

## RESOLUTION NO. 13-6075

### A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS PROVIDING DIRECTION TO STAFF ON THE POPULATION FORECAST AND SCOPE OF WORK FOR THE UGB / URBAN AREA PLANNING WORK.

#### WHEREAS:

- 1 In 2008, the Grants Pass City Council and Josephine County Board of Commissioners adopted coordinated population forecasts for the Grants Pass Urban Area; and
2. In January 2013, the Oregon Office of Economic Analysis (OEA) issued a new 2010-2050 draft population forecast for Oregon and its counties. Their final forecast was issued in March 2013; and
- 3 The City Council considered whether to continue the UGB planning work using the adopted urban area forecast, or whether to initiate a new forecast for the Grants Pass urban area based on OEA's new forecast for Josephine County; and
- 4 The City Council considered a 'share' based population forecast methodology for the Grants Pass urban area, based on OEA's new forecast for Josephine County; and
- 5 The City Council considered options for different scopes of work based on use of a new forecast; and
- 6 The City Council considered methodologies for updating adopted population, housing, economy and urbanization documents based on use of a new forecast; and
- 7 The actions below pertaining to the forecast and scope require concurrence by the City Council and Josephine County Board of Commissioners.
8. On March 20, 2013, the City Council approved Resolution 6049 providing direction to staff on the forecast, 'needs documents' updates, and scope of work. As provided below this resolution revises the direction previously provided to staff in Resolution 6049

**NOW, THEREFORE, BE IT RESOLVED** by the Council of the City of Grants Pass:

**Section 1 Forecast.** Staff is directed to initiate an amendment to the population forecast based on the new forecast from Oregon Office of Economic Analysis (OEA) for Josephine County using the methodology for the Grants Pass urban area described in an April 9 2013 memo, attached as Exhibit A.

**Section 2. 'Needs Documents' Updates.** Staff is directed to update the 'needs documents' (population, housing, economy urbanization, etc.) based on

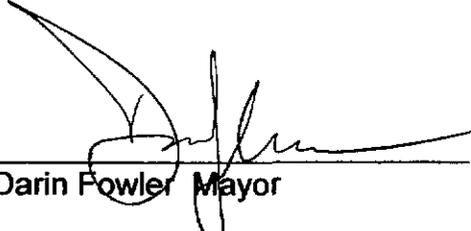
a proportion of the total identified needs corresponding to the new forecast. Staff is directed to update the buildable lands inventory by deducting acreage/properties that have since developed from the original adopted inventory

**Section 3. Scope.** Staff is directed to proceed with planning to establish a 20-year UGB and an additional 10-year Urban Reserve based on the new forecast for the urban area. In addition to the required planning for the UGB staff is directed to conduct infrastructure planning for the 30-year period, including the Urban Reserve area, and the necessary conceptual land use planning for the Urban Reserve that is required for the infrastructure plans.

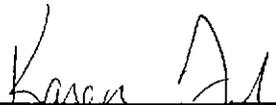
**EFFECTIVE DATE** of this Resolution shall be immediate upon its passage by the City Council and approval by the Mayor

**ADOPTED** by the Council of the City of Grants Pass, Oregon, in regular session this 15<sup>th</sup> day of May, 2013.

**SUBMITTED** to and Approved by the Mayor of the City of Grants Pass, Oregon, this 17 day of May, 2013 to be effective on the date indicated as adopted by the City Council.

  
\_\_\_\_\_  
Darin Fowler Mayor

**ATTEST**

  
\_\_\_\_\_  
Karen Frerk, City Recorder

Date submitted to Mayor: 5/16/13

Approved as to Form, Mark Bartholomew, City Attorney 

# EXHIBIT      A City of Grants Pass



## MEMO

**To:** Mayor Fowler and Members of the Grants Pass City Council  
Josephine County Board of Commissioners

**From:** Tom Schauer, Senior Planner

**Re:** Methodology for Final Draft Grants Pass Urban Area Population Forecast

**Date:** April 9, 2013

**cc:** David Wechner, Michael Black, Carla Angeli Paladino, Josh LeBombard

On March 28, 2013, the Oregon Office of Economic Analysis (OEA) issued its new *final* population forecast for Oregon and its counties for 2010-2050. Below is a summary of the methodology used to develop the final draft population forecast for the Grants Pass urban area, based on OEA's final forecast. This methodology is consistent with Resolution 6049 approved by the City Council on March 20, 2013.

