

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

<b>ORDER NO.</b>	) <b>IN THE MATTER OF INITIATING AN</b> ) <b>UPDATED COUNTYWIDE COORDINATED</b> ) <b>POPULATION FORECAST EFFORT FOR</b> ) <b>CONSIDERATION AS AN AMENDMENT</b> ) <b>TO THE LANE COUNTY RURAL</b> ) <b>COMPREHENSIVE PLAN</b>
08-8-19-1	

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

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

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

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

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

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

**WHEREAS**, on June 25, 2008, the Board repealed Resolution No. 08-4-30-12; and

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

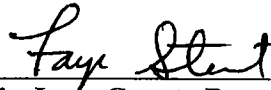
**NOW THEREFORE IT IS ORDERED** that the Lane County Board of Commissioners directs staff to commence a countywide coordinated population forecast effort for ultimate consideration as a post-acknowledgment plan amendment to the Lane County Comprehensive Plan pursuant to applicable provisions of LC 16.400 and state law using a "Top Down" (maximum citizen involvement process) method. This would include contracting with the Portland State University Population Research Center ("PRC") to provide updated rural and urban area coordinated population forecast numbers and justification for those numbers. The process shall be substantially similar to the description provided in the July 24, 2008, research proposal attached as Exhibit "A" and incorporated here by this reference.

**IT IS FURTHER ORDERED** that additional workshops (including PRC staff and other technically qualified experts, as necessary) be included as early in the process as possible and incorporated into Exhibit "A" for the purpose of providing the Board of County Commissioners, the Lane County Planning Commission, staff, citizens and interested stakeholders an opportunity to understand and ask questions regarding the basis of the methodologies and assumptions to be utilized in this study.

**IT IS FURTHER ORDERED** that staff shall expedite the process whenever possible, allow public involvement at all opportunities and provide the Board of County Commissioners with bi-weekly reports indicating progress or obstacles encountered.

**IT IS FURTHER ORDERED** that a contract be awarded in an amount not to exceed \$75,000 and the County Administrator is delegated authority to execute a contract substantially in conformance with this order to utilize the services of Portland State University PRC in preparation of updated rural and urban area coordinated population forecasts for Lane County.

**ADOPTED this 20th day of August, 2008**



\_\_\_\_\_  
**Chair, Lane County Board of County Commissioners**

APPROVED AS TO FORM

Date August 20, 2008 Lane County

  
\_\_\_\_\_  
OFFICE OF LEGAL COUNSEL

RESEARCH PROPOSAL  
JULY 24, 2008

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LANE COUNTY 2035 POPULATION FORECASTS

**BACKGROUND**

Lane County (County) has requested that Portland State University's Population Research Center (PRC) prepare long-term population forecasts to the year 2035 for its thirteen cities and unincorporated area. The County seeks to maintain coordinated 20-year population forecasts for the county and its cities as mandated by OAR 660-024-0030. The forecasts are intended to aid the County's long-range planning efforts.

**POPULATION FORECAST METHODOLOGY**

Two primary demographic models will be utilized to produce the population forecasts:

Forecasts for Lane County and the cities of Eugene and Springfield Forecasts for the County and its two largest cities will rely primarily on the Cohort-Component Method<sup>1</sup>. This method predicts future populations as outcomes of life events: births, deaths, and in- and out-migration. It involves estimating key vital rates: fertility, mortality, and net migration. Fertility rates are derived from birth records and female population from Census and PRC annual population estimates; mortality rates are extrapolated from existing life tables, such as those for Oregon. Estimates of migration are based on recent trends from the decennial Census, and on employment and housing trends. Regional and local plans for transportation, housing, and land use also factor into the analysis. Three scenarios of future population changes will be developed to account for different demographic assumptions: a most-likely, or medium growth scenario, a lower growth scenario, and a scenario for higher growth.

Forecasts for the remaining cities and unincorporated area Forecasts for the remaining cities and the unincorporated portion of the County will be based on the medium growth scenario. These forecasts will rely primarily on the Housing Unit Method<sup>2</sup>, which projects future household populations based on recent and expected housing trends. This method involves estimating changes in housing stock for a given area, housing vacancy rates, and average household sizes. Base figures are developed from the decennial Census summary tabulations; post-Census figures are based on analysis of building permits, planned residential development, buildable land, and other land use characteristics. Birth data and data on the composition of age, race, and Hispanic origin of the population are used to evaluate likely changes in average household size. This methodology also requires the adding of the number of persons residing in group quarters

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<sup>1</sup> For a discussion, see: Smith, S., J. Tayman, and D. A. Swanson. 2001. "State and Local Population Projections: Methodology and Analysis." New York, NY: Kluwer Academic Press, pp. 43-159.

<sup>2</sup> For a discussion, see Siegel, J. and D. A. Swanson (Eds). 2004. "The Methods and Materials of Demography", 2<sup>nd</sup> Edition., New York, NY: Elsevier Academic Press, p. 550.

facilities (such as college dormitories or prisons) to the forecasted household population. The group quarters populations are predicted based on recent trends.

Additional models will be used to provide support or verification of the results produced by the primary models. These include a population trends model based on recent historical changes in population and the shares of the County that individual cities represent, and a simple economic model based on employment projections developed by the Oregon Employment Department.

