REGION 2050

Sustaining Quality of Life in the Southern Willamette Valley

Region 2050 Alternative Growth Scenarios Evaluation: Education
Draft March 30, 2005

This summary evaluates the extent to which each scenario meets the Regional Goal for education (grades K through 12). Please note that this evaluation does not address the quality of educational services or potential funding sources.

Summary of Findings

- From 1990-2000, the percent increase in the total population of Lane County (14%) was more than double the percent increase in the school age population (6.7%). This trend reflects the demographic trend of decreasing average family size and delayed child bearing. Total school enrollment during the same time period increased slightly (5.4%) but enrollment in the rural school districts declined.

- The availability of alternatives to public schools such as home schooling, charter schools, and private schools, also affects enrollment in public schools.

- According to U.S. Census data, households with children living in the rural school districts declined between 1990 and 2000; and this trend is reflected in declining enrollment in rural school districts.

- The Office of Economic Analysis (OEA) has projected the school age population in Lane County (5 to 19 years of age) will increase approximately 16% from 2000-2040 from 66,916 to 78,001.

- Demographic changes in Lane County will impact school enrollment rates. For example, the increasing Hispanic population of the Southern Willamette Valley will impact school enrollment rates because this population group tends to have larger families, and thus, school age children, than the non-Hispanic population. Trends indicate an increased proportion of Hispanic people in the Eugene, Springfield, Junction City, and Cottage Grove areas.

- Demographic changes could also place different demands on local schools and in turn impact schools' funding needs and funding eligibility. Different demands

often categorized as “special needs” could range from students with developmental disabilities, to students identified as “at-risk youth” to students who are using English as a second language. The growing number of alternative schools, charter schools, and private schools is a current response to the changing demands families are making of education.

- Based on recent enrollment/dwelling unit ratios in the Bethel and Springfield Districts, families with children in these districts are more likely to reside in single family and duplex units than mobile homes or apartments, although 1,124 students in the Springfield District resided in apartments in 2004.

- Table 1 shows a comparison of school district enrollment impacts based on enrollment/dwelling unit ratios adjusted to reflect enrollment trends. The analysis yields the following results based on the stated assumptions in the Methodology section of this assessment.

    - The Rural Growth Scenario would increase enrollment in all school districts in the region, although the impact on Bethel District enrollment would be relatively small.

    - In the Crow-Applegate-Lorane, Lowell, and Marcola School Districts, the Rural Growth Scenario reverses the negative trends present in the other two alternative growth scenarios. The Rural Scenario provides the largest percent increase in these districts as well as South Lane, although South Lane’s enrollment increases significantly in the Satellite Scenario as well.

    - The Compact Urban Growth Scenario would have the greatest enrollment increase in the eastern districts that serve the Eugene-Springfield metropolitan area in that scenario: Springfield 19, and Pleasant Hill. The impact on the Bethel and Eugene 4J Districts are about the same as in the Satellite Communities Scenario.

    - The Satellite Communities Scenario provides the most significant increases in enrollment in the school districts that serve the burgeoning small cities of Creswell, Veneta, and Oakridge and a significant increase in the South Lane District serving Cottage Grove. For the Junction City District, the Satellite Growth Scenario contains the highest number of dwelling units (5,412) and highest percent of total dwelling units (67%) on flat residential land. This indicates that the Satellite Growth Scenario would have potentially the greatest increase in enrollment in that district by providing greater opportunities for development of starter homes. Starter homes are affordable for first-time home buyers. The median price of housing in the region ranges from $85,000 to $165,000.

Table 1. Enrollment in 2050 Scenarios Based on Adjusted Enrollment/Dwelling Unit Ratios

			Compact			Satellite			Rural		
School District Name	Enrollment in 2004	Estimated 2050 Enrollment/DU Ratio	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment
52 BETHEL	5,679	0.39	10,721	89%	5,042	10,568	86%	4,889	6,769	19%	1,090
40 CRESWELL	1,170	0.36	3,497	199%	2,327	4,033	245%	2,863	2,630	125%	1,460
66 CROW-APPLEGATE-LORANE	278	0.27	122	-56%	-156	122	-56%	-156	615	121%	337
4J EUGENE	18,476	0.28	28,412	54%	9,936	27,635	50%	9,159	29,271	58%	10,795
28J FERN RIDGE	1,653	0.35	3,191	93%	1,538	4,677	183%	3,024	4,092	148%	2,439
69 JUNCTION CITY	1,864	0.38	3,068	65%	1,204	3,050	64%	1,186	3,389	82%	1,525
71 LOWELL*	331	0.17	242	-27%	-89	275	-17%	-56	576	74%	245
79J MARCOLA*	315	0.30	149	-53%	-166	149	-53%	-166	718	128%	403
76 OAKRIDGE	713	0.30	1,335	87%	622	2,167	204%	1,454	1,482	108%	769
1 PLEASANT HILL*	1,081	0.29	3,878	259%	2,797	2,241	107%	1,160	1,921	78%	840
45J SOUTH LANE*	2,897	0.36	3,809	31%	912	5,150	78%	2,253	6,042	109%	3,145
19 SPRINGFIELD	11,038	0.37	22,636	105%	11,598	17,710	60%	6,672	18,655	69%	7,617

*Enrollment/Dwelling Unit ratios adjusted to reflect enrollment trends in these districts.

