

CITY OF MEDFORD COMPREHENSIVE PLAN POPULATION ELEMENT

**PREPARED BY
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TABLE OF CONTENTS

I. INTRODUCTION

II. POPULATION GROWTH CHARACTERISTICS

Growth Rate

Table 1: Population and Growth: 1050 – 2000 Census, 2005 PSU Estimate, Medford, Jackson County, and State of Oregon

Table 2: City of Medford Annual Growth Rate

Medford's Proportion of County

Source of Growth

Age Characteristics

Hispanic Population Growth

III. POPULATION FORECAST

Table 3: Population Allocation and Projected Growth Rates for Incorporated Cities, White City, and Unincorporated Areas of Jackson County, 2005 - 2040

Table 4: Medford Population Growth and Forecasts

III. POPULATION ELEMENT CONCLUSIONS

IV. POPULATION ELEMENT GOALS AND POLICIES

Oregon Administrative Rules Pertaining to Population Forecasts

I. INTRODUCTION

The Population Element of the *Medford Comprehensive Plan* contains the most current population forecast for the Medford Urban Growth Boundary (UGB). Understanding past and future population trends and characteristics is essential to long range planning for a community. The “coordinated population forecast” to the year 2040 for Jackson County and its cities, developed pursuant to the requirements of ORS 195.036, was adopted by the Jackson County Commissioners on February 21, 2007. The City of Medford participated in the development of the forecast for Medford. The population allocation utilized by Jackson County is based on the County’s 2040 population forecast by the Oregon Office of Economic Analysis (OEA) determined in 2004. OEA prepares population and employment forecasts for the state and each county. The forecasts for the incorporated cities and the unincorporated area generally must be consistent with the forecast for the County.

Oregon’s land use planning program is based on forecasts of future population. These forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years, as well as in ensuring that sufficient land is available for 20 years of economic growth. They are, therefore, utilized in determining the size of the UGB required to meet housing and employment needs, and in subsequent public facility and capital improvement planning. In addition to the OEA long-term population forecasts, the Population Research Center at Portland State University (PSU) provides annual population estimates and annexation data for Oregon cities, and the federal Bureau of the Census conducts detailed enumerations every ten years. Detailed demographic data about Medford from these and other sources is available on various Internet websites. Medford’s Population Element was first developed in 1972 and subsequently updated in 1992 and 2007.

Population forecasts are often self-fulfilling because long range land use, transportation, and infrastructure plans are designed to accommodate the forecasted growth by containing policies that affect land supply and public investments in infrastructure and services. Cities can affect their rate of growth through policies affecting provision of infrastructure and land supply. Such policies may also cause population and employment changes to shift among more than one jurisdiction. How much population a city chooses to accommodate is a policy decision that represents the city’s vision for the future.

The Jackson County 2007 population allocation process used a ratio trend methodology in which historical population trends were used as a basis for future growth trends. The trend data included annual population change information from the Census and the Population Research Center at PSU. According to the Population Element of the *Jackson County Comprehensive Plan*, this methodology was selected for several reasons: (1) It is consistent with historical population growth trends and the County had not identified any constraints to population growth; (2) It is a relatively simple approach that builds from historical data as well as assumptions about future growth policies, and considers factors that affected historical population growth; and, (3) It assumes that the proportion of the County’s population in cities will change over time, with faster growth in some cities and slower growth in others.

