Population & Demographics Element

2019-2039

City of Central Point Comprehensive Plan

Adopted Central Point City Council

Ordinance No. 2030

Updated and Adopted by Central Point City Council

Ordinance No. 2052

DLCD Acknowledged

4/10/2019

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1. INTRODUCTION

The purpose of the Population Element is to track the historic characteristics and growth of the City's population, and based on that information develop a 20-year forecast of the population. Based on the 20-year population forecast the City can plan for land and urban service needs to accommodate the population growth.

The City's Population & Demographics Element (Population Element) was updated in 2016. The 2016 update accounted for two events that significantly affected the results of the City's 2008 Population Element. The first event was the Great Recession; the second was HB 2253 designating the Portland State University Population Research Center (PRC) as the sole and official provider of population forecasts for cities and counties throughout the state[1].Together these two events necessitate an update of the City's Population Element.

> **The Great Recession**
> Within a year of completion of the *Jackson County 2007 Population Element* (Feb. 2007)[2], which was the basis for the City's 2008 Population Element, the national economy was hit hard by the *Great Recession* (December 2007 to June 2009). The economic impacts of the *Great Recession* were severe and the recovery period extremely sluggish and tenuous. Because job losses were deep across all sectors of the economy and the recovery in job creation slow, the reliance on net migration as a key component to population growth had a significant impact on the City's 2008 population forecasts.

> **HB 2253**
> Prior to 2013 Oregon law required that counties prepare coordinated population forecasts according to "generally accepted" demographic methods. The result was population projections throughout the state that were based on highly diverse methods of forecasting that varied from county to county, both in terms of frequency of completion and outcome. Recognizing that population forecasting is the foundation for long-term planning the Oregon legislature in 2013 approved House Bill 2253 assigning Portland State Population Research Center (PRC) the responsibility for preparing coordinated population forecasts for all counties and cities. The population forecasting requirements of HB 2253 were later adopted as ORS 195.033.

> The population forecasts presented in this Population Element are from the *Coordinated Population Forecast 2018 through 2068 for Jackson County dated June 2018* prepared by PRC *("PRC Population Forecast")* in accordance with ORS 195.033 and is attached to this Population Element as Appendix A. Typically, the City's Population Element is based on a 20-year planning period. The PRC Population Forecast uses a fifty (50) year forecasting period[3] with a four (4) year update cycle[4], allowing for consideration of both short and long term population change variables, and the re-evaluation of demographic trends and economic events used in prior forecasts. Consequently, every four years the City's Population Element will be updated using the latest PRC Jackson County forecast.

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[1] The Portland Metro is exempt from this requirement.

[2] Basis for determining the City's 2008 population projections.

[3] ORS 195.003(6)

[4] ORS 195.033(4)

This update represents the first update for the PRC Population Forecast for Jackson County. The next update is tentatively scheduled to occur in 2022.

PRC's population forecasts are not considered land use decisions and as such are not subject to review or appeal other than as provided in ORS195.033. However, the City's Population Element, because it contains policies based on assumptions beyond the PRC Population Forecasts, is considered a land use action and therefore subject to the procedural requirements of Section 17.96, Comprehensive Plan and Urban Growth Boundary Amendments, City of Central Point Municipal Code.

With the completion of each 4-year cycle the Population Element will be reviewed for changes in forecasted population and any needed policy changes. If no policy changes are required then the Population Element will be re-certified by resolution of the City Council, including incorporation of the up-dated PRC Population Forecast as an appendix to the Population Element. If, for any reason, the policies of the Population Element need to be modified, then the Population Element shall be updated by ordinance in accordance with ORS 195.033.

2. SUMMARY

When factors such as the economy, fertility, social trends, etc. are factored into the latest population forecast for the planning period 2019-2039 the result was a 12% reduction in the City's initial 2008 population forecast figures[5] (29,006 vs 25,933). When measured in terms of the population's average annual growth rate (AAGR) the forecasted AAGR for the planning period dropped from 4.3% to 1.4%. Based on the forecasted growth rate it is projected that between 2019 and 2039 the City of Central Point is expected to realize a net increase in population of 7,216. Based on a projected average household size of 2.5 persons[6] the population increase will result in the formation of 2,886 new households by 2039.

The City's population is aging and is expected to continue to do so over the course of the planning period. Net in-migration will be the primary source of population growth (97%), while natural increases will continue to decline (3%). The City's population will also become racially and ethnically more diverse, a trend which is expected to continue throughout the planning period.

3. POPULATION HISTORY & CHARACTERISTICS

The Town of Central Point was founded on February 26, 1889 and by 1890[7] had a population of 543. With the exception of the decade between 1910 and 1920 the City has steadily grown (Figure 1), and today is the third largest city in Jackson County.

