



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
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NOTICE OF ADOPTED AMENDMENT

01/24/2011

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

FROM: Plan Amendment Program Specialist

SUBJECT: Douglas County Plan Amendment
DLCD File Number 005-09R

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.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, February 04, 2011

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 Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: John Boyd, Douglas County
Jon Jinings, DLCD Community Services Specialist
Ed Moore, DLCD Regional Representative

<paa> YA



PROF **2**

DLCD

Notice of Adoption

In person electronic mailed

DATE STAMP

DEPT OF

JAN 18 2011

LAND CONSERVATION AND DEVELOPMENT

For Office Use Only

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **Douglas County**

Local file number: **N/A**

Date of Adoption: **01/12/11**

Date Mailed: **01/14/11**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date: 10/01/09

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

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

This legislative amendment addressed an update to the Comprehensive Plan Population Element Chapter 10. The updated population forecast extended the forecast horizon to 2030, addressed the issues on remand from LUBA and addressed local coordination issues.

Does the Adoption differ from proposal? Yes, Please explain below:

Please note: The Adoption incorporates all items addressed on remand from LUBA Final Order 2010-004. The Adoption also included a change by the Board of Commissioners who modified the order decreasing the coordinated forecast for the City of Roseburg from 2.00% to 1.77%

Plan Map Changed from: **N/A**

to: **N/A**

Zone Map Changed from: **N/A**

to: **N/A**

Location: **N/A**

Acres Involved: **N/A**

Specify Density: Previous: **N/A**

New: **N/A**

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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. 005-09R (17866) [16484]

DLCD file No. _____

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

Cities of Canyonville, Drain, Elkton, Glendale, Myrtle Creek, Oakland, Reedsport, Riddle, Roseburg, Sutherlin, Winston and Yoncalla.

Local Contact: John J. Boyd AICP

Phone: (541) 440- 4289 Extension:

Address: Room 106 Justice Bldg, Courthouse,

Fax Number: 541- 440- 6266

City: Roseburg

Zip: 97470

E-mail Address: jjboyd@co.douglas.or.us

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)
per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light green paper if available.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) of adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. **Submit one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 green paper only if available. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

01/12/2011

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON

AN ORDINANCE ADOPTING)
AMENDMENTS TO THE DOUGLAS) ORDINANCE 2011-01-01
COUNTY COMPREHENSIVE PLAN)

RECITALS:

- A. Amendments to the Douglas County Comprehensive Plan were adopted (Order 2009-12-2) by the Board of Commissioners on December 23, 2009. Those amendments were proposed to update the County's twenty year population projection under the direction of ORS 195.036.
- B. A Notice of Intent to Appeal the decision by the Board of Commissioners was filed with the Land Use Board of Appeals (LUBA) on January 13, 2009.
- C. On July 2, 2010, LUBA published a Final Opinion and Order (LUBA No. 2010-004) containing one assignment of error and four sub-assignments of error. LUBA remanded the County's decision based upon these sub-assignments of error.
- D. On December 8, 2010 the Board of Commissioners held a public hearing on the proposed 2010 amendments to the Douglas County Comprehensive Plan in response to the LUBA remand. No final action was taken and the hearing was continued to January 12, 2011.

THE DOUGLAS COUNTY BOARD OF COUNTY COMMISSIONERS ORDAIN AS FOLLOWS:

- SECTION ONE: The amendments contained and referenced in the orange attachment titled "Amendments to the Douglas County Comprehensive Plan (Limited to Population, in response to LUBA remand) - Second Draft" dated December 8, 2010 and support documents are adopted.
- SECTION TWO: The amendments are necessary and appropriate and shall become effective on February 11, 2011.
- SECTION THREE: The Board finds that this 2010 population update is based upon current, reliable and objective sources of verifiable factual information, takes into account long term demographic trends and thus utilizes an adequate factual base. That data inputs from State Employment Department and vital statistics from the State Health Department along with other federal or state sources to extend the population forecast to the year 2030. The change in those data inputs was the primary factor in calculated outcome that was a reduced forecast in the year 2030.

DOUGLAS COUNTY OREGON
FILED

JAN 12 2011

SECTION FOUR: The Board finds that the Office of Economic Analysis (OEA) forecast published in 2004, is an accurate but, conservative forecast developed for the state revenue decision making. The forecast for statewide purposes is based upon detailed calculation. The OEA forecast allocations for counties are not detailed calculations but approximations based upon historic migration from 1980-2000 and that is not current, reliable, or objective sources of information.

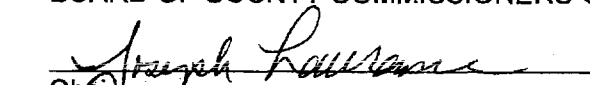
SECTION FIVE: The Board finds that the future growth needs of Douglas County and its incorporated cities are recognized in their acknowledged comprehensive plans. That the county's projections are consistent with and supported by these plans. The county and its communities have considered historic growth patterns and coordinated community growth forecasts based upon their Comprehensive Plan, historic trends and other factors. That a compelling need, recognized in those plans, to diversify and strengthen their economies in order to become less timber-dependant and more diversified exists.


SECTION SIX: The Board finds that the needs of Douglas County are recognized by the adoption of a population projection range with the high range as a preferred alternative for planning purposes. The low range is similar to the OEA 2004 forecast. Based upon historic trends, current employment forecast, and long term planning needs the County is better served by the high range as a component of our long range planning and coordination duties.


SECTION SEVEN: SEVERABILITY; If any provision of this ordinance is held to be invalid by any court of competent jurisdiction, such invalidity shall not affect the validity of any other provision of the ordinance. The ordinance shall be construed as if such invalid provision had never been included.

DATED this 12th day of January, 2011

BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY, OREGON


Chair


Commissioner


Commissioner

Amendments to the

DOUGLAS COUNTY
COMPREHENSIVE PLAN
(Limited to Population, in response to LUBA remand)

SECOND DRAFT
As ADOPTED

January 12, 2011

Board of Commissioners
Public Hearing - December 08, 2010
January 12, 2011

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KEY:

Additions and Amendments are identified by both **Bolding** and Underlining.
Deletions are identified by ~~STRUCKOUT~~ text.

1. Amendments to Chapter 10: Population Element

Amend Page 10-2

TABLE 10-3. 2000 POPULATION AND YEAR 2030 POPULATION PROJECTIONS.
Total Population Using County Projections

Sub Area	Class	2000 Pop	2030 Total	2000-2030	Annual Growth %
Coastal	City	4,370	5,359	989	
	UGB (2)	67	<u>82</u>	<u>15</u>	
	UUA	385	565	180	
	Rural	5,894	8,193	2,299	
	Subtotal	6,413	8,922	2,509	1.30%
North	City	2,220	3,238	1,018	
	UGB (2)	224	<u>310</u>	<u>86</u>	
	UUA	0	0	0	
	Rural	3,734	5,458	1,724	
	Subtotal	6,178	9,006	2,828	1.53%
Central	City	32,440	51,403	18,963	
	UGB (2)	6,357	<u>8,980</u>	<u>2,623</u>	
	UUA	5,885	12,336	6,451	
	Rural(1)	16,124	11,839	(4,285)	
	Subtotal	60,806	84,558	23,752	1.30%
South	City	6,600	10,109	3,509	
	UGB (2)	3,532	<u>5,067</u>	<u>1,535</u>	
	UUA	0	0	0	
	Rural	16,870	22,369	5,499	
	Subtotal	27,002	37,545	10,543	1.30%
County Wide	City	45,630	71,700	26,070	1.90%
	UGB	10,180	14,439	4,259	1.39%
	UUA	6,270	12,901	6,631	3.53%
	Rural	38,319	40,586	2,267	0.20%
	Total	100,399	139,626	39,227	

(1) The Central Area contains the UUA of Glide, Green, Shady and Dillard. In addition it has the UGB of Oakland, Roseburg, Sutherlin and Winston. The Comprehensive Plan findings recognize that over time, growth will shift from rural to urban densities. The reduction in rural growth in the Central subarea is one example of that rural to urban

shift. The County reduced its annual growth rate forecast from 1.57 (2000) to 1.29 (2009). This table calculates growth within City UGB (UGA and City limits) at the anticipated annual growth rate. The rural classification is the remaining population from the County forecast after removing city UGB forecasted growth. Historically, the Comprehensive Plan has projected a shift from predominately resource and rural to more urban densities.

(2) The County has adopted an updated coordinated forecast for the Comprehensive Plan of each city. Within the UGA the projection used the County growth or City growth rate whichever was lowest. The city projection was used within city limits. The coordinated forecast was applied to extend the 20 year forecast within city limits. The County high rate (1.29%) was applied to extend the 20 year forecast within in the urban growth area (outside city limits but inside UGB) and update each jurisdiction's 20 year forecast. A summary of this analysis is shown in Table 10-4. This process is consistent with the safe harbor found in OAR 660-024-0030(4)(a).

Amend Page 10-3 Delete Existing Table 10-4 and replace the following

TABLE 10-4 City Population Forecast for incorporated area and urban growth area					
City		2000	2010	2020	2030
Canyonville	City	1295	1791	2130	2534
	UGA	<u>173</u>	<u>237</u>	<u>270</u>	<u>306</u>
	UGB (Total)	<u>1468</u>	<u>2028</u>	<u>2400</u>	<u>2840</u>
Drain	City	1020	1102	1217	1344
	UGA	<u>184</u>	<u>198</u>	<u>220</u>	<u>243</u>
	UGB (Total)	<u>1204</u>	<u>1300</u>	<u>1437</u>	<u>1587</u>
Elkton	City	145	258	299	347
	UGA	<u>13</u>	<u>23</u>	<u>26</u>	<u>30</u>
	UGB (Total)	<u>158</u>	<u>281</u>	<u>325</u>	<u>377</u>
Glendale	City	860	974	1076	1189
	UGA	<u>72</u>	<u>82</u>	<u>90</u>	<u>99</u>
	UGB (Total)	<u>932</u>	<u>1056</u>	<u>1166</u>	<u>1288</u>
Myrtle Creek	City	3430	3720	4382	5085
	UGA	<u>3272</u>	<u>3587</u>	<u>4077</u>	<u>4636</u>
	UGB (Total)	<u>6702</u>	<u>7307</u>	<u>8459</u>	<u>9721</u>
Oakland	City	955	964	1065	1176
	UGA	<u>150</u>	<u>151</u>	<u>167</u>	<u>185</u>
	UGB (Total)	<u>1105</u>	<u>1115</u>	<u>1232</u>	<u>1361</u>
Reedsport	City	4370	4392	4851	5359
	UGA	<u>67</u>	<u>67</u>	<u>74</u>	<u>82</u>
	UGB (Total)	<u>4437</u>	<u>4459</u>	<u>4925</u>	<u>5441</u>
Riddle	City	1015	1066	1178	1301
	UGA	<u>15</u>	<u>16</u>	<u>17</u>	<u>19</u>
	UGB (Total)	<u>1030</u>	<u>1082</u>	<u>1195</u>	<u>1320</u>

