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# Coordinated Population Forecast for Union County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2019-2069

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# Coordinated Population Forecast



**2019**

Through

**2069**

## Union County

Urban Growth  
Boundaries (UGB)  
& Area Outside UGBs

Cover Photo: Catherine Creek, Union County. Gary Halvorson, Oregon State Archives.

**Coordinated Population Forecast for Union County, its Urban  
Growth Boundaries (UGB), and  
Area Outside UGBs  
2019-2069**

**Prepared by  
Population Research Center  
College of Urban and Public Affairs  
Portland State University**

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## How to Read this Report

This report should be read with reference to the documents listed below—downloadable on the Forecast Program website (<http://www.pdx.edu/prc/opfp>).

Specifically, the reader should refer to the following documents:

- *Methods and Data for Developing Coordinated Population Forecasts*—Provides a detailed description and discussion of the forecast methods employed. This document also describes the assumptions that feed into these methods and determine the forecast output.
- *Forecast Tables*—Provides complete tables of population forecast numbers by county and all sub-areas within each county for each five-year interval of the forecast period (2019-2069).

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## **Modified Methodology**

The Population Research Center, in consultation with DLCD, has identified cost savings associated with a modified methodology for the latter half of the 50-year forecast period (years 26 to 50). Based on feedback we have received, a 25-year forecast fulfills most requirements for local planning purposes and, in an effort to improve the cost effectiveness of the program; we will place more focus on years 1 through 25. Additionally, the cost savings from this move will allow DLCD to utilize additional resources for local government grants. To clarify, we use forecast methods to produce sub-area and county populations for the first 25 years and a modified projection method for the remaining 25 years. The description of our forecast methodology can be accessed through the forecast program website ([www.pdx.edu/prc/opfp](http://www.pdx.edu/prc/opfp)), while the summary of our modified projection method is below.

For years 26-50, PRC projects the county population using the annual growth rate from the 24<sup>th</sup>-25<sup>th</sup> year. For example, if we forecast a county to grow 0.4 percent between the 24<sup>th</sup> and 25<sup>th</sup> year of the forecast, we would project the county population thereafter using a 0.4 percent AAGR. To allocate the projected county population to its sub-areas, we extrapolate the change in sub-area shares of county population observed in years 1-25 and apply them to the projected county population.

## **Comparison to Cycle 1 (2015-17)**

To keep up to date with local trends and shifting demands, OPFP regularly updates coordinated population forecasts for Oregon's areas. Beyond the modification to our methodology and additional forecast region (from three regions to four), there are differences between the 2019 updated forecast for Union County and the 2016 version. Overall, the 2019 forecast is lower for Union County for the 25-year period (2019-2044). The county's growth in the years following the recession has been slower than what the 2016 forecast expected. This difference at the beginning of the forecast period carries over through the 25 year forecast for Union County (2019-2044), resulting in a lower forecast. These county-level differences translate to the sub-areas, though our expectations of future sub-area shares of county population are generally consistent with last round. The full breakdown of differences by county and sub-area is stored here: <https://www.pdx.edu/prc/current-documents-and-presentations>.

# Executive Summary

## Historical

Different parts of the County experience different growth patterns. Local trends within UGBs and the area outside them collectively influence population growth rates for the County as a whole. UGBs in Union County include Cove, Elgin, Imbler, Island City, La Grande, North Powder, Summerville, and the city of Union.

Union County's total population grew steadily in the 2000s (**Figure 1**); however, some of its smaller sub-areas experienced faster population growth during this period. Summerville, for example, posted the highest average annual growth rates at 1.4 percent during the 2000 to 2010 period.

The population growth in the 2000s was the result of both net in-migration and natural increase. An aging population not only led to a slight increase in deaths but also resulted in a smaller proportion of women in their childbearing years. This, along with more women having fewer children and having them at older ages has led to births stagnating in recent years. Still, a larger number of births relative to deaths caused a natural increase (more births than deaths) in every year from 2001 to 2017. A waning natural increase combined with sporadic net in-migration has led to slow population growth in the 2000s (**Figure 12**).

## Forecast

Total population in Union County as a whole, as well as within its sub-areas, will likely increase at a quicker pace in the near-term (2019 to 2044) compared to the long-term (**Figure 1**). Slower growth is largely driven by a growing natural decrease that cuts into net in-migration throughout the forecast period. Union County's total population is forecast to grow by roughly 1,300 people over the next 25 years (2019-2044) and by roughly 2,270 over the entire 50-year period (2019-2069).

**Figure 1. Union County and Sub-Areas—Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)**

	Historical			Forecast					
	2000	2010	AAGR (2000-2010)	2019	2044	2069	AAGR (2010-2019)	AAGR (2019-2044)	AAGR (2044-2069)
<b>Union County</b>	<b>24,530</b>	<b>25,748</b>	<b>0.5%</b>	<b>26,343</b>	<b>27,635</b>	<b>28,610</b>	<b>0.2%</b>	<b>0.2%</b>	<b>0.1%</b>
Cove	594	552	-0.7%	552	559	558	0.0%	0.1%	0.0%
Elgin	1,666	1,747	0.5%	1,695	1,845	1,984	-0.3%	0.3%	0.3%
Imbler	284	319	1.2%	337	385	429	0.6%	0.5%	0.4%
Island City	973	1,056	0.8%	1,165	1,349	1,534	1.1%	0.6%	0.5%
La Grande	13,062	13,645	0.4%	13,960	14,570	14,994	0.2%	0.2%	0.1%
North Powder	460	435	-0.6%	423	421	413	-0.3%	0.0%	-0.1%
Summerville	117	135	1.4%	131	139	145	-0.3%	0.2%	0.2%
Union City	1,877	2,107	1.2%	2,141	2,347	2,533	0.2%	0.4%	0.3%
Outside UGBs	5,497	5,752	0.5%	5,940	6,020	6,021	0.3%	0.1%	0.0%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

Note: For simplicity each UGB is referred to by its primary city's name.

## 14-Year Population Forecast

In accordance with House Bill 2254, which streamlined the UGB process based on long-term housing and employment needs, **Figure 2** provides a 14-year population forecast (2019-2033) for the County and its sub-areas. Populations at the 14<sup>th</sup> year of the forecast were interpolated using the average annual growth rate between the 2030-2035 period. The population interpolation template is stored here: <https://www.pdx.edu/prc/current-documents-and-presentations>.

**Figure 2. Union County and Sub-Areas—14-Year Population Forecast**

	<b>2019</b>	<b>2033</b>	<b>14-Year Change</b>	<b>AAGR (2019-2033)</b>
<b>Union County</b>	<b>26,343</b>	<b>27,148</b>	<b>805</b>	<b>0.2%</b>
Cove	552	557	5	0.1%
Elgin	1,695	1,781	86	0.4%
Imbler	337	361	24	0.5%
Island City	1,165	1,257	93	0.5%
La Grande	13,960	14,336	376	0.2%
North Powder	423	420	-3	0.0%
Summerville	131	136	5	0.3%
Union City	2,141	2,263	123	0.4%
Outside UGBs	5,940	6,036	96	0.1%

Sources: Forecast by Population Research Center (PRC).

Note: For simplicity each UGB is referred to by its primary city's name.

