	0		
2030	426	3	0.67%			153	157	1	0.69%	97.4%	2.79	0		
2035	448	4	1.01%			160	164	1	0.91%	97.4%	2.80	0		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

Uninc. (out of UGBs)	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpney Rate	PPH	GQ pop	Births	Schl Enrl*
1990	63,018					21,804	23,749			91.8%	2.87	477	645	
2000	64,479	146	0.23%			24,335	26,280	253	1.01%	92.6%	2.64	294	551	2,656
2010	58,531	-595	-0.97%			23,607	25,565	-71	-0.28%	92.3%	2.47	336	502	2,063
2015	55,900	-526	-0.92%			23,338	25,285	-56	-0.22%	92.3%	2.38	319		
2020	54,344	-311	-0.56%			24,227	26,237	191	0.74%	92.3%	2.23	319		
2025	52,861	-297	-0.55%			24,275	26,296	12	0.04%	92.3%	2.16	321		
2030	52,261	-120	-0.23%			24,663	26,707	82	0.31%	92.3%	2.11	320		
2035	51,634	-125	-0.24%			24,584	26,607	-20	-0.08%	92.4%	2.09	323		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

E-S UGB	Pop	# Ave Ann Pop Growth	% Ave Ann Pop Growth	% Pop 65+	% Pop Hispanic	Hseholds	Hsg Units	# Ave Ann Hsg Growth	% Ave Ann Hsg Growth	Occpney Rate	PPH	GQ pop	Births	Schl Enrl*
1990	190,527					77,331	80,233			96.4%	2.38	6,611	3,032	
2000	222,264	3,174	1.54%			91,268	96,283	1,605	1.82%	94.8%	2.36	6,721	2,753	29,518
2010	244,806	2,254	0.97%			100,428	106,607	1,032	1.02%	94.2%	2.34	9,520	2,561	28,663
2015	257,191	2,477	0.99%			107,636	114,425	1,564	1.42%	94.1%	2.30	9,616		
2020	269,380	2,438	0.93%			113,231	120,528	1,221	1.04%	93.9%	2.29	9,935		
2025	281,836	2,491	0.90%			119,711	127,606	1,416	1.14%	93.8%	2.27	10,358		
2030	293,391	2,311	0.80%			125,753	134,216	1,322	1.01%	93.7%	2.25	10,994		
2035	303,887	2,099	0.70%			131,409	140,417	1,240	0.90%	93.6%	2.22	11,708		

\*Total public school enrolled in school district(s) in which area is located; 2008 enrollment number is placed in '2010' cell.

\* Birth data estimates for 2005 are placed in '2010' cell.