TABLE 10-4 City Population Forecast for incorporated area and urban growth area					
City		2000	2010	2020	2030
Roseburg	City	20125	21993	26211	31238
	UGA	5676	6244	7705	9531
	UGB (Total)	25801	28237	33916	40769
Sutherlin	City	6720	8031	9320	10816
	UGA	264	314	357	406
	UGB (Total)	6984	8345	9677	11222
Winston	City	4640	6068	7042	8173
	UGA	267	348	395	449
	UGB (Total)	4907	6416	7437	8622
Yoncalla	City	1055	1149	1333	1547
	UGA	27	29	33	38
	UGB (Total)	1082	1178	1366	1585
Grand Totals	All Cities	45630	51508	60104	70109
	All UGA's	10180	11296	13431	16024
	All UGB's	55810	62804	73535	86133
County Total		100399	108223	119180	139626

Amend Page 10-5 (paragraph two)

The 1990 Census indicated that the population of the cities was 39,811. The 2000 Census indicates that the population of the cities was 45,630. **The growth of cities (1990-2000) was forecast at an overall average rate of 1.28%. The total growth for all cities in 2030 was 71,700. The cities acknowledged forecasted growth rates exceed the county projections. The total growth rate for all cities is projected at 1.9% from 2000 to 2030 on an annual basis. This relates to a county wide annual growth rate for cities of 1.9 percent from 2000 to 2030. The county wide annual growth rate for cities is above both the County forecasted high rate (1.3%) and low rate (1.05%) listed in prior versions (Table 1) of this element.**

Amend Page 10-5 (last two sentences on the bottom of page)

In 2030, it is projected that ~~52.1%~~ **51.3%** of the population will reside in incorporated cities. This table [10-3] also includes more realistic **identifies how the urban area projections of impact rural housing opportunities. As incorporated cities near projected growth and as based upon urban unincorporated area meet growth assumptions used in the County overall population projections less growth is allocated to rural lands.**

Amend Page 10-9

MIGRATION

8. Job opportunities are a prime factor in growth although other factors such as environment and perceived living quality can stimulate growth. **Douglas County has worked for diversification within its basic industries and has long standing support of providing industrial development opportunities.**
9. The County has had a high rate of in-migration during the period of 1970 to 1980 which accounted for 61 percent of the population growth. This trend was reversed during the period of 1980-1990 as shown by the lower population growth and an out-migration of 45%. **Between 1990-2000 in-migration accounted for an increase of 4,808 persons and net natural increased the population by 942 persons.**
10. **During recessionary periods, there are** ~~There has been a continued~~ out-migration of young adults especially in the 20-24 year age group. In the period of 1970 to 1988 there was a 9.6% population reduction within this age group. **In the period of 1990 to 2000, th 20-24 year age group stabilized and experienced a minor (130 people) gain.**

Amend Page 10-10

11. There has been a ~~substantial~~ **sustained** in-migration of older adults increasing the over 65 years category. The county population increased by ~~2,454~~ **5,750** people in the period of 1990-~~94~~ **2000**. The over 65 age category accounted for ~~57.8%~~ **53.4%** this population growth. This in-migration rate also includes other older adults and is not equally distributed in the age categories above 50 years of age.
- X. **The median age of Douglas County citizens increased from the 1990 Census from 36 to 41.2 in the 2000 Census. If Douglas County continues to age, net natural increase (birth minus deaths) will play a lessor role in the growth of the County. The expectation is Net-migration (in-migration minus out-migration) will consist primarily of seniors in-migrating to the County for lower cost of living and quality of life and secondarily to younger families seeking employment options created from the increases in service industries and economic diversification in manufacturing and the wood products industry.**

GEOGRAPHICAL DISTRIBUTION

- ~~19. If present trends continue, population growth pressure will persist in the South Umpqua Basin. (Note - this finding is removed because it duplicates the last sentence in Finding 15)~~

CITY COUNTY COORDINATION AND ANALYSIS

Amend Page 10-11

24. In 2005, the DLCD adopted a **three** "safe harbors" (OAR 660-24-0030(4)) for cities to use **to adopt a population forecast for their urban areas. Generally, these options include using the county projection, using OEA or developing their own forecast.** ~~if there is not a reasonably current county coordinated forecast to use, when considering updates to their urban growth boundary. Pursuant to the rule, the coordinated forecast must be adopted by each city~~
- X. **Between 1999 and 2005 many changes were made to the Periodic Review laws. The first change, SB 543 exempted seven Douglas County cities from periodic review requirements. In 2003, SB 920 made the completion of some periodic review tasks optional. In 2005, HB 3310 further narrowed the scope of periodic review and exempted many counties for periodic review. Douglas Counties cities have been either exempted from periodic review or their periodic review schedules have been suspended.**

MODEL FINDINGS

2. The fastest growing segment of the aging population is the "old old" - people 85 years and older. **The 45 - 59 year age group is the fastest growing segment of the adult population. These The 65 and above age group is growing and consideration must be given to seniors who** are often frail or sick and in need of supportive services, such as home and community based health care.
4. **The 2000 census found the median household size is 2.5. The model recognizes the high number of seniors and uses a split rate for household size.** The median household size for families under 55 is 2.6. The median household size assumed by the model for families over 55 is 1.5 This recognizes that seniors typically have smaller households than younger age cohorts.
5. Douglas County does not have a large high technology industry **and is not impacted significantly by fluctuations in that market.** The improved economic **downturn** conditions in other areas of the country (most notably California) will slow **has slowed** in-migration to Oregon. **As the recession fades, the housing and manufacturing markets will recover, and in-migration** to Douglas County will **return to more normal levels** ~~not be impacted by the change in the high-tech industry.~~ Lower cost of living and lifestyle choices will attract retiree's and families to Douglas County.

6. The wood products industry **makes up 70% of all manufacturing jobs in Douglas County** provides 63% of the support for local employment. ~~The rate exceeds all counties in Oregon and is higher than the state.~~ The industry has survived the economic recession of the 1980's and the environmental challenges of the 1990's. The industry has a clear view of the hurdles they face in the future, but are also counting on comparative advantages to help overcome them: highly productive timberland and a critical mass of knowledge, ability, technical support, and infrastructure. ~~Oregon Timberlands could support a sustainable annual harvest of at least 5 billion board feet. The potential annual harvest will likely be below sustainable levels, probable not to exceed 4.5 billion board feet.~~

7. Employment in the wood products industry has declined since the late 1970's. Despite these reductions, employment is growing for the state as a whole as new companies in new industries are diversifying manufacturing and services. The wood products industry is also diversifying. New wood processing innovations are creating markets for species, grades and sizes of trees that were considered non commercial in the past. ~~A host of wood products can now be engineered to desired strength and size specifications by laminating, finger jointing, and edge-gluing small pieces of wood.~~ The change in the basic wood product industry creates new job opportunities in the manufacturing sector. This portion of the County economy will continue to expand. **A new market is the development of "green industry" - the County is coordinating with Federal partners to evaluate the potential of reclaiming dead or dying timber as a source for bio fuels.**

9. Transportation Firms will increase as trucking companies look to Douglas County's central location along the I-5 corridor. ~~Generally, Employment growth in along the I-5 corridor area will remain strong~~ **was impacted by the recession. As the County's economic recovers, one of the first areas to improve will be along the I-5 Corridor as firms take advantage of transportation access and central location.**

10. Tourism will play an expanding role in Douglas County's future, specifically hotel/motel, restaurant and bar, retail store sales, and recreation and amusement related businesses. **Recent examples of interest in the tourism industry is shown in increased ATV activities at the coast, vineyards and the creation of the viticulture educational opportunities at Umpqua Community College.**

12. Other trends such as more out-sourcing by businesses, increased consumption of health and personal services by households in general, and the increased number of retirement aged persons in the county are also pushing employment up in the service sector. **For Douglas County, the highest gains are in education, health, leisure and hospitality services ("Employment**

Projections by Industry and Occupation 2006-2016” by the Oregon Employment Department.)

15. **In 2004, the OEA population projection increased the State of Oregon 2040 projection by 232,408 people. OEA reduced seventeen counties 2040 forecast and the OEA forecast shifted growth to MPO's. This re-allocation of growth** is not policy neutral, objective or scientific. Rather, it is a reasoned inference based upon limited data, debatable policy premises, and debatable methodological premises. The same is true of the county's projection. The main difference is that Douglas County's projection adds a level of specificity to the information used by the State. It also recognizes that the state land use policy is not evenhanded. It can enhance growth in one part of the state by constraining in others.

XX As part of the publication of the OEA Long Range Forecast in 1997, the State met with all jurisdictions to review its long range forecast and to gather feedback. In the 2004 OEA forecast update, all of the OEA model assumptions were removed and the allocations to counties were changed. Despite this significant change to the OEA model, no outreach to counties was conducted by the Office of Economic Analysis. This OEA update was not coordinated statewide or with the County forecast.

XX The long term Office of Economic Analysis rate was similar to the short term CPRC estimates experienced during the recession. OEA chose to extend those rates found during the recession for the entire forecast period. The County rebukes the State scenario of long term recession for Douglas County and chose that high rate of our projection forecast as our preferred alternative for the expectation of future growth.

XX. The County selected the high range of the population forecast as the preferred alternative after considering the historic growth patterns. The County found that both the State and the County have experienced cyclical recessionary pressure. The county anticipates recovery from the recent recession to be similar to past experience and chose the high rate as its' preferred alternative because it is more appropriate.

Amend Page 10-12:13

MODEL ASSUMPTIONS

NOTE: Due to the changes in assumptions between the OEA model and the Douglas County model, no relationship exists between the OEA results and Douglas County results. This comment does not address the quality of the results, only that the differences result from changes in basic policy assumptions. **The April 2004 Office of**

Economic Analysis model update was published without any local coordination. More importantly, the 2004 OEA model update removed all the assumptions contained in the 1997 OEA long term forecast.

1. **The "Baby Boomer" generation was born between 1944 and 1964. The first baby boomers are approaching their 70's.** The aging of the "Baby Boomer" generation ~~will~~ **has** caused a growth spurt of this **the 65+** age group (~~between 2010 and 2020.~~) By 2020, the state of Oregon will have experienced a 70% or more increase in their numbers of elderly. **In 2008, Portland State University Center for Population Research and Census reported that 12.9% of the state was aged 65 years or older versus 18.9% for Douglas County.** The numbers of elderly in Douglas County's is expected to increase at a rate significantly higher than the rate experienced by the state.
2. **Recovery from the recent recession will increase growth in the** Services, retail trade and construction industries ~~will continue to grow.~~ Transfers from the ranks of unemployed and new entrants into the work force will reduce this number by 10%.
4. School enrollment has ~~been~~ **had** low growth in years 1995 to 2009, low to moderate **enrollment** growth for the years 2005 to 2030 **is projected**. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry.
6. In Douglas County, between 1985 and 1990, employment increased at an average rate of 2.9% per year. Between 1992 and 1994, employment increased at an average rate of 2.3%. The **Oregon Employment Department** forecasted rate for Douglas County is a 1.1 percent average annual increase from 2008 to 2015. The assumed rate of employment between 2016 and 2030, will over time increase toward the State average annual increase in employment.

APPENDIX ONE

The Roseburg Average Annual Growth Rate (AAGR) was reduced by the Board of Commissioners from 2.0% to 1.77%. Changes were made to the Population Element Support Document, the Data Analysis for Douglas County and modify the calculated forecast numbers for the City of Roseburg in the "Amendments to the Comprehensive Plan in response to LUBA Remand - Limited to Population" Second Draft.

This action will clearly align with 50 year historical data for Roseburg which considers growth and recessionary cycles add justification to the projection/forecast and responds to issues raised in discussion with both SOD and 1000 Friends of Oregon. Appendix One provides related and supportive background for the AAGR change.

