



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

March 4, 2008



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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Grants Pass Plan Amendment
DLCD File Number 006-07

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Copies of the adopted plan amendment are available for review at DLCD offices in Salem, the applicable field office, and at the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: March 17, 2008

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

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

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

Cc: Gloria Gardiner, DLCD Urban Planning Specialist
John Renz, DLCD Regional Representative
Tom Schauer, City Of Grants Pass

<paa> ya

FEB 27 2008

DLCD NOTICE OF ADOPTION

This form must be mailed to DLCD within 5 working days after the final decision per ORS 197.610, OAR Chapter 660 - Division 18 (See reverse side for submittal requirements)

LAND CONSERVATION AND DEVELOPMENT

Jurisdiction: CITY OF GRANTS PASS Local File No.: 07-40500003 (If no number, use none)

Date of Adoption: FEBRUARY 20, 2008 Date Mailed: FEBRUARY 25, 2008 (Must be filled in) (Date mailed or sent to DLCD)

Date the Notice of Proposed Amendment was mailed to DLCD: SEPTEMBER 5, 2007

- Comprehensive Plan Text Amendment, Comprehensive Plan Map Amendment, Land Use Regulation Amendment, Zoning Map Amendment, New Land Use Regulation, Other: (Please Specify Type of Action)

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

AMENDS POPULATION ELEMENT OF THE COMPREHENSIVE PLAN, INCLUDING UPDATED 20-YEAR POPULATION FORECAST.

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

SAME, WITH MINOR TYPOGRAPHICAL CORRECTIONS.

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, 14

Was an Exception Adopted? Yes: No: [checked]

DLCD File No.: 006-07(16378)

Did the Department of Land Conservation and Development receive a notice of Proposed Amendment **FORTY FIVE (45) days prior to the first evidentiary hearing.** Yes: No:

If no, do the Statewide Planning Goals apply. Yes: No:

If no, did The Emergency Circumstances Require immediate adoption. Yes: No:

Affected State or Federal Agencies, Local Governments or Special Districts: _____

DLCD, JOSEPHINE COUNTY

Local Contact: TOM SCHAUER, ^{CODE} ANALYST Area Code + Phone Number: 541-474-6355 x 6418

Address: 101 NW 'A' STREET

City: GRANTS PASS Zip Code+4: ~~97~~ 97526

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**

per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO (2) Copies of the Adopted Amendment to:

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

2. Submit **TWO (2) copies** the adopted material, if copies are bounded please submit **TWO (2) complete copies** of documents and maps.

3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.

4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.

5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the "Notice of Adoption" is sent to DLCD.

6. In addition to sending the "Notice of Adoption" to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.

7. **Need More Copies?** You can copy this form on to 8-1/2x11 green paper only ; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) 378-5518; or Email your request to Larry.French@state.or.us - **ATTENTION: PLAN AMENDMENT SPECIALIST.**

ORDINANCE NO. 5432

AN ORDINANCE AMENDING THE POPULATION ELEMENT OF THE COMPREHENSIVE PLAN

WHEREAS:

- 1. The Comprehensive Plan of the City of Grants Pass was adopted December 15, 1982. The Development Code of the City of Grants Pass was adopted August 17, 1983; and
- 2. The amendment updates the Population Element of Comprehensive Plan which was last updated in 1994; and
- 3. The applicable criteria from the Comprehensive Plan are satisfied, and the amendment is recommended by the UGB Steering Committee and the Planning Commission; and
- 4. The amendment is consistent with the coordinated County-wide forecast adopted by Josephine County.

NOW, THEREFORE, THE CITY OF GRANTS PASS HEREBY ORDAINS:

Section 1: Element 6, Population Element of the Comprehensive Plan is hereby repealed, and the new Element 6, Population Element as set forth in Exhibit 'A', which is attached to and incorporated in this ordinance, is hereby adopted.

Section 2: The amendments to the Population Element Goals and Policies of the Comprehensive Plan as set forth in Exhibit 'B', which are attached to and incorporated in this ordinance, are hereby adopted.

ADOPTED by the Council of the City of Grants Pass, Oregon, in regular session this 20th day of February, 2008.

SUBMITTED to and _____ by the Mayor of the City of Grants Pass, Oregon, this ____ day of February, 2008.

Len Holzinger, Mayor

ATTEST:

Finance Director

Date submitted to Mayor: _____

Approved as to Form, Kris Woodburn, City Attorney _____

EXHIBIT A

TO ORDINANCE

6.00 POPULATION ELEMENT INDEX

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6.10 BACKGROUND

The City of Grants Pass is located along I-5 in Southern Oregon. It is the largest city in Josephine County, with about 38% of the County's population within the city limits in 2006. Population in the city limits has grown from about 17,500 residents in 1990 to about 30,900 residents in 2006, an increase of about 13,000 residents or more than 75%.

Population forecasts are a foundational component of planning analysis and are necessary for an assessment of land needed for residential and employment purposes, as well as land needed for public and semi-public uses. The population forecast provides the foundation for a technical analysis of future growth and land availability to determine whether the City has sufficient lands within its Urban Growth Boundary (UGB) for 20-years of growth. The City may also consider establishing Urban Reserve Areas, which would include enough land for 50-years of growth.

6.11 Oregon Statewide Planning Requirements

Local governments in Oregon have developed and adopted population forecasts for planning purposes since the inception of the statewide planning program. The forecasts are used for many purposes including determining the size of Urban Growth Boundaries (UGBs), capital improvement planning, and other planning activities. For example, Oregon state planning law (ORS 197.295 – 197.296) requires cities to plan for needed housing to accommodate population growth in urban growth boundaries. ORS 197.712 also requires cities to ensure that sufficient land is available in urban growth boundaries for commercial development and economic growth.

Historically, consistency was an issue in the forecasting process. In many instances the forecasts of incorporated cities would sum to a figure far higher than the county forecast. In 1995, the Oregon Legislature recognized a need for local consistency in population forecasting and for a coordinated statewide forecast by adding a statute requiring counties to:

“...establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.” [ORS 195.036]

To help with consistency at the state level, the legislature designated the state Office of Economic Analysis (OEA), a division of the Department of Administrative Services, as the primary forecasting agency for the state of Oregon. The OEA prepares population and employment forecasts for the state and each county. The OEA prepared state and county population forecasts in 1997 and again in 2004. These forecasts are intended to serve as a basis for county-level population coordination.

ORS 195.036 requires that population forecasts be coordinated by a designated “coordinating” agency; in this case Josephine County. The combined sum of forecasts for incorporated cities and rural areas must roughly equal the forecast for the county as a whole (the county “control total”).¹ The control total usually comes from the long-term population and employment forecasts developed by the Office of Economic Analysis of the State Department of Administrative Services.² The most recent OEA forecasts are from 2004.

OAR 660-024-0030 provides additional guidance on local population forecasts. Subsection 1 requires cities to adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast. Subsection 2 defines the standards for population forecasting:

“The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published

¹ The forecasts for incorporated cities include all lands within the existing Urban Growth Boundaries (UGBs) of those cities. In short, the forecasts are for growth in the UGBs.

² While most coordinating bodies use the OEA forecasts as the basis for coordination, there is no statutory requirement that the OEA forecasts be used.

by the Oregon Office of Economic Analysis (OEA). The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.” OAR 660-024-0030(2)

Thus, the forecasting requirement is for 20 years—a figure consistent with the requirement that cities maintain a 20-year land supply. OAR 660-021, however, allows the establishment of urban reserve areas to accommodate up to 50 years of growth.

This chapter provides 20-year and 50-year forecasts of population growth for Grants Pass. It presents information on population growth and population characteristics necessary to the City's present and future needs for the type and amount of residential housing and commercial and industrial development. The forecasts in this chapter will be used to assess the demand for urban services such as water, sewer, storm drainage, streets, parks and open space, schools, and fire and police protection.

6.20 ORGANIZATION

The remainder of this chapter is divided into sections.

- **Section 6.30** describes the data sources, methods, and assumptions used to develop the population forecast.
- **Section 6.40** discusses factors that influence households' locational choices.
- **Section 6.40** presents historic population trends and demographic trends in Grants Pass.
- **Section 6.50** presents the population forecast for the Grants pass UGB.
- **Section 6.60** identifies the key findings of this chapter for population change in Grants Pass.

