

Adopted Population Projections for Yamhill County and Urban Areas Extended Using Growth Rates Implied in Adopted Plans
08/24/2011

Area	2010 Population (PSU)	2010 UGB Population (1)	1990-2010 AAGR (for city/county)	2000-2010 AAGR (for city/county)	Adopted Population Projection	For Year	AAGR Implied in Adopted Plan	Source for AAGR	UGB Population Projection Extended to 2031 Using AAGR Implied in Adopted Plan (2)
Yamhill County	99,405	76,892	2.09%	1.32%	125,144	2023	1.81%	Office of Economic Analysis, 2004 (3)	146,067
Amity	1,615	1,617	1.60%	0.88%	2,481	2030	2.16%	Amity Comprehensive Plan, 2011, YC Ord 864	2,535
Carlton	2,015	2,015	2.24%	2.86%	2,379	2027	1.70%	Carlton EOA, 2007	2,871
Dayton	2,535	2,709	2.57%	1.80%	3,892	2028	2.25%	Dayton Comprehensive Plan 2009	4,323
Dundee	3,170	3,170	3.27%	1.98%	6,351	2031	3.36%	Dundee Waste Water Treatment Facility Plan Update, 2010	6,351
Lafayette	3,740	3,740	5.46%	3.76%	5,257	2024	3.00%	Lafayette Comprehensive Plan, 2001	6,958
McMinnville	32,240	32,568	2.98%	1.96%	44,055	2023	2.20%	McMinnville Comprehensive Plan, 2003, YC Ord 730 (4)	52,432
Newberg	22,110	22,674	2.65%	2.02%	39,921	2030	2.87%	Newberg Comprehensive Plan, 2011 (5)	40,881
Sheridan	6,125	6,199	2.18%	0.97%	7,675	2020	2.00%	Sheridan TSP, 1999 (6)	10,631
Willamina (part in Yamhill County)	1,180	1,180	-0.06%	0.45%	2,101	2016	0.65%	Willamina TSP, 1998	1,352
Yamhill city	1,020	1,020	0.84%	2.58%	1,525	2030	2.20%	City of Yamhill Comprehensive Plan, 2008 (7)	1,559
Balance of County	23,655	22,301	0.44%	-0.45%					16,176

AAGR: Average Annual Growth Rate

- (1) 2010 UGB Population is the July 1, 2010 PSU population estimate plus the 2010 Census population for blocks between the city limits and the UGB.
- (2) The adopted population projection was extended to the future year by applying the Average Annual Growth rate implied in the adopted projection to the 2010 UGB population for each urban area, except as noted below.
- (3) The 2023 population projection was developed using 1997 OEA projections and adopted by YC Ord 730. The 2031 population projections were developed using the 2004 OEA projected growth rates for Yamhill County, which are 1.81% 2010-2030, and 1.63% for 2030-2035. The projection also includes an anticipated growth of 2,250 population in the Sheridan Federal Correctional Institution.
- (4) Year 2031 population projection was derived by extending the adopted 2023 population projection to 2031 at the plan's projected AAGR of 2.20%.
- (5) Newberg's Comprehensive Plan projects an AAGR of 2.41% from 2030-2035.
- (6) Projection is for a general city 2031 population of 6,631 and a Federal Correctional Institution population of 4,000.
- (7) Year 2031 population projection was derived by extending the adopted 2030 population projection to 2031 at the plan's projected AAGR of 2.20%.

YAMHILL COUNTY STAFF REPORT
YAMHILL COUNTY PLANNING COMMISSION

HEARING DATE: September 1, 2011

DOCKET NO.: PA-01-11

REQUEST: The request is to adopt a 20-year coordinated population projection for Yamhill County and the 10-municipalities within Yamhill County.

APPLICANT: Yamhill County (at the request of the City of Newberg)

LOCATION: The projections would apply to the unincorporated areas of Yamhill County and the cities of Amity, Carlton, Dayton, Dundee, Lafayette, McMinnville, Newberg, Sheridan, Willamina and Yamhill.

CRITERIA: The Yamhill County Comprehensive Plan, the Oregon Administrative Rules 660-024-0030 and Oregon Revised Statute 195.036.

EXHIBITS:

1. August 24, 2011 letter with population table, from Barton Brierley, Newberg Planning Director.
2. May 11, 2011 application from the City of Newberg
3. State statutes and administrative rules
4. Public Notice
5. Comments received

COMMENTS RECEIVED:

August 22, 2011, letter from Mia Nelson, 1,000 Friends of Oregon.
August 18, 2011, e-mail from Doug Montgomery, City of McMinnville Planning Director.
August 15, 2011, letter from Steven M. Oulman, DLCD Regional Representative.
July 18, 2011, e-mail, with attachments, from John Morgan, City of Yamhill.
June 28, 2011, e-mail from Larry Layton, Amity City Administrator.
June 23, 2011, e-mail from Jim Jack, City Planner, approving Lafayette 3% growth rate.
June 21, 2011, letter from Francis D. Sheridan, City Manager for the City of Sheridan.
June 16, 2011, e-mail from Barton Beierley, noting Dundee's growth projection.
June 14, 2011, e-mail from Ms. Mattson stating that Dayton accepts the proposed 2.2% AAGR.

FINDINGS:

Instead of going over the same criteria that is covered in the City's application, the County's staff report will go over the background on the issue and respond to some of the concerns voiced since the application has been filed.

A. Background Facts

1. *History of the Issue (Yamhill County's perspective):* In 1995 the legislature passed HB 2709. It required local jurisdictions to maintain a 20-year supply of buildable residential lands and lands zoned for public schools. If there was not an adequate supply of land then the local jurisdiction is required to expand the urban growth boundary (UGB), increase the density or both. Along with this directive to the cities, the bill established that the coordinating body (county) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans and shall coordinate the forecast with the local governments within its boundary. This bill was passed and signed September 9, 1995. No money and very little directive was given to the counties as to how to administer this new, dubious, honor of population coordination with every jurisdiction within the county.

Just after HB 2709 was passed the Yamhill County Planning Department and Road Department embarked on writing a transportation system plan. They hired JRH Transportation Engineering to assist with this endeavor. To complete the transportation plan, population information was used from the Portland State University (PSU) Center for Population Research and Census. The estimates for 1994 through 2014 were included in the report. The Yamhill County Transportation System Plan was finalized, adopted and "acknowledged" by the Department of Land Conservation and Development (DLCD) on March 27, 1996.

During this time Yamhill County was informed that the Department of Administrative Services (DAS) was going to provide population estimates. In January of 1997, those estimates were provided to Yamhill County. These estimates differed significantly from what was already adopted in the Transportation System Plan (TSP). For example, the TSP showed a 2014 population projection of 116,975. The DAS estimate for 2015 was 110,253. In 1997, upon receipt of the population numbers, Sandy Mathewson, Associate Planner with Yamhill County, was given the task of meeting with representative from the cities and coming up with a coordinated projection. The results of the meeting were that 1) the cities did not like the DAS estimates and believed they were too low; 2) the cities found the county TSP projection to be acceptable for the time being but they may want to adopt a different (typically larger) number; 3) the cities were each at varying stages of the UGB process and were not ready for county-wide population coordination; and 4) they desired to do this on a case-by-case basis. There was some talk by the cities of assisting the County with funding for a demographic study and this appears to have extended into 1998, however no study was ever funded.

Based on the meetings with the cities it was decided that Yamhill County would use the 1994 to 2014 population projections as the starting point for future projections because it was one that was “acknowledged” from DLCD. Also, instead of trying to adopt a set of numbers that was unpopular with the local jurisdictions, it was decided to treat each city on a case-by-case basis. The coordination would be done by individual requests from each city. While DLCD frowned on this approach (and informed us of that on numerous occasions), there was no case law to show it was not an acceptable practice. Eventually, the Yamhill County Board of Commissioners decided to adopt a Board Order to make it clear that the Planning Director had the authority to maintain the forecast for the County and each jurisdiction within the County (B.O. 01-582). The system that was developed allowed the city to submit a request for their coordinated population figure and to provide information to back up the request. The Planning Director would then evaluate the figure. If the Director agreed with the number he would write back approving the request and would state that the figure would be adopted the next time the comprehensive plan was modified for that jurisdiction.

2. *Process:* The City of Newberg has initiated this process. The complete reasons for this amendment are detailed in their applications. In short, the Land Use Board of Appeals ruled that the City of Newberg’s 2005 population projection is not considered coordinated because it was not adopted as part of the Yamhill County Comprehensive Plan.¹ Staff at DLCD have indicated that they will not accept anything less than a 20-year projection for each city within Yamhill County. They have informed us that in order for Newberg to have a coordinated projection, it must be a projection coordinated with every jurisdiction in Yamhill County. Newberg’s original proposal was to go to the year 2030, however, DLCD staff indicated it had to be a 20-year projection so the numbers have been amended to 2031.

After mailing the 45-day notice to DLCD, an e-mail was sent to the Planning representative for each jurisdiction. As of the writing of this staff report no jurisdiction had major objections to the numbers. A few of the cities have asked for some adjustments and their responses are attached. After the e-mail correspondence, notice was mailed to each jurisdiction with an updated chart and the hearing notice was printed in both the Newberg Graphic and News Register newspapers. The results of the Planning Commission hearing will also be communicated to each jurisdiction prior to the Board of Commissioners hearing. While DLCD staff has assured us that not every jurisdiction

¹It is interesting to note that the City of Newberg and Yamhill County have an identified Urban Reserve Area which is based on population projections 30 to 50 years into the future. On July 16, 2008, Yamhill County adopted Ordinance 828. This ordinance enacted the 2007 Urban Reserve Area for the City of Newberg. On page 42 of Exhibit C, this ordinance adopts a future population forecast of 42,870 for the year 2030 and 54,097 for the year 2040.

needs to be “happy” with the final number, the Yamhill County Planning Department’s goal is to complete this process with the fewest objections from the affected jurisdictions.

3. *McMinnville’s Concerns:* Staff from Yamhill County and City of Newberg met with the McMinnville Planning Director and Senior Planner. The e-mail by McMinnville staff submitted August 18, 2011, is attached. Their main concern is about McMinnville’s Urban Growth Boundary project that they have been embroiled in for the past several years. The project is based on population projections for the years 2003 -2023. If the new numbers are adopted they have asked that their 2003-2023 projections are specifically noted as being in use. Our office agrees that we have no desire to thwart the progress they have made in their UGB process. Therefore, we would suggest that the language noting this projection be reviewed by representative of the City of McMinnville prior to its adoption to assure the previous projection is not adversely affected.
4. *Sheridan’s Unique Circumstances:* The Sheridan’s City Manager submitted a letter dated June 21, 2011. In the letter he notes how there are really two populations to consider. The first is the “regular” city population. The second is the population at the Federal Correctional Institution (FCI). As of July 1, 2010, the population of FCI was 1,750. As noted in the letter, FCI has room to expand out to a population of 4,000. Since these are prisoners at a Federal institution, there is no way to accurately predict the growth rate. Our office recognized this and Mike Brandt wrote in a letter dated May 13, 2003, “For land use decision involving land needs analyses, the city should not include the prison population but use the base population projection of 5,674 for the year 2020. For projections involving planning for infrastructure, the city should include the potential FCI population of 4,000 and use a population projection of 9,674.” We would still maintain that Sheridan’s number should be treated differently than that of the other jurisdictions since FCI could grow at any time to a population nearly as large as the existing city.
5. *1,000 Friends of Oregon:* Representatives from 1,000 Friends of Oregon wrote a letter, dated August 22, 2011, with objections to the projections. They do point out some errors in previous tables which appear to be corrected on the August 24, 2011, table submitted by Newberg. Near the bottom of page 2 of their letter it states, “The county should not adopt these disjointed assessments made at different times, under different assumptions, by different decision-makers, for different reasons.” Each of the numbers that were used as a starting point were developed by the individual jurisdictions who, arguably, have a better understanding of their own jurisdiction than either the state, county or 1,000 Friends of Oregon. While we agree that they likely have a range of accuracy based on the age of the estimate and various factors that go into the estimate, we disagree that they couldn’t be used as a starting point for future projections.

Near the middle of page 5 of their letter there is a section titled **“Proposal Relies on Unsupportable Population Losses in Rural Areas”**. Their objection is that Newberg’s proposal shows a rural area decline of more than 1.5% per year. In the late 1990's and early 2000's our staff had DLCD representative Mel Lucas providing advice on population projections. He advised our office that when coordinating projections for the cities that the rural area would reduce in population as the developed exception areas were taken into the UGB and taken out of the unincorporated area. Therefore, some reduction in the rural population was to be expected. We have found this trend to be somewhat true. Good evidence of this reduction is found in the trend of rural population for the last ten years. The numbers from the 2000 to 2010 census show that the rural population has gone down from 24,642 to 23,548. This is an average annual growth rate of -0.45%. It should be pointed out that this reduction took place during a time of intense building pressure. This reduction also took place during the passage of Measures 37 and 49 which authorized more development on rural land. This is not to say that 1,000 Friends does not have a point. Predicting an AAGR in the rural area of -1.5% over 20 years seems high and the decision-makers will need to weigh whether they think this is a reasonable expectation.

Lastly, the 1,000 Friends of Oregon letter suggests that the County apply for a state Transportation and Growth Management Grant to hire PSU to prepare a comprehensive forecast. That is a good suggestion and we have talked with DLCD about filing for such a grant. With the recent census information, and the cities needing a coordinated number, our office would especially like to have an coordinated number. We may file for the grant and use it if this population coordination effort is derailed by an appeal.

STAFF RECOMMENDATION:

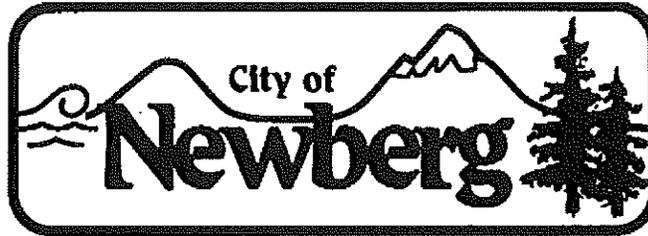
A staff recommendation will be given after the receipt of testimony.

MB:kf

1. August 24, 2011 letter with population table, from Barton Brierley, Newberg Planning Director.

Planning and Building
(503) 538-9421

City Attorney
(503) 537-1206



414 East First St.
PO Box 970
Newberg, OR 97132

Planning and Building Department

P.O. Box 970 • 414 E. First Street • Newberg, Oregon 97132 • (503) 537-1240 • Fax (503) 537-1272

August 24, 2011

Yamhill County Planning Commission
525 NE 4th Street
McMinnville, OR 97128

RE: Countywide Coordinated Population Forecast

Dear Commissioners:

Thank you for hearing the proposal for coordinated population projections for Yamhill County. Since the time of our submittal, we have worked closely with Yamhill County staff, DLCD staff, and the staffs of other cities in the county. You also have received some public comment from 1000 Friends of Oregon and Friends of Yamhill County. I would like to address the comments that have been received.

