

THE CITY OF
PORTLAND



OREGON

February 22, 1978

OFFICE OF
PLANNING AND DEVELOPMENT

MIKE LINDBERG
ADMINISTRATOR

1220 S.W. FIFTH AVE.
PORTLAND, OR 97204
503 248-4579

MEMORANDUM

To: Mike Kaiel, OMS
From: Mike Lindberg *MLB*
Subject: Population Work Program

Mike, I don't see any major responsibilities for you with respect to the work program, although, as we continue to work on the challenge of 1975 estimates, there may be information needed from you and others.

It would be very helpful if you could write up a brief list of population items/data/questions/answers which your office has. This could get an information flow going between various City staff and would be helpful to our 78-79 work outline.

Thanks for all your help.

cc: Don Mazziotti

ML:DM:rg

RECEIVED
FEB 23 1978
OFFICE OF PLANNING AND DEVELOPMENT

THE CITY OF
PORTLAND



OREGON

OFFICE OF
PLANNING AND DEVELOPMENT
MIKE LINDBERG
ADMINISTRATOR

POLICY DEVELOPMENT
AND RESEARCH
DON MAZZIOTTI
CHIEF

620 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204
(503) 248-4293

*file -
Don Mazziotti
folder*

December 1, 1978

MEMORANDUM

To: Neil Golschmidt

From: Don Mazziotti *DM*

Subject: Portland Population Estimates

On December 15, PSU Population and Census Center will certify new population figures for Portland and other cities and counties in the State.

Our figures will show an approximate 20,000 - 22,000 person loss over the last year and a much smaller household size than anyone anticipated. The household size figures are of great concern because they indicate a more rapid decline of families than previously thought, although they are comparable to other central cities.

We have put together and have been working on for the past five days a work program to examine the figures and methodology and we are conducting an in-house study of household size for homes built in Portland over the past two years.

There are some things which can and should be done:

1. Policy staff should be directed to challenge the PSU figures and undertake a special study between now and March 15.
2. A population strategy for the City must be developed.
3. The marketing program must receive strong and immediate support from Council and be directed at industry in addition to real estate and bank communities.
4. Substandard lot, PUD and subdivision ordinances must be put into effect as soon as possible, combined with a strong annexation move in S.W. Capital Highway area.
5. Annexation should be the City's top legislative priority.
6. The target schools housing program, proposed by me last year, should be done on an experimental basis.

We would like your thoughts and comments.

CONFIDENTIAL

11/21/78

MEMORANDUM

TO: DON

FROM: PATRICIA *phs*

RE: CURRENT POPULATION ESTIMATES FOR PORTLAND, OREGON.

I spoke with Fred Cavenaugh at the Bureau of Census this morning to ask for the most current, certified population estimate for the City of Portland. His response was that July 1, 1976 is the latest certified figure for Portland, and that it was the Center for Population Research and Census (CPRC) at P.S.U.'s estimate of 379,826.

I spoke with Trish Loughton at the CPRC today also about the current estimate. Because they are now using 1978 vacancy rates, and persons per household for single and multiple family dwellings, instead of using two year old vacancy and persons per household figures, as was done for the 1976 estimate, our population estimate is markedly lower than reflected in the 1976 and 1977 estimates. Specifically, the estimates for 1976 through 1978, as done by CPRC, are as follows:

1976	379,826 (certified by Bureau of Census)
1977	384,500
1978	364,100 (unofficial)

The primary reason for this decline of over 20,000 in the last year is due to the dramatic decline in persons per household in single family dwellings, a drop from 2.70 in 1976 to 2.57 in 1978. To a lesser extent, there was a slight drop in persons per household in multifamily dwellings over the same time period: from 1.644 in 1976 to 1.6254 in 1978.

Had the CPRC used 1976 factors of vacancy rates and persons per household for the 1976 population estimate, a trend of population decline would have shown over the last three years, for 1976, 1977, and 1978. However, using 1974 factors (vacancy rates and persons per household for 1974) when multiplying to arrive at the population estimate for 1976 artificially inflated the 1976 population estimate above true population levels. This use of 1974 factors was done to soften what was in 1976 perceived to be a potentially low figure. By lessening the possible decline in population in 1976, and then switching to 1978 factors to arrive at 1978 population estimate, we are taking a subtle decline over the last three years in one lump sum. Translated, this means a loss of 20,400 from 1977 to 1978.