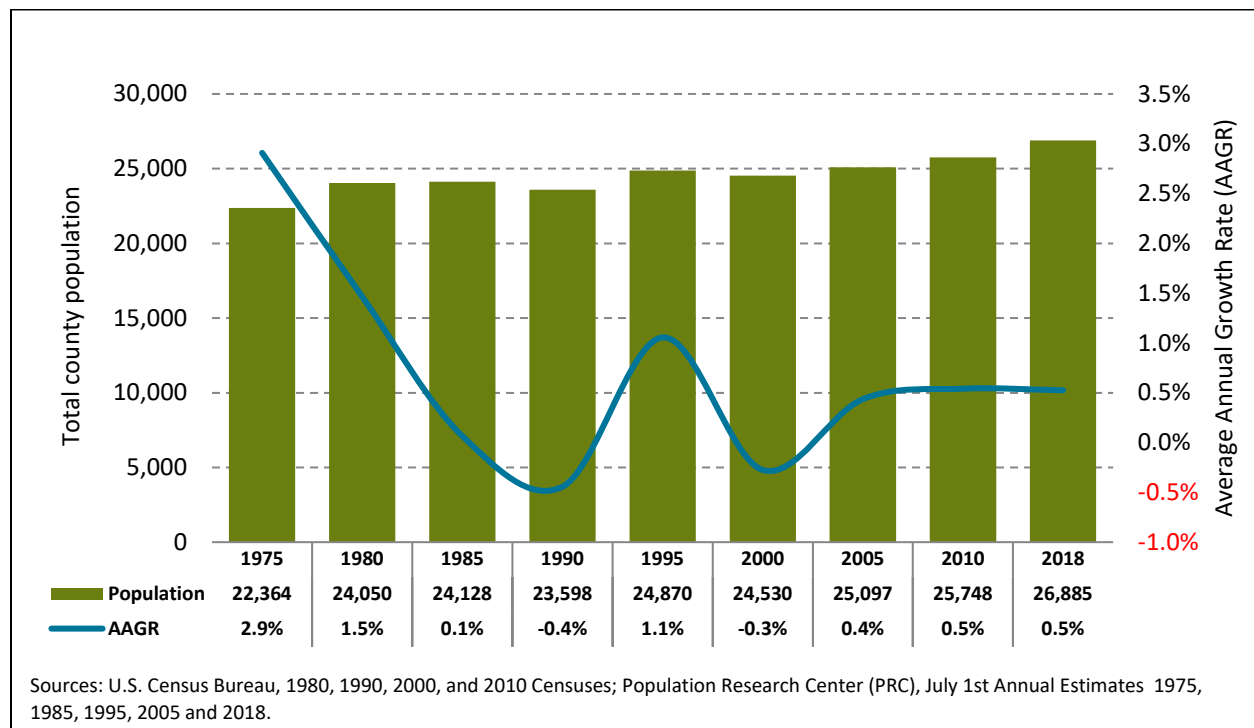
## Historical Trends

Different growth patterns occur in different parts of Union County. Each of Union County’s sub-areas were examined for any significant demographic characteristics or changes in population or housing growth that might influence their individual forecasts. Factors analyzed include age composition of the population, race and ethnicity, births, deaths, migration, the number of housing units, occupancy rate, and persons per household (PPH). It should be noted that population trends of individual sub-areas often differ from those of the County as a whole. However, population growth rates for the County are collectively influenced by local trends within its sub-areas.

### Population

Union County’s total population grew from roughly 22,360 in 1975 to about 26,890<sup>1</sup> in 2018 (Figure 3). During this 40-year period, the County experienced the highest growth rates during the late 1970s, which coincided with a period of relative economic prosperity during the early 1980s, challenging economic conditions, both nationally and within the county, led to declining population growth rates. During the early 1990s population growth rates again increased but challenging economic conditions late in the decade again yielded declines. Following the turn of the century, Union County has experienced steady population growth between 2000 and 2018.

**Figure 3. Union County—Total Population by Five-year Intervals (1975-2018)**



<sup>1</sup> Population Estimates from the Oregon Population Estimates Program (OPEP) may not be consistent with the 2019 population forecast due to different methodologies and data sources.

During the 2000s, Union County’s average annual population growth rate stood at 0.5 percent (**Figure 4**). Imbler, Summerville, and the city of Union recorded average annual growth rates of greater than 1 percent, while population in Elgin and Island City at rates at or slightly above that of the County as a whole. Cove and North Powder experienced minimal population decline during this period, while the outside UGB area experienced moderate population growth.

**Figure 4. Union County and Sub-areas—Total Population and Average Annual Growth Rate (AAGR) (2000 and 2010)<sup>2</sup>**

	2000	2010	AAGR (2000-2010)	Share of County 2000	Share of County 2010	Change (2000-2010)
<i>Union County</i>	24,530	25,748	0.5%	100.0%	100.0%	0.0%
Cove	594	552	-0.7%	2.4%	2.1%	-0.3%
Elgin	1,666	1,747	0.5%	6.8%	6.8%	0.0%
Imbler	284	319	1.2%	1.2%	1.2%	0.1%
Island City	973	1,056	0.8%	4.0%	4.1%	0.1%
La Grande	13,062	13,645	0.4%	53.2%	53.0%	-0.3%
North Powder	460	435	-0.6%	1.9%	1.7%	-0.2%
Summerville	117	135	1.4%	0.5%	0.5%	0.0%
Union City	1,877	2,107	1.2%	7.7%	8.2%	0.5%
Outside UGBs	5,497	5,752	0.5%	22.4%	22.3%	-0.1%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses.

Note: For simplicity each UGB is referred to by its primary city's name.

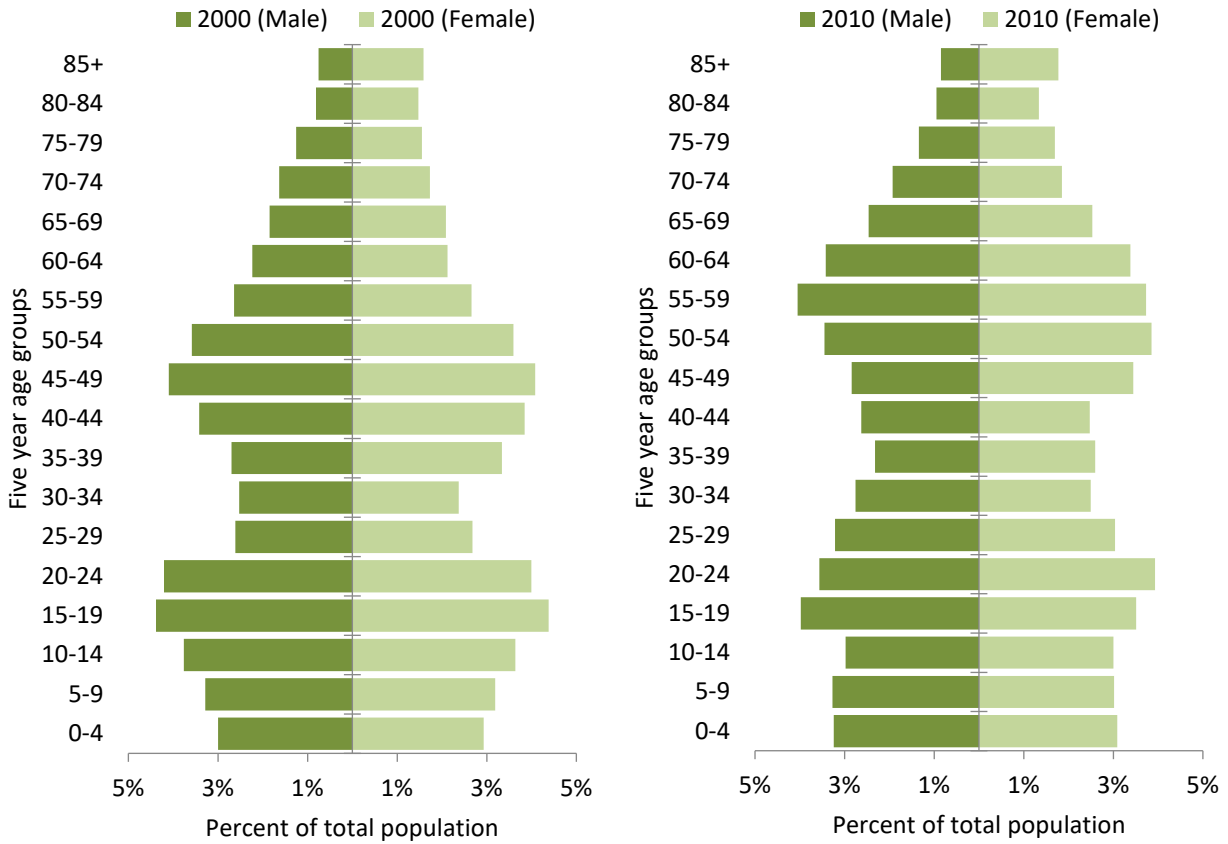
## Age Structure of the Population

Similar to most areas across Oregon, Union County’s population is aging. An aging population significantly influences the number of deaths but also yields a smaller proportion of women in their childbearing years, which may result in a slowdown or decline in births. The shift in the age structure from 2000 to 2010 illustrates this phenomenon (**Figure 5**). Further underscoring the countywide trend in aging—the median age went from about 37.7 in 2000 to 40 in 2010<sup>3</sup>.

