

CPZ

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

In the Matter of Amending Comprehensive)
Plan to Revise Table 20 of Ordinance)
98-05 Regarding the Year 2015 City/County) ORDINANCE NO. 01-02
Population Projection Allocation)

The Board of County Commissioners for Columbia County, Oregon, ordains as follows:

SECTION 1. TITLE.

This ordinance shall be known as Ordinance No. 01-02.

SECTION 2. AUTHORITY.

This ordinance is adopted pursuant to ORS 203.035, 215.050, and 215.060.

SECTION 3. PURPOSE.

The purpose of this ordinance is to amend the Columbia County Comprehensive Plan Economy, Population, to reflect 2000 population estimates, and to amend Columbia County Comprehensive Plan, Economy, Table 20 which sets forth the Year 2015 population projections for the County and Cities in Columbia County. The amendments would redistribute the rural and urban populations in the County from the current adopted County total populations as found in Table 20, in order to more accurately reflect the growth of the cities in Columbia County.

SECTION 4. HISTORY

In 1998, Columbia County completed its periodic review Work Program Task III, "Population Projections," which was adopted in Ordinance 98-05 which became effective on October 1998. Ordinance 98-05 adopted low, intermediate and high population projections, in Table 20, and otherwise amended the text of the Comprehensive Plan to conform with Work Program Task III.

On July 7, 2000, the Columbia County Land Development Services Department received a letter from Columbia City indicating that the projected estimate listed in Table 20 for the City is too low and should be revised to more accurately reflect the growth of Columbia City and other cities in Columbia County. In response, the County Land Development Services Department made application for a Comprehensive Plan Amendment to revise Table 20. Two possible reallocation methods were proposed to the Planning Commission on January 8, 2001. The Planning Commission recommended approval of the application according to the second proposed methods. The City of Columbia City, by letter dated February 12, 2001, subsequently requested that Board of County Commissioners consider a third method which recognizes that

the trend south County Cities such as Scappoose, St. Helens and Columbia City, have grown at a faster rate than north County cities such as Rainier and Clatskanie.

SECTION 5. FINDINGS AND CONCLUSIONS

1. The Board of County Commissioners adopts findings 1, 2, 3, and 5 of the February 22, 2001, staff report to the Columbia County Board of Commissioners. The Staff Report and its attachments are attached hereto as Exhibit A, and are incorporated herein by this reference, except that, Attachment K to the staff report is not adopted or incorporated into this Ordinance.
2. The Board of County Commissioners adopts the following supplemental findings:
 - A. CCZO 1606 Legislative Hearing. Requests to amend the text of the Zoning Ordinance or to change a large area of the Zoning Map of Columbia County in order to bring it into compliance with the Comprehensive Plan are legislative hearings. Legislative hearings shall be conducted in accordance with the following procedures.
 - .1 A legislative amendment to the Zoning Ordinance Text or Map may be initiated at the request of the Board of Commissioners, a majority of the Commission, or the Director, or any citizen of the County may petition the Commission for such a change.
 - .2 Notice of a Legislative hearing shall be published at least twice, one week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than 10 calendar days prior to the Legislative Hearing. The mailing of notice to individual property owners is not required by shall be done if ordered by the Board of Commissioners.

The Board of County Commissioners finds that this request to amend Ordinance 98-05 is a legislative amendment. The LDS Director brought the amendment before the Board of County Commissioners on Tuesday, October 10, 2000. The Board at that time directed LDS to initiate the population projection revisions through a comprehensive plan amendment, despite the fact that such amendment will not involve a re-zone or change of plan designation regarding specific properties in the County. The changes will not limit or preclude the use of individual properties, as they have been previously used, prior to the adoption of the amendment. Therefore, the Board of Commissioners did not order notice to individual property owners. Notice of the draft amendments were mailed to affected agencies on December 6, 2000, and were published in twice, at least one week apart in newspapers of general circulation in Columbia County on December 20, and December 27, 2001, no less than 10 calendar days prior to the Planning Commission hearing on the matter on January 8, 2001.

B. CCZO 1607 Consistency with the Comprehensive Plan: All amendments to the Zoning Ordinance Text and Map shall be consistent with the Comprehensive Plan Text and Maps.

.1 The Commission shall hold a hearing to consider the proposed amendments and shall make a recommendation to the Board of Commissioners with regard to the proposed amendments. The Board of County Commissioners shall hold at least one hearing to consider the proposed amendments. Both the Commission and the Board of Commissioners will required notice in the manner outlined in Section 1611.

This application is for a legislative amendment to the Columbia County Comprehensive Plan. The procedure found in CCZO 1607 is followed for legislative amendments. On January 8, 2001, the Columbia County Planning Commission held a hearing to consider the proposed amendments and two different reallocation methods being considered. After hearing testimony, the Planning Commission voted to recommend approval of amending the comprehensive plan, Ordinance 98-05, Table 20, according to the second method as set forth in the staff report. The Board of County Commissioners held a hearing on February 28, 2001 to consider the proposed amendments. Having heard testimony and evidence, including the Planning Commission's recommendation, the Board of County Commissioners finds that reallocation Method 3 is the best method. (See finding C, below).

C. Having heard all of the evidence and testimony, the Board of County Commissioners finds that there is substantial evidence to show that the population projections for the cities of Columbia County as currently found in Table 20 of Ordinance 98-05, are low and do not accurately project the growth of such cities. The Board of County Commissioners further finds that Method 2 is more accurate than method one because it is based on the current population trends in the County and in each City in the County, and assumes that future growth will mirror the same trends as are indicated in the percentages of the incorporated population, rather than assuming across the board growth rate increases in the unincorporated and incorporated areas. In this manner, the second Method recognizes the trend towards higher growth rates in incorporated Columbia County Cities, as opposed to growth in unincorporated rural County areas. To the contrary, the first method assumes that growth in unincorporated Columbia County will be at the same rate as the incorporated areas, which contradicts the PSU estimates which show that incorporated areas have been growing at a faster rate than the unincorporated areas.

D. While the Board of County Commissioners finds that the second method is more accurate than the second method, the Board also finds that a third method is an even more accurate projection of population allocations. The City of Columbia

City is in support of a reallocation method that would both assume that the unincorporated population will grow at a slower rate than the incorporated population (like Method 2), and that also assumes that cities in the south County such as Scappoose, St. Helens and Columbia City, will continue to grow at a faster rate than cities in the north County such as Rainier and Clatskanie. The third method would therefore, reallocate more population to such south County cities than the north County cities. The Board of County Commissioners finds that there is substantial evidence to support the fact that the historical trend is for south County cities to grow at a faster rate than cities in the north County, and that the population projections should reflect that faster rate.

- E. OAR 660-018-0035 Department Participation: If the Department (Department of Land Conservation and Development) is participating in a local government proceeding for which notice was received under OAR 660-018-0020, the Department shall notify the local government. The Department notification shall occur at least 15 days prior to the first evidentiary hearing on adoption as specified in notice received under OAR 660-018-0020 and shall indicate any concerns with the proposal and recommendations considered necessary to address the concerns including, but not limited to, suggested corrections to achieve compliance with the Goals.

Notice of this Comprehensive Plan Amendment was filed with the Department 45 days prior to the January 8, 2001 Planning Commission hearing. Comments from the Department should have been received 15 days prior to such hearing in order for the Department to participate in these local government proceedings. A letter dated January 3, 2001, from the Department was received by the Columbia County Department of Land Development Services on January 6, 2001, two days before the Planning Commission hearing. This letter was not timely. Therefore, the Board does not consider the Department to have participated in the County proceedings. The letter is not incorporated into the record of the local government proceeding, and any mention of the letter in the staff report or otherwise, is disregarded for purposes of Ordinance No. 01-02. Any comments received from parties other than the Department regarding a third reallocation method have been considered by the Board separately and not in conjunction with the Department's comments. After considering all Methods presented to it, the Board of County Commissioners finds that the third Method most accurately reflects population growth in Columbia County and should, therefore, be adopted.

- F. The Board of County Commissioners finds that in order to amend Table 20 to more accurately reflect the City/County population projection, it is necessary to Amend the Comprehensive Plan Economy, Population, which currently reflects 1997 population numbers as estimated by the Center for Population Research at PSU. The estimated year 2000 population numbers are used to make the population projection allocations in Table 20.

SECTION 6. AMENDMENT AND AUTHORIZATION.

A. Columbia County Comprehensive Plan, ECONOMY, POPULATION, is hereby amended as follows (**additions are underscored, deletions are struck**):

The population of Columbia County at the time of the 1990 census was 37,557. The 1997 County population estimated by the Center for Population Research at PSI is certified at 41, 500. The 2000 County population estimated by the Center for Population Research at PSU is estimated at 43,200. More than one-half of the population lies in the ~~unincorporated~~ areas (Approximately ~~54.3%~~ 52.57%) while the remainder is found in the unincorporated areas (Approximately ~~45.7%~~ 47.43%) of the County.

In 2000, St. Helens was is the County seat and population center with an estimated population of ~~8,555 (1997)~~ 9,450 (2000). Columbia City, two miles to the north, ~~had has~~ an estimated population of ~~1,550~~ 1,735 (2000), and Scappoose, eight miles to the south of St. Helens ~~had has~~ an estimated population of ~~4,650~~ 5,270 (2000). Other cities included Vernonia (2,345 2,460), Prescott (60), Rainier (~~1780~~ 1,835), and Clatskanie (~~1880~~ 1,900). The remaining residents are were scattered throughout the County, largely among the major roadways, and along the Nehalem River.

B. Columbia County Comprehensive Plan, ECONOMY, Table 20, is hereby amended as follows (**additions are underscored, deletions are struck**):

The low, intermediate, and high projection allocations follow:

POPULATION PROJECTION CITY/COUNTY ALLOCATION FOR 2015
 Using ~~1990 city to county census population percentage applied to OEA (low) and TSP (high) population totals, and intermediate 5% above OEA low with cities:~~

			LOW	INTERMEDIATE	HIGH
	1990 Census	Approx. Ratio of Each City's Pop. To County Total Pop. (Census '90) & Percentage	Office of Economic Analysis (OEA) 2015 Population Forecast Allocation	5% Higher than OEA total. Incorporated cities have arithmetic mean between high & low. Unincorporated County has remainder	Transportation System Plan (TSP) Total allocated to each city as 1990 census percentage
Clatskanie	1629	1 to 23.1 4.3%	2062	2226.5 Rounded to 2227	2391
Columbia City	1003	1 to 37.4 2.7%	1295*	1398	1501
Prescott	63	1 to 596 >1%	63	63	63
Rainier	1674	1 to 22.4 4.5%	2158	2330	2502
St. Helens	7535	1 to 5 20%	9591	10355.5 Rounded to 10356	11120

Scappoose	3529	1 to 10.6 9.4%	4508*	4867	5226
Vernonia	1808	1 to 20.8 4.8%	2302*	2485.5 Rounded to 2486	2669
Incorp. County	17178	1 to 2.2 45.7%	21979	23725.5 Rounded to 23727	25472
Unincorp. County	20379	Approximately 1 to 1.8 54.3%	25975	26625	30128
County Total	37557	1 to 1 (100%)	47954	5% Above 50351.7 Rounded to 50352	55600

NOTE: The City of Prescott percentage of population at less than 1% was not counted in total population for calculation of percentage of population for each city. Prescott's population was allocated from the total County population at 63% persons through low, medium, and high projections and counted as a part of the total.