Although the Pop. Center is looking at possible errors in housing unit inventory, it appears as though there will be no way to escape a sizable loss in our population for this year's estimate.

Their report is in typing and we should have it by next Monday.

cc: Bruce

December 1, 1978

MEMORANDUM

To: Don

From: Bruce

Re: Work schedule related to Pop Survey

The following information is to update you on what action is being taken to analyze the results of the Pop Survey, results to date, and dates for completion of various items. Work done thus far has not turned up any major items to challenge, although we have not yet put together vacancy or group quarters information which are probably our strongest possibilities.

- A review of the figures produced by the Pop Center thus far and comparison to distributions from the last survey will be completed by Friday December 1.

This brief report will show general areas where major changes have occurred.

- A review of all inventory figures from 1970 to 1978 will be completed on Friday, December 1.

We reported these figures to the Pop Center annually and have checked and rechecked them in the past; it is unlikely that we will gain much here.

- A review of major conversions to housing from non-housing, particularly in the downtown area will be completed by Monday, December 4. This may produce some additional units although conversions such as the Roosevelt Hotel create problems in determining what they were counted as in the past; the World Trade Building may have been counted.
- A review and analysis of vacancy trends from various sources will be complete by Friday, December 8.

We may be able to make a case here that the Pop Center methodology produces high figures for vacancies. If this figure could be reduced by 1% the population figure would be increased by about 3,600. Two problems exist here. First, the vacancy figure is derived from the methodology which we have strongly supported in the past, and hence a challenge here would have to be to the methodology. Second, the available information would be based on PGE and Postal Survey rates, which are generally considered inaccurate (but consistent month to month or year to year).

- A brief memo reviewing available information on mobile homes will be complete by Monday, December 4.

This will produce little, if anything.

- A review of the survey methodology will be completed by Friday, December 8.
- A review of household size figures for other cities of similar size to Portland will be complete by Thursday, December 7.
- A review and analysis of household size trends for Portland suburbs will be complete by Tuesday, December 12.

This analysis will show the portion of the City's household size loss attributable to households having fewer children (data gathered thus far indicates that Beaverton, Grēsham and most other cities surveyed have had a similar household size loss to the City).

- Get final figures and analysis, confidence levels, etc. from the Pop Center and review by Thursday, December 7.

This information will include a table detailing shifts from the household size distribution in 1976 to the distribution in 1978. For example, this will show 2 person households which became 2, 1 person households, etc. It would be expected from the total figures that we will see a shift toward households splitting up, through divorce or children growing up and leaving home to set up a new (but small) household.

- Gather and review available information on specific population groups such as Indians or Orientals and analyze for relevance to overall population figures, to be completed by Friday, December 8.

It is unlikely that enough solid information can be gathered here to clearly impact the overall population figure.

- A telephone survey of single family units built between 1976 and 1978 to determine household size will be complete by Friday, December 15.
- An analysis of the fiscal impact of the population reduction will be completed by Monday, December 4. This will include HCD grant funds.
- A report detailing relevant information from the work above and making recommendations for action the City should take in this matter will be completed by December 14, in time to make a prompt response when the Pop Center released its figures on Friday, December 15.



November 29, 1978

OFFICE OF
PLANNING AND DEVELOPMENT

MIKE LINDBERG
ADMINISTRATOR

POLICY DEVELOPMENT
AND RESEARCH

DON MAZZIOTTI
CHIEF

MEMORANDUM

620 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204
(503) 248-4293

To: Jim Weiss

From: Don Mazziotti *DM*

Re: Pop Survey

This memo is to keep you informed as to what action the City is taking related to the forthcoming population estimates. The following is an outline of items we will be addressing:

1. Thoroughly review the early returns for consistency (internal), etc.
2. Compare early returns with former figures and distributions.
3. Check all inventory figures back to 1970.
4. Check Bureau of Buildings permits for conversions from non-housing uses or hotels (such as 333 Oak Street, formerly the World Trade Building).
5. Gather data on vacancy trends from available sources and analyze for consistency over time and with each other and with Pop Center surveys.
6. Check available information on group quarters for last Pop Center survey, determine what can be accomplished in this area (given available staff) and pursue.
7. Check available information on mobile homes (Bureau of Buildings, Assessors, etc) and update this figure if possible.
8. Review the methodology thoroughly.
9. Review household size figures for other cities of similar size and trends in those cities