The County has been very diligent in coordinating this forecast as required by ORS 195.036. You have received comments and suggestions from several cities regarding the proposal, including specific requested modifications from the cities of McMinnville, Sheridan, and Yamhill. We are in agreement with each of these comments, and ask that you adopt proposed projections as they have requested. Attached is a revised spreadsheet incorporating these modifications. The Commission should take note of the significant accomplishment in having the cities and the county being able to work together on this issue.

You also have received comments from the Oregon Department of Land Conservation and Development. I would like to highlight the following comment from them:

"The department supports Newberg's economic development efforts and encourages Yamhill County to adopt the necessary comprehensive plan amendments to move the effort forward."

We have worked closely with the department in creating the draft, and we understand that it meets all state laws and the department's recommendations. The adoption is vital to advancing economic development in Newberg and other cities within the county, and we also urge the county to adopt

● Planning and Building Dept. e-mail: nplan@ci.newberg.or.us Fax: 503-537-1272 ●

Admin: 537-1261 ● Building: 537-1240 ● Public Works: 537-1273 ● Finance: 538-9421 ● Fire: 537-1230

Library: 538-7323 ● Municipal Court: 537-1203 ● Police: 538-8321 ● Maintenance: 537-1234 ● Utilities: 537-1205

Municipal Court Fax: 538-5393 ● Public Works Fax: 537-1277 ● Library Fax: 538-9720

"Working Together For A Better Community-Serious About Service"

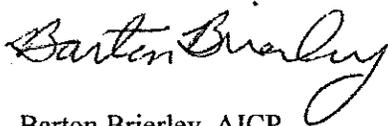
the amendments. Further delay would be a serious blow to the county at time when employment is so critically needed.

The letter from Friends contains a number of criticisms that are unfounded. The proposal meets all the requirements of state law. The letter points to a typo in historic growth rates. We had corrected that typo earlier, but unfortunately we had forwarded to county staff the previous chart that still contained the error. Attached is the chart with the correction. Otherwise, Friends' letter simply expresses a preference that different methodologies or forecasts be used.

The Friends' letter questions projections for rural areas in the county. The County is directed to adopt a population projection for the county as a whole and each urban area, and is not required to adopt a separate projection for the rural areas. Nevertheless, a projected decline is consistent with the trend of the last decade. It also is consistent with statewide planning goals that encourage growth to be directed toward urban areas, and that require rural residential areas to receive high priority for inclusion in UGBs. Also, state rules provide that, "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." The County can depend on the carefully considered growth rates projected by each city, and on the OEA forecasts for the county, in developing the projection.

Finally, I want to thank Yamhill County Planning, especially Ken Friday, for their assistance in this effort.

Sincerely,



Barton Brierley, AICP
Planning and Building Director

enc

Adopted Population Projections for Yamhill County and Urban Areas Extended Using Growth Rates Implied in Adopted Plans
08/24/2011

Area	2010 Population (PSU)	2010 UGB Population (1)	1990-2010 AAGR (for city/county)	2000-2010 AAGR (for city/county)	Adopted Population Projection	For Year	AAGR Implied in Adopted Plan	Source for AAGR	UGB Population Projection Extended to 2031 Using AAGR Implied in Adopted Plan (2)
Yamhill County	99,405	76,892	2.09%	1.32%	125,144	2023	1.81%	Office of Economic Analysis, 2004 (3)	146,067
Amity	1,615	1,617	1.60%	0.88%	2,481	2030	2.16%	Amity Comprehensive Plan, 2011, YC Ord 864	2,535
Carlton	2,015	2,015	2.24%	2.86%	2,379	2027	1.70%	Carlton EOA, 2007	2,871
Dayton	2,535	2,709	2.57%	1.80%	3,892	2028	2.25%	Dayton Comprehensive Plan	4,323
Dundee	3,170	3,170	3.27%	1.98%	6,351	2031	3.36%	Dundee Waste Water Treatment Facility Plan Update, 2010	6,351
Lafayette	3,740	3,740	5.46%	3.76%	5,257	2024	3.00%	Lafayette Comprehensive Plan, 2001	6,958
McMinnville	32,240	32,568	2.98%	1.96%	44,055	2023	2.20%	McMinnville Comprehensive Plan, 2003, YC Ord 730 (4)	52,432
Newberg	22,110	22,674	2.65%	2.02%	39,921	2030	2.87%	Newberg Comprehensive Plan, 2011 (5)	40,881
Sheridan	6,125	6,199	2.18%	0.97%	7,675	2020	2.00%	Sheridan TSP, 1999 (6)	10,631
Willamina (part in Yamhill County)	1,180	1,180	-0.06%	0.45%	2,101	2016	0.65%	Willamina TSP, 1998	1,352
Yamhill city	1,020	1,020	0.84%	2.58%	1,525	2030	2.20%	City of Yamhill Comprehensive Plan, 2008 (7)	1,559
Balance of County	23,655	22,301	0.44%	-0.45%					16,176

AAGR: Average Annual Growth Rate

- (1) 2010 UGB Population is the July 1, 2010 PSU population estimate plus the 2010 Census population for blocks between the city limits and the UGB.
- (2) The adopted population projection was extended to the future year by applying the Average Annual Growth rate implied in the adopted projection to the 2010 UGB population for each urban area, except as noted below.
- (3) The 2023 population projection was developed using 1997 OEA projections and adopted by YC Ord 730. The 2031 population projections were developed using the 2004 OEA projected growth rates for Yamhill County, which are 1.81% 2010-2030, and 1.63% for 2030-2035. The projection also includes an anticipated growth of 2,250 population in the Sheridan Federal Correctional Institution.
- (4) Year 2031 population projection was derived by extending the adopted 2023 population projection to 2031 at the plan's projected AAGR of 2.20%.
- (5) Newberg's Comprehensive Plan projects an AAGR of 2.41% from 2030-2035.
- (6) Projection is for a general city 2031 population of 6,631 and a Federal Correctional Institution population of 4,000.
- (7) Year 2031 population projection was derived by extending the adopted 2030 population projection to 2031 at the plan's projected AAGR of 2.20%.

2. May 11, 2011 application from the
City of Newberg

Item # 2

Was not scanned

3. State statues and administrative rules

Oregon Revised Statute 195.036 Area population forecast; coordination.

The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary. [1995 c.547 §7 (enacted in lieu of 195.035)]

Oregon Administrative Rule 660-024-0030

Population Forecasts

(1) Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast, except that a metropolitan service district must adopt and maintain a 20-year population forecast for the area within its jurisdiction. In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.

(2) 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 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.

(3) For a population forecast used as a basis for a decision adopting or amending a UGB submitted under ORS 197.626, the director or Commission may approve the forecast if they determine that a failure to meet a particular requirement of section (2) of this rule is insignificant in nature and is unlikely to have a significant effect on the needs determined under OAR 660-024-0040.

(4) A city and county may apply one of the safe harbors in subsections (a), (b), or (c) of this section, if applicable, in order to develop and adopt a population forecast for an urban area:

(a) If a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB, a city and county may adopt an updated forecast for the urban area consistent with this section. The updated forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule; and

(B) Extends the current urban area forecast to a 20-year period commencing on the date determined under OAR 660-024-0040(2) by using the same growth trend for the urban area assumed in the county's current adopted forecast.

(b) A city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule;

(B) Is based on OEA's population forecast for the county for a 20-year period commencing on the date determined under OAR 660-024-0040(2); and

(C) Is developed by assuming that the urban area's share of the forecasted county population determined in subsection (B) of this rule will be the same as the urban area's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

(c) A city may adopt a revised 20-year forecast for its urban area by following the requirements in ORS 195.034.

Stat. Auth.: ORS 197.040, Statewide Planning Goal 14, 195.034

Stats. Implemented: ORS 195.015, 195.036, 197.295 - 197.314, 197.610 - 197.650, 197.764, 195.034

Hist.: LCDD 8-2006, f. 10-19-06, cert. ef. 4-5-07; LCDD 3-2008, f. & cert. ef. 4-18-08; LCDD 2-2009, f. 4-8-09, cert. ef. 4-16-09

4. Public Notice

Yamhill County

DEPARTMENT OF PLANNING AND DEVELOPMENT

525 NE FOURTH STREET • McMinnville, OREGON 97128

Phone:(503) 434-7516 • Fax:(503) 434-7544 • TTY 1-800-735-2900 • Internet Address: <http://www.co.yamhill.or.us/plan/>

NOTICE OF A PUBLIC HEARING

7:00 P.M., Thursday, September 1, 2011,

(the previous public notice omitted the hearing time.)

Yamhill County Courthouse, Room 32

535 NE Evans Street, McMinnville, OR 97128

The YAMHILL COUNTY PLANNING COMMISSION will hold a public hearing at the above time and place to consider the request described below. The request may be heard later than the time indicated, depending on the agenda schedule. Interested parties are invited to send written comment or may appear and testify at the hearing. Failure to raise an issue, either in person or in writing, or failure to provide statements or evidence sufficient to allow the Yamhill County Planning Commission or the Board of Commissioners an opportunity to respond to the issue precludes an affected party's appeal of the decision to the Land Use Board of Appeals on that issue.

A staff report will be available for inspection at no cost seven days prior to the hearing, and copies will be available for purchase at a reasonable cost. All materials submitted by the applicant are also available for inspection, and copies may be purchased at a reasonable cost. For further information, contact Ken Friday at the Yamhill County Department of Planning and Development, 525 NE. Fourth Street, McMinnville, OR 97128, or call (503) 434-7516.

DOCKET NO.:	PA-01-11
REQUEST:	The request is to adopt a 20-year coordinated population projection for Yamhill County and the 10-municipalities within Yamhill County.
APPLICANT:	Yamhill County (at the request of the City of Newberg)
LOCATION:	The projections would apply to the unincorporated areas of Yamhill County and the cities of Amity, Carlton, Dayton, Dundee, Lafayette, McMinnville, Newberg, Sheridan, Willamina and Yamhill.
CRITERIA:	The Yamhill County Comprehensive Plan, the Oregon Administrative Rules 660-024-0030 and Oregon Revised Statute 195.036.

NOTICE TO MORTGAGEE, LIENHOLDER, VENDOR, OR SELLERS: ORS Chapter 215 requires that if you receive this notice, it must be promptly forwarded to the purchaser.

Adopted Population Projections for Yamhill County and Urban Areas Extended Using Growth Rates Implied in Adopted Plans:

Area	2010 Population (PSU)	2010 UGB Population*	1990-2010 AAGR (for city/county)	2000-2010 AAGR (for city/county)	Adopted Population Projection	For Year	AAGR Implied in Adopted Plan	Source for AAGR	UGB Population Projection Extended Using AAGR Implied in Adopted Plan**		
									Extended to 2030	Extended to 2031	Extended to 2032
Yamhill County	99,405	76,892	2.57%	1.63%	125,144	2023	1.81%	Office of Economic Analysis, 2004***	141,505	143,817	146,166
Amity	1,615	1,617	1.87%	0.93%	2,481	2030	2.16%	Amity Comprehensive Plan, 2011, YC Ord 864	2,481	2,535	2,590
Carlton	2,015	2,015	2.79%	3.29%	2,379	2027	1.70%	Carlton EOA, 2007	2,823	2,871	2,920
Dayton	2,535	2,709	3.30%	1.89%	3,892	2028	2.25%	Dayton Comprehensive Plan 2009	4,227	4,323	4,420
Dundee	3,170	3,170	4.51%	1.81%	5,744	2020	3.99%	Dundee Comprehensive Plan, 2001	6,937	7,214	7,502
Lafayette	3,740	3,740	9.48%	4.48%	5,257	2024	3.00%	Lafayette Comprehensive Plan, 2001	6,755	6,958	7,166
McMinnville	32,240	32,568	3.99%	2.06%	44,055	2023	2.20%	McMinnville Comprehensive Plan, 2003, YC Ord 730	50,326	51,433	52,564
Newberg	22,110	22,674	3.43%	2.22%	39,921	2030	2.87%	Newberg Comprehensive Plan, 2011****	39,921	40,881	41,865
Sheridan	6,125	6,199	2.70%	1.02%	7,675	2020	2.00%	Sheridan TSP, 1999	9,211	9,396	9,584
Willamina (part in Yamhill County)	1,180	1,180	-0.04%	0.51%	2,101	2016	0.65%	Willamina TSP, 1998	1,343	1,352	1,361
Yamhill city	1,020	1,020	0.91%	2.69%	1,390	2028	2.46%	City of Yamhill Comprehensive Plan, 2008	1,658	1,699	1,741
Balance of County	23,655	22,301							15,822	15,157	14,455

AAGR: Average Annual Growth Rate

*2010 UGB Population is the July 1, 2010 PSU population plus the 2010 Census population for blocks between the city limits and the UGB.

**The adopted population projection was extended to the future year by applying the Average Annual Growth rate implied in the adopted projection to the 2010 UGB population for each urban area

***The 2023 population projection was developed using 1997 OEA projections and adopted by YC Ord 730. The 2030, 2031, and 2032 population projections were developed using the 2004 OEA projected growth rates for Yamhill County, which are 1.81% 2010-2030, and 1.63% for 2030-2035.

****Newberg's Comprehensive Plan projects an AAGR of 2.41% from 2030-2035

5. Comments received



133 SW Second Ave, Suite 201 • Portland, OR 97204 • (503) 497-1000 • fax (503) 223-0073 • www.friends.org
Southern Oregon Office • PO Box 2442 • Grants Pass, OR 97528 • (541) 474-1155 • fax (541) 474-9389
Willamette Valley Office • 220 East 11th Avenue, Suite 5 • Eugene, OR 97401 • (541) 653-8703 • fax (503) 575-2416
Central Oregon Office • 115 NW Oregon Ave #21 • Bend, OR 97701 • (541) 719-8221 • fax (866) 394-3089

August 22, 2011

Yamhill County Planning Commission
525 NE 4th Street
McMinnville, Oregon 97128

Re: Coordinated Population Forecast

Dear Commissioners:

1000 Friends of Oregon is a nonprofit, charitable organization dedicated to working with Oregonians to enhance our quality of life by building livable urban and rural communities, protecting family farms and forests, and conserving natural and scenic areas. Friends of Yamhill County works to protect natural resources through the implementation of land use planning goals, policies, and laws that will maintain and improve the present and future quality of life in Yamhill County for both urban and rural residents. Please include these comments in the official record of proceedings, and notify us of any future decisions.

The City of Newberg has proposed 20-year coordinated population projections for Yamhill County, for each city within the county, as well as for the rural areas. Population forecasts are the cornerstone of urban planning; for example, they are the first step in determining land need for UGB expansions, and can also guide transportation and infrastructure planning.

Because cities need them for urban planning, counties should strive to maintain updated forecasts. However, because they are the basis of so many important decisions, counties should also ensure that forecasts are based on a solid evidentiary foundation. The City of Newberg's proposal does not meet this standard. It is not based on historical trends; instead, it relies on old forecasts that have already proven to be inaccurate. It also violates Oregon law.