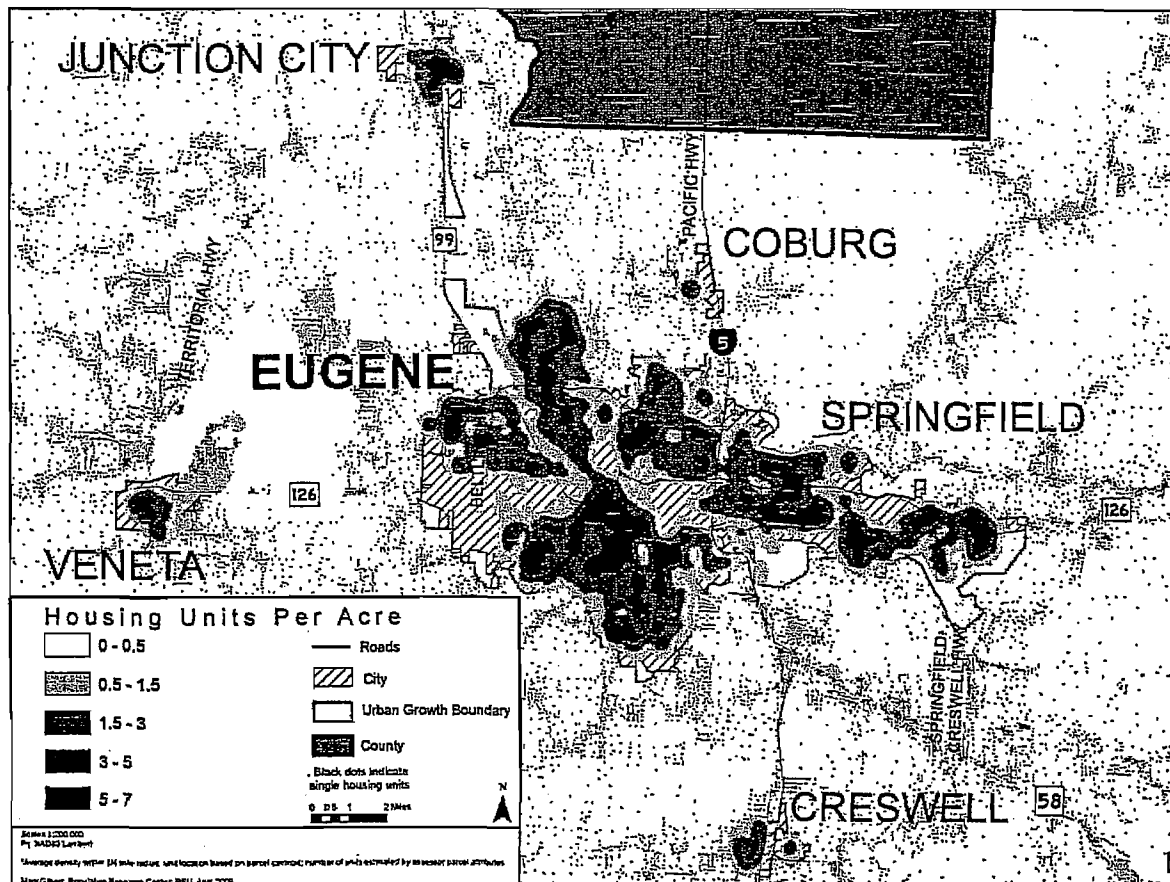
**APPENDIX 6**

**Maps of Housing Unit Density in Lane County  
and its Sub-areas**

## Housing Density Maps (2008) Lane County Cities & Urban Growth Boundary Areas

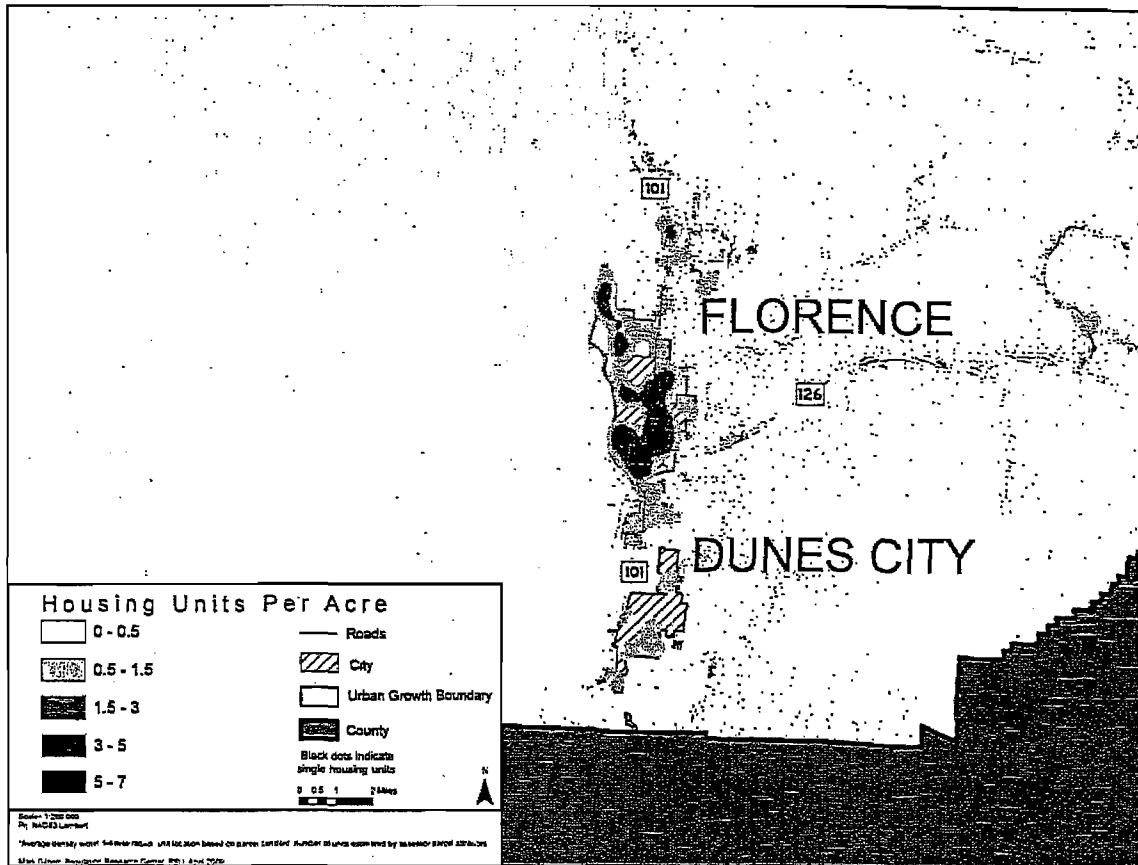
The following maps show the density distribution of existing housing in and around the cities of Lane County. The first map, at a larger scale than the others, depicts the populous Eugene-Springfield area. The subsequent maps each illustrate densities in smaller communities. Urban Growth Boundaries (brown lines) are graphically drawn beneath city boundaries (hatched black lines), and the urban growth areas are filled-in light gray. The density layer, which shows housing density in units per acre, has been graphically drawn on top of the urban growth area layer. Locations with the lightest densities (locations where densities are less than 0.5 units per acre, on average) have no color and are see-through. Legends use the same classes and shades from map to map. Classes are separated by break values. The first class is 0 to 0.5 units per acre (no color, see-through), the second class is 0.5 to 1.5 units per acre (light gray), the third class is 1.5 to 3 units per acre (medium gray), and so on. Individual housing units in rural locations outside the urban areas are represented with black dots.