Jim Weiss
November 29, 1978
Page - 2

10. Review household size figures for Portland suburbs, and then trend these. Analyze these and City trends to allocate some portion of the City's loss in household size to families simply becoming smaller.
11. Get final figures and analysis from the Pop Center and review.
12. Gather information on sepcific pop group changes, (e.g., Indian pop increase, Oriental increase, etc.) and analyze for relevance to overall population figures.
13. Telephone survey of sample of new single family construction from '76 - '78 for household size in new construction.
14. Analyze impact on revenues of pop change.
15. Check challenge procedures.
16. Prepare report making detailed review and anlysis of above and making recommendations.

If you have questions, comments or suggestions please contact Bruce Martin at 248-4293. I expect that this work will be completed before December 15.

DFM:BM:rmg

cc: Mayor Neil Goldschmidt
Bruce Martin
Patricia Bugas-Schramm
Mike Lindberg

1978 PORTLAND SURVEY

Summary Data

	Single Family Units	Multiple Family Units	All Units		
Occupied	2458	1204	3665		
Vacant	82	59	141		
Total	2540	1263	3806		
Vacancy Rate	.0323%	1977 HMA 1.00	.0467%	1977 HMA 3.80	.0370%
Average Household Size	2.5716	2.0	1.6254	2.2598	2.58

1974 96% 1970 2.99
 1976 93% 1977 2.5716
 1978 96.7

- religious sects
 - urban
 - group care facilities
 - Burial
 - funeral home

* get demo/conversion for Apr-Mar/yr 05/yr decrease in persons/blk
 * check 250 unit April to March so calendar year
 * - √ 10,500 group 1970 385 1976 33 mobile homes

1978 PORTLAND SURVEY

Distribution of Households By Size

Persons Per Unit	Single Family Units		Multiple Family Units		¹ All Units	
	Number	Percent	Number	Percent	Number	Percent
1	513	20.9	687	57.1	1202	32.8
2	972	39.5	373	31.0	1346	36.7
3	420	17.1	86	7.1	506	13.8
4	313	12.7	38	3.2	351	9.6
5	148	6.0	12	1.0	160	4.4
6	56	2.3	3	.2	59	1.6
7	19	.8	4	.3	23	.6
8	12	.5	1	.1	13	.4
9	3	.1			3	.1
10	2	.1			2	.1

77.5%
1-3 person
hh in
Singles

88%
of multis
are 1+2
person
hh

69%
1-3
persons

¹ Includes 3 mobile homes.

1978 PORTLAND SURVEY

<u>DISTRICT</u>	SINGLE FAMILY UNIT		MULTIPLE FAMILY UNIT		ALL UNITS	
	<u>Vacancy Rate</u>	<u>Average Household Size</u>	<u>Vacancy Rate</u>	<u>Average Household Size</u>	<u>Vacancy Rate</u>	<u>Average Household Size</u>
North	.0424	2.4918	.0887	2.2655	.0524	2.4446
Northeast	.0296	2.6328	.0573	1.6316	.0363	2.3936
Northwest	.0000	2.6136	.0326	1.3764	.0263	1.6216
Southeast	.0273	2.5713	.0371	1.6992	.0303	2.2963
Southwest	.0420	2.5263	.0415	1.4152	.0362	2.0291

1978 PORTLAND SURVEY

Percent Distribution of Households By Size By Sector

Single Family Units

Multiple Family Units

Persons
Per Unit

	<u>Single Family Units</u>					<u>Multiple Family Units</u>				
	N	NE	NW	SE	SW	N	NE	NW	SE	SW
1	25.4	21.6	15.9	20.0	16.4	38.1	56.7	68.5	51.2	66.1
2	37.5	37.5	36.4	40.0	46.2	32.7	29.1	27.5	34.7	28.9
3	16.1	16.8	29.5	17.6	16.1	8.0	9.3	2.8	10.3	3.2
4	11.4	12.8	11.4	13.2	13.2	12.4	4.0	---	2.6	1.4
5+	9.6	11.3	6.8	9.2	8.2	8.8	.8	1.1	1.3	.4

In the spaces provided below report all housing units which were added to or subtracted from the city's total housing inventory between April 1, 1977 and March 31, 1978. This report will advise the Center for Population Research and Census of changes in the total number of housing units in each city. These changes will be used to make the annual estimate of each city's population.