Methodology

The tables generated for this analysis are presented in Appendix A. The methodology described in this section was applied to the following school districts in the region in order to estimate the *relative* impact of the scenarios on future enrollment. Please note that these findings are useful for comparison purposes only and do not attempt to project actual enrollment in the year 2050 in these districts.

- 52 Bethel
- 40 Creswell
- 66 Crow-Applegate-Lorane
- 4J Eugene
- 28J Fern Ridge
- 69 Junction City
- 71 Lowell
- 79J Marcola
- 76 Oakridge
- 1 Pleasant Hill
- 45J South Lane
- 19 Springfield

The methodology consisted of the following steps. Steps one through three involved overlay analyses using the Regional Geographic Information System (GIS):

1. Enrollment/Dwelling Unit Analysis
2. Enrollment/Dwelling Unit Analysis Using Adjusted Ratios to Reflect Enrollment and Demographic Trends
3. Enrollment Based on Analysis of Housing Types (For Comparison)
4. Analysis of Additional Factors Affecting Enrollment Trends

The draft methodology and results of this evaluation were reviewed by the Regional Policy Advisory Board and a group of school district administrators and school board members (see Appendix B for a list of school district meeting participants). These groups requested that a more rigorous analysis be conducted, including an evaluation of economic trends that could affect enrollment in the scenarios and a study of school district building capacity. Funds for these additional analyses have not yet been identified, although efforts will be made to continue to supplement the analysis through further research during the course of this project.

Step 1. Enrollment/Dwelling Unit Analysis

The GIS was used to overlay school district boundaries onto the three scenarios. Population and housing in each district for each scenario were calculated. Enrollment per dwelling unit ratios were applied to the dwelling units in each scenario to derive 2050 enrollment in each district (see Table A-1).

Step 2. Enrollment/Dwelling Unit Analysis Using Adjusted Ratios to Reflect Enrollment and Demographic Trends

In this step, the Enrollment/Dwelling Unit ratio was adjusted to reflect trends in this ratio in areas where both school enrollment and families with children declined concurrent with an increase in the total households, according to U.S. Census data. Table A-2 shows the change from 1990-2000 in the number of households, households with children, households without children, and in school enrollment in all districts in the region. As shown, school enrollment declined in the Lowell (-20%), Marcola (-12%), Pleasant Hill (-7%), and South Lane (-6%) Districts as the number of families with children in these districts declined (changing by 0 to -10% over the 10 year period), and total households increased from 5% to 20%. (The Fern Ridge District shows the same trends but is not included in this analysis as it is suspected that the moratorium on building during the 1990s was a contributing factor to the trend.)

Table A-3 shows the adjusted Enrollment/Dwelling Unit ratios in these districts. The ratios were adjusted by applying the percent change in the ratio from 1993 to 2004 to the 2004 ratio to derive the 2050 ratio. This method assumes that the percent change in the ratio over the next *50 years* will be about the same as the percent change over this *11 year* period. These adjusted ratios were used to estimate the scenario impacts in Table 1. Please note that the results of the analysis in Table 1 are highly sensitive to this assumption, as discussed below in the description of Step 3.

Step 3. Enrollment Based on Analysis of Housing Types (For Comparison)

This step involved analyses to ascertain the potential affect housing type would have on enrollment/dwelling unit ratios. This step was performed in order to compare the analysis with the analysis in Step #2 to determine if the results revealed any contradictory findings. School district staff requested that the analysis consider trends in housing types in the districts because their experience with trend analysis in recent years has indicated that enrollment is more closely tied to the development of starter homes and apartments than with straight enrollment/dwelling unit ratios. This trend is evident in recent development trends in which starter homes have been developed in subdivisions in the Bethel area, Veneta, Junction City, Creswell, and Cottage Grove.

Enrollment/Dwelling Unit Ratios by Housing Type are shown in Table A-4 for the Bethel School District and Table A-5 for the Springfield School District. The data show that single family and duplex housing provides about 0.42 to 0.50 students per dwelling unit, approximately twice the enrollment of students living in mobile or manufactured homes or multi-family housing units.

Due to the additional expense of building on steeper slopes and the increased value of "view lots," starter homes were assumed to be most likely developed in the flatter areas of the region. GIS was used to overlay the scenarios onto the slope data layer to estimate the number of dwelling units in each scenario on residential land with slopes equal to or less than five percent (Table A-6). As noted above in Step 2, the analysis is

sensitive to demographic trends, specifically trends related to families with children residing in rural school districts. For this reason, the analysis in Table A-6 was performed for dwelling units in two categories of residential lands: dwelling units on all residential land (including rural residential) and dwelling units on residential land in UGBs (excluding rural residential).