*NOTE: Portland State University population estimate on July 1, 1997 shows many cities in Columbia County already exceeding the "Low" population projection from the Office Economic Analysis (OEA)

(Table 20)

	<u>% of 2015 Population est</u>	<u>LOW 2015 Population Estimate</u>	<u>INTERMEDIATE 5% higher than the low estimate</u>	<u>HIGH Transportation System Plan (TSP) Total allocated to each city as 1990 census</u>
Clatskanie	4.16	2,028	2,095	2,315
Columbia City	5.52	2,686	2,779	3,069
Prescott (Note 2)	.012	43	60	60
Rainier	3.9	1,895	1,964	2,170
St. Helens	23.1	11,230	11,631	12,844
Scappoose	14.38	6,996	7,241	7,997
Vernonia	6.12	2,978	3,082	3,403
Incorporate d County	57.19	27,856	28,852	31,858
Unincorpor ated County	42.80	20,098	21,500	23,742
COUNTY TOTAL	100.00	48,641	50,352	55,600

Notes:

Based on the assumption of a continuing 20 year trend in population proportion.

1980 proportions: Clatskanie (4.6%); Columbia City (1.9%); Prescott (.2%); Rainier (4.6%) ; St. Helens (19.8%) ; Scappoose (9.0% ; Vernonia (5.0%).
1980 unincorporated population proportion = 54.8%
2000 proportions: Clatskanie (4.4%); Columbia City (4.0%); Prescott (.1%); Rainier(4.2%) ; St. Helens (21.9%) ; Scappoose (12.2% ; Vernonia (5.7%).
2000 unincorporated population proportion = 47.4

(Table 20)

SECTION 7. EMERGENCY.

This ordinance being immediately necessary to maintain the public health, safety and welfare, an emergency is declared to exist and this ordinance shall take effect upon its adoption.

DATED this 28th day of February, 2001.

Approved as to Form

By: Sarah Tyson
Office of County Counsel

BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

By: [Signature]
Chair

Recording Secretary

By: _____
Commissioner

First Reading: 2/28/01
Second Reading: 2/28/01
Effective Date: 2/28/01

By: [Signature]
Commissioner

EXHIBIT A

**COLUMBIA COUNTY
BOARD OF COMMISSIONERS**

Staff Report - February 22, 2001

Comprehensive Plan Amendment

HEARING DATE: February 28, 2001

FILE NUMBER: PA 01-02

APPLICANT: Columbia County
Land Development Services

REQUEST: A Comprehensive Plan Amendment to revise Table 20 of Ordinance 98-05 regarding the City/County population projection allocations for the year 2015.

BACKGROUND:

Pursuant to ORS 195.036, Columbia County completed its periodic review work program Task III, "Population Projections", which became effective on October 20, 1998. Since that time, the County received a letter from Columbia City, dated July 7, 2000, indicating the projected estimate for Columbia City is too low and should be revised. (see attachment "D")

The City's request was in response to data prepared by the Center for Population Research and Census at Portland State University, which estimates the city's current population to be 1,665. This figure exceeds the county's (year 2015) projected "high" estimate for Columbia City by 164, see Table 20, P.16 of County Ordinance 98-05 (Attachment "A"). Staff has reviewed these figures and concurs with the city that the 2015 population estimates adopted in Ord. 98-05 warrant revision.

It should be noted that these revisions will not change the County Total population projections for the year 2015. The County Total "Low" projection is based on the State of Oregon Office of Economic Analysis, the "medium" projection is 5% higher, and the "High" projection is based on the County Transportation System Plan. The revisions proposed in this application will redistribute the rural and urban populations from the adopted County Total populations in order to more accurately reflect the growth of the cities in Columbia County.

Staff has prepared two methods for reallocating the adopted County Total population projections among the cities and the unincorporated area. Method 1 determines what each city's percentage of the County Total population was in 1999, according to the Portland State University (PSU) estimates. It then takes that same percentage from the projected 2015 County Total to determine what the city population estimate will be in 2015. This method assumes there will be no change in the population growth rate between the urban and rural areas of the County and that they will grow at the same rate. Portland State University estimates show that the cities have been growing at a faster rate than the unincorporated areas of the County. Therefore, Method 1 is somewhat limited by its methodology. It tends to indicate large gains in rural population that do not match up well with the historical rural population growth trends.

The second method is based on the change between rural (unincorporated) and urban (incorporated) populations between 1990 and 1999 according to PSU. This method determines what the 2015 rural population will be by using a 15 year multiplier. The rural population is then subtracted from the County Total population, leaving the urban population. The urban population is then distributed to the cities based on their 1999 percentage of the County Total. Method 2 assumes that the cities will maintain the same percentage of the County Total for the next 15 years and will not change relative to each other. This may not be the case, however, Method 2 does give a more realistic allocation of urban vs. rural populations, indicating the urban areas growing at a faster rate than the rural.

A third method was proposed by Rob Hallyburton from the State DLCD on January 6, 2001. This method was not considered by the Planning Commission because it was received too late. (Attached as Attachment "K")

Staff recognizes the fact that the 2000 census data will be coming out soon, and the possibility that these projections will need to be re-evaluated again in the near future. The reason the County is not waiting for the census data is because we are trying to coordinate with the City of Columbia City. The City has received a DLCD technical assistance grant for a Vacant and Buildable Lands Inventory, Comprehensive Plan update, and Public Facilities Plan. These Planning efforts must be completed by June 30, 2001 and will be greatly affected by the population projections adopted by the County.

The Planning Commission held an open public meeting on January 8, 2001, and discussed the staff report, took all available testimony and deliberated on the matter of revising the population projections. The Planning Commission decided to recommend the Method 2 alternative for revising the population projections for the year 2015, without consideration of the January 3, 2001 letter from the State DLCD because it was submitted too late.

REVIEW CRITERIA:

Oregon Revised Statutes

ORS 195.025 Regional coordination of planning activities; alternatives.

- (1) In addition to the responsibilities stated in ORS 197.175, each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county...

ORS 195.036 Area population forecasts; 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 local governments within its boundary.

Finding 1: Columbia County is the responsible agency for maintaining population forecast data and coordinating with local governments. This application is a Comprehensive Plan Amendment to revise a portion of the previously approved Ordinance 98-05 which was the County's Periodic Review Task III, Population Projections". Specifically this application is requesting to change the population distribution figures that are found in Table 20 of Ord. 98-05. The proposed revisions have been brought forth at the request of Columbia City. The County held a meeting to discuss population projection issues and the distribution figures in Table 20. The meeting was attended by representatives from the various city's. Land Development Services staff then created the original Method 1 alternative. The Method 1 draft population projections for the year 2015, were mailed out with the notice, and municipalities were given a chance to comment. Based on the comments received, staff has proposed an alternative method for the Planning Commission to review as well. Once a new method is adopted, these projections will be used by the municipalities in the County for long range planning and updating comprehensive plans.

Oregon Statewide Planning Goals

Goal 2: Land Use Planning

Part I – Planning

...All land-use plans and implementation ordinances shall be adopted by the governing

body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances.

Finding 2: The County just finished the periodic review work task III "Population Projections" in 1998. This application is for a revision to Table 20, Ord. 98-05, which was adopted in 1998. This request will be heard at a public hearing before the Planning Commission. Notification will be sent to all government agencies and the County CPAC's as well as published in the local news media. The Planning Commission will make a recommendation to the County Board of Commissioners who will make the final decision at one of their public meetings. Opportunities will be given to the public for review and comments in writing at any time during the process and orally at any of the public meetings.

Columbia County Comprehensive Plan

Administrative Procedures

It is essential the citizens of Columbia County be provided with a comprehensive plan that will accommodate the changing needs of the communities in which they live, work and play. While this plan is the result of considerable public input, study and analysis of existing physical, economic, environmental, and social conditions, and a projection of what future conditions are likely to be, it recognizes the importance of providing a framework for changing the plan periodically or as the need arises.

GOALS:

1. To assure the goals and policies of this plan are implemented.
2. To provide review and revision procedures which include provisions for participation by citizens and affected interest groups.
3. To provide an understandable framework for reviewing and revising this plan.

POLICIES:

1. Establish procedures to monitor changes in population, vacant lands, public facilities and environmental and economic changes.
2. Maintain the Citizen Planning Advisory Committee (CPAC) program as a means for the public and interest groups to express their views on County or Community needs, changes and improvements.

3. Insure the goals, objectives, policies, and implementing strategies of the Plan are reviewed as needed or inventory data changes. The review shall be formally done every two (2) years. For the purpose of this Plan, the following terms are defined:

Goal:	The ultimate end toward which an activity or effort is directed.
Objective:	A position toward which an activity or effort is directed, which leads to the ultimate goal.
Policy:	A course of action designed to give constant guidance to present and future development decisions and thereby meets the goals and/or objectives.
Implementing Strategies:	Approaches or techniques for implementing the policies. They describe the necessary programs and regulations and give direction to County agencies and departments for plan-related activities.

Goals, objectives, policies, and implementing strategies are to be considered mandatory.

4. Formally update the Comprehensive Plan every five (5) years.
5. Provide a framework by which the Comprehensive Plan may be reviewed, revised and amended. Amendments to the Comprehensive Plan and its implementing ordinance(s) shall be in accordance with the following procedures and guidelines:
 - A. The Board of Commissioners, the Planning Commission, the Planning Directory or the owner(s) of the affected property may initialize amendments.
 - B. A Citizen Planning Advisory Committee, may, upon a majority vote of its members, formally request either the Board of Commissioners or the Planning Commission initiates an amendment.
 - C. Revisions or amendments will follow the same process as initial adoption - CPAC review, Planning Commission public hearing and recommendation, and Board hearing and adoption of revisions or amendments.

- D. For quasi-judicial amendments, all property owners within two hundred and fifty (250) feet of the affected area shall be notified of the hearing date and the requested amendment at least ten (10) days prior to the first scheduled public hearing.
- 6. The Planning Director shall make the initial decision on any questions of interpretation or applicability of the plan. Such decisions may be appealed to the Board of Commissioners. All appeals shall be filed pursuant to section 1700 of the Columbia County Zoning Ordinances.
- 7. Existing ordinances and regulations will be amended and new ordinances and regulations shall be adopted to implement this plan as appropriate.
- 8. All land use approvals shall be consistent with this plan.
- 9. Revisions or amendments proposed within an urban growth boundary shall be in accordance with the Urban Growth Area Management Agreement adoption for that area.
- 10. The county will continue coordination with affected governmental agencies in future reviews and revisions of the comprehensive plan and its implementing ordinances.

Finding 3: The Columbia County Comprehensive Plan is designed to be periodically revised as is shown in the general purpose statement, Goal 2, and Policies 3 and 5. More specifically, Policy 1 directs the County to establish procedures to monitor changes in population. Policy 10 also instructs the County to continue coordination with affected governmental agencies. This application is being brought forth upon the direct request of Columbia City. The request is to revise Table 20, of Ord. 98-05, regarding the 2015 population projections for Columbia County and the cities within its boundaries. This request is not only consistent with the Comprehensive Plan but encouraged by the plan.

Columbia County Zoning Ordinance:

Section 1606

Legislative Hearing: Requests to amend the text of the Zoning Ordinance or to change a large area of the Zoning Map of Columbia County in order to bring it into compliance with the Comprehensive Plan are legislative hearings. Legislative hearings shall be conducted in accordance with the following procedures.

- .1 A legislative amendment to the Zoning Ordinance Text or Map may be initiated at the request of the Board of Commissioners, a majority of the Commission, or the Director, or any citizen of the County may petition the Commission for such a change.

- .2 Notice of a Legislative Hearing shall be published at least twice, one week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than 10 calendar days prior to the Legislative Hearing. The mailing of notice to individual property owners is not required but shall be done if ordered by the Board of Commissioners.