<sup>2</sup> When considering growth rates and population growth overall, it should be noted that a slowing of growth rates does not necessarily correspond to a slowing of population growth in absolute numbers. For example, if a UGB with a population of 100 grows by another 100 people, it has doubled in population. If it then grows by another 100 people during the next year, its relative growth is half of what it was before even though absolute growth stays the same.

<sup>3</sup> Median age is sourced from the U.S. Census Bureau’s 2000 and 2010 Censuses.

**Figure 5. Union County—Age Structure of the Population (2000 and 2010)**



Sources: U.S. Census Bureau, 2000 and 2010 Censuses

### Race and Ethnicity

While the statewide population is aging, another demographic shift is occurring across Oregon: minority populations are growing as a share of total population. A growing minority population affects both the number of births and average household size. The Hispanic population share within Union County increased modestly from 2000 to 2010 (Figure 6), while the White; not Hispanic share grew declined over the same time period. This increase in the Hispanic population and other minority populations brings with it several implications for future population change. First, both nationally and at the state level, fertility rates among Hispanic and minority women tend to be higher than among White; not Hispanic women. However, it is important to note more recent trends show these rates are quickly decreasing. Second, Hispanic and minority households tend to be larger relative to White; not Hispanic households.



**Figure 6. Union County—Hispanic or Latino and Race (2000 and 2010)**

**Union County—Hispanic or Latino and Race (2000 and 2010)**

Hispanic or Latino and Race	2000		2010		Absolute Change	Relative Change
<i>Total population</i>	24,530	100.0%	25,748	100.0%	1,218	5.0%
Hispanic or Latino	600	2.4%	1,002	3.9%	402	67.0%
Not Hispanic or Latino	23,930	97.6%	24,746	96.1%	816	3.4%
White alone	22,843	93.1%	23,407	90.9%	564	2.5%
Black or African American alone	117	0.5%	126	0.5%	9	7.7%
American Indian and Alaska Native alone	191	0.8%	255	1.0%	64	33.5%
Asian alone	204	0.8%	204	0.8%	0	0.0%
Native Hawaiian and Other Pacific Islander alone	147	0.6%	223	0.9%	76	51.7%
Some Other Race alone	92	0.4%	49	0.2%	-43	-46.7%
Two or More Races	336	1.4%	482	1.9%	146	43.5%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses.

**Births**

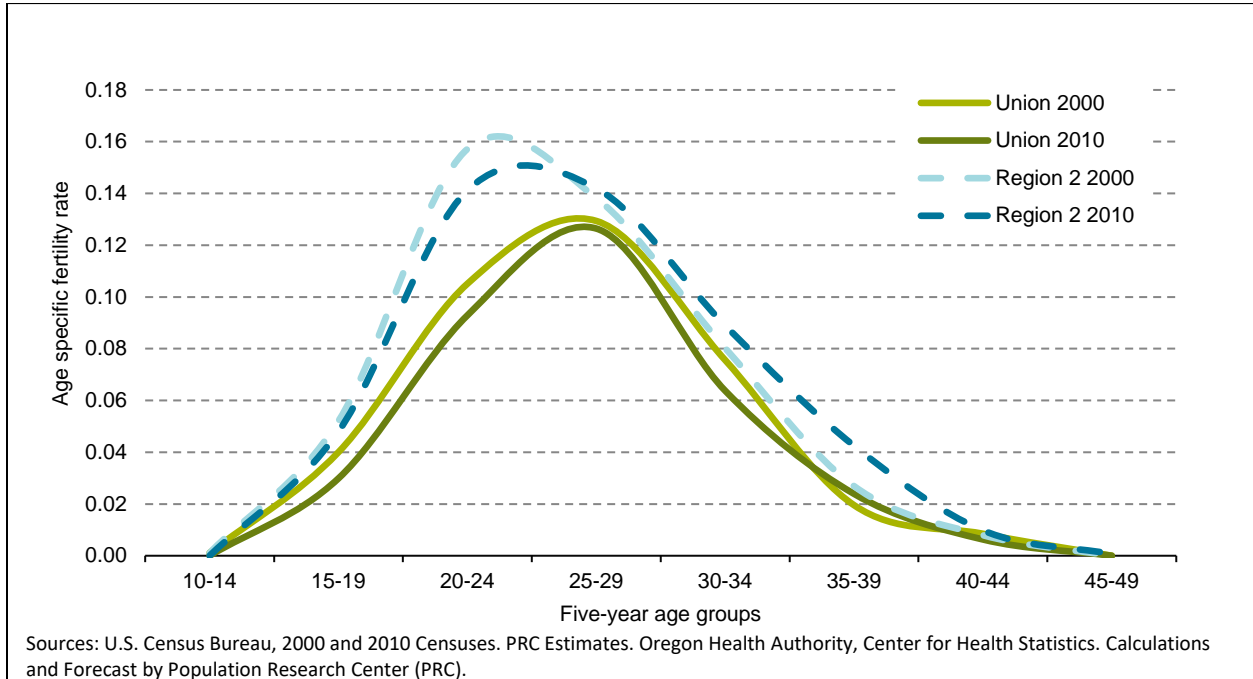
Historic total fertility rates (TFR), or the average number of children that would be born to a woman over her lifetime, for Union County are lower than those of eastern Oregon counties as a whole (Region 2) (**Figure 7**). Total fertility rates were lower in Union County in 2010 compared to 2000 because of delayed childbearing. At the same time, fertility for women over 30 was stable in both Union County and Region 2 (**Figure 8**). While total fertility in Region 2 remains above replacement fertility (2.1), total fertility rates for Union County are below replacement fertility, indicating that future cohorts of women in their birth-giving years will shrink overtime without net in-migration.

**Figure 7. Union County and Region 2—Total Fertility Rates (2000 and 2010)**

	2000	2010
<b>Union County</b>	1.90	1.72
<b>Region 2</b>	2.32	2.37

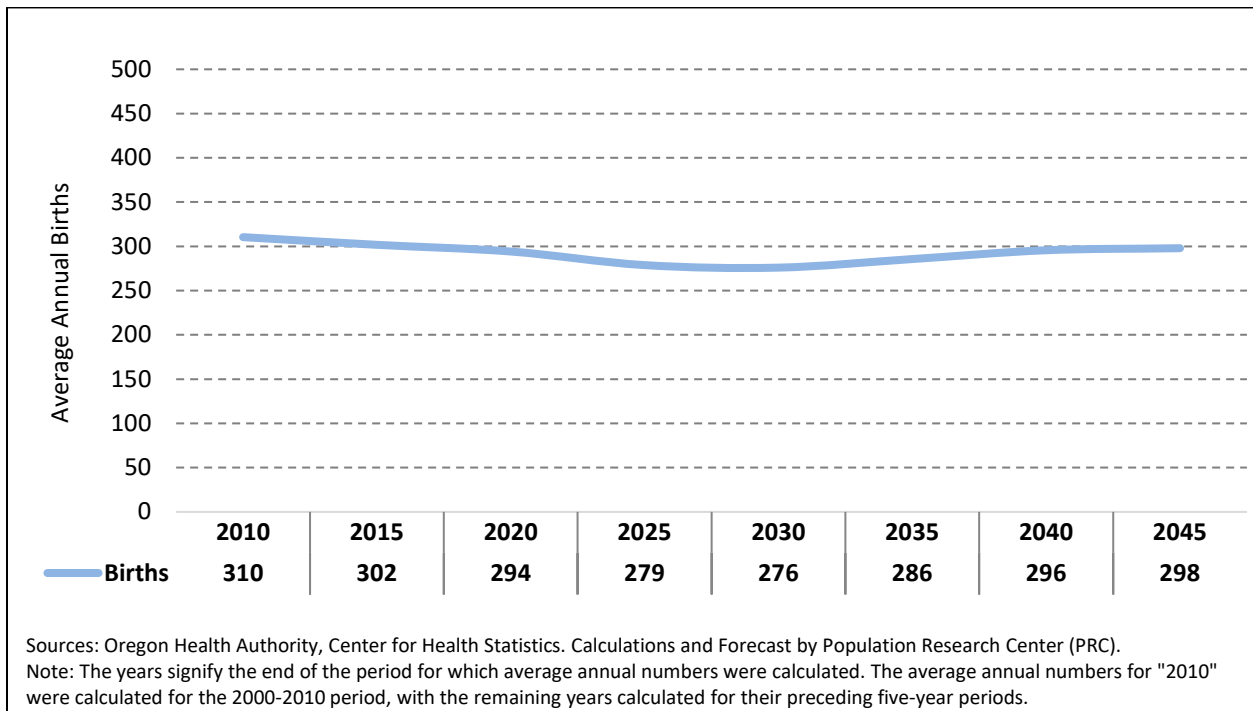
Sources: U.S. Census Bureau, 2000 and 2010 Censuses.  
Oregon Health Authority, Center for Health Statistics.  
Calculations by Population Research Center (PRC).