However, we believe it would be possible for county staff to prepare a straightforward and defensible proposal based on readily available information, such as the long-term historical trends, the Portland MSA forecast, and the Office of Economic Analysis (OEA) forecast. Another option is to obtain a state Transportation and Growth Management grant, then hire Portland State University (PSU) to prepare a forecast. It is our understanding that the state would look favorably on such a grant application from Yamhill County. Other communities, such as Marion County and Lane County, have used PSU's services to produce quality forecasts that met the approval of the county, the cities and their citizens.

Here are our primary concerns with the forecast prepared by the City of Newberg:

Inaccurate Historical Information Provided By Newberg.

Newberg has provided a chart titled "Adopted Population Projections for Yamhill County and Urban Areas Extended Using Growth Rates Implied in Adopted Plans." This chart contains

Newberg's proposed forecasts for the cities and the rural county. It also provides some historical data.

We concur with the UGB populations shown in the second column of that chart. However, the third and fourth columns, which purport to show the 1990-2010 and 2000-2010 historical average annual growth rates (AAGRs), are incorrect. Some of the errors are substantial; for example, the 9.48% AAGR provided for Lafayette from 1990-2010 is almost double the actual rate. Since historical trends must be the backbone of any forecast effort, it is important to first establish the facts. There is no reason for disagreement on what the actual historical growth rates have been. These are provided below, compiled from the attached U.S. Census records.¹

Table 1.

	2000-2010 AAGR	1990-2010 AAGR	1980-2010 AAGR	1980 Census	1990 Census	2000 Census	2010 Census
Amity	0.88%	1.60%	1.31%	1,092	1,175	1,478	1,614
Carlton	2.86%	2.24%	1.45%	1,302	1,289	1,514	2,007
Dayton	1.80%	2.57%	1.98%	1,409	1,526	2,119	2,534
Dundee	1.98%	3.27%	3.22%	1,223	1,663	2,598	3,162
Lafayette	3.76%	5.46%	3.82%	1,215	1,292	2,586	3,742
McMinnville	1.96%	2.98%	2.79%	14,080	17,894	26,499	32,187
Newberg	2.02%	2.65%	2.54%	10,394	13,086	18,064	22,068
Sheridan	0.97%	2.18%	3.40%	2,249	3,979	5,561	6,127
Willamina (part)	0.45%	(0.06%)	(0.02%)	1,186	1,194	1,128	1,180
Yamhill	2.58%	0.84%	1.32%	690	867	794	1,024
Unincorporated	(0.45%)	0.44%	0.46%	20,492	21,586	24,642	23,548
TOTAL County	1.32%	2.09%	1.96%	55,332	65,551	86,983	99,193

No Evidentiary Basis For Proposed City Rates.

Newberg's proposed forecasts for the other cities are simply extensions of projected growth rates found in the comprehensive plans, economic analyses and transportation plans of those cities. Some date to the 1990s, and fail to account for either the 2000 census or the 2010 census. Some have already proven to be inaccurate. While these old projections may be interesting, they are not equivalent to current factual information. The county should not adopt these disjointed assessments made at different times, under different assumptions, by different decision-makers, for different reasons. They cannot be combined into an integrated whole by the county.

The report prepared by Barry Edmunston titled "Population Projection for Newberg, Yamhill County, Oregon: 2000 to 2040," which was supplied by Newberg in support of its forecast,²

¹ AAGRs are computed using standard methodology: $(\text{end population}/\text{start population})^{(1/\text{years})} - 1$

² Exhibit D to Newberg's submittal to the county



shows just how erroneous individual city projections can be, when aggregated into a county total. Page 2 of the study explains an assumed 2020 county population of 143,908 that had been provided by county officials. A footnote by the author explains that this figure was a compilation of the individual city estimates of future population growth, just like the ones Newberg now suggests are reliable evidence:

“The population figure for the County of Yamhill for 2020 is 143,908. This figure is cited in a July 1, 2003 letter from Kanhaiya Vaidya to Michael Brandt. Although the letter listed the figure of 143,908 as the ‘County’s Forecast’, it is my understanding that this figure is not officially accepted by Yamhill County or City of Newberg officials. **The figure 143,908 is the sum of local projections** and, as has been explained to me by City of Newberg staff, is not an official local population projection for Yamhill County.” (emphasis added)

The 2010 county population is only 99,193, and the OEA’s 2020 county forecast is only 119,011. Yet the sum of these various local projections cited in the Edmunston study produced a 2020 county “forecast” of 143,908. This result is grossly in error, and undercuts the whole premise of Newberg’s proposed forecasts for the other cities.

Proposal Relies On Unsupportable Population Losses In Rural Areas.

Newberg’s proposal shows the population outside of UGBs dropping from 22,301 in 2010 to 16,176 in 2031. This is an average annual decline of more than 1.5% per year.

Historical data shows that in fact, the county’s rural areas increase in population over time, despite periodic annexations. As shown in the above Table 1, a portion of which is reproduced below, the rural population has increased by about 3,000 people since 1980, for an overall increase of 0.46% per year. We could expect roughly 2,000 additional people in rural areas by 2030, if the trend continues.

Table 2.

	1980-2010 AAGR	1980 Census	1990 Census	2000 Census	2010 Census
Rural Population	0.46%	20,492	21,586	24,642	23,548

Impact of Measure 49 Not Considered.

According to page 11 of the attached “Ballot Measures 37 (2004) and 49 (2007) Outcomes and Effects” report by DLCDC, 389 new rural dwelling units have been authorized in Yamhill County under Measure 49. The attached 2010 Census data indicates that Yamhill County has 2.72 persons per household. At that rate, 389 dwelling units would accommodate over 1,000 new people. This is in addition to the roughly 2,000 additional people that would arrive by 2030 simply due to a continuation of the long-term historical trend, because the Measure 49 dwellings



are in addition to those that could be authorized under the statewide planning system adopted in the 1970s.

The overall effect of a continuation of the long-term trend and the additional Measure 49 dwellings is an increase of approximately 3,000 new people in rural areas through 2030. Yet Newberg proposes a decrease of nearly 7,500 people through 2030.

Changed Economic Conditions Not Considered.

Another recent event that has a reasonable likelihood of changing historical trends is the “great recession” that began in 2008. With just two exceptions, every forecasted growth rate that Newberg uses to develop its proposed forecasts was developed during the boom years before 2008. In some cases, they were developed in the 1990’s.

Clearly, the slowed economy and high unemployment rates are likely to effect demographic patterns, including in-migration and out-migration. These changed circumstances should be accounted for.

Newberg’s Own Forecast Is Inflated and Unsupportable.

Newberg claims its own population will grow at 2.85% AAGR through 2031.³ However, over the last 10 years, Newberg’s population grew by an annual average of just 2.02%; over the last 20 years the population grew at 2.65%; over the last 30 years, it grew by 2.54%.⁴ The proposed 2.85% AAGR is an unwarranted departure from these historical trends, especially in light of the fact that as cities become larger, growth rates tend to decline. Another reason that Newberg’s future growth rates are likely to be lower than its 1980-2010 and 1990-2010 trends is that we are now in a period of slower growth, due to the major ongoing recession. Finally, even before the recession, OEA was already predicting slower growth. The below chart shows that the county grew more rapidly during those years than OEA’s forecast for 2010-2030:

Table 4.

	1980-2010 Actual	1990-2010 Actual	2010-2030 OEA Forecast
County AAGR	1.96%	2.09%	1.79%

Newberg’s proposal and the Yamhill County Plan also include information regarding the city’s proportional share of the county’s population. Table 5 depicts Newberg’s historical share of Yamhill County’s population and the share it projects it will have in the future.

³ Computed from 2010 actual and 2031 proposed populations. This is a 2.87% AAGR from 2010-2030 and 2.41% AAGR from 2030-2031.

⁴ Ibid.



Table 5.

	1990 Census	2010 Census	Newberg's Proposed 2031 Share
Newberg population (city)	13,086	22,110	40,881
Yamhill County population	65,551	99,405	146,166
City share of County population	20%	22%	28%

In the 20-year period from 1990 to 2010, Newberg's share of total county population has increased by a scant 2%. However, Newberg claims that over the next 20-year period, it will gain nearly three times this amount: a 6% increase in its share. There is not an adequate factual basis for this conclusion. As shown above, Newberg obtains this larger share of the overall county total primarily by appropriating population that should be allocated instead to the rural areas.

In 2005, Newberg adopted a forecast model that was based on projections by Barry Edmonston⁵ and Johnson-Gardner. That forecast is reproduced in part below, and projected that the population for the Newberg UGB would grow by 3,365 people between 2005 and 2010.⁶

Year	Population Forecast
2000 ^b	18,438
2005	21,132
2010	24,497

The 2010 Census showed that in reality, the Newberg UGB population was only 22,674 people by 2010. This is less than half the growth the city had forecast.⁷ In other words, the Edmonston study overestimated 2005-2010 growth by over 100%. Nonetheless, Newberg now proposes to continue to apply the Edmonston growth rates, even though those rates have proven to greatly overestimate actual population growth. Newberg claims to have corrected the problem by starting over with 2010 as the new base year, using current Census figures. But simply revising the base year number down, while keeping the aggressive growth rates, does not remedy the problem. The old growth rate projections have proven to be grossly in error and must be revised in light of Newberg's actual 2.02% AAGR.

In addition, other portions of the 2003 Edmunston study provide a powerful argument against the proposed 2.85% growth rate. That study contains several different forecasts, each computed in a different manner. The "Ratio Method Based on OEA County Forecasts" is reproduced below:

⁵ Exhibit D to Newberg's submittal to the county

⁶ Source: Table III-2, Newberg Comprehensive Plan. The populations for the UGB are slightly higher than census figures for the city because they include the city's estimate of population outside city limits but within the UGB.

⁷ See revised III-1 and III-2 of proposed plan amendments



EDMUNSTON COUNTY OEA RATIO METHOD		
Year	Forecast	Rate
2000	18064	
2010	22000	1.99%
2020	30000	2.57%
2030	34000	2.13%
2040	41000	2.07%

This forecast aligns very well with the actual 2010 Newberg population of 22,068, as well as the actual 2000-2010 AAGR of 2.02%. On the other hand, the higher forecasts in the Edmunston study - which Newberg now relies on - were based on an assumed 2020 county population of 143,908 provided by county officials. As discussed earlier in this letter, that 2020 figure was a compilation of the individual city estimates of population growth that has since proven grossly in error – the current county population is only 99,193, and the OEA’s 2020 county forecast is only 119,011. This is a dramatic difference that undercuts any conclusions of the Edmunston study that were based on the erroneous 143,908 figure.

Suggested Next Steps.

As noted above, the county could apply for a state Transportation and Growth Management grant program, and then hire PSU to prepare a comprehensive forecast. This is the ideal approach and we hope the county will seriously consider this option.

Alternatively, we believe county staff could prepare a straightforward and defensible proposal by considering significant recent events, long-term historical trends, the Portland MSA forecast, and the Office of Economic Analysis (OEA) forecast. This work could be done in-house. It may be possible to get free or reduced-cost advice from PSU regarding methodology. While this approach may not be as thorough as a full-blown PSU forecast, it would be much more accurate and defensible than Newberg’s proposal.

No matter what option the county pursues, we urge careful and deliberate action. Newberg complains in its June 2011 cover letter to the county that waiting for a state grant would take too long. But Newberg has known for at least a year and a half that it would need a new countywide forecast to go ahead with its planning.⁸

The county is not responsible for Newberg’s delay in asking the county to undertake this effort, and should not feel obligated to go along with Newberg’s ill-conceived and legally indefensible

⁸ See our attached letter dated February 1, 2010. During the first half of 2010, we wrote several more letters regarding the legal status of the county forecast, and urged Newberg to ask the county to initiate a forecast effort. All of these letters were copied to county planning staff.



proposal. Instead, the county should take deliberate, reasoned action that results in a forecast based on sound evidence, and that treats all jurisdictions fairly.

Sincerely,



Mia Nelson
1000 Friends of Oregon

/S/

Ilsa Perse
Friends of Yamhill County



Sid Friedman
1000 Friends of Oregon

Attachments:

- 1 – 1990 Census, including 1980 Census data
- 2 – 1999 PSU Population Estimate, including 1990 and 2000 Census data
- 3 – “Ballot Measures 37 (2004) and 49 (2007) Outcomes and Effects” (selected pages)
- 4 – State & County QuickFacts for Yamhill County, Oregon, 2010 U.S. Census
- 5 – February 1, 2010 letter from 1000 Friends to Newberg

Cc: DLCD
Oregon Department of Agriculture



Willamette Valley Office • 220 East 11th Avenue, Suite 5 • Eugene, OR 97401 •
(541) 653-8703 • fax (503) 575-2416

Table 8. Population and Housing Units, 1970 to 1990; Area Measurements and Density: 1990—Con.

[For information concerning historical counts, see "User Notes." Density is computed using land area. For definitions of terms and meanings of symbols, see text.]

State County Subdivision Place	Population			Housing units			1990 area measurements				1990 density			
	1990	1980	1970	1990	1980	1970	Total area		Land area		Population per—			
							Square kilometers	Square miles	Square kilometers	Square miles	Square kilometer	Square mile		
Yamhill County	23 508	20 080	...	6 269	7 163	...	216.3	83.5	214.6	82.9	109.5	253.6	38.5	99.7
Newberg division	1 653	1 223	588	533	409	188	3.6	1.4	3.5	1.4	475.1	1 157.9	152.3	390.7
Dundee city	1 252	1 213	795	463	444	290	2.3	0.9	2.3	0.9	551.7	1 435.6	201.3	514.4
Lafayette city (pt.)	13 086	10 384	6 507	4 673	3 896	2 239	10.9	4.2	10.9	4.2	1 200.6	3 115.7	428.7	1 112.6
Newberg city	8 652	6 968	...	2 697	2 548	...	708.5	273.6	708.2	273.4	12.2	31.6	3.8	9.9
Stenland division	3 979	2 249	1 941	1 045	927	561	4.5	1.8	4.5	1.7	884.2	2 340.6	222.2	614.7
Shanahan city	1 184	1 188	715	431	443	278	1.7	.6	1.6	.6	788.3	1 990.0	289.4	718.3
Wiamina city (pt.)														

POPULATION AND HOUSING UNIT COUNTS

Table 4. Population Estimates for Oregon and Its Counties and Incorporated Cities:

April 1, 1990 to July 1, 2009

Prepared by Population Research Center, PSU, March 2010.