### Eugene-Springfield and surrounding cities



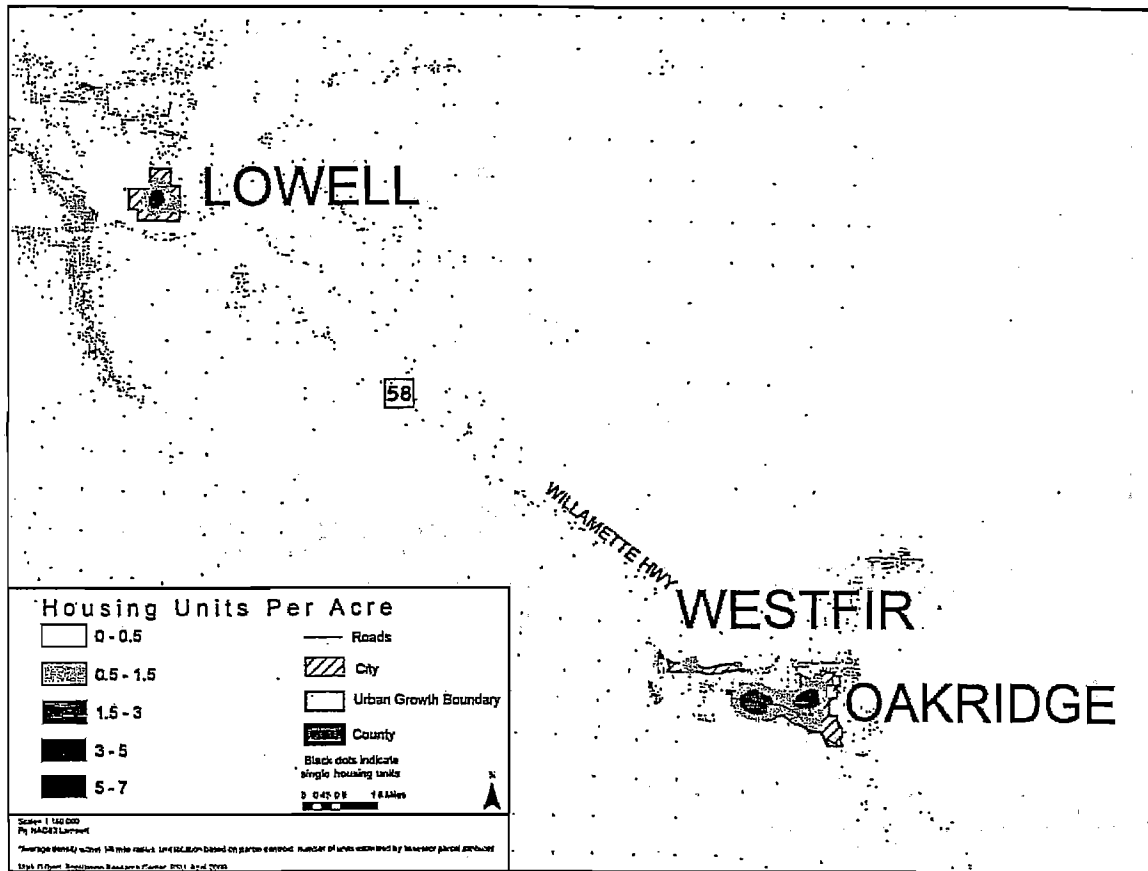
*The densest locations in the area range from 5 to 7 units per acre on average (black). Territory within the city and inside the UGB remains undeveloped and/or non-residential (white or very light gray). Most of urban density occurs within the Eugene UGB in downtown Eugene as well as to the North, with significant population in Springfield as well. Junction City has central density as high as 3 to 5 housing units per acre as well.*

# Coastal Cities



*Florence and Dunes City are on the coast, at the west end of Lane County. The densest category on the coast is 3-5 housing units per acre, located in downtown Florence. Both cities have a substantial amount of undeveloped land within their city and UGB limits.*