The term 'urban area' population used below refers to population forecast to be within an Urban Growth Boundary (UGB) over time. For the current planning work, it is used in the context of a 30-year period from 2013-2043, with a UGB population for the initial 20-year period from 2013-2033 and a possible Urban Reserve population for the additional 10-year period from 2033-2043. (As used here, this is entirely different than Census Bureau 'urbanized area' designations and definitions). The forecast will also be extended out to 2050 to correspond the OEA forecast period.

### **Final Draft Grants Pass Urban Area Population Forecast & Methodology**

#### ***OEA March 28, 2013 Final Forecast for Josephine County & Modified Base Year***

On March 28, 2013, the Oregon Office of Economic Analysis (OEA) issued its new *final* population forecast for Oregon and its counties for 2010-2050. OEA's methodology uses separate 5-year growth rates for each county for each five-year period through 2050. *See Exhibits 1A, 1B, and 1C.* The final forecast differed slightly from the original draft.

As with their January draft forecast, OEA's March 28, 2013 final population forecast for counties applied growth rates starting from the 2010 Census and PSU population data. For Josephine County, this exceeded PSU's subsequent 2012 population estimate.

Therefore, consistent with the methodology approved in Resolution 6049, the Grants Pass urban area forecast is based on a modification to OEA's Josephine County forecast. It adjusts the OEA forecast to begin with PSU's 2012 population estimate and then applies OEA's growth rates beginning with that base year population. This is the only difference. This doesn't significantly affect the additional population growth being planned for, but it better reflects the total population (current and future).

### ***'Share' Method for Grants Pass Urban Area***

The OEA forecast only includes counties and the state total. It doesn't include forecasts for areas smaller than counties, such as cities and UGBs. Therefore, it is necessary to develop a forecast for the urban area. The methodology for the draft Grants Pass urban area forecast is based on a 'share' method, where the population of the urban area was calculated as a share of the total county population.

The actual Grants Pass UGB share of the Josephine County population increased from 40% in 1990 to 42% in 2000 (an increase of 1% each 5 years for the 10-year period from 1990-2000) to 46% in 2010 (an increase of 2% each 5 years for the 10-year period from 2000-2010). ***See Exhibit 2.*** This is a total increase of 6% share from 1990-2010, or an average increase of 1.5% each 5 years for the 20-year period.

For the Grants Pass urban area forecast, the assumption is the share will increase 1% each five years for the first 20 years (2013-2033), beginning from the current 46% share. For the next 10 years (2033-2043) and beyond, it assumes the increasing share slows to 0.5% every 5 years, increasing to 51% in 2043. This generally corresponds to a slower county growth rate based in demographics toward the end of the forecast period. ***See Exhibit 3.***

The 'share' methodology for the Grants Pass Urban Area described above does not directly use a growth rate, but equivalent growth rates can be calculated from the figures, and they are shown below.

### ***Results***

This methodology results in the following population growth for the Grants Pass urban area:

2013-2033 (20-year): +13,125 people (~1.48% 20-yr AAGR)  
2033-2043 (10-year): +4,771 people (~0.89% 10-yr AAGR)  
2013-2043 (30-year): +17,896 people (~1.29% 30-yr AAGR)

***Note 1:*** Once the UGB is expanded, the base year UGB population will initially increase due solely to the boundary change. The amount of the increase will differ depending on which areas are included in the UGB. Rather than confuse the forecast issue with differing initial ***total population*** figures, the ***new population*** figures above can be added to the base year population that would result from the initial transfer of population from outside to inside the boundary, regardless of that initial total.

***Note 2:*** With the 'share' methodology (and other methodologies), population is usually assumed to be assigned to mutually exclusive areas: urban areas inside a UGB and rural areas outside UGB. However, depending how a UGB and Urban Reserve are managed, some of the rural share of the growth could initially occur within a UGB or Urban Reserve before urban zoning is applied to those lands. Therefore, there could be overlapping areas where a portion of the rural share occurs in these areas initially and a portion of the urban share occurs in these areas later.