Finding 4: The LDS Director brought this issue before the Board of Commissioners at the Tuesday, October 10, 2000, work session meeting. The Board at that time, directed LDS to initiate the population projection revisions via a comprehensive plan amendment. These will be legislative changes to the comprehensive plan, however, they will not involve a rezone or change of plan designation regarding specific properties in the County. These changes will not limit or preclude the use of individual properties, as they have been previously used, prior to the adoption of these amendments. Notice of the draft projections was sent to the cities on November 6, 2000. Notice of the legislative hearing was mailed to affected agencies on December 6, 2000 and published in the local news media on December 20, and December 27, 2000. The first public hearing will be before the Planning Commission on January 8, 2001.

Section 1611 **Notice of Legislative Hearing:** The notice of a legislative hearing shall contain the following items:

- .1 Date, time and place of the hearing;
- .2 A description of the area to be rezoned or the changes to the text;
- .3 Copies of the statement for the proposed changes are available in the Planning Department. These proposed changes may be amended at the public hearing;
- .4 Interested parties may appear and be heard;
- .5 Hearings will be held in accordance with the provisions of the Zoning Ordinance.

Finding 5: The above information has been included in the mailed notices and will be included in the published notices. Notices were mailed to affected agencies on December 6, 2000 and will be published in the local news media on December 20 and December 27, 2000.

COMMENTS:

1. The City of Columbia City returned comments regarding the Method 1 Draft population projections, they are found as Attachment "E". They also state in a second comment that: "Columbia City strongly supports Method II for Population Projections."
2. The City of Clatskanie returned comments regarding the Method 1 Draft population projections, they are found as Attachment "F". They also state in a second comment that: "Method 1 is okay for Clatskanie. I believe Method 2 may be more accurate for Scappoose and St. Helens, but that is their decision to recommend. The bottom line is our growth, when it finally happens, will be slow, but I don't believe Scappoose and St. Helens have anything but tasted their eventual growth yet."
3. The City of Vernonia returned comments regarding the Method 1 Draft population projections, they are found as Attachment "G". They also state in a second comment: "City of Vernonia recommends approval of Method 2."
4. The City of Scappoose returned comments regarding the Draft population projections, they are found as Attachment "H". They also state in a second comment: Please refer to previous letter sent to you regarding this subject. The estimates using Method 2 seem more realistic."
5. The St. Helens Fire District has reviewed the application and has no objection to its approval as submitted.
6. The Port of St. Helens has reviewed the application and has no objection to its approval as submitted.
7. The Vernonia School District has reviewed the application and has no objection to its approval as submitted.
8. The Scappoose CPAC has reviewed the application and has no objection to its approval as submitted and comments: "With recommendation to use Method 2 to project population statistics."
9. The County Road Department comments: "How do we know what the growth of the cities is?"
10. The City of St. Helens comments regarding the population projections can be found as Attachment "I"
11. The Scappoose Fire District has reviewed the application and has no objection to its approval as submitted.

12. West Oregon Electric has reviewed the application and has no objection to its approval as submitted and comments: "Projections difficult to challenge without data used to produce it. Can neither agree or disagree."
13. The Vernonia Fire District comments: In reviewing the numbers for Vernonia, I see that the population for Vernonia is approx. 2600 now! With the growth and new house's of up to 200, numbers are not going to fit. 200 new homes @ 4.2 persons per home = 3440, which could happen within 5 years easy."
14. Margaret Magruder of the Clatskanie CPAC has reviewed the application and has no objection to its approval as submitted and comments: "It is as good as anybody else's wild guess!"
15. Tammy Maygra of the Tide Creek CPAC states that our board must meet to consider this and comments: "We need more information, I will stop by your office after Christmas."
16. The Portland State University Population Research Center mailed an important notice that certified the Columbia County Population as 43,200 on July 1, 2000. See Attachment "J".
17. DLCD representative, Rob Hallyburton, has submitted comments which can be found as attachment "K". They suggest an alternative method to those that were proposed.

The State's letter, dated January 3, 2001 was not received 15 days prior to the Planning Commission hearing; and, therefore as a matter of policy, should not be considered part of the record, as per OAR 660-018-0020. The January 3, 2001 DLCD letter was copied to Columbia City, who has submitted a letter which supports the DLCD projected population for the City. For this reason staff has included the DLCD letter in this packet and recommends it's consideration.

Note: There are some deficiencies in the State DLCD proposed method. By weighting the past 10 year growth trends the Cities of Rainier and Clatskanie only show an increase of 60 and 120 people, respectfully, over the next 15 years. The State DLCD method gives the currently fast growing cities "extra credit" for future growth. Also, the State's proposed method fails to correctly add-up to the County total population as indicated by the Oregon Office of Economic Analysis. Therefore, staff continues to recommend the Method 2 alternative adopted by the Planning Commission.

18. City of Columbia City in a February 12, 2001 letter states their support for the DLCD proposed population-forecast method. (Attachment "M")

No other comments have been received from citizen groups, government agencies or

the general public as of February 14, 2001.

STAFF COMMENTS, CONCLUSIONS AND RECOMMENDATIONS:

Based upon the findings of this report, it is clear the Columbia County has the authority to initiate revisions to the Comprehensive Plan. Furthermore, the County is required to maintain population projections for the cities and is encouraged to coordinate with the cities as much as possible. Columbia City has requested that the population projections be revised because they are too low. After review of the Portland State University figures, staff concurs that the numbers should be reallocated to show an increase in urban population growth greater than the rural growth rate.

This application proposes four alternatives for the Board of Commissioners to choose from in deciding which population projections they want to include in the Comprehensive Plan. The first choice is the Method 1 alternative, the second choice is the Method 2 alternative, and the third choice is the DLCDC proposal, and the fourth choice is no change in the existing figures in the comprehensive Plan found in Ord. 98-05, Table 20.

Staff concludes that all proposed methods are more accurate than the existing figures in Ord. 98-05, Table 20. Staff also finds that the DLCDC proposal fails to correctly add up to the total County population figures indicated by the Oregon Office of Economic Analysis. Staff recommends the population projections found in Method 2 primarily because it uses a methodology that shows different growth rates for the urban and rural populations within the County, as apposed to Method 1.

Based on these findings, and conclusions, staff and the Planning Commission recommend the Columbia County Board of Commissioners **APPROVE** the Method 2 alternative for revising the Columbia County Population Projections for the Year 2015, found in the Comprehensive Plan.

NOTE: Staff wants to reiterate that these amendments to the population projections of the Comprehensive Plan will be relatively short lived. Within a year or so the State Office of Economic Analysis will amend the County total population projections based on the 2000 census and require the county to reallocate among the cities within Columbia County.

GH/Matt Laird/mos

[h:\Plan Amendment\PA 01-02\Columbia County Population.ml]

[s:\BOC\Agenda\02-28-2001\PA 01-02\Columbia County Population.ml]

- Attachments:
- A - Ord. 98-05, Table 20, 2015 Population Projections
 - B - Method 1 Draft Population Projections
 - C - Method 2 Draft Population Projections
 - D - 07/07/00 Letter from Columbia City
 - E - 11/13/00 Comments from Columbia City regarding Method 1 Draft
 - F - 11/16/00 Comments from Clatskanie regarding Method 1 Draft
 - G - 11/21/00 Comments from Vernonia regarding Method 1 Draft
 - H - 11/30/00 Comments from Scappoose regarding Method 1 Draft
 - I - 12/07/00 Comments from St. Helens regarding projections.
 - J - PSU 2000 Census Information for Columbia County
 - K - 01/03/01 Comments from DLCD representative Rob Hallyburton
 - L - Ord. 98-05, Present Comprehensive Plan
 - M - 2/12/01 Comments from Columbia City

CC: File PA 01-02

The low, intermediate, and high projection allocations follow:

POPULATION PROJECTION CITY/COUNTY ALLOCATION FOR 2015

Using 1990 city to county census population percentage applied to OEA (Low) and TSP (high) population totals, and intermediate 5% above OEA low with cities receiving arithmetic mean between high and low. County receives remainder.

			LOW	INTERMEDIATE	HIGH
	1990 Census	Approx. Ratio of Each City's Pop. to County Total Pop. (Census '90) & Percentage	Office of Economic Analysis (OEA) 2015 Population Forecast Allocation	5% Higher than OEA total. Incorporated cities have arithmetic mean between high & low. Unincorporated County has remainder	Transportation System Plan (TSP) Total allocated to each city as 1990 census Percentage
Clatskanie	1629	1 to 23.1 4.3%	2062	2226.5 Rounded to 2227	2391
Columbia City	1003	1 to 37.4 2.7%	*1295	1398	1501
Prescott	63	1 to 596 >1%	63	63	63
Seaside	1674	1 to 22.4 4.5%	2158	2330	2502
St. Helens	7535	1 to 5 20%	9591	10355.5 Rounded to 10356	11120
Scappoose	3529	1 to 10.6 9.4%	*4508	4867	5226
Vernonia	1808	1 to 20.8 4.8%	*2302	2485.5 Rounded to 2486	2669
Incorp. County	17178	1 to 2.2 45.7%	21979	23725.5 Rounded to 23727	25472
Unincorp. County	20379	Approximately 1 to 1.8 = 54.3%	25975	26625	30128
County Total	37557	1 to 1 (100%)	47954	5% Above 50351.7 Rounded to 50352	55600

NOTE: The City of Prescott percentage of population at less than 1% was not counted in total population for calculation of percentage of population for each city. Prescott's population was allocated from the total County population at 63 persons through low, medium, and high projections and counted as a part of the total.

Portland State University's population estimate on July 1, 1997 shows many cities in Columbia County already exceeding the Low population projection from the Office of Economic Analysis (OEA).

(Table 20)

Method 1 DRAFT
POPULATION PROJECTIONS FOR 2015

	1 999	PSU			
	Estimate	% of Total	Low	Medium	High
CLATSKANIE	1,870	4.30	2,062	2,165	2,390
COLUMBIA CITY	1,665	3.90	1,870	1,964	2,168
PRESCOTT	60	0.14	67	70	78
RAINIER	1,810	4.20	2,014	2,115	2,335
ST. HELENS	9,300	21.80	10,454	10,977	12,121
SCAPPOOSE	4,970	11.60	5,563	5,891	6,450
VERNONIA	2,420	5.60	2,685	2,820	3,114
INCORPORATED	22,095	51.50	24,715	25,952	28,656
UNINCORPORATE	20,555	48.50	23,239	24,400	26,944
COUNTY TOTAL	<u>42,650</u>	<u>100.00</u>	<u>47,954</u>	<u>50,352</u>	<u>55,600</u>

Notes:

1. Projections are based on the 1999 PSU population estimates and their % of the county total.
2. The low estimated county population is from the Oregon Office of Economic Analysis (OEA); the medium estimate is 5% higher than the low estimate; the high estimate is from the Columbia County Transportation System Plan.

Method 2 DRAFT
COUNTY POPULATION PROJECTION FOR 2015

	% of 1999 PSU Urban Population	Low	Medium	High
CLATSKANIE	8.50	2,292	2,487	2,658
COLUMBIA CITY	7.50	2,023	2,195	2,346
PRESCOTT (Note 2)	0.30	60	60	60
RAINIER	8.20	2,211	2,399	2,565
ST. HELENS	42.00	11,326	12,289	13,136
SCAPPOOSE	22.50	6,068	6,584	7,037
VERNONIA	11.00	2,966	3,219	3,440
INCORPORATED	<u>100.00</u>	26,967	29,260	31,276
UNINCORPORATE	(Note 1)	<u>20,987</u>	<u>21,092</u>	<u>24,324</u>
COUNTY TOTAL	(Note 3)	<u>47,954</u>	<u>50,352</u>	<u>55,600</u>

Notes:

1. Based on PSU estimates of unincorporated population in 1990 and 1999.

1990 unincorporated population - 20,316

1999 unincorporated population - 20,555

$20,555 - 20,316 = 239$ (population growth over 9 years)

$239 / 20,316 = 0.01176$ (% change over the 9 years)

$0.01176 / 9\text{years} = 0.0013$ (% change per year)

$0.0013 \times 16^{\text{th power}} = 1.021$ (projected % change over next 15 years)

$20,555 \times 1.021 = 20,987$ (projected population in 15 years)

2. Prescott estimates changed to reflect no growth.

3. The low estimated county population is from the Oregon Office of Economic Analysis (OEA); the medium estimate is 5% higher than the low estimate; the high estimate is from the Columbia County Transportation System Plan.



