



Southern Willamette Valley Regional Growth Management Strategy

TECHNICAL REPORT

Prepared by:

Lane Council of Governments
ECONorthwest
Regional Technical Advisory Committee

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Economy
Transportation
Environment
Community Facilities and Services
Education

I Regional Growth Concept Land Capacity Model Methodology and Assumptions, January 31, 2006

Introduction

This report describes the methodology and assumptions used to support the Regional Growth Concept presented in the *Southern Willamette Valley Regional Growth Management Strategy*, (*Strategy*) Draft January 12, 2006. This paper and the *Strategy* were prepared as part of the Region 2050 process in which Lane County and the ten cities in the Southern Willamette Valley collaborated on a strategy to manage growth in a way that sustains quality of life. For more information about Region 2050, see the *Strategy* or visit the web site www.Region2050.org.

The Land Capacity Model and assumptions are based on a model prepared by Frengese Calthorpe Associates, consultants to the Region 2050 process, as modified by the Regional Technical Advisory Committee (RTAC) and the Regional Policy Advisory Board. The model was used in the previous two phases of Region 2050: Base Case (Yesterday and Today Scenarios) and Alternative Growth Scenarios. The model's data and assumptions were modified with each application; additional modifications were made in this application to the Regional Growth Concept, based on input from the local communities, ECONorthwest, state agencies, and newly available data.

What are the Land Capacity Model and Regional Growth Concept?

The Land Capacity Model is one of the tools used in the development of the Regional Growth Concept. The model and model assumptions are part of the technical report for the *Strategy*. The Regional Growth Concept is a graphic and data depiction of the regional vision for growth and development designed by the 10 cities and rural communities through the data gathering, evaluation, and citizen involvement processes described in the *Strategy* and other supporting documents. The Regional Growth Concept is based on input from local staff and decision-makers, the visions of each community, input from regional experts, and evaluation results in land use, housing, economic development, transportation, community facilities and services, the environment, and education. The Regional Growth Concept is:

- a tool to help guide growth and development in the region.
- a graphic depiction of land capacity analysis model assumptions about land use mix and densities and Potential Future Growth Areas.
- used as a broad reference for individual jurisdictions for their desired planning purposes; and, for those jurisdictions that choose to adopt the specific land use actions in the *Strategy*, specific GIS products and data results from this analysis are available or can be produced to provide the factual data base to support those actions, including findings of compliance with relevant Statewide Planning Goals.

The Regional Growth Concept contains:

- A generalized, non-parcel-specific map showing urban growth boundaries (UGBs) and Potential Future Growth Areas. The Potential Future Growth Areas contain a supply of land to meet the needs to 2055.¹
- A series of bar charts showing the development type mix assumed in the model for each UGB and Potential Future Growth Area
- Coordinated population figures for 2025-2055, housing units, and average residential densities for UGBs, Potential Future Growth Areas, and the rural area
- Estimates of employment and employment densities in UGBs, Potential Future Growth Areas, and the rural area
- Estimates of acres of land in UGBs and Potential Future Growth Areas

The model uses information about land characteristics (physical characteristics like slope, proximity to flood plains, and development status; and legal characteristics like plan designation and allowable density) to estimate for each tax lot in the database an amount of development that the tax lot can or is likely to accommodate. Those tax lot estimates can be aggregated to zones, plan designations, neighborhoods, cities, sub-regions, or the entire 2050 study area. Thus, the model provides an estimate of the amount of development that can be accommodated by buildable land in the land inventory. That estimate can then be compared to estimates of needed space, derived by correlating estimated population growth to residential development, and estimated employment growth to commercial and industrial development. Thus, the model supports the evaluation of a concept for growth by showing where the expected growth can be accommodated and, critical in Oregon, whether it can be accommodated inside current urban growth boundaries (UGBs) and Potential Future Growth Areas.

How will the model outputs be used?

The outputs from the model provide technical data to support the Regional Growth Concept and to support those comprehensive plan amendments individual jurisdictions choose to adopt as implementing actions in the *Strategy*. For those individual jurisdictions that elect to use the *Strategy* to support comprehensive plan amendments, the Land Capacity Model can be used to meet the requirements of Statewide Planning Goals 2, Land Use Planning, and 14, Urbanization. The model will be used in conjunction with the following tools to create the data base to support the *Strategy* and optional implementing land use actions contained in the *Strategy*:

1. Oregon Housing and Community Services Housing Needs Analysis Model (Statewide Planning Goal 10)
2. Economic Opportunities Analysis by ECO Northwest (Statewide Planning Goal 9)

¹ The Regional Growth Concept Map contained in the *Strategy* is a generalized non-parcel-specific map of the UGBs and Potential Future Growth areas. The wall-sized GIS version of this map, called the Land Capacity Analysis Map, displays the parcel-specific assumptions about development types used in the analysis. The assumptions about development type mix in UGBs and Potential Future Growth Areas are shown in graphic form (bar charts) and data tables in the *Strategy*.

3. Regional Transportation Model (Statewide Planning Goal 12)
4. Regional Growth Concept Evaluations: Farm and Forest Industries; Environment; Water and Wastewater Facilities; and Education (Statewide Planning Goals 3, 4, 5, 6, and 11)

What functions does the model perform?

The model performs the following functions:

- Calculates the development capacity of the UGBs and Potential Future Growth Areas. It estimates the amount of buildable land, by type and density, which allows a calculation of the extent to which that land is sufficient (or not) to accommodate targeted employment and residential land uses
- Allocates the coordinated regional population projection to urban growth boundaries and Potential Future Growth Areas
- Identifies the location of Potential Future Growth Areas for those jurisdictions that wish to amend their comprehensive plans consistent with the *Strategy* to expand their UGBs and/or to designate Urban Reserves
- Provides a 50-year land use framework for planning water and wastewater facilities and transportation systems.

How is the Land Capacity Model used to create and evaluate a Regional Growth Concept?