County and Cities	July 1 Population Estimates										Census Population, April 1	
	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	2000	1990
WASHINGTON	527,140	519,925	511,075	500,585	489,785	480,200	472,600	463,050	455,800	449,250	445,342	311,554
Banks	1,435	1,435	1,435	1,435	1,430	1,430	1,430	1,420	1,400	1,310	1,286	563
Beaverton	86,860	86,205	85,560	84,270	83,095	79,350	79,010	77,990	77,170	77,050	76,129	53,307
Cornelius	10,985	10,955	10,895	10,785	10,585	10,150	10,150	9,930	9,710	9,760	9,652	6,148
Durham	1,400	1,395	1,395	1,400	1,390	1,400	1,400	1,390	1,390	1,400	1,382	748
Forest Grove	21,500	21,465	20,775	20,380	19,565	19,200	19,130	18,750	18,380	17,830	17,708	13,559
Gaston	665	660	650	630	630	620	620	610	640	600	600	563
Hillsboro	90,380	89,285	88,300	84,445	82,025	79,940	79,340	74,840	73,200	71,455	70,186	37,598
King City	2,785	2,775	2,700	2,350	2,130	2,100	2,100	2,110	2,060	1,945	1,949	2,060
Lake Oswego (part)*	20	20	20	20	20	20	20	17	15	15	15	6
North Plains	1,910	1,905	1,890	1,755	1,700	1,650	1,640	1,660	1,660	1,625	1,605	972
Portland (part)*	1,565	1,535	1,515	1,500	1,455	1,440	1,430	1,411	1,405	1,395	1,388	1,197
Rivergrove (part)*	35	35	35	35	35	30	30	30	30	35	37	27
Sherwood	16,640	16,420	16,365	16,115	14,940	14,190	14,050	13,680	12,840	12,230	11,791	3,093
Tigard	47,460	47,150	46,715	46,300	45,500	44,650	45,130	44,070	43,040	42,260	41,223	29,435
Tualatin (part)*	23,065	22,975	22,960	22,585	22,400	22,045	21,970	21,360	20,545	20,370	20,127	13,258
Wilsonville (part)*	1,655	1,655	1,655	1,655	1,655	1,655	1,655	5	5	5	4	10
Unincorporated	218,780	214,055	208,210	204,925	201,230	200,330	193,495	193,778	192,310	189,965	190,260	149,010
WHEELER	1,585	1,575	1,570	1,565	1,550	1,550	1,550	1,550	1,550	1,550	1,547	1,396
Fossil	465	465	465	460	460	460	460	470	470	470	469	399
Mitchell	175	175	175	170	170	170	170	170	170	170	170	163
Spray	160	160	160	160	140	140	140	140	140	140	140	149
Unincorporated	785	775	770	775	780	780	780	770	770	770	768	685
YAMHILL	95,250	94,325	93,085	91,675	90,310	89,200	88,150	87,500	86,400	85,500	84,992	65,551
Amity	1,670	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,480	1,485	1,478	1,175
Carlton	1,790	1,755	1,755	1,670	1,585	1,560	1,550	1,520	1,550	1,520	1,514	1,289
Dayton	2,495	2,500	2,495	2,305	2,280	2,230	2,230	2,210	2,190	2,135	2,119	1,526
Dundee	3,060	3,050	3,040	3,010	2,965	2,900	2,860	2,770	2,670	2,625	2,598	1,663
Lafayette	3,925	3,925	3,730	3,440	3,105	3,060	3,010	2,820	2,600	2,630	2,586	1,292
McMinnville	32,760	32,400	31,665	30,950	30,020	29,200	28,890	28,200	27,500	26,760	26,499	17,894
Newberg	23,150	22,645	21,675	20,570	20,565	19,910	19,530	18,750	18,280	18,220	18,064	13,086
Sheridan	6,020	6,020	5,865	5,785	5,785	5,620	5,620	5,580	5,570	5,560	5,561	3,979
Willamina (part)*	1,165	1,165	1,165	1,165	1,150	1,140	1,130	1,130	1,130	1,130	1,128	1,194
Yamhill	860	855	820	820	820	820	820	820	790	795	794	867
Unincorporated	18,355	18,530	19,395	20,480	20,555	21,280	21,030	22,220	22,640	22,950	24,642	21,586

Please use caution when comparing the population estimates of the unincorporated areas over time, and note that the population estimates for the unincorporated areas represent revised estimates rather than estimates resulting from measured change during the year.

*City is located and has population in more than one county.

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Adair Village	536	840	304	56.7%
Adams	297	350	53	17.8%
Adrian	147	177	30	20.4%
Albany	40,852	50,158	9,306	22.8%
Amity	1,478	1,614	136	9.2%
Antelope	59	46	-13	-22.0%
Arlington	524	586	62	11.8%
Ashland	19,522	20,078	556	2.8%
Astoria	9,813	9,477	-336	-3.4%
Athena	1,221	1,126	-95	-7.8%
Aumsville	3,003	3,584	581	19.3%
Aurora	655	918	263	40.2%
Baker City	9,860	9,828	-32	-0.3%
Bandon	2,833	3,066	233	8.2%
Banks	1,286	1,777	491	38.2%
Barlow	140	135	-5	-3.6%
Bay City	1,149	1,286	137	11.9%
Beaverton	76,129	89,803	13,674	18.0%
Bend	52,029	76,639	24,610	47.3%
Boardman	2,855	3,220	365	12.8%
Bonanza	415	415	0	0.0%
Brookings	5,447	6,336	889	16.3%
Brownsville	1,449	1,668	219	15.1%
Burns	3,064	2,806	-258	-8.4%
Butte Falls	439	423	-16	-3.6%
Canby	12,790	15,829	3,039	23.8%
Cannon Beach	1,588	1,690	102	6.4%
Canyon City	669	703	34	5.1%
Canyonville	1,293	1,884	591	45.7%
Carlton	1,514	2,007	493	32.6%
Cascade Locks	1,115	1,144	29	2.6%
Cave Junction	1,363	1,883	520	38.2%
Central Point	12,493	17,169	4,676	37.4%
Chiloquin	716	734	18	2.5%
Clatskanie	1,528	1,737	209	13.7%
Coburg	969	1,035	66	6.8%
Columbia City	1,571	1,946	375	23.9%
Condon	759	682	-77	-10.1%
Coos Bay	15,374	15,967	593	3.9%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Coquille	4,184	3,866	-318	-7.6%
Cornelius	9,652	11,869	2,217	23.0%
Corvallis	49,322	54,462	5,140	10.4%
Cottage Grove	8,445	9,686	1,241	14.7%
Cove	594	552	-42	-7.1%
Creswell	3,579	5,031	1,452	40.6%
Culver	802	1,357	555	69.2%
Dallas	12,459	14,583	2,124	17.0%
Damascus		10,539	10,539	
Dayton	2,119	2,534	415	19.6%
Dayville	138	149	11	8.0%
Depoe Bay	1,174	1,398	224	19.1%
Detroit	262	202	-60	-22.9%
Donald	625	979	354	56.6%
Drain	1,021	1,151	130	12.7%
Dufur	588	604	16	2.7%
Dundee	2,598	3,162	564	21.7%
Dunes City	1,241	1,303	62	5.0%
Durham	1,382	1,351	-31	-2.2%
Eagle Point	4,797	8,469	3,672	76.5%
Echo	650	699	49	7.5%
Elgin	1,654	1,711	57	3.4%
Elkton	147	195	48	32.7%
Enterprise	1,895	1,940	45	2.4%
Estacada	2,371	2,695	324	13.7%
Eugene	137,893	156,185	18,292	13.3%
Fairview	7,561	8,920	1,359	18.0%
Falls City	966	947	-19	-2.0%
Florence	7,263	8,466	1,203	16.6%
Forest Grove	17,708	21,083	3,375	19.1%
Fossil	469	473	4	0.9%
Garibaldi	899	779	-120	-13.3%
Gaston	600	637	37	6.2%
Gates	471	471	0	0.0%
Gearhart	995	1,462	467	46.9%
Gervais	2,009	2,464	455	22.6%
Gladstone	11,438	11,497	59	0.5%
Glendale	855	874	19	2.2%
Gold Beach	1,897	2,253	356	18.8%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Gold Hill	1,073	1,220	147	13.7%
Granite	24	38	14	58.3%
Grants Pass	23,003	34,533	11,530	50.1%
Grass Valley	171	164	-7	-4.1%
Greenhorn	0	0	0	
Gresham	90,205	105,594	15,389	17.1%
Haines	426	416	-10	-2.3%
Halfway	337	288	-49	-14.5%
Halsey	724	904	180	24.9%
Happy Valley	4,519	13,903	9,384	207.7%
Harrisburg	2,795	3,567	772	27.6%
Helix	183	184	1	0.5%
Heppner	1,395	1,291	-104	-7.5%
Hermiston	13,154	16,745	3,591	27.3%
Hillsboro	70,186	91,611	21,425	30.5%
Hines	1,623	1,563	-60	-3.7%
Hood River	5,831	7,167	1,336	22.9%
Hubbard	2,483	3,173	690	27.8%
Huntington	515	440	-75	-14.6%
Idanha	232	134	-98	-42.2%
Imbler	284	306	22	7.7%
Independence	6,035	8,590	2,555	42.3%
Ione	321	329	8	2.5%
Irrigon	1,702	1,826	124	7.3%
Island City	916	989	73	8.0%
Jacksonville	2,235	2,785	550	24.6%
Jefferson	2,487	3,098	611	24.6%
John Day	1,821	1,744	-77	-4.2%
Johnson City	634	566	-68	-10.7%
Jordan Valley	239	181	-58	-24.3%
Joseph	1,054	1,081	27	2.6%
Junction City	4,721	5,392	671	14.2%
Keizer	32,203	36,478	4,275	13.3%
King City	1,949	3,111	1,162	59.6%
Klamath Falls	19,460	20,840	1,380	7.1%
La Grande	12,327	13,082	755	6.1%
La Pine		1,653	1,653	
Lafayette	2,586	3,742	1,156	44.7%
Lake Oswego	35,278	36,619	1,341	3.8%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Lakeside	1,421	1,699	278	19.6%
Lakeview	2,474	2,294	-180	-7.3%
Lebanon	12,950	15,518	2,568	19.8%
Lexington	263	238	-25	-9.5%
Lincoln City	7,437	7,930	493	6.6%
Lonerock	24	21	-3	-12.5%
Long Creek	228	197	-31	-13.6%
Lostine	263	213	-50	-19.0%
Lowell	880	1,045	165	18.8%
Lyons	1,008	1,161	153	15.2%
Madras	5,078	6,046	968	19.1%
Malin	640	805	165	25.8%
Manzanita	564	598	34	6.0%
Maupin	411	418	7	1.7%
Maywood Park	777	752	-25	-3.2%
McMinnville	26,499	32,187	5,688	21.5%
Medford	63,687	74,907	11,220	17.6%
Merrill	897	844	-53	-5.9%
Metolius	729	710	-19	-2.6%
Mill City	1,537	1,855	318	20.7%
Millersburg	651	1,329	678	104.1%
Milton-Freewater	6,470	7,050	580	9.0%
Milwaukie	20,490	20,291	-199	-1.0%
Mitchell	170	130	-40	-23.5%
Molalla	5,647	8,108	2,461	43.6%
Monmouth	7,741	9,534	1,793	23.2%
Monroe	607	617	10	1.6%
Monument	151	128	-23	-15.2%
Moro	337	324	-13	-3.9%
Mosier	410	433	23	5.6%
Mt. Angel	3,121	3,286	165	5.3%
Mt. Vernon	595	527	-68	-11.4%
Myrtle Creek	3,419	3,439	20	0.6%
Myrtle Point	2,451	2,514	63	2.6%
Nehalem	203	271	68	33.5%
Newberg	18,064	22,068	4,004	22.2%
Newport	9,532	9,989	457	4.8%
North Bend	9,544	9,695	151	1.6%
North Plains	1,605	1,947	342	21.3%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
North Powder	489	439	-50	-10.2%
Nyssa	3,163	3,267	104	3.3%
Oakland	954	927	-27	-2.8%
Oakridge	3,172	3,205	33	1.0%
Ontario	10,985	11,366	381	3.5%
Oregon City	25,754	31,859	6,105	23.7%
Paisley	247	243	-4	-1.6%
Pendleton	16,354	16,612	258	1.6%
Philomath	3,838	4,584	746	19.4%
Phoenix	4,060	4,538	478	11.8%
Pilot Rock	1,532	1,502	-30	-2.0%
Port Orford	1,153	1,133	-20	-1.7%
Portland	529,121	583,776	54,655	10.3%
Powers	734	689	-45	-6.1%
Prairie City	1,080	909	-171	-15.8%
Prescott	72	55	-17	-23.6%
Prineville	7,358	9,253	1,895	25.8%
Rainier	1,687	1,895	208	12.3%
Redmond	13,481	26,215	12,734	94.5%
Reedsport	4,378	4,154	-224	-5.1%
Richland	147	156	9	6.1%
Riddle	1,014	1,185	171	16.9%
Rivergrove	324	289	-35	-10.8%
Rockaway Beach	1,267	1,312	45	3.6%
Rogue River	1,851	2,131	280	15.1%
Roseburg	20,017	21,181	1,164	5.8%
Rufus	268	249	-19	-7.1%
Salem	136,924	154,637	17,713	12.9%
Sandy	5,385	9,570	4,185	77.7%
Scappoose	4,976	6,592	1,616	32.5%
Scio	695	838	143	20.6%
Scotts Mills	312	357	45	14.4%
Seaside	5,900	6,457	557	9.4%
Seneca	223	199	-24	-10.8%
Shady Cove	2,307	2,904	597	25.9%
Shaniko	26	36	10	38.5%
Sheridan	5,561	6,127	566	10.2%
Sherwood	11,791	18,194	6,403	54.3%
Siletz	1,133	1,212	79	7.0%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Silverton	7,414	9,222	1,808	24.4%
Sisters	959	2,038	1,079	112.5%
Sodaville	290	308	18	6.2%
Spray	140	160	20	14.3%
Springfield	52,864	59,403	6,539	12.4%
St. Helens	10,019	12,883	2,864	28.6%
St. Paul	354	421	67	18.9%
Stanfield	1,979	2,043	64	3.2%
Stayton	6,816	7,644	828	12.1%
Sublimity	2,148	2,681	533	24.8%
Summerville	117	135	18	15.4%
Sumpter	171	204	33	19.3%
Sutherlin	6,669	7,810	1,141	17.1%
Sweet Home	8,016	8,925	909	11.3%
Talent	5,589	6,066	477	8.5%
Tangent	933	1,164	231	24.8%
The Dalles	12,156	13,620	1,464	12.0%
Tigard	41,223	48,035	6,812	16.5%
Tillamook	4,352	4,935	583	13.4%
Toledo	3,472	3,465	-7	-0.2%
Troutdale	13,777	15,962	2,185	15.9%
Tualatin	22,791	26,054	3,263	14.3%
Turner	1,199	1,854	655	54.6%
Ukiah	255	186	-69	-27.1%
Umatilla	4,978	6,906	1,928	38.7%
Union	1,926	2,121	195	10.1%
Unity	131	71	-60	-45.8%
Vale	1,976	1,874	-102	-5.2%
Veneta	2,762	4,561	1,799	65.1%
Vernonia	2,228	2,151	-77	-3.5%
Waldport	2,050	2,033	-17	-0.8%
Wallowa	869	808	-61	-7.0%
Warrenton	4,096	4,989	893	21.8%
Wasco	381	410	29	7.6%
Waterloo	239	229	-10	-4.2%
West Linn	22,261	25,109	2,848	12.8%
Westfir	280	253	-27	-9.6%
Weston	717	667	-50	-7.0%
Wheeler	391	414	23	5.9%