II. POPULATION GROWTH CHARACTERISTICS

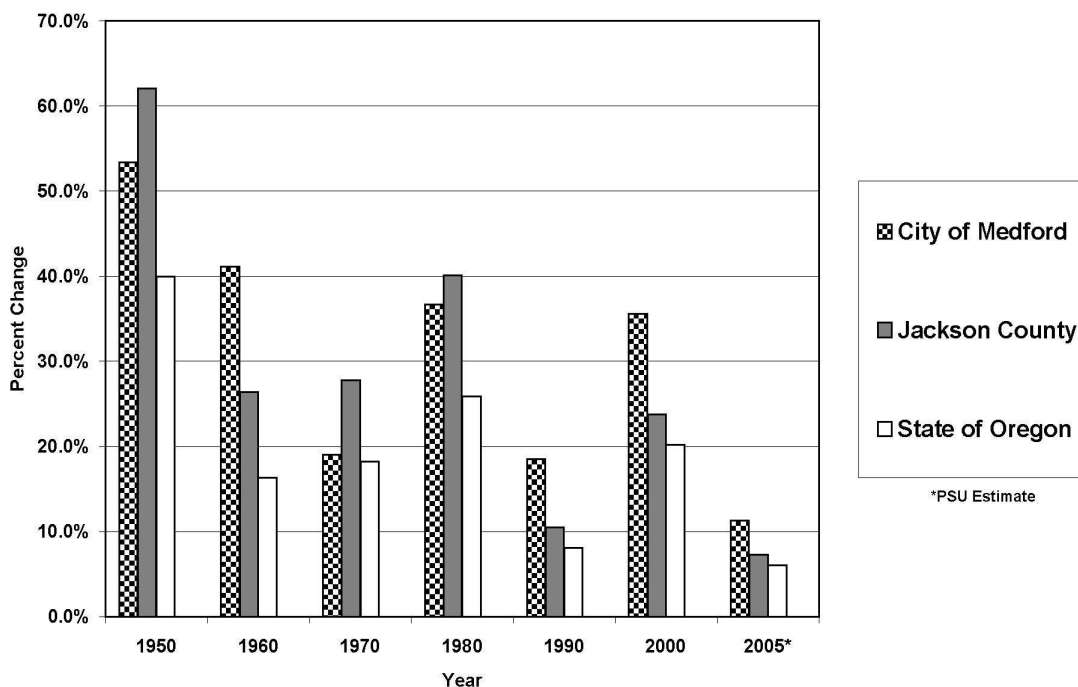
Growth Rate

Jackson County's population and Medford's tends to grow at a faster rate than the State of Oregon. Over the 25-year period of 1980 to 2005, the County grew at an average annual rate of 1.6%, adding 62,000 residents. Medford's population increased by 31,100 during the same period, accounting for half of the population growth in the County. Medford's average annual growth rate for the 1980 to 2005 period was 2.3%, with a 3.0% average annual growth rate in the 1990s. Medford's average annual growth in numbers of people was approximately 1,200 per year between 1980 and 2005, but has been at over 1,500 per year since 2000. Medford's historic population growth, and the County and State (1950 to 2005) is shown in Table 1. Table 2 indicates Medford's historic average annual growth rate (1950 to 2005) as compared to the County and State.

Table 1 Population and Growth: 1950-2000 Census, 2005 PSU Estimate Medford, Jackson County, and State of Oregon													
	1950	Increase	1960	Increase	1970	Increase	1980	Increase	1990	Increase	2000	Increase	2005*
City of Medford	17,305	41.1%	24,245	19.0%	28,973	36.7%	39,603	18.5%	46,951	35.6%	63,687	11.3%	70,855
Jackson County	58,510	26.4%	73,962	27.8%	94,533	40.1%	132,456	10.5%	146,389	23.8%	181,273	7.3%	194,515
State of Oregon	1,521,141	16.3%	1,768,687	18.2%	2,091,385	25.9%	2,633,156	8.1%	2,847,000	20.2%	3,421,399	6.1%	3,631,440

*Portland State University Estimate

Table 2
City of Medford Annual Growth Rate



Medford's Proportion of County

For many decades, Medford consistently made up a 30% to 33% proportion of the County population. The proportion increased to 36% in 2005; and the forecast increases this proportion to 42% in 2027 and to 44% in 2040. This is consistent with the Regional Problem Solving (RPS) program's future growth proposal, which increases Medford's share of the urban population in the County over roughly a 50-year period, allowing for some other cities to grow more slowly. The RPS program is designating Urban Reserve Areas for each city, which will ultimately be taken into the UGB to accommodate future growth.