Step 4. Analysis of Additional Factors Affecting Enrollment Trends

The following additional information was requested during meetings with the representatives from the school districts in the region. The estimates of enrollment used in Table 1 do not take the following factors into account because the results of the analysis are not likely to result in a different enrollment/dwelling unit ratio figure for the three scenarios and thus would likely not alter the evaluation. However, these are important considerations in determining the best school services options in the Preferred Growth Scenario in the next phase of Region 2050.

School Building Capacity

The school administrators requested that school building capacity be taken into account, looking at the capacity of school buildings in each district to identify unutilized or under utilized space. The group then discussed ways to define capacity, including vacant school buildings, amount of undeveloped land in school ownership, and age of buildings. Staff researched the availability of school capacity studies and could not locate the data. Conducting a school capacity study is outside the scope of the current project budget and work program. Staff recommends identifying the following action as a priority to include in the Regional Growth Management Strategy:

> *Conduct a school building capacity study to determine the most cost-effective means of providing K-12 education services in the Preferred Growth Scenario.*

Hispanic Population Trends

“The demographics of Lane County are changing. The Latino population of Lane County has more than doubled in the past 10 years, and Latinos now comprise 4.6% of Lane County's population. A partial breakdown of data shows increases of 124% for Eugene, 181% for Springfield, and 400% for Junction City (now about 30 families), and 250% for Cottage Grove. These figures may represent a large census undercount due to the lack of reporting by unregistered workers reluctant to be a government data bank. While the 2000 census reports approximately 15,000 Latinos in Lane County, unofficially, the generally accepted number is closer to 30,000, according to Carmen Urbina, Executive Director at Centro LatinoAmericano. The Oregonian (May 10, 2001) reported "...four in five Hispanics in Oregon are of Mexican descent. Eight percent of the state's total population is Hispanic." Twenty percent are five years old or younger. Who comprises the Latino community? It is a varied population. The Latino community ranges from migrant farm workers (initially

single young men) to second- and third- generation Hispanics who are fully integrated into the local community. Among these are professionals who are employed in education, social services, health-related positions, the arts, politics, business, and agriculture. The majority comprises young families with mothers in the home, children, and working men."[1]

The increasing Hispanic population of the Southern Willamette Valley will impact school enrollment rates because this population group tends to have larger families, and thus, school age children than the non-Hispanic population.

Non-public School Enrollment and Home School Trends

The availability of alternatives to public schools such as home schooling, charter schools, and private schools, also affects enrollment in public schools. More information on these trends will be obtained during the course of this evaluation process.

Assumptions

1. School districts continue to rely primarily on the state for funding, which means their viability is determined by number of students enrolled.

2. The current analysis assumes no changes to school district boundaries, although redrawing district boundaries is an option that may be considered, if desired, during the evaluation process or during development of the preferred scenario.

3. The findings pertaining to the Scenarios in Table 1 are based on the assumption that, over the next 50 years, families with children will reside in dwelling units on one and two-acre Rural Residential lots. This method assumes that the degree of change in the ratio of enrollment to dwelling units over the next 50 years would mirror the percent change over the 11 year period from 1993-2004.

[1] Source: LATINO NEIGHBORS, March 2002 report was prepared by members of the League of Women Voters of Lane County, Latino Neighbors Committee: Elizabeth Hall, Francisca Johnson, Karen Rikhoff, Mary Sherriffs, Roz Slovic, Sue Vanleuven, Marion Wilson, Linda Roe, Chair.

Criteria

The evaluation measures the extent to which each scenario satisfies the following applicable Regional Objective.

Objective

1. Develop a regional strategy to improve and maintain access to high quality educational services throughout the region.