The model uses assumptions about: what land is buildable and what amount of development it can accommodate (Table 1); how local plan designations correspond to standardized development types and densities used in the model (Table 2); and the visions of each community reflected in the assignment of development types to individual parcels shown on the Land Capacity Analysis Map.² The Land Capacity Analysis Map is wall-sized GIS product available from Lane Council of Governments. It shows the development type assumptions that were used to generate the Regional Growth Concept map and data contained in the *Strategy*. When these assumptions are made, and combined with the data and relationships specified in the model, the model generates a new set of spatially-coded information that is mapped and reported in the map, charts, and tables in the Regional Growth Concept contained in the *Strategy*.

The process to produce comprehensive model outputs is iterative, involving preliminary model runs, model adjustments, and additional model runs.

²The processes used to develop the Land Capacity Analysis Map are described in detail in the *Strategy*.

The process involved three main steps:

1. Prepare Preliminary Land Capacity Analysis Map and run model
2. Review and modify Land Capacity Analysis Map and model results and conduct further analysis.
3. Compare Land Capacity Analysis Map and model results to current adopted comprehensive plans to identify needed actions.

Step 1. Prepare Preliminary Land Capacity Analysis Map and run model.

For the initial run of the model, a preliminary Land Capacity Analysis Map was prepared. This map reflected the input of experts in the following fields: land use, housing, economic development, transportation, public facilities, natural resources, and education.³ It was further refined from input provided by planning and public works staff from the eleven jurisdictions and numerous state and federal agencies and by input from the public at 14 Community Meetings.⁴ The information from these sources was synthesized and reflected on the preliminary maps for each jurisdiction. The “visions” reflected on these preliminary maps formed the basis for an initial run of the model. Model outputs from this step are:

- Targeted housing units, housing unit densities, and population in each UGB, Potential Future Growth Areas, and the surrounding rural area
- Population trends from 2000-2055 in five-year increments
- Comparison of targeted 2055 population from the model run to forecasted 1990, 2000, and 2005 population data and estimates and currently adopted coordinated population figures for each jurisdiction; and to forecasted Office of Economic Analysis (OEA) Lane County population projections to 2040 extrapolated to the region
- Targeted employment and employment densities in each UGB, Potential Future Growth Areas, and the surrounding rural area
- Comparison of targeted 2055 population from the model run to forecasted employment data and currently adopted coordinated population figures for each jurisdiction
- Number of acres in existing UGBs and Potential Future Growth Areas

Step 2. Review and modify Preliminary Land Capacity Analysis Map and conduct further analysis.

In this step, the Preliminary Land Capacity Analysis Map and model results are reviewed by local staff and ECONorthwest, and further analyzed using the State Housing Needs Analysis Model. The map and model inputs are modified and the model is re-run.

³ See report, *Regional Growth Scenarios Workshop Report*, April 29, 2003.

⁴ See report, *Design Your Future Citizen Involvement Report*, November 16, 2005.

ECONorthwest will examine market trends and conditions to estimate the demand for commercial and industrial development and the pattern of that development in the Southern Willamette Valley. The results of this analysis will be used to assess the reasonableness of assumptions and methods used to create the Regional Growth Concept. ECONorthwest will compare the likely pattern of commercial and industrial development to the development types to test the reasonableness of those development types. They will also discuss the implications of their analysis for the distribution of employment growth and development patterns within the Southern Willamette Valley region.

The State Housing Needs Analysis model will be used to determine if the assumed residential development types in the Land Capacity Analysis Map are likely to meet housing needs in the different communities and to identify needed changes to the Concept. This sophisticated model uses demographic data from the U.S. Census to project demographics in each community and links those demographics to housing needs.

The Land Capacity Analysis Map and assumptions will be modified based on the results of the analyses described above. The Regional Growth Concept will portray the UGBs, Potential Future Growth Areas, and existing and proposed Lane County zoning in map form; the development type assumptions in graphic form (bar charts); and the model results in tabular form.

Step 3. Compare Regional Growth Concept to current adopted comprehensive plans to identify needed actions.

In this step, development types are assigned to the comprehensive plan designations in current, adopted comprehensive plans based on the assumptions in Table 2 and overlaid with the constraints layer (Table 1) in order to calculate the current planned mix and densities.

The resulting layer is then overlaid with the land use layer to identify the actual buildable lands in each development type category. The model is run to calculate the development capacity of the land in the UGBs as currently planned. The data produced from this calculation is compared to the results of available recently completed monitoring reports and buildable lands analysis. For example, ECONorthwest will complete a buildable lands analysis for commercial and industrial lands in the Eugene-Springfield metropolitan area in April 2006. The results of that analysis will be incorporated into the Land Capacity Model. These data are then compared to the targeted development type mix and densities in the Regional Growth Concept to give jurisdictions a guide to the comprehensive plan changes they need to make in order to achieve their targeted population, employment, and densities. This exercise will also identify the need for urban expansions.

What are the model inputs and assumptions?

The model uses the development types portrayed in the Land Capacity Analysis Map (Map and Table 2), overlaid with the constraint layer appropriate to each jurisdiction (Table 1), to calculate the capacity of the land to accommodate the targeted residential and employment land uses envisioned by each community.

Current Comprehensive Plan

The comprehensive plans provide a general allowable development capacity, the implementation of which is affected by the factors described below. Pending comprehensive plan changes are assumed in the analysis. For example, the Land Capacity Analysis Map assumes that 41 priority nodes in the Eugene-Springfield TransPlan will be developed at the densities assumed in Table 2. If this does not occur as assumed, the targeted densities and mix portrayed in the final Regional Growth Concept will not be realized unless other plan designation changes compensate for the difference.

The development types and density assumptions in Table 2. Regional Growth Concept Development Type Assumptions, were created to represent the different types of land uses currently allowed in existing comprehensive plans throughout the region. As a starting point, development types were assigned to comprehensive plan designations in each city's plan based on their compatibility with the land uses and assumed housing and employment densities. Alternative Growth Scenarios were designed that presented different growth patterns for purposes of evaluation and to use as visioning tools in the citizen involvement process. These scenarios were further refined to develop the Regional Growth Concept. The development type assumptions used in the model are consistent with the assumptions used in the transportation modeling for the Metropolitan Planning Organization (MPO) and the regional transportation model developed for Region 2050.