6.30 DATA SOURCES AND METHODS

The population forecast presented in this chapter build from an analysis of a range of secondary data sources—primarily historical population data and the Oregon Office of Economic Analysis' forecast for Josephine County. All of the data used in developing the allocations are from easily available standard sources:

- The U.S. Census of population and housing (1980, 1990, and 2000) provides decennial population figures as well as a broad range of demographic and socioeconomic variables;
- The Oregon Office of Economic Analysis (OEA) provides long-term state and county-level population forecasts (through 2040);
- The Population Research Center at Portland State University provides annual population estimates and annexation history for incorporated cities; and

- The Grants Pass Community Development Department provided data on building permit activity in the Grants Pass UGB.

6.31 Population forecast Josephine County 2007 to 2060

Table 6.30.1 shows the adopted population forecast for Josephine County. The forecast projects that Josephine County will grow from 85,966 people in 2007 to 113,167 people in 2027, an increase of 27,201 people at an average annual growth rate of 1.38%. Between 2007 and 2057, Josephine County is forecast to grow by 69,163 people at an average annual rate of 1.19%.

**TABLE 6.30.1
POPULATION FORECAST
Josephine County, 2000-2060**

Year	Population
2000	76,050
2005	79,956
2007	85,966
2010	93,233
2020	104,528
2027	113,167
2030	116,895
2040	129,812
2050	144,156
2057	155,129
2060	160,084
Change 2007 to 2027	
Number	27,201
Percent	32%
AAGR	1.38%
Change 2007 to 2057	
Number	69,163
Percent	80%
AAGR	1.19%

Source: ECONorthwest

AAGR – Average Annual Growth Rate

The forecast presented in Table 6.30.1 is based on the “Alternative” forecast presented in the report “Josephine County Coordinated Population Forecast” by ECONorthwest. This forecast is based on the OEA’s 2004 forecast for Josephine County. The forecast includes an adjustment to the population base (2007) to more accurately reflect current population in Josephine County, based on building permit activity in the County between 2000 and 2006. In addition, the growth rate for 2000 to 2040 used in this scenario is lower than the historic growth rate for the 1960 to 2006 period (2.19%) and the 1990 to 2006 period (1.63%). However, it is reasonable to expect a decline in the average annual rate of population growth as population increases because a larger population base requires a larger increase in the *number* of people in the County to achieve the same *rate* of increase.

6.32 Grants Pass population forecast methods

The literature identifies many accepted approaches to projecting or forecasting population. More robust approaches use component models (natural increase plus migration),³ or econometric models (which consider the interplay between population and employment). Simpler approaches extrapolate from historic trends. At large geographic levels, migration becomes less of a factor making component models more accurate. For smaller regions, migration and other factors are more difficult to document.

At the national or state level, population growth has a larger affect on employment growth. Standard cohort-component models can provide relatively accurate forecasts of population growth in larger areas where the migration component is small. Such models are frequently applied in areas where there is relative stability in demographic characteristics and vital statistics (e.g., birth and death rates).

Regional or city-level forecasts often use a step-down method based on a larger regional or national forecast. The general concept is to estimate the portion of regional population growth that will occur in the subregion. There are several variations on the step-down method, summarized in Table 6.30.2.

TABLE 6.30.2
BASIC POPULATION FORECASTING METHODS

Method	Description
Trend extrapolation	Uses historical population growth rates and extrapolates them into the future, includes straight-line and compounding methods.
Ratio trend	Uses current city/county ratio of population and extrapolates to the future.
Comparative	Past growth pattern is compared with growth patterns of larger, older areas. Should consider social, economic, political, and other variables.

Source: ECONorthwest

These methods are relatively simple and rely on past trends as an indicator of future growth. A number of assumptions are implicit in these methods: (1) past growth is a good indicator of future growth; (2) factors affecting local population growth will not change substantially; and (3) selection of base year can significantly affect the forecast. The ratio and comparative methods scale from forecasts of larger geographies and implicitly assume that the forecasts for the larger areas are (1) good forecasts, and (2) represent trends that might be observed in the smaller geography.

The “trend extrapolation” method described in Table 6.30.2 was used to forecast population for the Grants Pass UGB. Developing the population forecast involved reviewing historical

³ The OEA long-range forecasts use this methodology.

population trends to develop observed annual growth rates that provide the basis for the forecast (e.g., the assumed future growth rates). Trend data was also reviewed as part of this analysis included annual population changes from the Census and from the Population Research Center at Portland State University, trends in residential development, and trends in population demographics and characteristics.

Several different methods for forecasting population in the Grants Pass UGB were considered, including the straight-line extrapolation method, the compounding method, and the ratio method. The comparative method was dismissed in this instance because it would be difficult to identify comparable cities to Grants Pass. The **compounding methodology** was selected because it is (1) most consistent with historical population growth trends, (2) it is a relatively simple approach that builds from historical data and assumptions about future City and County growth policies, and (3) it assumes that the increment of population growth (e.g., the rate of growth or annual percent change) will be constant.

6.33 Forecast assumptions

The assumptions that are implicit in a forecasting model can profoundly influence the forecasts. This analysis is based on the following assumptions:

- *Historic trends will continue into the future.* Historic population data assuming that past trends will continue into the future were reviewed. The forecast does not assume that future growth will be at the same rate as historic growth but that historic growth rates provide some indication of future growth rates.
- *Future population growth in Grants Pass will be influenced by national, regional, and local economic and social conditions.* These variables are not explicitly incorporated into our model. Historic trends are influenced by these factors, however, and are thus indirectly included in the forecasts.

6.40 FACTORS AFFECTING LONG-TERM GROWTH

This section discusses some of the factors that affect long-term growth in Grants Pass. These factors include regional population growth trends and residential development trends in Grants Pass.

6.41 State and Southwestern Oregon Population Trends

Population growth in Oregon tends to follow economic cycles. Oregon's economy is generally more cyclical than the nation's, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table 6.40.1, which presents data on population in the U.S., Oregon, and Southern Oregon, and Jackson and Josephine Counties and selected cities in Southern Oregon over the 1980–2006 period.

Table 6.40.1 shows Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. Oregon's population growth regained momentum in 1987, growing at annual rates of 1.4%–2.9% between 1988 and

1996. Population growth for Oregon and its regions slowed in 1997 and remained slow between 2000 to 2006, averaging 1.1% to 1.3% annually, the slowest rate since 1987.

Growth in Southern Oregon, including Douglas, Jackson, and Josephine Counties, has been on average slower than the State average over the twenty-six year period. The fastest growing county in Southern Oregon has been Jackson County, which grew by about 62,000 residents at an average annual rate of 1.55% over the twenty-six year period. Josephine County grew by more than 22,000 people at an average annual growth rate of 1.29% between 1980 to 2006.

The majority of population growth in Southern Oregon occurred in the cities of Medford, Ashland, Central Point, and Grants Pass. These cities grew by about 62,000 people, accounting for about two-thirds of the population growth in Southern Oregon over the 1980 to 2006 period. Population within the Grants Pass city limits grew from 15,032 residents in 1980 to 30,930 residents in 2006, an increase of 15,898 people at an average annual rate of 2.81%.

**TABLE 6.40.1
HISTORIC POPULATION CHANGE**

U.S., Oregon, Southern Oregon, Jackson And Josephine Counties, and Selected Cities in Southern Oregon, 1980 - 2006

Area	Population				Change 1980 to 2006		
	1980	1990	2000	2006	Number	Percent	AAGR
U.S.	226,545,805	248,709,873	281,421,906	299,398,484	69,864,599	31%	1.08%
Oregon	2,639,915	2,842,321	3,421,399	3,690,505	988,785	37%	1.28%
Southern Oregon	285,059	303,685	357,394	383,555	98,496	35%	1.19%
Jackson County	132,456	146,389	181,269	198,615	62,059	47%	1.55%
Medford	39,746	46,951	63,154	73,960	31,109	78%	2.34%
Ashland	14,943	16,234	19,522	21,430	5,937	40%	1.35%
Central Point	6,357	7,509	12,493	16,550	9,283	146%	3.67%
Josephine County	58,855	62,649	75,726	81,125	22,270	38%	1.29%
Grants Pass	15,032	17,488	23,003	30,930	15,898	106%	2.93%
Cave Junction	1,023	1,126	1,363	1,600	577	56%	1.81%

Source: U.S. Census, Population Research Center, and calculations by ECONorthwest

Note: Southern Oregon includes Douglas, Jackson, and Josephine Counties.