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[5] Extended to 2036 from the Jackson County 2007 Population Element.

[6] City of Central Point Regional Plan Element

[7] 1890 U.S. Census

FIGURE 1. HISTORIC & FORECAST POPULATION, CITY OF CENTRAL POINT, 1900-2039
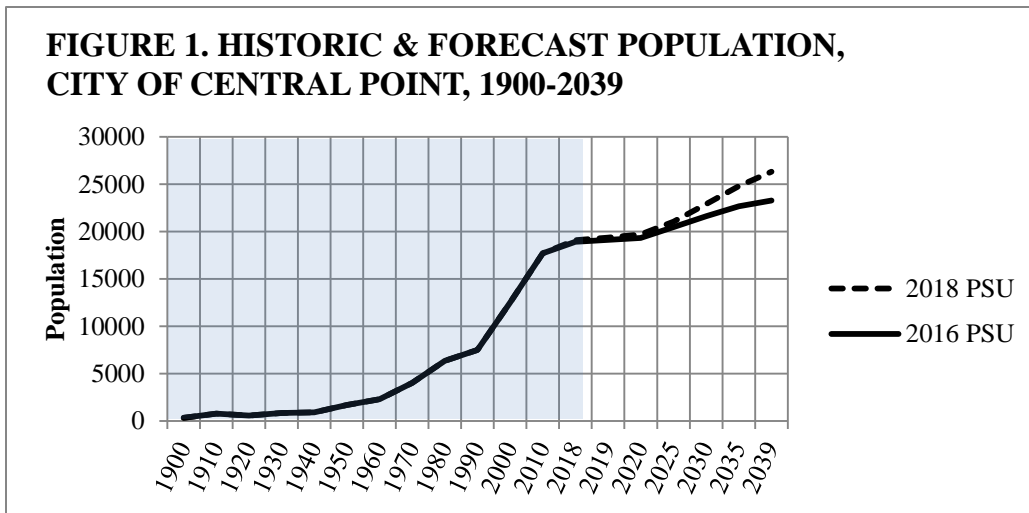

Source: U.S. Census and PRC Coordinated Population Forecast, Jackson County

3.1. Historic Growth Rate

Between 2000 and 2007 the City of Central Point's average annual growth rate (AAGR) was 4.5%, three times Jackson County's AAGR of 1.5% (Figure 2). Since the Great Recession the City and County have experienced a significant slowdown in population growth, particularly from net in-migration. For the period 2010-2015 the City's AAGR dropped below 1%, while the County's AAGR dropped to .6%. As Figure 2 illustrates the decline in AAGR is not an unusual event following recessions, but does bounce back as the economy improves.

FIGURE 2. CITY OF CENTRAL POINT HISTORIC AVERAGE ANNUAL GROWTH RATE 1910-2019
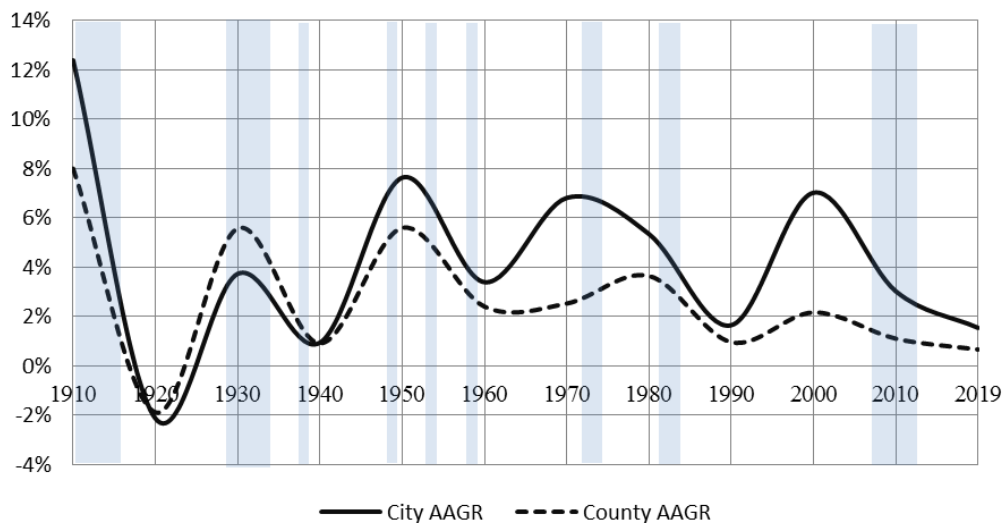
Source: U.S. Census & U.S. Census Bureau American Fact Finder

### 3.2. Percentage Share of the County Population.

The City's percentage of the county population has consistently increased. In 1900

Central Point's population accounted for 2.4% of the County's population, and remained fairly constant until 1970 when the City's percentage participation jumped from 3.1% to 4.2%. By 2018, the City accounted for 8.7% of the County's population.

