IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON PASSED

ORDINANCE NO. PA 1255

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

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

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

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

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

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

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

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

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

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

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

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

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

ENACTED this 23 day of June, 2009.

Peter Sorenson, Chair
Lane County Board of County Commissioners

Melissa Zimmer, Secretary
Lane County Board of County Commissioners

APPROVED AS TO FORM

Date 5-27-2009 Lane County

OFFICE OF LEGAL COUNSEL

EXHIBIT A

FINAL FORMAT

LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

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

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Goal Fifteen: Willamette Greenway

Part III: Coastal Resources Management Plan Policies

Goal Sixteen: Estuarine Resources
Goal Seventeen: Coastal Shore lands
Goal Eighteen: Beaches and Dunes
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PART 1: INTRODUCTORY MATERIAL

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

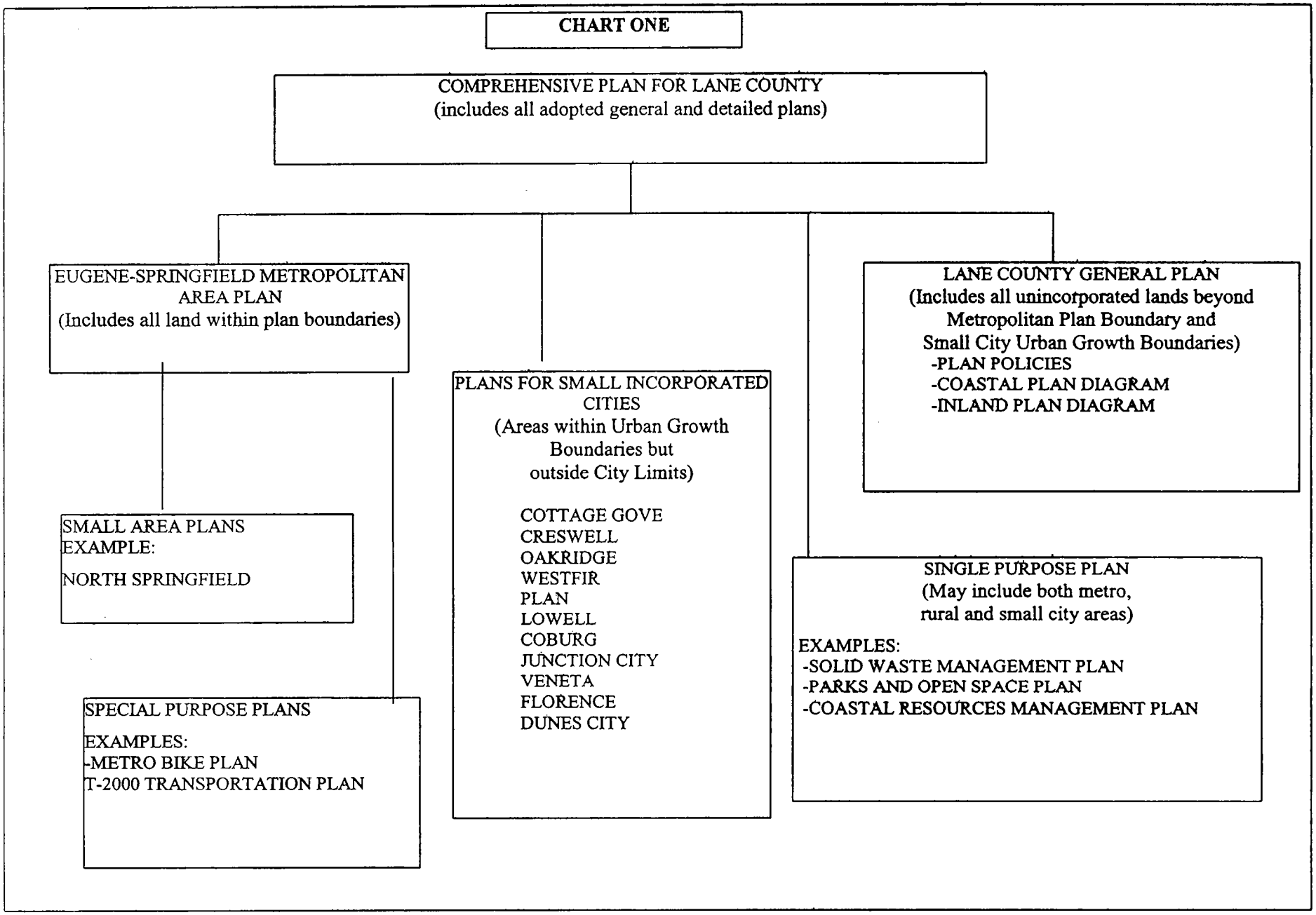
1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.