Oregon's population is also related to economic conditions in other states—most notably, in California. During downturns in California's economy, people leave the state for opportunities in Oregon and elsewhere. As California's economy recovers, the population exodus tapers off. Such interstate migration is a major source of population change.

According to a U.S. Census study, Oregon had net interstate in-migration (more people moved to Oregon than moved from Oregon) during the period 1990-2004.⁴ Oregon had an annual average

⁴ Marc J. Perry, 2006, *Domestic Net Migration in the United States: 2000 to 2004*, Washington, DC, Current Population Reports, P25-1135, U.S. Census Bureau.

of 26,290 more in-migrants than out-migrants during the period 1990-2000. The annual average dropped to 12,880 during the period 2000-2004.⁵

According to data from the Population Research Center at Portland State University, about 70% of population growth in Oregon resulted from migration and about 30% resulted from natural increase (births minus deaths). Between 2000 to 2006 In Southern Oregon, net migration accounted for all the population increase because population growth from natural increase was negative (deaths outnumbered births). All population growth in Josephine County between 2000 and 2006 was the result of net migration because the County had about 1,500 more deaths than births.

The Oregon Department of Motor Vehicles collects data on out-of-state driver licenses surrendered by applicants for Oregon licenses. These data provide an indicator of the source of Oregon's in-migration. During the period 1999-2005, over 30% of surrendered licenses were from California and approximately 17% were from Washington. All other states each accounted for less than 5% of the surrendered licenses.⁶ The DMV also collects data on Oregon driver licenses surrendered in other states. These data indicate that Washington and California are the top destinations for Oregon's out-migrants.⁷

The *1999 Oregon In-migration Study* found that migrants to Oregon tend to have the same characteristics as existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.⁸

6.42 Grants Pass Development Trends

Residential development is a key factor directly related to population growth—households cannot (and will not) move to an area without housing. One way to track residential development is to compare the number of permits issued for new residences, which can provide an indication of the level of potential building activity but does not indicate the amount of actual residential development because a building permit does not guarantee development. The construction of a new dwelling unit will eventually result in a population increase when the new dwelling becomes occupied.

⁵ In contrast, California had net interstate *out-migration* over the same period. During 1990-2000, California had an annual average of 220,871 more out-migrants than in-migrants. The net outmigration slowed to 99,039 per year during 2000-2004.

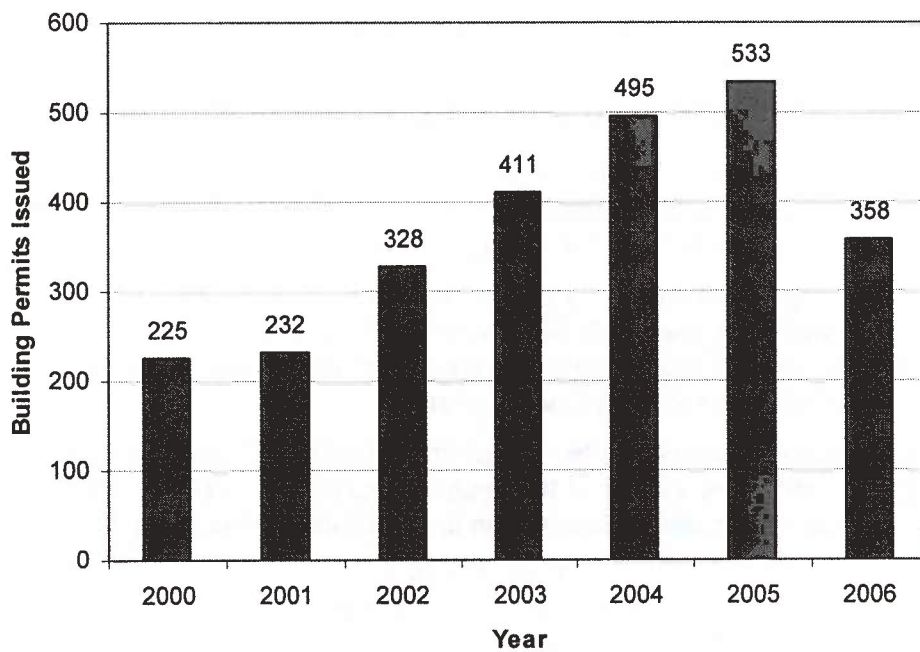
⁶ See Oregon Department of Motor Vehicles, "Driver Issuance Statistics," http://www.oregon.gov/ODOT/DMV/news/driver_stats.shtml, accessed April 19, 2007.

⁷ For a discussion of the DMV data, see Ayre, A, 2004, *People Moved to Oregon Despite Recession*, Oregon Employment Department, July.

⁸ State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study*.

Figure 6.40.1 shows all residential building permits issued by the City of Grants Pass between 2000 and 2006 within the Urban Growth Boundary. The City issued a total of 2,582 residential permits during the seven-year period. The number of building permits issued peaked in 2004 and 2005. The average number of permits issued annually was 368. The U.S. Census database of building permit activity shows that Grants Pass issued an average of about 235 permits annually during the 1990's. The increase in the number of building permits issued annually since 2002 suggests an increase in development activity in Grants Pass.

FIGURE 6.40.1
DWELLING UNITS APPROVED THROUGH BUILDING PERMITS ISSUED FOR
NEW RESIDENTIAL CONSTRUCTION,
Grants Pass UGB, 2000 to 2006



Source: City of Grants Pass, 2007

An indicator of future development activity is subdivision of land into residential lots. Subdivision of land and creation of residential lots does not guarantee immediate development of a dwelling unit but increases the likelihood of residential development on the subdivided land. Table 6.40.2 shows the number of subdivisions in the final plat process and the number of lots created annually between 2000 and 2006. Grants Pass had 109 subdivisions and more than 2,000 lots created during the seven-year period. The number of subdivisions platted and lots created peaked in 2005 and 2006. The increased number of subdivisions and lots created suggest that developers are likely to continue developing residential units in Grants Pass.

**TABLE 6.40.2
SUBDIVISIONS IN THE FINAL PLAT PROCESS AND LOT CREATION,
City of Grants Pass, 2000 to 2006**

Year	Number of subdivisions	Number of lots created
2000	5	113
2001	9	195
2002	10	166
2003	14	329
2004	23	327
2005	29	487
2006	19	386
Total	109	2,003
Average	16	286

Source: City of Grants Pass, 2007

6.50 HISTORIC POPULATION CHANGE AND DEMOGRAPHIC CHARACTERISTICS

This section discusses long-term historical population changes in Grants Pass from 1960 to 2006. It also discusses changes in the demographic characteristics of Grant Pass' population, comparing the City to Josephine County and Oregon where appropriate.

Table 6.50.1 shows population change within the city-limits of Grants Pass from 1960 to 2006. Grants Pass' population more than doubled between 1960 and 2006, growing by 20,812 residents at an average annual rate of 2.46%. Grants Pass grew at an average annual rate of 2.81% between 1980 and 2006, faster than the County average.

The share of population in Grants Pass has varied from about one-third of the County population in 1970, dropping to about one-quarter of the County population in 1980. By 2006, more than one-third of the County's population lived within the city limits of Grants Pass.

**TABLE 6.50.1
POPULATION CHANGE
Grants Pass city-limits, 1960-2006**

Year	Population	Pop. Change	Percent Change	Percent of County Pop.
1960	10,118	--	--	34%
1970	12,455	2,337	23%	35%
1980	15,032	2,577	21%	26%
1990	17,488	2,456	16%	28%
2000	23,003	5,515	32%	30%
2006	30,930	7,927	34%	38%
Average Annual Growth Rates				
1960 to 2006	2.46%			
1980 to 2006	2.81%			
1990 to 2006	3.63%			

Source: Portland State University Center for Population Research; Calculations by ECONorthwest.