Constrained Lands

Lands were considered constrained by environmental constraints and by existing development (except that the nodes in Eugene and Springfield were assumed to accommodate population and employment growth through complete redevelopment of developed lands in addition to development of the vacant land). Each of these factors has an impact on the development capacity of affected parcels. Some constraint factors are purely physical in their impact, while others are linked with policies that affect their application.

The environmental constraints identified in Table 1 are typically used in buildable lands inventories to determine the development capacity within UGBs. For the metropolitan area, the assumptions are those used in the 1999 Metropolitan Residential Land and Housing Study and the 1990 Metropolitan Industrial Lands Study and TransPlan.

Underbuild

This factor addresses the discrepancy between the comprehensive plan designation, which establishes the allowable density, and the density that is actually being achieved. This factor was based on approved developments during a recent period of time. For

the Eugene-Springfield UGB, recent trends on actual densities were reported in the 1999 Metropolitan Residential Lands and Housing Study. In small cities, the underbuild factor was accommodated by assigning development types appropriate to anticipated density levels. Gross densities were assumed to account for the location of non-residential uses on land designated residential, streets and roads. Gross densities were used in order to account for the underbuild factor and the results were compared with the overlay of existing comprehensive plan designations to test for the accuracy of the assumptions. The results were further refined by overlaying the results with the land use layer to determine actual development capacity (see Step 3 in the section, above, “How is the Land Capacity Model used to create and evaluate a Regional Growth Concept?”).

Parks and Open Space and Public Facilities

The methodology assumes the same percentage of land designated for public facilities, natural resources, and parks and open space as the present. No housing or employment densities were assigned to this development type. Where no land was previously designated for this use, specific areas were identified to meet a need or 10-20% of the land was assigned this development type.

Eugene-Springfield TransPlan Nodes

The Cities of Eugene and Springfield have initiated a process to amend the Metro Plan diagram to designate nodes identified in TransPlan, the Metropolitan Transportation System Plan. As part of the TransPlan adoption process, the designation “ND – Nodal Development” was added to the legend block of the Metro Plan Diagram and the following definition for nodes was adopted into the text of the Metro Plan:

Nodal Development Area (Node)

Areas identified as nodal development areas in TransPlan are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in TransPlan, may be determined to have potential for nodal development.

Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- *Design elements that support pedestrian environments and encourage transit use, walking and bicycling;*
- *A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;*
- *Mixed uses so that services are available within walking distance;*
- *Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and*

- *A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.*

Nodal developments will vary in the amount, type, and orientation of commercial, civic, and employment uses; target commercial floor area ratios; size of buildings; and the amount and types of residential uses.

The Regional Growth Concept assumes full development of the 41 priority nodes in TransPlan through 2055 in Eugene and Springfield; and two types of nodes are assumed: Neighborhood Nodes and Employment Nodes. These nodes are further described in Table 2. The capacity analysis of the existing, adopted comprehensive plans in Step 3, below, assumes development of the nodes designated on the Metro Plan Diagram at the time the Concept is prepared.

Infill and Redevelopment

In most cities, a certain amount of land will experience infill and redevelopment. For the Eugene-Springfield UGB, infill assumptions in the 1999 Metropolitan Residential Land and Housing Study were applied in the analysis of existing capacity in Step 3.

Redevelopment of residential lands was assumed to occur in the nodes and in other areas identified on the Land Capacity Analysis Map. In Springfield, it was assumed that mixed use areas in the Downtown and Gateway Refinement Plans would be developed according to the refinement plans; low density residential areas located adjacent to higher intensity uses would develop at twice their actual density; and that 5% of the accessory dwellings allowed in the city would be built.

What is the basis for identifying Potential Future Growth Areas?

The following assumptions guided the delineation of Potential Future Growth Areas on the Regional Growth Concept map to accommodate future population and employment:

1. For the most part, the UGBs will be sized to accommodate future population at the same density as build-out determined from the capacity analysis, assuming current overall densities will change very little in the future. As stated above, in the metro area, a portion of population and employment growth was assumed in the Base Case Scenario to be accommodated in nodes at higher densities within the existing UGB. Other lands in the UGB will be identified as potential redevelopment opportunities through the application of development types to those areas. The Housing Needs Analysis Model, Economic Opportunities Analysis and Preferred Regional Growth Concept mapping will be used to modify or validate these assumptions.
2. No development or lower density development will be assumed on environmentally constrained lands (see Table 1). The allocation of jobs and households will avoid environmentally sensitive or constrained land. These lands will not be considered available for development.

3. Potential Future Growth Areas accommodate the targeted 2050 population and employment, plus a 20 year supply of buildable land, as required under current state law.
4. The locations of Potential Future Growth Areas were drawn in accordance with State rules: areas with large inclusions of exception land comprising contiguous additions along parcel lines were included first. Development of rural residential land was assumed to occur prior to development of prime farm and forest land.

Oregon's land use laws identify a priority order for land to be urbanized when expanding a UGB. This provides that the most valuable farm and forest land (Exclusive Farm Use and Exclusive Forest Use) be brought into an urban area last. The Preferred Regional Growth Concept followed the following prioritization when identifying Potential Future Growth Areas for each UGB (ORS 197.298):

1. "Lands adjacent to a UGB that are either exception lands or nonresource land or non-prime farm land that is completely surrounded by exception areas (lower capability as measured by classification or cubic foot size or both);
2. Marginal lands
3. Land designated for agriculture or forestry (higher capability)
4. Land of lower priority can be included when the amount of land is inadequate due to specific types of land needed, inability to provide future urban services due to topographical or other physical constraints; or maximum efficiency of land uses requires inclusion of lower priority lands in order to include or provide services to higher priority lands."

A draft boundary expansion and Potential Future Growth Areas is reviewed by the RTAC, including staff from the Oregon Department of Land Conservation and Development, the Farm and Forest Committee, and major facility providers prior to presenting it to the Regional Policy Advisory Board. In the metropolitan UGB, the analysis prepared for the Urban Reserve Study in June, 2001 and 2001 Metropolitan Public Facilities and Services Plan helped inform this process.

5. Exception land within the Potential Future Growth Areas was treated similarly to underutilized land currently within the boundary. These areas were assumed to be available for development at targeted densities.