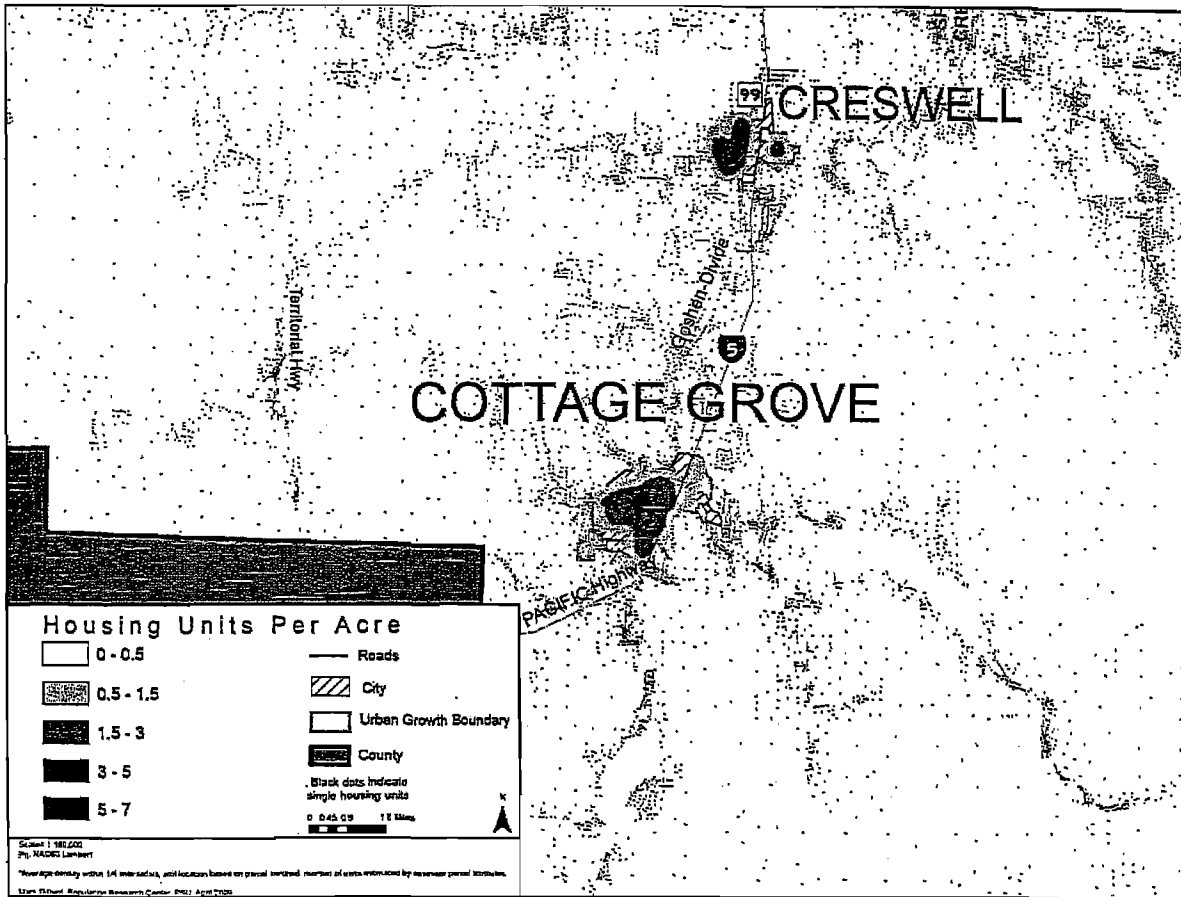
# Lowell, Oakridge, and Westfir



Lowell, Oakridge, and Westfir are small communities with low densities. The highest density in this area is in central Lowell, which has between 1.5 and 3 housing units per acre.



# Cottage Grove and Creswell



*Cottage Grove has housing densities up to 3 to 5 units per acre near the center of the city. Creswell has a small area of similar housing densities in its western area.*

## **APPENDIX 7.**

### **Data Sources and Description**

## **Data Sources and Description**

This population forecast report is based on data obtained from several sources. Much of the data were aggregated to the County or city level of geography by PRC staff. The data sources include:

- **Decennial Census.** The decennial census is the only source of data collected for small areas across the nation. We used 1990 and 2000 census data to obtain the population, by age and sex, residing in the County, its cities, and unincorporated area. We compared the changes from 1990 to 2000 to develop an initial estimate of the age-sex profile for net migrants in the cohort-component models. Female population ages 15-44 were used with birth data to calculate fertility rates. In addition, data for population by race/ethnicity, and housing were obtained from the two censuses.
- **American Community Survey.** This are data from a U.S. Census Bureau survey that are available for area with population of 20,000 or more. The American Community Survey asks the same or similar questions as the 1990 and 2000 censuses. We used the 1990 and 2000 Censuses and 2005-2007 American Community Survey data to develop estimates of housing and population change, including estimates of net migration for Lane County.
- **Annual Population Estimates.** Annual population estimates for cities and counties of Oregon are prepared by the Population Research Center at Portland State University as part of its Population Estimates Program. Data on State income tax returns, births, deaths, Medicare and school enrollment, and information about changes in housing stock and group quarters population are utilized in developing the population estimates. We used population estimates of Lane County and its cities and unincorporated area from 2000 to 2008 in this study to help to approximate growth trends throughout the County.
- **Group Quarters and Annexation Data.** Data for the population residing in group quarters facilities and for the numbers of persons living on properties annexed into

cities from the County post-2000 were available from PRC's Population Estimates Program. The most recent data used are from 2008.

- **Area Boundary Files.** Lane Council of Governments and the Oregon Geospatial Enterprise provided the boundary files for cities and UGBs within our study area. The boundaries are those that were current in 2008. These files are used for mapping and for aggregating demographic and other data unique to each city and other geographic parts in our study area.
- **Building Permit Data.** Building permit data were obtained from two different sources: PRC's Population Estimates Program annual questionnaires, U.S. Census Bureau Residential Construction Division. Building permit data were used, along with taxlot data, to estimate the number of housing units constructed after the 2000 Census and create a current housing inventory for each geographic part in our study area.
- **Land Use Data.** Taxlot data were from Lane Council of Governments GIS Division and the city of Springfield. Zoning data are from Lane Council of Governments' GIS Division. Taxlot data were used to create current housing unit inventories for the geographic parts in our study area. Taxlot and zoning data were both used to identify housing units and to obtain an overall assessment of the availability of buildable lands.
- **Birth and Death Data.** Information on births and deaths reported for the Lane County area were obtained from the Oregon Center for Health Statistics for years 1990 to 2005 or 2007. The data were used for two purposes. One use was for calculating overall fertility and mortality rates for the County. These rates were used in the demographic models. The second use was to note the number of births in order to examine birth trends and the correspondence between births and population change.
- **School Enrollment Data.** These data were obtained from the Oregon Department of Education for school districts in Lane County for years 1997-2008. Changes in the levels of school enrollment suggest changes in population and households, such as increasing or decreasing net migration or average household size.