Between 1990 and 2006, annexations added more than 4,600 persons to the City of Grants Pass.⁹ Excluding population growth from annexations, the average annual growth rate for Grants Pass between 1990 and 2006 was 2.6%. More than 95% of 4,600 people annexed into the City were brought in between 2000 to 2006. Excluding population growth from annexations, the average annual growth rate for Grants Pass between 2000 and 2006 was 2.42%.

6.51 Demographic characteristics

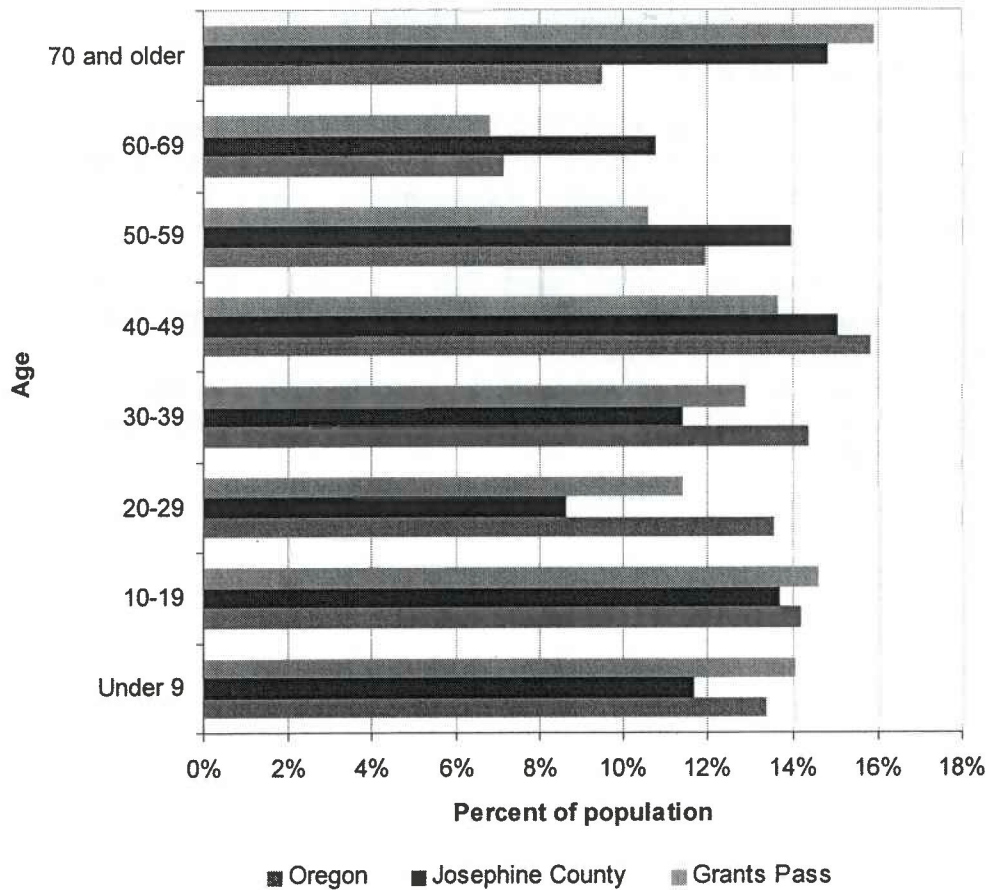
Demographic characteristics provide a broader context for growth; factors such as age, household composition, ethnicity, and migration show how communities have grown and shape future growth. To provide context, Grants Pass is compared to Josephine County and Oregon where appropriate.¹⁰

Figure 6.50.1 shows the age distribution of Grants Pass compared with Oregon and Josephine County in 2000. Grants Pass and Josephine County had a smaller share of population aged 20 to 59 than the state average. Grants Pass had a larger share of residents aged 20 to 39 years than the County average. Grants Pass had a larger share of residents under 19 years and 70 years and older than Josephine County or Oregon. These trends suggest that Grants Pass attracted retirees and families with children.

⁹ PSU's information about annexations prior to 2002 seems to be incomplete, possibly resulting in an under reporting of the number of people annexed by Grants Pass.

¹⁰ For a discussion of economic characteristics and employment growth in Grants Pass, please refer to the Economic Element (Chapter 8) of Grants Pass' comprehensive plan.

**FIGURE 6.50.1
AGE DISTRIBUTION,
Oregon, Josephine County, and Grants Pass, 2000**



Source: U.S. Census, 2000

During the 1990's Grants Pass experienced changes in the age structure of its residents. Table 6.50.2 shows population by age for Grants Pass for 1990 and 2000. Grants Pass grew by more than 5,500 people during the ten year period. While Grants Pass experienced an increase in population for every age group, the fastest growing groups were 45 to 64 years and 5 to 17 years. The slowest growing group was 65 years and older.

**TABLE 6.50.2
POPULATION BY AGE,
Grants Pass, 1990 and 2000**

Age Group	1990		2000		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	1,257	7%	1,613	7%	356	28%	0%
5-17	3,087	18%	4,377	19%	1,290	42%	1%
18-24	1,406	8%	1,872	8%	466	33%	0%
25-44	4,902	28%	5,917	26%	1,015	21%	-2%
45-64	2,995	17%	4,760	21%	1,765	59%	4%
65 and over	3,841	22%	4,464	19%	623	16%	-3%
Total	17,488	100%	23,003	100%	5,515	32%	0%

Source: U.S. Census, 1990 and 2000

The Census data suggest that Grants Pass attracted recent retirees or people nearing retirement and families with older children. This suggests that Grants Pass is attractive to families and retirees. This may be due, in part, to differential housing costs between California and Grants Pass.

The age structure of residents of Grants Pass is likely to get older as the baby-boomers age, following State and national trends. According to the OEA's forecast of population growth by age group in Josephine County, nearly half of population growth will be in people aged 65 and over between 2000 and 2025, with this age group accounting for about one-third of population growth between 2025 and 2040. The OEA forecasts that growth in people under 19 years will account for 9% of population growth between 2000 and 2040. Assuming that the demographics of Grants Pass residents change is similar to Josephine County, the City can expect to have a growing number of retirees, especially through 2025.

Table 6.50.3 shows household composition for Oregon, Josephine County, and Grants Pass. Grants Pass households show the following characteristics when compared with Josephine County and the State:

- Grants Pass had fewer people per household, with an average household size of 2.36 people, compared to the County average of 2.41 and State average of 2.51 people per household.
- Grants Pass had a larger share of households with children (32%) compared with Josephine County (27%) and Oregon (31%). Grants Pass also had a larger share of female householders with children and no husband, 9% compared with the County and State averages of 6%.
- Grants Pass had a smaller share of households with married couples, with and without children, than the State and County averages.
- Grants Pass had a larger share of non-family households (36%) than the County average (30%) or State average (34%).

TABLE 6.50.3
HOUSEHOLD COMPOSITION
Oregon, Josephine County, and Grants Pass, 2000

Household Type	Oregon		Josephine County		Grants Pass	
	Number	Percent	Number	Percent	Number	Percent
Households with children	410,803	31%	8,454	27%	3,003	32%
Married couples	296,404	22%	5,929	19%	1,980	21%
Female householder, no husband present	83,131	6%	1,929	6%	865	9%
Other families	31,268	2%	596	2%	158	2%
Households without children	922,920	69%	22,573	73%	6,442	68%
Married couples	396,128	30%	11,458	37%	2,393	25%
Other families	70,740	5%	1,657	5%	628	7%
Nonfamilies	456,052	34%	9,458	30%	3,421	36%
Total Households	1,333,723	100%	31,027	100%	9,445	100%
Average Household Size	2.51		2.41		2.36	
Average Family Size	3.02		2.85		2.94	

Source: U.S. Census, 2000

Table 6.50.4 shows the number of persons of Hispanic or Latino origin in Oregon, Josephine County, and Grants Pass for 1990 and 2000. The Census data show that Grants Pass had a larger share of Hispanic population (5.4%) compared to the County (4.3%) but a smaller share compared to the State (8.0%). Grants Pass Hispanic population grew from 494 residents in 1990 to 1,236 residents in 2000, an increase of 742 people or 150%.

The Hispanic population grew faster in Grants Pass than the overall population, which is similar to State trends. National demographic trends suggest that this trend will continue in Grants Pass. By 2050, the Census forecasts that Hispanics will account for 24% of the population nationwide.