Recommend AAGR Revision to Population Element for City of Roseburg	
2009 AAGR Coordinated 2%	County recommends 1.77% to respond to LUBA and objectors comments and based on long term historic trends
Historic Rates All History (1860-2008)	17.5%
48 Year (1960-2008)	1.77%
38 Year (1970-2008)	1.23%
30 Year (1978-2008)	1.05%
20 Year (1988-2008)	1.54%
10 Year (1998-2008)	0.5%
Potential Range	1.3% to 2.5% 2010 County AAGR and 2000 City AAGR
What factors on each end of the range impact growth?	
<i>Higher</i>	<i>Lower</i>
County Seat and regional government offices	Current Recession impacts
Employment Opportunity in UGB	Update of prior higher projections
Growth focus in Oregon's urban areas to fulfill LCDC Goals.	OEA Forecast consideration
City of Roseburg Planning Studies including: Buildable Land Inventory, Waterfront Plan, Bike and Pedestrian Plan, Economic Analysis Study, Downtown Development Plan	School Enrollment reduction
	Historic trends
Growth and expansion of Tourism	
UCC and Wine Institute	

Amendments to the Population Element Support Document

Add new section on Page 6

County Forecast Comparison

1. Many factors make comparison between the 1998 Forecast and the 2009 Forecast impractical.

- a. Both the 1998 and the 2009 Models utilized a cohort survival rate model. However the different inputs utilized in 2009 than in 1998 made for significantly different forecast outcomes.
- b. Employment
 - i. The 1998 Forecast used the State Employment Forecast for 1995 to 2005. It projected average annual employment growth at 1.3% to 2005 and the model assumed that County employment growth would slowly grow to the state average 2.2%.
 - ii. The 2009 Forecast used the State Employment forecast for 2006 to 2016. It projected average annual employment growth for the County at 1.1% to 2016 and the model assumed that County implement growth would slowly grow to the state average 1.4%.
 - iii. The main difference between the county's assumption that employment growth from 2017 to 2030 will slowly grow to the state average (1.4%). This assumption projects an eventual end to the recession and economic recovery. The state economist's assumed statewide year-2030 employment growth rate of 0.7% per year in 2030 (projected for Douglas County) projects economic stagnation and continued recessionary pressure for the County throughout the study period.
 - iv. Douglas County's model primarily employment driven. It reflects that employment has dropped from high employment growth rates(1995-2006) and to the 2007-09 recession. The growth was restructured to more accurately reflect the county's stability and competitiveness among I-5 corridor counties.
 - v. These differing forecast have created a change in out come from model to model.
- c. Estimates
 - i. The 1997 model attempted to estimate growth from 1990 to 1997. The 2009 model does not forecast the period of 2000 to 2008. The model simply restates the published CPRC data from 2000 to 2008. The forecast begins in 2009.

- ii. The 1998 County Forecast began the estimate from the 1990 Census to 1997. There was extensive analysis in the original review by DLCD and OEA regarding the effectiveness of the model.
 - iii. The 2009 County Forecast used the 2000 Census, Center for Population Research and Census estimates for 2001-2007 and began the forecast in 2008.
 - d. The recession
 - i. The 1998 County Forecast along with the State forecast were cautiously optimistic about future economic growth.
 - ii. The 2009 County forecast along with the State forecast were clear regarding the impact of the recession. Forecasts data was changed and the resulting projection was lower.
2. Office of Economic Analysis:
- a. In 1997, the Office of Economic Analysis coordinated with Counties across the state on their Model assumptions and findings.
 - b. In 2004, the OEA has updated their model and removed all of the previous (1997) findings and assumptions. The county migration was determined for using five year periods between 1980 and 2000.
 - c. The 2004 OEA update, increased the 2040 estimate for the state by over 232,000 people. OEA decided to reduce allocated growth in the 1997 forecast from 19 of Oregon's 36 counties and increased growth for Oregon's six MPO's and Willamette Valley counties.
 - d. This significant forecast change by OEA was not coordinated with local jurisdictions.
3. The County forecast utilizes a cohort survival rate model. Simplified this model forecasts future growth by looking at growth from net natural increases and from net migration.
- a. The net natural increase (birth minus deaths) has not been contested factor in the model. The County model uses
 - i. Oregon Department of Human Services - Age specific Birth Rates, Fertility Rates and Total Fertility Rates, Oregon for the years 1940, 1950, 1960, 1970, 1975-2003
 - ii. Oregon Department of Human Services - Life Expectancy at birth and remaining years at selected ages by county and sex Oregon residents 2001-2005.
 - iii. Oregon Vital Statistics: Deaths by Age, Sex and County of Residence, Oregon for the years 1940, 1950, 1960, 1970, 1980, 1990, 1995, 2005
 - iv. Oregon Department of Human Resources Female Death rates for Selected Causes by Age, Oregon residents 2005
 - v. Oregon Department of Human Resources Male Death rates for Selected Causes by Age, Oregon residents 2005

- b. Net natural Increase utilizes Oregon Department of Human Services data to estimate birth and death statistics.
 - c. Net natural Increase was calculated using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics.
 - d. Net natural Increase was based on current, reliable and objective sources and verifiable factual information.
4. Net Migration considers the Oregon Employment Department 2016 employment projections for the state and regions.
- a. Employment growth considers:
 - i. A natural rate of unemployment above the national average. (Natural rate of unemployment - The percentage of the labor force that is recorded as unemployed when the labor market is in equilibrium)
 - b. Employment allocations consider
 - i. Dual income families
 - ii. A split rate for house hold size recognizing Senior Households and under 55 households.
5. The County model meets the requirements of OAR 660-24-0030.
- a. The model contains data and findings that explain how the assumptions it relies upon are reliable or justified today and how those assumptions justify the presumed rate of growth
 - b. The cohort survival rate forecast was developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and
 - c. The cohort survival rate forecast is based on current, reliable and objective sources and verifiable factual information, from the Oregon Health Department, the Oregon Employment Department, The Office of Economic Analysis and the Center for Population and Research at Portland State University.
 - d. The forecast considered the recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). While this forecast increased population for the state as a whole it decreased growth for the County from its 1997 forecast. This decrease was not coordinated with the County nor was it explained in a manner that complied with OAR 660-24-0030.
 - e. The forecast considered documented long-term demographic trends for all components of its forecast and included as well as recent events that have a reasonable likelihood of changing historical trends.

f. 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.

i. The County concurs with decision by METRO in their "20 and 50 year Regional population and employment forecasts" to utilize a range. Metro notes "Growth ranges help to explicitly recognize the extent of our current understanding of future trends and the degree of uncertainty and possible risk inherent with extremely long-run regional growth projections. The use of a range forecast allows for the consideration of a number of possible outcomes, rather than only planning for one future. Using a range forecast is more likely to result in growth management decisions that result in adaptable, resilient communities that are able to adjust course when conditions change."

6. The County considered adopted City Comprehensive Plans and compared those Plan adopted plan forecast and historic city growth. The County found that:

a. Most cities (excluding Sutherlin, Roseburg, Winston and Myrtle Creek) growth has been following historic trends and is not an issue of concern for small scale low growth cities. The actual annual growth for small cities is a low number. A review of these cities plan forecast, historic trends and coordinate factors revealed adjustments were possible. This grouping either reduced their forecast to be closer to long term trends or found their existing plan forecast rate was appropriate to long term trends.

b. The Center for Population Research estimated growth from 2000-2008 reveals that I-5 corridor cities (Canyonville, Myrtle Creek, Roseburg, Sutherlin and Winston) in the County have experienced the highest growth in the county.

c. A review of these I-5 corridor cities plan forecast, historic trends and coordination factors revealed an adjustment was needed. This group of cities all reduced their adopted plan forecast rate to be closer to the long term historic average.

7. Each of the twelve cities in Douglas County has adopted and acknowledged Comprehensive Plans.

a. In June 1999, Senate Bill 543 became effective and allowed cities and counties listed as exempt from periodic review to stop work on their periodic review work programs. Within Douglas County, Canyonville, Drain, Elkton, Glendale, Oakland, Riddle and Yoncalla were effected. The remaining cities in the county were allowed to

10. The 2009 population update is based upon recent employment forecast and data from the health department. The 2009 model used Portland State University estimates for the data from 2000 to 2007.
 - a. Since the 2000 update, the Office of Economic Analysis has updated its forecast and removed all of their original assumption.
 - b. The remaining County model assumptions were reviewed, if they were found still valid they were retained, if they were found out of date, the assumption was revised and if they were found to be obsolete were removed.
 - c. The County validated their assumptions, reviewing city adopted plan forecast and historic growth data and reconsidered the city growth expectation discussed during the coordination process.
 - d. The County determine that based upon this reliable and objective information the city forecasts are based upon verifiable factual basis.
11. County forecast within Urban Growth Areas.
 - a. The Oregon land use system attempts to direct growth within urban areas. As such, this plan recognizes that the City's forecast will directed growth within incorporated areas.
 - b. In coordinating City population growth rates, the following strategy was used. Within the UGA the projection used the County growth or City growth rate whichever was lowest.

COUNTY ASSUMPTIONS

1. Douglas County's rate of unemployment remained above the state and national average over the course of the study period, and the county model assumes that it will continue to exceed the national average over the projection period.
2. Douglas County's projected growth rate for population in the years 2000-30 is 1.29% per year and The Oregon Employment Department projected employment growth rate for Douglas County is 1.1% from 2006 to 2016 and for 2017 to 2030 the County assumes the projected growth rate for the County will gradually increases to the rate projected for the State (1.4%).
3. Douglas County's projections address labor force participation using three adjustments: the members of the household who work are increased; new entrants into the work force (youth) and people leaving the work force (retirees); and seniors remaining in the work force past retirement age.

Add the following information prior to the Summary on Page 14

Oregon's Demographic Trends¹

Since 1950, Oregon's population has increased at a faster pace than the U.S. population as a whole. Oregon's annual growth rate exceeded U.S. rate for most of the years. Between 1950 and 2009, Oregon's population increased by 150 percent, whereas U.S. population increased by 102 percent.

Oregon was hit harder by the recent recession than many other states. Since the economy and migration are closely related, Oregon's population growth slowed down considerably. Currently, Oregon's growth rate is virtually similar to the national growth rate.

Oregon's rate of growth between the years 2000 and 2009 ranked 13th highest in the nation. This rank is a two position reduction from the previous decade when Oregon was ranked 11th in the nation. Although the Oregon population grew quite rapidly compared to other states, all of our neighboring states, except California, grew faster than Oregon.

In the future, Oregon's growth rate is expected to remain higher than the U.S. rate. However the difference between the Oregon and the U.S. rate will remain low.

Currently, about 48,000 children are born each year in Oregon. Since 1950, the life time average number of children per woman fluctuated from 3.6 in 1960 to 1.7 in 1975. It is expected to remain slightly below 2.0 in the future. The number of births in the State will exceed 53,000 as the number of women in childbearing ages increase.

Historical knowledge of birth patterns is important and interesting because they shape the current and future age structure of the population. The small number of depression era births and the huge number of births during the baby-boom period, for example, affected different social and economic institutions in two extreme ways.