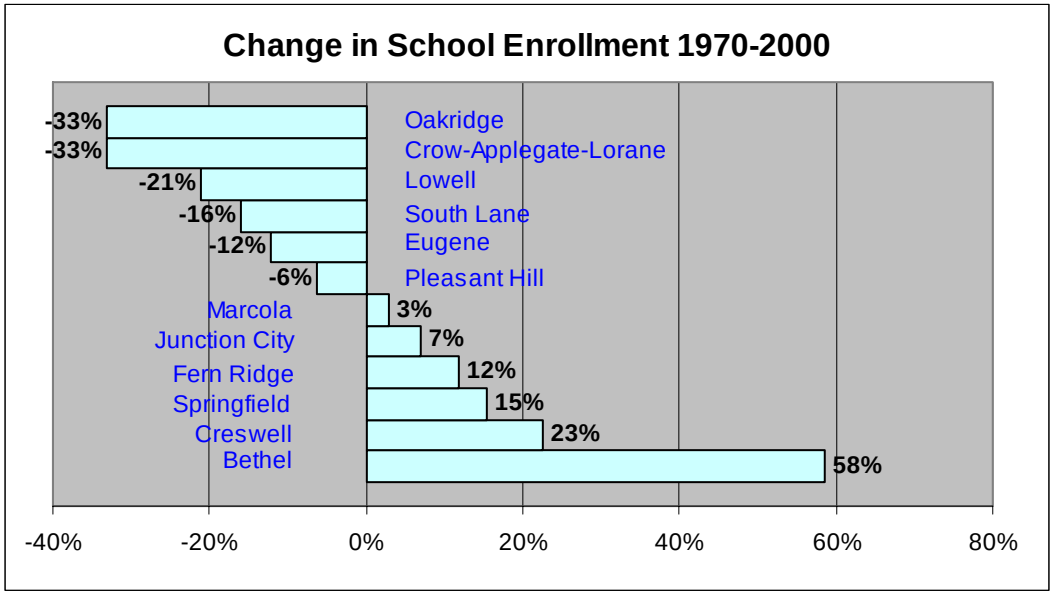
Education Assessment

General Demographic and Enrollment Trends

- U.S. Census data reports that from 1990-2000, the percent increase in the total population of Lane County (14%) was more than double the percent increase in the school age population (6.7%). This trend reflects the demographic trend of decreasing average family size and delayed child bearing.

- From 1990-2000, total school enrollment in the Southern Willamette Valley region increased slightly (5.4%), although enrollment in the rural school districts in the region declined.

- From 1970 to 2000, Bethel, Creswell, Springfield, Fern Ridge, Junction City and Marcola Districts increased in enrollment while the remaining school districts declined. Bethel enrollment had the greatest percent increase (58.5%) while Oakridge had the greatest percent decrease (-33.0%).



- From 1990-2000, total enrollment increased at a higher rate than from 1970 to 2000. Eugene school district enrollment increased during this ten-year period, while Fern Ridge and Marcola decreased in enrollment. Oakridge enrollment continued to decline but at a much lower rate than over the past 30 years and Bethel enrollment continued to increase at the highest percent of all districts, 34%.

- 1990-2000 U.S. Census Data report that the more rural districts - Crow-Applegate-Lorane, Fern Ridge, Pleasant Hill, and South Lane - increased in family households with no children while family households with children decreased. These rural districts experienced a decrease in enrollment during the same time period.

- Between 1990 and 2000, the more urban school districts - Bethel, Eugene, and Springfield - experienced an increase in family households with children at a higher rate than family households without children. The Bethel District experienced the greatest increase in family households with children, as well as the highest increase in enrollment.

- Creswell and Junction City School Districts experienced about the same increase in households with children as in households without from 1990 to 2000. These districts increased in enrollment during this same period.

- 2000 Census indicate the rural school districts did not correspond to Lane County trends which showed an increase in households with children and a relatively flat change in enrollment since 1990. Crow-Applegate-Lorane, Fern Ridge, Lowell, Marcola, and Pleasant Hill all had a decrease in housing units with children, even with an increase in total households, and a decrease in enrollment. Crow-Applegate-Lorane was the only school district that showed a decrease in total households.

General Demographic and Enrollment Projections

- The Office of Economic Analysis (OEA) has projected the school age population in Lane County (5 to 19 years of age) will increase approximately 16% from 2000-2040 from 66,916 to 78,001.

- The increasing Hispanic population of the Southern Willamette Valley will impact school enrollment rates because this population group tends to have larger families, and thus, school age children, than the non-Hispanic population. Trends indicate an increased proportion of Hispanic people in the Eugene, Springfield, Junction City, and Cottage Grove areas.

Alternative Scenarios Analysis

- Table 1 compares school district enrollment impacts based on enrollment/dwelling unit ratios adjusted to reflect enrollment trends. The analysis yields the following results based on the stated assumptions in the Methodology section of this assessment.

  - The Rural Growth Scenario would increase enrollment in all school districts in the region, although the increase in Bethel District enrollment would be relatively small (19%).

    The Rural Scenario has the greatest relative increase in the rural districts of Crow-Applegate-Lorane, Lowell, and Marcola, which would increase enrollment by 121%, 74%, and 128%, respectively. However, only 14%-16% of the dwelling units in all scenarios in the Crow-Applegate-Lorane District would be on flat residential land, an indicator of housing units affordable for young families.

    Under the Compact Scenario, enrollment in the Crow-Applegate-Lorane, Lowell, and Marcola districts would decline by 56%, 27%, and 53%, respectively; and under the Satellite Scenario enrollment would decline by 56%, 17%, and 53%, respectively. As shown in Table 1, the largest increase in enrollment in the Junction City School District (82%) would occur under the Rural Growth Scenario because the boundary of this district (and the Lowell District) contain a large portion of rural land which would be developed for housing. However, for the Junction City District, the Satellite Growth Scenario contains the highest number of dwelling units (5,412) and highest percent of total dwelling units (67%) on flat residential land. This indicates that the Satellite Growth Scenario would have potentially the greatest positive impact on enrollment in that district by providing greater opportunities for development of starter homes.

  - Under both the Compact and Satellite Communities Scenarios enrollment in Crow-Applegate-Lorane, Marcola, and Lowell would decline.

  - The Compact Urban Growth Scenario has the highest relative enrollment increase in most districts that serve the Eugene-Springfield metropolitan area in that scenario: Springfield 19 (105%), Bethel 52 (89%), and Pleasant Hill (259%); and Eugene 4J enrollment increases in this scenario about the same as under the Rural Growth Scenario (54% and 58%, respectively). Like Junction City and Lowell, a large portion of Eugene 4J's boundary extends outside the UGB.