- **Local Employment Dynamics Data.** These data for 2002-2004 provide background information about commuting patterns of workers. The percentage of workers that reside in Lane County and have jobs in the County was evaluated. Where within the County these workers have jobs was also identified. An area's availability of employment or draw of workers, influences population and housing changes. These data were evaluated to detect changes in commuting patterns.
- **Oregon Labor Force Data and Employment Projections.** Labor force data from the Oregon Employment Department for 2000-2008 were evaluated to determine trends and their relation to population change. The employment projections, also from the Employment Department, were available for the economic region in which Lane County is located (Region 5) are available for 2006 to 2016. We then related and compared our population projections to the employment projections. We developed a simple economic model to forecast countywide net migration based on the projected demand for additional workers in the employment projections. The projected net migration was compared to the net migration forecasted in our model.
- **Regional Economic Profiles and Reports.** Background and current economic information for Lane County and Economic Region 5 were obtained from the Oregon Employment Department. The information was used to provide us with an understanding of historical and recent economic trends and the general economic climate in our study area. Ultimately, the information enabled us to make more rational assumptions when developing Lane County's future population.
- **Other Background Information.** Lane County Rural Comprehensive Plan (versions dated during 1998-2005), amendments to the Comprehensive Plan, Eugene-Springfield Metro Plan (2004), Comprehensive Plans for the Cities of Coburg (2005), Cottage Grove (2004), Junction City (2002), Lowell (2005), Veneta (diagram, 2006), Population Forecasts prepared (LCOG: 2004 and 2007) and Region 2050 - Regional Growth Management Strategy (2006), Lane County Transportation System Plan (2004), and other planning reports and documents were examined to obtain background

information. Additional information that city officials and staff thought might have bearing on the population forecasts were collected from most cities in Lane County.

**APPENDIX 8**

**Additional Information:  
Responses to Inquiries  
from the Cities of Eugene, Springfield, and Lowell**

PSU responses to Springfield questions and comments received via email from Lane County 3/2/09

1. We need to see the information, the data, the methodology and the assumptions PSU used to arrive at the published numbers.

Do these figures represent trends that have occurred since the last projections were prepared by OEA?

-- PSU: Our forecasts incorporate the trends that have occurred since the last projections were prepared by OEA. Our population forecasts were based on historical and recent trends in fertility, mortality, and migration. Our 2010 population forecast for Springfield fully integrates the cohort component model and the housing unit method. That is, we used recent years' data on officially released numbers for building permits, population estimates, deaths and births. We estimated migration from these numbers and historic trends.

In our medium growth scenario model, we assume that the total fertility rate from 2008 to 2035 will remain at the average level seen during 2000-2005. In Springfield, the trend for women to postpone childbearing until they reach older ages and to have fewer children is offset by the net in-migration of Latino population who are associated with higher fertility rates than other ethnic groups. The total fertility rate in Springfield is anticipated to remain higher than in Eugene and higher than the rate for Lane County, and to increase slightly during the forecast period.

Mortality is assumed to continue the historical trend of slightly declining rates. We used extrapolated trends in life expectancy at birth by age group (which is a very common method in projecting populations) from 1970 to 2035. For migration, please see our response below to your 4<sup>th</sup> inquiry in Question 1.

**Are they reflective of state or national trends?**

--PSU: In general, yes. National and state trends of overall declining (slightly declining but beginning to stabilize) fertility and household size, and the effect that net migration of various sub-population groups (e.g. Latinos, elderly, young families, persons with lower level of educational attainment) has on those and other demographic characteristics are considered and incorporated into our forecasts. However, please note that there is not any one precise future trend that can be used for all forecasts in all geographic areas.

**Do they take into account local initiatives with respect to jobs/housing, and redevelopment or commitments to infrastructure planning and construction?**

--PSU: For larger cities, the cohort component method is as good as (if not better than) those methods that integrate infrastructure planning and residential construction. Our model takes such factors into consideration in a different way. Or, we indirectly take these factors into model as did by OEA. For example, if there is planned residential construction in an area that we believe will change the demographic dynamics in an area (due to the size, type or value of the planned housing units, the size of the subdivision), we would divert from historical and recent trends in our assumptions, and adjust our model up or down accordingly.

Regarding local initiatives, it depends how close the initiatives are in the process of seeing residential construction come to fruition, and if there is a diversion from local initiatives taken in



the past. It is more difficult to predict and quantify future change when there are no tangible plans underway for residential construction to actually occur. In other words, for example, while changes in land use zoning, or the city applying for a grant to make improvements to water/sewer systems are likely to contribute to population growth, it is possible that residential construction will not occur, or will occur not as quickly or widely as hoped. The forecaster therefore has to judge the amount and timing of the population growth due local initiative.

In summary, we usually take a conservative approach in the medium growth scenario, but, yes, local initiatives can serve as supporting reason to adjust the demographic models up or down, however slight. Our assumptions about net in-migration appear to be consistent with the economic development strategy as outlined in the EcoNW document included in the email inquiry to PSU (see below).