Table 1. Regional Growth Concept Land Capacity Model Assumptions

ALL TYPES OF LAND	
Undeveloped and Underdeveloped Land	The Regional Geographic Information System (GIS) parcel file is used to identify undeveloped and underdeveloped acres in Step 3 of the analysis. Lands in public ownership were generally not considered available for development. Lands owned by The Nature Conservancy were also not considered available for development.
Environmental Constraints	<ul style="list-style-type: none"> <input type="checkbox"/> Open Water and other land not in tax lots: discount 100% <input type="checkbox"/> In Eugene and Springfield, land within 75 feet of Class A stream or pond discount 100%. Land within 50 feet of Class B stream or pond: discount 100%. In Lowell, 30-foot drainage easement centered on significant natural drainageways: discount 100% <input type="checkbox"/> Floodway: discount 100% <input type="checkbox"/> Floodplain in Springfield: discount 100% <input type="checkbox"/> Protected wetlands, wetland mitigation sites, wetlands on National Wetlands Inventory and significant wetlands in local wetland inventories in Coburg, Springfield, Eugene, and Veneta: discount 100% <input type="checkbox"/> Slopes > 25%: discount 40%, except: <ul style="list-style-type: none"> • Lowell slopes >25%: discount 100% • Springfield Slopes 15-25%: discount 45% and slopes >25%: discount 80% <input type="checkbox"/> Powerline Easements: <ul style="list-style-type: none"> • Eugene and Springfield: land in easement of 230 KV powerlines: discount 100% • Lowell: BPA transmission line easement discount 100% <input type="checkbox"/> Rural non-resource lands: <ul style="list-style-type: none"> • Land within 50 feet of Class I stream: discount 100%
RESIDENTIAL	
The analysis of residential land need and supply will be refined based on the Housing Needs Analysis Model Analysis of the Regional Growth Concept and through the incorporation of recent buildable lands analyses and those underway.	
Residential Capacity	<p>Densities: See Development Type Assumptions in Table 2.</p> <p>The density assumptions for residential development types in Table 2 were based on extensive research of residential development trends in the region and other regional planning efforts underway; and they are consistent with the assumptions used in the transportation modeling for the Regional Growth Concept and for the Metropolitan Planning Organization (MPO) for the Eugene-Springfield metropolitan region. The assumptions in Table 2 were also reviewed by ECONorthwest in the development of the Regional Growth Concept.</p> <p>Group Quarters: The analysis of current capacity (Step 3) assumes that a portion of the total population in the metro area (3%), Cottage Grove (2%) and Junction City would reside in group quarters in high density residential units: 7,599 in Eugene, 337 in Springfield, 250 in Cottage Grove, and 1,900 in Junction City.</p>
Residential Infill and Redevelopment	Infill and redevelopment are anticipated to occur in most cities and are identified in the analysis with the assignment of higher-density development types, based on current development patterns and land-to-improvement values. For example, most Potential Future Growth Areas include land developed at rural densities. These areas are assumed to develop at the same densities as lands in the assigned development types currently in the UGB over the next 50 years. Continued...

Continued....

Table 1. Regional Growth Concept Land Capacity Model Assumptions (continued)

Residential Infill and Redevelopment (continued)	For the analysis of current capacity (Step 3), for the Eugene-Springfield UGB, estimated dwelling unit capacity for 2025 is adjusted to account for infill: 1,243 units added, 845 in Eugene and 398 in Springfield (1999 Metropolitan Residential Land and Housing Study). Redevelopment of residential lands is assumed to occur in the nodes. In Springfield, existing UGB capacity is increased by 716 units to account for future accessory dwellings (400 units, 5% of those allowed) and increased densities in Transition Zones (316 units) where the density is allowed to double on low density residential lots abutting higher intense use.) Actual density on these lots is 4.6 units/net acre. Assuming 845 developed acres redevelop at 9.2 DU/net acre and 1,409 undeveloped acres develop at 6.3 DU/gross acre.
Residential Net-to-Gross	For Low Density Residential, 32% of the land is assumed to be used for non-residential uses on residentially-designated land (roads, schools, parks, etc.), i.e., net densities are 32% higher than gross densities (Metropolitan Residential Land and Housing Study, 1999). For small city large lot, 25% of the residential land is assumed for non-residential uses, except for Lowell which assumes 12%, due to the city's small size.
Residential Land Need	<p>Vacancy rates: 5%</p> <p>Average household size (projected to 2055):</p> <ul style="list-style-type: none"> <input type="checkbox"/> 2.4 for small cities (source: Marion County Growth Management project) <input type="checkbox"/> 2.24 for the metro area and rural residential lands (Source: 2001 Metro Urban Reserve Analysis) <p>Population Forecasts and Targets:</p> <p>ORS 195.036 requires the regional population forecast to be coordinated among the local governments in each county. Residential land need in the UGBs and rural areas in the Regional Growth Concept is calculated from the application of this Land Capacity Model in conjunction with the Housing Needs Analysis Model instead of projecting past trends at the sub-regional level.</p> <p>Table 3 compares the targeted population in 2055 in the Regional Growth Concept to the forecasted population for the region, the county, and the UGBs and rural areas and identifies the sources of the data and the methods used to forecast data. The 2055 Regional Growth Concept population and housing unit data were derived by multiplying the number of acres in each residential development type by the assumed densities; adjusting the resulting number of housing units for the 5% vacancy rate; and multiplying the adjusted housing units by the average household size.</p>
INDUSTRIAL AND COMMERCIAL	
The analysis of industrial and commercial land need and supply based on these assumptions will be refined based on the results of the Economic Opportunities Analysis of the Regional Growth Concept to be performed by ECONorthwest and modified through the incorporation of data from recent buildable lands analyses and those underway.	

Continued....