**Oregon Office of Economic Analysis (OEA) March 28, 2013 Final Population Forecast - Josephine County**  
 (Josephine County Data Excerpted from Forecast for Oregon and Counties)

Josephine Co. Population	Area Name	Estimate										FORECAST				
		1980	1985	1990	1995	2000	2005	2010	2015	2020	2025	2030	2035	2040	2045	2050
Population	Josephine	58,982	60,666	62,985	71,313	75,897	79,134	82,775	85,313	90,776	96,468	101,596	105,829	109,526	112,906	116,217

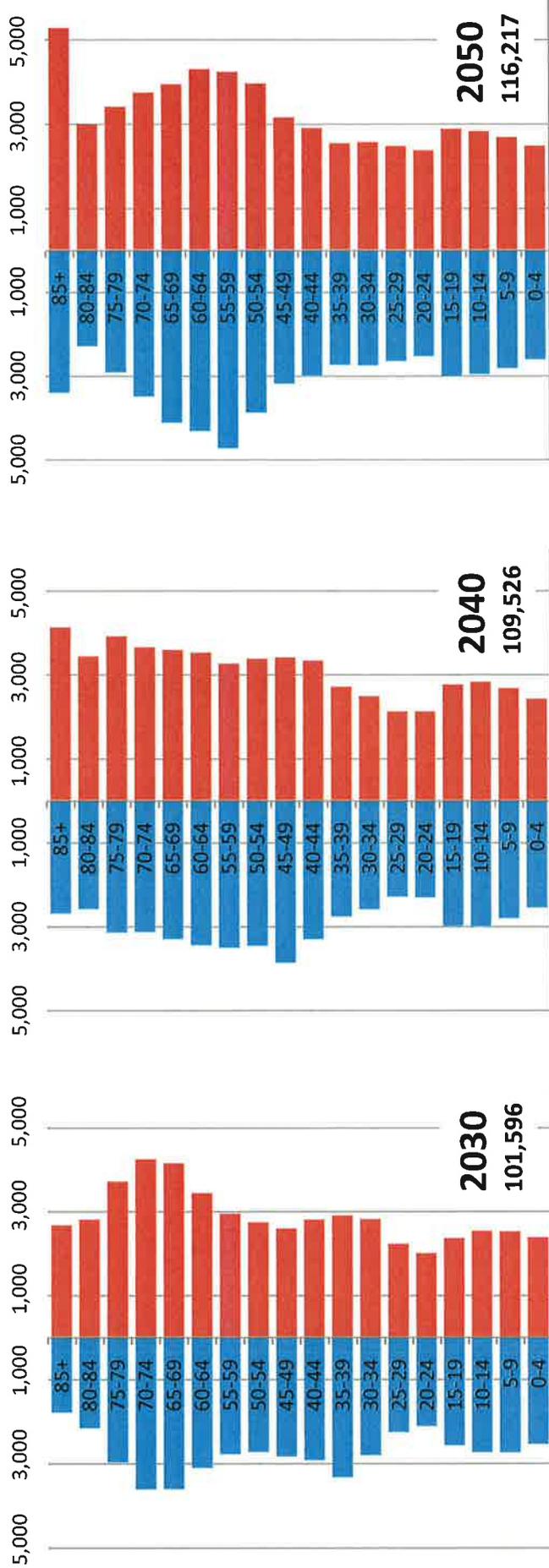
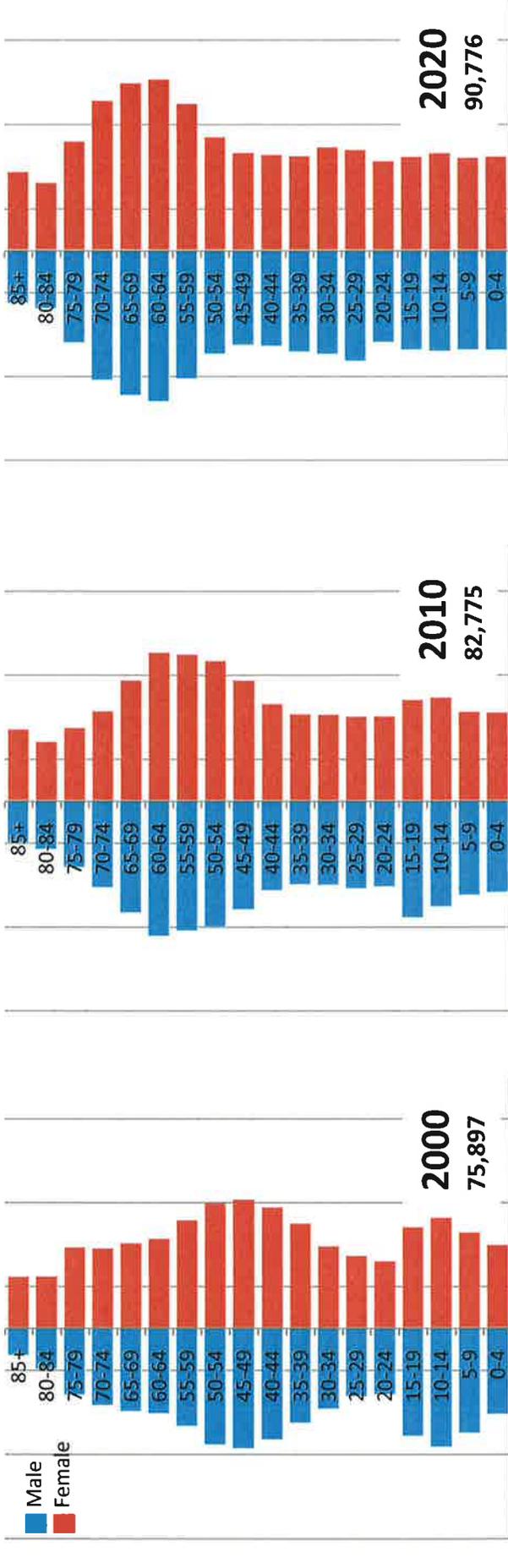
Components of Change	Area Name	Estimate										FORECAST									
		1980-1985	1985-1990	1990-1995	1995-2000	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	2035-2040	2040-2045	2045-2050						