TYPES OF ADDED HOUSING UNITS: Include new construction as represented by building permits, housing units moved into the city, conversions from non-residential use, conversions from another type of housing (e.g., a single unit converted to a duplex is one subtracted single unit and two added multiple units).

TYPES OF SUBTRACTED HOUSING UNITS: Include demolitions, conversions to non-residential use, condemnations, abandonments, destruction by fire or other non-intentional destruction, housing units moved out of the city, conversion to other types of housing.

CITY OF PORTLAND 1042

	ADDED SINGLE UNITS ¹	SUBTRACTED SINGLE UNITS ¹	ADDED MULTIPLE UNITS ²	SUBTRACTED MULTIPLE UNITS ²
APRIL 77	53	15	81	18
MAY 77	49	20	59	115
JUNE 77	59	13	187	
JULY 77	55	10	112	
AUGUST 77	39	19	64	---
SEPTEMBER 77	47	7	96	25
OCTOBER 77	53	7	141	---
NOVEMBER 77	39	1	47	---
DECEMBER 77	39	17	25	232
JANUARY 78	53	6	43	67
FEBRUARY 78	47	20	34	---
MARCH 78	62	10	258	14
TOTALS	595	156	1147	533

¹SINGLE UNITS DO NOT INCLUDE MOBILE HOMES.

²THE MULTIPLE UNIT REPORT REQUIRES UNITS NOT STRUCTURES. ONE DUPLEX = 2 MULTIPLE UNITS, ONE TRIPLEX = 3 MULTIPLE UNITS.

TOTAL NUMBER OF MOBILE HOMES
IN THE CITY ON MARCH 31, 1978

In the spaces provided below report all housing units which were added to or subtracted from the city's total housing inventory between April 1, 1977 and March 31, 1978. This report will advise the Center for Population Research and Census of changes in the total number of housing units in each city. These changes will be used to make the annual estimate of each city's population.

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TYPES OF SUBTRACTED HOUSING UNITS: Include demolitions, conversions to non-residential use, condemnations, abandonments, destruction by fire or other non-intentional destruction, housing units moved out of the city, conversion to other types of housing.

CITY OF PORTLAND 242

	ADDED SINGLE UNITS ¹	SUBTRACTED SINGLE UNITS ¹	ADDED MULTIPLE UNITS ²	SUBTRACTED MULTIPLE UNITS ²
APRIL 78	72	17	130	95
MAY 78	61	22	134	8
JUNE 78	100	14	45	2
JULY 78	58	11	71	4
AUGUST 78	58	13	137	6
SEPTEMBER				
OCTOBER				
NOVEMBER				
DECEMBER				
JANUARY				
FEBRUARY				
MARCH				
TOTALS	349	77	517	115

272

402

¹SINGLE UNITS DO NOT INCLUDE MOBILE HOMES.

²THE MULTIPLE UNIT REPORT REQUIRES UNITS NOT STRUCTURES. ONE DUPLEX = 2 MULTIPLE UNITS, ONE TRIPLEX = 3 MULTIPLE UNITS.

TOTAL NUMBER OF MOBILE HOMES
IN THE CITY ON MARCH 31, 1978

THE CITY OF
PORTLAND



OREGON

OFFICE OF
PLANNING AND DEVELOPMENT
MIKE LINDBERG
ADMINISTRATOR

POLICY DEVELOPMENT
AND RESEARCH

DON MAZZIOTTI
CHIEF

620 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204
(503) 248-4293

12/14/78

MEMORANDUM

TO: DON MAZZIOTTI
BRUCE MARTIN

FROM: PATRICIA BUGAS-SCHRAMM *pbs*

RE: EVALUATION OF CENTER FOR POPULATION RESEARCH AND CENSUS
POPULATION ESTIMATE AND METHODOLOGY.

Attached is the report which summarizes extensive primary and secondary research and evaluation of the 1978 population estimate for the City of Portland. As pointed out in the recommendations, although corrections had to be made in the housing unit inventory used by the CPRC and the group quarters data, the final figure of 366,647 is the final population figure for 1978, and should not be challenged.