3.3. Race and Ethnicity

Since the 2000 Census the City's racial diversity has continued to increase, particularly within the Hispanic Community, which more than doubled in size from 4% in 2000 to 9% in 2014 (Figure 4). During this same period the County's Hispanic population increased from 7% to 11% (Figure 5).

FIGURE 4. CITY OF CENTRAL POINT RACIAL POPULATION DISTRIBUTION BY PERCENTAGE, 2000 - 2014
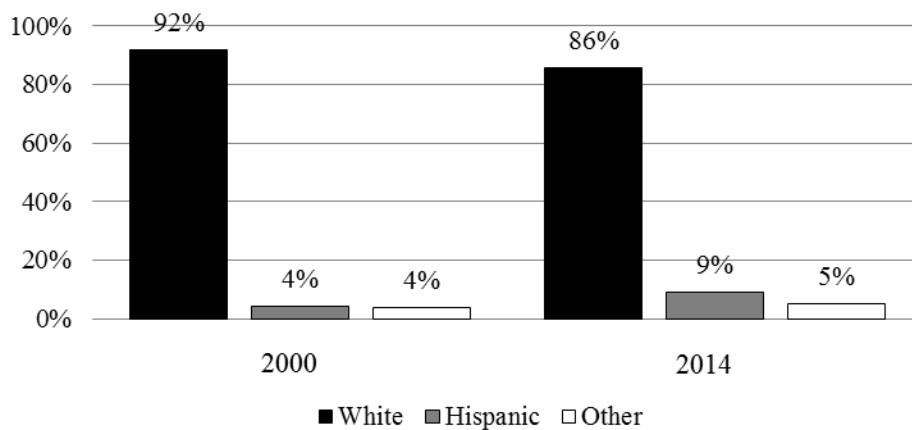
Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

FIGURE 5. JACKSON COUNTY RACIAL POPULATION DISTRIBUTION BY PERCENTAGE, 2000 - 2014
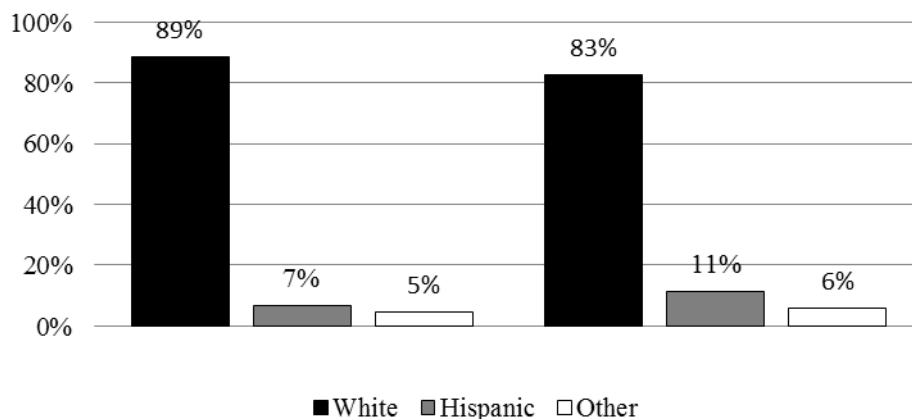
Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

3.4. Components of Population Growth.

There are two basic sources of population growth: natural increase (births minus deaths) and net migration (in-migration minus out-migration).

3.5. Natural Increase

Growth occurring as a result of natural increase typically represents a very small percentage of a community's population growth. Since 2000 the City's net natural increase rate (Figure 6) went from 7.6 to 8.0 per thousand population, representing 3% of the City's total population increase during that period. During the same period the County's rate of natural increase dropped from 1.0 to 0.8 (Figure 7).