  - The Satellite Communities Scenario provides the largest increase in enrollment for school districts that contain a small city, including Creswell, Fern Ridge, Oakridge, and Junction City (when sloped land is considered

in the analysis), except for the Lowell District and a significant increase in South Lane As stated above, this is not the case for Lowell because although this district also contains a small city, it contains large portions of rural lands and relatively low housing densities within the Lowell UGB in all scenarios. The Satellite Scenario would have a significant impact on enrollment in the Creswell (245%), Fern Ridge (183%), and Oakridge (204%) School Districts.

- The results of the analysis of dwelling units on flat residential land are consistent with the analysis results above except that in Junction City, the Satellite Growth Scenario contains the highest number of dwelling units (5,412) and highest percent of total dwelling units (67%) on flat residential land; and, in all scenarios, only 14%-16% of the dwelling units in the Crow-Applegate-Lorane District would be on flat residential land. It is important to note that affordable single family housing is currently being developed in Lowell on slopes greater than 10 percent.

Appendix A
Table

TABLE A-1: 2050 ENROLLMENT IN SCENARIOS BASED ON ENROLLMENT/DWELLING UNIT RATIOS (unadjusted)

			Compact			Satellite			Rural		
School District Name	Enrollment in 2004*	Enrollment/DU Ratio	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment	2050 Enroll-ment Based on Enroll/DU	% Change in Enrollment	Difference in Enrollment
BETHEL	5,679	0.3910	10,721	89%	5,041.87	10,568	86%	4,889	6,769	19%	1,090
CRESWELL	1,170	0.3590	3,497	199%	2,326.76	4,033	245%	2,863	2,630	125%	1,460
CROW-APPLEGATE-LORANE	278	0.2728	122	-56%	-156.37	122	-56%	-156	615	121%	337
EUGENE	18,476	0.2811	28,412	54%	9,936.43	27,635	50%	9,159	29,271	58%	10,795
FERN RIDGE	1,653	0.3540	3,191	93%	1,537.60	4,677	183%	3,024	4,092	148%	2,439
JUNCTION CITY	1,864	0.3761	3,068	65%	1,203.76	3,050	64%	1,186	3,389	82%	1,525
LOWELL	331	0.3111	443	34%	112.39	504	52%	173	1,053	218%	722
MARCOLA	315	0.3942	196	-38%	-118.75	196	-38%	-119	944	200%	629
OAKRIDGE	713	0.2983	1,335	87%	621.97	2,167	204%	1,454	1,482	108%	769
PLEASANT HILL	1,081	0.4126	5,518	410%	4,437.09	3,189	195%	2,108	2,734	153%	1,653
SOUTH LANE	2,897	0.3905	4,132	43%	1,235.21	5,587	93%	2,690	6,555	126%	3,658
SPRINGFIELD	11,038	0.3740	22,636	105%	11,598.19	17,710	60%	6,672	18,655	69%	7,617

Table A-2
Household Type and School Enrollment Percent Change
1990-2000

District	Enrollment % Change 1990-2000	Total Household % Change 1990-2000	Family Households w / Children % Change 1990-2000	Family Households % Change 1990-2000
LANE COUNTY	1%	18%	3%	21%
BETHEL	34%	44%	47%	45%
CRESWELL	11%	21%	17%	19%
CROW-APPLEGATE-LORANE	-25%	-7%	-8%	3%
EUGENE	4%	20%	11%	6%
FERN RIDGE	-5%	12%	-2%	9%
JUNCTION CITY	5%	8%	9%	11%
LOWELL	-20%	6%	0%	73%
MARCOLA	-12%	5%	-3%	2%
OAKRIDGE	-6%	1%	-13%	7%
PLEASANT HILL	-7%	20%	-10%	13%
SOUTH LANE	-6%	12%	-3%	6%
SPRINGFIELD	7%	13%	16%	9%
Source 1990 and 2000 US Census				

Non-Family Households are not included in analysis. 1990-2000 data was comparable by School District; thus the last two columns do not sum to the second column.
In Lane County Non-Family Households increased from 34 to 37% of all household types from 1990-2000
In Oakridge change in households with children most likely reflects economic trends.
In Fern Ridge change in households most likely reflects moratorium in place in Veneta in 1990.