Population by City, 2000 and 2010

Includes Revisions to 2000 Census Counts, if any

	2000	2010	Change	
			Number	Percent
Willamina	1,844	2,025	181	9.8%
Wilsonville	13,991	19,509	5,518	39.4%
Winston	4,613	5,379	766	16.6%
Wood Village	2,860	3,878	1,018	35.6%
Woodburn	20,100	24,080	3,980	19.8%
Yachats	617	690	73	11.8%
Yamhill	794	1,024	230	29.0%
Yoncalla	1,052	1,047	-5	-0.5%

U.S. Census Bureau, Census 1990, 2000, and 2010
PSU Population Research Center, www.pdx.edu/prc

Ballot Measures 37 (2004) and 49 (2007) Outcomes and Effects

January 2011

Oregon Department of Land Conservation and Development



Outline:

I. Introduction

II. Outcomes and Effects of Measures 37 (2004) and 49 (2007)

A. Measure 37 and the Transition to Measure 49

B. Authorizations, Parcels and Dwellings

- 1. Characteristics of M49 Elections and Authorizations**
- 2. Development Allowed Under Measure 49**
- 3. Measure 37 Development Potential and Measure 49 Authorized Development Comparison for Select Counties**
- 4. Additional maps of New Dwellings Authorized by Measure 49**

C. Claims Denied Under Measure 49

D. Litigation

III. Historical Background: Measures 37 & Measure 49

A. Measure 37

B. Measure 49

C. HB 3225

IV. Ombudsman

V. New Claims

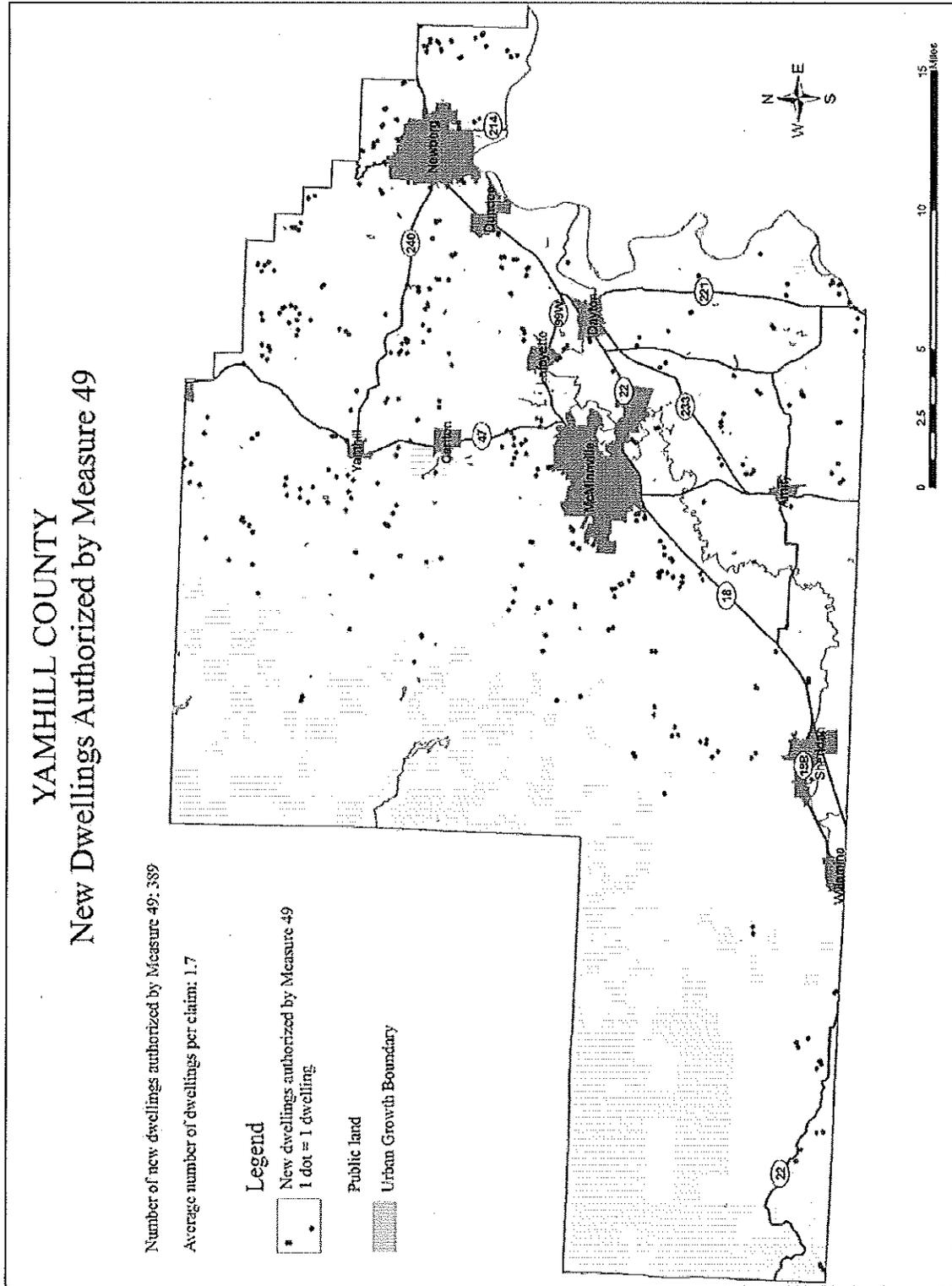
VI. SB 1049

VII. What's Next?

Table 2: Measure 49 Authorization Statistics by County

COUNTY	NEW DWELLINGS	AVERAGE NEW DWELLINGS PER CLAIM	NEW PARCELS
Baker	112	1.7	54
Benton	90	1.6	53
Clackamas	1145	1.7	802
Clatsop	51	1.8	33
Columbia	87	1.9	60
Coos	180	1.9	103
Crook	42	2.1	26
Curry	96	2.0	46
Deschutes	135	1.6	96
Douglas	201	1.7	142
Grant	5	1.7	5
Hood River	163	1.4	112
Jackson	434	1.7	298
Jefferson	182	2.2	111
Josephine	132	1.8	98
Klamath	193	2.1	76
Lake	1	1.0	1
Lane	450	2.0	279
Lincoln	109	1.8	49
Linn	327	1.8	214
Malheur	17	1.5	10
Marion	356	1.7	221
Multnomah	79	1.7	36
Polk	305	1.8	184
Tillamook	70	2.0	41
Umatilla	55	2.2	30
Union	27	1.5	19
Wallowa	61	2.2	37
Wasco	44	1.7	21
Washington	593	1.7	383
Yamhill	389	1.7	238
State Total	6131	1.8	3878

4. Maps of Additional Counties with Highest Numbers of New Dwellings Authorized by Measure 49



Yamhill County, Oregon

People QuickFacts	Yamhill County	Oregon
Population, 2010	99,193	3,831,074
Population, percent change, 2000 to 2010	16.7%	12.0%
Population, 2000	84,992	3,421,437
Persons under 5 years old, percent, 2009	6.8%	6.5%
Persons under 18 years old, percent, 2009	24.8%	22.8%
Persons 65 years old and over, percent, 2009	12.9%	13.5%
Female persons, percent, 2009	49.3%	50.4%
White persons, percent, 2010 (a)	85.4%	83.6%
Black persons, percent, 2010 (a)	0.9%	1.8%
American Indian and Alaska Native persons, percent, 2010 (a)	1.5%	1.4%
Asian persons, percent, 2010 (a)	1.5%	3.7%
Native Hawaiian and Other Pacific Islander, percent, 2010 (a)	0.2%	0.3%
Persons reporting two or more races, percent, 2010	3.3%	3.8%
Persons of Hispanic or Latino origin, percent, 2010 (b)	14.7%	11.7%
White persons not Hispanic, persons, 2010	79.1%	78.5%
Living in same house 1 year ago, pct 1 yr old & over, 2005-2009	79.3%	80.7%
Foreign born persons, percent, 2005-2009	7.9%	9.5%
Language other than English spoken at home, pct age 5+, 2005-2009	13.0%	14.0%
High school graduates, percent of persons age 25+, 2005-2009	86.5%	88.3%
Bachelor's degree or higher, pct of persons age 25+, 2005-2009	23.0%	28.3%
Veterans, 2005-2009	8,504	349,621
Mean travel time to work (minutes), workers age 16+, 2005-2009	23.9	22.1
Housing units, 2009	36,811	1,639,498
Homeownership rate, 2005-2009	70.0%	64.3%
Housing units in multi-unit structures, percent, 2005-2009	16.8%	23.3%
Median value of owner-occupied housing units, 2005-2009	\$230,300	\$244,200
Households, 2005-2009	33,562	1,464,196
Persons per household, 2005-2009	2.72	2.49
Per capita money income in past 12 months (2009 dollars) 2005-2009	\$23,928	\$25,893
Median household income, 2009	\$51,676	\$48,325
Persons below poverty level, percent, 2009	12.3%	14.3%
Business QuickFacts	Yamhill County	Oregon
Private nonfarm establishments, 2008	2,321	111,550 ¹
Private nonfarm employment, 2008	29,923	1,482,968 ¹
Private nonfarm employment, percent change 2000-2008	24.2%	9.4% ¹
Nonemployer establishments, 2008	5,691	255,818
Total number of firms, 2007	7,866	348,213
Black-owned firms, percent, 2007	S	1.2%
American Indian and Alaska Native owned firms, percent, 2007	S	1.2%

Asian-owned firms, percent, 2002	S	3.0%
Native Hawaiian and Other Pacific Islander owned firms, percent, 2007	F	0.2%
Hispanic-owned firms, percent, 2007	S	3.3%
Women-owned firms, percent, 2007	25.0%	29.8%
<hr/>		
Manufacturers shipments, 2007 (\$1000)	1,885,753	66,880,653
Merchant wholesaler sales, 2007 (\$1000)	396,840	51,910,777
Retail sales, 2007 (\$1000)	951,130	50,370,919
Retail sales per capita, 2007	\$9,890	\$13,494
Accommodation and food services sales, 2007 (\$1000)	98,905	7,555,764
Building permits, 2009	259	7,039 ¹
Federal spending, 2008	480,560	27,530,151 ¹
Geography QuickFacts	Yamhill County	Oregon
Land area, 2000 (square miles)	715.56	95,996.79
Persons per square mile, 2010	138.6	39.9
FIPS Code	071	41
Metropolitan or Micropolitan Statistical Area	Portland- Vancouver- Beaverton, OR- WA Metro Area	

1: Includes data not distributed by county.

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

D: Suppressed to avoid disclosure of confidential information

F: Fewer than 100 firms

FN: Footnote on this item for this area in place of data

NA: Not available

S: Suppressed; does not meet publication standards

X: Not applicable

Z: Value greater than zero but less than half unit of measure shown

Source U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, Census of Population and Housing, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Nonemployer Statistics, Economic Census, Survey of Business Owners, Building Permits, Consolidated Federal Funds Report
Last Revised: Friday, 03-Jun-2011 15:33:29 EDT



534 SW Third Avenue, Suite 300 • Portland, OR 97204 • (503) 497-1000 • fax (503) 223-0073 • www.friends.org

Southern Oregon Office • PO Box 2442 • Grants Pass, OR 97528 • (541) 474-1155 • fax (541) 474-9389

Mid-Willamette Valley Office • 189 Liberty Street NE, Suite 307A • Salem, OR 97301 • (503) 371-7261 • fax (503) 371-7596

Willamette Valley Office • 220 East 11th Avenue, Suite 5 • Eugene, OR 97401 • (541) 520-3763 • fax (503) 575-2416

February 1, 2010

Mayor Bob Andrews
Newberg City Council
414 E. First Street
Newberg OR 97132

Dear Mayor Andrews and Council members:

Thank you for the opportunity to comment on the draft *Revised Economic Opportunities Analysis (EOA)* and related text amendments to the comprehensive plan. 1000 Friends of Oregon is a nonprofit, charitable organization dedicated to working with Oregonians to enhance our quality of life by building livable urban and rural communities, protecting family farms and forests, and conserving natural and scenic areas.

1000 Friends of Oregon and Friends of Yamhill County support efforts to plan for Newberg's future and we maintain a keen interest in the outcome of these efforts.

It is evident that considerable work has gone into the analysis. Nonetheless, we have several concerns regarding the document's underlying assumptions and the resulting conclusions, as well as concerns regarding the technical analysis.

On December 10th, 2009 the Planning Commission took testimony on the draft *Revised Economic Opportunities Analysis (EOA)*, dated November 2009. The Planning Commission considered the matter further at its next meeting scheduled on January 14, 2010 and voted to make significant revisions to the draft presented at the first hearing, including increasing the amount of projected employment growth and increasing the amount of land to accommodate that growth. The draft before you reflects those revisions.

We believe the draft *EOA* overestimates the amount of employment land Newberg will need over the planning period and underestimates the capacity of available lands within the existing UGB to meet those needs. This will result in overexpansion of the urban area.

35

Celebrating Thirty-five Years of Innovation

1. TARGETED INDUSTRIAL CLUSTER

Under Goal 9's implementing rules, the estimate of the types and amounts of industrial and other employment uses in the EOA must be based on "what is *likely* to occur in the planning area." (OAR 660-009-015(4); emphasis added).

A key "target" "industry cluster that Newberg has identified as part of its economic strategy is manufacturing.¹ Based on the available data, this is an economic development strategy based more on wishful thinking than on what is likely to occur and, as such, seems doomed to failure.

In the last two years, the local economy has shed thousands of jobs in the worst recession in decades. Manufacturing and other sectors that use industrial land have been particularly hard hit.

The most recent Oregon Employment Division (OED) long-range projections for Regions 2, 3, and 15 project that manufacturing jobs will decline between 2008 and 2018.² They have made no projections of growth in that sector beyond that date.

The draft *EOA* projects that in 2018, Newberg will have less manufacturing jobs than in 2008 and at most, a handful of more jobs overall that utilize industrial space.³

Nonetheless, much of Newberg's economic development strategy relies upon urbanizing a very large block of prime agricultural land to attract new industrial employment. According to the draft *EOA*, the largest component of this new employment on this converted land will be in the manufacturing sector.

The city has announced its intention to pursue an Urban Growth Boundary amendment to bring much of this block of farmland into the UGB, even though there is no demonstrable short-term need for this land, and any long-term demand is, at best, speculative.⁴

This prime farmland is not undeveloped land waiting for urbanization. It is already developed industrial land that supports the leading industry in Yamhill County- agriculture. The agricultural industry is a primary driver of Newberg's economy.

Newberg is located in Yamhill County within 2 or 3 miles of Marion County, Washington County, and Clackamas County. These four counties rank first, fourth, fifth and eight among all Oregon counties in gross farm and ranch sales with over \$1.5 billion in direct 2008 receipts. Area farmers provide thousands of jobs, many to Newberg residents, and indirectly support tens of thousands more.