TABLE 6.50.4
PERSONS OF HISPANIC OR LATINO ORIGIN
Oregon, Josephine County, and Grants Pass, 1990 and 2000

	Oregon	Josephine County	Grants Pass
1990			
Total Population	2,842,321	62,649	17,488
Hispanic or Latino	112,707	1,749	494
Percent Hispanic or Latino	4.0%	2.8%	2.8%
2000			
Total Population	3,421,399	75,726	22,865
Hispanic or Latino	275,314	3,229	1,236
Percent Hispanic or Latino	8.0%	4.3%	5.4%
Change 1990-2000			
Hispanic or Latino	162,607	1,480	742
Percent Hispanic or Latino	144%	85%	150%

Source: U.S. Census, 1990 and 2000

Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, analyzed recent demographic changes taking place in Oregon and discussed

their implications in a 2006 presentation “Changing Demographics: Impacts to Oregon and the US.” Bjelland’s findings with the most significant implications for population growth are summarized below:

- Oregon’s **minority population is growing quickly**. Minorities made up 9.2% of the population in 1990 and 16.4% of the population in 2000, a 52% increase.
- **Hispanics and Latinos make up a large share of that population** and their growth rate is higher than non-Hispanics/ Latinos. The growth rate of Oregon’s non-Hispanic/ Latino population between 1990 and 2000 was 15.3% compared to 144.3% for Hispanics and Latinos.
- The **birth rates** of Hispanic/ Latino residents are higher than non-Hispanic/ Latino residents. In 1998, for the US, white non-Hispanic/ Latino residents had a birth rate of 12.3 per 1,000, lower than Asians and Pacific Islanders (16.4 per 1,000), black non-Hispanics (18.2 per 1,000) and Hispanic/ Latino (24.3 per 1,000).
- The share of resident births and deaths in Oregon shows the implications of that birthrate: Hispanic/ Latino residents accounted for 17.4% of births but only 1.4% of deaths in Oregon for 2001. In addition, **Hispanic/ Latino Oregonians are younger than non-Hispanic/ Latino residents**: in 2000, 75.9% of Hispanic/ Latino residents of Oregon are under age 35, compared to 45.7% of non-Hispanic/ Latino residents.

Table 6.50.4 shows race for Oregon, Josephine County, and Grants Pass in 2000. Grants Pass and Josephine County were less racially diverse than Oregon, which had less racial diversity than the nation. About 93% of Grants Pass’ residents were white, compared to 87% of Oregon’s residents and 75% of U.S. residents. Less than 0.3% of Grants Pass were black or African American, compared to 2% of Oregon’s residents and 12% of U.S. residents.

TABLE 6.50.4
RACE
Oregon, Josephine County, and Grants Pass, 2000

Race	Oregon		Josephine County		Grants Pass	
	Number	Percent	Number	Percent	Number	Percent
White	2,961,623	87%	71,103	94%	21,386	93%
Black or African American	55,662	2%	202	0%	76	0%
American Indian & Alaska Native	45,211	1%	949	1%	251	1%
Asian	101,350	3%	476	1%	226	1%
Native Hawaiian & Other Pacific Islander	7,976	0%	83	0%	27	0%
Some other race	144,832	4%	883	1%	375	2%
Two or more races	104,745	3%	2,030	3%	662	3%
Total	3,421,399	100%	75,726	100%	23,003	100%

Source: U.S. Census, 2000

The Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 6.50.6 shows the place of

residence in 1995 for Oregon, Josephine County, and Grants Pass. Table 6.50.6 shows that residents of Grants Pass were more mobile than the County or State averages. Residents of Grants Pass in 2000 were more likely to have lived in a different state in 1995. Sixty-percent of Grants Pass residents lived in a different house in 1995, compared with 49% of Josephine County residents and 53% of Oregon residents. Seventeen percent of Grants Pass residents lived in a different state in 1995, compared with 15% of Josephine County and 12% of Oregon residents.

TABLE 6.50.6
PLACE OF RESIDENCE IN 1995
Oregon, Josephine County, and Grants Pass,
Persons 5 years and over

Location	Oregon		Josephine County		Grants Pass	
	Persons	Percent	Persons	Percent	Persons	Percent
Population 5 years and older	3,199,323	100%	71,725	100%	21,283	100%
Same house in 1995	1,496,938	47%	36,636	51%	8,570	40%
Different house in 1995:	1,702,385	53%	35,089	49%	12,713	60%
Same county	863,070	27%	18,814	26%	7,087	33%
Different county:	755,954	24%	15,946	22%	5,531	26%
Same state	356,626	11%	5,207	7%	1,865	9%
Different state	399,328	12%	10,739	15%	3,666	17%

Source: U.S. Census, 2000

6.60 POPULATION FORECASTS

Forecasting population for the Grants Pass UGB required development of (1) a base population estimate for the UGB and (2) annual population growth rate assumptions. This section presents the methods and assumptions used to develop these components of the forecast and the population forecast based on these assumptions for the Grants Pass UGB from 2006 to 2060.

6.61 Base population estimate

Data about population change in Grants Pass city limits is available from the Population Research Center at Portland State University on an annual basis. Data about population living within the Urban Area within the UGB but outside of the city limits is less readily available. The base population estimate for the UGB presented in this section is based on information from the following sources: the City of Grants Pass, PSU, and the 2000 Census.

Figure 6.40.1 shows the number of new dwelling units permitted within the Grants Pass UGB between 2000 to 2006. Based on building permit data, it appears that the PSU estimates of population within the city limits of Grants Pass from 2001 to 2006 have been consistently low. Permits for 2,572 new dwelling units, excluding group quarters, were issued in within the UGB between 2000 and 2006.

Table 6.60.1 shows an estimate of the new population in the Grants Pass UGB living in the dwelling units. The number of new dwelling units was reduced by the number of demolitions of existing dwelling units. The average household size and occupancy rate assumptions are based

on 2000 Census data. Table 6.60.1 shows that the Grants Pass UGB population increased by an estimated 5,375 residents since 2000.

TABLE 6.60.1
ESTIMATE OF NEW POPULATION BASED
ON NEW DWELLING UNITS
Grants Pass UGB, 2000-2006

	Grants Pass UGB
New Units	2,572
Demolitions	160
HH size	2.34
Occupancy	95%
New Population	5,375

Source: City of Grants Pass; U.S. Census;
 Calculations by ECONorthwest

Table 6.60.2 shows a comparison of population estimates for the Grants Pass UGB. The information in Table 6.60.2 includes the following rows:

- **2000 Census.** The City of Grants Pass developed the 2000 estimate of the population within the UGB by matching 2000 Census Block data with the UGB boundaries and aggregating population within these blocks.
- **2007 Estimate.** The 2007 estimates were developed by adding the 2000 Census population to the new population shown in Table 6.60.1. Based on this information, the Grants Pass UGB is estimated to have 37,460 people. This estimate serves as the base population for the forecast for the Grants Pass UGB.
- **2006 Estimate: PSU estimate and Grants Pass UGB estimate.** The 2006 Grants Pass UGB estimate is based on PSU's July 1, 2006 estimate for Grants Pass city limits (30,930 people) and a 2006 staff analysis of population located in the Urbanizing Area (UA), which is the area within the UGB but outside City limits (3,223 people).
- **Increase of 2006 estimate.** This shows the difference in population in the "2007 Estimate" from the "2006 Estimate."

TABLE 6.60.2
COMPARISON OF POPULATION ESTIMATES,
Grants Pass UGB and city limits, 2007

	Grants Pass UGB	Grants Pass city limits
2000 Census	32,085	23,003
2007 Estimate	37,460	34,237
2006 Estimate	34,153	30,930
Increase over PSU est.	3,307	3,307

Source: U.S. Census; Population Research Center; ECONorthwest,
 City of Grants Pass

6.62 Growth rate assumptions

The forecast uses two growth rate assumptions: one for the period 2007-2027 and the other for the 2027 to 2060 period. This section presents the rationale for the growth rate assumptions.