2. Plan Diagrams: Two major planning regions are identified for Lane County--the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

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

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

CHART ONE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(May include both metro, rural and small city areas)
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B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

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

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

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

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

C. HISTORY OF THE POLICIES DOCUMENT

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

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

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

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

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

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

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

"*...establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.*"

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

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

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

	Forecast Period:	2010	2015	2020	2025	2029	2030	2035
Lane County Small Cities	Coburg*	1,103	1,387	1,394	2,628	3,216	3,363	4,251
	Cottage Grove	9,957	10,616	11,424	12,261	12,737	12,856	13,542
	Creswell	5,647	6,802	8,263	9,758	10,799	11,060	12,172
	Dunes City	1,457	1,542	1,640	1,726	1,767	1,777	1,823
	Florence	11,212	12,355	13,747	15,035	16,065	16,323	17,434
	Junction City	6,567	9,343	10,799	12,067	12,922	13,136	13,887
	Lowell	1,043	1,228	1,459	1,714	1,960	2,022	2,345
	Oakridge	3,859	4,290	4,672	4,866	5,022	5,061	5,280
	Veneta	4,976	5,902	7,251	8,727	9,623	9,847	10,505
	Westfir	359	370	384	412	423	426	448
Metro Area	Eugene (city only)	156,844	166,609	176,124	185,422	192,536	194,314	202,565
	Springfield (city only)	58,891	62,276	66,577	70,691	73,989	74,814	78,413
	Metro Urban Area West of Interstate-5**	20,931	20,380	19,209	18,521	17,680	17,469	16,494
	Metro Urban Area East of Interstate-5**	8,140	7,926	7,470	7,202	6,875	6,794	6,415
Totals	Eugene/Springfield Total UGB Area	244,806	257,191	269,380	281,836	291,080	293,391	303,887
	Unincorporated Area Outside all UGBs	58,531	55,900	54,344	52,861	52,381	52,261	51,634
	Lane County Total	349,516	366,924	385,297	403,892	417,996	421,522	437,207

* City of Coburg forecasts based upon analysis conducted by the firm Johnson and Reid and testimony provided by City of Coburg representatives to the Lane County Board of Commissioners on June 3, 2009.

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

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

Communities

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

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the

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

Rural Lands

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

E. IMPLEMENTATION

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

Advisory Policies

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

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

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal

EXHIBIT A

LEGISLATIVE FORMAT:

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

LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

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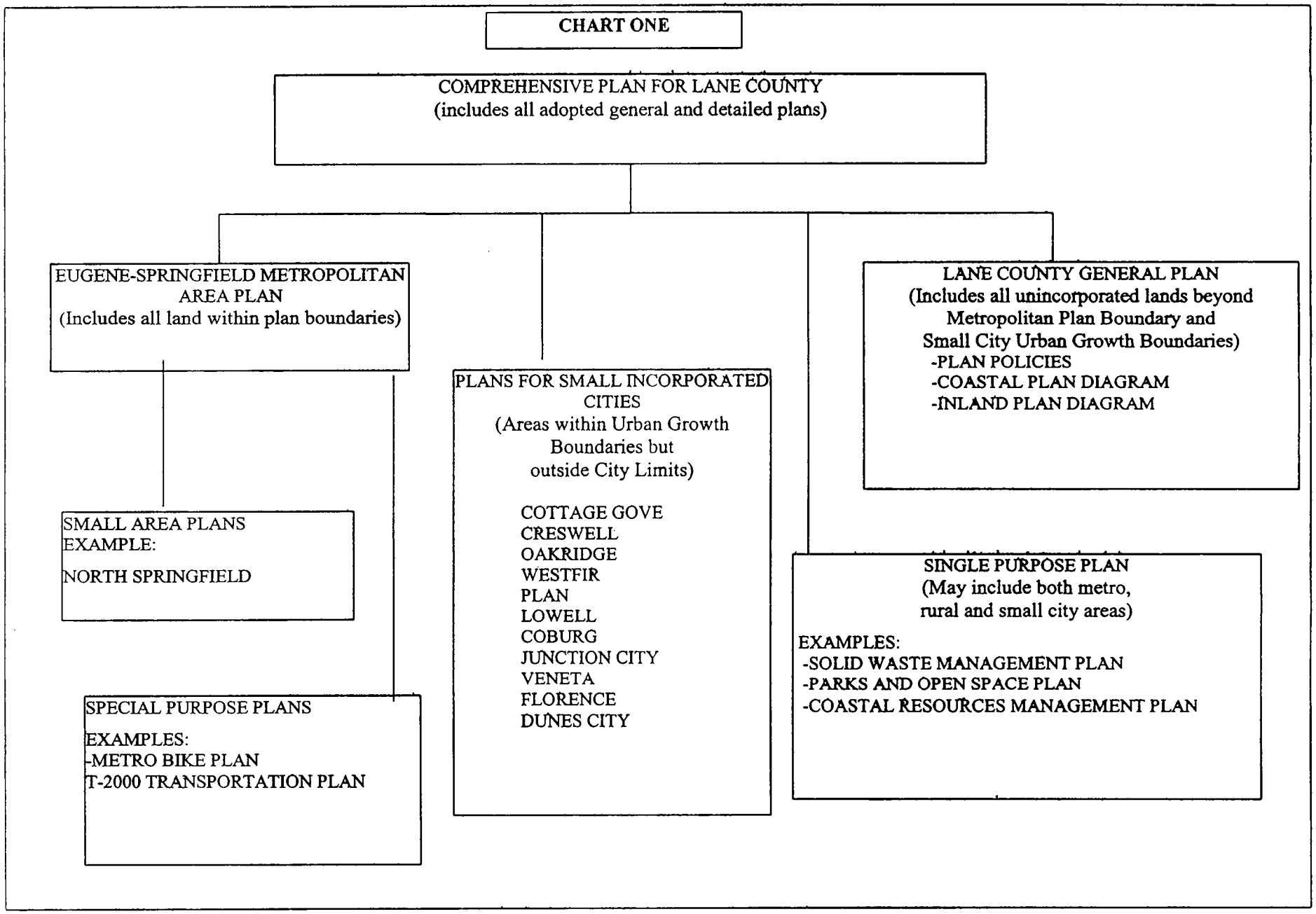
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* City of Coburg forecasts based upon analysis conducted by the firm Johnson and Reid and testimony provided by City of Coburg representatives to the Lane County Board of Commissioners on June 3, 2009.

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

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

Communities

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

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the

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

Rural Lands

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

E. IMPLEMENTATION

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

Advisory Policies

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

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

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal

Exhibit B

Findings in Support of Ordinance No. PA 1255

Lane County Coordinated Population Forecast Portland State University, Population Research Center Rural Comprehensive Plan Adoption