¹ See proposed Comprehensive Plan amendments, Section D.

² Region 2 is Multnomah and Washington Counties, Region 3 is Marion, Yamhill, and Polk Counties, and Region 15 is Clackamas County.

³ Draft EOA, Tables 12-14 and Table 12-18

⁴ The city has been referring to this farmland as the South Industrial Area

The city's proposal would harm the local economy by undercutting the land base that supports this leading industry. If the draft *EOA* is adopted, no one would tile a field, plant an orchard crop, or make any other long-term investments in agricultural production.

2. "REQUIRED" INDUSTRIAL SITE CHARACTERISTICS

Table 12-22 of the draft *EOA* identifies the site suitability characteristics that are supposedly required by the targeted industries identified in Tables 12-19 and 12-20. While *some* of these characteristics may be desirable to *some* of the identified industries, they are by no means requirements. In many respects they appear to be reverse engineered so that the only suitable site is the large block of prime farmland that the city wants to develop as the South Industrial Area. The following "Required Industrial Site Suitability Characteristics" have not been justified:

- Site Size

The draft *EOA* identifies a minimum parcel size of 5 vacant acres for the targeted industries identified in Tables 12-19 and 12-20 unless the site is adjacent to an industrial use or a group of 20 suitable acres, in which case the parcel could be smaller. (Table 12-22)

However, many of the targeted industries can and do locate on much smaller sites, including sites that are not adjacent to another industrial use. Table 12-19 gives many such examples of existing Newberg firms. These include Professional Services, Creative Services, Wineries, and several others. The draft *EOA* does not explain its conclusion that these targeted industries require large sites, except for a footnote stating that:

"Much of this site size need [the 2030 need for approximately 24 acres of very small (under 2 acre) sites and 75 acres of small (2- to 10-acre) sites] can be most efficiently accommodated by master planned business parks."

The *EOA* is thus flawed in two respects. First, it inflates the parcels size allegedly needed by assuming that these targeted industries will only locate together, thereby requiring large parcel(s). Second, it assumes that none of these targeted industries will go into vacant spaces in existing office parks or onto "stand-alone" existing small parcels. Not only is there no evidence to support this, but it is contrary to common sense and observation of how industrial and office parks evolve.

- Proximity to Transportation and Services

The draft *EOA* contends that the targeted industries identified in Tables 12-19 and 12-20 require sites that are either "adjacent to existing industrial areas," or on "an agglomeration of at least 100 new acres to facilitate agglomeration economies and minimize adverse impacts." (Table 12-22)

None of the targeted industries requires a site larger than 50 acres. The draft *EOA* does not explain why any of the targeted industries must be part of an agglomeration of at least 100 acres. To the best of our knowledge, none of the existing industries in Newberg that fall within the targeted industry clusters, including wineries, professional and business services, and Newberg's largest manufacturers, are located within an industrial area totaling at least 100 acres. The *EOA* does not provide evidence that any of the targeted industries requires agglomeration of any size or kind.

The draft *EOA* also contends that the targeted industries identified in Tables 12-19 and 12-20 require sites within 1/8 mile (660 feet) of a major arterial or state highway without travel through non-industrial properties. (Table 12-22). The only roadway classified as a major arterial in Newberg's Transportation Systems Plan (TSP) is Highway 99W, which is also a state highway.

While some of the targeted industries may find such a location desirable, it is *not* required. Most of Newberg's largest existing industrial users, all of whom are in the targeted industry clusters, are not located within 660 feet of a state highway or major arterial. These include, at a minimum, A-dec, SP Newsprint/White Birch, and Ushio. Traffic from many of them, including A-dec and Ushio, passes through non-industrial areas.

The draft *EOA* states that the targeted industries identified in Tables 12-19 and 12-20 require sites that have a connection to I-5 via Highway 219. (Table 12-22).

Any site in Newberg can connect to I-5 via Highway 219. If the city contends that only sites with direct access to Highway 219 meet site requirements this is unjustified. No rationale is provided as to why the targeted industries would require this. As noted above, Newberg's largest manufacturers do not have direct access to Highway 219. For other industrial users, such as wineries, professional services, etc, such a locational requirement seems even more tenuous.

- Topography

The draft *EOA* categorically excludes as unsuitable all sites with slopes greater than 10% and all sites that do not have a developable area that is generally rectangular in shape. (Table 12-22).

The draft *EOA* does not explain why *all* targeted industries require a flat, rectangular site nor why any specific targeted industry requires a flat, rectangular site. While such sites may be generally cheaper to develop and service, many users use sites that do not have these characteristics. The categorical exclusion is not justified

- Compatibility (residential, downtown and resource land)

The draft *EOA* categorically excludes as unsuitable all sites that abut residential neighborhoods on more than 25% of the site perimeter unless buffers are present or planned. (Table 12-22).

The draft *EOA* does not explain why *all* targeted industries require sites that are buffered from residential land. While such buffering may be desirable for certain industries, such as food processing or heavy manufacturing, it is not required or even necessarily desirable for certain other users.

In fact, some of Newberg's largest existing industrial employers within the targeted industry clusters do abut residential neighborhoods, including A-dec, SP Newsprint/White Birch, and Ushio, as do many existing users in the targeted professional and business services sector.

The draft *EOA* also categorically excludes as unsuitable all sites that abut large tracts of agricultural land unless effective buffers are present or planned. (Table 12-22). The draft *EOA* does not explain why all or any targeted industries require sites that are buffered from agricultural land. Of the various urban uses, industrial use is considered to be more compatible with agricultural uses and other urban uses, such as residential, are less compatible with agricultural uses.

The draft *EOA* also categorically excludes as unsuitable any site that will result in truck traffic through downtown. There are several problems with this exclusion.

First, there is no definition here. Is one truck trip a day unacceptable, or does it take 50 trucks a day?

Second, Highway 99W through downtown is classified in the Newberg TSP as a major arterial, intended to "serve truck movements."⁵ The Oregon Highway Plan (OHP) classifies Ore 99W as a freight route through the City of Newberg.⁶ The categorical exclusion of any site that will result in truck traffic through downtown is inconsistent with these adopted and acknowledged plans.

Third, a logical place for industrial development that is higher priority under ORS 197.298 is the area of flat, relatively large parcels in the SW exception area. This area is served by rail. In addition, the Newberg-Dundee bypass is identified in the Newberg TSP as a future improvement. Once the first phase is completed, the bypass will provide an alternate route that avoids downtown for truck traffic originating in this higher priority area.

For all the preceding reasons, the "Required Industrial Site Suitability Characteristics" have not been justified.

3. INDUSTRIAL USES: INTENSIFICATION, REDEVELOPMENT, AND INFILL.

Our testimony to the Planning Commission pointed out the significant amount of employment growth that is typically absorbed through intensification of existing employment uses. This job growth is accommodated on existing developed sites without new development and without redevelopment.

⁵ Newberg TSP, p. 30

⁶ Newberg TSP, p. 41

During the staff response to testimony, Economic Planner David Beam discounted the potential for job growth to be accommodated without physical development or redevelopment occurring, based on his observation that there are very few vacant industrial properties in Newberg. Those comments overlook the reality of how and where significant job creation occurs and how it is accommodated.

In the real world many new jobs are created without land being developed or redeveloped: a processing plant or manufacturer adds staff or even a second shift; laid-off workers are recalled; a restaurant adds additional staff in the dining room and kitchen. None of these involves development or redevelopment of new or existing sites.

The text of Newberg's draft *EOA* recognizes this dynamic and states:

“The data ... includes assumptions that most (55%) of Newberg's future industrial employment will be located on sites 10 acres or less, and that one-third of those future new industrial firms under 10 acres in size, and one-half of firms under 2 acres in size, will find a site through infill redevelopment or intensification of existing employment land uses. (*EOA*, p. 43)”⁷

These stated assumptions are not carried over into the land need calculations.

Newberg projects an additional 1,642 new jobs will use industrial space through 2030.⁸

Table 12-21 allocates projected new industrial employees through 2030 by number of employees, by employees per firm, by site size, and by number of needed sites. The explanatory text states:

“The total land needs equate to approximately 10 employees per developed acre, which reflects the reality that many firms look for sites that allow for future expansion, and is consistent with the site size per employee ratio of many of Newberg's largest industrial employers.”⁹

In response to our previous testimony, city staff amended Table 12-21 to add the lines labeled “infill & redevelopment.” The amended table is reproduced below:

⁷ Draft *EOA*, p, 45

⁸ Draft *EOA*, p, 41, Table 12-18

⁹ Draft *EOA*, p, 45

Table 12- 21: Site Size Distribution by Firm Employment (2010-2030)

Employees per Firm	Percent of Employment	Number of Employees	Number of Firms	Sites Needed	Size Range (Acres)	Average Site Size (Acres)	Average ROW Need (Acres)	Gross Buildable Acres Needed
0-9	15%	246	41	21	<2	1	0.15	24
				20	infill & redevelopment			0
10 to 74	40%	657	19	13	2 - 10	5	0.75	75
				6	infill & redevelopment			0
75 to 150	15%	246	2	2	10 - 30	20	1.00	42
150+	30%	493	1	1	30 - 50	40	2.00	42
Total	100%	1,642	63	63				183

Source: Winterbrook Planning 2009, Newberg Planning Division

While the table now assigns a number of *sites* to infill and redevelopment, it either does not assign any actual *employment* growth to these sites, or the actual planned employment density is far less than the 10 employees per developed acre claimed in the text, and far less than what Newberg has historically experienced.

The draft *EOA* concludes that 183 gross buildable acres are needed.

If half the 246 employees projected on sites smaller than 2 acres and 1/3 of the employees projected on sites 2-10 acres in size will be accommodated through infill redevelopment or intensification of existing employment land uses, as stated in the draft *EOA*, only 1081 new employees will need new buildable land, not 1642. On 183 acres, this is an employment density of only 5.9 employees per gross buildable acre or 6.5 employees per developed acre.

If *all* 1642 projected new employees are allocated to the new land, then, and only then, will the employment density approximate the 10 employees per developed acre claimed in the text.

Newberg should resolve these inconsistencies in the draft *EOA* and plan for future industrial users to use land *more* efficiently than they have in the past, not *less* efficiently

In addition, it is not clear why the stated assumptions limit refill potential to sites smaller than 10 acres. At least some job growth will also be absorbed through intensification of existing employment uses on larger sites. The draft *EOA* should account for this certainty.

4. DUPLICATIVE ALLOCATION OF JOB GROWTH TO INDUSTRIAL AND OFFICE

For several sectors of projected job growth the draft *EOA* apparently allocates some jobs twice - to both industrial space and to office space. These errors lead to erroneous conclusions regarding land need.

For example, the draft *EOA* projects a total of 76 jobs in the Information sector in 2030. The draft *EOA* allocates 88% of these jobs to Industrial Space (67 jobs) and 90% of these jobs to office space (69 jobs), for a total of 136 jobs, nearly double what is projected.¹⁰

In the Transportation, Warehousing & Utilities sector the draft *EOA* allocates 93% of projected jobs to Industrial Space and 30% to office space.

Projected jobs in the Professional & Business sector and the Other Services sector also appear to be allocated more than once- to both Industrial Space and Office Space.

These errors must be resolved.

5. "REQUIRED" COMMERCIAL SITE CHARACTERISTICS

The draft *EOA* categorically excludes as unsuitable all sites with slopes greater than 10% and all sites that do not have a developable area that is generally rectangular in shape. (Table 12-29).

The draft *EOA* does not explain why new office and retail development requires a flat, rectangular site. While such sites may be generally cheaper to develop and service, many users use sites that do not have these characteristics. The categorical exclusion is not justified.

6. EMPLOYMENT AND POPULATION PROJECTIONS

The employment projections in the draft *EOA* are based upon an assumption that employment in certain sectors will grow by the same rate as Newberg's population and that after 2018, all employment in all sectors will grow by the same rate as Newberg's population.

The draft *EOA* states this was done in accordance with the "safe harbor" provisions of OAR-660-024-0040(9) and also states that the population projections in Newberg's adopted plan have been coordinated with Yamhill County as required by ORS 195.036.

We disagree. To the best of our knowledge, adequate coordination has not occurred.

It is our understanding that the "coordination" with the County to which the city refers is a letter from the County Planning Director that accepts the population projection proposed by the city. In addition, the Board of Commissioners adopted *findings* in support of Newberg's 2006 UGB amendment and its remanded URA proposal that also contained the population projection.

This is not adequate coordination. ORS 195.036 and 195.025 require adoption of a county-wide forecast by the governing body, in this case the Board of Commissioners, not the

¹⁰ Draft *EOA*, Tables 12-14, 12-18, and 12-25

Planning Director. The Board of Commissioners cannot delegate to the Planning Director the authority to coordinate population forecasts on an ad-hoc basis.

OAR 660-024-0030 provides, in part:

“In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.”

To the best of our knowledge, the County has not adopted the forecast into its comprehensive plan or in a document referenced by the plan, as required by OAR 660-024-0030, nor did the County follow the procedures and requirements in ORS 197.610 to 197.650.

In addition, coordination with all other local jurisdictions in the county is also required.¹¹ When it adopted findings in support of Newberg’s 2007 UGB amendment and its remanded URA proposal the County did not provide notice that it was considering adoption of a population forecast nor, to the best of our knowledge, did they provide notice to all other local governments in the county. Finally, to the best of our knowledge, when the city adopted the population forecast into its plan, it also failed to notify the other local governments in the County that it was adopting a population forecast.

For these reasons, we conclude that the city’s population forecast has not been adequately coordinated with the county and other local governments and cannot form the basis for “safe harbor” employment projections.

7. Related Comprehensive Plan Amendments

In addition to the draft *EOA*, the city is also proposing to amend the “Land Need and Supply” section of the comprehensive plan.

These proposed comprehensive plan amendments have not been justified. The proposed amendments that relate to industrial and commercial land have not been justified for the preceding reasons.

The city also proposes to amend the buildable land inventories of Residential, Park, and Institutional land in Table IV-1. The public notice for this hearing makes no mention of amendments to residential, park, and institutional land inventories. No justification or explanation of how they were derived is presented in the staff report or elsewhere in the Council Packet. No findings are proposed in support of their adoption.

¹¹ **195.036 Area population forecast; coordination.** The coordinating body under ORS 195.025 (1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary. [1995 c.547 §7 (enacted in lieu of 195.035)]

For these reasons, the proposed amendments to the buildable land inventories of Residential, Park, and Institutional land in Table IV-1 have not been justified.

8. Conclusion

We recognize the considerable work that Newberg has undertaken in producing the Draft *Economic Opportunities Analysis*. Additional work remains and it is our hope that the final product is one we can support.

We hope these comments are helpful in achieving that outcome. Please include them in the official record of these proceedings and notify us of any decisions and/or future hearings in this matter.

