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THE BOARD OF COMMISSIONERS OF UMATILLA COUNTY

STATE OF OREGON

In the Matter of Co-Adopting)
 City of Pendleton Ordinance) ORDINANCE NO. 2014-16
 No. 3814 Amending)
 Comprehensive Plan for 2033)
 Population Projection)

WHEREAS the City of Pendleton and Umatilla County have previously entered into a Joint Management Agreement applying to lands within the City Urban Growth Area, and pursuant to the agreement, amendments to the City of Pendleton Comprehensive Plan and Implementing Ordinances for application to the Urban Growth Area, are referred to Umatilla County for adoption;

WHEREAS on September 20, 2011, the Pendleton City Council adopted Ordinance No. 3814, to amend the City of Pendleton Comprehensive Plan, to include as a supporting document the Technical Memorandum 1: 2033 Population Projection;

WHEREAS, at its October 23, 2014, the Umatilla County Planning Commission reviewed the ordinance and recommended that the Board of Commissioners co-adopt the action of the City of Pendleton;

WHEREAS the Board of Commissions held a public hearing on November 5, 2014, to consider the application and voted to co-adopt the 2033 Population Projection.

NOW, THEREFORE the Board of Commissioners of Umatilla County ordains the co-adoption by Umatilla County, Oregon, of City of Pendleton Ordinance No. 3814, to amend the City of Pendleton Comprehensive Plan to include as a supporting document the Technical Memorandum 1: 2033 Population Projection, a copy of the relevant portion of Ordinance No. 3814 is attached to this document and incorporated by this reference.

DATED this 5th day of November, 2014.

UMATILLA COUNTY BOARD OF COMMISSIONERS



 William J. Elfering, Chair



George L. Murdock

George L. Murdock, Commissioner

W. Lawrence Givens

W. Lawrence Givens, Commissioner

ATTEST:

OFFICE OF COUNTY RECORDS

Jan Churchill

Records Officer



ORDINANCE NO. 3814
AN ORDINANCE AMENDING THE CITY OF PENDLETON
COMPREHENSIVE PLAN, PLAN MAP AND ZONING ORDINANCE

- WHEREAS,** The City of Pendleton is currently in Periodic Review with work tasks requiring review and update of the Goal 5, 7, 9 and 10 Elements of the Comprehensive Plan to ensure protection of resources; the safety and welfare of the citizens and their property; an adequate supply of land for industrial and commercial use; an economic development strategy that includes a vital and vibrant downtown district; and, an adequate supply of land for residential development; and
- WHEREAS,** The City pursued and received grant funding for the above-noted Goal review and updates from the Department of Land Conservation and Development; and
- WHEREAS,** Consistent with the Pendleton Comprehensive Plan and Statewide Planning Goal 1 – Citizen Involvement, the City did form a Citizen Involvement Committee (CIC) and participate in an Oregon Solutions Project; and
- WHEREAS,** The CIC, City Consultants, City Solutions Committee, City and Agency Staff have held meetings to format, review, change, and prepare draft versions of necessary amendments to the Comprehensive Plan Map, Plan and Zoning Ordinance and post them on the city’s website; and
- WHEREAS,** The City of Pendleton determined to adopt the above-noted products as Exhibits “A” through “F,” attached hereto and incorporated by this reference, to accomplish the noted amendments to the Comprehensive Plan Map, Plan and Zoning Ordinance; and
- WHEREAS,** Winterbrook Planning has submitted findings and justification for the proposed amendments as set forth in Exhibits “A” through “E,” attached hereto and incorporated by this reference; and
- WHEREAS,** The City has provided Notice to DLCD and to individual property owners as required;
- WHEREAS,** The city has held Planning Commission hearings on June 30, 2011, July 21, 2011, and August 4, 2011; and City Council hearings on August 16 (first reading) and September 20 (second reading and consideration); and
- WHEREAS,** The City Council has reviewed all evidence and testimony submitted at the Planning Commission and City Council hearings on the matter;

NOW, THEREFORE, THE CITY OF PENDLETON ORDAINS AS FOLLOWS:

A. Findings:

The City of Pendleton finds that the Winterbrook Planning Findings Document (Exhibit "E") and the Staff Report (Exhibit "F") relate the foundation documents (Tech Memos and Maps; Exhibits "A" through "D"), which are the amendments and supporting documents to the Comprehensive Plan, Plan Map and Zoning Ordinance, to applicable Statute, Rule, and Statewide Planning Goals, to prove consistency with the applicable requirements for the proposed amendments as found therein; all exhibits attached hereto and incorporated by this reference.

B. Amendments: The City of Pendleton Comprehensive Plan is hereby amended as set forth in Exhibits "A" through "F," attached hereto and incorporated by this reference.

1. Repeal.

Comprehensive Plan Map:

The existing Pendleton Comprehensive Plan Map is hereby repealed in its entirety.

Comprehensive Plan Text and Policies:

Existing Chapter VII of the Pendleton Comprehensive Plan (Year 2020 Population, Housing and Jobs Projections) and "Chapter VII Synthesis" from the 1990 Comprehensive Plan, both as set forth in Exhibit "E" attached hereto and incorporated by this reference, are hereby repealed in their entirety.

The existing Goal 10 element of the Pendleton Comprehensive Plan is hereby repealed in its entirety.

Comprehensive Plan Background and Reference Documents:

The Benkendorf "Pendleton Urban Fringe Land Use Study, Phase II" as set forth in Exhibit "F" attached hereto and incorporated by this reference, is hereby repealed in its entirety.

2. Amendments.

Comprehensive Plan Map:

Exhibit "A," Map CP-1, attached hereto and incorporated by this reference is hereby adopted as the Pendleton Comprehensive Plan Map.