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

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

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

22. Migration rates are a more difficult demographic factor to estimate than the other factors, yet they remain a main factor affecting population changes in Lane County. Around three fourths of population growth in the County since 2000 is attributed to net migration (movers in minus movers out). The final projected net migration used in the forecast is a hybrid of the demographic method, time series, and economic growth analysis methods. Net migration was negative in the 1980s, and was about 10,000 residents (meaning 10,000 more persons moved out of Lane County than moved in), or 3.5 percent of total population. Net migration was positive in the 1990s, about 30,000 residents, or about 11 percent of the total population. The negative net migration in the 1980s was marked by Oregon's most severe economic downturn since the Great Depression, while the large positive net migration in the 1990s was more prosperous, with strong job growth. From 2000 to 2008, population growth in Lane County due to net migration was estimated to be around six to seven percent. Positive net migration was seen despite downturns in the economy in the first few years of the decade. The highest job increase since at least 2000 occurred in 2005, however, the economy was showing signs of weakening again in 2007 and hasn't yet recovered. Still, evidence continues to show signs of a positive in-flow of net migrants to Lane County. Net migration will be lower in the 2000s than in the 1990s and the downturn is expected to continue over the next few years. Net in-migration will regain vitality after 2015, however, due to an economic recovery. Due to the relatively larger population base that has been increasing since at least 1990, total net migration in the 2010s is projected to be slightly higher than in 1990 although it will be at lower rates. Net in-migration will accelerate some and will gain momentum until around 2030 when the magnitude lessens a bit.
23. All population forecasts are based on a combination of a beginning population; various known, estimated, and predicted rates; and the forecasters' expertise and knowledge about future trends. The forecasts may err through imprecise data or unexpected shifts in demographic trends. Generally, forecasts for larger geographical areas, such as the entire county are more reliable than those for small areas, such as for a small city with fewer than 1,000 persons. These forecasts will be used as a guide to population growth over the next few years, and changes in local areas will surely affect populations in some cities, resulting in the actual population deviating from the numbers shown in the adopted forecasts. The differences between the forecast and actual populations will vary in magnitude and perhaps direction.
24. The forecasts presented in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035(May 2009)* meet the requirement of Oregon Revised Statute (ORS) 195.036 and Oregon Administrative Rule (OAR) 660-024-0030 which require counties in Oregon to coordinate with their cities to develop population forecasts for use by the county and cities in land-use planning activities. *"The coordinating body under ORS 195.025(1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary."* The PSU report establishes population forecasts for all of Lane County and the urban areas within the county. The effort leading up to the report and development of the forecasts included three public meetings where city representatives and interested parties provided testimony and spoke directly to the

collective and unique needs and issues in each of the cities of Lane County. These concerns and all the testimony and evidence was taken into consideration as described in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)* adopted and incorporated here by this reference. The small cities and Eugene and Springfield provided input into the coordinated forecast, as evidenced in the record of proceedings and process for the report. The efforts of PSU and Lane County throughout the process, including the public hearing on the proposed countywide population forecasts adopted in the Lane County Rural Comprehensive Plan (RCP) provided more than adequate coordination with local governments and other interested parties.

25. As a part of the coordination process, the City of Coburg submitted additional information, including a study the City had commissioned from Johnson Reid, a land use economics consulting firm. The study, titled *Estimate of Long-Term Population Growth Rates in Coburg, Oregon*, provided more detailed information concerning the population forecast for the City of Coburg, a city currently of around 1,000 persons. That study and the testimony about the findings of the study that accompanied its submission on June 3, 2009, are adopted and incorporated here by this reference. The Coburg study considered factors that were not considered, or, in the opinion of Johnson Reid, were not sufficiently considered in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009).* Included in the Johnson Reid analysis were the supplemental facts of the probable increase in the number of manufacturing jobs in Coburg, the employment trends in Eugene and Springfield, Coburg's commitment to change as expressed in its adopted Comprehensive Plan and other documents, and the calculated size of Coburg's developing infrastructure. Based on these additional factors, the Johnson Reid study provided a more detailed and slightly different forecast for Coburg's population. While the difference may be significant for the City of Coburg population forecasts, the change in the adopted forecasts included in the RCP made no statistically significant difference for the County forecast as a whole and did not make a substantial change to any section of the ordinance prior to adoption.