3.6. Net Migration.

By far the most significant contributor to a community's population growth is net migration. Based on the 2010 U.S. Census, the predominant source of growth for Jackson County was due to net migration, which was responsible for over 80% of the county's population growth[8].
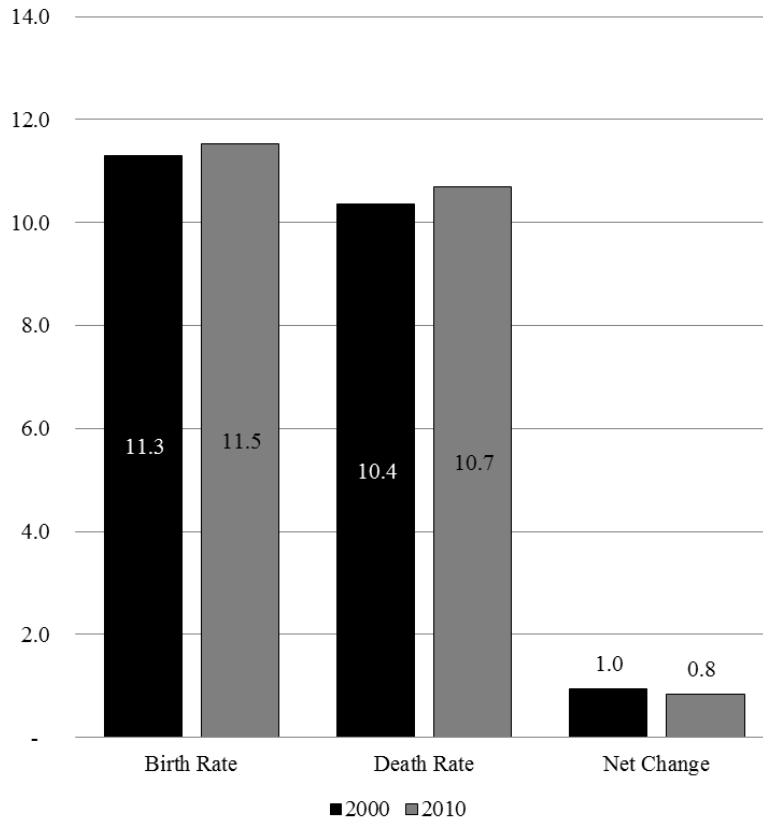
FIGURE 6. CITY OF CENTRAL POINT NATURAL POPULATION RATE*, 2000 and 2010
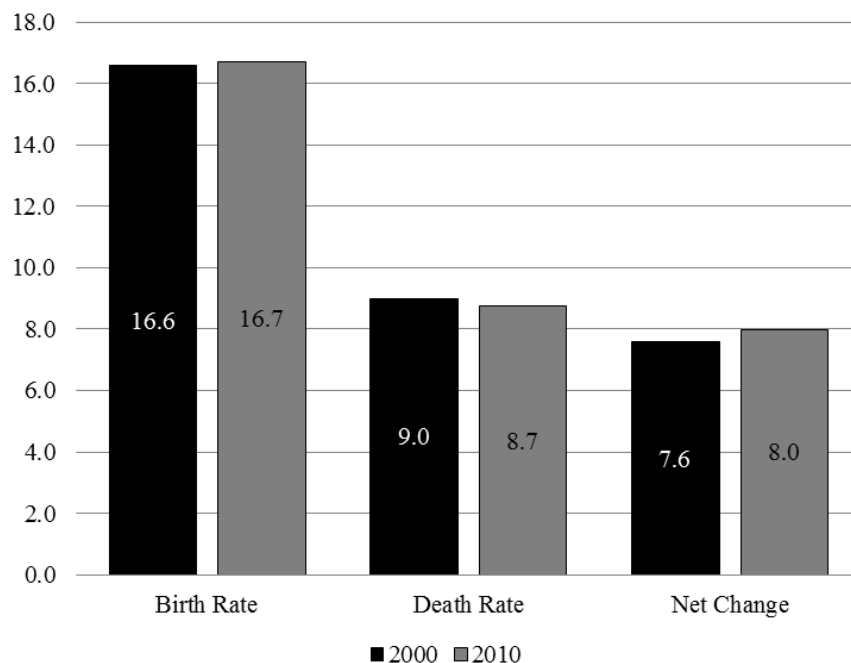
Source: PRC Coordinated Population Forecast, Jackson County

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[8] U.S. Census Bureau, Census 2010

**FIGURE 7. JACKSON COUNTY NATURAL POPULATION RATE*, 2000 and 2010**

Source: PRC Coordinated Population Forecast, Jackson County

3.7. Age Characteristics.

Between 2000 and 2014 the City's median age increased from 34.4 to 37.5 reflecting the continued aging of the Baby Boom generation. For the County the median age changed from 39.2 to 42.7 during the same period. Figures 8 and 9 illustrate the changes in the three major age cohort categories as a percentage of the City's and County's total population.

FIGURE 8. CITY OF CENTRAL POINT AGE STRUCTURE OF POPULATION, 2000 through 2014

U.S. Census & U.S. Census Bureau American Fact Finder

Element 1 - Population and Demographics
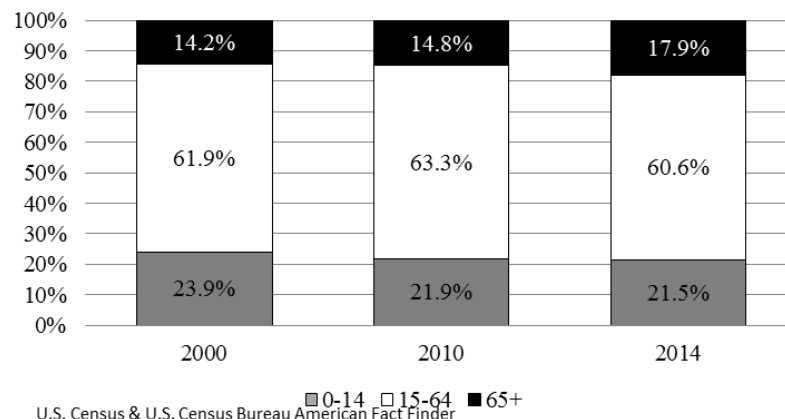
FIGURE 9. COUNTY AGE STRUCTURE OF THE POPULATION, 2000 through 2014