**Figure 8. Union County and Region 2—Age Specific Fertility Rate (2000 and 2010)**



**Figure 9** shows the number of historic and forecasted births for the county. The number of annual births from 2000-10 to 2010-15 remained relatively unchanged. Due to a shrinking share of women in their birth giving years, births are expected to decline slightly and eventually stabilize.

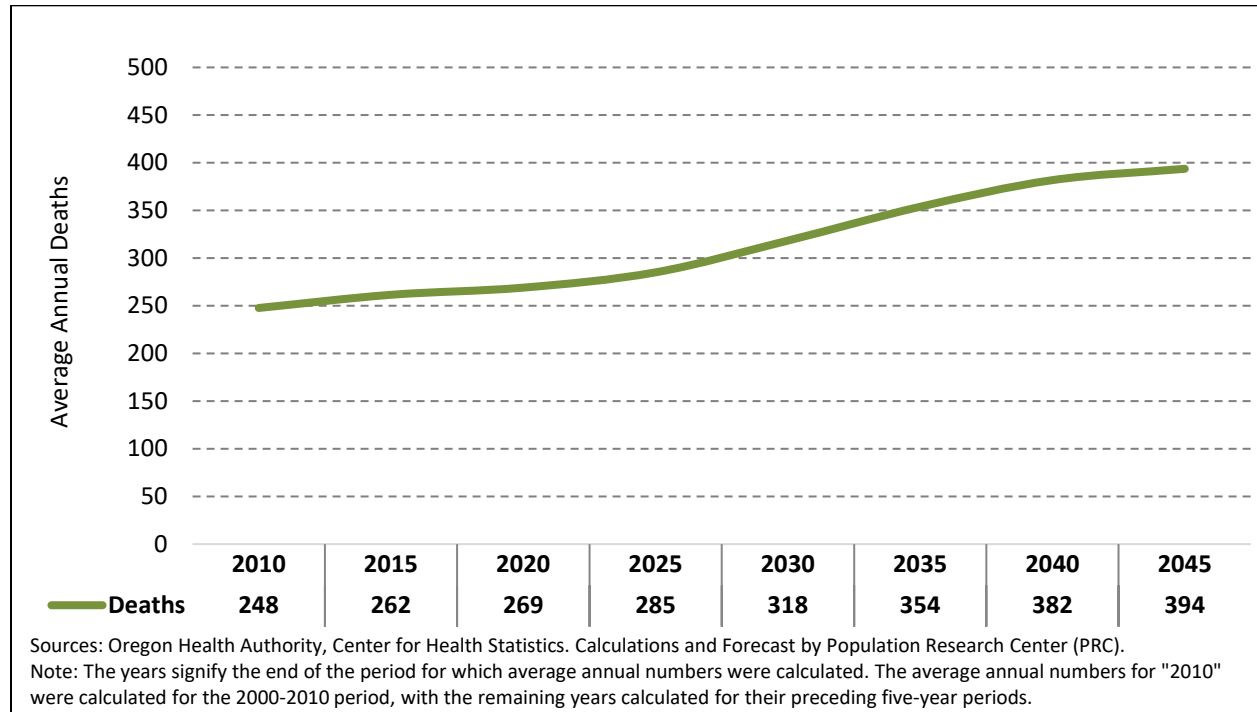
**Figure 9. Union County—Average Annual Births (2010-2045)**



## Deaths

The population in the county, as a whole, is aging and contrary to the statewide trend, people of all ages are not necessarily living longer<sup>4</sup>. For both Union County and eastern Oregon, the survival rates changed little between 2000 and 2010, underscoring the fact that mortality is the most stable component, relative to birth and migration rates, of population change. Average annual deaths increased slightly from 2000-10 and 2010-15 and are expected to increase steadily overtime (**Figure 10**).

**Figure 10. Union County—Average Annual Deaths (2010-2045)**



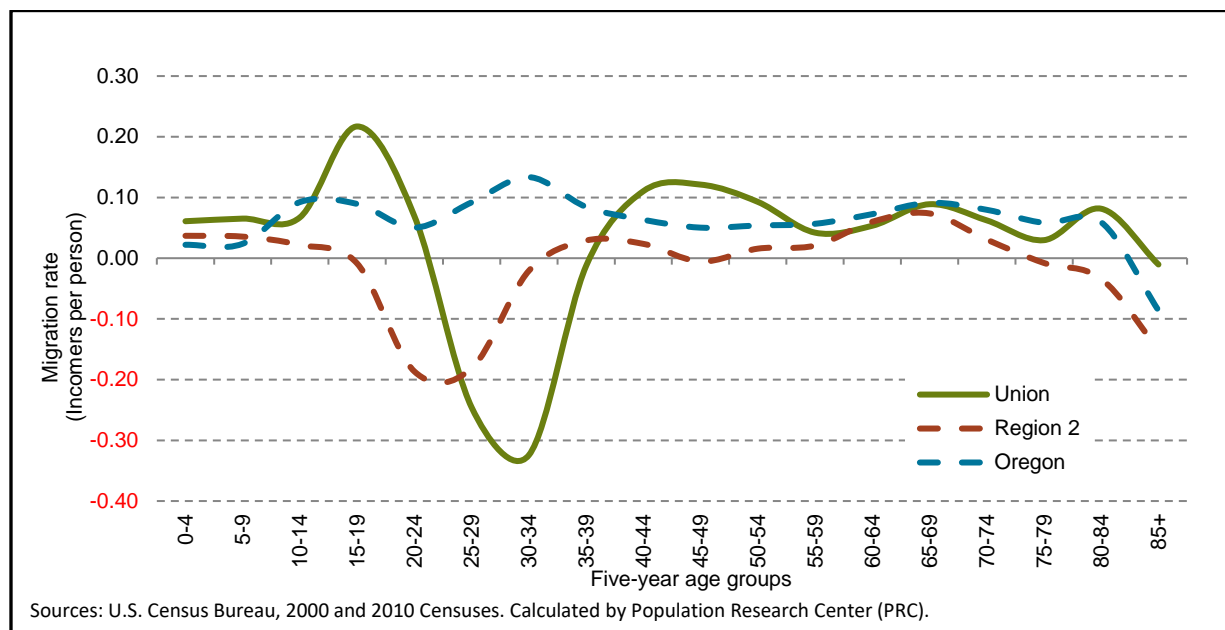
<sup>4</sup> Researchers have found evidence for a widening rural-urban gap in life expectancy. This gap is particularly apparent between race and income groups and may be one explanation for the decline in life expectancy in the 2000s. See the following research article for more information. *Singh, Gopal K., and Mohammad Siahpush. "Widening rural-urban disparities in life expectancy, US, 1969-2009." American Journal of Preventative Medicine 46, no. 2 (2014): e19-e29.*

## Migration

The propensity to migrate is strongly linked to age and stage of life. As such, age-specific migration rates are critically important for assessing these patterns across five-year age cohorts. **Figure 11** shows the historical age-specific migration rates by five-year age group for Union County, eastern Oregon (Region 2), and Oregon. The migration rate is shown as the number of net migrants per person by age group.

Union County's migration rates reflect the draw of the educational institutions in the area. College-aged individuals (15-24) move to the County seeking higher education, but then move away in their 30s to start families or find employment opportunities. Additionally, net in-migration of middle-aged individuals and retirees has contributed to the steady increase of deaths in the 00s and 10s.