Sincerely,

Sid Friedman
1000 Friends of Oregon

Ilsa Perse
Friends of Yamhill County

Cc (electronic): DLCD
Yamhill County Planning Department
Oregon Department of Agriculture

Ken Friday

From: Doug Montgomery.[Doug.Montgomery@ci.mcminnville.or.us]
Sent: Thursday, August 18, 2011 5:03 PM
To: Ken Friday
Cc: 'Barton Brierley'
Subject: Population Projection Hearing

Good afternoon, Ken,

Thank you for meeting with Ron Pomeroy and I this past week to discuss Yamhill County's proposal to coordinate population projections for the county and cities within its boundaries. We understand that a public hearing has been scheduled on this item for September 1, 2011 and would ask that this correspondence be entered into the record.

McMinnville supports the efforts of Yamhill County (and Newberg) to coordinate the population projections for each of the ten cities within the county. We do, however, have a couple concerns that we hope the County will take into consideration in their deliberations. First, as you know, McMinnville has been embroiled in a more than decade long struggle to expand its urban growth boundary. As part of this effort, we coordinated with Yamhill County our population projection for the planning period 2003 – 2023; that projection has been acknowledged. Through this current effort, we do not wish to put that projection in a position that may cause us to have to alter our current growth boundary planning, or, in the worst case, start over. We would therefore suggest that any projection adopted for McMinnville include text that would work to keep in use this 2003 – 2023 projection while also providing for the required 20-year projection to 2031.

Second, the table provided with the notice for the upcoming hearing utilizes McMinnville's 2010 population (32,568) as a base. This number is then projected forward to 2031 at our adopted annual growth rate of 2.2 percent, resulting in a year 2031 population estimate of 51,433. However, if the McMinnville projection utilized the "safe harbor" provisions of Oregon Administrative Rule applicable to the population coordination process (OAR 660-024-0030 (4)(B)), which it is eligible to use, the base would be the adopted 2023 projection of 44,055. Extending this to the year 2031 using this same 2.2 percent growth rate results in a population projection of 52,432. Given the implied safety afforded by the "safe harbor" provisions of Oregon rule, we would ask that the table be amended to reflect this latter projection. In so doing, our current 2003 – 2023 projections remain consistent as well.

Finally, it is our belief that some of the city proposed population projections will receive little or no opposition by the County and hearing participants, while others will receive considerable scrutiny due to their proposed growth rate and/or past interest shown by certain land use advocacy groups. Because of that, we would encourage the County to adopt separately each of the city projections. Should an appeal then be filed, it would most likely be directed to those city's projections of concern, while allowing the remaining projections to move closer to acknowledgement.

I hope these comments are helpful to your deliberations. If I can be of any further assistance, or if you would like to discuss this matter further, please call.

Sincerely,

Doug Montgomery, AICP
Planning Director
City of McMinnville
ph 503.434.7311
fx 503.474.4955
montgod@ci.mcminnville.or.us



Oregon

John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

www.oregon.gov/LCD



August 15, 2011

Ken Friday, Planning Manager
Yamhill County Planning Division
525 NE 5th Street
McMinnville, Oregon 97128

Dear Ken:

The City of Newberg has requested Yamhill County adopt a new coordinated population forecast to enable the city to provide additional employment land within the Newberg urban area. The department supports Newberg's economic development efforts and encourages Yamhill County to adopt the necessary comprehensive plan amendments to move the effort forward.

Yamhill County's action should accomplish several objectives: adopt a new planning horizon of 20 years (to the year 2031), adopt new population forecasts for the county and each of the cities within the county for the year 2031, and coordinate the effort with affected local governments.

The requirements for population forecasting are found in statute (ORS 197.036) and Land Conservation and Development Commission administrative rules (OAR 660-024-0030). Coordinate requirements derive from Statewide Planning Goal 2 and many interpretations from the Land Use Board of Appeals and the courts.

ORS 195.036 provides:

The coordinating body under ORS 195.025(1) [a county] shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary.

OAR 660-024-0030(1) provides:

Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast * * * * The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.

Based on the above statute and administrative rule, it is the department's view that Yamhill County must coordinate with all of the jurisdictions within the county. If, as has been the past practice, the county only coordinates a 20-year projection with individual cities on a case by case basis we would not consider it to be a coordinated projection consistent with statute and administrative rules.

Statewide Planning Goal 2 directs local governments to coordinate their comprehensive plans. It does not necessarily mean that all parties must consent to an action or that a city has veto authority over legislative action by the county. While there is much case law on the subject and you should consult county legal counsel, at least one LUBA opinion provides useful guidance.

Sanders v. Yamhill County, 34 Or LUBA 69, 77 (1998):

We have interpreted this "coordination" requirement not to demand that a governmental unit contemplating a plan revision accede to every concern that may be expressed by an "affected governmental unit," but to require that it at least make findings responding to legitimate concerns. *ONRC v. City of Seaside*, 29 Or LUBA 39, 56 (1995); *Waugh v. Coos County*, 26 Or LUBA 300, 314 (1993). The local government must clearly explain the nature of the proposed action, and the comments of the affected governmental units must be solicited. If such comments are provided, the local government must consider them and accommodate the interests of the affected governmental units as much as possible. *Davenport v. City of Tigard*, 23 Or LUBA 565, 576, *aff'd* 116 Or App 248 (1992); *Rajneesh v. Wasco County*, 13 Or LUBA 202, 210 (1985).

Please include this letter in the record of proceedings for this plan amendment. If you have questions, don't hesitate to contact me.

Sincerely,



Steven M. Oulman, AICP
Regional Representative

c: Barton Brierley, City of Newberg

Ken Friday

From: John Morgan [john@morgancps.com]
Sent: Monday, July 18, 2011 3:35 PM
To: Ken Friday
Cc: Richard Howard; Brian Smith; 'Tammy Erb'
Subject: Population Projections
Attachments: O-485PopulationProjection.doc; Population Projection.doc
Ken -

Thanks for talking with me about Yamhill's population projections. As I said, the City adopted projections in 2008 which show a smaller population figure for 2030 than what is shown in the Newberg EOA projection. Yamhill projects 1,525 while Newberg shows 1,658.

The adopted figure has been used in several ways, including the city's industrial lands study and updates of public facility master plans. City staff is concerned about an alternative population projection for Yamhill being adopted by the County when the current projection has been the foundation of some significant planning work.

I am attaching the report by Richard Howard that was approved as the projection, along with the 2008 ordinance which adopted it.

Please take the City's wishes into account as this moves forward, and keep me posted.

Thanks!

John

John Morgan, City Planner
City of Yamhill

Richard A. Howard Sr.
Public Works Superintendent
City of Yamhill
PO Box 9
Yamhill, Oregon 97148

Phone: 503-662-4344
E-mail: pwsuper@cityofyamhill.com

To: Ken Friday, Yamhill County Planner

Subject: Population Projection

Date: November 4, 2008

The City of Yamhill is in the process of addressing a possible Urban Growth Boundary (UGB) expansion to provide additional land for light industrial purposes. Part of the assessment requires the establishment of a 20-year population projection for the city. Further, this number must be coordinated with the county.

The purpose of this letter is to establish a population projection to the year 2028 for the City of Yamhill.

The Portland State University Center for Population Research and Census estimated the population for the City of Yamhill at 970 in July of 1997. The population estimates reported in the 1997 update to the Cities Planning Atlas for the years of 1990 and 1996 were 867 and 960, respectively. These figures indicate a 1.7% average annual population growth from 1990 to 1996, but only a 1.0% annual growth between 1996 and 1997.

Based on the above data, the populations for 1995, 1996 and 1997 used to start the estimated growth rate are shown in the following table 1.1. The population growth rate is estimated at 1.0% from 1997 to the year 2004.

Table 1-1
Percent Population Figures for the City of Yamhill

Year	Population	Pct. Growth
1995	945	-----
1996	960	1.7
1997	970	1.0
1998	980	1.0 estimated
1999	990	1.0 estimated
2000	1000	1.0 estimated
2001	1010	1.0 estimated
2002	1020	1.0 estimated
2003	1030	1.0 estimated
2004	1040	1.0 estimated

The Portland State University Center for Population Research and Census estimated the population for the City of Yamhill at 794 in April of 2000. The actual population of the City of Yamhill declined by approximately 8% between the years of 1990 and 2000 instead of increasing. The following table 1.2 shows the estimated population for the City of Yamhill from the year 2000 through the year 2010. The percentage increase of 0.4 % was used based on the estimates from the Population Research Center, PSU, March 2008 Table 4.

Table 1-2
Percent Population Figures for the City of Yamhill

Year	Population	Pct. Growth
2000	794	-----
2001	797	0.4 estimated
2002	800	0.4 estimated
2003	803	0.4 estimated
2004	807	0.4 estimated
2005	810	0.4 estimated
2006	813	0.4 estimated
2007	816	0.4 estimated
2008	819	0.4 estimated
2009	823	0.4 estimated
2010	826	0.4 estimated

In a town as small as Yamhill, is hard to have a reliable population projection. Although, projections must be made to provide a basis for decisions on zoning, utilities, annexations, schools and other matters. In addition, the City must provide a population projection to determine a Buildable Lands Inventory.

The City of Yamhill approved 2 different subdivisions in 2005 with building of homes starting in 2006. The total homes for these 2 additions equaled 75 at completion. The city also approved 2 different subdivisions in 2006 with building of homes starting in early 2008. The total homes of these 2 additions equal 29 at completion. The following table 1-3 shows the estimated population and percentage based on 104 new homes and at least 2 persons per household by the year 2010.

Table 1-3
Percent Population Figures for the City of Yamhill

Year	Population	Pct. Growth
2000	794	-----
2001	813	2.4 estimated
2002	833	2.4 estimated
2003	853	2.4 estimated
2004	873	2.4 estimated
2005	894	2.4 estimated
2006	915	2.4 estimated
2007	937	2.4 estimated
2008	960	2.4 estimated
2009	983	2.4 estimated
2010	1006	2.4 estimated

In determining the City's population projection to the year 2028, I used the estimated growth rate used in the water master plan (1998) for future water needs of the City and the Transportation Plan (1999) both of which used 2.2% for there projections. The following table 1-4 shows the population estimated in 10 increments based on an average annual increase of 2.2% from 2000 through 2030.

Table 1-4
Percent Population Figures for the City of Yamhill

Year	Population	Pct. Growth
2000	794	-----
2010	987	24.3 estimated
2020	1227	24.3 estimated
2030	1525	24.3 estimated

In the Yamhill Comprehensive Plan the population estimate for the year 2017 is approximately 1517. Although, my estimate is approximately 368 less then the comprehensive plan, we are still in need of the Industrial land required in the plan.

The City anticipates a steady growth will likely continue at a reasonably moderate rate mainly due to the City's proximity to the Metro Area. The City also anticipates the need for infrastructure improvements and the need to accommodate the growth with industry. A growth rate of 2.2% per year is consistent with the infrastructure plans and will ensure the population projections are consistent with the community's requirements. With this background information, a 2.2% Annual Average Growth Rate was used to determine Yamhill's 20 year projected population.

ORDINANCE O-485

AN ORDINANCE ADOPTING THE 2008 POPULATION PROJECTION REPORT AS AN ELEMENT OF THE CITY OF YAMHILL COMPREHENSIVE PLAN.

WHEREAS, the City's Comprehensive Plan was adopted in 1979 and updated in May, 2004, and

WHEREAS, the Plan includes population projections, and

WHEREAS, the projections are used as a foundation for the City's land use and infrastructure planning, and

WHEREAS, Oregon Statute requires cities to adopt population projections as part of their planning program, and to serve as a foundation document for any amendments of the Comprehensive Plan Land Use Map, and

WHEREAS, Oregon Statute require Counties to coordinate population projections for all cities within each County's boundary and

WHEREAS, the City staff has prepared updated population projections, attached as Exhibit A, the County has approved the projections, and the Planning Commission has held a hearing on the projections and recommended their approval to the City Council,

NOW THEREFORE:

Section 1. The City Council of the City of Yamhill hereby adopts the 2008 Population Projection report, attached as Exhibit A, as a detailed element of the City of Yamhill Comprehensive Plan replacing any and all population projections within the currently adopted plan;

Section 2. The City Council adopts the findings of fact attached as Exhibit B to support the adoption of the report noting that many of the applicable criteria are not applicable in this matter.

Approved by the City Council this 14th day of January, 2009

EXHIBIT B

FINDINGS OF FACT ADOPTION OF THE 2008 POPULATION PROJECTION REPORT AS AN ELEMENT OF THE COMPREHENSIVE PLAN.

FINDING: Yamhill Code section 10.132.090 establishes the criteria for an amendment to the Comprehensive Plan. That section reads:

10.132.090 Findings Required for Granting a Comprehensive Plan Amendment. The Planning Commission and City Council shall analyze the following points and, in a written form, incorporate such findings in its decision.

- (A) That there is a public need for a comprehensive plan amendment.
- (B) That there was an error in the original comprehensive plan.
- (C) That there is a need to change the currently adopted comprehensive plan.
- (D) That there is an inadequacy of other comparatively planned and/or zoned land currently available to satisfy the public need.
- (E) That the property proposed to be changed is the best property available for the comprehensive plan amendment.
- (F) That the proposed comprehensive plan amendment is in conformance with all Statewide Goals, and any applicable street, highway and/or utility plans for the area.
- (G) That the proposed property is adequate in size and shape to facilitate those uses allowed in the proposed zone upon adoption of the comprehensive plan amendment.
- (H) That the proposed property is properly related to streets and highways to adequately serve the type of traffic that will be generated by the uses in the proposed zone upon adoption of the comprehensive plan amendment.
- (I) That the proposed comprehensive plan amendment will have no adverse affect on abutting property or the permitted uses thereof.

FINDING: Section 10.132.090 includes many criteria appropriate for consideration of a land use application effective a specific parcel or parcels of property and not appropriate for adoption of a text amendment. In the findings that follow the criteria that are not applicable are so noted.

CRITERIA: That there is a public need for a comprehensive plan amendment

FINDING: There is a need to keep the Comprehensive Plan current in terms of its factual foundation, policy context, and future projections. The Population Projections are needed as they are used to help direct the planning for land use and infrastructure. The criterion is met.

CRITERIA: That there was an error in the original comprehensive plan

FINDING: This criterion is not applicable as it relates to an error on the land use map.

CRITERIA: That there is a need to change the currently adopted comprehensive plan

FINDING: There is a need to change the currently adopted comprehensive plan as the plan's projections are out of date. Also, new projections are required by the State to support any future amendments to the Plan's land use map. The criterion is met.

CRITERIA: That there is an inadequacy of other comparatively planned and/or zoned land currently available to satisfy the public need

FINDING: This criterion is not applicable as it relates to the land use map.

CRITERIA: That the property proposed to be changed is the best property available for the comprehensive plan amendment

FINDING: This criterion is not applicable as it relates to property, not a text amendment.

CRITERIA: That the proposed comprehensive plan amendment is in conformance with all Statewide Goals, and any applicable street, highway and/or utility plans for the area

FINDING: The Population Projections conform to Goal 1 as there were public hearings before the Planning Commission and City Council; and to Goal 2 as the development of population projections is part of the required land use planning process. The other Statewide Planning Goals are not applicable as they do not speak to planning requirements including the need to develop population projections. The balance of the criterion is not applicable as it relates to a specific land use case rather than a text amendment.