The number of deaths in Oregon has been increasing as the result of increased total population, and the increased number of elderly in the state. Currently, the number of deaths total about 31,000 per year. As the baby boom generation age,

¹"Oregon's Demographic Trends" February 2010. Office of Economic Analysis; Kanhaiya Vaidya

the annual number of deaths will increase very rapidly and will approach 36,000 by the year 2020.

In the past 40 years, between 1970 and 2010, life expectancy for Oregon Men improved by 9.4 years and for women by 6.0 years. Oregon's life expectancy has remained slightly higher than the U.S. average. The life expectancy will continue to improve for both men and women. However, the gain for men will outpace the gain for women. Consequently, the difference between men's and women's life expectancies will continue to shrink.

Oregon's population change is greatly influenced by net migration, and migration is in turn affected by the overall economy of the state. Because of the gloomy economic and employment situation in the state, migration flow has considerably slowed down. The general consensus is that the net migration has not turned negative as it did during the recession of early 1980's.

Currently, nearly 50 percent of the population growth in Oregon is due to net in-migration in Oregon. This share is the lowest since 1987. When Oregon's economy was rapidly expanding during the 1990's and mid 2000, net migration accounted for nearly three-fourths of the population growth. Migration is expected to contribute nearly two-thirds of the population growth of Oregon in the next decade. During the 1990's net migration averaged about 42,000 persons per year. The average net migration for 2000 to 2010 is estimated at 27,000. The next decade will see a slight increase in net migration as the economy recovers. The average for 2010 to 2020 is expected to be 33,000.

Oregon's population is graying. The median age of the state population has increased from 30.3 years in 1980 to 38.2 years in 2010. This will increase further to 39.8 years by the year 2010.

As women live longer than men, median age for females is two years higher than for males in 2010. However, the longevity age for men has been catching up with the longevity age for women, the difference in the median age has been shrinking.

Add the following table after Table 4 on Page 23

Forecast Model	2000	2010	2020	2030
1997 OEA	102,344	111,068	120,671	131,180
2004 OEA	100,500	106,379	117,632	129,062
County High	100,399	108,223	119,180	139,626
County Low	100,399	107,025	115,452	132,016
2004 OEA (+ 8%)	100,500	114,889	127,043	139,387

The County growth is employment driven using State Employment Forecasts for 2016 and then assumes the County growth will soften to meet state averages. The Office of Economic Analysis forecast reduced their previous forecast for the county downward and used an approximation (historic migration trends from 1980-2000) for net migration.

Annual Growth Rate	2006-10	2011-15	2016-20	2021-25	2026-30
County 2009 High	0.85%	0.84%	1.05%	1.22%	1.41%
County 2009 Low	0.62%	0.65%	0.90%	1.02%	1.19%
OEA 2004	0.65%	1.04%	0.97%	0.95%	0.91

OEA forecast lower growth in the short term and then assumes slightly higher growth in the longer term. The County high forecast is slightly higher than OEA in the short term due to the application of available employment forecast and is more accurate short term forecast because it approximates current and verifiable localized data. In the long term when no localized employment forecasts are available, the county assumes local growth will slowly change to the state average and that results in an increasing rate of growth.

In the short term, the County used no approximations to calculate a forecast. The growth rate was the result of applying births minus deaths (net natural increase) to net migration (using Oregon Employment Forecast data for our region) to calculate growth.

The County Board of Commissioners selected the High Growth Rate as the preferred alternative because "This update uses data inputs from the State Employment Department and the Health Department along with other sources to extend the population forecast to the year 2030."

OEA's forecast for the county is based upon migration data from 1980-2000 used to approximate migration for their current forecast period. This type of approximation does not considered many of the development outreach activity underway in the County.

Add the following Table after Table 6 found on Page 25

Table X: Comparison on City Growth Rates				
	Plan Forecast	County Coordinated Rate	Historic Average Annual Growth	2000 Census
Canyonville	3%	1.75%	1.23%	1,295
Drain	2%	1.0%	0.06%	1,020
Elkton	1.4-1.8%	1.5%	1.48%	145
Glendale	0.8-2.2%	1.0%	0.58%	860
Myrtle Creek	1.3-2.3%	1.5%	1.34%	3,430
Oakland	2.1%	1.0%	0.22%	955
Reedsport	3.6%	1.0%	1.39%	4,370
Riddle	1.2-2.9%	1.0%	0.11%	1,015
Roseburg	3.9%	1.77%*	1.77%	20,125
Sutherlin	2.2%	1.5%	4.54%	6,720
Winston	1.86%	1.5%	3.04%	4,640
Yoncalla	2.2-3.5%	1.5	1.24%	1,055

On January 12, 2011, the Roseburg Coordinated Rate modified to 1.77% in the Board of Commissioners adoption.

The urban growth areas (outside city limits and inside urban growth boundaries) are designated for future urban growth and typically do not have full urban services readily available and are considered a transition area. Goal 14 notes "Urbanizable Land - Land within urban growth boundaries shall be considered available for urban development consistent with plans for the provision of urban facilities and services. Comprehensive plans and implementing measures shall manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate public facilities and services are available or planned." As such, these areas are jointly regulated both in the acknowledge plan for the City's and within the Urban Growth Boundary Management Agreements.

The above chart reflects the data for each City and shows the adopted Comprehensive Plan population forecast rate, the coordinated growth rate with the County, a forty eight year (1960-2008) historic growth average and the city's population from the 2000 Census.

The County, in comparing City growth rates, found some city growth rates were higher than county growth rates. The County felt it was reasonable to assume that higher density typically occurs within city limits first and then expands to the UGA. The County also considered that infrastructure is not readily available to serve increased density within the UGA. A decision was made to use the County growth or City growth rate whichever was lowest for the forecast allocation in the urban growth area. In all cases, the city projection was used within city limits.

Amendments to the Population Element Support Document - Appendix

Background Information

Table X - Summary of City Comprehensive Plan - Population Projections

	Plan Adopted Last Amended	Forecast Rate (Year)	Long term historic trend (1960 - 2008)	Coordinated Rate
Canyonville	June 1980 December 1988	3% (2010)	1.23%	1.75
Drain	June 1980 September 1989	2% (2000)	0.06%	1
Elkton	1982	1.475% 1.886% (2000)	1.48%	1.5
Glendale	April 1984	Varies year 1.9 - 2.2% 0.9 - 2.1% 0.8 - 1.3% (2010)	0.57%	1
Myrtle Creek	1978 February 2008	1.3% 2.3% (2010)	1.34%	1.75
Oakland	1986	2.1% (2000)	0.22%	1
Reedsport	April 1984 April 1991	3.6% (2000)	0.91%	1
Riddle	June 1980 December 1988	Varies year 1.9 - 2.2% 1.2 - 2.9% (2010)	0.11%	1
Roseburg	December 1984	3.9% (2000)	1.77% *	1.77
Sutherlin	December 1982 1991	2.2% (2010)	4.54%	1.5
Winston	March 1983 December 2007	1.86% (2022)	3.04%	1.75
Yoncalla	November 1988 1989	2.19% 3.45% (2010)	1.24%	1.5
County (Total)	1980 December 2009	1.05% 1.3% (2030)	1.12%	

On January 12, 2011, the Roseburg Coordinated Rate modified to 1.77% in the Board of Commissioners adoption.

Coordination of City Growth Rates:

In 2009, the County (pursuant to ORS 195.036), met with each city to coordinate an update to each city's population forecast rate. Each city was provided a packet of information containing city and county historical population growth, Oregon Revised Statutes and Administrative Rules related to population forecasting. The City's discussed their Comprehensive Plan forecasted growth rate and expectations related to future growth. In all nine of the twelve (Drain, Glendale or Oakland rate remained the same), cities the coordinated growth rate was reduced.

Coordinated Rate adjusted down because:

1. Comprehensive Plan rate past horizon date
 - a. Eleven of the twelve city's comprehensive plan have an out of date population forecast
 - b. One of the twelve city's comprehensive plan have a population forecast that expires in twelve years.
2. City long term historic growth
 - a. Canyonville, Glendale, Myrtle Creek, Riddle, Sutherlin and Yoncalla did not grow as anticipated during the slump in the 1980's and was below Comprehensive Plan These cities chose to extend their 20 year forecast horizon an additional ten years (2000 to 2010).
 - b. Drain, Elkton, Oakland, Reedsport, Roseburg did not extend their forecast and their Comprehensive Plan population forecast ended in 2000.
 - c. The City of Winston has adopted a forecast to the year 2022.
3. Periodic review suspended. Cities has already extended horizon one time
 - a. The Oregon Administrative Rules for Periodic Review are found in OAR 660-025-0030
 - b. The Oregon Revised Statutes ORS 197.629 address the schedule for periodic review; coordination.
 - c. SB 543 Effective June 1999 allowed cities and counties listed as exempt from periodic review to stop work on their periodic review work programs.
 - i. In Douglas County, seven cities are exempt from Periodic Review: Canyonville, Drain, Elkton, Glendale, Oakland, Riddle and Yoncalla.

- ii. Four cities are over 2,500 and under 10,000 people and are required to complete periodic review every five to fifteen years: Myrtle Creek, Reedsport, Sutherlin and Winston.
 - iii. One city, Roseburg, was listed as over 25,000 and are required to complete periodic review every five to ten years.
- d. SB 920 (Oregon Laws Chapter 793), in 2003 this legislation made completion of certain existing work programs and tasks optional.
 - i. Set deadlines for department review of submitted tasks. Prohibited most new work programs and tasks.
 - ii. Created committee to study the efficiency and effectiveness of periodic review and recommend improvements.
- e. House Bill 3310 in 2005, further narrowed the scope of periodic review.
 - i. It did that primarily by changing four statutory criteria that determine whether a local government should initiate a review. The four criteria, at ORS 197.628, all deal with changes that might render a plan obsolete.
 - ii. For example, one of the criteria is "a substantial change in circumstances:" if an unanticipated change has occurred in, say, a city's population, then that city should conduct a periodic review. HB 3310 added to all four criteria this qualifying phrase: "relating to economic development, needed housing, transportation, public facilities and services and urbanization."
 - iii. As a result, a city now might experience substantial changes not anticipated by its plan, but if the changes relate to matters not covered by HB 3310's new phrase, no review is required.
 - iv. HB 3310 exempted all counties from review, except for unincorporated areas inside urban growth boundaries of large cities. The bill also eliminated any opportunity for citizens to appeal three types of decisions by DLCDC: approval of a work program; a decision that no work program is needed; and a decision that the work done on a periodic review task is sufficient.

Finding: The County completed periodic review in December 19, 2000. The County and Seven of the twelve cities are now exempted from the requirements of periodic review. The periodic review schedule for remaining five cities has been suspended.

- 4. Sustained unemployment - OLMIS "Article Follow Oregon's Record Mass Layoffs" May 2010 by Jim Lee. The article summary notes "After the avalanche of mass layoffs during the depths of the recession in the winter of 2008-2009, the recent sharp decline in mass layoffs is a welcome, and needed, relief. At least in terms of layoffs Oregon has returned to "normal" somewhat quicker than many neighboring states and the country in general. With the unemployment rate still in the uncomfortable double-digits, diminishing layoffs don't begin to address the

difficult questions of getting people back to work, but it is good to know that job losses, at least for now, have slowed appreciably.”

a. OLMIS produced Unemployment Rates seasonally adjusted that show]

	September 2010	September 2009
United States	9.6%	9.8%
Oregon	10.6%	11.0%
Douglas County	15.4%	15.6%

Douglas County’s seasonally adjusted Unemployment rates area above the United States and the state of Oregon.