The assumed growth rate for Grants Pass between 2007 to 2027 is 2.2% average annual growth. This growth rate is based on the assumption that the future will be similar to the past and the following trends:

- **Population growth.** Grants Pass grew at an average annual rate of 3.6% between 1990 and 2006. Excluding population increases resulting from annexations, the City grew by an average annual rate of 2.6% between 1990 and 2006. Both of these growth rate assumptions are higher than the forecast of 2.2% average annual growth. The 2.2% annual growth rate may be a conservative forecast but it is reasonable to expect a decline in the average annual rate of population growth as population increases because a larger population base requires a larger increase in the *number* of people in the City to achieve the same *rate* of increase.
- **Recent development trends.** Since 2000, Grants Pass has issued building permits for an average of 367 dwelling units annually. The number of permits issued annually and lots created through subdivision has increased since 2002 peaking in 2005 and declining in 2006. These development trends do not include group quarters, such as retirement communities or nursing homes. However, the City has experienced an increase in development of group quarters, as well as other residential units.
- **Demographic changes.** Grants Pass has a larger share of retirees and families with children than the County and State averages. These trends suggest that Grants Pass is attracting retirees and families with children. In addition, Grants Pass has become more ethnically diverse since 2000, attracting an increasing number of Hispanic residents. National trends suggest that this trend will continue.
- **Migration.** About 70% of Oregon's population growth between 1990 and 2006 resulted from in-migration. All population growth in Southern Oregon and Josephine County between 2000 and 2006 was the result of migration.

The assumed growth rate for Grants Pass between 2027 and 2060 is 1.05%, which is the same as OEA's forecast for population growth in Josephine County between 2030 and 2040.

6.63 Population forecast

Table 6.60.3 presents the population forecast for the Grants Pass UGB between 2006 and 2060. Table 6.60.3 shows that the Grants Pass UGB will grow from 37,460 people in 2007 to 57,888 people in 2027, an increase of 20,428 people at an average annual growth rate of 2.2%. Between 2007 to 2057, the forecast projects that the Grants Pass UGB will grow to 79,275 people, an increase of 41,815 people at an average annual growth rate of 1.51% over the 50-year period.

**TABLE 6.60.3
POPULATION FORECAST
Grants Pass UGB, 2007-2060**

Year	Population
2006	34,153
2007	37,460
2010	39,987
2015	44,584
2020	49,708
2025	55,422
2027	57,888
2030	59,737
2035	62,951
2040	66,337
2045	69,906
2050	73,667
2055	77,631
2057	79,275
2060	81,807
Change 2007 to 2027	
Number	20,428
Percent	55%
AAGR	2.20%
Change 2007 to 2057	
Number	41,815
Percent	112%
AAGR	1.51%

Source: ECONorthwest

6.70 POPULATION ELEMENT FINDINGS

This section summarizes the findings in support the Grants Pass UGB population forecast. The following are key findings identified through analyzing historic population and demographic trend data and through developing population forecasts for the City of Grants Pass.

1. Josephine County experienced substantial population growth between 1980 and 2006. Josephine County grew from 58,855 people in 1980 to 81,125 people in 2006, an increase of more than 22,000 people at an average annual growth rate of 1.29%. Over the twenty-six year period, Josephine County grew at approximately the same rate as the State average.
2. The State projects that Josephine County will continue growing but at a lower rate than the historic average. The State forecast for population growth in Josephine County projects that the County will grow from 76,050 people in 2000 to 117,216 people in 2040, an increase of 41,166 people at an average annual growth rate of 1.09%. Extending the State's forecast for population growth in Josephine County out to 2060 based on an average annual growth rate of 1.05%, Josephine County can be expected to grow to about 144,500 people, an increase of about 64,600 people between 2005 and 2060.
3. The majority of population growth in Josephine County occurred in Grants Pass. Population within the Grants Pass city limits grew from 15,032 residents in 1980 to 30,930 residents in 2006, an increase of 15,898 people at an average annual rate of 2.81%.
4. Grants Pass experienced faster population growth than the County average. Grants Pass' population more than doubled between 1960 and 2006, growing by 20,812 residents at an average annual rate of 2.46%. Grants Pass grew at an average annual rate of 2.81% between 1980 and 2006, faster than the County average. Excluding population growth from annexations, the average annual growth rate for Grants Pass between 1990 and 2006 was 2.6%.
5. Migration was the largest source of population growth in Oregon and Josephine County. For the 1990 to 2006 period, about 70% of population growth in Oregon resulted from net migration. All population growth in Josephine County between 2000 to 2006 was the result of net migration because Josephine County experienced negative population growth from natural causes, with about 1,500 more deaths than births during this period. In addition, Census data show that residents of Grants Pass were more likely to have lived in a different state in 1995 compared with the County and State averages.
6. The City issued permits in the Urban Growth Boundary for a total of 2,572 dwelling units between 2000 and 2006, averaging 367 permits issued annually.
7. Residential subdivision activity suggests that residential development is likely to continue in Grants Pass. Between 2000 and 2006, Grants Pass had 109 subdivisions and more than 2,000 lots created in the Urban Growth Boundary. The number of subdivisions platted and lots created peaked in 2005 and 2006.

8. Grants Pass is attracting retirees or near retirees and families with children. Grants Pass has a larger share of residents under 19 years and 70 years and older than Josephine County or Oregon. During the 1990's the fastest growing groups were 45 to 64 years and 5 to 17 years. The slowest growing group was 65 years and older. According to the OEA's forecast of population growth by age group in Josephine County, nearly half of population growth will be in people aged 65 and over between 2000 and 2025, with age group accounting for about one-third of population growth between 2025 and 2040. Assuming that the demographics of Grants Pass residents change is similar to Josephine County, the City can expect to have a growing number of retirees, especially through 2025.
9. Grants Pass has a smaller average household size (2.36) compared to the County (2.41) or State (2.51) averages. Grants Pass has a larger share of households with children (32%) compared with Josephine County (27%) and Oregon (31%). Grants Pass has a larger share of non-family households (36%) than the County average (30%) or State average (34%). National trends suggest that Grants Pass may see small decreases in household size.
10. Grants Pass is becoming more ethnically diverse. Grants Pass Hispanic population grew from 494 residents in 1990 to 1,236 residents in 2000, an increase of 742 people or 150%. In 2000, Grants Pass had a lower share Hispanic residents (5.4%) compared to the State average (8.0%) but higher than Josephine County's average (4.3%). National trends suggest that Grants Pass will continue to become more ethnically diverse.
11. Grants Pass and Josephine County was less racially diverse than Oregon, which had less racial diversity than the nation. In 2000, about 93% of Grants Pass' residents were white, compared to 87% of Oregon's residents and 75% of U.S. residents. Less than 0.3% of Grants Pass were black or African American, compared to 2% of Oregon's residents and 12% of U.S. residents.
12. The key assumptions used to develop the population forecast for the Grants Pass UGB were the base population of the UGB and growth rate assumptions. The base population used in this forecast for the Grants Pass UGB was 37,460 people in 2007. The growth rate assumption for population growth over the 2007 to 2027 period was 2.2%. This rate was based on historic population growth, recent development trends, demographic changes, and migration trends. The growth rate assumption for the forecast for 2027 to 2060 was 1.05%, which is the OEA's forecast for population growth in Josephine County between 2030 and 2040.
13. The forecast for population growth in the Grants Pass UGB projects that population in the UGB will grow from 37,460 people in 2007 to 57,888 people in 2027, an increase of 20,428 people at an average annual growth rate of 2.2%. Between 2007 to 2057, the forecast projects that the Grants Pass UGB will grow to 79,275 people, an increase of 41,815 people at an average annual growth rate of 1.51% over the 50-year period.

EXHIBIT B
TO ORDINANCE

6. POPULATION

Goal

To base decisions regarding the population to be accommodated within the UGB for ~~5, 10, and~~ the 20 year planning periods upon (a) sound, current and accurate demographic and economic data, (b) population projection models that reflect conditions and trends of the area and region, and (c) the desired growth policy of the citizenry and property owners of the planning area.

Policies

~~6.1~~ The probable range of persons the Urban Growth Boundary area may need to accommodate by the year 2000 is estimated to be between 27,967 and 30,261 persons. Actual need will depend upon national and regional trends, the continued attractiveness of the area, local efforts to diversify and improve the area's economic base, and local abilities to provide facilities. At this time, the target population is deemed to be 29,094 as a medium estimate.