I feel it is necessary to institutionally change the procedure of current housing inventory and annexation record keeping. At present there is little or no coordinated effort or knowledge of what impact these aspects of City records have on population estimates. For purposes of correct information which guides City program and policy development, this system between bureaus needs to be instituted.

Once again, the shifting demographic picture of Portland points to housing supply and alternatives. Follow-up on the recommendations in the report should be a concern of this office.

Finally, although we did decline markedly in our population from the last estimate to this, I feel we now have a clearer and more accurate picture of who lives in Portland and what alternatives we must present to these households to promote Portland to Portlanders.

Further corrections or supplements to the population estimate can be made up until December 31, 1978 without entering formal challenge procedures. Between now and then, I intend to work on two aspects of the inventory which may boost our population more:

- (1) Residential hotels in the City; and
- (2) Accurate counting of the number of mobile homes in Portland.

Preliminary figures for all jurisdictions' population figures in Oregon, including Portland's figure will be mailed to each locale December 15.

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SPECIAL REPORT: REVIEW OF 1978 POPULATION ESTIMATE AND METHODOLOGY

Introduction.

On August 16, 1978, the City of Portland contracted with the Center for Population Research and Census (CPRC) at Portland State University, to conduct a population estimate for the City. The alternative to conducting a survey was to trend dated census data. This was felt to be an inadequate method since the last data collected was two years old, and would not accurately reflect existing conditions in the City.

A one month survey was conducted by the CPRC in August of this year. The preliminary estimate of Portland's population based on interviewing 3,806 households was set at 364,270, a 5.55% drop over the last year. Concern was felt over such a significant drop in a relatively brief period of time.

The purpose of this report is to review the methodology, the housing unit inventory figures, and all elements used to derive the above population estimate. A special survey was done by the Policy Development and Research Section to identify elements of the population that might show a significant difference in household size from the one produced in the CPRC survey. Review of the methodology, results of the Policy Section survey, assessment of the fiscal impact, and recommendations follow.

Key Findings and Recommendations.

- o The single most important reason the population of Portland has dropped is the drop in single family household size, from 2.70 in 1976 to 2.57 in 1978.
- o Demolition, conversion, annexation, and housing inventory figures are deciding factors in determining estimated population. At present, no coordinated bookkeeping system is organized between these records. A City-mandated function must be coordination and correction of these records for purposes of population estimates. This function should be performed by the Population Analysis work program.

Correction of these records meant an additional 2,377 people, bringing the estimated population for 1978 up to 366,647.

- o Before the correction of 2,377 people was made, an estimated state revenue loss from the decline in population was \$383,000 annually. Federal and grant-related revenue impacts cannot be assessed at this time.
- o Although corrections had to be made to the inventory and group quarters figures, there are limited grounds to challenge the population estimate and therefore should not be challenged officially by the City.
- o Rental discrimination against families with children should be investigated as a key factor in the household decline in Portland.

- o A comparison of Portland and suburban Portland household size revealed that although suburban communities have slightly larger persons per household, the average number per household is declining at as rapid or a more rapid rate than Portland's annually.
- o Examination of similar sized cities across the nation demonstrates the national trend toward decreasing sized households. This was true in Seattle, San Diego and Atlanta.
- o Because household size factors were not statistically significant in their difference between the 1974 and 1976 population estimates, the CPRC used 1974 household size to derive the 1976 population. This artificially kept Portland's higher than would have been the case had factors for 1976 been used in that year. Consequently, what would have been a gradual decline in household size and population over the last six years is now a more dramatic decline in household size and population.
- o The declining household size is a nation-wide phenomenon. It is due to: (1) declining fertility rates; (2) delayed childbearing; and (3) the aging of our population (the median age of the population has risen almost 2 full years, from 27.9 in 1970 to 29.4 in 1977).
- o In a telephone survey conducted with over 20% of homeowners in single family housing constructed in the City over the last two years, the Policy Section found a significantly higher number of persons per household, 2.95 versus the CPRC figure of 2.57.

This finding has policy implications for the City: (1) To allow development of substandard lots; (2) To pass a Planned Unit Development ordinance in the City; (3) To build new housing in available vacant space; (4) To study annexation of areas that will provide additional space for new housing; and (5) To make existing housing more competitive with new housing.

Comparison of Housing Unit Inventory, Vacancy Rate and Household Size 1976-78.