Source of Growth

Net migration is the major source of population growth in Jackson County, including Medford; greater than that from natural increase (births minus deaths), accounting for nearly 40,000 residents between 1990 and 2005. Between 2000 and 2005, the percentage of population growth from migration increased. In the 1990s, about 85% of the population growth was from net migration; between 2000 and 2004 about 90% of population growth was from net migration.

Information Source: 2000 Federal Census via Jackson County Comprehensive Plan, 2007 Population Element

Annexation of developed residential areas by the City of Medford contributed significantly in the past to the City's population growth. This component is decreasing and will not be significant in the future. Much of the developed portions of the Medford UGB have been annexed, and any future expansions of the UGB are unlikely to contain more densely developed residential areas because State land use regulations have prevented most of this type of development in areas outside of the UGB.

Age Characteristics

In 2000, the majority of cities in Jackson County had a greater percentage of residents under age 18 than over age 65, including Medford. However, Jackson County had a lower percentage of residents under age 39 (51%) than Oregon (56%), but a higher percentage of residents over age 50 (33%) than Oregon (29%). This suggests that Jackson County, including Medford, is attracting people who have retired or are soon to retire. Baby boomers (aged 45 to 64) were the fastest growing age group in all of the cities in Jackson County in the 1990s, except for Medford, Talent, and White City. Medford, Talent, and Central Point had the greatest increase in younger residents - under age 44. Medford experienced the highest growth in the County in the 5 to 17 age group, which grew by 3,627 - a 44% increase.

Information Source: 2000 Federal Census via Jackson County Comprehensive Plan, 2007 Population Element

Hispanic Population Growth

The percentage of Hispanic or Latino residents of Jackson County between 1990 and 2000 increased from 4.1% to 6.7%, an increase of 6,177. The majority of the increase occurred in Medford, which had an increase of 3,454 Hispanic or Latino residents over the ten-year period.

Information Source: 2000 Federal Census via Jackson County Comprehensive Plan, 2007 Population Element

III. POPULATION FORECAST

Table 3 from the *Jackson County Comprehensive Plan, 2007 Population Element* shows the Jackson County population forecasts, which use PSU's 2005 population estimates as a baseline. The allocations use the 2040 OEA forecast for Jackson County to provide a County control figure. OEA allocated a 2040 population of 297,496 to Jackson County. The forecast for 2040 adopted by the County totaled 306,421, which was within the 3% differential allowed by the State.

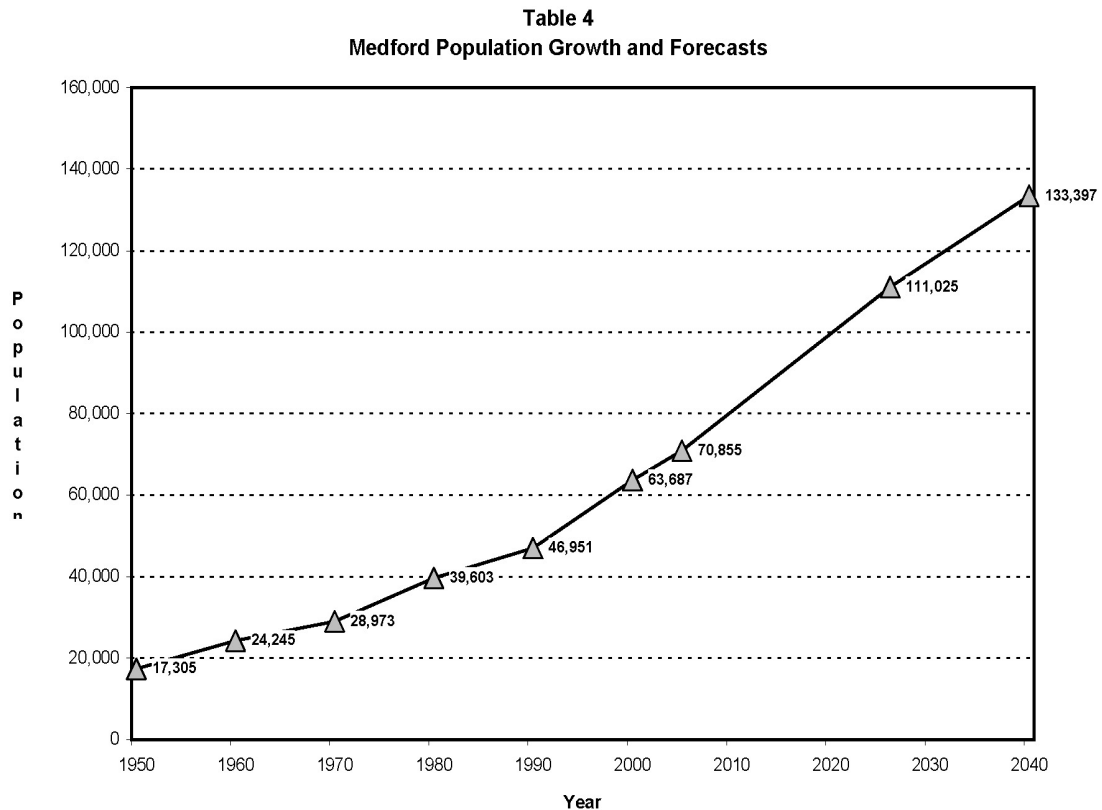
Table 3. Population allocation and projected growth rates for incorporated cites, White City, And unincorporated areas of Jackson County, 2005-2040