~~6.2~~ The probable range of persons the Urban Growth Boundary area may need to accommodate by the year 2010 is estimated to be between 31,200 and 36,528 persons.

6.1. *Planning for the Urban Growth Boundary for the 20-year period from 2007-2027 shall be based on growth at a 2.2% growth rate from a year 2007 population of 37,460 to a year 2027 population of 57,888.*

~~6.3~~2 Sufficient lands capable of full urbanization shall be provided within the Boundary to ensure an adequate choice in the market place for this target the projected population. ~~In addition, adequate reserve lands shall be maintained within the Boundary to provide for growth reflecting the mid point or upper end of the probable population range.~~

~~6.4~~3 The City and County shall actively participate in the ten year and five year census efforts of the Federal government.

~~6.5~~4 The City and County shall ensure a continuous stream of current land-use and development data from all agencies affecting land-use and development within the Boundary, and shall provide for the electronically enhanced storage, retrieval and analysis of this data.

~~6.6~~5 The City Manager shall prepare an annual report to the Urban Area Planning Commission, the City Council, the Board of County Commissioners and other appropriate Boards and Commissions on the location, type, and degree of development within the Boundary. The annual report shall include information on

the cost and availability of various housing types and densities, on the addition to or depletion of the capacity of basic urban services (water, sewer, storm drainage, streets and parks), and the adequacy of serviced, buildable lands for each land use type shown on the Comprehensive Plan Land Use Map.

These yearly reports and analyses shall be used by the City and County to guide ~~minor~~ revisions to the Comprehensive Plan, ~~and activating portions of the reserve lands, between the periods of major review and revision.~~

CITY OF GRANTS PASS COMMUNITY DEVELOPMENT DEPARTMENT

**COMPREHENSIVE PLAN TEXT AMENDMENT
POPULATION ELEMENT
FINDINGS OF FACT - CITY COUNCIL**

Procedure Type: Type IV: Planning Commission Recommendation and City Council Decision
Project Number: 07-40500003
Project Type: Comprehensive Plan Text Amendment
Applicant: City of Grants Pass
Planner Assigned: Tom Schauer
Application Received: September 5, 2007
Application Complete: September 5, 2007
Date of Planning Commission Staff Report: October 17, 2007
Date of Planning Commission Hearing: October 24, 2007
Date of City Council Staff Report: November 28, 2007
Date of City Council Hearing: December 5, 2007, February 6, 2008, February 20, 2008 (for second reading of ordinance and roll call vote only)

I. PROPOSAL:

Proposed amendment to the population element of the Comprehensive Plan to reflect population forecast for the 2007-2027 planning period. ***See Exhibit "A" to the ordinance in the City Council packet for the proposed amendment.***

II. AUTHORITY AND CRITERIA:

The authority and criteria are provided in the Planning Commission's Findings of Fact.

III. APPEAL PROCEDURE:

The City Council's final decision may be appealed to the State Land Use Board of Appeals (LUBA) as provided in state statutes. A notice of intent to appeal must be filed with LUBA within 21 days of the Council's written decision.

IV. PROCEDURE:

A. The application was submitted on September 5, 2007. The application was deemed complete on September 5, 2007 and processed in accordance with Sections 13.5.5 and 13.8 of the Comprehensive Plan, Sections III and V of the 1998 Intergovernmental Agreement, and Section 2.060 of the Development Code.

- B. Notice of the proposed amendment and the October 24, 2007 Planning Commission public hearing was mailed to the Oregon Department of Land Conservation and Development on September 5, 2007 in accordance with ORS 197.610 and OAR Chapter 660-Division 18.
- C. Notice of the proposed amendment and the October 24, 2007 Planning Commission public hearing was provided to Josephine County on September 5, 2007 in accordance with the 1998 Intergovernmental Agreement.
- D. Public notice of the October 24, 2007 Planning Commission public hearing was published in the newspaper on October 17, 2007 in accordance with Sections 2.053 and 2.063 of the Development Code.
- E. A public hearing was held by the Planning Commission on October 24, 2007 to consider the request and make a recommendation to City Council. The Planning Commission recommended approval of the proposed amendment.
- F. Copies of the findings with the Planning Commission's recommendation were mailed to parties who requested a copy.
- G. Notice of the proposed amendment and the December 5, 2007 City Council public hearing was published in the newspaper on December 1, 2007 in accordance with Sections 2.053 and 2.063 of the Development Code.
- H. A public hearing was held by the Grants Pass City Council on December 5, 2007 to consider the request. The City Council continued the hearing to a date certain of February 6, 2008.
- I. On January 7, 2008 the Josephine County Rural Planning Commission held a public hearing to consider a coordinated population forecast for Josephine County. The Rural Planning Commission made the final land use decision adopting the coordinated forecast. The proposed forecast for Grants Pass is consistent with the coordinated county-wide forecast adopted by the county.
- J. On February 6, 2008, the Grants Pass City Council held the hearing continued from December 5, 2007 to consider the request. The Council voted on the proposal and ordinance. Because the second reading of the ordinance by title only was not unanimous, the action was continued to February 20, 2008 in accordance with Charter provisions pertaining to ordinance adoption.
- K. On February 20, 2008, the action was continued from February 6, 2008 for the second reading of the ordinance and the vote and roll call on the ordinance.

V. SUMMARY OF EVIDENCE:

- A. The basic facts and criteria regarding this application are contained in the City Council staff report and exhibits, which are attached as Exhibit "A" and incorporated herein.
- B. The minutes of the December 5, 2007 public hearing held by the City Council, which are attached as Exhibit "B", summarize the oral testimony presented and are hereby adopted and incorporated herein.

- C. The minutes of the February 6, 2008 public hearing held by the City Council, which are attached as Exhibit "C", summarize the oral testimony presented and are hereby adopted and incorporated herein.

VI. GENERAL FINDINGS - BACKGROUND AND DISCUSSION:

This proposal will replace the existing Population Element of the Comprehensive Plan and make adjustments to the Population Element Goal and Policies for consistency of internal references to the material in the new Population Element.

The population element of the comprehensive plan was last amended in 1994. The population characteristics and forecasts were based on 1990 census data and the forecast did not extend beyond 2010.

The proposed amendment updates the factual basis of the population element using 2000 census data, PSU annual population estimates through 2006, and recent statistics for subdivision and construction activity in Grants Pass and Josephine County.

The proposed amendment provides a 20-year forecast to 2027 consistent with the requirements of state administrative rules (OAR 660-024-0030).

The population forecast is the foundational component for subsequent analysis to perform employment forecasts and determine housing needs and subsequently evaluate how to meet associated land use needs.

VII. FINDINGS OF CONFORMANCE WITH APPLICABLE CRITERIA:

For amending the findings, goals, policies, and Land Use Map of the Comprehensive Plan, the City Council and Board of County Commissioners shall base their conclusions upon, and adopt findings in consideration of, all of the following criteria:

CRITERION (a): Consistency with other findings, goals and policies in the Comprehensive Plan.

City Council's Response: Satisfied. The proposed amendment replaces the old population data basis and findings, and it includes necessary changes to the Population Element goal and policies for internal consistency with the amended data basis and findings.

The population element is the foundational element for subsequent planning actions that will result in amendments to other components of the comprehensive plan. The population element must be adopted in order to proceed as the basis for other amendments to the comprehensive plan. Those elements will subsequently be revised consistent with the updated population element.

CRITERION (b): A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.

City Council's Response: Satisfied. The amendments are proposed in response to a change in circumstances. The proposal amends the data base

and findings, and it includes changes to the Population goal and policy statements for consistency with the new population element.

The population element of the comprehensive plan was last amended in 1994. The population characteristics and forecasts were based on 1990 census data and the forecast did not extend beyond 2010.

The proposed amendment updates the factual basis of the population element using 2000 census data, PSU annual population estimates through 2006, and recent statistics for subdivision and construction activity in Grants Pass and Josephine County.

The proposed amendment provides a 20-year forecast to 2027 consistent with the requirements of state administrative rules (OAR 660-024-0030).

CRITERION (c): Applicable planning goals and guidelines of the State of Oregon.