Table 1. Regional Growth Concept Land Capacity Model Assumptions (continued)

Employment Capacity	<p>Densities: See Table 2.</p> <p>The density assumptions for employment development types in Table 2 were based on extensive research of industrial and commercial development trends in the region and other regional planning efforts underway; and they are consistent with the assumptions used in the transportation modeling for the Regional Growth Concept and for the Metropolitan Planning Organization (MPO) for the Eugene-Springfield metropolitan region. The assumptions in Table 2 were also reviewed by ECONorthwest in the development of the Regional Growth Concept.</p>
Employment Redevelopment	<p>Redevelopment of employment lands is anticipated to occur in most cities and is identified in the analysis with the assignment of higher-density development types in areas most likely to redevelop, given current development patterns. For example, lower-density employment areas along major transportation corridors are assumed to develop at higher densities over the next 50 years.</p> <p>For existing capacity analysis in Step 3, redevelopment of employment land is assumed to occur in the nodes, and, outside the nodes, it is assumed to accommodate 10% of forecasted employment growth (Salem Futures Technical Memorandum by ECONorthwest). Employment through redevelopment in the nodes is calculated based on the development type assumptions for the nodes (see Table 2).</p>
Employment Net-to-Gross	<p>20% for rights-of-way and other public uses (see 1993 Metro Industrial Lands Inventory Report, page 34). Due to the 55-year projected need, no assumption was made regarding land holdings for expansion which may result in a lower density for industrial land. In nodes, 12% for residential and 8% for employment, due to need for redevelopment.</p>
Employment Land Need: Employment Forecasts and Targets	<p>There is no legal requirement for the regional employment forecast to be coordinated among the local governments in each county. Employment land need in the UGBs and rural areas in the Regional Growth Concept is calculated from the application of this Land Capacity Model in conjunction with the Economic Opportunities Analysis to be performed by ECONorthwest instead of projecting past trends at the sub-regional level. The 2055 Regional Growth Concept employment and employment density data were derived by multiplying the number of acres in each employment development type by the assumed densities. See Table 2. The resulting employment and employment densities are then compared to forecasted employment at the regional level.</p> <p>Table 4 compares the targeted employment in 2055 in the Regional Growth Concept to the forecasted employment for the region, the county, and the UGBs and rural areas and identifies the sources of the data and the methods used to forecast data.</p>
TRANSPORTATION	
Road Network	<p>Completion of projects in the adopted local and regional transportation plans is assumed in the net-to-gross reduction. More detailed analysis of this assumption will occur as part of the transportation modeling and evaluation of the Regional Growth Concept.</p>

Table 2. Regional Growth Concept Development Type Assumptions

Development Type	City Comprehensive Plan and Rural Zoning Designations	Jurisdiction
High Density Employment (Commercial Center or Corridor)		
Average 35 Employees/Net Acre (28 Gross)	Highway Commercial	Coburg
Highest density employment, e.g., city centers, major retail centers.	NE Employment Center	Veneta
	Commercial	Eugene-Springfield, Oakridge
	Major Retail Center	Eugene-Springfield
	Tourist and Community Commercial	Cottage Grove
Medium-High Density Employment (Campus)		
Average 25 Employees/Net Acre (20 Gross)	Campus Industrial, University Research	Eugene-Springfield
Second highest employment center with office employment in campus-like setting, e.g., Research Park	Professional Technical	Junction City
Medium Density Employment (Industrial/Office)		
Average 15 Employees/Net Acre (12 Gross)	Commercial	Veneta, Junction City, Creswell
Light manufacturing with associated office development	Light Medium Industrial	Eugene-Springfield
	Central Business District	Coburg, Cottage Grove
	Industrial/Commercial	Veneta
	Industrial	Cottage Grove
	Light Industrial	Coburg
Low Density Employment		
Average 6 Employees/Net Acre (5 Gross)	Industrial	Junction City, Creswell, Rural
e.g., Heavy Industrial, RV Sales, small businesses	Heavy Industrial	Oakridge, Eugene-Springfield
	Limited Industrial, Aggregate Extraction	Oakridge
	Special Heavy Industrial, Rural Industrial, Rural Commercial; Government and Education; AO - Airport; Sand and Gravel	Eugene-Springfield, Rural Lands
	Commercial Resort Overlay	Creswell
	Community Commercial	Westfir
	Light Industrial; Commercial; Downtown Commercial	Lowell
	Public	Veneta
	Public and Government	Oakridge, Westfir
	Public Facility/Government	Creswell

Continued...

Table 2. Regional Growth Concept Development Type Assumptions

Development Type	City Comprehensive Plan and Rural Zoning Designations	Jurisdiction
Parks and Open Space & Public Facilities		
<ul style="list-style-type: none"> No population or employment are allocated to this development type. Privately-owned lands designated for parks and open space were assumed to develop according to plan designation. These lands are not part of the net-to-gross reductions. The current proportion of POS land in existing UGBs is assumed in the growth areas; where no previous POS lands exist, 10-20% of total land is assigned this development type. 	Flood Potential	Westfir
	Parks, Recreation, and Open Space; Regional and Community Park; Parks and Recreation	Westfir, Oakridge, Eugene-Springfield, Lowell, Creswell, Coburg, Cottage Grove, Rural
	Parks and Greenway Overlay	Veneta
	Public Facility	Rural
	Natural Resource, Airport Reserve	Eugene-Springfield
	Public Land and Open Land; Public	Lowell; Junction City
	NR - Natural Resource	Rural
	Public/Quasi-Public	Cottage Grove
	Public Water Service	Coburg
Mixed Use Employment (Employment Node)		
Average 21.6 Employees/Net Acre (20 Gross); average 15.7 Units/Net Acre (14 Gross)	Nodal Development Areas in comprehensive plans and mixed use areas identified in Land Capacity Analysis Map	Eugene-Springfield and small cities (see map)
Pedestrian-friendly mixed use area with high concentrations of employment and higher concentrations of residential near services and transit stops		
	Commercial Mixed Use; High and Medium Residential Mixed Use	Eugene-Springfield
Mixed Use Residential (Neighborhood Node)		
Average 9.72 Employees/Net Acre (9 Gross); Average 11.2 Units/Net Acre (10 Gross)	Nodal Development Areas in comprehensive plans and mixed use areas identified in Land Capacity Analysis Map	Eugene-Springfield and small cities (see map)
Pedestrian-friendly mixed use area with high concentrations of employment and higher concentrations of residential near services and transit stops	Mixed Use	Westfir, Oakridge
	Light-Medium Industrial Mixed Use	Eugene-Springfield
	Commercial/General Residential	Veneta
	Commercial/Residential	Junction City
	Residential Professional	Cottage Grove

Continued....