The City of Columbia City

In Columbia County on the Columbia River
P.O. Box 189 - 1840 Second Street
Columbia City, Oregon 97018
Phone (503) 397-4010 - Fax (503) 366-2870
E-mail columbiacity@columbia-center.org

RECEIVED
COLUMBIA COUNTY

JUL 13 2000

LAND DEVELOPMENT
SERVICES

July 7, 2000

Glen Higgins, Chief Planner
Columbia County Department of
Land Development Services
Columbia County Courthouse
St. Helens, OR 97051

Re: Columbia City's Population Allocation

Dear Mr. Higgins:

The City of Columbia City's 1999 population estimate by the Center for Population Research and Census of the Portland State University (PSU) was 1,665. However, during the recent State mandated population projection exercise for the year 2015, Columbia City received population allocations of only 1,295 (low), 1,398 (medium) and 1,501 (high). It is our belief that Columbia City's population allocation for 2015 needs to be reevaluated and amended to reflect a more realistic projection.

The City recently received a grant award from the Department of Land Conservation and Development Department for technical assistance. The project will include an Inventory of Vacant and Buildable Lands, updating the Comprehensive Plan, and updating the Public Facilities Plan. The project must be completed by June 30, 2001 in accordance with our grant contract. As you know, the population allocation will have a direct affect on these planning processes. In the absence of a realistic future population allocation, we believe the results of these planning processes will be inaccurate.

In addition, the City would like to move forward with re-evaluating its Urban Growth Boundary for possible expansion. The current limits of the City extend completely into the City's existing Urban Growth Boundary, with the exception of one lot of approximately 33,000 square feet in size. With our current future population allocation, an evaluation of our Urban Growth Boundary would be a fruitless exercise.

As discussed during a recent telephone conference between staff of the Office of Economic Analysis, the Department of Land Conservation and Development, Columbia County and Columbia City, population trends indicate that populations within urban areas will continue to consume a larger percentage of total county populations. As a result, the percentage of Columbia County's share of total population within the County is expected to decrease between now and the year

Page 2
Letter to Glen Higgins
July 7, 2000

2015. However, the current population allocations do not reflect this trend. In fact, current allocations provide the County with a larger percentage of the total population during the year 2015 than shown in PSU's population estimates of July 1, 1997. In addition, Columbia City's population allocations reflect a decrease from the most recent PSU population estimates, along with a smaller percentage of total County population in the year 2015 than shown in PSU's 1997 estimates. These allocations are not in keeping with the urban and rural population trends as discussed during the telephone conference previously mentioned.

We hope to have the population allocation situation resolved soon to enable us to move forward with our planning tasks and utilize our current grant award. We would very much appreciate your help in initiating a revision to our population allocation at your very earliest convenience. We look forward to working with you on this matter and greatly appreciate your time.

Sincerely,


Cheryl A. Young
Mayor


Leahnette Rivers
City Administrator/Recorder



The City of Columbia City

In Columbia County on the Columbia River

P.O. Box 189 - 1840 Second Street

Columbia City, Oregon 97018

Phone (503) 397-4010 - Fax (503) 366-2870

E-mail columbiacity@columbia-center.org

Web site www.columbia-center.org/colcity/

RECEIVED
COLUMBIA COUNTY

NOV 13 2000

LAND DEVELOPMENT
SERVICES

November 13, 2000

Jim Holycross, County Planner
Department of Land Development Services
Planning Division
Columbia County Courthouse
St. Helens, OR 97051

Dear Jim:

I greatly appreciate Columbia County's efforts in reviewing and updating the 2015 population forecasts for the county. I have reviewed the November 3, 2000 draft population projections for 2015, and I would like to ask the County to consider the following comments.

The county has applied a population forecasting formula that maintains the percentage of total county population estimated by the Portland State University (PSU) in 1999 for each jurisdiction through the year 2015. This method makes the assumption that the unincorporated area of the county will grow at the same rate as the incorporated area of the county, and that each city will grow at the same rate as every other city within the county. It seems as though a "tailor" made forecasting formula might be more useful and prove to be more accurate during the remainder of the planning period.

For example, Columbia City's estimated average growth rate between 1980 and 1999 has been 4.93% per year. Columbia City grew an average of 4.11% per year during the 1980's, and average growth rates during the 1990's were estimated at 5.83% per year by PSU. As a result, Columbia City's percent of total county population increased from 1.90% in 1980 to 2.67% in 1990, and it was estimated at 3.90% in 1999.

The unincorporated area of Columbia County, however, has gradually decreased as a percentage of total county population during this same time period. In 1980 the unincorporated population was equal to 54.79% of total county population, and in 1999 it was estimated at 48.19%.

The table below shows the percent of total county population for each jurisdiction since 1980:

Jurisdiction	US Census Count 1980	US Census Count 1990	PSU Estimate 1999	Overall Change
Clatskanie	4.62%	4.34%	4.39%	(0.23%)
Columbia City	1.90%	2.67%	3.90%	2.00%
Prescott	0.21%	0.17%	0.14%	(0.07%)
Rainier	4.64%	4.46%	4.24%	(0.40%)
St. Helens	19.82%	20.06%	21.81%	1.99%
Scappoose	9.01%	9.39%	11.65%	2.64%
Vernonia	5.01%	4.82%	5.67%	0.66%
Total Incorporated	45.21%	45.91%	51.80%	6.59%
Unincorporated	54.79%	54.09%	48.20%	(6.59%)

Looking at the table above, the south county cities have shown a fairly steady gain of total county population during the past 19 years. During the same time period, the other cities within the county have lost a very small percentage of total county population, and the unincorporated area of the county as a percentage of total county population has decreased by 6.59%.

I recognize that population growth during the next 15 years is expected to be considerably slower than it has been during the past 19 years. However, I believe that the growth trends we have seen will continue. In other words, I believe it is reasonable to expect the south county cities to grow faster than the other cities and the unincorporated areas of the county between 1999 and 2015. I believe it is also reasonable to expect the growth within the unincorporated area of the county to be slower than the growth within the other incorporated areas within the county.

One solution might be to allocate an additional percentage of total county population to the south county cities of St. Helens, Scappoose, Columbia City, and Vernonia during the planning period, and reduce the overall percentage allocated to the unincorporated county by the combined amount.

I hope Columbia County will make every effort to develop a realistic forecasting methodology that takes into consideration the growth patterns unique to each jurisdiction within the county. Again, I greatly appreciate Columbia County's efforts to develop new population forecasts, and I want to thank you for the opportunity to comment on the draft population projections. I look forward to hearing from you on this matter again.

Sincerely,



Leahnette Rivers
City Administrator/Recorder



CITY OF CLATSKANIE

November 16, 2000

Jim Holycross
Department of Land Development Services
Planning Division
Columbia County Courthouse
St. Helens, OR 97051

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NOV 17 2000

PLANNING DIVISION
COLUMBIA COUNTY COURTHOUSE
ST. HELENS, OR 97051

Dear Jim,

I have reviewed your draft population projections for 2015. I optimistically hope that these projections are accurate. Who knows? Clatskanie will either grow or continue to decline. The people here have to decide. Right now people want jobs but they don't want growth. Without growth the city will gradually die, in my opinion. I am trying to get a discussion started about the benefits of tourism but it is controversial.

Anyway, for now I agree with your draft projections.

Sincerely,

Larry Cole
City Manager



CITY OF VERNONIA

1001 BRIDGE STREET • VERNONIA, OR 97064
(503) 429-5291 • FAX (503) 429-4232

RECEIVED
CITY CLERK

NOV 27 2000

DEPARTMENT
3

November 21, 2000

Matt Laird
Planner
Columbia County Land Development Department
St. Helens, OR 97051

Dear Matt,

The Vernonia City Council reviewed the proposed population projections provided by your Department. The City is concerned that the estimates are low and would like to request that the City postpone adoption of these projections until the Census has completed its projections.

We would be glad to sit down and discuss our concerns with you. We would also like to have you and Jim Holycross come over and visit our fine City. We have made many wonderful improvements that we would like to share with you. We have scheduled a dedication of the linear trail extension for December 14th and would love to have you guys show up.

In summary, we are concerned about the population projections for a number of reasons. I would be glad to discuss our concerns with both of you. Please give me a call if you have any questions.

Sincerely,

Michael J. Sykes

City Administrator
City of Vernonia

CITY OF SCAPPOOSE

DEC 01 2000

P.O. DRAWER "P"
SCAPPOOSE, OREGON 97056
(503) 543-7146
FAX: (503) 543-7182

November 30, 2000

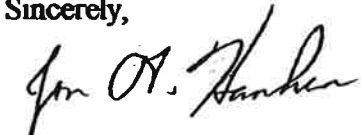
Mr. Matt Laird
Columbia County Land Services
Columbia County Courthouse
St. Helens, OR 97051

Dear Matt:

I have reviewed your draft population projections and have some concerns that your figures may be on the low side. You estimate the population of the City of Scappoose in 2015 at 5,563 (Low Estimate) 5,841 (Medium Estimate) and 6,450 (High Estimate). Currently, the City is looking at updating its Water Master Plan and our consultant has also provided us with an estimate of future populations for the City. According to the Center for Population Research and Census at Portland State, they estimate a population for the City of Scappoose of 6,601 in the year 2010. That is 151 individuals higher than your high estimate for year 2015. Our Water Master Plan population estimate is 7,440 in the year 2010. Again, this figure is significantly higher than your 2015 high population estimate for the City. I have enclosed a copy of their materials for you to review.

I realize population estimates are just that "estimates," but I am uncomfortable with the figures that your department is providing. I am not sure how much input I really have regarding the adjustment of your projections, but I hope we can discuss this at some point in time. If you have any questions, please feel free to contact me at the Scappoose Community Development Department. My telephone number is (503) 543-7184.