**If this downward projection is related to the recent turn in the economy, what assumptions are used to allocate a recent, albeit significant, effect on a 20-year projection? Are there any state agency policies incorporated into these assumptions?**

--PSU: Our preliminary results for Springfield or Lane County is not a 'downward projection'. The population increases throughout the forecast period even though growth rates may not be as high as previously expected (based on the 2004 OEA forecast). We took the effect of economy recession into consideration in the 2010s. We assumed the economic recession would not affect births and deaths very much, yet we did assume it would affect migration. We assumed the migration in the 2010s will be smaller than in the 1990s, but we assumed that it would resume to the level of the 1990s in 2020s as the economy recovers. After net in-migration rebounds, we assume it to increase to levels even higher than levels seen during 1990s. In Oregon and in Lane County, during weak economic times net in-migration slows down quite a bit. Conversely, during strong economic periods, net in-migration increases to higher levels.

Will you give us an example of the state policies to which you are referring? We don't generally take into account government policies unless there is a remarkable change from the past or unless they are an important piece in determining population or housing growth in a particular area.

**Given PSU's acceptance of preliminary work currently underway by the OEA (see next paragraph) are there any pending policies (climate change, carbon emissions, alternative energy, transportation, etc.) that have been built into these assumptions?**

--PSU: There are no pending policies that will greatly affect population growth that we are aware of. If there is a major policy change that will have a dramatic affect on the change in population, it is not accounted for in our forecasts. Generally, our assumptions assume that the policies in effect now will be the policies in effect in the future. We are not sure if OEA forecasting models take into account pending policies.

**As you know Springfield and Eugene have initiated a Metro Plan amendment to adopt separate population forecasts in compliance with HB3337. Both cities opted to pursue the safe harbor population forecast process and methodology as provided in ORS 195.034. This statute/requires/cities to use the population forecast prepared by the Office**

of Economic Analysis. The notice of proposed amendment we provided to DLCD when the cities first initiated this action includes population figures of 221,515 for Eugene and 82,616 for Springfield (304,131 for the UGB) precisely because the OEA forecast for Lane County is 430,454 and applying the safe harbor formula results in these figures for the two cities. PSU proposes that the Lane County figure should be revised to 417,671 and that the Eugene Springfield UGB should be 292,701. I informed PSU of our pending action and asked why PSU was changing the OEA figures for Lane County, Eugene and Springfield. It was explained to me in an email that the senior demographer at OEA was revising the published 2004 work; that PSU had seen this preliminary work; and because it closely resembled the work PSU was preparing for Lane County, PSU was confident in the analysis provided to Lane County. It was PSU's conclusion that our reliance on the most recently published figures was losing validity by way of this summary from Ms. Proehl: "In other words, the OEA population forecasts that you are referring to are outdated and are currently being revised." This may be the case, but any city in this state that is proceeding with a safe harbor population forecast must rely upon the most recent population forecast prepared by the Office of Economic Analysis. We cannot rely upon figures that are in the process of revision or figures that are similar to figures that are in the process of revision.

--PSU: It is the decision of the cities and the County to adopt the forecasts that they feel confident about. The previous forecasts developed by OEA did not foresee such a big economic downturn. Forecasts need to be revised regularly to account for unforeseen changes that occur and to incorporate recent trends and dynamics that occur after the initial forecast is prepared. Part of the forecasting process is revision. OEA revises their forecasts periodically, and as time and money permit.

It would not be 'best practice' for us to base a forecast on old data when new data are available.

2. The figure proposed by PSU for all of Lane County for the year 2030 is 12,783 less than the current OEA forecast for the same year, however, 11,430 of this population reduction comes from the Eugene-Springfield UGB and only 1,353 comes from all of the rest of Lane County, including all the other cities. Once again, we need to see the analysis and assumptions that supports the conclusion that Eugene and Springfield would absorb 90% of this reduction even though 30% of the county population lives in the other cities and rural Lane County. It is curious to us that the small cities would be relatively immune to forces that substantially influence the growth of Eugene and Springfield. Are jobs more plentiful and housing choice more attractive in small cities during times of reduced growth or economic difficulty?

--PSU: We believe that some small cities will gain more growth than Eugene and Springfield. This conclusion is reached by evaluating the historical trends of cities in Lane County. For example, Cottage Grove and Veneta experienced very high growth in recent years (3% and higher), while Eugene and Springfield had a lower and stable growth in the same period (less than 2%), especially for Springfield (less than 1%). Also, as we indicated during the first coordination meeting, the forthcoming OEA forecast for Lane County in 2030 will be less than

the one released in 2004. Accordingly, the forecasts for Eugene and Springfield as percentages of the county total will be lower as well.

**3. Although we appreciate receiving work PSU performed for Marion County, that is of no relevance in Lane County; the two are different places so interchangeability is not an acceptable response. Even if PSU has applied all the same sideboards and analysis for Lane County that were applied to Lane County, the work product itself has to be different and that is what we'd like to see.**

--PSU: The cohort-component model is commonly used to forecast population at the county or state level of geography. It is much more reliable than other forecasting methods. The Lane County report includes a description of how the cohort-component model works and the data it utilizes to produce population forecasts – for any area. The only difference between the cohort-component model used for Lane County and the cohort-component models used for Lane County, Eugene and Springfield is in the assumptions made for future change in fertility, mortality and migration. The adjustments made to the model depend on the assumptions made for the future.