Table 2. Regional Growth Concept Development Type Assumptions

Development Type	City Comprehensive Plan and Rural Zoning Designations	Jurisdiction
High Density Residential		
Average 35 Units/Net Acre; (23.8 Gross); Apartments	High Density Residential (includes group quarters in Eugene-Springfield))	Eugene-Springfield
Medium Density Residential		
Average 16 Units/Net Acre (10.9 Gross); Mix of single family, attached and detached, apartments, and manufactured housing	Potential Medium Density Residential	Oakridge
	High Density Residential; Medium Density Residential	Cottage Grove
	Multiple-Family Residential	Lowell
	High Density Residential	Westfir, Oakridge
	Medium Density Residential	Eugene-Springfield, Junction City, Coburg
Low Density Urban Residential		
Average 6.7 Units/Net Acre (4.5 Gross); Single-family detached and attached and manufactured housing on 4,500 square foot lots	Low Density Residential	Eugene-Springfield
	Single Family Residential	Oakridge
	Medium Density Residential	Veneta
Small City Low Density Residential		
Average 5.3 Units/Net Acre (3.6 Gross); Single-family detached and attached and manufactured housing on 5,000-6,000 square foot lots	Residential	Creswell
	Low Density Residential	Junction City, Coburg
	Low Density Residential	Westfir
	General Residential	Cottage Grove
	SF Residential - 6,000 square foot minimum, Rural Residential, and SW Neighborhood Center	Veneta
Small City Large Lot Low Density Residential		
Average 4.6 Units/Net Acre (3.4 Gross): Single-family detached and attached and manufactured housing on 7,000-8,000 square foot lots on hillsides in small cities.	Single Family Residential - 8,000 sf minimum	Veneta
	Single Family Residential; Low Density Residential	Lowell
	Rural Residential Commercial Resort Overlay	Oakridge Creswell
Rural Residential		
RR1, RR2, RR5, RR10	Rural Residential zones outside UGBs	Rural, Eugene-Springfield

Comparison of Forecasted 2055 Coordinated Population to 2055 Regional Growth Concept Population

	Coordinated Population Allocations										Regional Growth Concept			Average Annual Growth Rate						
	U.S. Census Population		PSU Estimate	Adopted		Forecasted					Change 2005-2025		Change 2005-2055		Popu-lation	Change 2005-2055		2005-2025	2025-2055	
	1990	2000	2005	2025	2030	2035	2040	2045	2050	2055	Number	Percent	Number	Percent	2055	Number	Percent	Adopted Coordinated Allocations	Regional Growth Concept	
Metro	190,180	222,503	235,190	297,500	314,700	329,230	344,673	360,117	375,560	391,003	62,310	28%	155,813	70%	348,801	113,611	51%	1.2%	0.5%	
Eugene	136,490	160,514	170,120			238,755	250,079	261,404	272,729	284,053	-170,120	-106%	113,933	71%	236,253	66,133	41%	-100.0%	#DIV/0!	
Springfield	52,945	61,989	65,070			90,143	94,254	98,364	102,474	106,585	-65,070	-105%	41,515	67%	112,704	47,634	77%	-100.0%	#DIV/0!	
Coburg	763	969	1,070	3,300	4,200	4,304	4,753	5,201	5,650	6,099	2,230	230%	5,029	519%	6,220	5,150	531%	5.8%	2.1%	
Cottage Grove	7,950	8,890	9,550	12,500	13,400	13,933	14,628	15,323	16,018	16,713	2,950	33%	7,163	81%	23,169	13,619	153%	1.4%	2.1%	
Creswell	3,176	3,909	4,845	7,300	8,000	8,547	9,168	9,788	10,408	11,029	2,455	63%	6,184	158%	19,978	15,133	387%	2.1%	3.4%	
Junction City	4,596	5,858	6,035	8,500	9,800	10,063	10,684	11,305	11,926	12,547	2,465	42%	6,512	111%	11,661	5,626	96%	1.7%	1.1%	
Lowell	785	880	920	1,500	1,700	1,753	1,872	1,991	2,110	2,229	580	66%	1,309	149%	4,720	3,800	432%	2.5%	3.9%	
Oakridge	3,207	3,270	3,780	4,000	4,050	4,211	4,320	4,430	4,540	4,650	220	7%	870	27%	17,367	13,587	416%	0.3%	5.0%	
Veneta	2,519	2,762	3,995	5,200	5,600	6,016	6,416	6,816	7,216	7,616	1,205	44%	3,621	131%	21,675	17,680	640%	1.3%	4.9%	
Westfir	278	280	330	400	410	431	449	467	485	504	70	25%	174	62%	748	418	149%	1.0%	2.1%	
Total Region UGBs	212,709	249,321	265,715	340,200	361,860	378,155	396,622	415,089	433,556	452,023	-160,705	-64%	186,308	75%	454,495	188,780	76%	1.2%	1.0%	
Florence	6,334	8,751	9,665	15,600	17,200	18,368	19,740	21,112	22,483	23,855	5,935	68%	14,190	162%	23,855	14,190	162%	2.4%	1.4%	
Dunes City	1,081	1,241	1,330	1,800	2,000	2,063	2,177	2,291	2,406	2,520	470	38%	1,190	96%	2,520	1,190	96%	1.5%	1.1%	
Total Lane County UGBs	220,124	259,313	276,710	357,600	381,060	398,586	418,539	438,492	458,445	478,399	80,890	31%	201,689	56%	480,870	204,160	79%	1.3%	1.0%	
Growth Areas																				
Pleasant Hill		543													8,819	8,819				
Goshen		230													2,206	2,206				
Alvadore		309													3,157	3,157				
Total Growth Areas		1,082													14,182	14,182				
Total Region UGBs and Growth Areas		250,403	265,715	340,200	361,860	378,155	396,622	415,089	433,556	452,023	-160,705		186,308		468,677	202,962	81%			
Rural Region		56,733	54,462	50,349	49,903	49,171	48,336	47,500	46,665	45,830	-4,113	-7%	-8,632	-15%	20,546	-33,916	-60%			
Rural Lane County	62,043	63,664	61,115	56,500	56,000	55,178	54,241	53,303	52,366	51,429	-4,615	-7%	-9,686	-17%	45,065	-16,050	-26%	-0.4%	-0.8%	
Total Region		306,054	320,177	390,549	411,763	427,326	444,958	462,589	480,221	497,853	70,372	23%	177,677	58%	489,223	169,046	55%		0.8%	
Total Lane County	282,912	322,977	336,085	414,100	437,060	453,764	472,780	491,796	510,812	529,828	76,275	24%	193,743	60%	525,935	189,850	59%	1.0%	0.8%	
								Forecasted												
OEA Lane County		323,950	333,855	409,159	430,454	451,038	471,511	482,844	500,925	525,051	75,304	23%	191,196	47%	525,051	191,196	62%		0.8%	