Sincerely,



Jon G. Hanken, Director
Community Development Department
City of Scappoose

POPULATION PROJECTIONS

Year	CPRC	Annual	Master Plan	Annual	County	Annual	Historical Ave.	Annual
		Increase		Increase		Increase	4.30%	Increase
1930	248	0.03						
1940	336	0.03						
1950	659	0.07						
1960	923	0.03						
1970	1,859	0.07						
1980	3,213	0.06						
1990	3,529	0.01			3,529			
2000	5,162	0.04	4,678	4.0%	5,020		5,184	4.3%
2010	6,601	0.03	7,440	5.0%	5,545	1.0%	7,897	4.3%
2020	8,268	0.02	10,220	1.0%			12,032	4.3%
2030	10,128	0.02					15,000	4.3%
2040	12,181	0.02					15,000	4.3%
2050	14,427	0.02	10,852				15,000	4.3%

Notes:

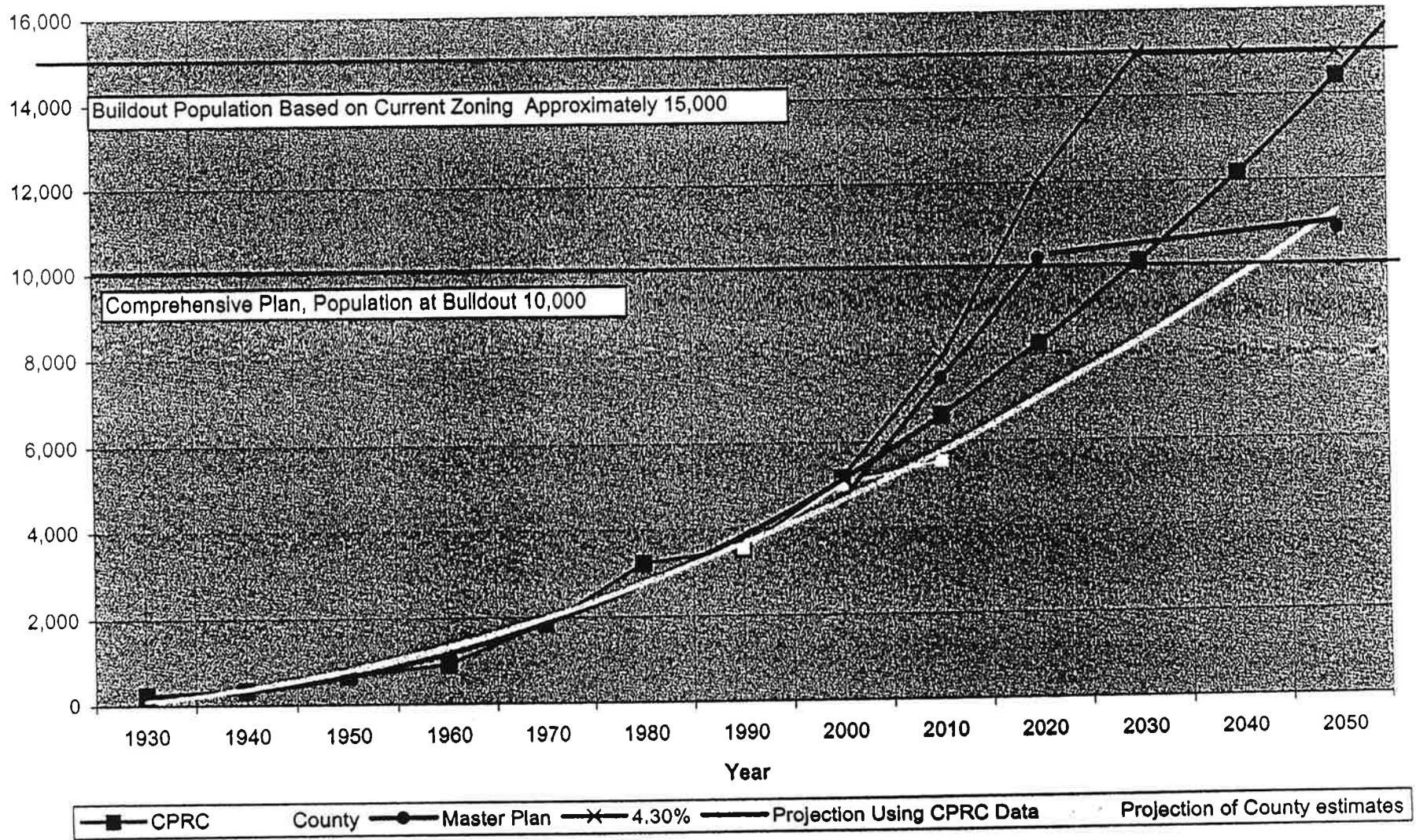
Histori Ave. 1930-99
4.30%

CPRC is Center for Population Research abnd Census at Portland State.

Latest estimate of population was 4,970 for 1999.

The draft population projections from the County for 2015 are: 5,563(low) 5,841(medium) 6,450 (hi)

Comparison of Population Projections



City of St. Helens

P.O. BOX 278 PHONE (503) 397-6272

St. Helens, Oregon
97051

December 7, 2000

Mr. Matt Laird
Land Development Services
Columbia County Courthouse
St. Helens, OR 97051

RE: Population Estimates for St. Helens.

Dear Mr. Laird:

The St Helens City Council has reviewed the County's latest position on population projections for St. Helens and we understand that the projections for St. Helens have been slightly increased. Based upon the most recent house construction trends and developer interests in the St. Helens area as well as existing high housing costs and limited land availability in the Portland Metro area, we still believe that the population projections for St. Helens are too conservative.

We are looking forward to the 2000 Census to support the fact that St. Helens is growing faster than that estimated by the State and consequently the County. In the meantime, we will continue to support the County's requirements to meet State laws on population estimates with the expectation that after the new census information is available that the County will reevaluate their population projections..

Yours truly,



Donald L. Kallberg,
Mayor

c: Councilors
City Administrator
City Planner

- IMPORTANT NOTICE -
CERTIFIED 2000 POPULATION ESTIMATE

December 15, 2000

To: COLUMBIA County

Listed below is the certified population estimate for July 1, 2000, as well as the 1990 Census figure. The July 1, 2000 estimate will be updated and re-certified, once 2000 Census information for Oregon's counties and cities become available in early 2001.

CERTIFIED POPULATION ESTIMATE:

JULY 1, 2000: 43,200

CERTIFIED CENSUS FIGURE:

APRIL 1, 1990: 37,557

If you have any questions, please contact:

Dr. Qian Cai
Population Estimates Manager
Population Research Center
Portland State University
PO Box 751
Portland, OR 97207-0751

Telephone: (503) 725-5157
Fax: (503) 725-5162
E-mail: caiq@pdx.edu

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

In the Matter of Amending the Columbia County)
Comprehensive Plan Regarding Population) Ordinance No. 98-05
Projections and Associated Amendments)

The Board of County Commissioners ordains as follows:

SECTION 1. TITLE.

This ordinance shall be known as Ordinance No 98- 05

SECTION 2. AUTHORITY.

This ordinance is adopted pursuant to the authority of ORS 203.035, and 197.628 through 197.646.

SECTION 3. PURPOSE.

The purpose of these amendments is to adopt population projections pursuant to the County Periodic Review Revised Work Program; Task III, "Population Projections", Subtasks a, b, c.; and Oregon Revised Statutes ORS 195.036. The amendments include low, intermediate, and high population projections, and amendments to the text of the Comprehensive Plan.

SECTION 4. FINDINGS.

1. The Board of Commissioners finds that the amendments are consistent with the provisions of ORS 195.036.
2. The Board of Commissioners finds that the amendments comply with the provisions of the Columbia County Periodic Review Revised Work Task Item 3, and subtasks a, b, c.
3. The Board of Commissioners adopts the findings of fact and conclusions of law found in the amended staff report dated July 7/8/98, which is attached hereto, labeled Attachment "A" and incorporated herein by this reference.
4. The Board of Commissioners finds and concludes that the amendments attached will implement County Periodic Review Revised Work Program; Task III, "Population Projections", Subtasks a, b, c.; and Oregon Revised Statutes ORS 195.036.

SECTION 5. ADOPTION AND REPEALER.

1. The amendments as shown in Attachment "A" are adopted and shall be incorporated into the Columbia County Comprehensive Plan.
2. The provisions of the Columbia County Comprehensive Plan which are shown in Attachment "A" to be deleted from the plan text are hereby repealed.

SECTION 6. APPEALS.

Appeals of this ordinance shall be to the Oregon Land Conservation and Development Commission, as an appeal of a periodic review work program task, pursuant to ORS 197.197.644(2).

SECTION 7. SEVERABILITY.

The provisions of this ordinance are severable. If any provision of this ordinance is determined to be invalid by a review body of competent jurisdiction, such provision shall be considered a separate, distinct and independent provision and the decision shall not affect the validity of the remaining portions hereof.

DATED this twenty second day of July, 1998.

BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

Approved as to form:

By: Ann Carson Briggs
Office of County Counsel

By: Joe K. Jarbo
Chair

By: [Signature]
Commissioner

Attest:

By: Jan Suenkel
Recording Secretary

By: Jack R. Peterson
Commissioner

First Reading: July 8, 1998
Second Reading: July 22, 1998
Effective Date: October 20, 1998

ATTACHMENT A

COLUMBIA COUNTY BOARD OF COMMISSIONERS
Comprehensive Plan Amendment
TA 98-7
Staff Report
Amended 7/8/98

FILE NUMBER: TA 98-7

APPLICANT: Columbia County Land Development Services

REQUEST: Amend County Comprehensive Plan Population Projections

BACKGROUND: The County is required to establish and maintain a population forecast for the entire area of jurisdiction in response to House Bill 2709 as codified in ORS 195.036 and as indicated in Task 3 of the County Periodic Review Revised Work Program.

TIMELINE:

12/1/94 Periodic Review Work Program Approval (Order #00104) was given by DLCD for Columbia County to begin work on the periodic review of its comprehensive plan. Task 5 of this approved work program includes "Economic development and population growth inventories, analysis & updates."

5/96 House Bill 2709 was passed during the 1995 Oregon Legislative Session. "A Summary of Key Provisions" dated May of 1996 and produced as an informational handout by DLCD states that, "In 1995, the Oregon Legislature adopted legislation concerning planning for needed housing. The legislation, called House Bill 2709, requires regional coordination of population forecasts. This Coordination of Population Forecasts, requires the coordinating body for an area to establish and maintain a population forecast for the area. The coordinating body must also coordinate the forecast with local governments within its boundary. This requirement has been codified in ORS 195.036. The Oregon State Economist is working to provide a 20 year statewide forecast and coordinated regional forecasts. We expect this information to be available in mid-October 1996."

5/10/96 The County TSP and TSP population forecast for modeling purposes was started by the planning consulting firm of CH2M Hill in May of 1996.

1/1/97 The Office of Economic Analysis publishes "Long Term Population and Employment Forecasts

for Oregon". In this 50 year forecast document are found population forecasts for each county in the state for 5 year intervals from 1970 through 2040. The introduction to this document states, "This effort provides a framework and a link between the county level forecasts called for in HB 2709 and a statewide total."

12/5/97 Columbia County holds the first of three population forecast coordination meetings with incorporated cities within the county.

12/16/97 Executive Order No. EO 97-22 signed by the Governor states that the Governor's Community Solutions Team including ODOT and DLCD shall do the following, as part of the Implementation of "Quality Development Objectives", C(6): "Each Community Solutions Team Agency shall use the population and employment forecasts developed or approved by the Department of Administrative Service's Office of Economic Analysis in coordination with Oregon's 36 counties to plan and implement activities.

2/3/98 A DLCD memo from Elaine Smith to interested persons regarding Goal 14 analysis states about issues that resulted from the Cogan Owens Cogan report, Working paper: Goal 14 Analysis, High Priority Issues;

" Issue #1: The state has not provided guidance to local jurisdictions regarding coordination of population projections or what constitutes an adequate factual base for developing population projections."

Background. Legislation adopted in 1995 (ORS 195.036, adopted as part of HB 2709) requires each county to coordinate population projections for the cities within its territory. Recently, the state developed population projections for each county at five year intervals. Counties do not have to adopt the state's projections. However, a county must coordinate with the state in developing different population projections and the county projections must be based on an adequate factual base.