U.S. Census & U.S. Census Bureau American Fact Finder
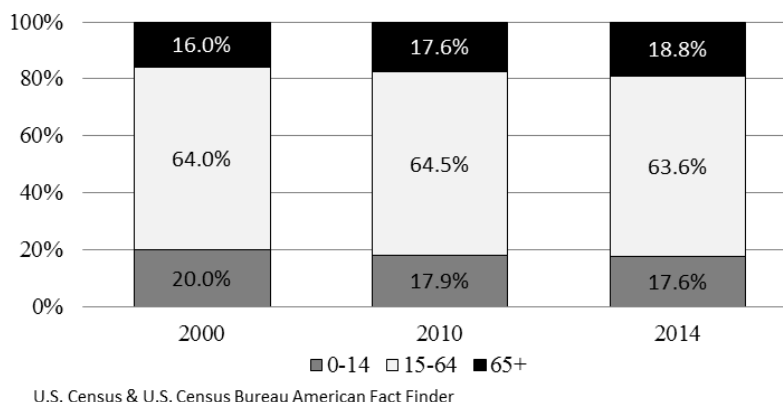
3.8. Household Types.

A by-product of population growth is household formation. The U.S. Census allocates the population to one of two household types; family and non-family. By definition a household consists of all the people occupying a housing unit[9], which is the basic unit for residential land use planning.

Since the early 1900's (Figure 10) these two household types (family and non-family) have been gradually changing in response to socio-economic conditions. The following is a brief overview of these characteristics as they relate to the City. In addition to the decline in average household size, the distribution of households by type has been gradually shifting from family to non-family households.

3.8.1. Family Households.

Family households are comprised of two or more people who are related by marriage, birth, or adoption. Family households are most commonly represented by married-couples. Family households have, and continue to, dominate household types. Although the formation of family households continues to increase, it is doing so at a decreasing rate. In 1990, family households in the City accounted for 77% of all households. By the 2010 Census, and through 2014[10], family households represented 71% of total households.

3.8.2. Non-Family Households:

Non-family households are comprised of single persons, or two or more people who are not related. In 1990, non-family households represented 23% of all households within the City. By 2010 non-family households represented 29% of all households. As the City's population grows older, the number of non-family households is expected to increase as the elderly lose spouses and the young postpone marriage, or get divorced.

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[9] U.S. Census, Current Population Survey (CPS) - Definitions and Explanations

[10] American Fact Finder, 2014

**FIGURE 10. CITY OF CENTRAL POINT FAMILY
vs. NON-FAMILY HOUSEHOLDS, 1990 - 2010**

U.S. Census & U.S. Census Bureau American Fact Finder
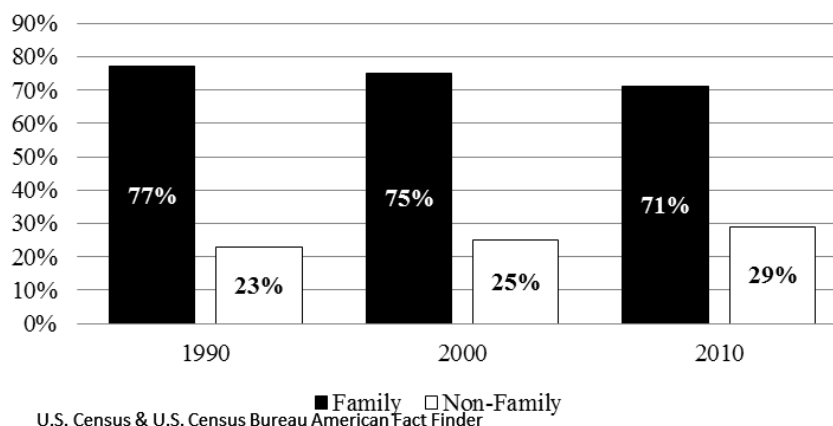
3.8.3. Group Quarters.

To a much lesser extent there is a third, and smaller segment of the population that is housed in what is referred to as group quarters. Group quarters are defined as non-institutional living arrangements for groups not living in conventional housing units or groups living in housing units containing ten or more unrelated people or nine or more people unrelated to the person in charge. Examples of people in group quarters include a person residing in a rooming house, staff quarters at a hospital, college dormitories, or in a halfway house.