	2005 Pop.	2026 Pop.	2040 Pop.	Change 2005 to 2026			Change 2005 to 2040		
				Difference	Percent change	AAGR	Difference	Percent change	AAGR
Ashland	20,880	22,319	23,056	1,439	7%	0.32%	2,176	10%	0.28%
Butte Falls	445	552	580	107	24%	1.03%	135	30%	0.76%
Central Point	15,640	23,875	31,237	8,235	53%	2.03%	15,597	100%	2.00%
Eagle Point	7,585	16,964	21,449	9,379	124%	3.91%	13,864	183%	3.01%
Gold Hill	1,080	1,476	1,901	396	37%	1.50%	821	76%	1.63%
Jacksonville	2,490	3,397	4,383	907	36%	1.49%	1,893	76%	1.63%
Medford	70,855	111,025	133,397	40,170	57%	2.16%	62,542	88%	1.82%
Phoenix	4,660	6,675	8,032	2,015	43%	1.73%	3,372	72%	1.57%
Rogue River	1,995	2,542	3,137	547	27%	1.16%	1,142	57%	1.30%
Shady Cove	2,645	3,594	3,867	949	36%	1.47%	1,222	46%	1.09%
Talent	6,255	8,472	9,817	2,217	35%	1.45%	3,562	57%	1.30%
White City	7,500	11,424	13,090	3,924	52%	2.02%	5,590	75%	1.60%
Applegate	27	37	43	10	36%	1.47%	16	57%	1.31%
Ruch	376	511	593	135	36%	1.47%	216	57%	1.31%
Other Unincorp.	52,082	51,557	51,837	-524	-1%	-0.05%	-244	0%	-0.01%
Total County	194,515	264,419	306,421	69,904	36%	1.47%	111,906	58%	1.31%

Source: 2005 population estimates from Portland State University Center for Population Research; 2005 White City population estimate from the Medford Water Commission; 2005 Applegate and Rush population estimates based on Jackson County Buildable Lands Inventory and average household size in Jackson County according to the 2005 U.S. Census American Households Survey; Calculations by *ECONorthwest*.

Note: This table is from the Jackson County Comprehensive Plan 2007 Population Element

Medford's current planning period is 2007 to 2027, and the 2027 forecasted population is 112,624, with a 2040 forecasted population of 133,397. Table 4 indicates Medford's population growth and the forecasted trend line in a graphic format. Table 5 indicates the trended population forecast in five-year increments. The RPS program has forecasted population figures for each City to occur at the time when the population of the Bear Creek Valley doubles. Medford's RPS population forecast is 134,102, which is consistent with this 2040 forecast.