5. Economic recession - The Office of Economic Analysis “Economic Review and Forecast” Every region of the state has experienced year-over-year employment declines since at least the fourth quarter of 2008. Many areas have seen declines for much longer. Generally, employment losses were most severe in the second and third quarters of 2009. Losses began to moderate in late 2009. As the recession starts to abate, several areas are seeing improvements in their employment counts. In the second quarter of 2010, regional unemployment rates (not seasonally adjusted) ranged from a low of 9.7 percent in the Portland area to a high of 13.0 percent in Southern Oregon. The rates are lower than the prior year in every region. Statewide, the June 2010 unemployment rate was 10.3 percent.
6. Forecast risk - The Office of Economic Analysis “Oregon Economic Forecast” discusses forecast risk. Economist Frank H. Knight, in his book, Risk, Uncertainty, and Profit (1921), makes a distinction between risk and uncertainty. Both concepts deal with the future but Knight defined risk as future events with measurable probability while uncertainty is an indefinite or incalculable state concerning the likelihood of future events.

So when a well-trained economist, like Ben Bernanke, says that the economic outlook is “unusually uncertain”, one takes pause as to the meaning of this phrase. IHS Global Insight sticks with risks as it places a 20 percent chance of pessimistic outcome compared to a 15 percent chance for an optimistic outcome around their baseline economic outlook. But only a few months ago, IHS Global Insight had these probabilities reversed: 15 percent pessimistic compared to 20 percent optimistic. However one defines risk and uncertainty, the crystal ball for the economy is cloudier today.

Oregon's economic outlook is tied to the U.S. economy. With a lackluster forecast for second half of 2010, Oregon will also see a non-starter recovery in terms of job growth. Weakness remains in housing and commercial real estate and many financial institutions are still holding questionable assets. Export markets have been a bright spot but will the Pacific Rim economies sustain their growth. For the Oregon economy, risks are stronger for a downturn, but the soft patch moving into 2011 is still the most likely outcome.

TABLE Comp-1 Historic Population Growth by City											
	1960	1965	1970	1975	1980	1985	1990	1995	2000	2005	2008
Canyonville	1089	999	940	1240	1288	1270	1219	1235	1295	1530	1730
Drain	1052	1000	1204	1250	1148	1070	1086	1100	1020	1045	1080
Elkton	146	153	176	190	115	170	172	180	145	197	250
Glendale	746	795	709	755	730	720	707	730	860	915	955
Myrtle Creek	2231	2750	2677	3070	3365	3200	3063	3290	3430	3535	3665
Oakland	856	850	1010	1090	886	850	844	870	955	940	945
Reedsport	2998	4173	4039	4620	4989	4875	4789	4860	4370	4240	4305
Riddle	992	1106	1042	1145	1165	1115	1143	1160	1015	1025	1045
Roseburg	11467	13400	14461	16735	16644	16025	17069	19220	20125	20790	21235
Sutherlin	2452	2761	3084	4180	4560	4320	5020	5830	6720	7500	7795
Winston	2395	2480	2468	2920	3359	3380	3773	4075	4640	5265	5890
Yoncalla	698	640	675	770	805	870	919	960	1055	1090	1115

Source:
U.S. Census
Center for Population Research and Census

Table Comp-2 Annual Growth Rate by City 1965-2008											
	1965	1970	1975	1980	1985	1990	1995	2000	2005	2008	Average
Canyonville	-1.65%	-1.18%	6.38%	0.77%	-0.28%	-0.80%	0.26%	0.97%	3.63%	4.36%	1.23%
Drain	-0.99%	4.08%	0.76%	-1.63%	-1.36%	0.30%	0.26%	-1.45%	0.49%	1.12%	0.06%
Elkton	0.96%	3.01%	1.59%	-7.89%	9.57%	0.24%	0.93%	-3.89%	7.17%	8.97%	1.48%
Glendale	1.31%	-2.16%	1.30%	-0.66%	-0.27%	-0.36%	0.65%	3.56%	1.28%	1.46%	0.58%
Myrtle Creek	4.65%	-0.53%	2.94%	1.92%	-0.98%	-0.86%	1.48%	0.85%	0.61%	1.23%	1.34%
Oakland	-0.14%	3.76%	1.58%	-3.74%	-0.81%	-0.14%	0.62%	1.95%	-0.31%	0.18%	0.22%
Reedsport	7.84%	-0.64%	2.88%	1.60%	-0.46%	-0.35%	0.30%	-2.02%	-0.60%	0.51%	0.91%
Riddle	2.30%	-1.16%	1.98%	0.35%	-0.86%	0.50%	0.30%	-2.50%	0.20%	0.65%	0.11%
Roseburg	3.37%	1.58%	3.15%	-0.11%	-0.74%	1.30%	2.52%	0.94%	0.66%	0.71%	1.77%
Sutherlin	2.52%	2.34%	7.11%	1.82%	-1.05%	3.24%	3.23%	3.05%	2.32%	1.31%	4.54%
Winston	0.71%	-0.10%	3.66%	3.01%	0.13%	2.33%	1.60%	2.77%	2.69%	3.96%	3.04%
Yoncalla	-1.66%	1.09%	2.81%	0.91%	1.61%	1.13%	0.89%	1.98%	0.66%	0.76%	1.24%

Table Comp-3 Comparison of 1997 and 2004 OEA Metro Area Forecasts to Douglas County in 2040				
	OEA Publish - 1997 Forecast to 2040	% State	OEA Publish - 2004 Forecast to 2040	% State
Oregon	5,193,000		5,425,408	
Portland Metro (Clackamas, Multnomah, Washington)	2,189,491	42.2%	2,383,564	43.9%
Corvalis (Benton)	104,998	2.0%	99,886	1.8%
Salem (Marion)	468,210	9.0%	448,671	8.3%
Central Lane (Lane)	505,236	9.7%	471,511	8.7%
Rogue Valley (Jackson)	264,933	5.1%	297,496	5.5%
Bend (Deschutes)	204,889	3.9%	257,088	4.7%
All other Counties (Includes Douglas)	1,455,834	28.0%	1,546,261	28.5%
Douglas County	142,285	2.7%	140,619	2.6%

Table Comp-4 Comparison of the 2004 OEA Forecast for the year 2040 to Metro Forecast Annual Growth Rates						
	OEA - Portland Metro		OEA - Oregon		Portland Metro (7 County)	
2000	1,451,650		3,436,750		1,927,900	
2010	1,646,123	1.34%	3,843,900	1.18%	2,265,500	1.75%
2020	1,877,080	1.40%	4,359,258	1.34%	2,703,600	1.93%
2030	2,125,357	1.32%	4,891,225	1.22%	3,050,100	1.28%
2040	2,383,564	1.21%	5,425,408	1.09%	3,371,500	1.05%

Note: the Portland Metro "20 and 50 year Regional Population and employment range forecasts." did not break out growth rates for the seven individual counties: (Oregon - Clackamas, Columbia, Multnomah, Washington, Yamhill, Washington - Clark and Skamania). The point of the comparison is Portland Metro is forecasting a higher growth rate than OEA. OEA has shifted growth from their 1997 forecast to their 2004 forecast to metropolitan areas.

Table Comp-5 Comparison of Forecasts for Douglas County					
Model & Year published	2000	2010	2020	2030	2040
OEA 1997	102,344	111,068	120,671	131,180	142,285
OEA 2004	100,500	106,379	117,632	129,062	140,619
CPRC 1993	101,457	106,944			
	2000	2008			
CPRC 2008	100,500	105,240			
	2000	2010	2020	2030	
County Hi 2000	110,537	125,670	145,348		
County Hi 2009	100,399	108,223	119,180	139,626	

City Comprehensive Plans

Each City in Douglas County has an adopted Comprehensive Plan. The following information are excerpts from each City's Plan containing the Population portion of the plan. In some instances, the City chose to combine Economic or Housing findings within their Population portion of their Plan. For convenience, that information was included within this document.

Canyonville

Source - Canyonville Comprehensive Plan - Page 10

"A reasonably accurate population projection is essential to determine the needed amount of urbanizable land and the future levels of community services. To determine a reasonable project, the city studied historic population trends and capacities for key public facilities. These were then compared to available population projections before deciding on a growth projection."

"Population projections for Canyonville done by Portland State University (PSU) show a population of 2491 for the year 2010. That projection indicates a growth rate average of 3% per year. Other agencies predict a somewhat lower growth rate. The population projection adopted for this plan is 2,500 persons by the year 2010."

"While Canyonville, like other Oregon communities, has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non-metropolitan areas of the state particularly hard, a general improvement of the economic conditions indicate that the local economy is beginning to stabilize. Due to this slump, it was determined that the population projections were in need of revisions. Therefore, all the following population projections have been shifted up, making the former projections for 1980 into projections for 1990, and the 1985, 1990 and 1995 and 2000 projections appropriate for 1995, 2000, 2005 and 2010 respectively. These revisions have occurred for both the city and county population projection statistics, during the first periodic review process."

"The city realizes that actual population growth may vary from adopted projection. For this reason, the Planning Commission will review the population trends at each periodic review and recommend adjustments to the plan when necessary."

Drain

Source: Drain Comprehensive Plan. Page 18

"It is very clear that due to the uncertainty of the wood products industry the people of Drain must no longer rely on this industry to employ newcomers in the labor force, but instead must diversify. Furthermore, diversification may be necessary to keep local citizens employed in the area."

Page 19

"The Center of Population Research at Portland State University estimated that from

1970 to 1978 Douglas County's population increased from 71,743 to 85,700. This represents a total increase of 19.4% and an average yearly increase of 2.3%. The population growth of Drain's population increased from 1,204 to 1,370. This represents a total increase from 13.7% and an average yearly increase of 1.7%. Therefore, taking into consideration population statistics for Douglas County and the City of Drain, it appears that between 1970 and 1978, both had similar growth rates."

"In evaluating the historic population trends from 1970 to 1978, it appears that average annual population increases are somewhat similar for the City of Drain (1.7%) and Douglas County (2.3%). Using this as a guide to project future population trends, the City of Drain has projected an estimated population of 2,118 by the year 2000. This figure represents a 2% yearly increase in population."

Elkton

Source: Elkton Comprehensive Plan Page 12

"The United States Census has determined that from 1960 to 1970 Douglas County's population increased from 68,458 to 71,743; this represents a yearly population increase of 0.47%. Portland State University estimated that Douglas County's population was 83,700 in 1977. Therefore from 1970 to 1977 the county's population increased at an annual rate of 2.2%. The population growth of Elkton experienced a more rapid rate of growth from 1960 to 1970 than from 1970 to 1977. In 1960 and 1970, Elkton had a population of 146 and 176 respectively, representing yearly population increases of 1.886% for the period concerned. From 1970 to 1977, Elkton's rate of growth slowed to 1.475% per year. Portland State University estimated Elkton's population to be 195 in 1977. To project Elkton's population for the future, their annual percentage increases were used."

Page 13

"These population estimates are reasonable because from 1960 to 1977 Elkton's population increased at an annual rate of 1.717%. The low and high ranges which appear in the previous table are based on growth rates which are both lower and higher (1.475% and 1.886% respectively) than the growth rate which has occurred over the past seventeen years. These projections will serve as the basis for estimating the land use and housing needs of Elkton by the year 2000."