The City's Group Housing population has historically accounted for a very small percentage of the population. Based on the 2000 Census City's Group Housing population accounted for 0.8% (106) of the City's total population and by 2010 had dropped to 0.4% (70) of the total population.

3.9. Average Household Size;

Historically, the City's average household size has been gradually declining from 3.42 average persons per households in 1960 to 2.61 in 2010 (Figure 11). At 2.61 the Cities average household size exceeded the County's average of 2.40, and by 2010 is slightly higher than the U.S. average of 2.58.

FIGURE 11. AVERAGE HOUSEHOLD SIZE, 1950-2010, CITY OF CENTRAL POINT & JACKSON COUNTY

Source: U.S. Census

■ City ■ County
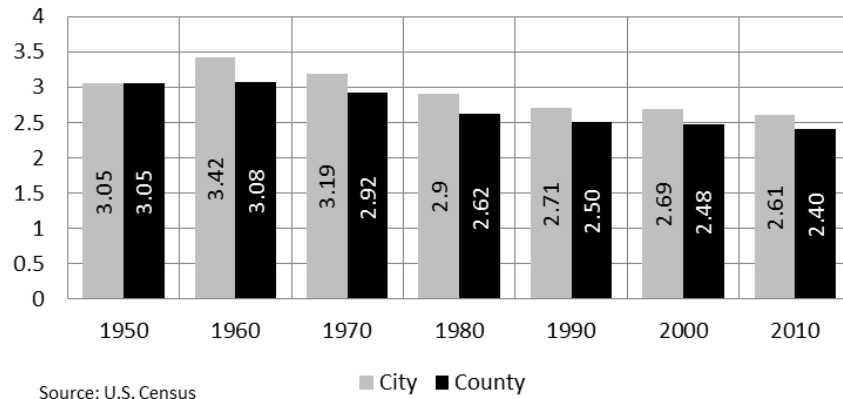
3.10. Median Household Income.

Figure 13 compares the median household income for the City of Central Point and the County from 2000 to 2014. As illustrated in Figure 12 the City's median household income over the past 15 years peaked in 2010 and by 2014 declined to $46,765.

FIGURE 12. AVERAGE HOUSEHOLD INCOME, 2000-2014, CITY OF CENTRAL POINT & JACKSON COUNTY

U.S. Census & U.S. Census Bureau American Fact Finder

■ City ■ County
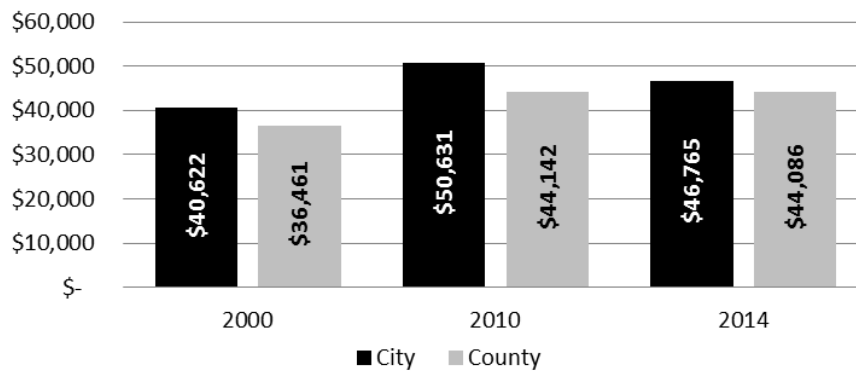
In Figure 13 the median household income for 2010 and 2014 has been adjusted to 2000 dollars. The Great Recession's impact on median household income has not yet recovered from 2000 median income level, which is consistent with national and state changes in median household income. Figure 14 compares the changes in income distributions from 2000, 2010, and 2014.