Table A-3. Enrollment Per Dwelling Unit Ratios Adjusted to Reflect Demographic and Enrollment Trends in Selected Districts

School District	Enrollment 1993	Enrollment 2004	DU 1993	DU 2004	Enrollment/DU		
					1993	2004	2050
Pleasant Hill	1,374	1,081	2,338	2,602	0.59	0.42	0.29
Marcola	358	315	692	793	0.52	0.40	0.30
Lowell	487	331	851	1,052	0.57	0.31	0.17
South Lane	2,879	2,897	6,212	7,128	0.46	0.41	0.36

Table A-4. Bethel School Student per Dwelling Unit Ratio by Housing Type

	Elementary	Middle School	High School	Total
Single Family	0.22	0.11	0.13	0.46
Duplex	0.30	0.10	0.10	0.50
Mobile Home	0.13	0.05	0.05	0.23
Multiple Family	0.07	0.02	0.03	0.12

Table A- 5.
Springfield School District
Student per Dwelling Unit Ratios by
Housing Type as of September 2003

Housing Type	Number of Students	Number of Housing Units	Student per Dwelling Unit Ratio
Single Family	7,622	17,332	0.44
Duplex	1,394	3,309	0.42
Multi-Family	1,124	4,954	0.23
Manufactured Dwelling	847	3,516	0.24
Non-Residential	58	N/A	-

Table A-6. Dwelling Units on Lands with Slope Equal to or Less Than Five Percent, All Residential Land and Residential Inside UGBs

COMPACT URBAN GROWTH

School District		2004 DU	DU in Scenario	DU outside Region	LD/RS/RR DUs on slopes <= 5%		LD/RS DUs on slopes <= 5%	
					#	%of total DU in 2050	#	% of total DU in 2050
1	PLEASANT HILL	2,602	13,354	20	5,212	39%	4,590	34%
19	SPRINGFIELD	29,209	60,526		18,978	31%	18,114	30%
40	CRESWELL	3,143	9,740		4,347	45%	4,097	42%
52	BETHEL	14,282	27,422		19,039	69%	18,928	69%
66	CROW-APPLEGATE-LORANE	786	217	229	30	14%		0%
69	JUNCTION CITY	4,887	8,099	58	3,904	48%	3,545	44%
71	LOWELL	1,052	1,420	5	378	27%	286	20%
76	OAKRIDGE	2,373	4,466	9	1,299	29%	1,237	28%
28J	FERN RIDGE	4,373	8,950	62	5,942	66%	4,648	52%
45J	SOUTH LANE	7,128	10,407	174	2,864	28%	2,303	22%
4J	EUGENE	65,109	101,083		30,421	30%	30,075	30%
79J	MARCOLA	793	490	8	280	57%		0%

SATELLITE COMMUNITIES

School District		2004 DU	DU in Scenario	DU outside Region	LD/RS/RR DUs on slopes <= 5%		LD/RS DUs on slopes <= 5%	
					#	%	#	%
1	PLEASANT HILL	2,602	7,709	20	3,232	42%	2,543	33%
19	SPRINGFIELD	29,209	47,353		19,473	41%	18,632	39%
40	CRESWELL	3,143	11,233		5,207	46%	5,012	45%
52	BETHEL	14,282	27,032		18,656	69%	18,543	69%
66	CROW-APPLEGATE-LORANE	786	217	229	30	14%		0%
69	JUNCTION CITY	4,887	8,051	58	5,412	67%	5,058	63%
71	LOWELL	1,052	1,615	5	378	23%	286	18%
76	OAKRIDGE	2,373	7,255	9	1,493	21%	1,439	20%
28J	FERN RIDGE	4,373	13,147	62	7,186	55%	6,303	48%
45J	SOUTH LANE	7,128	14,132	174	4,111	29%	3,644	26%
4J	EUGENE	65,109	98,316		30,366	31%	30,013	31%
79J	MARCOLA	793	490	8	280	57%		0%

Continued…..

Table A-6. Dwelling Units on Lands with Slope Equal to or Less Than Five Percent, All Residential Land and Residential Inside UGBs

RURAL GROWTH

School District		2004 DU	DU in Scenario	DU outside Region	LD/RS/RR DUs on slopes <= 5%		LD/RS DUs on slopes <= 5%	
					#	%	#	%
1	PLEASANT HILL	2,602	6,605	20	3,179	48%		0%
19	SPRINGFIELD	29,209	49,880		22,934	46%	20,231	41%
40	CRESWELL	3,143	7,327		4,451	61%	2,090	29%
52	BETHEL	14,282	17,315		12,719	73%	11,687	67%
66	CROW-APPLEGATE-LORANE	786	2,025	229	318	16%		0%
69	JUNCTION CITY	4,887	8,952	58	4,515	50%	3,005	34%
71	LOWELL	1,052	3,381	5	730	22%	286	8%
76	OAKRIDGE	2,373	4,960	9	1,626	33%	1,368	28%
28J	FERN RIDGE	4,373	11,496	62	6,590	57%	3,211	28%
45J	SOUTH LANE	7,128	16,611	174	4,626	28%	2,496	15%
4J	EUGENE	65,109	104,138		31,805	31%	30,026	29%
79J	MARCOLA	793	2,386	8	648	27%		0%

Table A-7
Number of Hispanic People living in District

School District Name	
Bethel School District 52	1800
Creswell School District 40	250
Crow-Applegate-Lorane Sd 66	85
Eugene School District 4J	6125
Fern Ridge School District 28J	295
Junction City School District 69	655
Lowell School District 71	85
Marcola School District 79J	90
Oakridge School District 76	155
Pleasant Hill School District 1	130
South Lane School District 45J	660
Springfield School District 19	3800