CRITERIA: That the proposed property is adequate in size and shape to facilitate those uses allowed in the proposed zone upon adoption of the comprehensive plan amendment

FINDING: This criterion is not applicable as it relates to property, not a text amendment.

CRITERIA: That the proposed property is properly related to streets and highways to adequately serve the type of traffic that will be generated by the uses in the proposed zone upon adoption of the comprehensive plan amendment

FINDING: This criterion is not applicable as it relates to property, not a text amendment.

CRITERIA: That the proposed comprehensive plan amendment will have no adverse affect on abutting property or the permitted uses thereof

FINDING: This criterion is not applicable as it relates to property, not a text amendment.

INTRODUCED AND ADOPTED by the City of Yamhill Council and signed by me in authentication of its passage this 14th day of January, 2009.

CITY OF YAMHILL, OREGON

FIRST READING: _____

SECOND READING: _____

AYES: _____

NAYS: _____

ABSTAINED: _____

ABSENT: _____

By: _____
Wm. R. Murphy
Mayor of Yamhill

ATTEST:

By: _____
Kimberly Steele
City Recorder

Ken Friday

From: Larry Layton [llynton@ci.amity.or.us]
Sent: Tuesday, June 28, 2011 4:29 PM
To: Ken Friday
Subject: RE: Coordinated Population Projection
Follow Up Flag: Follow up
Flag Status: Blue
Attachments: MX-3100N_20110628_152706.pdf

Ken,

I have attached a copy of Ordinance 625 in which the city council amended the 2030 projected population of Amity to 2481. If you need a hard copy, let me know.

Larry Layton
City Administrator
Amity, OR
(503) 835-3711
llynton@ci.amity.or.us

From: Ken Friday [mailto:fridayk@co.yamhill.or.us]
Sent: Tuesday, June 07, 2011 2:10 PM
To: llynton@ci.amity.or.us
Cc: Ken Friday
Subject: Coordinated Population Projection

The City of Newberg has requested that we adopt a county-wide population projection for the County and for each City. We want to assist with that project. They have kindly provided us with population projections for the county/cities and would like your jurisdiction to take a look at them before we take any action. The information I think you would be interested in is found on pages 27 and 28 of Newberg's proposal, which I have attached to this message. Please give me your thoughts and comments on their projection for Amity*. What we would like is a letter from the city stating that they had no objections to this projection. I can send you Newberg's complete proposal if you desire, but, due to size, I would need to divide it into three documents

Ken Friday
Planning Division Manager
503-434-7516

*P.S. I believe you would likely be the easiest of the cities to get approval from since the number is right from the recently adopted Ordinance 864.

8/25/2011

ORDINANCE NO. 625

AN ORDINANCE AMENDING THE CITY OF AMITY'S URBAN GROWTH BOUNDARY BY INCLUDING APPROXIMATELY 24 ACRES

WHEREAS, the City of Amity applied to expand its Urban Growth Boundary; and

WHEREAS, the Amity Urban Area Management Commission did hold a duly advertised public hearing on this matter on the 13th of December, 2010, and recommend that the Urban Growth Boundary be expanded to include an additional 24 acres; and

WHEREAS, the Amity City Council did hold a duly advertised public hearing on this matter on the 5th of January, 2011, and voted to adopt findings of fact in support of this application and approve this Urban Growth Boundary expansion of approximately 24 acres; and

WHEREAS, the Yamhill County Board of Commissioners did hold a duly advertised hearing on this matter on the 10th of March, 2011, and voted to approve this Urban Growth Boundary expansion and adopted Ordinance 864 to expand Amity's Urban Growth Boundary; now therefore

THE CITY OF AMITY DOES ORDAIN AS FOLLOWS:

Section 1. That the Amity Comprehensive Plan shall be amended such that the year 2030 projected population for the City of Amity shall be 2481; and

Section 2. That the Amity Urban Growth Boundary shall be amended to include approximately 24 acres as provided for in the official record and incorporated by reference as 'Exhibit A'; and

Section 3. That the Amity Urban Growth Boundary map is hereby expanded as shown on the attached map identified as 'Exhibit B'.

This ordinance will take effect 30 days from the date of its passage.

FIRST READING: May 4, 2011

SECOND READING: June 1, 2011

SUBMITTED AND APPROVED THIS 1 DAY OF JUNE, 2011.

Ayes:

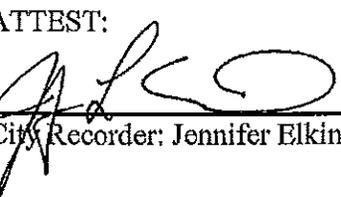
Nays:

SIGNED:



Mayor: Michael Cape

ATTEST:



City Recorder: Jennifer Elkins

Ken Friday

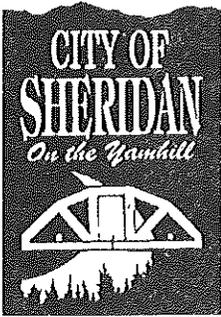
From: Jim Jacks [jjacks@wavecable.com]
Sent: Thursday, June 23, 2011 1:11 PM
To: Ken Friday
Cc: Jim Jacks
Subject: Pop Projection - Lafayette
Follow Up Flag: Follow up
Flag Status: Blue

Ken,

I sent a draft letter to Preston Polasek at Lafayette yesterday, so when you get back from vacation there should be a Lafayette letter on your desk. The draft said the proposed 3% rate for Lafayette looks good because the city's prior projections used 3%.

FYI, Lafayette's growth rate from 1990 to 2000 was 7.2% per year, and from 2000 to 2010, even with the recession, was 3.75% per year.

Jim Jacks
City Planner
503 843-2347



City of Sheridan

120 S.W. Mill Street • Sheridan, Oregon 97378

City Hall • Municipal Court (503) 843-2347

Police Department (503) 843-2431

Fax (503) 843-3661

RECEIVED

JUN 22 2011

YAMHILL COUNTY PL...

June 21, 2011

Mr. Ken Friday
Yamhill County Planning Division Manager
525 NE 4th Street
McMinnville, OR 97128

RE: City of Sheridan Initial Comments on Proposed 2030 Coordinated Population Projection

Dear Mr. Friday,

Thank you for emailing the materials showing the population projection for Yamhill County and all the cities in the county, including Sheridan. We understand the City of Newberg is in a comprehensive plan UGB amendment process and has provided the proposed population projections for the county to review and coordinate with the cities. The population projection uses 2010 as the base and projects populations to 2030.

The City of Sheridan proposes a "regular" city population of 4,375 as of July 1, 2010 be used as the base and increased by a 2% AAGR to yield a 2030 population of 6,501. Additionally, we propose the July 1, 2010 Federal Correctional Institution (FCI) population be addressed separately and show it as 4,000 by the year 2030.

The City's method accounts for the city's "regular" population and the FCI population. The FCI population has been 1,800 plus or minus 100 for several years. As of July 1, 2010 the FCI population was 1,750. The FCI site has sufficient land for additional buildings and a capacity for 4,000 inmates (an additional 2,250 over the July 1, 2010 FCI population). There is no timeline for additions to the FCI, but it is likely its population will be 4,000 by 2030.

Accounting for the FCI population separate from Sheridan's "regular" population is consistent with the Yamhill County position as stated in its May 13, 2003 letter from Michael Brandt to the City of Sheridan regarding a projection to 2020 (enclosed). It says in part, "For land use decisions involving land needs analyses, the city should not include the prison population but use the base population projection of 5,674 for the year 2020. For projections involving planning for infrastructure, the city should include the potential FCI population of 4,000 and use a population projection of 9,674."

For the 2030 population projection the city proposes one projection for land use decisions involving land needs analyses (not including the FCI population) and another projection involving planning for infrastructure (including the FCI population).

The City of Newberg's information (p. 27 from the material included in Newberg's May 11, 2011 letter to Yamhill County) indicates a July 1, 2010 population of 6,125 (from PSU), and using an AAGR of 2% (from the Sheridan 1999 TSP), the 2030 UGB population projection is 9,211. It is not clear how the FCI population has been addressed. If Newberg used the July 1, 2010 figure of 6,125

K. Friday, Population Projection
June 21, 2011
Page 2

and increased it 2% per year to 2030, the population would be 9,101 in 2030, but the figure on page 27 is 9,211, thus it is not clear how the 2030 figure was calculated. See enclosed spreadsheet.

The City of Sheridan's suggested methodology is to use the PSU July 1, 2010 figure of 6,125 which includes the FCI population, and reduce it by the FCI population of 1,750 to 4,375 to give the 2010 "regular" city population. Then increase the 4,375 base by a 2% AAGR to yield a 2030 population of 6,501. See enclosed spreadsheet.

To account for the FCI population for infrastructure planning purposes, a range is proposed from the 2010 population of 1,750 to a 2030 population of 4,000 (the capacity of the FCI site). The range for the city's total population would be 8,251 (1,750 + 6,501) if the FCI population remained the same out to 2030 or 10,501 (4,000 + 6,501) if the FCI population increased by 2,250 to 4,000 by 2030.

If you have questions, please contact me at 503 843-2347 or fsheridan@wbcable.net.

Sincerely,



Francis D. Sheridan
City Manager

CC: City Recorder
City Planner

File: Population Projection for 2030

Yamhill County

DEPARTMENT OF PLANNING AND DEVELOPMENT

401 NE EVANS STREET • McMINNVILLE, OREGON 97128

Phone:(503) 434-7516 • Fax:(503) 434-7544 • Internet Address: <http://www.co.yamhill.or.us/plan/>

May 13, 2003

City of Sheridan
Attn.: Skip Wendolowski
120 SW Mill St.
Sheridan, OR 97378

Post-It* Fax Note	7671	Date	1/19/05	# of pages	5
To	Walt Wendolowski	From	Ken Friday		
Co/Dept.		Co.	Yamhill Co		
Phone #		Phone #			
Fax #	843 3661	Fax #			

Dear Mr. Wendolowski;

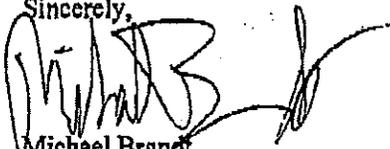
As you are aware, the Yamhill County Department of Planning and Development has previously reviewed your September 30, 1999 report titled *Sheridan 2020 Population Projection*. The report estimated a projected population of 7,674 in the year 2020. On December 19, 1999, our office issued a letter stating that the projected population of 7,674 was "...sound and defensible." This previous projection included the Sheridan Federal Correctional Institution population of 2,000. As you indicated in your April 17, 2003 memorandum, the Sheridan Federal Correctional Institution (FCI) has enough land to potentially increase in population by another 2000, resulting in a total prison population of 4,000. This unknown quantity would give Sheridan a population range in 2020 from 7,674 to 9,674.

Obviously, this situation is not shared by other cities in Yamhill County. Since FCI is a Federal facility and is not governed by either Yamhill County or City of Sheridan zoning restrictions, the facility may expand at any time with virtually no approval required by the city or county. Because of this situation, our office believes it would be necessary for the city to design infrastructure capable of providing services to a 2020 population of 9,674. Frankly, we believe to ignore this factor and not plan for the additional infrastructure would be irresponsible. However, our office wants to make clear that the 2020 projection of 9,674 is not to be used to justify a need for additional urban lands.

Therefore, our office proposes to adopt the following population projections. For land use decisions involving land needs analyses, the city should not include the prison population but use the base population projection of 5,674 for the year 2020. For projections involving planning for infrastructure, the city should include the potential FCI population of 4,000 and use a population projection of 9,674. Our office will consider both of these numbers to be coordinated population figures for the purposes noted above.

If our office can be of further assistance, please feel free to call.

Sincerely,



Michael Brandt
Planning Director

MB:kf

F:\Share\K\SHERIDAN2.POP

SHERIDAN COORDINATED POPULATION PROJECTION						
As of 6/20/11						
	PSU Est	Regular	Prison	Total	Nwbg	
2010	6,125	4,375	1,750	6,125	6,125	
2011		4,463			6,248	
2012		4,552			6,372	
2013		4,643			6,500	
2014		4,736			6,630	
2015		4,830			6,762	
2016		4,927			6,898	
2017		5,025			7,036	
2018		5,126			7,176	
2019		5,229			7,320	
2020		5,333			7,466	
2021		5,440			7,616	
2022		5,549			7,768	
2023		5,660			7,923	
2024		5,773			8,082	
2025		5,888			8,243	
2026		6,006			8,408	
2027		6,126			8,576	
2028		6,249			8,748	
2028		6,374			8,923	
2030		6,501	4,000	10,501	9,101	

Ken Friday

From: Barton Brierley [barton.brierley@newbergoregon.gov]

Sent: Thursday, June 16, 2011 5:25 PM

To: Ken Friday

Subject: Dundee population projection

Follow Up Flag: Follow up

Flag Status: Blue

Dundee adopted its Waste Water Treatment Facility Plan Update, dated April 28, 2010, by Kennedy/Jenks Consultants. That plan used a 2031 population projection of 6,351 for Dundee. Because this was adopted by the Dundee City Council already, it should be acceptable as a County 2031 projected population.

*Barton Brierley, AICP
Planning and Building Director
City of Newberg
P.O. Box 970, Newberg, OR 97132
503-537-1212 Fax 503-537-1272
barton.brierley@newbergoregon.gov*

Ken Friday

From: Mattson, Marjorie [MMattson@mwvcog.org]
Sent: Tuesday, June 14, 2011 1:56 PM
To: Ken Friday
Subject: RE: Coordinated population projection
Follow Up Flag: Follow up
Flag Status: Blue

Ken – I have been in communication with the City of Dayton and received the following message from the City Manager. The City accepts the “assignment” per Newberg’s prepared chart—2.25% AAGR.

From Christy Ellis: Please take care of that for us. I am fine with using the comp plan projections. Thank you.

From: Ken Friday [mailto:fridayk@co.yamhill.or.us]
Sent: Tuesday, June 07, 2011 2:41 PM
To: Jacks, Jim; Mattson, Marjorie; Dufner, Suzanne
Cc: Ken Friday
Subject: Coordinated population projection

My understanding is that you folks are the collective Planners for the fine cities of Carlton, Dayton, Lafayette, Sheridan, and Willamina. The City of Newberg has requested that we adopt a county-wide population projection for the County and for each City (it is a long story but I would be happy to fill you in if you want to call me!). We would like to assist with that project. They have kindly provided us with population projections for the county/cities and would like your jurisdiction to take a look at them before we take any action. The information I think you would be interested in is found on pages 27 and 28 of Newberg's proposal, which I have attached to this message. Please give me your thoughts and comments on their projection for your respective cities. What we ultimately would like is a letter from each city stating that they had no objections to this projection. I will follow up with the full document from Newberg, but, due to size, I would need to divide it into three messages.

Please do not hesitate to call me if you have questions.

Ken Friday
Planning Division Manager
503-434-7516