26. This Ordinance amends the Lane County Rural Comprehensive Plan, and such amendment shall be by Ordinance as stated in Lane Code Chapter 12.050, Method of Adoption and Amendment. LC12.050(2) is found to be met as follows: The Board may amend or supplement the comprehensive plan upon a finding of:

(a) an error in the plan; or

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

(c) a change in public policy; or

(d) a change in public need based on a reevaluation of factors affecting the plan; provided, the amendment or supplement does not impair the purpose of the plan as established by LC12.005 below.

The amendment to adopt a coordinated population forecast into the RCP is necessary based on changes in public need, policy and circumstances affecting comprehensive plans throughout Lane County. Public policy changes now codified in state law that direct the responsibility for adopting the coordinated forecasts as part of or by reference in a comprehensive plan to the Lane County Board of Commissioners as the decision body for the county and its urban areas has required a re-evaluation of population forecasting

and other relevant factors affecting all of the Lane County comprehensive plans. In addition to the public policy changes regarding responsibility of the Lane County Board for countywide coordinated population forecasts, HB 3337 (2007) requires a re-evaluation of population forecasts presented for the area within the current Eugene/Springfield Metropolitan Area single urban growth boundary. A single population forecast for that urban area is no longer useful under HB3337 direction enabling Eugene and Springfield to conduct residential buildable land studies and other studies separately so that each may consider having its own urban growth boundary and makes it necessary to produce future population projections based on the jurisdictional area and requirements of each of the two largest cities in Lane County.

LC12.005 Purpose. *The Board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.*

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

The proposed amendment meets the purpose section of LC Chapter 12 and is also in conformance with the applicable state and local laws, Statewide Planning Goals and Oregon Administrative Rules as discussed below.

27. Goal 1: Citizen Involvement

This goal calls for the opportunity for citizens to be involved in all phases of the planning process. It requires each city and county to have a citizen involvement program.

The citizen involvement process timeline presented below establishes adequate opportunities for citizen involvement and is found to be fully compliant with this goal.

On August 5, 2008, the Board of Commissioners directed staff to begin the coordinated population forecast project by solicitation of appropriate consultant firms to conduct the analysis required for the project using a process that would be open and provide ample opportunity for citizen involvement in the preparation and coordination of countywide population forecasts.

On September 5, 2008, DLCD was notified the cities of Eugene and Springfield had initiated a post-acknowledgement plan amendment to the *Metro Plan* to adopt new population forecasts for the cities to comply with the needed housing determination required by ORS 197.304 (HB 3337). The Lane County Planning Commission participated in coordinated population forecasting for the metro cities through a joint hearing with the Metro planning commissions in Springfield City Hall on November 6, 2008 to hear testimony regarding the Metro Safe Harbor separate population forecasts proposed by Eugene and Springfield for the first time under HB 3337. The three planning commissions each voted a separate recommendation up to their elected officials, the vote from Lane County was to recommend adoption.

On December 2, 2008, the Lane County Planning Commission was invited, and many participated in the PSU Countywide Population Forecast Kick-off meeting held in Harris Hall. Two additional public coordination meetings were held upon release of the PSU population forecasts, on February 26, 2009 and March 26, 2009.

The PSU effort was also presented in various ways during the LCPC public hearings and consideration of the small city PAPA requesting a coordinated countywide population forecast be adopted into the RCP. The LCPC ultimately recognized the Board would need to decide on the appropriate population forecasts. All of these proceedings gave interested parties and cities an opportunity to coordinate and participate in development of population forecasts for Lane County and utilized the adopted county citizen involvement program consistent with Goal. 1

28. Goal 2: Land Use Planning *This goal requires establishment of a land use planning process and policy framework to coordinate decisions and actions related to land use and assuring an adequate factual basis for those decisions.*
The adoption of a countywide coordinated population forecast for Lane County and urban areas of the county fulfills this goal through the public involvement process under the coordinated policy framework as demonstrated in the public record on file in Land Management. The cities and Lane County have coordinated this decision through the data consideration and analysis phase under contract with PSU. The public was provided ample opportunity for input and involvement in the process, as evidenced by over 300 exhibits in the public record for this project. Therefore adopting this amendment is fully consistent with Statewide Planning Goal 2.