Key changes from 1976 to 1978 estimates are:

- (1) Housing inventory figures:
 - o Single family housing has increased by 2,517 units. This is five times the increase experienced in this category between 1974 to 1976. In 1978, there were 104,956 single family units in the City.
 - o The number of occupied single family units has increased from 100,185 to 101,586.
 - o Multi-family housing grew by 1,937 units from 1976 to 1978 estimate dates. This is nearly double the increase for the preceding two years. This brings the total multiples inventory to 59,052.
 - o The number of occupied multi-family units has increased from 54,876 to 56,294.
- (2) Average household size has dropped from about 2.77 to 2.57 in single family and 1.67 to 1.62 in multi-family units.
- (3) Vacancy rates in single family has increased from less than 2% to 3.2%, probably because of high housing costs.

- (4) Vacancy rates for multi-family units is 4.67%, up from 3.92% in 1976.
- (5) Overall vacancy rate for the City has risen from 2.2% in 1976 to 3.7% in 1978. This means that 101,492 of the 104,877 single family units in Portland were occupied in 1978.
- (6) Overall household size fell from about 2.38 to about 2.26 since 1976.
- (7) The percentage of 1 and 2 person households is increasing in Portland. 60.4% of all single family households are 1 or 2 person and 39.6% have 3 or more persons per household. This compares to 1976 percentages of 56.9% and 43.1%. respectively.
- (8) 88.1% of all multi-family households are 1 or 2 person, a slight increase over the 87.7% in 1976. As was found in single family units, the number of small families in multi-family dwellings is increasing in Portland.
- (9) Overall, 69.5% of all households are 1 or 2 person and 30.5% are 3 or more persons.
- (10) North Portland and Southwest Portland have high vacancy rates for single family units (each about 4.2%).
- (11) North Portland also has a high multi-family vacancy rate at 8.87%.
- (12) North Portland has a very high household size in multi-family units at 2.26 person per household.
- (13) In North Portland 21.2% of all multi-family households are 4 or more persons (the highest in other sectors is 4.8% in N.E.).
- (14) Northwest has a 0% vacancy rate in single family and the lowest vacancy rate in multi-family at 3.26%.
- (15) Household size in Northwest is very low in every category.
- (16) Household size in Southwest is surprisingly low in every category (2.03 overall).

In sum, the single most important reason the population of Portland has dropped according to the preliminary figures given us by the CPRC, is the drop in single family household size. This decrease in population, from 379,826 to 366,647 since the last sample survey estimate in 1976, is in spite of a 2.72% increase in housing unit inventory (vs. a 1.0% increase between 1974 and 1976). An additional factor contributing to the decline is the overall rise in vacancy rate,

Comparison of CPRC Housing Inventory Figures with City Records

Accuracy of the CPRC records on demolitions, building permits issued for single and multiple family units, conversions and annexations were checked against City records, with the following results.

- (1) The first year demolitions are kept by the month, and therefore the first month with which comparisons of demolitions can be made to CPRC records, is 1976. Ironically, CPRC records on demolitions were obtained from the annexations officer since 1971, but no records of demolitions were kept by the City until 1976. Therefore, the CPRC file on demolitions is the most reliable record of City demolitions.
- (2) Conversions were recorded or tallied for the first time in 1976. This system has several problems even still:
 - (a) They are only kept in aggregate figures. That is, although conversions are kept by the month starting in 1976, they are not separated by type of units. For example, January, 1976 shows a +9. We don't know from this whether they were +9 single units or multiple units. This would make a difference in the factor we multiply the number by, 2.56 versus 1.62 in single or multiple dwellings, respectively.
 - (b) Conversions are only recorded as alterations, never as new units in the inventory. In order to document which alterations or conversions should go in multiples and which into singles category, a page by page assessment of the records needs to be done. This is a time consuming process, and one not possible preceding 1976 as conversion information begins in this year, as mentioned above.
- (3) Annexations information, as with demolitions, is kept best by the CPRC. The City is legally mandated to conduct a census in annexed areas. However, once the annexations officer has the census done, all records are forwarded to the CPRC and none have been kept by the City. Additionally, not all annexed areas have had a census taken, therefore, no additional housing units nor people have been added in for these omissions.
- (4) Comparison of housing inventory figures, from April, 1976 - August, 1978 produced the following disparities between CPRC and City records:

Housing Inventory Figures
4/76 - 8/78

	Singles	Multiples
City	3,391	9,787
CPRC	3,085	8,827

This means that our overall population figure increased by 1,080 over the original 364,400 figure, to 365,480.