Population Change	Josephine	1,684	2,319	8,328	4,584	3,237	3,641	2,538	5,463	5,692	5,128	4,233	3,697	3,381	3,311						
Annualized Growth Rate	Josephine	0.56%	0.75%	2.48%	1.25%	0.84%	0.90%	0.60%	1.24%	1.22%	1.04%	0.82%	0.69%	0.61%	0.58%						
Number of Births	Josephine	4,158	3,990	3,984	3,978	3,857	4,238	4,039	4,352	4,592	4,659	4,702	4,714	4,789	4,848						
Number of Deaths	Josephine	3,107	3,626	4,109	4,739	5,100	5,429	5,605	5,973	6,556	7,295	8,209	8,747	9,130	9,252						
Natural Increase (Births - Deaths)	Josephine	1,051	364	-125	-762	-1,243	-1,191	-1,566	-1,621	-1,964	-2,636	-3,507	-4,033	-4,341	-4,404						
Death/Birth Ratio	Josephine	0.75	0.91	1.03	1.19	1.32	1.28	1.39	1.37	1.43	1.57	1.75	1.86	1.91	1.91						
Net Migration	Josephine	634	1,955	8,453	5,499	4,480	4,832	4,103	7,084	7,656	7,763	7,740	7,730	7,723	7,714						