Page 17

"Although the regional wood products industry presently plays a significant role in the economy of Elkton, the importance of this economic sector will decline in the future for a number of reasons."

"The level of employment in the local agricultural sector will remain constant in the future because of increasing mechanization. No significant increases in production will occur in the agricultural sector because of the limits of land availability; all regional lands which are suitable for cultivation are raising livestock or are otherwise under production."

Page 18

"It is possible for the retail trade sector of Elkton to experience a significant amount of growth in the future."

"Elkton has a comparative advantage relative to other cities in the region to increase trade from tourism because of its small size and associated pioneer type atmosphere and the aesthetic values which are prevalent because of its proximity to the Umpqua River and the surrounding forest lands."

"In general, the economic prospect for Elkton is one of stagnation with the possibility of moderate growth, if an increase in the trade sector can compensate for the probable decline in the regional wood products industry."

Glendale

Source: Glendale Comprehensive Plan - Population and Economics Element

"Population statistics are important factual information which are required in order to determine Glendale's future housing and land use needs to the year 2010."

"Population trends and projections examine the history of population changes in Glendale, compare these with current trends for the region, and project the future population by using an exhaustive number of data sources."

Between the 1970 and 1980 Census, Glendale experienced negligible growth (3 persons). While Glendale, like other Oregon communities, had not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hit non-metropolitan areas of the state particularly hard, a general improvement of economic conditions indicate the local economy is beginning to stabilize. Between 1980-87, the population grew by approximately 78 persons, according to the Portland State University Center for Population Research and Census, bringing the total estimated 1987 population to 790."

"Although a decrease has occurred in the senior population bracket, the number of seniors residing in Glendale is still higher by 2.8% than the percentage of seniors residing in the county (10.8%). In all other age brackets, Glendale and the county do not differ significantly."

"In 1979, population projections were developed for the cities and Douglas County by a private planning consultant under contract with the Umpqua Regional Council of Governments."

"The consultant's projections for incorporated/urban areas in Douglas County show that Glendale will grow at a slower rate. The reason for this is related to the projected economic conditions for the county which will cause the population growth to locate in the large urban areas such as Sutherlin and Roseburg in order to conserve energy and find jobs."

"The projected 1234 population for the year 2010 has been agreed to by the County and is used as the basis for all of the plans projections. During the periodic review process in the fall of 1988, these population projections have been revised. All population projections have been shifted upward for a decade, making the former

projection for 1980 into the projection for 1990 and the 1990 and 2000 projections appropriate for the 2000 and 2010 respectively. These revisions have occurred for both the city and county statistics, both during the periodic review process."

Economic Analysis

"The significant characteristic is that a high percentage of Glendale's population are seniors who do not participate in the Glendale economy as wage earners. However, a more mature population is often attributed to a stable, established economy as is the economy of Glendale. Rapid socio-economic changes associated with a youthful labor force and expanding commerce and industry are not often found in a mature community. The strength of Glendale's economy may lie not only in the established middle age wage earner, but also in the senior citizen living on a certain fixed income."

Myrtle Creek

Source: Myrtle Creek Comprehensive Plan Page 7-1

"The basic information from which the Population Chapter was derived is the official federal census reports which are based on the nationwide census taken every ten years. Supplemental data for selected years between the ten year federal reports are drawn from various other sources. At the time of Myrtle Creek's 1990 Periodic review of the Comprehensive Plan, the final population count from the 1990 U.S. census had not yet been released. The 1990 population figures for both Myrtle Creek and Tri City used in this chapter were extrapolated from the preliminary housing count as reported by the Census Bureau in August of 1990; therefore, the most recent "official" information available for Myrtle Creek is the 1989 official estimate produced by Portland State University Center for Population Research and Census. Within the unincorporated parts of the Myrtle Creek/Tri City Urban Growth Boundary the most recent official data is from the 1980 U.S. Census, since the PUS Center does not routinely produce estimates for specific unincorporated areas."

"During the decade of 1970 and 1980, the entire County experienced relatively rapid population growth; however, a period of economic recession soon followed. During that period, both Myrtle Creek and the Tri City area, like many other Oregon communities, actually lost population."

"Most of the city's population loss resulted from out-migration following cut-backs in lumber and wood products employment in 1981 and the closing of the Hanna Nickel Mine in 1982."

"Recovery from the 1984 low point has been slow but steady."

"With the combined factors of continued high employment in the local wood products and nickel smelting industries, and increased home building activity, it is anticipated that the final 1990 Census count will show the population to have recovered to the pre-recession 1980 level."

"Population growth in the unincorporated Tri City area generally paralleled that of Myrtle Creek about 1940 until 1970 when the area began experiencing very rapid growth."

Page 7-4

"The low projection of 4,249 represents a growth rate of approximately 1.3% per year. The high projection of 5,222 anticipates a 2.3% annual rate of growth. These figures are consistent with the Population Element of the Douglas County Comprehensive plan and are based on a modified cohort survival technique and report prepared by URCOG in April 1979.

The low range population projection assumes a stable economy with growth characteristics similar to those of the 1960-1970 period. The high range anticipates an accelerated rate of growth similar to the growth the city experienced from 1970 to 1980. These population figures have been used as a basis for estimating future housing need."

Page 7-6

"The population projections contained in this chapter represent the best estimate of future growth in the Myrtle Creek/Tri City area, considering the data available and the methodology applied. Although projection accuracy is sought, the inherent limitations of such accuracy must be recognized. Projections are not empirical fact, but a calculation based on trends, data and assumptions. Accuracy of the projection is, therefore, dependent upon the accuracy of the assumptions and the data used to make the calculations. Any unforeseen change in the trend would, of course, result in discrepancies between actual population and projected population. As projection time increases, accuracy decreases because of the unforeseen variables and changes. Therefore, it is imperative that the projections be periodically monitored to evaluate the assumptions and note any new or unforeseen population changes."

Oakland

Source: Comprehensive Plan - Population Page 1

"An analysis of the population is important and very involved and complex. To illustrate the importance of considering the subject, only two aspects will be considered in the following discussion: household sizes and people's ages."

"There has been a nationwide trend in recent years towards smaller size households. This trend seems to be in evidence in Oakland as well."

"The significance of this trend in the future is the possible need for a greater number of smaller sized housing units."

"The decline in household size has been accompanied by a decrease in the number of people 19 years of age and under."

"This reflects a possible decline in the birth rate, and that many people are leaving town after high school."

"Increases in the over 65 age bracket occurred between 1970 and the latter dates. Oakland's quiet, rural setting maybe an attractive feature for retired persons."

Page 2

"The city government can play a very active role with respect to population growth. While it is difficult to determine the point at which new population levels will be reached,

a range should be selected to enhance facility planning and upgrading. In case growth rates do not meet aspirations, facility development should be undertaken in phases where feasible.”

Page 3

“To provide some perspective within which a decision regarding future population growth can be made, it is helpful to consider historical trends. An examination of the information in the accompanying chart indicates that, since 1940, population has steadily increased not only in Oakland, but in the nearby cities of Sutherlin and Roseburg, and county wide as well.”

“Both Roseburg and Sutherlin have been experiencing moderate rates of growth in the recent past, and desire for this to continue in the future. Oakland with its quiet, rural setting, may be attractive to people who otherwise might live in nearby Sutherlin due to its employment opportunities. Oakland’s historic character may further serve to attract additional residents. Developers may be attracted to building in Oakland due to the abundant water supply, in comparison to what is available in the southern portion of the county. This may suggest that Oakland could expect a growth rate above 2% on the average.”

Reedsport

Source: Reedsport Comprehensive Plan Page 45

“Going back as far as 1920, census data reveals a 34% average growth rate per decade. The City feels, however, that the past thirty years is more indicative of future trends.

The population projections for the Comprehensive Plan originally were based on a 30 percent growth rate (based on past 30 year history from 1950 - 1980) which would have put year 2000 population at 8,424. The past decade has seen little growth in the community because of the down swing in the timber and fishing industries as discussed in the Economic Element of this Plan. This economic slump resulted in the out migration of many young families from our community. There has however been a strong indication of a marked increase in number of retirement age people moving to the area. This trend is expected to accelerate within the next decade. Until the 1990 census statistics become available it is difficult to re-evaluate or compare populations trends and housing needs to the year 2000 against our existing projections.”

Riddle

Source: Comprehensive Plan Page 22

“A study of Douglas County’s population, conducted by Umpqua Regional Council of Governments, and included in the document entitled City and County Population Study, 1979, included current estimates and projections, at five year intervals to the year 2000, produced results for the County and eighteen Planning Advisory Committee (PAC) areas with the County.”

“The approach has been that each succeeding larger population classification has

superior estimation and projection accuracy. Accordingly, the County was produced first using a cohort survival methodology where a forecast of employ opportunities was an important factor. in determining migration in and out of the county. Second were PAC's which used the County growth rates associated with five land use settlement categories: urban rural farming, and tree breakout areas within the rural no-farm category."

"Eight years of historical population data to analyze trends of PAC's and cities within PAC's (1970-1978) which was compiled into a data base."

Page 23

"The methodology was drawn from this data base and the projected city's population was termed a ratio/share method. It took projections available fro a larger area (PAC) and allocated a portion to the smaller areas (cities). The method usually uses a time averaged ratio, but for this study, evidence indicated a non-linearly changing ratio over time specific to each PAC is more appropriate."

"While Riddle, like other Oregon communities has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non-metropolitan areas of the state particularly hard, a general improvement of economic conditions indicate that the local economy is beginning to stabilize. Due to this economic slump, it was determined that population projections were in need of revisions. Therefore, during the periodic review process in the fall of 1988, population forecast projections were revised. All population projections were shifted upwards a decade, making the former projections for the 1980's in to projections for 1990, and the 1990 and 200 projections appropriate for 2000 and 2010, respectively. These revisions occurred for both the city and the county statistics, both during the first periodic review process."

Page 24

"The Riddle share of the incorporated population for the Riddle-Canyonville PAC is projected to remain a constant 45% for the life of the planning period. The total Riddle-Canyonville incorporated share of the PAC is projected to stabilize at 52% by the year 2010."

"The rate of the population growth for Riddle is projected to be approximately 1% less than the total County incorporated areas. The reason for this is probably related to the projected economic down turn for the timber based economy fo the county. This will cause the population growth to locate in the larger urban areas such as Sutherlin and Roseburg in order to conserve energy and find jobs."

Page 27

"Riddle is a small town with an economy specialized for natural resource base. Energy, in the form o money and products, moves quickly through the economic system; and although this aspect is particularly good during economic booms, the negative aspects of such single sided dependence can be disastrous during a regional or national economic slump, or when resources are depleted, or both."

Roseburg

Source: Roseburg Comprehensive Plan - Population Element

"Growth Factors"

"The relationship between economic opportunities and population size has been a major factor in the increasing concentration of the population in the Roseburg area. Employment seekers gravitate to areas offering jobs. In turn, the added population stimulates further economic activities with attract even more people. Where employment activities are limited the population is not likely to increase significantly and may even decrease over time."

"Impacts"

"Various events and trends in earlier times contributed to the development of conditions which brought about the more recent changes which have shaped Roseburg into the community we know today. Knowledge of these past events and trends is essential to any attempt to understand the social and economic forces which will shape our future."

"Population projections"

"Population projects can be made using a variety of models and assumptions employing any one of several techniques. Several population projections have been devised for the Roseburg urban area by various agencies such as the Center for Population Research and Census at Portland State University, Umpqua Regional Council of Governments, Coos-Curry-Douglas Economic Improvement District, Bonneville Power Administration, and Pacific Northwest Bell."