Budget Impact of 1978 Population Estimate.

The Bureau of Management and Budget estimated the effects of the decrease in the City's population from 384,500 to the preliminary CPRC population estimate of 364,000.

The following four revenue sources come directly from the state and are totally or partially allocated on the basis of population:

Revenue Source	Previous Estimate (000's)	% Reduction Due to Population Change	Revised Estimate (000's)	Decrease (000's)
State Cigarette Tax Share	1,003	3.7	966	37
State Liquor Fund Share	2,988	3.7	2,877	111
State Highway Fund Share	5,312	3.7	5,115	197
State Revenue Sharing	<u>2,251</u>	<u>1.7</u>	<u>2,213</u>	<u>38</u>
Total	11,554	3.3	11,171	383

The total decrease in revenue from state sources is estimated to be \$383,000 on an annual basis.

Changes in federal revenues, such as Revenue Sharing, HCD, and CETA will probably also be affected. Because population is only one small part of the formula used to derive our portion of revenue money, no estimate is possible without many other factors, some as yet undetermined for 1979, added in.

No matter what the impact, the earliest the City would receive word on a change in federal revenue funds is an estimated 18 months away.

As a result of the population decline, the unemployment rate would increase by 5.5%. For example, if the rate were 5.0%, it would change to 5.3%. This assumes that Oregon switches to the claims population ratio method in January. Under the present Census-share method, it would make no difference in the unemployment rate.

Review of Vacancy Trends.

One factor used in the CPRC estimate that appears too high is the vacancy rate. Comparison of the vacancy rates of the CPRC was made with two other sources, Portland General Electric (PGE) consumers, and the Federal Home Loan Bank of Seattle's postal survey. The table below summarizes the difference between the three sources.

Vacancy Rates

	1970	1974	1976	1978
<u>CPRC</u>				
-Single Family Units	2.70%	3.77%	2.20%	3.23%
-Multi-Family Units	8.41%	5.14%	3.92%	4.67%
<u>Postal Survey</u>				
-Single Family Units	NA	1.40%	1.00%	NA
-Multi-Family Units	NA	3.90%	3.60%	NA
<u>PGE</u>				
-Single Family Units	NA	2.26%	1.91%	1.91%
-Multi-Family Units	NA	7.91%	5.75%	5.09%

It should be noted that PGE's vacancy rates include units under construction or never occupied and are based on inactive electric meters. Therefore, PGE's rates are considered high.

It can be seen from the above that two other sources of data on Portland's vacancy rates are relatively consistent with each other, while the CPRC vacancy rates are as much as 2.5% higher than the others in some years.

Without paying for another sample to be drawn, and another survey done, the CPRC vacancy rate will be used for the 1978 estimate. Because the methodology which the CPRC uses to arrive at the above vacancy rate has been supported by the City in past years, and has withstood the Census Bureau's scrutiny, the advantage of paying for another, more costly survey is negligible. Additionally, while the PGE and postal survey figures are lower for the City as a whole, and are consistent from month to month and year to year, their methodologies are generally considered inaccurate and incomplete for the entire City.

Mobile Homes Figures

No consistent record is kept of the number of mobile homes in the City of Portland. The only records that are kept are at the Multnomah County Assessor's Office. Their records show that 290 mobile homes are taxed in the City. Some inconsistencies arise, however, in that only mobile homes on personally owned property are taxed as homes. Those on rented space are overlooked. As this is an element in the CPRC's population estimate, a system that is consistent with CPRC records (which show 633 mobile homes in Portland) should be kept.

For 1978 factors, tests of significance on household size differences between 1976 and 1978 show that the declining household size in single family units from 2.71 to 2.57 is significant at the 95% level. That is, 95 times out of 100, it would be correct to state that the household size dropped from 2.71 to 2.57 from 1976 to 1978 in Portland.

Multiple household size and occupancy rates for single family dwellings were also significant at the 95% level. However, the multiple occupancy rates were not significant at the 95% level. They do, however, follow the trend for previous years of CPRC estimates.