FIGURE 13. CITY OF CENTRAL POINT MEDIAN HOUSEHOLD INCOME MEASURED TO 2000 DOLLARS
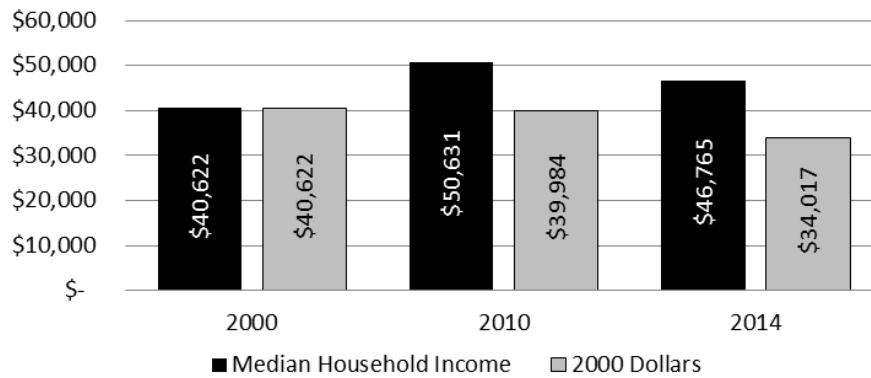
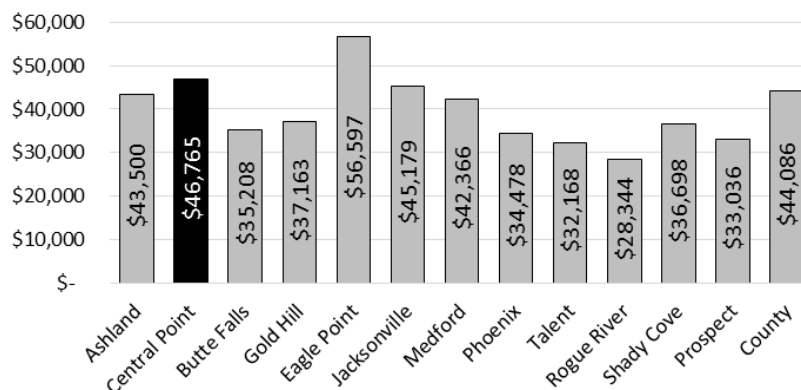Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

FIGURE 14. HOUSEHOLD INCOME DISTRIBUTION, CITY OF CENTRAL POINT 2010 - 2014
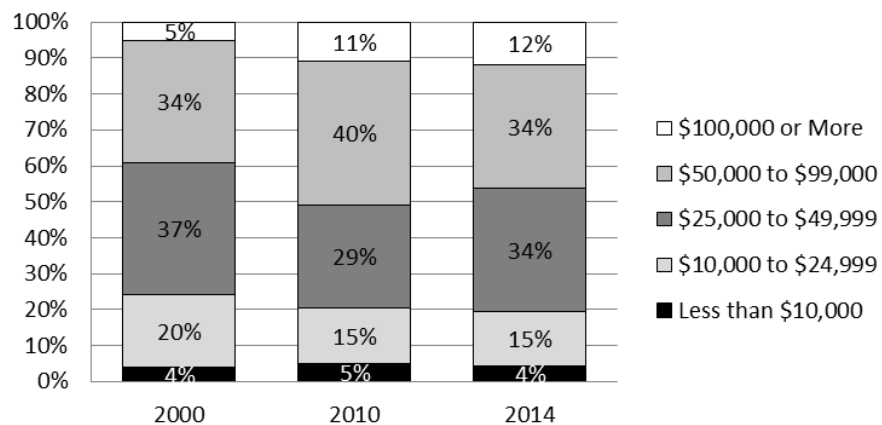
Source: 2000 U.S. Census & U.S Census Bureau American Fact Finder

As of 2014 The City of Central Point had the second highest median income of all cities in Jackson County (Figure 15).

FIGURE 15. 2014 MEDIAN HOUSEHOLD
INCOME

Source: U.S Census Bureau American Fact Finder

4. ASSUMPTIONS FOR FUTURE POPULATION CHANGE

The City's future population projections are from the *Coordinated Population Forecast 2018 through 2068 Jackson County (Appendix A)*. These projections are based on the Cohort-Component method of population forecasting, which essentially relies on trends in age, fertility/births, mortality, and net migration.

As the population of Jackson County continues to age the fertility rate will continue to decline. The decline in the fertility rate will be minimal, dropping from 1.9 in 2015 to 1.8 by 2065[11]. Historically changes in fertility rates have not had a significant impact on the City's population growth. Similarly, the death rate, although increasing is expected to have a minimal impact on population growth over the next twenty years. When these two components are combined the net difference does not yield any significant increases in the population. As previously discussed of all the components of population change migration is the greatest contributor to population growth throughout the planning period. Migration is also the most volatile component and is very sensitive to changes in the economy, both positive and negative.

5. POPULATION PROJECTIONS 2019 to 2039

Over the course of the next twenty (20) years the City of Central Point's population is expected to increase at an average annual rate of 1.5%, taking the population from 19,101 in 2019 to 26,317 in 2039 (Table 1). During this same period the City's percentage of the County population is expected to increase from 8.5% to 9.9%. By 2068 Central Point will be the second largest City in Jackson County[12].