**4. One of the PSU representatives said that three ranges of population forecasts had been prepared (low, mid, high) and what had been distributed to the cities and county represented the mid-range forecast. He further stated that if the high range was closer to our projection that it would be OK for us to use that figure. We would like to see all forecasts prepared by PSU under this contract with Lane County. We appreciate the option of selecting a forecast that suits us, but we're not sure if that means for just our city or for the county as a whole. I ask this because the basis of the safe harbor calculation is reliance on the county total; selecting a preferred population for the city is not consistent with the safe harbor formula if the county total does not support the city figures.**

--PSU: We will provide all forecasted numbers in the final report. According to the contract, PSU will provide three scenarios for Lane County as a whole, three scenarios for two cities of Eugene and Springfield, and three scenarios for one UGB (i.e., Eugene-Springfield UGB). All other ten cities will receive only one number that is under the medium scenario.

It is up to Lane County and its Cities to decide which growth scenario to use and to adjust, if necessary, the forecasts for the remaining areas accordingly (with our assistance if possible). We assume a medium growth scenario which is a more conservative path, and prepare low and high scenarios to provide a range of possibilities. The medium growth scenario, however, is presented as the most-likely growth scenario.

## **PSU Responses to Questions and Comments from the City of Eugene**

From letter addressed to PRC dated 2/26/09

**Items 1 and 2. Regarding data and methods:** Our forecasts incorporate the demographic trends that have occurred since the last projections were prepared by OEA (2004). Our population forecasts were based on historical and recent trends in fertility, mortality, and migration. Our 2010 population forecast for Lane County and for Eugene fully integrates the cohort component model and the housing unit method. That is, we incorporated more recent data (data for approximately an additional 4 years) on officially released numbers for building permits, population estimates, deaths and births than were available when OEA's population forecast was prepared in 2004. Additional information used to estimate the 2008 population for Lane County (we adjusted the historical rates in our cohort-component models for Lane County, Eugene and Springfield to forecast to the certified 2008 population estimates; this procedure—forecasting to a 'known' population improves accuracy for the forecast) include data on driver license issuances, Medicare, employment and labor force, and state tax returns. These data indicate that population growth will occur at a slower average annual rate from 2000-2010 than data from earlier years.

In our medium growth scenario model, we assume that the total fertility rate from 2008 to 2035 will remain at the average level seen during 2000-2005, as fertility rates have begun to stabilize. Mortality is assumed to continue the historical trend of slightly declining rates. We used extrapolated trends in life expectancy at birth by age group (which is very common in population projections) from 1970 to 2035.

**Regarding the difference between Eugene's 2004 UTA population and our 2010 population forecast:** We assumed that population growth in the city occurred at faster rates than the area outside city limits. This is a common trend that Oregon, other states, and Lane County have seen occur for many years.

The share that the UTA represents of Lane County's population throughout the forecast period declines, but at a much slower pace than the decline experienced from 1990-2000. Both Eugene and Springfield's share of county population undergo an increase from 2010-2035. The share in the EUGENE-SPRINGFIELD UGB will increase in 2010, but will remain fairly stable during the rest of the forecast period.

**Item 3. Regarding in-migration:** We estimated migration from historic trends as well as taking the impact of the economic recession we are currently experiencing. We assumed the economic recession would not affect births and deaths very much, yet we did assume it would affect migration. We assumed that net in-migration in the few years immediately preceding and following 2010 will be slightly lower than in the 1990s, but that it would resume to, or would be higher than the level of the 1990s beginning in 2015. Most counties and cities in Oregon have seen decelerated growth rates in the past year or two. Recent economic events coupled with the recession in the early 2000s support the assumption that the net in-migration levels for the current decade are closer to lower levels approaching those that were experienced in the 1980s rather than the higher rates experienced in the 1990s.

**Item 4. Regarding lower growth rates than in past trends:** The rate at which a population increases is partly attributed to its size. A larger population base requires larger numbers than a smaller population base does with the same growth rate. Our forecast for Lane County in 2010 is higher than OEA's 2004 forecast for 2010, so we start with a higher base. In addition, the 2004 OEA forecast for Lane County appears to have assumed that average annual growth rates would continually increase from 2000 to 2020, then decrease. Recent data show that increasing rates is unlikely to have occurred during 2000-2008. The current economic climate supports the notion that this trend will not be the case for the 2000-2010 forecast period. As a result of recent demographic changes, we are more conservative about the County's change in future growth rates (our rates do not fluctuate as much as in the OEA forecast). That said, our average annual growth rate from 2010-2035 is only one-tenth of one percent less than the rate in the 2004 OEA forecast for the same time period.

**PSU Comments to the City of Lowell Officials and Staff**  
**Regarding Methodology**  
Excerpts from email 2/9/09

We are able to assume that a drastic change in population trends will occur only if there is evidence to support it. Unless we inadvertently missed something, the information that you provided does not indicate that housing and population growth will necessarily undergo a change as seen in Veneta and Creswell. According to our information, both Veneta and Creswell have historically experienced higher growth than Lowell. Five-year average annual growth rates in Creswell has been at least 3.8% since 1960; in Veneta, growth rates were about the same before the building moratoria as the rates it currently is experiencing (average annual of 5.9%). We acknowledge that population increased in Lowell, after its building moratorium was lifted, at rates not seen in the city previously. However, the rates have fluctuated between 1.1% and 4.2% since 2003, with an average annual rate of 2.7%.