Comprehensive Plan Text and Policies:

The Goal 5, 6, and 7 elements of the Pendleton Comprehensive Plan text and policies are hereby amended by Exhibit "B," Technical Memo #10, attached hereto and incorporated by this reference, as addendum "A" to each of the elements.

The Goal 10 element of the Pendleton Comprehensive Plan is replaced in its entirety by the adoption of Exhibit "C," Technical Memo #5, attached hereto and incorporated by this reference, as set forth within said Exhibit applicable to the Comprehensive Plan.

Zoning Ordinance:

The Pendleton Zoning Ordinance is hereby amended by the adoption of Exhibit "C," Technical Memo #5, attached hereto and incorporated by this reference, as set forth within said Exhibit applicable to the Zoning Ordinance.

Comprehensive Plan Supporting Documents:

Exhibit "D," Maps C-1 through C-4.1 and P-1 through P-4, and Technical Memos #1, #2, #3, #4, #5, #6, #7, #8, #9, #10, #11 and #12, attached hereto and incorporated by this reference, are hereby adopted as supporting documents to the Pendleton Comprehensive Plan. These documents and maps are the factual, analytical and findings basis for the adoption of the Comprehensive Plan Text, Policies, and Zoning Ordinance amendments, as set forth in Exhibits "A," "B" and "C."

PASSED AND ADOPTED by the Common Council of the City of Pendleton this 20 day of September, 2011.

APPROVED by the Mayor this 20 day of September, 2011.

Phillip W Houk
Phillip Houk, Mayor

ATTEST:

Andrea Denton
Andrea Denton, City Recorder





MEMORANDUM

To: Evan McKenzie, Planning Director, City of Pendleton
From: Jesse Winterowd
Date: May 25, 2011
Re: **Technical Memorandum 1: 2033 Population Projection (Task 3.1)**

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BACKGROUND AND CONTEXT

This memorandum, **Tech Memo #1: 2033 Population Projection** provides a 20-year population projection¹ and determines the number of housing units that will be needed during the 20-year planning period.

Establishing a 20-year coordinated population projection is the critical first step in a UGB evaluation process.² Pendleton's existing coordinated population projection was established by Umatilla County in 1999 and projects population through 2020. Periodic Review Work Task 3.1 calls for Winterbrook to extend Pendleton's coordinated population projection through 2033.

Pendleton has two options³ for updating its coordinated population projection:

- 1) Ask the County⁴ to prepare an updated county-wide coordinated population projection.

¹ The 20-year planning period is assumed to begin in 2013, by which time Pendleton is expected to adopt amendments to its 20-year urban growth boundary (UGB).

² OAR 660-024-0040(1): "The UGB must be based on the adopted 20-year population forecast for the urban area [...]"

³ Pendleton cannot use the "safe harbor" option to extend the existing coordinated growth rate (OAR 660-024-0030(4)(a)), since the existing coordinated projection is over 10 years old.

- 2) Use the “safe harbor” population projection allowed by OAR 660-024-0030(4)(b) – the “county share” safe harbor.⁵

Given the relatively short timeframes of this process, the relatively slow population growth rate, and no indication by Umatilla County that it is updating its coordinated population projection in the very near future, using the “county share” safe harbor is the only viable option for establishing a 2033 population figure.

METHODOLOGY

This section of the memo describes methods used to determine Pendleton’s 2033 population projection and the number of housing units that will be needed during the 20-year planning period.

Population Projection

OAR 660-024-0030(4)(b) provides a fairly straight-forward path to determining a future population:

- 1) Determine the most recent urban area population estimate. A city’s “urban area” is the area inside its UGB – both inside and outside its city limits.
 - a. The 2010 US Census population for Pendleton city limits is 16,612.
 - b. GIS analysis indicates 28 dwelling units, housing an estimated 75 people⁶, in unincorporated areas of the UGB.
 - c. Pendleton’s 2010 urban area population is estimated to be 16,687.

⁴ OAR 660-024-0030(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.”

⁵ OAR 660-024-0030(4)(b): A city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:

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

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

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

⁶ Most recent US Census information (2005-2009 American Community Survey) for Pendleton indicates 2.34 persons per household.

- 2) Determine the most recent county population estimate. The 2010 US Census population for Umatilla County is 75,889.
- 3) Determine current urban area share of County population. The Pendleton urban area currently contains 22% of Umatilla County's population.
- 4) Determine forecast County population for the target year of 2033. The Office of Economic Analysis (OEA) long term county forecast indicates a 2030 Umatilla County population of 95,844. The OEA forecast indicates a 2030-2035 Umatilla County average annual growth rate of 1.05%. Applying the growth rate for three years results in a 2033 Umatilla County population of 98,895.
- 5) Apply current Pendleton urban area share (22%) to County 2033 population (98,895). This results in a Pendleton urban area safe harbor population of 21,746 in 2033 – an increase in Pendleton's urban area population of 5,059.

Needed Housing Units

OAR 660-024-0040 provides safe harbors for household size and vacancy rate.⁷ The latest available US Census information as of the date of this memorandum is the 2010 US Census.

- The safe harbor household size is 2.67 persons per household.
- The safe harbor vacancy rate is 8.5%.

Application of the safe harbor household size and vacancy rate to the population increase of 5,059 results in a need for 2,071 new housing units through 2033.

FINDINGS AND RESULTS

Based on the OAR 660-024-0030(4)(b) methodology, the 2033 safe harbor population for Pendleton is 21,746, a population increase of 5,059. As documented above, this translates into 2,071 additional needed housing units that must be provided during the 20-year planning period.

⁷ OAR 660-024-0040(8)(a) "A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau."

OAR 660-024-0040(8)(e) "A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government."