Source: Census 2000

Appendix B
School Administrators Meeting Participants and Minutes

Education Evaluation
School District Meeting Participants

- George Russell, Eugene School District
- Dennis Urso, Eugene School District
- Rolla Weber, Marcola School District
- Roy Williams, Lowell School District
- Maureen Weathers, Lowell School District Board
- Susie Johnson, Pleasant Hill School District
- Eileen Palmer, Crow-Applegate-Lorane School District
- Ellen Mooney, Bethel School District
- William Lewis, Springfield School District.
- Jamon Kent, Lane Council of Governments

MEETING NOTES

School District Administrators Meeting on
Region 2050 Alternative Growth Scenarios
Lane Council of Governments
99 East Broadway, Eugene

May 19, 2004
8:30 a.m.

PRESENT:
School District Administrators: George Russell, Eugene School District; Dennis Urso, Eugene School District; Rolla Weber, Marcola School District; Roy Williams, Lowell School District; Maureen Weathers, Lowell School District Board; Susie Johnson, Pleasant Hill School District; Eileen Palmer, Crow-Applegate-Lorane School District; Ellen Mooney, Bethel School District; William Lewis, Springfield School District.

LCOG Staff: George Kloeppel, Executive Director; Carol Heinkel, Project Manager; Denise Walters, Assistant Planner

Other: Eleanor Mulder, League of Women Voters, Regional Technical Advisory Committee

WELCOME & INTRODUCTIONS

The meeting began at approximately 8:35 a.m. Mr. Kloeppel welcomed all to the meeting and asked for a round of introductions.

REGION 2050 ALTERNATIVE GROWTH SCENARIOS

Ms. Heinkel presented an overview of the Region 2050 project process, products, goals, and outcomes. She noted that this is a visioning exercise that seeks agreement about what we want the region to be in the future, rather than a planning exercise that projects past trends. She pointed out that it is a Regional Problem Solving process which, according to state law, would allow solutions that do not meet the letter of administrative rules as long as the participating local governments and state agencies agree, and that this provides unique flexibility in designing solutions that fit this region. She reviewed the assumptions behind each of the three alternative growth scenarios and provided a brief summary of the evaluation pieces completed to date. She noted that the Preferred Growth Scenario would most likely not be identical to any of the three presented in these alternatives, but would be a hybrid that included elements of all three, including the rural growth scenario.

EDUCATION EVALUATION INDICATORS AND METHODOLOGY

Ms. Heinkel explained the purpose of the meeting was to refine the methodologies for evaluating the implications of the three alternative growth scenarios for K-12 education in terms of meeting the Regional Policy Advisory Board Goal: *Maintain access to high quality education in the region*.

Ms. Heinkel referred the group to the display of school district trends on the wall map and to wall maps of the three scenarios digitized at the land use level. She handed out preliminary results of trends and enrollment impacts that were based on input she received from Eugene, Springfield, and Bethel School District staff. The district staff had suggested that the analysis be conducted for single-family units on flat land. Ms. Heinkel handed out results using this approach in addition to projected 2050 enrollment based on the ratio of enrollment to dwelling units in 2004 in each school district. This analysis assumed that the ratio of enrollment to dwelling units that exists in 2004 would be the same in the year 2050. Both of the analyses assume that there are no changes to existing school district boundaries. These trends and results are attached to these meeting notes.

The discussion began with agreement that schools were more than a vehicle to educate children, as critical as that function is; that schools are the social and cultural center of the community and without schools, they are only bedroom communities.

After some general discussion about the topic, Ms. Heinkel asked the group for additional indicators that could be used in the evaluation. Ms. Weathers suggested that school building capacity be taken into account, looking at the capacity of school buildings in each district to identify unutilized or under utilized space. The group then discussed ways to define capacity, including vacant school buildings, amount of undeveloped land in school ownership, and age of buildings. Through discussion, the group concluded that it would be difficult to develop a standard method for each district and suggested that each district apply its own analysis in order to address the unique features and characteristics of each district. It was agreed to ask the school districts to respond to the question of how much capacity they had available and for them to each indicate how they made their calculations. Toward the end of the meeting, Ms. Mooney pointed out that the Oregon Department of Education has completed a capacity study that might be available on the ODE web site.

The group also discussed the possibility of looking at options for providing different education products for areas where school enrollment was not likely to increase or remain stable sufficiently to maintain viability.

Ms. Heinkel asked for more input on the methodology. The group pointed out that it is unlikely the ratio of enrollment per dwelling unit would stay the same over the next 50 years in all districts. Mr. Russell recommended that the enrollment per dwelling unit ratio should be adjusted based on trends related to Hispanic population increases, which are likely to result in increases in enrollment over time because the Latino population tends on average to have larger families.