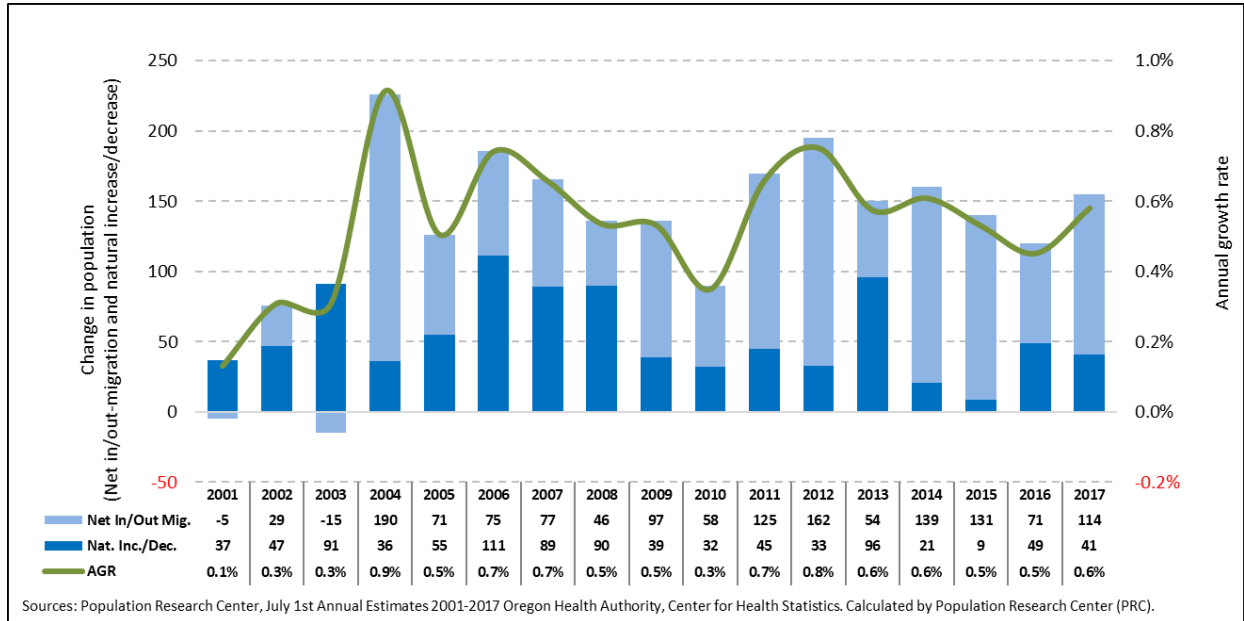
**Figure 11. Union County, Region 2, and Oregon—Age Specific Migration Rates (2000-2010)**



## Historical Trends in Components of Population Change

In summary, Union County’s positive population growth during the 2000s was the result of both sporadic net in-migration and sustained natural increase (**Figure 12**). While net migration fluctuated, especially during the early years of the last decade, Union County has experienced net in-migration every year since 2002. Combined with natural increase, net in-migration has led to steady growth during the 2000s.

**Figure 12. Union County—Components of Population Change (2001-2017)<sup>5</sup>**



<sup>5</sup> Annual net in/out-migration estimates are based on population estimates from the Oregon Population Estimates Program. As such, migration assumptions for the 2019 population forecast may not be consistent with assumptions from OPEP.

## Housing and Households

Housing unit growth in Union County slowed with the onset of the Great Recession in 2008. Over the entire 2000 to 2010 period, the total number of housing units increased by 8.4 percent countywide; this was more than 880 new housing units (**Figure 13**). Over a third of the new housing units (301) were built in La Grande, accounting for a 5.3 percent increase to the total housing stock within the UGB. Elgin and the city of Union also saw large increases in housing units of 13.1 percent and 15.6 percent, respectively. Housing unit growth in the outside UGB area accounts for an additional third of new housing units built in the county, increasing as a share of countywide units by 0.7 percent. All other UGBs experienced moderate growth in housing units during the 2000 to 2010 period.

Housing growth rates may differ from population growth rates because (1) the numbers of total housing units are fewer than the numbers of people; (2) the UGB has experienced changes in the average number of persons per household; or (3) occupancy rates have changed (typically most pronounced in coastal locations with vacation-oriented housing).

**Figure 13. Union County and Sub-Areas—Total Housing Units (2000 and 2010)**

	2000	2010	AAGR (2000-2010)	Share of County 2000	Share of County 2010	Change (2000-2010)
<i>Union County</i>	10,603	11,489	0.8%	100.0%	100.0%	0.0%
Cove	247	257	0.4%	2.3%	2.2%	-0.1%
Elgin	703	795	1.2%	6.6%	6.9%	0.3%
Imbler	111	125	1.2%	1.0%	1.1%	0.0%
Island City	393	443	1.2%	3.7%	3.9%	0.1%
La Grande	5,701	6,002	0.5%	53.8%	52.2%	-1.5%
North Powder	202	210	0.4%	1.9%	1.8%	-0.1%
Summerville	47	50	0.6%	0.4%	0.4%	0.0%
Union City	802	927	1.5%	7.6%	8.1%	0.5%
Outside UGBs	2,397	2,680	1.1%	22.6%	23.3%	0.7%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses

Note: For simplicity each UGB is referred to by its primary city's name.

Average household size, or persons per household (PPH), in Union County was 2.4 in 2000 and 2010 (**Figure 14**). Union County’s PPH in 2010 was slightly lower than Oregon’s as a whole, which had a PPH of 2.5. PPH varied across the sub-areas, with the highest in Summerville at 3.0 and the lowest in both Cove and La Grande at 2.3. In general, areas with an older or aging population will, more often than not, experience a decline in PPH over time

Occupancy rates tend to fluctuate more than PPH. This is particularly true in smaller UGBs where fewer housing units allow for larger relative changes in occupancy rates. From 2000 to 2010, the occupancy rate in Union County decreased slightly (**Figure 14**). A slight drop in occupancy rates was uniform across a majority of sub-areas. Three sub-areas deviated from the countywide trend of declining occupancy rates; Elgin, Imbler, and Island City saw marginal increases in their occupancy rates between 2000 and 2010.

**Figure 14. Union County and Sub-Areas—Persons per Household (PPH) and Occupancy Rate**

	Persons Per Household (PPH)			Occupancy Rate		
	2000	2010	Change 2000-2010	2000	2010	Change 2000-2010
<i>Union County</i>	2.4	2.4	-2.8%	91.9%	91.4%	-0.5%
Cove	2.6	2.3	-10.6%	93.5%	93.4%	-0.1%
Elgin	2.6	2.4	-7.3%	91.3%	91.8%	0.5%
Imbler	2.7	2.7	-0.8%	95.5%	96.0%	0.5%
Island City	2.6	2.5	-5.1%	95.4%	95.9%	0.5%
La Grande	2.3	2.3	-0.4%	93.5%	93.2%	-0.3%
North Powder	2.6	2.4	-7.5%	87.6%	86.2%	-1.4%
Summerville	2.6	3.0	15.4%	95.7%	90.0%	-5.7%
Union City	2.5	2.5	-2.2%	93.1%	92.0%	-1.1%
Outside UGBs	2.6	2.5	-6.0%	87.0%	86.3%	-0.8%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses. Calculated by Population Research Center (PRC)

Note: For simplicity each UGB is referred to by its primary city's name.

## Assumptions for Future Population Change

Evaluating past demographic trends provides clues about what the future will look like and helps determine assumptions of likely scenarios for population change. Assumptions about fertility, mortality, and migration were developed for Union County's forecast and for each of its larger sub-areas<sup>6</sup>.

Population change for smaller sub-areas is determined by the change in the number of total housing units, PPH, occupancy rates, and group quarters population. Assumptions around these components of growth are derived from observations of historic building patterns, current plans for future housing development, and household demographics.

Union County's larger sub-area is La Grande, while smaller sub-areas include Cove, Elgin, Imbler, Island City, North Powder, Summerville, the city of Union, and the outside UGB area.

### Assumptions for the County and Larger Sub-Areas

From 2000 to 2010, Union County experienced 627 more births than deaths, causing a natural increase. This population growth was magnified by net in-migration (591 persons), which resulted in a population increase of 1,218 people during the 2000 to 2010 period. We expect natural increases to wane over time, slowing population growth throughout the forecast period.

During the forecast period, the population in Union County is expected to age more quickly during the first half of the forecast period and then remain relatively stable over the forecast horizon. The total fertility rate is expected to remain stable throughout the forecast period (1.97 in 2019 and 1.96 in 2044), though births will stagnate due to a net out-migration of young adults. Our assumptions of fertility for the county's larger sub-areas vary and are detailed in Appendix B.

Changes in survival rates are more stable than fertility and migration rates; overall life expectancy is expected to increase slightly over the forecast period. In spite of this trend, Union County's aging population will increase the overall number of deaths throughout the forecast period.