Notes:

1990 UGB, 1990 Rural Lane County (outside UGBs and Growth Areas), and 2000 Growth Area population estimates are derived by overlaying Census block data on digitized UGBs and the regional boundary.

2000 UGB and Rural Lane County data are from the U.S. Census.

2005 PSU Estimates are based on population estimates prepared by Portland State University.

2025 and 2030 adopted Coordinated Population Allocations for UGBs and Rural Lane County were adopted by the Lane Council of Governments (LCOG) Board on February 24, 2005.

Forecasted 2035-2055 Coordinated Population Allocations for UGBs and Rural Lane County were trended (simple linear regression) based on 1990, 2000, 2005, 2025 and 2030 data.

The 2025-2040 OEA Lane County population projections were by the State Office of Economic Analysis; 2045, 2050, and 2055 data were trended (simple linear regression) based on data for 2025-2040.

The decline in rural population is due to the absorption of rural residential lands into UGBs. In Regional Growth Concept, 13,100 population clusters in Growth Areas and rural residential areas in Lowell School District.

2025-2050 Rural Region Population Allocations and Forecasts apply 2000 Rural Region/Rural Lane County ratio to total Lane County population; GIS overlay analysis was used in 2055 Regional Growth Concept.

2055 Regional Growth Concept population for all areas was calculated based on the development type assumptions and other assumptions used in the Regional Growth Concept. See report, *Regional Growth Concept Land Capacity Model Methodology and Assumptions*, LCOG.

Comparison of Trended Population Based on Land Capacity to Forecasted Population Based on Historic Trends, 2005-2055, DRAFT 2/14/06

Urban Growth Boundaries (UGBs)	U.S. Census Population		PSU Estimate	Regional Growth Concept										AAGR 2005-2055	Forecasted Historic Population	Difference	
	1990	2000		Trended Population Based on Land Capacity						Population Targets	Change 2005-2055		2055			No.	%
	2005	2025		2030	2035	2040	2045	2050	2055	No.	%	No.				%	
Metro	190,180	222,503	235,190	280,634	291,996	303,357	314,718	326,079	337,440	348,227	113,037	48%	0.8%	391,003	-42,776	-11%	
Eugene	136,490	160,514	170,120	196,573	203,187	209,800	216,413	223,026	229,640	235,492	65,372	38%	0.7%	284,053	-48,561	-17%	
Springfield	52,945	61,989	65,070	84,124	88,887	93,650	98,414	103,177	107,941	112,735	47,665	73%	1.1%	106,585	6,150	6%	
Coburg*	763	969	1,070	3,130	3,645	4,160	4,675	5,190	5,705	6,320	5,250	491%	3.6%	6,099	221	4%	
Cottage Grove	7,950	8,890	9,550	14,998	16,360	17,721	19,083	20,445	21,807	23,190	13,640	143%	1.8%	16,713	6,477	39%	
Creswell	3,176	3,909	4,845	10,898	12,412	13,925	15,438	16,951	18,465	19,991	15,146	313%	2.9%	11,029	8,962	81%	
Junction City	4,596	5,858	6,035	8,285	8,848	9,411	9,973	10,536	11,098	11,678	5,643	94%	1.3%	12,547	-869	-7%	
Lowell	785	880	920	2,440	2,820	3,200	3,580	3,960	4,340	4,762	3,842	418%	3.3%	2,229	2,533	114%	
Oakridge	3,207	3,270	3,780	9,215	10,573	11,932	13,291	14,650	16,008	17,377	13,597	360%	3.1%	4,650	12,727	274%	
Veneta	2,519	2,762	3,995	11,067	12,835	14,603	16,371	18,139	19,907	21,687	17,692	443%	3.4%	7,616	14,071	185%	
Westfir	278	280	330	497	539	581	623	664	706	748	418	127%	1.7%	504	244	49%	
Total Region UGBs	212,709	249,321	265,715	341,227	360,105	378,983	397,861	416,739	435,617	453,980	188,265	71%	1.1%	452,023	1,957	0%	
Growth Areas																	
Goshen		230								2,206					2,206		
Alvadore		309								3,114					3,114		
Pleasant Hill		543								6,480					6,480		
Total Growth Areas		543								11,800					11,800		
Total Region UGBs and Growth Areas		249,864	265,715							465,780	200,065	75%	1.1%	452,023	13,757	3%	
Rural Region		56,733	54,462	40,896	37,504	34,112	30,721	27,329	23,938	20,282	-34,180	-63%	-2.0%	45,830	-25,548	-56%	
Total Region		306,054	320,177	387,795	404,700	421,605	438,509	455,414	472,318	486,062	165,885	52%	0.8%	497,853	-11,791	-2%	

Notes:

1990 UGB, 1990 Rural Lane County (outside UGBs and Growth Areas), and 2000 Growth Area population estimates are derived by overlaying Census block data on digitized UGBs and the regional boundary.

2000 UGB and Rural Lane County data are from the U.S. Census.

2005 PSU Estimates are based on population estimates prepared by Portland State University.

Population Targets for 2055 are based on the capacity of the land to accommodate growth using the Land Capacity Model and Regional Growth Concept map; Trended Population for 2025-2050 were trended using least squares trend analysis from 2005 to 2055.