A challenge of the multiple occupancy rate would be possible, but the results of the challenge may not make such an action cost-effective.

Analysis of Shifts in Household Size.

The population estimate is based on a sample of housing units. Comparison of the number of persons in a unit from one census to the next can be made. This is called a longitudinal study of housing units and their composition.

An analysis of shifts in composition of households shows that rather than a migration out of large households over time in the City, Portland's households are aging or splitting up, leaving fewer, generally older members of the household in a unit. For example, a couple with two children at home send off one child to college leaving three family members in that household in 1978, versus four family members in 1976.

Another common situation is death of one member of the family, usually the elderly male partner in a relationship, leaving an elderly widow alone in a home.

The likelihood of this scenario occurring is supported by the fact that 16% of Portland's population is over 65 years of age, and that female survival rates are rising faster than those for males (at the present time there are only 69 males for every 100 females 65 and over in the U.S.).

The pattern which clearly emerges is one of a shift toward households splitting up, through divorce or children growing up and leaving home to set up a new (but small) household, and a general aging of Americans (the median age of the population has risen almost 2 full years, from 27.9 in 1970 to 29.4 in 1977). This combined with delay of first marriage and declining fertility rates means there are smaller households than have been the case since post-World War II.

Comparison of Diminished Household Size with Suburban Portland.

A comparison of Portland's household size was made with household size of suburban communities in the Portland Metropolitan Area. It

showed that although suburban communities have slightly larger persons per household, the average number per household is declining just as Portland's household size is declining. The annual rate of decline for Portland and its suburbs is shown below.

Annual Percent Decline in Person Per Household
Single Family Units :

Portland & Suburbs
(1970 to Most Recent Survey)

Portland 1970-1978	1.68%
Beaverton 1970-1977	1.69
Milwaukie 1970-1976	1.51
Gresham 1970-1975	1.65
Tualatin 1970-1977	.98
Lake Oswego 1970-1976	1.00
Troutdale 1970-1976	.48

The consistency in decline of overall household size demonstrates the universality of the trend toward smaller families in the metropolitan area as a whole.

Comparison of Household Size in Portland with West Coast Cities.

Seattle, San Diego, and Atlanta are commonly compared to Portland due to their similarity in size. A comparison of their household size over time demonstrates the national trend toward diminishing number of persons per household.

Overall Household Size -- U.S. Cities & Portland

	1970	1975	1978
Portland	2.57	2.37	2.25
Seattle	2.48	2.40	2.19
Atlanta	2.50	2.25	NA
San Diego	2.80	2.61	2.52

Survey of Household Size in Newly Constructed Housing in Portland.

To explore the potential opportunities in a situation where clearly postponement of childbearing is diminishing the average household size, the Policy Research and Development Section conducted a tele-

phone survey of housing units constructed between April, 1976 and August, 1978. A sample of 514 calls were made giving nearly 95% level of confidence that our survey findings were correct. There were 2,517 single family units added to the housing stock between this time period, of which we contacted over 20%.

We found that the average household size in newly constructed units in the City is 2.95, versus the 2.57 figure produced in single family dwellings in the CPRC survey. Clearly larger families are choosing to live in these newer houses.

Also worth noting is that a large segment of women interviewed during the survey are pregnant. Although less than scientific in documentation, this further illustrates the younger, more family-oriented character of these households.

The need to provide better alternative housing for families that are growing is needed in the City of Portland. The problem in Portland is one of suitable housing supply. The survey findings indicate a strong preference of larger families for newer housing units. More economical ways of providing newer housing, and more innovative ways of altering Portland's older housing stock to make it more competitive with the attractiveness of a new house need to be investigated and moved on.

A summary of steps the City could pursue to this end are:

- (1) Allow development of substandard lots.
- (2) Pass an ordinance which allows planned unit developments.
- (3) Build new housing in available vacant space.
- (4) Study annexation of areas that will provide additional space for new housing.
- (5) Make existing housing more competitive with new housing.
- (6) Initiate a "City Marketing Program," recommended in the Portland Residentially Mobility Study, with emphasis on families.

Final Note: The Policy Section is concerned that a key factor in the household size decline in Portland may be ascribed to discrimination in rental housing practices against households with children. In the near future a full-scale study of this problem should be made to determine whether local legislation is necessary, as has been done in San Francisco.

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