FINDINGS:

This request is being processed in accordance with Columbia County Comprehensive Plan Administrative Policy Procedures for plan revision and amendment; Oregon Administrative Rules (OARs), and the Oregon Revised Statutes. Pertinent sections of the policies, rules, and statute are as follows:

Columbia County Comprehensive Plan

ADMINISTRATIVE PROCEDURES

POLICIES:

5. Provide a framework by which the Comprehensive Plan may be reviewed, revised and amended. Amendments to the Comprehensive Plan and its implementing ordinance(s) shall be in accordance with the following procedures and guidelines:
 - A. Amendments may be initiated by the Board of Commissioners, the Planning Commission, the Planning Director or the owner(s) of the affected property.
 - B. A Citizen Planning Advisory Committee may, upon a majority vote of its members, formally request either the Board of Commissioners or the Planning Commission initiate an amendment.
 - C. Revisions or amendments will follow the same process as initial adoption - CPAC review, Planning Commission public hearing and recommendation, and Board hearing and adoption of revisions or amendments.
 - D. For quasi-judicial amendments, all property owners within two hundred and fifty (250) feet of the affected area shall be notified of the hearing date and the requested amendment at least ten (10) calendar days prior to the first scheduled public hearing.
 - E. For legislative amendments, notice of the public hearing and a copy of the proposed amendment, will be mailed to all Citizen Planning Advisory Committees and interested parties at least ten (10) days prior to the first scheduled public hearing.

Finding 1: The Board of County Commissioners initiated this process by directing Land Development Services to do periodic review of the County Comprehensive Plan. Periodic Review Amendments of the Comprehensive Plan will follow the same process as initial adoption of the Comprehensive Plan. Notice of these legislative amendments was mailed to CPACs and interested parties at least 10 days prior to the hearing scheduled for May 4, 1998. Population Forecast work is being performed under the auspices of the Columbia County Periodic Review Revised Work Program; Task III, "Population Projections"; Subtasks a,b,c.

Following with House Bill 2709 "A Summary of Key Provisions"

"In 1995, the Oregon Legislature adopted legislation concerning planning for needed housing. The legislation, called House Bill 2709, requires regional coordination of population forecasts... This Coordination of Population Forecasts, requires the coordinating body for an area to establish and maintain a population forecast for the area. The coordinating body must also coordinate the forecast with local governments within its boundary. This requirement has been codified in ORS 195.036..."

Following with Oregon Revised Statutes:

ORS 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 local governments within its boundary.

Finding 2: Columbia County Land Development Services scheduled and conducted a series of three population forecast coordination meetings that were held on December 5, 1997; January 8, 1998; and February 12, 1998. City Managers and Planning Staff from the cities of Clatskanie, Columbia City, Scappoose, St. Helens, Rainier, and Vernonia were present for one or all of the meetings. In addition, representatives from DLCD were invited to attend meetings two and three. Jon Jinnings and Jim Hinman of DLCD attended meeting two, while Jon Jinnings of DLCD attended meeting three. Tricia Campos, a planning consultant for three of the cities was also voluntarily in attendance for meetings one and two. The County Transportation Planner and County Engineer also attended population forecast coordination meeting two.

Staff met with the representative from the Office of Economic Analysis (OEA) in Salem during the month of March of 1998. A memorandum from the OEA was received April 17, 1998. This memo stated, "It is reasonable to assume that the County's actual population in 2015 is going to be different from the OEA's projection. The actual population can be higher or lower than the projected number. If the difference is within acceptable margin, we should leave it alone for now. However, if the difference is deemed to be significant (say greater than + or -5%), then appropriate documentation of assumption is needed..."

Staff also had several conference calls with representatives from DLCD. In early June of 1998 DLCD suggested, as the OEA memo of 4/17/98 discussed, that the County population projections would be more acceptable to OEA if the intermediate projection #2 number was within 5% of the OEA total population number that the County was using for the "low" projection #1 number. The County amended the intermediate population projection number to reflect the 5% over low OEA number as suggested.

The Center for Population Research at Portland State University officially estimated the population of Columbia County to be 41,500 persons as of July 1, 1997. The OEA "Long Term Population and Employment Forecasts for Oregon" indicate that Columbia County's population in the year 2000 will be 41,780 persons. If the OEA population growth rate of 1.02% for the years 1995 - 2000 is applied to the Official PSU estimate of 41,500 then the population will be 42,330 for 1998, 43,176 for 1999, and 44,040 for the year 2000. Utilizing this method and comparing the OEA year 2000 number of 41,780 to the modified PSU year 2000 number of 44,040 indicates that the OEA number used for projection #1 "Low" may be too low and may add credence to the County using the "intermediate" projection #2 number for Land Use Planning Purposes.

The Oregon Employment Department was contacted by County staff to obtain employment projections for Columbia County. An Economist with the Employment Department sent "Employment Projections by Industry 1996 - 2006" and "Occupational Projections 1996 - 2006". The "Nonfarm Payroll Employment" employment projections by industry indicate an 18.5% Change between the years 1996 and 2006 or a 1.85%

se in employment each year for the 10 year period.

The Office of Economic Analysis "Long Term Population and Employment Forecasts for Oregon" indicate that Annual Average Non-Agricultural Employment Growth Rates for Columbia County in the period 1995 to 2015, averaged, will be approximately 1.01% while the Annual Average Population Growth Rates for Columbia County averaged for the same period will be .95%. The OEA Employment and Population forecasts indicate a parallel growth rate of near 1% for the period when the OEA "low" projection of the three projection series is used. The County will use the "intermediate" projection for planning purposes since the number of County residents that travel outside the county for employment purposes is significant and staff believes that OEA numbers for employment and population only represent growth inside the County. The Spring 1997 Columbia County Economic Profile by the State of Oregon Employment Department indicates that, based upon 1990 census figures, approximately 40.6% of the County Workforce commutes outside the county to work thus adding support to staff's use of the intermediate projection for land use planning purposes. Population growth will also be directed towards cities due to recent restrictions on rural residential lands.

Following with Oregon Statewide Planning Goals & Guidelines, Goal 2: Land Use Planning:

"...All land use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances."

Finding 3: A series of three population forecast/allocation coordination meetings as part of the County's Periodic Review process to update the comprehensive plan were held with city managers, planners, and consultants who represented the cities in Columbia County. A copy of the population coordination meetings summary is available upon request. This summary includes what was discussed and alternatives considered at the coordination meetings. Opportunities for review and comment were provided to citizens and affected governmental units during the preparation of the population allocation for incorporated and unincorporated areas of Columbia County. All CPACs were sent a copy of this staff report and provided the opportunity for comment. Representatives from DLCD attended two of the coordination meetings. Staff made a trip to Salem to discuss the county population projections with the Office of Economic Analysis (OEA) representative and asked that OEA send written comments for inclusion in the staff report and consideration by staff and the Planning Commission.

COMMENTS:

No other comments have been received as of the date of this staff report (June 12, 1998).

CONCLUSION AND RECOMMENDATION:

The Planning Commission forwards a recommendation of approval to the Board of County Commissioners to adopt high, intermediate, and low population forecasts/projections and the methodology used to reach these numbers; for this legislative amendment to amend the population projection section of the County Comprehensive Plan as part of County Periodic Review of the Comprehensive Plan and to meet the intent of ORS 195.036.

The following amendment to the "Economy" (page 79), and "Urbanization" (pages 64-75) sections of the Columbia County Comprehensive Plan includes language that is proposed to be deleted, shown as ~~strikeout~~; and language that is proposed to be added shown in **bold**.

ECONOMY

POPULATION:

The population of Columbia County in at the time of the ~~1970~~ 1990 census was ~~28,700~~ 37,557. The ~~1983~~ 1997 County population estimated by the Center for Population Research at PSU is certified at ~~36,000~~ 41,500. ~~During the period from 1960 to 1982, the County's population grew by more than half. This growth figure is~~ **higher than that experienced by the State. In 1982, the County represented 1.3% of the total population** ~~in Oregon. More than one-half of the population lies is in the unincorporated areas (Approximately~~ **54.3%)** while the remainder is found in the incorporated areas (Approximately 45.7%) of the County.

St. Helens is the County seat and population center with an estimated population of ~~7,190~~ 8,555 (1983 1997). Columbia City, two miles to the north, has a ~~an~~ estimated population of ~~710~~ 1,550 and Scappoose, eight miles to the south of St. Helens, has a ~~an~~ estimated population of ~~3,270~~ 4,650. Other cities include Vernonia (~~1,750~~ 2,345), Prescott (~~70~~ 60), Rainier (~~1,590~~ 1780), and Clatskanie (~~1,600~~ 1880). The remaining residents are scattered throughout the County, largely among the major roadways, and along the Nehalem River.

URBANIZATION

PURPOSE

The goal of the Columbia County Comprehensive Plan is to provide for an orderly and efficient transition from rural to urban land use. In addition, it is the goal of the County to provide for an efficient method of managing urban growth so that the needs of all citizens of the County are met. A major consideration in the management of urban growth is the reduction of the costs associated with uncontrolled and scattered development. These costs are measured both in terms of wasted resources and in the expense of providing services to far-flung residences. The purpose is not to prevent growth from occurring, but to minimize the conflicts between land use. When growth is directed into identifiable and desirable communities, people are able to enjoy a pleasant environment at a reasonable cost, while still conserving the County's resource base.

GROUND

There are two types of residential lands in Columbia County. These are rural lands and urban lands.

Rural Lands, as defined by the Statewide Planning Goals, “are those (lands) which are outside the Urban Growth Boundary and are: a) non-urban agriculture, forest or open space lands, or b) other lands suitable for sparse settlement, small farms, or acreage home sites with no, or hardly any, public services, and which are not suitable, necessary, or intended to urban use.”

Urban Lands, as defined by the Statewide Planning Goals, “are those places which must have an incorporated city. Such areas may include lands adjacent to and outside the incorporated city and may also: a) have concentrations of persons who generally reside and work in the area, and b) have supporting public facilities and services.”

Urban lands in this plan are those lands which are contained within a mutually adopted Urban Growth Boundary. These boundaries have been developed as a result of the combined efforts of Columbia County and its incorporated communities.

The boundaries themselves were developed using the seven (7) criteria listed in Goal 14. The same criteria will be used in judging any expansion of these boundaries. These criteria are:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for needed public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic, and social consequences;
6. Retention of agricultural land as defined with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agricultural activities.

The seven (7) incorporated cities have been asked to address Goal 14 by identifying sufficient amounts of land to accommodate their future expansion, taking into account: the growth policy of the area; the projected population needs by the year 2000 2015; the carrying capacity of the planning area; and open space and recreational needs. For some cities, there may be sufficient land to meet their needs already within their city limits while other cities may require additional land. In either case, an Urban Growth Boundary must be established which focuses on the areas that will become urban - the future part of these communities. The

ishment of this boundary, and any later changes, are to be made after consideration of the following factors which are outlined in the Goals and Guidelines:

1. Orderly, economic provisions for public facilities and services;
2. Availability of sufficient land for various uses to insure choices in the market place;
3. LCDC goals; and
4. Encouragement of urban development within urban areas before conversion of urbanizable areas.

Specific provisions relating to the process of changing an Urban Growth Boundary are outlined under the administrative provision of this plan.

Until annexed, the lands between the boundary and the city limits remain the responsibility of the County. To assure that the urbanizable lands will be managed in a coordinated manner, a Joint Management agreement between each city and the County has been adopted. The urban growth area joint Management Agreements are included in the appendix. In addition, Oregon law requires that special districts enter into a cooperative agreement with the city or County within those boundaries the district operates.

Throughout most of its history, Columbia County has increased in population by "natural" means (that is, by the difference between births and deaths). However, during the last several years, there has been a consistent rise in the population by migration into the County. For example, the net population change in the County between 1976 and 1977 totaled 900 people. Of these, 627 (69.7%) moved into the County, while only 273 (30.3%) were born here during the same period. The amount of annual population gain in the County attributable to immigration has averaged 70% since 1974.