Forecasted Population for 2055 was derived by forecasting 1990 and 2000 Census data, 2005 Portland State University estimates, and adopted coordinated population allocations for 2025 and 2030 using simple linear regression. 2025 and 2030 adopted Coordinated Population Allocations for UGBs and Rural Lane County were adopted by the Lane Council of Governments (LCOG) Board on February 24, 2005.

Comparison of Forecasted 2055 Coordinated Population to 2055 Regional Growth Concept Population, DRAFT 2/24/06

Urban Growth Boundaries (UGBs)	U.S. Census Population		PSU Estimate	Coordinated Population Allocations							Regional Growth Concept				Average Annual Growth Rate					
	1990	2000		Adopted		Forecasted			Change 2005-2025		Change 2005-2055		Population	Change 2005-2055		2005-2055	2005-2055			
				2025	2030	2035	2040	2045	2050	2055	Number	Percent	Number	Percent	2055	Number	Percent	Adopted Coordinated Allocations	Regional Growth Concept	
Metro	190,180	222,503	235,190	297,500	314,700	329,230	344,673	360,117	375,560	391,003	62,310	28%	155,813	70%	348,227	113,037	51%	1.0%	0.8%	
Eugene	136,490	160,514	170,120			238,755	250,079	261,404	272,729	284,053			113,933	71%	235,492	65,372	41%		0.7%	
Springfield	52,945	61,989	65,070			90,143	94,254	98,364	102,474	106,585			41,515	67%	112,735	47,665	77%		1.1%	
Coburg	763	969	1,070	3,300	4,200	4,304	4,753	5,201	5,650	6,099	2,230	230%	5,029	519%	6,320	5,250	542%	3.5%	3.6%	
Cottage Grove	7,950	8,890	9,550	12,500	13,400	13,933	14,628	15,323	16,018	16,713	2,950	33%	7,163	81%	23,190	13,640	153%	1.1%	1.8%	
Creswell	3,176	3,909	4,845	7,300	8,000	8,547	9,168	9,788	10,408	11,029	2,455	63%	6,184	158%	19,991	15,146	387%	1.7%	2.9%	
Junction City	4,596	5,858	6,035	8,500	9,800	10,063	10,684	11,305	11,926	12,547	2,465	42%	6,512	111%	11,678	5,643	96%	1.5%	1.3%	
Lowell	785	880	920	1,500	1,700	1,753	1,872	1,991	2,110	2,229	580	66%	1,309	149%	4,762	3,842	437%	1.8%	3.3%	
Oakridge	3,207	3,270	3,780	4,000	4,050	4,211	4,320	4,430	4,540	4,650	220	7%	870	27%	17,377	13,597	416%	0.4%	3.1%	
Veneta	2,519	2,762	3,995	5,200	5,600	6,016	6,416	6,816	7,216	7,616	1,205	44%	3,621	131%	21,687	17,692	641%	1.3%	3.4%	
Westfir	278	280	330	400	410	431	449	467	485	504	70	25%	174	62%	748	418	149%	0.8%	1.7%	
Total Region UGBs	212,709	249,321	265,715	340,200	361,860	378,155	396,622	415,089	433,556	452,023	74,485	30%	186,308	75%	453,980	188,265	76%	1%	1.1%	
Florence	6,334	8,751	9,665	15,600	17,200	18,368	19,740	21,112	22,483	23,855	5,935	68%	14,190	162%	23,855	14,190	162%	1.8%	1.8%	
Dunes City	1,081	1,241	1,330	1,800	2,000	2,063	2,177	2,291	2,406	2,520	470	38%	1,190	96%	2,520	1,190	96%	1.3%	1.3%	
Total Lane County UGBs	220,124	259,313	276,710	357,600	381,060	398,586	418,539	438,492	458,445	478,399	80,890	31%	201,689	56%	480,355	203,645	79%	1.1%	1.1%	
Growth Areas																				
Goshen		230													2,206	2,206				
Alvadore		309													3,114	3,114				
Pleasant Hill		543													6,480	6,480				
Total Growth Areas		543													6,480	6,480				
Total Region UGBs and Growth Areas		249,864	265,715	340,200	361,860	378,155	396,622	415,089	433,556	452,023	74,485		186,308		460,460	194,745	78%			
Rural Region		56,733	54,462	50,349	49,903	49,171	48,336	47,500	46,665	45,830	-4,113	-7%	-8,632	-15%	20,282	-34,180	-60%			
Rural Lane County	62,043	63,664	61,115	56,500	56,000	55,178	54,241	53,303	52,366	51,429	-4,615	-7%	-9,686	-17%	37,627	-23,488	-26%	-0.3%	-1.0%	
Total Region		306,054	320,177	390,549	411,763	427,326	444,958	462,589	480,221	497,853	70,372	23%	177,677	58%	480,742	160,565	52%	0.9%	0.8%	
Total Lane County	282,912	322,977	336,085	414,100	437,060	453,764	472,780	491,796	510,812	529,828	76,275	24%	193,743	60%	517,982	181,897	56%	0.9%	0.9%	
								Forecasted												
OEA Lane County		323,950	333,855	409,159	430,454	451,038	471,511	482,844	500,925	525,051	75,304	23%	191,196	47%	525,051	191,196	62%	0.9%	0.9%	

Notes:
 1990 UGB, 1990 Rural Lane County (outside UGBs and Growth Areas), and 2000 Growth Area population estimates are derived by overlaying Census block data on digitized UGBs and the regional boundary.
 2000 UGB and Rural Lane County data are from the U.S. Census.
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 The decline in rural population is due to the absorption of rural residential lands into UGBs. In Regional Growth Concept, 13,100 population clusters in Growth Areas and rural residential areas in Lowell School District.
 2025-2050 Rural Region Population Allocations and Forecasts apply 2000 Rural Region/Rural Lane County ratio to total Lane County population; GIS overlay analysis was used in 2055 Regional Growth Concept.
 2055 Regional Growth Concept population for all areas was calculated based on the development type assumptions and other assumptions used in the Land Capacity Model. See *Regional Growth Management Strategy Technical Report for Land Capacity Model Methodology and Assumptions*