## **DATA SOURCES**

The forecasts will be based on data either explicitly entered into the forecasting models or used implicitly to make judgments about future trends. These data and their sources include:

- U.S. Census Bureau, 1990 and 2000 Censuses of Population and Housing and the 2005-2006 American Community Survey– age and sex structure, racial and ethnic composition, housing inventory by the type of structure, household composition.
- Center for Health Statistics, Oregon Human Services Department – 1990-2007 births.
- Population Research Center, Portland State University – Annual Population Estimates, 2001-2007.
- Oregon Department of Education, K-12 school enrollment data for school years 1989-1990 to 2007-2008.
- Workforce and Economic Research, Oregon Employment Department – labor trends and employment projections.
- Office of Economic Analysis, Oregon Department of Administrative Services – state and county population forecasts by age and sex, 2000 to 2040.
- Population Division, U.S. Census Bureau – state population projections, 2004-2030.
- City and County Offices – taxlot-level data on developed and vacant land, current and past land uses including type and yearbuilt of existing housing, current and planned future zoning, historic and recent building permit data, locations of new subdivisions, urban growth boundaries, streets, comprehensive plans, previously adopted forecasts, and other relevant data and related planning documents.

## **MAJOR PROJECT TASKS**

Develop a tabular & spatial data set. An integrated data set covering the study area is needed to assess recent-historical and current demographic and socio-economic characteristics of the County, its cities and the unincorporated area, and to establish and analyze population and housing trends.

Summarize key demographic/housing characteristics trends and rates. Key trends and rates, such as changes in migration, fertility, and housing characteristics, will be assessed for the County, each city, and the unincorporated area. These will be described in the final report.

Produce population forecasts for the County, Eugene, and Springfield. Long-term population forecasts by 5-year age groups and sex for years 2010 through 2035 in 5 year intervals will be prepared. Alternate low- and high-growth scenarios for the population forecasts will be developed based on possible changes in population and housing growth in the County and its two largest cities.

Produce population forecasts for ten remaining cities and the unincorporated area. Long-term population forecasts for the years 2010 through 2035 in 5 year intervals will be prepared. These forecasts will rely on the area-wide medium, most-likely growth scenario.

Prepare final report. Results of the population forecasts will be reported. Assumptions about future growth and the methods used in producing the forecasts will be described. Data sources used in the study will be documented. A summary of major demographic trends that have occurred during the 2000-2007 period will also be included.

Present the final report. PRC will prepare and make one presentation to County staff and interested stakeholders at a venue of the County's choice.

## **PROJECT DEADLINE AND DELIVERABLES**

The deadline for delivery of the final report is March 16, 2009. Other deliverables include:

- An initial meeting between PRC and County staff in Eugene to discuss details about the project and the study area.
- Preliminary County and city population forecasts prepared for review by County staff in mid-January, 2009 (sent electronically via email).
- Final county and city population forecasts prepared by mid-February, 2009 for review by County staff.
- Presentation of the results of the study at a public meeting after the report is reviewed by County staff.

An additional meeting may be requested by Lane County staff and scheduled before or after the preliminary population forecasts are developed and reviewed by Lane County staff at an additional cost.

*Lane County will provide professionally maintained spatial and attribute data typical of county or metropolitan service area GIS service providers, primarily data items under the last bullet under "data sources" above. The County will provide assistance with collecting data and information from its jurisdictions as needed to complete the project.*

## **COST**

The fee for the final report and other deliverables is **\$41,400.**

The cost for an additional 2-hour meeting in Eugene would be \$1,485.

## **PROJECT STAFF**

The project team will consist of demographic researchers who collectively have over 30 years of experience in developing population forecasts. Project team members are listed below.

*Ms. Proehl, Demographic Analyst*, has been with PRC since 1998. She manages the Oregon Population Estimates Program and is responsible for preparing the population estimates for the State of Oregon and its counties and cities. Ms. Proehl is a member of the Federal-State Cooperative Program for Population Estimates (FSCPE), which is an organization of U.S. Census Bureau staff and state representatives who work together for the improvement and advancement of methodologies for sub-national population estimates. In addition to her responsibilities as Estimates Program Manager, Ms. Proehl develops population forecasts for school districts and special areas, community needs assessments, and affordable housing market analyses.

*Ken Radin, GIS & Planning Analyst*, has been with PRC since 2004. He is primarily responsible for demographic and land use spatial analysis, and Geographic Information Systems (GIS) utilization. He also develops small-area population estimates, demographic profiles, and integrates area-wide housing and population projections with sub-area projections. Mr. Radin served as co-investigator or principal investigator on several recent studies, including the Tualatin Valley Fire & Rescue District Demographic Profile and 2020 Forecast, the Gresham Parks Demographic & Parks Access Analysis (which included forecasts through 2020), and population estimates for a number of smaller Oregon service districts and cities.

*Charles Rynerson, Demographic Analyst*. Mr. Rynerson has over 20 years of experience as an Applied Demographer at PRC, the San Diego Unified School District, and the San Diego Association of Governments (SANDAG). At PRC between 1984 and 1995 and again since 2006, he has conducted county and special district forecasts, school enrollment forecasts, city and county population estimates, and has planned and coordinated census and survey fieldwork throughout Oregon.

Additional staff may include a research assistant to assist in data collection, mapping, graphical and copyediting support, and/or similar tasks.

For further information contact:  
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