DECENNIAL CENSUS OF POPULATION 1920 - 1990

Decennial Census Year	1920	1930	1940	1950	1960	1970	1980	1990
Clatskanie	1,171	739	708	901	797	1,286	1,648	1,629
Prescott				119	129	105	73	63
Rainier	1,287	1,353	1,183	1,285	1,152	1,731	1,655	1,674
Columbia City		310	327	405	423	537	678	1,003
St. Helens	2,220	3,994	4,304	4,711	5,922	6,212	7,064	7,535
Scappoose		248	336	659	923	1,859	3,213	3,529
Vernonia	142	1,625	1,412	1,521	1,095	1,643	1,785	1,808
Incorporated County	4,820	8,269	8,270	9,601	10,441	13,373	16,116	17,241
Unincorporated County	9,140	11,778	12,701	13,366	11,938	15,417	19,530	20,316

Total County

13,960

20,047

20,971

22,967

22,379

28,790

35,646

37,557

(TABLE 18)

One of the primary factors in this growth has been the pressure of suburbanization from Portland. In the southeastern section of the County many residents who live in St. Helens or Scappoose commute to Portland or Washington County to work. Many of Vernonia residents and those who live in the Nehalem River Valley in the southwestern portion of the County are also commuting to the Tualatin Valley to work. Scappoose increase at an average annual rate of 3.5% between 1970 and 1982, compared to 1.7% for the County as a whole. In the northern section of the County, workers from many of those who work in Longview, Washington, who prefer to commute from the Oregon side of the river, and have strongly affected the residential development of Rainier and other nearby communities.

From 1970 to 1978 In the 1990's, there was a general tendency for the seven (7) incorporated cities to attract most of the population increase. The combined growth rates for the cities during that period averaged 3.4% per year, compared to 0.93% for the unincorporated area of the County. From 1978 to 1982, the trend toward urban migration changed. During this four (4) year period, the population for the cities decreased an average of 7.3% per year compared to an average yearly increase of 16.6% for the unincorporated areas. Columbia County has been averaging 30 to 50 new dwelling units per year in forest lands, as well as many new units in rural residential exception areas. Although there will continue to be growth in the rural centers Communities, such as Alston-Delena, Birkenfeld, Mist, and Quincy, movement into the cities should be encouraged to protect the land from random subdivisions and a deterioration of the resource base. Growth should be directed onto rural lands, defined as: "Those places which must have an incorporated city."

The development of population projections for the urban and rural areas of the County has been a complex task involving changing multiple state mandates implemented at the county and local levels across a changing range of time. Columbia County has conducted a series of population projection coordination meetings with local jurisdictions to allocate population. This allocation will be updated every time the State Office of Economic Analysis updates their Long-Term Population and Employment Forecasts for Oregon. The next update is scheduled for the year 2000. In order to obtain a growth projection for the County as a whole, it has been necessary to develop two (2) sets of populations, one for the rural areas (outside UBG's). A detailed analysis of the rural area projection is included in the Goal 3 and 4 exception statement. Each p Considering these factors, projections was were developed and assumptions made with a low, medium intermediate, and high range of growth as follows:

The rural area projections were worked on from utilizing three (3) different starting methods. These methods are:

Projection #1 (Low): This projection is based upon an average number of building permits being issued each year for the next twenty (20) years. This projection was based on an analysis of the building permit records from 1970-1980. These records show an average growth of 234 new dwellings per year. The State Office of Economic Analysis (OEA) in their Long-term Population and Employment Forecasts for Oregon

determined a County total population number of 47,954 persons in the year 2015. Population was then allocated to each city based upon that city's percentage or ratio of county total population established in the 1990 census. The County assumes that each city's ratio of total county population as derived from the 1990 census of population will be applied to the 2015 number for allocation purposes. The State mandated that Projection #1, Low, total number for the County be used to provide a benchmark for indicating consistency with state population allocated at the County level.

Projection #2 (Intermediate): This projection is based upon the average number of new residents in the rural area each year. This is based on an analysis of the population centers — certified populations and shows an average growth of 230 residents per year. This projection utilizes a total number 5% above Projection #1, the low number in this projection series, which is the Office of Economic Analysis number. The Incorporated cities population number is the arithmetic mean half way between the low, Projection #1 number and the high, Projection #3 number. The remainder of the population in the unincorporated areas of the County is reduced so the projection total will remain within 5% of the Low Projection #1 OEA number and because growth will be directed towards cities due to recent restrictions on rural residential lands. Projection #2, Intermediate, will be used for land use planning purposes.

Projection #3 (High): This projection is based upon an average growth rate for rural population using the period 1970-1980 as a base. The average growth rate in this time period was 1.5%. The County Transportation System Plan (TSP) assumes that year 2016 population of the County will exceed 55,600 persons if the comprehensive plan for each city and the county are implemented. The TSP 2016 population total county population number is assumed to be the 2015 number for purposes of this projection. Population was then allocated to each city based upon that city's percentage or ratio of county total population established in the 1990 census. The Transportation System Plan, Chapter 3, "Future Conditions and Alternative Scenarios" assumptions are included as an attachment. Projection #3, High, will be used to implement the current Transportation Systems Plan. Future studies or projects may use lower numbers if necessary.

TABLE-18

CITY AND COUNTY POPULATION
1870-1980

1870 1880 1890 1900 1910 1920 1930 1940 1950 1960 1970 1980

220	258	742	2,220	3,994	4,304	4,711	5,022	6,212	7,055		
				248	336	659	923	1,879	3,225		
238	522	1,359	1,287	1,353	1,183	1,285	1,159	1,731	1,640		
						119	129	105	70		
	311	749	1,171	739	708	901	797	1,286	1,640		
	62	69	142	1,625	1,412	1,521	1,089	1,643	1,725		
				310	327	405	423	537	680		
	458	1,153	2,919	4,820	8,269	8,370	9,601	9,542	13,393	16,090	
Unincorporated County Population	2,042	4,733	5,084	7,661	9,140	11,778	12,701	13,366	12,837	15,397	15,397

POPULATION FORECAST FOR 2015

LOW	INTERMEDIATE	HIGH
Office of Economic Analysis	5% Above Low With Arithmetic Mean for Cities	Transportation System Plan
47954	50351	55600

(TABLE 19)

These projections yield the following amount of rural growth by the year 2000:

TABLE 19

COUNTY PROJECTIONS

LOW MEDIUM HIGH

Projection #1 121,718 223,303 227,111

Projection #2 20,898 222,338 223,778

Projection #3 21,644 223,890 226,358

Further review of these projections has determined that Projection #1 has the most sound statistical base and is the projection on which the rural growth will be based. The projected population for rural Columbia County for the year 2000 is 23,303 persons. In projecting population for the cities, the County did not have a good data to work from. It was decided that the best method of projecting growth for the cities was to use an average

percentage of growth based upon an analysis of past records and city expectations. Using this method, the total projected population for all cities was determined to be:

TABLE 20

CITY PROJECTIONS (TOTAL)

LOW MEDIUM HIGH

29,364 38,288 43,985

The total projection for the County as a whole is:

TABLE 21

CITY - COUNTY TOTALS

LOW MEDIUM HIGH

Projection #153,243 61,591 71,096

TABLE 22

The certified population for Columbia County and the incorporated cities as of July 1983 are:

County	36,000 (Total)
Clatskanie	1,600
Columbia City	710
Prescott	70
Rainier	1,590
St. Helens	7,190
Scappoose	3,270

Vernonia 1,750

TABLE 23

ANNUAL GROWTH RATES 1970-1982

	1970	1982	Average Growth Average	Projections of Future Growth Rates
Clatskanie	1,286	1,675	1.9%	4.0
Columbia City	537	700	1.9%	3.5
Prescott	105	70	4.1%	
Rainier	1,731	1,610	0.5%	3.0
St. Helens	6,212	7,200	1.1%	3.5
Scappoose	1,859	3,285	3.6%	6.0
Vernonia	1,643	1,760	0.5%	2.5
Incorporated Total	<u>13,373</u>	<u>16,300</u>	<u>1.5%</u>	<u>na</u>
COUNTY TOTAL	28,790	36,200	1.7%	3.0

TABLE 24

POPULATION PROJECTIONS 1990-2000 (Middle Projection)

	% Annual Growth Rate	1990	2000
Clatskanie	4.00	2,493	4,215
Columbia City	3.50	1,000	1,410
Prescott	0.00	96	97
Rainier	3.00	2,924	4,329
St. Helens	3.50	11,095	15,651
Scappoose	6.00	5,700	10,000

onia	2.50	2,427	3,107
Incorporated Total	3.59	25,735	38,288
Unincorporated Total	—	20,639	23,827
COUNTY TOTAL	3.0	46,374	62,115

The most optimistic population projections from the County indicate the population could nearly double by the year 2000. The expectation is for the cities to grow at a faster rate, due to the availability of the needed city services. The seven (7) incorporated cities have addressed Statewide Planning expansion. The city of Prescott determined there was sufficient land to meet their needs within their city limits. The other cities, having determined future needs for additional urban lands, have prepared comprehensive plans designating certain areas for urban expansion. The County has adopted the comprehensive plans of the six (6) incorporated cities and will apply them to the unincorporated areas within the urban growth boundaries of each city, as appropriate.

POPULATION UPDATE

County's November 2, 1984 Acknowledgment of Compliance Report contained a Goal 2 In Order to Comply which suggested the County must;

- Amend the plan's analysis and projections of future rural population growth to ensure they are:
 1. — Based on a methodology consistent with plan policies which direct future growth away from rural areas; and
 2. — Coordinated and consistent with the Urban Growth Boundary population projections contained in each of the Comprehensive Plans of the County's seven incorporated cities.
- To satisfy this requirement, the Department suggests that the County adopt the PSU year 2000 projection and the projections contained in each city plan for its UGB, the "rural" projection being the difference between the PSU projection and the total of the city projections.

The PSU year 2000 projection referred to by the DLCD staff was released in June 1984 and at 45,700 is 15,891 smaller than the County's projection of 61,591.

In analyzing the Goal 2 IOTC, County staff determined that applying the methodology suggested by DLCD staff to the population projections contained in the cities' and county's plans would not provide a legitimate solution for the rural areas of the County. This determination was based upon three factors. One, subtracting

~~One~~ of the cities' year-2000 rural populations (39,512) from the PSU year-2000 projection (45,700) would be a year-2000 rural population of 6,188. The County currently has a rural population of 19,820. Two, the County has over 24,000 acres of acknowledged built and committed lands which are capable of supporting development on 2 and 5 acre parcels. It is anticipated that the majority of the County's rural population growth will occur in built and committed areas and may be greater or small than projections contained in the plan. Three, from 1978 to 1983 all of the cities in the County, with the exception of Scappoose, realized a negative average annual grow rate ranging from a minus 0.8% in Columbia City to a minus 5.2% in Rainier. During this same period the unincorporated portions of the County grew at an average yearly rate of 3.2%.

From this analysis, it becomes clear that the only way the County can generate a meaningful population projection, based upon the PSU figure, will be if it is done in concert with the seven incorporated cities:

Most of the cities' plans are already acknowledged and a change in any or all of their projections would be an extremely involved process. Because of this, the County staff has suggested to the DLCD that the current projections be retained and that the County, in conjunction with all incorporated cities, update their projections on or before the first periodic review. Such an update would be based upon the most current population forecasts available at the time and include an allocation to the seven incorporated cities. The DLCD has accepted the County's approach with a condition that Urbanization Policies 18 and 19 be added.

Method that was Adopted

low, intermediate, and high projection allocations follow:

POPULATION PROJECTION CITY/COUNTY ALLOCATION FOR 2015

Using 1990 city to county census population percentage applied to OEA (Low) and TSP (high) population totals, and intermediate 5% above OEA low with cities receiving arithmetic mean between high and low. County receives remainder.