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[11] *Coordinated Population Forecast 2015 through 2065 Jackson County*

[12] *ibid*

**TABLE 1. POPULATION GROWTH PROJECTIONS
CITY OF CENTRAL POINT AND JACKSON COUNTY**

Year	Central Point	Jackson County
2019	19,101	219,270
2020	19,714	235,066
2025	21,035	246,611
2030	22,920	257,256
2035	24,815	263,006
2039	26,317	264,951
Change	**7,216**	**45,681**

Source: 2018 PRC Coordinated Population Forecast, Jackson County

6. PROJECTED POPULATION GROWTH CHARACTERISTICS

The following represents a general overview of the City's and County's population characteristics throughout the 2019-39 planning period. The information is taken from PRC's Coordinated Population Forecast 2018 through 2068, Jackson County.

6.1. **Age Characteristics.**

Based on the projected County age cohorts (Figure 16) the City's population will continue to get older with the 65+ cohort claiming a larger percentage of the population. Although the City has a younger overall population it will experience a similar increase in the 65+ cohort over the next 20-years. The aging of the population will also have an effect on the demand for housing services, ranging from reductions in household size to changing demand for housing types (i.e. senior housing).

**FIGURE 16. COUNTY AGE STRUCTURE
OF THE POPULATION, 2019 vs. 2039**
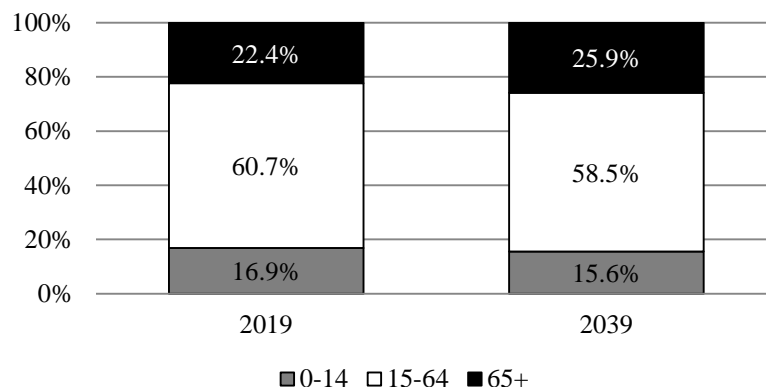
6.2. Growth Rate.

The City's population will continue to grow, but at a decreasing average annual growth rate of 1.5% vs. the 2.9% experienced between 2000 and 2010. Similarly, the County's average annual growth rate is expected to decline to 0.9% vs. 1.1%.

6.3. Percentage Share of County.

As illustrated in Table 2 the City's percentage of the County's population will continue to increase from 8.7% in 2016 to 9.9% by 2039.

6.4. Race & Ethnicity.

The race and ethnicity of both Jackson County and the City of Central Point are expected to continue to diversify. However, over the 20-year planning period the White, non-Hispanic population will remain the dominant race.

6.5. Source of Growth.

The City's primary source of growth will come from net migration (90%+), which is heavily dependent on the economy.

6.6. Household Characteristics.

As illustrated in Figure 11 the average household size has been declining since 1960. For the City of Central Point, the average household size has dropped from 3.42 in 1960, to 2.61 in 2010. It is expected that during the term of the planning period (2016 - 2036) the average household size will continue to decrease, but at a decreasing rate. The City of Central Point Regional Plan Element uses an average household size of 2.5.

6.7. Median Household Income.

Changes in median household income will be a function of the strength of the general economy and the rate of inflation. Time will tell.

7. Population & Demographic Goals & Policies

Goal *- To maintain population and demographic forecasts as the primary data source for developing and implementing plans and programs for management of the City's growth.*

Policy 1 - Population Forecast: *The population data presented in Table 1 is the acknowledged population forecast for the period 2019 through 2039 and is to be used in maintaining and updating the City's Comprehensive Plan. It shall be the responsibility of the City to update the data presented in Table 1 based on the decennial U.S. Census. During the interim census periods adjustments to Table 1 will be based on the latest PRC Forecast (4-year cycle).*

Policy 2 - Average Household Size. *For purposes of calculating household formation, the City will use an average household size of 2.5 for lands within the urban growth boundary. This figure will serve as the basis for determining the number of households expected to be formed throughout the planning period. It shall be the responsibility of the City to periodically monitor and, if necessary, update the average household size through data provided by the U.S. Census Bureau.*

Policy 3 - Household Distribution. *For purposes of calculating household formation, the City will use 70% as the percentage of households that are family households and 30% as Non-Family Households. These figures shall be used in maintaining and updating the City's Comprehensive Plan. It shall be the responsibility of the City to periodically monitor and, if necessary, update the percentage of family households through data provided by the U.S. Census Bureau.*

Policy 4 – Racial and Ethnic Diversity. Racial and Ethnic Diversity. *The City acknowledges the changing racial and ethnic diversity of the community and will continue to develop the strategies and tools necessary to ensure that the benefits of growth meet the needs of all people within the*

community regardless of race or ethnicity.

APPENDIX A *– Coordinated Population Forecast, 2018 Through 2068, Jackson County*