Medford's 1992 Population Element predicted that the City's population would be 59,030 in 2000 and 71,110 in 2010. That 1992 forecast utilized a trend line derived from the growth rate in the 1970s, which was a higher rate than that experienced in the 1980s during which there was a significant recession. The actual population in 2000 (Federal Census) was 63,687, and in 2005 (PSU estimate for July 1) was 70,855. The forecasted 2010 Medford population was likely exceeded by the end of 2005, three-quarters of the way through the 20-year planning period.

III. POPULATION ELEMENT CONCLUSIONS

1. The coordinated population forecast to the year 2040 for Jackson County and its cities was adopted by Jackson County on February 21, 2007 pursuant to ORS 195.036. The City of Medford participated in the development of the forecast. The population allocation utilized by Jackson County is based on the County's 2040 population forecast by the Oregon Office of Economic Analysis determined in 2004. OEA prepares population and employment forecasts for the state and each county. The forecasts for the cities and the unincorporated area must be consistent with the forecast for the County.
2. Medford's forecasted average annual growth rate between 2007 and 2027 of 2.2% will be similar to that experienced during the period of 1980 to 2005.
3. Medford can expect its proportion of the total County population to increase to 42% in 2027 and to 44% in 2040 consistent with the Regional Problem Solving program's future growth proposal, which increases Medford's share of the urban population in the County over a 50-year period, allowing for some other cities to grow more slowly.
4. Medford can expect that most population growth will continue to be from in-migration, and that there will be an increasing proportion of Hispanic or Latino residents. Medford will continue to attract residents who have retired or are soon to retire, but Medford will also continue to experience growth in the under 18 age group.

IV. POPULATION ELEMENT GOALS AND POLICIES

GOAL 1: *To accept the role and responsibilities of being the major urban center in a large and diverse region that includes portions of southwest Oregon and northern California.*

GOAL 2: *To assure that land uses and public facilities and services are planned, located, and conducted in a manner that recognizes the size and the diverse characteristics and needs of Medford's existing and future residents.*

Policy 1: The City of Medford shall cooperate with other government agencies and the private sector to provide land and urban services sufficient to accommodate projected population growth in the UGB.

Policy 2: The City of Medford shall use the population forecast adopted in the Population Element of the *Medford Comprehensive Plan* as the basis for developing land use planning policy (Official population projection: 112,624 for the year 2027, and 133,397 for the year 2040.)

Policy 3: The City of Medford shall review, in coordination with Jackson County, its population forecasts when Federal Census data becomes available after each Federal Census and/or when the state forecast studies become available, and shall update as necessary.

Oregon Administrative Rules Pertaining to Population Forecasts

OAR 660-024-0030 Population Forecasts

- (1) Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast, except that a metropolitan service district must adopt and maintain a 20-year population forecast for the area within its jurisdiction. In adopting the coordinated forecast, local governments must follow applicable procedures and requirements in ORS 197.610 to 197.650 and must provide notice to all other local governments in the county. The adopted forecast must be included in the comprehensive plan or in a document referenced by the plan.
- (2) The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.
- (3) As a safe harbor, if a coordinated population forecast was adopted by a county within the previous 10 years but does not provide a 20-year forecast for an urban area at the time a city initiates an evaluation or amendment of the UGB, a city and county may adopt an updated forecast for the urban area consistent with this section. The updated forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:
 - (a) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule; and
 - (b) Extends the current urban area forecast to a 20-year period commencing on the date determined under OAR 660-024-0040(2) by using the same growth trend for the urban area assumed in the county's current adopted forecast.
- (4) As a safe harbor, a city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:
 - (a) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule;
 - (b) Is based on OEA's population forecast for the county for a 20-year period commencing on the date determined under OAR 660-024-0040(2); and
 - (c) Is developed by assuming that the urban area's share of the forecasted county population determined in subsection (b) of this rule will be the same as the urban area's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau.

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

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

Hist.: LCDD 8-2006, f. 10-19-06, cert. ef. 4-5-07