		<i>to be used to project 2015</i>	LOW	INTERMEDIATE	HIGH
	1990 Census	Approx. Ratio of Each City's Pop. to County Total Pop. (Census '90) & Percentage	Office of Economic Analysis (OEA) 2015 Population Forecast Allocation	5% Higher than OEA total. Incorporated cities have arithmetic mean between high & low. Unincorporated County has remainder	Transportation System Plan (TSP) Total allocated to each city as 1990 census Percentage
Clatskanie	1629	1 to 23.1 <i>(4.3%)</i>	2062	2226.5 Rounded to 2227	2391
Columbia City	1003	1 to 37.4 <i>(2.7%)</i>	*1295	1398	1501
Prescott	63	1 to 596 <i>(>1%)</i>	63	63	63
Rainier	1674	1 to 22.4 <i>(4.5%)</i>	2158	2330	2502
Helens	7535	1 to 5 <i>(20%)</i>	9591	10355.5 Rounded to 10356	11120
Scappoose	3529	1 to 10.6 <i>(9.4%)</i>	*4508	4867	5226
Vernonia	1808	1 to 20.8 <i>(4.8%)</i>	*2302	2485.5 Rounded to 2486	2669
Incorp. County	17178	1 to 2.2 <i>(45.7%)</i>	21979	23725.5 Rounded to 23727	25472
Unincorp. County	20379	Approximately 1 to 1.8 = <i>54.3%</i>	25975	26625	30128
County Total	37557	1 to 1 <i>(100%)</i>	47954	5% Above 50351.7 Rounded to 50352	55600

NOTE: The City of Prescott percentage of population at less than 1% was not counted in total population for calculation of percentage of population for each city. Prescott's population was allocated from the total County population at 63 persons through low, medium, and high projections and counted as a part of the total.

*NOTE: Portland State University population estimate on July 1, 1997 shows many cities in Columbia County already exceeding the "Low" population projection from the Office of Economic Analysis (OEA)

(Table 20)

**NEW DWELLING UNITS BY BUILDING PERMIT ACTIVITY
1990-1997**

	1990 Census	1990	1991	1992	1993	1994	1995	1996	1997	Avg. Units Yr. 90-97	Persons Per Unit (1990)	Occ. Rate Per Unit
Atskanie	1629	2	2	3	1	1	1	0	2	2	2.25	.926
Columbia City	1003	18	5	8	14	30	25	44	15	20	2.43	.966
Scott	63	0	0	7	0	0	0	1	0	1	2.42	.955
Maier	1674	0	4	3	0	4	9	10	2	4	2.27	.955
Wipoose	3529	12	24	18	29	47	75	136	63	51	2.42	.972
Helens	7535	42	38	37	57	64	67	44	179	66	2.19	.967
Armonia	1808	0	9	28	11	37	35	38	11	21	2.35	.911
Corp. County	17178	74	82	104	112	183	212	273	272	164		
County	20379	56	79	65	83	64	81	74	63	71	2.34	
County Total	37557	130	161	169	195	247	293	347	335	235	2.42	

(TABLE 21)

Order to provide an additional empirical reference to test the recommended population series and the of the intermediate 5% above OEA low total with incorporated cities using the arithmetic mean with the remainder assigned to the unincorporated county, the County developed the Population Projections based on Average Units/Year 1990-1997. This empirical method's assumptions were made using the average number of dwelling units added to each city between the years 1990 to 1997. This average was then applied to the Portland State University certified estimate for each city in the county as of July 1, 1997. Population was then projected to the year 2015 by multiplying the average number of new units in the years 1990-1997; by the 1990 census "Occupancy Rate" for each city; by the 1990 census "persons per dwelling unit" for each city to arrive at the population projection for the year 2015. This projection method was not utilized as the "intermediate" in the "low, intermediate, and high" projection series because the population went down from the low to the intermediate because of occupancy rate when in a low, intermediate, and high series the population should go up through time assuming positive growth. This method yielded a total County population of 51,265 as compared to the Intermediate 5% above OEA Low number of 50,351.

POPULATION PROJECTIONS BASED ON AVERAGE UNITS /YEAR 1990-1997

*Interim
method
(no. included)*

Population Projections Based on Avg.Units/Year								
	PSU Pop. Est. as of 7/1/97	Avg. Pop/Yr 90-97	1998	1999	2000	2005	2010	2015
Clatskanie	1880	4.2	1884	1888	1893	1923	1944	1965
Columbia City	1550	47	1597	1644	1691	1926	2161	2396
Prescott	60	2.3	62	65	67	79	90	102
Rainier	1780	3.8	1784	1788	1791	1810	1829	1848
St. Helens	8555	139.7	8695	8834	8974	9673	10372	11070
Scappoose	4650	120	4770	4890	5010	5610	6210	6810
Vernonia	2345	45	2390	2435	2480	2705	2930	3155
Incorp. County	20820	384.1	21204	21588	21972	23893	25814	27734
Unincorp. County	20680	158.4	20838	20997	21155	21947	22739	23531
County Total	41500	542.5	42043	42585	43128	45840	48553	51265

(TABLE 22)

Strikethrough = ~~strikethrough~~

Proposed Amendment = **Bold**



The City of Columbia City

In Columbia County on the Columbia River

P.O. Box 189 - 1840 Second Street

Columbia City, Oregon 97018

Phone (503) 397-4010 - Fax (503) 366-2870

E-mail columbiacity@columbia-center.org

Web site www.columbia-center.org/colcity

RECEIVED
COLUMBIA COUNTY

FEB 13 2001

LAND DEVELOPMENT
SERVICES

February 12, 2001

Board of County Commissioners
Columbia County Courthouse
St. Helens, OR 97051

Re: Amendment to countywide population projections

Honorable County Commissioners:

I am writing to express, on behalf of the City of Columbia City and its Citizen Advisory Committee, our support for the population projection method proposed by Rob Hallyburton of the Department of Land Conservation and Development (DLCD) Department in his letter dated January 3, 2001. We support this population projection method because we believe it most accurately reflects the expected growth patterns for the County, and in particular the growth patterns for the City of Columbia City.

The City is currently in the process of completing a buildable lands inventory and housing needs analysis. This process is intended to cover a 20-year planning horizon. DLCD provided us a technical assistance grant to conduct this long-range planning analysis. Without this grant, we could not afford to conduct this work.

Our Citizen Advisory Committee is concerned that the expected 20-year life of the planning project may be significantly reduced unless a realistic population projection is used during the process.

Our planning consultants recently prepared a chart and a graph presenting the various population growth forecasts that have been developed by Columbia County Planning Staff, recommended by DLCD, and used in Columbia City's Transportation System Plan. They also included Columbia City's historical population trends from 1970 and from 1980. A copy of this chart and graph is enclosed for your review.

At their most recent meeting, our Citizen Advisory Committee selected the population-forecast method proposed by DLCD as one of the most realistic

Page 2
Letter to Board of County Commissioners
February 9, 2001

methods. This population projection estimates there will be 2,686 residents living in Columbia City in the year 2015 and 3,107 in the year 2020.

The Citizen Advisory Committee also recommended a population forecast based upon Columbia City's historical population growth trends since 1970. This method provides a population forecast of 3,798 for Columbia City in the year 2020.

Any decisions you make about the population projection amendment currently before you are likely to be short-lived. In the near future, the Office of Economic Analysis will be presenting Oregon counties with new population allocations, based upon the 2000 Census figures. Counties will then be expected to once again adopt a population allocation based upon those new numbers. As a result, the intermediate population allocation currently under your consideration may have little or no affect on the other cities within Columbia County, depending on their current long-range planning efforts, and the same may apply to the unincorporated area of Columbia County. Unfortunately, our long-range planning project must be completed by June 30, 2000 in accordance with our grant agreement, and a realistic population allocation is critical to the useful life of this effort.

We would like to extend our very sincere appreciation to Columbia County for completing this process at this time. We commend your Planning Staff for their willingness to pursue this population projection amendment, for their understanding and interest in our needs, and for their cooperative efforts. We recognize that it has been a time consuming exercise for them, and they have been a pleasure to work with.

We appreciate the opportunity to comment on the proposal before you, and we look forward to your decision on this matter.

Sincerely,



Leahnette Rivers
City Administrator/Recorder

cc: Columbia City Mayor and City Council
Columbia City Citizen Advisory Committee Members
Todd Dugdale, Columbia County Planning Director
Glen Higgins, Columbia County Chief Planner
Jim Holycross, Columbia City Planner

**COLUMBIA CITY
POPULATION ESTIMATES**

Year	Historical Trend from 1970	Historical Trend from 1980	City TSP	County Option 2 Low	County Option 2 High	DLCD
	3.99% growth rate, 1970-2000, extrapolated to 2020	4.81% growth rate, 1980-2000, extrapolated to 2020	3.36% growth rate, 1995-2016, extrapolated to 2020	Oregon Office of Economic Analysis: City retains 7.5% of total estimated growth in incorporated cities	County TSP, forecast distributed the same as Option 2 Low	Trend, 1980-2000, of City's portion of County's urban population
1970	537					
1980		678				
1990	1003	1003				
1995			1350			
2000	1735 (estimate)	1735 (estimate)		1735 (estimate)	1735 (estimate)	1735 (estimate)
2015			2700*	2023	2346	2686
2020	3798	4440	3081	2184	2533	3107
	Mean of three time series forecasts: 3773					

*Value is for the year 2016.

CONCLUSION AND RECOMMENDATION:

The Planning Commission forwards a **recommendation of approval** to the Board of County Commissioners to adopt high, intermediate, and low population forecasts/**projections** and the methodology used to reach these numbers; for this legislative amendment to amend the **Population** projection section of the County Comprehensive Plan as part of County Periodic Review of the Comprehensive Plan and to meet the intent of ORS 195.036.

The following amendment to the "Economy" (page 79), and "Urbanization" (pages 64-75) sections of the Columbia County Comprehensive Plan includes language that is proposed to be deleted, shown as ~~strikeout~~; and language that is proposed to be added shown in **bold**.

ECONOMY

POPULATION:

The population of Columbia County ~~in at the time of the 1970~~ 1990 census was 28,700 37,557. The ~~1983~~ 1997 County population estimated by the Center for Population Research at PSU is certified at 36,000 41,500. During the period from 1960 to 1982, the County's population grew by more than half. This growth figure is ~~slightly higher than that experienced by the State. In 1982, the County represented 1.3% of the total population~~ region: More than one-half of the population lies **is in the unincorporated areas** (Approximately 45.7%) while the remainder is found in the incorporated areas (Approximately 54.3%).

St. Helens is the County seat and population center with an estimated population of 7,190 8,555 (1983 1997). Columbia City, two miles to the north, has a an estimated population of 710 1,550 and Scappoose, eight miles to the south of St. Helens, has a an estimated population of 3,270 4,650. Other cities include Vernonia (1,750 2,345), Prescott (70 60), Rainier (1,590 1780), and Clatskanie (1,600 1880). The remaining residents are scattered throughout the County, largely among the major roadways, and along the Nehalem River.

URBANIZATION

PURPOSE

The goal of the Columbia County Comprehensive Plan is to provide for an orderly and efficient transition from rural to urban land use. In addition, it is the goal of the County to provide for an efficient method of managing urban growth so that the needs of all citizens of the County are met. A major consideration in the management of urban growth is the reduction of the costs associated with uncontrolled and scattered development. These costs are measured both in terms of wasted resources and in the expense of providing services to far-flung residences. The purpose is not to prevent growth from occurring, but to minimize the conflicts between land uses. When growth is directed into identifiable and desirable communities, people are able to enjoy a pleasant environment at a reasonable cost, while still conserving the County's resource base.