Migration is the most volatile and challenging demographic component to forecast due to the many factors influencing migration patterns. Economic, social, and environmental factors such as employment, educational opportunities, housing availability, family ties, cultural affinity, climate change, and natural amenities occurring both inside and outside the study area can affect both the direction and the volume of migration.

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<sup>6</sup>County sub-areas with populations greater than 7,000 in the forecast launch year were forecast using the cohort-component method. County sub-areas with populations less than 7,000 in forecast launch year were forecast using the housing-unit method. See Glossary of Key Terms at the end of this report for a brief description of these methods or refer to the *Methods* document for a more detailed description of these forecasting techniques.



We assume rates will change in line with historic trends unique to Union County. Net out-migration of young adults and net in-migration of middle-aged individuals and retirees will persist throughout the forecast period. We assume that as deaths rise over time, net in-migration will increase with home turnover rates. Specifically, countywide average annual net in-migration is expected to increase from 44 net in-migrants in 2019 to 134 net in-migrants in 2044. A growing natural decrease is expected to curb net in-migration, which results in slow population growth.

### **Assumptions for Smaller Sub-Areas**

Rates of population growth for the smaller UGBs are determined by corresponding growth in the number of housing units as well as changes in housing occupancy rates and PPH. The change in housing unit growth is much more variable than change in housing occupancy rates or PPH.

We assume occupancy rates and PPH will remain relatively stable over the forecast period. Smaller household size is associated with an aging population in Union County and its sub-areas.

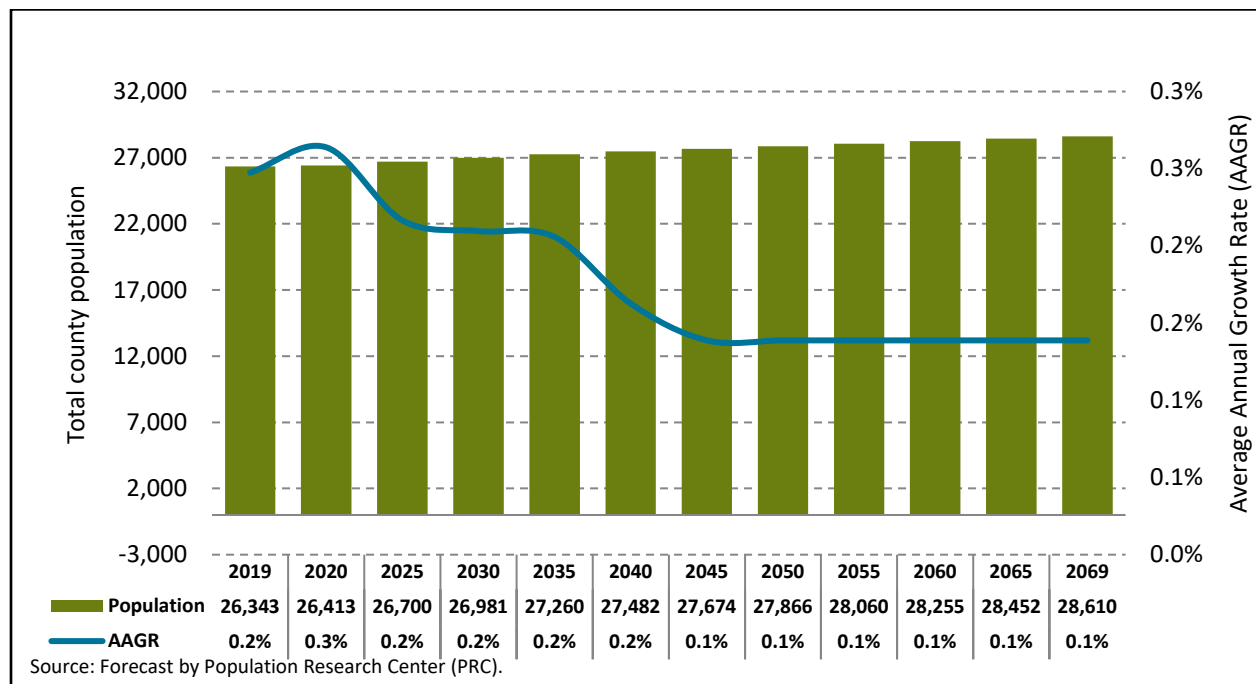
If planned housing units were reported in the surveys, we accounted for them being constructed over the next 5-15 years (or as specified by local officials). Finally, for sub-areas where population growth has been flat or declining, and there is no planned housing construction, we temper population change.

## Forecast Trends

Under the most-likely population growth scenario for Union County, we expect minimal change to countywide and sub-area populations over the forecast period. The countywide population growth rate is forecast to peak in 2020 and then slowly decline throughout the forecast period.

Union County’s total population is forecast to increase by roughly 2,270 persons (8.6 percent) from 2019 to 2069, which translates into a total countywide population of 28,610 in 2069 (**Figure 15**). The population is forecast to grow at the highest rate—0.3 percent—during the near-term (2019-2020).

**Figure 15. Union County—Total Forecast Population by Five-year Intervals (2019-2069)**



Union County’s largest UGB, La Grande, is forecast to experience a population growth of more than 600 people from 2019 to 2044 and 425 people from 2044 to 2069 (**Figure 16**). This AAGR of 0.2 percent from 2019 to 2044 and 0.1 percent from 2044 to 2069 matched the countywide forecasted AAGR.

**Figure 16. Union County and Larger Sub-Areas—Forecast Population and AAGR**

	2019	2044	2069	AAGR (2019-2044)	AAGR (2044-2069)	Share of County 2019	Share of County 2044	Share of County 2069
Union County	26,343	27,635	28,610	0.2%	0.1%	--	--	--
La Grande	13,960	14,570	14,994	0.2%	0.1%	53.0%	52.7%	52.4%
Outside UGBs	5,940	6,020	6,021	0.1%	0.0%	22.5%	21.8%	21.0%

Source: Forecast by Population Research Center (PRC)

Note: For simplicity each UGB is referred to by its primary city's name.

Although meager, the smaller UGBs are expected to have growth—at an average AAGR of 0.3 percent combined AAGR—in both the first and second halves of the forecast (**Figure 17**). The smaller UGBs are expected to grow by a combined number of roughly 600 people from 2019 to 2044, and another 550 people from 2044 to 2069.

**Figure 17. Union County and Smaller Sub-Areas—Forecast Population and AAGR**

	2019	2044	2069	AAGR (2019-2044)	AAGR (2044-2069)	Share of County 2019	Share of County 2044	Share of County 2069
<b>Union County</b>	<b>26,343</b>	<b>27,635</b>	<b>28,610</b>	<b>0.2%</b>	<b>0.1%</b>	--	--	--
Cove	552	559	558	0.1%	0.0%	2.1%	2.0%	1.9%
Elgin	1,695	1,845	1,984	0.3%	0.3%	6.4%	6.7%	6.9%
Imbler	337	385	429	0.5%	0.4%	1.3%	1.4%	1.5%
Island City	1,165	1,349	1,534	0.6%	0.5%	4.4%	4.9%	5.4%
North Powder	423	421	413	0.0%	-0.1%	1.6%	1.5%	1.4%
Summerville	131	139	145	0.2%	0.2%	0.5%	0.5%	0.5%
Union City	2,141	2,347	2,533	0.4%	0.3%	8.1%	8.5%	8.9%
Outside UGBs	5,940	6,020	6,021	0.1%	0.0%	22.5%	21.8%	21.0%

Source: Forecast by Population Research Center (PRC)