(Calculations by City of Grants Pass in Italics)

**EXHIBIT**

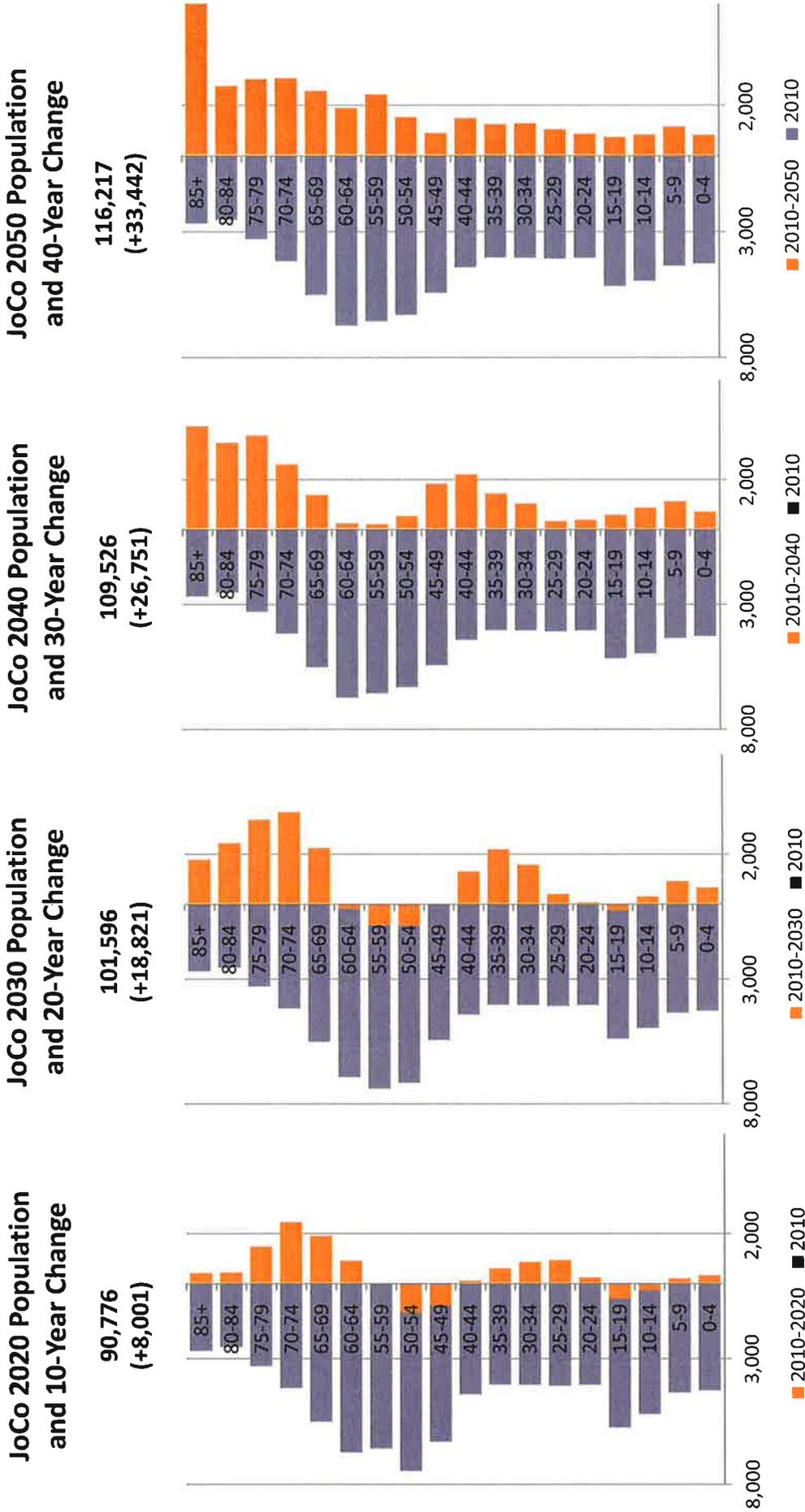
**1A**

# Josephine County Population 2000-2050, OEA March 28, 2013 Forecast



# Josephine County Population Change from 2010

OEA Final Forecast, March 28, 2013 (by 5-Year Age Group)



**Population Census and Estimates**

	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Difference</b>		
				<b>1990-2000</b>	<b>2000-2010</b>	<b>1990-2010</b>
<b>City of Grants Pass</b>	17,488	23,003	34,533	5,515	11,530	17,045
<b>Grants Pass UGB (est)</b>	*25,069	32,085	37,928	7,016	5,843	12,859
<b>Unincorporated UGB (est)</b>	*7,581	9,082	3,395			
<b>Josephine County</b>	62,649	75,726	82,713	13,077	6,987	20,064
<b>City Share of County</b>	28%	30%	42%			
<b>UGB Share of County</b>	40%	42%	46%			

Census figures are for April 1

The 1990 data was taken from the previous Comprehensive Plan Population Element.

At least one PSU Table shows the April 1, 1990 population as 17,503 rather than 17,488 (possibly the July 1, 1990 estimate inadvertently referenced).

The 1990 Urbanizing Area estimate was developed using Census Tract data

2000 and 2010 UGB estimates were developed using Census Block data and aggregation

A subsequent calculation of 2000 UGB population resulted in an estimate of 32,148, a difference of 63

**EXHIBIT**

2

**Final Grants Pass Urban Area Draft Forecast Methodology**

**Based on OEA March 28, 2013 Final Forecast for Josephine County, with Modified JoCo Base Year, Unmodified JoCo Growth Rates**

<b>Year</b>	<b>Jo Co</b>	<b>Share</b>	<b>GPUGB</b>
<b>2010</b>	82,775	0.458	37,928
<b>2011</b>	82,820	0.459	38,055
<b>2012</b>	82,775	0.461	38,135
<b>2015</b>	84,289	0.464	39,110
<b>2020</b>	89,686	0.474	42,511
<b>2025</b>	95,310	0.484	46,130
<b>2030</b>	100,376	0.494	49,586
<b>2035</b>	104,558	0.502	52,488
<b>2040</b>	108,211	0.507	54,863
<b>2045</b>	111,550	0.512	57,114
<b>2050</b>	114,822	0.517	59,363
<b>2013</b>	83,276	0.460	38,307
<b>2033</b>	102,865	0.500	51,433
<b>2043</b>	110,202	0.510	56,203

Five-year figures for GPUA are only intended as interim figures necessary to develop figures for 2013, 2033, and 2043

Estimates for GPUA for 2011 & 2012 based on addition of PSU's 2011 & 2012 City of GP estimates and 2010 Census data for unincorporated UGB.

**GPUA**