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

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

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

The coordinated population forecasts for each urban area provide a key component of the base data to support the policies and framework for long range planning necessary to meet municipal needs for each local jurisdiction particularly as it relates to urban growth. The countywide population forecasts adopted in the RCP provide the basis for cities to use those forecasts and coordinate the population residing in urban areas with the remainder of the population in rural Lane County. The enactment of the statutory and rule requirements now applicable in Lane County and the urban areas makes it necessary to adopt projections that are reasonable and sufficient for future planning purposes. The adopted forecasts, once part of the RCP, must then be used by the cities for the necessary urban area planning under OAR 660-024-0030.

29. Goal 9: Economic Development *Goal 9 requires the provision of adequate opportunities throughout the state for a variety of economic opportunities to increase prosperity of Oregon's citizens.*

    Population forecasts are a key factor in determining future land needs to serve as location for businesses and companies that provide jobs in Lane County communities. The urban growth boundaries of cities are planned for a twenty year future need as determined by Economic Opportunity Analysis and other documentation that would support amendments and adjustments to UGB's. The lack of a coordinated and adopted forecast, or the adoption of an unreasonable forecast which does not account for current trends poses a significant hurdle to cities seeking to create adequate long range economic, residential and infrastructure development plans. Therefore, adoption of a countywide coordinated population forecast is consistent with Statewide Planning Goal 9.

30. Goal 10: Housing *Goal 10 requires availability of adequate numbers of needed housing to meet the needs of the citizens of the state.*
    Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years. Housing needs are also planned for and determined by urban areas. Housing Needs Studies and other analysis or documentation that supports amendments to the current adopted population forecasts were reviewed. Accurate population forecasts will ensure that cities may determine whether urban services are adequate to handle populations which may exceed those projected in past planning efforts. Adoption of a coordinated reasonable forecast that accounts for current trends complies with this Statewide Planning Goal.

31. Goal 11. Public Facilities and Services *This goal calls for planning and developing a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural developments.*
    Planning for adequate public facilities and infrastructure requires an accurate population forecast. The design and construction of public facilities such as municipal water and wastewater treatment facilities requires a reasonable population forecast for sufficient supply of infrastructure over a twenty year planning period. The countywide coordinated population forecast will provide the basis for compliance with this Statewide Planning Goal.

32. Goal 12: Transportation *This goal calls for providing and encouraging a safe, convenient and economic transportation system to serve the people.*
Planning for adequate transportation system facilities requires an accurate population forecast. The design and construction of roads, public transportation and associated facilities requires a reasonable population forecast for sufficient budgeting and planning to construct in a timely manner these facilities over a twenty year planning period. The countywide coordinated population forecast will provide the basis for compliance with this Statewide Planning Goal.

33. Goal 14: Urbanization *Goal 7 requires the orderly and efficient transition from rural to urban land use.*
The adoption of updated population forecasts for the county and urban areas of the county would provide a basis for the twenty year planning for urban area needs in the cities. Establishment and change of urban growth boundaries shall be based on demonstrated need to accommodate urban populations consistent with twenty year population forecasts coordinated with affected governments. The adoption of this amendment is consistent with this applicable Statewide Planning Goal.

34. Remaining Statewide Planning Goals not specifically mentioned above are not implicated by the amendment of the Lane County Rural Comprehensive Plan adopting coordinated countywide population forecasts and the RCP compliance with those Goals remain unaffected by this action.

Conclusion Findings of Compliance

The adoption of countywide coordinated population forecasts for Lane County and the urban areas of the county as demonstrated in these findings and supporting documents referred to here and incorporated by reference, is found to be in compliance with all applicable statewide planning goals, administrative rules and the Lane County Comprehensive Plan. The PSU report, *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035(May 2009)* is fully incorporated here by reference, contains the supporting documentation, analysis, and responses to relevant comments and questions prior to the date of its publication regarding forecasts for each of the urban areas of the county and provides additional support for this action.