"There are four major techniques commonly employed to make population projections-mathematical, economic-employment, cohort analysis and land use."

"Since the cohort survival model considers each component of population change separately (births, deaths, and net migration, each by age and sex), it is also relatively precise. Its one drawback is that it is particularly sensitive to fluctuations in migration, requiring large amounts of data not readily available for an area the size of Roseburg. the method works best for metropolitan regions or on a county wide basis. In fact, the cohort survival model was the principal model employed by Douglas Count for projecting the county-wide populations."

"Beginning in 1980, the national census will be taken every five years (the census is not taken once every ten years). This significant reduction in the time period between census counts will provide the data base necessary to employ the cohort survival model and more reliable projections will be possible."

"Summary"

"The population projections contained in this element represent the best estimate of Roseburg's future growth, considering the data available and the methodology applied. Although projection accuracy is sought, the inherent limitations of such accuracy must be recognized. Projections are not an empirical fact, but a calculation based on trends,

data and assumptions. Accuracy of the projection is, therefore, dependant on the accuracy of the assumptions and data used to make the calculation. Any foreseen change in the trend would, of course, result in discrepancies between actual population and projected population. As projection time increases, accuracy decreases because of the unforeseen variables and changes. Therefore, it is imperative that the projections be periodically monitored to evaluate the assumptions and note any new or unforeseen population changes.

The population projections from the basis on which most major planning decisions are made, particularly in the areas of housing, economy, urbanization, and public facilities and services.

Since the population projections plays such an essential role in planning for Roseburg's future growth and development, it is critical that it be used in conjunction with an alternative growth patterns which reflect existing desirable conditions to derive the greatest benefit."

Finding 5 "The Roseburg urban area 1978 population constitutes about one third of the total Douglas County population. While Douglas County as a whole has been growing at an average of 2.3 percent per year since 1970, the Roseburg urban area has been increasing at a faster rate; 3.9 percent per year.

Finding 7 "Population projections indicate a moderate annual increase which could average about 3.9 percent per year for the Roseburg urban area."

Sutherlin

Source: Sutherlin Comprehensive Plan Page 14

"Nearly every aspect of the comprehensive planning process is in some way influenced by economic factors. Housing, land use, population growth, and the quality of public facilities are all affected by the economic activity in an area. The economic element, therefore, is an important part of Sutherlin's comprehensive plan.

Sutherlin's economy is related to the regional economy of Douglas County and is best seen as a component of this surrounding economy. Economic data for sutherlin is limited because past studies have concentrated on the larger region. However, enough data does exist to piece together a picture of the Sutherlin economy and its present and possible future health."

"Population - Douglas County population trends over the past four decades have been irregular at times, but have always been tied to conditions in the lumber industry.

Beginning in the 1940's, the county embarked on a period of rapid population growth created by an upsurge in the lumber market. The population more than doubled in the 1940's and continued to grow during the 1950's. Growth slackened during the 1960's as the county experienced a net out migration.

Migration patterns reversed during the 1970's and the county added nearly 14,000 people. Sutherlin's population increased to 4560 in 1980 but dropped to 43220 by 1985. From 1988 to 1989, Portland State University estimates placed Sutherlin's growth rate at 10.4%, making it the fastest growing city by far in Douglas County. According to early data releases from the 1990 Census of Population, Sutherlin's

population is 5,020.

Population Projection - Population projections for the late 1980's fell short of Sutherlin's actual population counts. Therefore, the original population estimates contained in Sutherlin's original Comprehensive Plan (now referred as the Source Document) through the year 2000, which were calculated from the 1950 and 1977 base populations, were adjusted upward one five year increment each to the year 2010 according to the following table. [not reproduced]"

Page 17

"Fluctuations in Douglas County's unemployment rate are mostly the result of swings in employment levels in the lumber and wood products industry. The health of the wood products industry has been historically tied to markets for the housing industry. This has created a "boom and bust" cycle with wide fluctuations in industry output and profit. In the coming decades, a more slowly growing population combined with environmental restrictions and technological innovations could dislocate many workers from traditional wood products related jobs. Worker retraining and occupation shifting should absorb some of this displacement. But many workers may be forced to migrate out of the region in search of jobs."

Winston

Source: Winston Comprehensive Plan Page 10-12

"Winston continues to have one of the highest population growth rates in Douglas County and has seen substantial growth over the last decade. Between 1990 and 2000, Winston's population increased from 3,773 to 4,613 residents, an increase of more than 22 percent (second only to Sutherlin). Remarkably, the growth rate was higher than the rapid 18.4 percent growth of Oregon as a whole over this period. Winston's population increase is even more explosive compared to Douglas County's 6.6 percent growth over the same period, which reflected the decline below 1990 levels for the populations of three of Douglas County's incorporated cities. In contrast, the rural areas of the county have had a slight loss of population since the beginning of the decade. Unincorporated areas are down 973, or by negative two percent. The loss is not unexpected, since many rural areas were more dependent on timber than the more economically diverse cities and towns. The substantial loss of jobs in the wood products industry over the period has caused out-migration from rural areas."

"Surprisingly the growth in Winston is not new. Since 1970, the City has grown from the 2,468 people to the present 4,613 for an average annual growth rate of 2.11% or total growth rate of 86.91%. In combination, the numbers demonstrate that Winston's growth has sustained itself for a long period (30 years) and the City should expect continued population gains.

In order to effectively plan for future land use needs, it is important to develop estimates of future population. Such projections are not intended to predict an exact population figure, but are meant to provide a general description of population at some later date as a means of guiding planning activities. Typically, communities in Oregon use a planning period of approximately twenty years as a framework for

developing population projections. With that in mind, we have developed a population projection for Winston for the year 2022.”

“ Between 1970 and 2000, Winston's population grew at an annual rate of 2.11%. This rate reflects the high growth rate period between 1970 and 1980 when timber and wood products industries did not face the restrictions they currently operate under. And according to the 1991 Business and Employment Outlook published by the State of Oregon Employment Division, improved economic conditions in the 1970s had reversed the previous trend of net out-migration throughout Douglas County, causing an abnormally large increase in the population. However, using annual the growth rate from 1970 to 2000 of 2.11% and the 2000 Census population total of 4,613 persons, the projected population of Winston in 2022 is 7,301.

A more conservative estimate can be developed using the annual growth rate of 1.6% experienced by Winston since 1980. During this time, Douglas County experienced economic dislocation between 1980 and 1983 resulting from the recession in the lumber and wood products and primary metals industries. While economic conditions improved later in the decade, population growth was considerably lower throughout the county. Using the 2000 Census population total of 4,613 persons and an annual growth rate of 1.6%, the projected population of Winston in 2022 is 6,541.

Both of these projections have limitations. If we use the high estimate, we are ignoring the most recent, slower growth rate (of 2.03%). Yet, if we use the low estimate, we would be omitting the possibility of another economic upswing such as that experienced during the 1970's. A safer approach would be to assume that future conditions and thus population growth will fall somewhere between the two extremes. Based on this assumption, we have chosen the midpoint between these two projections as the most accurate estimate of Winston's population in the year 2022. The midpoint between the high projection of 7,301 and the low projection of 6,541 results in an estimated population for Winston in the year 2022 of 6,921 residents representing an average annual growth rate for the twenty two year period between 2000 and 2022 of 1.86%.”

Yoncalla

Source Yoncalla Comprehensive Plan

Page 31

“Since the 1970 Census, Yoncalla experienced a growth of approximately 125 persons, bringing the 1987 population to 800.”

“Demographic and life-style changes described above [not reproduced] have far-reaching impacts on household characteristics. Decreases in birth rates led to smaller families. The coming of age of the baby boom generation led to formation of many households.”

Page 33

“The local economy of the community of Yoncalla is similar to that of Douglas County

as a whole, with the timber and wood products industry employing the largest number of persons, followed by government (which includes city and educational services) and retail trade.”

Page 34

“Since local voters have not indicated otherwise, it is assumed that the local governmental units (city and schools) face the same budgetary constraints that are generally being felt throughout the region. Therefore, the increase in the number of persons employed by government will probably not continue. If the current budget situation continues, it is likely that employment by local governmental units will remain close to the existing levels.

Because Yoncalla’s access to I-5 is somewhat removed and other than the Yoncalla Rodeo, there are no tourist attractions in the general area, tourism is not as significant to this community as it is to other areas in the region. Without a major tourist attraction being located either in the community or close enough to necessitate tourist travel through Yoncalla to reach it, the economy of the community will not benefit appreciably from the region’s expected increase in tourism. Even considering the Rice Hill I-5 exit, direct impact on the city can be expected to be minimal.

The rural aspect of the Yoncalla area indicates that the community’s economy is directly influenced by the level of agricultural activity in the area. Although agricultural activity itself does not employ a larger number of persons, the support services related to agricultural activities do provide jobs. If the projected increase in agricultural activities in this region is borne out, the community can expect an increased demand in agricultural support services.”

“The economy of a small town like Yoncalla is tied, to a very large extent to the regional economy.”

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“Population Forecast

Based upon the 1977 Unemployment Insurance tax records and 1977 population, there is approximately one (1) person employed for each three people or approximately 30% of the Yoncalla population being employed. Countywide, unemployment for this period was 9.1%.

While Yoncalla, like other Oregon communities, has not grown as anticipated in the plan due in part to the national economic slump of the early 1980's which hurt non metropolitan area of the state particularly hard, a general improvement of economic conditions indicate that the local economy is beginning to stabilize. Due to this slump, it was determined that the population projections were in need of revisions. Therefore, all the following population projections have been shifted upward, making the former projections for 1980 into projections for 1990, and the 1985, 1990, 1995 and 2000 projections appropriate for 1995, 2000 and 2005, and 2010 respectively. These revisions have occurred for both the city and county population projection statistics, during the first periodic review process.”

Utilized historic population data and based the forecast on an employment ratio to increase existing forecast upwards

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Amendments to the Population Analysis for Douglas County

Record 987-994

Population Model:

REMOVE THE SECTION FOUND ON PAGES 987-990 OF THE "2009 RECORD" - OEA has replaced the 1997 OEA Long Range Population Forecast findings with new information contained in their 2004 OEA Long Range Population Forecast with the following (This is an update to the Population Analysis for Douglas County):

State Model Assumptions - General 1-13

State Model Assumptions for County Shares of Projected Growth - 1-3-

State Model Findings - General

1. The Office of Economic Analysis long-term population forecasts for Oregon and its Counties are developed using the widely used cohort-component projection procedure. This forecasting model "survives" the initial population distribution by age and sex to the future years. The population is subjected to projected age-sex-specific birth and death rates to determine the number of births and deaths during a given period.
2. In the current forecast (published in 2004), the July 1, 2000 population is presented in five-year age groups (cohorts) and the projection is calculated subject to specific assumptions about vital events (births minus deaths) and migration in and out of each of the counties. All the County numbers are ranked to add up to the State total.
3. Births - Numbers of births are calculated by applying age-specific fertility rates (ASFR) to the women in corresponding age groups. The Census Bureau has projected ASFR for the nation. The rates for Oregon and its Counties were determined based on their historical rates and projected U.S. rates.
4. Deaths: - Based on the historical change in life expectancies, U.S. and Oregon's life expectancies estimated for 2040 and for the intervening years. Separate life tables for Oregon's males and females for the year 2000 were constructed. The life tables were adjusted to yield the projected life expectancies for each of the forecast period. In the forecast model, survival rates derived from the life tables were used to estimate the number surviving and dying by age and sex during a forecast cycle. The state survival rates were modified to fit the expected number of deaths in each of the counties.