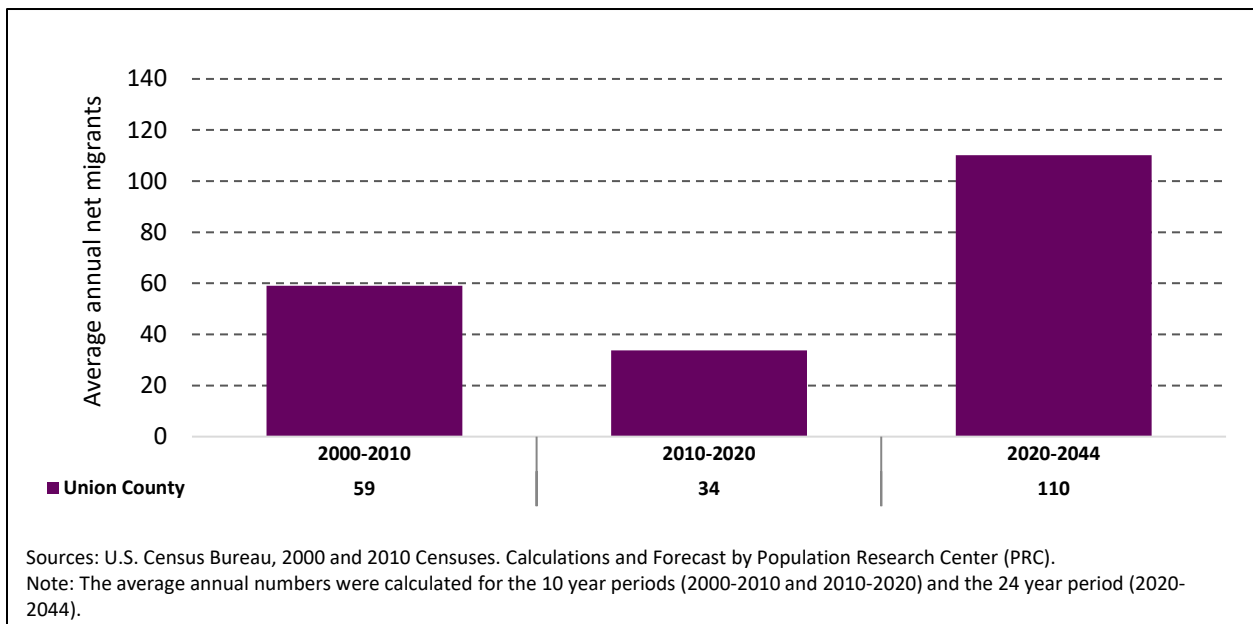
Note: For simplicity each UGB is referred to by its primary city's name.

As PPH and occupancy rates decline, we expect minimal growth for the outside UGB area and a corresponding decline in its share of the County's population from 22.5 percent to 21.0 percent from 2019 to 2069. La Grande's share is forecast to decline slightly from 53.0 percent in 2019 to nearly 52.4 percent in 2069, while shares for most of the smaller sub-areas is expected to increase or remain stable. Island City is expected to experience the largest increase in its share from 2019 to 2069 (1.0 percent).

## Forecast Trends in Components of Population Change

As previously discussed, the number of in-migrants is forecast to outweigh the number of out-migrants in Union County, creating a positive net in-migration of new residents that is expected to persist throughout the forecast period as housing turnover increases with deaths. Furthermore, the average annual net in-migration is forecast to increase from the near-term rate of 34 individuals (2010-2020) to 110 individuals later in the forecast (2020-2044) (Figure 18). The majority of these net in-migrants are expected to be middle-aged and older individuals.

Figure 18. Union County—Average Annual Net In/Out-Migration (2000-2010, 2010-2020, and 2020-2044)



In addition to net in-migration, the other key component shaping Union County’s forecasted population is the aging population. From 2019 to 2030, the proportion of the County population 65 years of age or older is forecast to grow from roughly 22.0 percent to 26.3 percent, and to maintain that proportion through 2044 (Figure 19). For a more detailed look at the age structure of Union County’s population, see the final forecast table published to the forecast program website (<https://www.pdx.edu/prc/current-documents-and-presentations>).

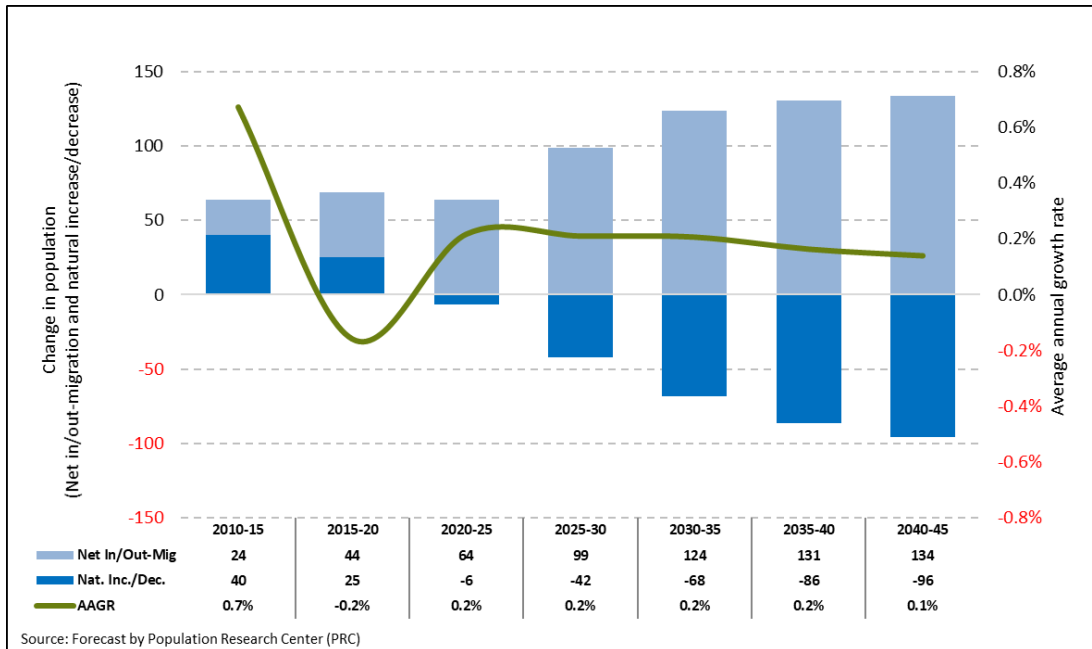
**Figure 19. Union County—Age Structure of the Population (2019, 2030, and 2044)**



Source: Forecast by Population Research Center (PRC)

In summary, the County population is expected grow slowly over the next 25 years (**Figure 20**). While the majority of the growth in the past has come from consistent natural increase, the rapidly aging population and subsequently the higher number of deaths forecast to occur, will produce a natural decrease in the near future. However, new residents moving to Union County are expected to offset this decline, resulting in population growth throughout the forecast period.

**Figure 20. Union County—Components of Population Change (2010-2045)<sup>7</sup>**



Source: Forecast by Population Research Center (PRC)

<sup>7</sup> 2010-15 components are based on population estimates from the Oregon Population Estimates Program. As such, natural increase/decrease and net in/out-migration for that period may not be consistent with the 2019 forecast assumptions.

## Glossary of Key Terms

**Cohort-Component Method:** A method used to forecast future populations based on changes in births, deaths, and migration over time.

**Coordinated population forecast:** A population forecast prepared for the County along with population forecasts for its urban growth boundary (UGB) areas and non-UGB area.

**Housing unit:** A house, apartment, mobile home or trailer, group of rooms, or single room that is occupied or is intended for occupancy.

**Housing-Unit Method:** A method used to forecast future populations based on changes in housing unit counts, vacancy rates, the average numbers of persons per household (PPH), and group quarter population counts.

**Occupancy rate:** The proportion of total housing units that are occupied by an individual or group of persons.

**Persons per household (PPH):** The average household size (i.e. the average number of persons per occupied housing unit).

**Replacement Level Fertility:** The average number of children each woman needs to bear in order to replace the population (to replace each male and female) under current mortality conditions in the U.S. This is commonly estimated to be 2.1 children per woman.

## Appendix A: Surveys and Supporting Information

Supporting information is based on planning documents and reports, and from submissions to PRC from city officials and staff, and other stakeholders. The information pertains to characteristics of each city area, and to changes thought to occur in the future. The cities of Cove, Elgin, Imbler, and La Grande did not submit survey responses.

General Survey for Oregon Population Forecast Program	
Jurisdiction: City of Island City	Date: December 11, 2018
Observations about Population Composition (e.g. children, the elderly, racial and ethnic groups)	
Observations about Housing	We have had quite a few new homes be built in the last few years
Planned Housing Dev./Est. Year Completion (for detailed information submissions please use the Housing Development Survey)	There is one planned development of 3 duplexes applied for, however there has been no construction started
Planned future construction of Group Quarters facilities	
Future Employers Locating to the Area	There are two large employers(10+ employees) moving into Island City in 2019.
Capacity and condition of infrastructure to accommodate growth.	Streets are being maintained to help with any growth
Any Promotions (promos) and Hindrances (hinders) to Population Growth; Other notes	
Highlights or summary from planning documents and studies on influences and anticipation of population and housing growth (including any plans for UGB expansion and the stage in the expansion process)	
Comments?	