We noted the improvements to the water and sewer systems by 2010-2011, and assumed new housing development would follow. Average annual growth during 2010-2025 is assumed to occur at rates similar to those seen in the most recent 5 years. In the next 5-year time period (2025-2030), the average annual rate is based on a weighted average of recent and historical growth rates, with the higher weight bearing on the average of the last 5 years. We rationalize the continuation of the current higher growth rates by the proactive stance that Lowell administrators and planners have taken about increasing the city's population. Despite infrastructure improvement planning and the development of growth strategies, we do not see evidence of an average annual 2010-2035 growth rate in Lowell of over 4.0%, as seen in other studies. In addition, we cannot defend a rate as high as 3.8% per year for the next 25-26 years. Growth rates fluctuate, and since Lowell has not experienced growth of that magnitude historically, or in recent years although planning policy has changed, it is not likely that Lowell's population will increase at rates that average as high as 3.8%.

We do not have issue with the Land Capacity Model. We, however, view the results as the number of persons the land could possibly, or likely, support and accommodate. The availability of buildable land does not necessarily equate with population growth. We're typically utilized the Land Use model as a gauge to control our population projections - to see if there is enough land capacity, or enough buildable land (under current zoning and densities) to support enough housing for our projected population. Because there is a supply, it does not mean there will be a demand. The Land Capacity Model is particularly useful in urban or fast-growing areas where limits must be considered. It seems we are having a difference of opinion regarding the utilization of population forecasting methods.

We did not have to adjust the 2000-2008 population estimates to account for any previously misreported information. The number of added (new) housing units captured by our population estimates from 2000-2008 is 68; the number of housing units added during the same time period in the data you most recently sent is 67.

The larger the base population and the shorter the forecast period, the more accurate the forecast.

Small populations are harder to forecast because a small unforeseen change in population growth can drastically alter the forecast. We recommend that the population forecast be revised on a regular basis to incorporate any unexpected change that occurs.

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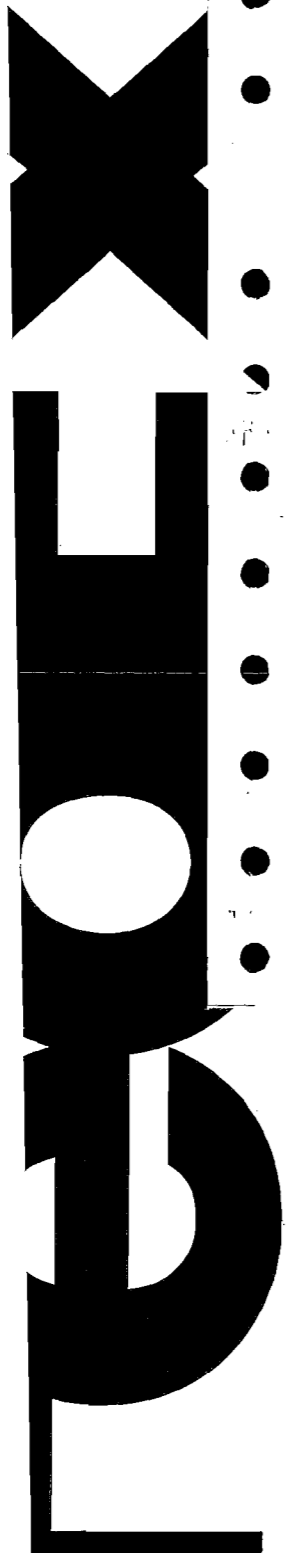
**PSU Comments to a resident of the City of Lowell**  
**Regarding Methodology**  
Excerpts from email 4/3/09

The 4-year average used in developing Lowell's forecast was weighted in order to assign more importance, or relevance, to housing unit and population growth in 2005, 2006, and 2007 than in 2008. The reason not much weight was given to 2008 is because it is not all that reflective of the long-term housing growth dynamics we believe will occur in Lowell (or in most of Oregon's cities). In 2007, the rate of housing unit and population growth began to decelerate in most of the cities throughout Oregon due to the slowing economy. Lowell's rate increased. In 2008, Lowell's rate declined, as the rates in other cities in Oregon continued to decline. We believe that the economic downturn is temporary and not indicative of change over the long-term (over 30 or 35 years) so not much weight was given to the rate in 2008.

A 4-yr average yields an average annual growth rate of 3.1 percent. Because we used a weighted average and gave less weight to the lower rate in 2008 than 2005, 2006, and 2007, the AAGR is higher at 3.3 percent.

While we have not conducted an in-depth study on the affects of pro-growth policy on population growth or timing of that population growth, we do know that it has a positive affect. We believe that the pro-growth policy and actions in Lowell contributed to the higher than historical growth rates seen after the building moratorium was lifted and that the increase in housing units was not a short-lived housing boom. We used our judgment to account for these beliefs and made the appropriate adjustments to our forecast model.

We revised Lowell's preliminary forecast upward because we intended it to originally have an AAGR of about 3.3 percent, and it did not get adjusted until after the preliminary forecasts were released. We considered information given to us by all parties after the preliminary forecasts were made public, but did not change our weights and rationale.



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