The group asked for clarification on the assumptions made about the affordability of housing. Ms. Heinkel responded that she believed that is why district staff recommended analyzing dwelling unit counts in each district on low density residential lands with slopes of 5% or less. She said that starter homes are being built on such lands today and that families are moving into affordable single family homes being built in Veneta, Junction City, Bethel, and Creswell. She asked if they could suggest other indicators of affordability. The group asked if it would be possible to include the numbers of children living in apartments in each school district. The group discussed the different types of development communities were demanding and the availability of various lands or types of development in each community. This was linked to

affordable housing and enrollment trends. For example, Pleasant Hill is seeing an increase in students of middle school age because less and less young families are moving into the district. They suggested adjusting the enrollment/dwelling units ratio to reflect trends in the ratio in Pleasant Hill, Alvodore, Goshen, and Lowell and other school districts where the population centers are surrounded by farm and/or forest lands. This would help adjust for the trends of childless couples increasingly moving into expensive homes in communities like Pleasant Hill.

EDUCATION EVALUATION PRELIMINARY RESULTS
Discussion: What are the implications for future viability?

Ms. Heinkel asked for reactions to the preliminary data, pointing out that the results are preliminary and that staff would revise the results based on the input the group just gave on the methodology. Ms. Johnson, Pleasant Hill School District, said she liked the results very much because they showed a large increase in enrollment in the Pleasant Hill District in the Compact Urban Growth Scenario. Ms. Heinkel noted that that scenario assumes that Pleasant Hill would become part of the Springfield urban growth boundary. Ms. Johnson agreed that that may be what it would take for the district to thrive.

Ms. Heinkel pointed out that Eugene 4J fared about the same in all three scenarios, although slightly higher in the Rural Growth Scenario. She said that Springfield, Bethel, and Pleasant Hill fared best in the Compact Urban Growth Scenario; and that Fern Ridge, Creswell, and Oakridge fared best in the Satellite Communities Scenario. She referred the group to the Rural Growth Scenario results and noted that the big gainers in that scenario were the three districts that have had the most declining enrollments from 1990-2000: Crow-Applegate-Lorane, Lowell, and Marcola. She noted that their enrollments would only achieve levels of about 1,000 – 1,400 even under the assumptions that these rural lands would develop on one and two acre lots, a scenario that is not allowed by today's land use laws. She noted that the scenarios reflected build-out of buildable lands under the density assumptions in each of the scenarios except that additional buildable lands would be made available in the rural scenario that are not available today. She asked if they believed the districts could remain viable with ultimate enrollment that would likely be much less than what was presented in the rural growth scenario.

Several small school district representatives responded that yes, they believed they could remain viable. Mr. Urso, Eugene 4J said he would disagree and that there were enrollment thresholds, particularly for high schools, below which districts could not go and still provide a comprehensive program. Mr. Weber, Marcola District, disagreed. He said the districts could remain small and still be viable, just that the program would be different than it is in Eugene. For example, they would teach one foreign language, such as Spanish, rather than several; and it is important for small schools to find a niche, then perform well. Mr. Williams from Lowell School District added that teachers could know how to teach and know the subject, without necessarily having a Master's degree. The discussion of viability continued.
Mr. Williams, Lowell School District, asked if there was some way to look at the cultural values of people who live in each of the districts. He said that the housing products available in Lowell cannot compare to the higher value of housing that a young family could purchase in the Bethel area. Ms. Heinkel said she believed that is because lot sizes of subdivisions being built in the Bethel area are about half the size of minimum lot sizes in Lowell, which are 7,000 square feet. She noted that Coburg, which has lot sizes of 10,000 square feet, also has higher priced homes than places like Veneta, Junction City, and Creswell with lot sizes between 5,000 and 6,000

square feet; that subdivisions are being built in these towns with starter homes where young families are moving. Mr. Williams said that he thinks that families should be able to live in Lowell in affordable homes and experience the life style that they desire. He said he does not think most people want to live in dense apartments in Eugene.

Ms. Mulder asked Mr. Williams if Lowell allowed more housing within its urban growth boundary, would that result in more affordable housing for young families and increase school enrollment. The group reviewed the draft table of population and housing densities in each community in the hand-out. There was continued discussion of the assumed housing densities in Lowell. Ms. Weathers said that she would expect the densities to reflect apartments being planned there and said she would look into the question further.

NEXT STEPS

Ms. Heinkel asked if the group would agree to another meeting so that they could continue this discussion and review the revised evaluation results based on the input they provided today. The members agreed and said it would need to be after June. Some members of the group indicated they would like school board members to be able to attend which meant that it would need to be a night meeting. It was agreed that the next meeting would be held after June and would be held in the evening so school board members could attend. Ms. Heinkel will continue to refine the education analysis based on the comments provided. She said staff would type up draft notes from this meeting and send it to the group on line for their review and comment prior to sending them to the Policy Board for their meeting on May 26 at 5:30 at EWEB. She said the item on the agenda was a report on this meeting with the school administrators and that this topic was of high interest to the Policy Board. She said she would send the group the Policy Board meeting packet on line and encouraged them to attend the Policy Board meeting to participate in the discussion.

ADJOURN

The meeting ended at approximately 10:20 a.m.

Minutes taken by Denise Walters.

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Last Saved: March 31, 2005