City Council's Response: Satisfied. Applicable statutes and administrative rules are ORS 195.036 (Area population forecast; coordination), OAR 660-024-0030 (Population forecasts), OAR 660-024-0040(4) (Land need), parts of OAR 660-015-0000(2) (Goal 2: Land Use Planning), and parts of OAR 660-015-0000(14) (Goal 14: Urbanization).

Section 6.11 of the proposed Population Element attached as *Exhibit 1 to the Planning Commission Staff Report*, provides further information regarding consistency with the requirements of ORS 195.036 and OAR 660-024-0030 for a coordinated population forecast. The proposed Population Element includes a factual basis and 20-year forecast consistent with the statute and administrative rule.

In addition, consistency of the population element and forecast with the provisions of ORS 195.036 and OAR 660-024-0030 ensure consistency of subsequent planning decisions with the provisions of Statewide Planning Goal 2: Land Use Planning and Goal 14: Urbanization.

Goal 2: Land Use Planning (OAR 660-015-0000(2))

While Goal 2 doesn't specify requirements for preparing the population element or forecast, it does require that subsequent planning decisions be based on an adequate factual basis, including population and economic characteristics, as follows:

Goal

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

Guidelines

...C. PLAN CONTENT

1. Factual Basis for the Plan. Inventories and other forms of data are needed as the basis for the policies and other decisions set forth in

the plan. The factual basis should include data on the following as they relate to the goals and policies and other provisions of the plan... **(c) population and economic characteristics of the area...**

Goal 14: Urbanization (OAR 660-015-0000(14))

While Goal 14 doesn't specify requirements for preparing the population element or forecast, it does require that subsequent planning decisions be based on the coordinated 20-year forecast.

When evaluating needs for land for housing or employment, Statewide Planning Goal 14, Urbanization, requires the local governments to coordinate again and to use the 20-year population forecast developed pursuant to ORS 195.036:

...**Land Need.** Establishment and change of urban growth boundaries shall be based on the following: ... (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments...

This text in Goal 14 is included and further supported under the administrative rules for Urban Growth Boundaries, OAR 660-024-040(4), Land Need:

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

Criterion (c) is satisfied by providing a population factual basis and forecast consistent with the requirements of ORS 195.036 (Area population forecast; coordination) and OAR 660-024-0030 (Population forecasts). The forecast will also satisfy subsequent planning decisions that rely on the population forecast, including the above requirements of Goal 2, Goal 14, and OAR 660-024-0040. The City Council's final action on the Population Element is consistent with the coordinated county-wide forecast adopted by Josephine County.

CRITERION (d): Citizen review and comment.

City Council's Response: Satisfied. The City Council appointed a Steering Committee made up of diverse community representatives to review materials and make recommendations to the Urban Area Planning Commission and Grants Pass City Council. The Steering Committee made a recommendation to adopt the proposed population forecast. In addition, Steering Committee meetings are open public meetings (not public hearings) that have been noticed on the City's web site and other locations. The agendas for their meetings include a time for input from the public and an opportunity to submit comments to the committee.

The draft forecast has been available for over 7 months, and it is available on the City web site. A joint workshop was held with the City Council, Josephine County Board of Commissioners, and Urban Area Planning Commission on September 4, 2007. This was an open public meeting (not a public hearing) attended by citizens.

So far, the City has also conducted an online survey and a community workshop which were publicized and advertised in the newspaper.

The City provided notice 45-days in advance of the Planning Commission hearing to DLCD and Josephine County. Public notice is provided for the public hearings, and the City is also maintaining a list of parties who have expressed interest in the UGB evaluation process, and direct notice of the public hearing was provided to these interested parties. The City also maintains a website pertaining to the UGB evaluation process with information, draft documents, and minutes of the Steering Committee meetings. Interested parties have also been notified of the information available on the website.

Written and oral testimony was also provided at the Planning Commission hearing. *Exhibit B* to the Planning Commission findings provides the transcript of the oral testimony. Written testimony is attached as exhibits.

Testimony was also provided at the City Council's public hearing on December 5, 2007, its continuation to February 6, 2008, and the final action on February 20, 2008. The minutes are attached as exhibits to these findings.

Josephine County also took testimony as part of the public hearing they held on the coordinated county-wide population forecast.

CRITERION (e): Review and comment from affected governmental units and other agencies.

City Council's Response: Satisfied. 45-day notice was provided to the Department of Land Conservation and Development (DLCD) in accordance with OAR 660 Division 18. OAR 660-18-0035 provides that if DLCD is participating in the proceeding, they shall notify the local government 15 days prior to the first evidentiary hearing.

OAR 660-018-0035. Department Participation

If the Department is participating in a local government proceeding for which notice was received under OAR 660-018-0020, the Department shall notify the local government. The Department notification shall occur at least 15 days prior to the first evidentiary hearing on adoption as specified in notice received under OAR 660-018-0020 and shall indicate any concerns with the proposal and recommendations considered necessary to address the concerns including, but not limited to, suggested corrections to achieve compliance with the Goals.

DLCD did not provide notification to the City. DLCD's Southern Oregon Field Representative has also been attending and participating in Steering Committee meetings.

The Steering Committee includes representatives from affected governmental units and agencies, providing an opportunity to participate as work products are developed.

ORS 195.036 requires that the population forecast be coordinated for the county and all of the cities within the county. The statute requires the forecast to be coordinated by a designated coordinating agency, in this case Josephine County. The coordination involves Josephine County and the two incorporated cities within the County, Grants Pass and Cave Junction. Josephine County held a public hearing and adopted the final land use decision adopting the coordinated county-side forecast on January 7, 2008. The forecast for Grants Pass adopted by City Council is consistent with the coordinated county-wide forecast.

The Steering Committee includes representatives from the Board of Commissioners and the Rural Planning Commission. A representative for the City of Cave Junction has also attended Steering Committee meetings and participated in the discussions regarding the coordinated population forecast. The City of Cave Junction has adopted a forecast consistent with the coordinated forecast adopted by Josephine County.

45-day notice was also provided to Josephine County in accordance with the 1998 Intergovernmental Agreement for the Urbanizing Area. See comments attached as *Exhibit "C" to the Planning Commission's Findings of Fact*.

CRITERION (f): A demonstration that any additional need for basic urban services (water, sewer streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the requisite changes to said utility plans and service policies as a part of the requested Comprehensive Plan amendment.

City Council's Response: Satisfied. The proposed amendment provides the foundation and factual basis on which subsequent planning actions will rely. The forecast itself does not make any changes to the land use plan, change any land use designations, or result in additional urban lands which public facilities and services are needed. It is the prerequisite to subsequent steps in the planning process. Public facility needs, plans, and policies will be evaluated and addressed as part of the decision-making in conjunction with any changes to the land use plan.

CRITERION (g): Additional information as required by the review body.

City Council's Response: Satisfied. The Planning Commission received sufficient information to make a recommendation to City Council, and through the public hearings, the City Council received sufficient information to take action on the amendment.

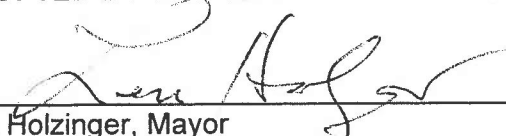
CRITERION (h): In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

City Council's Response: Not Applicable. Criterion (b) is applicable. The Plan was not adopted in error. The proposed amendments are adopted in response to a change in circumstances. See Criterion (b) for discussion of the change in circumstances.

VIII. DECISION AND SUMMARY:

The City Council found the applicable criteria were satisfied and **APPROVED** the proposed Comprehensive Plan amendment.

IX. ADOPTED BY THE GRANTS PASS CITY COUNCIL this 20th day of February 2008.



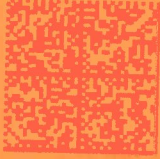
Len Holzinger, Mayor

NOTE: The application is a legislative amendment and is not subject to the 120-day limit.

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City of Grants Pass

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Grants Pass, OR 97526

TO:

ATTENTION: PLAN AMENDMENT SPECIALIST
DLCD
635 CAPITOL STREET NE, SUITE 150
SALEM, OR 97301-2540

DEPT OF

FEB 27 2008

**LAND CONSERVATION
AND DEVELOPMENT**