5. Migration: Age/sex-specific in-and-out migration rates for Oregon and its Counties were determined for each of the five year period from 1980 through 2000 (1980-85, 1985-90, 1990-95, and 1995-2000). Detailed in-and-out migration data from the 1990 and 2000 Censuses were modified and utilized to reflect the recent net migration trend. Per communication with Kanhaiya Vaidya Senior Economist, this migration assumptions assumes County past migration data was used to project future results.

Note: In completing this forecast, OEA has again used data from the past to forecast the future of counties. OEA ignores county specific employment forecasts and instead, uses decennial census migration data for the past 20 years. In setting aside available employment forecast as a factor in projecting growth, OEA has not used current, reliable and verifiable data in creating their long term forecast for the state and its counties.

The use of 20 years of dated Census migration data to forecast migration for County's is a matter of convenience for OEA, not logic.

The OEA continues to ignore the dynamics of state land use regulation and the market as they have played themselves out since adoption of the statewide planning goals. State land use policies adopted and implemented between 1970 and 2009 constrained each urban area's initial supply of urban lands, services, and facilities. From the beginning, state land use policy has imposed a substantially greater constraint upon the ability of urban areas to replace used inventory by requiring that amendment of acknowledged urban growth boundaries be justified not only by showing compliance with the standards for establishing the initial UGB, but also by justifying an exception to state land use goals.

ORS 197.296, commonly known as HB 2709, was first adopted in 1995. Most, Oregon cities over 25,000, as well as the 26-city Portland Metro Area, have had to comply with the 1995 statute at least once by now. HB 2709 imposed on large and fast-growing areas special constraints requiring them to pursue densification, infill, and other expensive strategies. Meanwhile, areas like Douglas County that have good land supplies and access but are somewhat more remote, and that have retained inventories and capacity to meet urban needs because of factors like the restructuring of the timber industry, are poised to take advantage of their improved competitive position.

6. The actual formulas used in the state economist's projections are closely held and have not been explained or made available for use, evaluation, or adaptation.

7. In the late 1990's, the Office of Economic Analysis conducted visits across the state to allow opportunity to review OEA's long range population forecast for Oregon. At the time of the publication of the 2004 long range forecast for Oregon, no statewide presentations were conducted and no local coordination completed with the County.

8. The OEA long range forecast dated January 1997, was a thirty five page document containing detailed findings, assumptions and tables. The 2004 long term population forecast for Oregon and its Counties 2000-2040"; contained two pages of text and six pages of tables. This document contained limited information. The Office Of Economic Analysis staff confirmed that the 1995 assumptions and findings were rescinded.

9. A conservative statewide population projection will be partially self-fulfilling because the state economist's conservative projection will hold down coordinated county projections and those projections will in turn limit the ability of state agencies and local jurisdictions to plan and provide for higher levels of future growth.

10. The OEA projections do not assume that meaningful coordination with or input from local jurisdictions has occurred. The 2004 OEA model was published without outreach or comments from local jurisdictions. The OEA's projections certainly do not reflect any input from Douglas County.

INSERT THE FOLLOWING INFORMATION AT THE END OF THE OEA FINDINGS AND BEFORE THE COUNTY DEFINITIONS FOUND ON PAGE 993 OF THE 2009 RECORD.

County Model Findings

16. Douglas County's model is also primarily employment driven from 2006 to 2016. It reflects that employment has dropped from high employment growth rates(1995-2006) and to the current recession. The growth was restructured to more accurately reflect the county's stability and competitiveness among I-5 corridor counties. The County model's employment projection assumptions reflect the current trends and gradually are adjusted upward very gradually converge toward state projected employment levels over the balance of the projection period. Douglas County expects its employment growth rates to improve moderately, from 1.1 % per year in 2003 to 1.4% per year by 2030.

17. The County forecast utilizes a cohort survival rate model. Simplified this model forecasts future growth by looking at growth from net natural increases and from net migration.

- a. The net natural increase (birth minus deaths) has not been contested factor in the model. The County model uses
 - i. Oregon Department of Human Services - Age specific Birth Rates, Fertility Rates and Total Fertility Rates, Oregon for the years 1940, 1950, 1960, 1970, 1975-2003
 - ii. Oregon Department of Human Services - Life Expectancy at birth and remaining years at selected ages by county and sex Oregon residents 2001-2005.
 - iii. Oregon Vital Statistics: Deaths by Age, Sex and County of Residence, Oregon for the years 1940, 1950, 1960, 1970, 1980, 1990, 1995, 2005
 - iv. Oregon Department of Human Resources Female Death rates for Selected Causes by Age, Oregon residents 2005
 - v. Oregon Department of Human Resources Male Death rates for Selected Causes by Age, Oregon residents 2005
 - b. Net natural Increase utilizes Oregon Department of Human Services data to estimate birth and death statistics.
18. Douglas County's projections address labor force participation using three adjustments: the members of the household who work are increased; new entrants into the work force (youth) and people leaving the work force (retirees); and seniors remaining in the work force past retirement age.
19. In adopting their 20 and 50 year forecasts, METRO noted "Growth ranges help to explicitly recognize the extent of our current understanding of future trends and the degree of uncertainty and possible risk inherent with extremely long-run regional growth projections. The use of a range forecast allows for the consideration of a number of possible outcomes, rather than only planning for one future. Using a range forecast is more likely to result in growth management decisions that result in adaptable, resilient communities that are able to adjust course when conditions change."
20. State land use policies adopted and implemented between 1970 and 1995 constrained each urban area's initial supply of urban lands, services, and facilities. From the beginning, state land use policy has imposed a substantially greater constraint upon the ability of urban areas to replace used inventory by requiring that amendment of acknowledged urban growth boundaries be justified not only by showing compliance with the standards for establishing the initial UGB, but also by justifying an exception to state land use goals. In addition, HB 2709 has now imposed on large and fast-growing areas special constraints requiring them to pursue densification, infill, and other expensive and untested strategies.

Meanwhile, areas like Douglas County that have good land supplies and access but are somewhat more remote, and that have retained inventories and capacity to meet urban needs because of factors like the restructuring of the timber industry, are poised to take advantage of their improved competitive position.

INSERT THE FOLLOWING INFORMATION AT THE END OF THE OEA FINDINGS AND BEFORE THE COUNTY DEFINITIONS FOUND ON PAGE 994 OF THE 2009 RECORD.

County Model Assumptions

1. The "Baby Boomer" generation was born between 1944 and 1964. The first baby boomers are approaching their 70's. The aging of the "Baby Boomer" generation will has caused a growth spurt of this 65+ age group ~~(between 2010 and 2020.)~~ By 2020, the state of Oregon will have experienced a 70% or more increase in their numbers of elderly. In 2008, Portland State University Center for Population Research and Census reported that 12.9% of the state was aged 65 years or older versus 18.9% for Douglas County. The numbers of elderly in Douglas County's is expected to increase at a rate significantly higher than the rate experienced by the state. ~~{A New Look at Aging: Demographic Facts for State and County Officials; National Conference of State Legislatures page 9}~~
2. Recovery from the recent recession will increase growth in the Services, retail trade and construction industries ~~will continue to grow.~~ ~~{1996 Regional Economic Profile: Region 6; page 18}~~ Transfers from the ranks of unemployed and new entrants into the work force will reduce this number by 10%.
3. In Oregon, seventy two percent of families are dual income (both parents work). This trend is similar in Douglas County (Seventy Percent). ~~{1996 Population Survey: OEA, February, 1997}~~
4. ~~School enrollment is expected to have low growth in years 1995 to 2005, and moderate growth in years 2005 to 2020. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry.~~ School enrollment has had low growth in years 1995 to 2009, low to moderate enrollment growth for the years 2005 to 2030 is projected. This projection is based on the growth experienced in the school districts, the growth in service industries and continued stabilization in the wood products industry. ~~{Oregon Department of Education, Douglas Education Service District}~~

5. The environmental regulatory setting at the federal, state and local level will create an expanding need for a government presence in Douglas County. Moderate growth in the government sector is anticipated.

~~{Legacy and Promise: Oregon's Forest and Wood Products Industry Report for the Oregon Business Council and the Oregon Forest Resources Institute; John Beuter p.21}~~

6. In Douglas County, between 1985 and 1990, employment increased at an average rate of 2.9% per year. Between 1992 and 1994, employment increased at an average rate of 2.3%. ~~The forecasted rate for Douglas County is 1.3 percent average annual increase from 1995 to 2005. The assumed rate of employment between 2006 and 2020, will over time increase toward the State average annual increase in employment (2.2%)~~ The **Oregon Employment Department** forecasted rate for Douglas County is a 1.1 percent average annual increase from 2008 to 2015. The assumed rate of employment between 2016 and 2030, will over time increase toward the State average annual increase in employment. ~~{1996 Regional Economic Profile: Region 6; page 18}~~

7. Douglas County ranks twelfth of all counties in Oregon in terms of total farm sales. This ranking is not expected to change.

~~{1996 Regional Economic Profile: Region 6; page 20} [Economic Information Office; Oregon State University]~~

8. **Fertility rates have reduced from 2.1 to near 1.8. Total fertility rates is the the number of children that the average woman will have in her lifetime. The replacement rate is 2 (the number of children replace the parents.)**

9. **Death rates will increase, with composite life expectancies falling from 82.1 to 77.8**

10. **In completing the county model, state data sources were utilized. Fertility rates and death rates specific to Douglas County were provided by the Oregon Health Department.**

11. **Douglas County assumes it will maintain or even slightly increase its share of the future growth projected by the state's. The result is a population projection of 139,626. The revised county forecast is closer to the County's Plan forecast acknowledged for 2020, and the revised forecast range for the County is closer to the OEA projection for the same period.**

12. **Employment growth for Douglas County was forecast by the Oregon Employment Department to the year 2016. It is assumed that due to availability of affordable housing, lower labor costs, and capacity to handle continuing urban growth the County's employment growth rates will**

converge to the state rate by the end of the study period. Douglas County's position over the projection period will be one of increasing comparative advantage on key factors such as transportation facility capacity, affordable housing, labor costs, and unutilized inventories of commercial and industrial lands. Douglas County is taking action to assure economic diversification, respond to an increase in demand for health care and service workers, and increased spending on health services.

13. A conservative statewide population projection will be partially self-fulfilling because the state economist's conservative projection will hold down coordinated county projections and those projections will in turn limit the ability of state agencies and local jurisdictions to plan and provide for higher levels of future growth"

Record 996 - 1006

Delete references to the 1997 OEA Forecast and outdated information.

REMOVE THE REFERENCES TO THE 1997 OEA FORECAST, FORECAST ASSUMPTIONS AND OUTDATED INFORMATION FOUND ON PAGES 996-1006 OF THE "2009 RECORD" - OEA has replaced the 1997 OEA Long Range Population Forecast findings with new information contained in their 2004 OEA Long Range Population Forecast with the following (This is an update to the Population Analysis for Douglas County).

Record 1031

Corrected calculation for urban growth areas to assure that "Within the UGA the projection used the County growth or City growth rate whichever was lowest."

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