Karen Howton

City of Island City

City Recorder

*Name*

*Organization*

*Title*

# General Survey for Oregon Population Forecast Program

Jurisdiction: City of North Powder Date: October 29 , 2018

Observations about Population Composition (e.g. children, the elderly, racial and ethnic groups)	About ¼ of our population is retired. The remainder of the population is showing an increase in Hispanics.
Observations about Housing	Very little available housing.
Planned Housing Dev./Est. Year Completion (for detailed information submissions please use the Housing Development Survey)	None
Planned future construction of Group Quarters facilities	None
Future Employers Locating to the Area	None that we are aware of.
Capacity and condition of infrastructure to accommodate growth.	Have several single wide manufactured homes and older homes in poor condition. Very little interest in building new. Most interest is in renting.
Any Promotions (promos) and Hindrances (hinders) to Population Growth; Other notes	No promotions. Hindrances to population growth – Very little employment opportunities. A large portion of the population is low or fixed income.
Do you have a buildable lands inventory for your area/UGB? If yes, it would be helpful if you could please share it with our center in GIS format.	Some buildable lands but a big part of it is not available. Meaning, there are a lot of homes that sit on two or more platted lots and the property owners are not interested in dividing their lots.
Highlights or summary from planning documents and studies on influences and anticipation of population and housing growth (including any plans for UGB expansion and the stage in the expansion process)	
Comments?	

Beth Wendt

City of North Powder

City Recorder

*Name*

*Organization*

*Title*



**Jurisdiction:** City of Summerville; **Date:** December 4, 2018

The City of Summerville has no information to share.

*Name:* Sheri Rogers; *Organization:* City of Summerville; *Title:* Mayor

General Survey for Oregon Population Forecast Program	
Jurisdiction: City of Union <span style="float: right;">Date: November 13, 2018</span>	
Observations about Population Composition (e.g. children, the elderly, racial and ethnic groups)	Aging population, school population increased this year by 30 kids, not much for racial diversity.
Observations about Housing	Rental housing is very tight and spendy for what you get.
Planned Housing Dev./Est. Year Completion (for detailed information submissions please use the Housing Development Survey)	0
Planned future construction of Group Quarters facilities	0
Future Employers Locating to the Area	1
Capacity and condition of infrastructure to accommodate growth.	Constantly updating
Any Promotions (promos) and Hindrances (hinders) to Population Growth; Other notes	Availability of quality land
Highlights or summary from planning documents and studies on influences and anticipation of population and housing growth (including any plans for UGB expansion and the stage in the expansion process)	No recent studies.
Comments?	

Doug Wiggins	City of Union	City Administrator
<i>Name</i>	<i>Organization</i>	<i>Title</i>

## **Appendix B: Specific Assumptions**

### **Cove**

We assume steady housing unit growth rates will taper throughout the forecast period. We assume the occupancy rate to be stable at 93.4 percent while persons per household (PPH) will decline from 2.20 to 1.94 for the 25-year horizon. There is no group quarters population in this sub-area.

### **Elgin**

We assume steady housing unit growth throughout the forecast period. We assume the occupancy rate to be stable at 91.8 percent while persons per household (PPH) will decline from 2.29 to 2.14 for the 25-year horizon. There is no group quarters population in this sub-area.

### **Imbler**

We assume steady housing unit growth throughout the forecast period. We assume the occupancy rate will decline from 98.0 percent to 96.0 percent and persons per household (PPH) will decline slightly from 2.64 to 2.59 for the 25-year horizon. There is no group quarters population in this sub-area.

### **Island City**

We assume strong housing unit growth rates will taper throughout the forecast period. We assume the occupancy rate to be stable at 95.9 percent while persons per household (PPH) will decline from 2.41 to 2.22 for the 25-year horizon. We assume the group quarters population to remain at 2.

### **La Grande**

We assume total fertility rates will decline slightly throughout the forecast period as women under 25 continue to have fewer children. We assume forecasted trends in survival rates to be the same as those for the County as a whole; these rates are expected to increase slightly for the 65+ population over the 25 year horizon. Age specific net migration rates are generally in line with county patterns.

### **North Powder**

We assume the housing unit growth to be slow, but stable throughout the forecast period. We assume the occupancy rate to be stable at 86.2 percent while persons per household (PPH) will decline from 2.30 to 2.11 for the 25-year horizon. There is no group quarters population in this sub-area.

### **Summerville**

We assume the housing unit growth to be slow, but stable throughout the forecast period. We assume the occupancy rate to be stable at 90.0 percent while persons per household (PPH) will decline from 2.90 to 2.65 for the 25-year horizon. There is no group quarters population in this sub-area.

**The City of Union**

We assume steady housing unit growth throughout the forecast period. We assume the occupancy rate to be stable at 92.0 percent while persons per household (PPH) will decline from 2.43 to 2.32 for the 25-year horizon. We assume the group quarters population to remain at 11.

**Outside UGBs**

We assume steady housing unit growth throughout the forecast period. We assume the occupancy rate declines slightly from 85.8 percent to 85.3 percent and persons per household (PPH) will decline from 2.43 to 2.21 for the 25-year horizon. We assume the group quarters population to remain at 11.

## Appendix C: Detailed Population Forecast Results

Figure 21. Union County—Population by Five-Year Age Group

<b>Population Forecasts by Age</b>							
<b>Group / Year</b>	<b>2019</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>	<b>2044</b>
00-04	1,528	1,515	1,440	1,433	1,488	1,540	1,550
05-09	1,661	1,643	1,592	1,521	1,518	1,576	1,621
10-14	1,683	1,700	1,624	1,583	1,517	1,515	1,562
15-19	1,890	1,908	2,020	1,941	1,897	1,817	1,817
20-24	1,710	1,684	1,785	1,902	1,833	1,791	1,733
25-29	1,305	1,285	1,202	1,337	1,488	1,470	1,445
30-34	1,422	1,376	1,283	1,229	1,400	1,557	1,544
35-39	1,522	1,574	1,342	1,256	1,209	1,375	1,499
40-44	1,394	1,408	1,678	1,440	1,351	1,300	1,442
45-49	1,393	1,399	1,480	1,774	1,525	1,432	1,389
50-54	1,465	1,420	1,462	1,555	1,869	1,606	1,528
55-59	1,691	1,654	1,421	1,468	1,569	1,886	1,668
60-64	1,890	1,858	1,672	1,445	1,496	1,600	1,855
65-69	1,890	1,942	1,807	1,635	1,416	1,467	1,547
70-74	1,470	1,551	1,781	1,669	1,515	1,309	1,349
75-79	998	1,038	1,377	1,589	1,498	1,362	1,205
80-84	671	685	869	1,160	1,339	1,269	1,180
85+	761	773	868	1,044	1,334	1,609	1,700
<b>Total</b>	<b>26,343</b>	<b>26,413</b>	<b>26,700</b>	<b>26,981</b>	<b>27,260</b>	<b>27,482</b>	<b>27,635</b>

Figure 22. Union County's Sub-Areas—Total Population

<b>Area / Year</b>	<b>2019</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>	<b>2045</b>	<b>2050</b>	<b>2055</b>	<b>2060</b>	<b>2065</b>	<b>2069</b>
Union County	26,343	26,413	26,700	26,981	27,260	27,482	27,674	27,866	28,060	28,255	28,452	28,610
Cove	552	553	554	557	557	559	559	558	556	556	557	558
Elgin	1,695	1,697	1,723	1,761	1,794	1,825	1,850	1,879	1,914	1,941	1,965	1,984
Imbler	337	340	347	355	365	376	387	396	408	416	423	429
Island City	1,165	1,171	1,180	1,230	1,276	1,319	1,357	1,396	1,445	1,480	1,510	1,534
La Grande	13,960	13,998	14,148	14,271	14,380	14,491	14,590	14,671	14,746	14,832	14,922	14,994
North Powder	423	424	422	419	420	421	421	419	415	414	413	413
Summerville	131	132	134	136	137	138	140	141	142	143	144	145
Union City	2,141	2,150	2,192	2,240	2,279	2,318	2,355	2,394	2,439	2,475	2,507	2,533
Outside UGB Area	5,940	5,947	6,000	6,012	6,052	6,035	6,016	6,012	5,995	5,998	6,011	6,021