

Appendix A – SKATS Population and Employment Forecasts

Special Note: The 2030 RTSP, adopted in June 2005, had a horizon year of 2030. A comprehensive process was followed (as described in this appendix) to determine 2030 targets for population and employment within the SKATS boundary. With the requirement to update the SKATS plan to comply with the federal SAFETEA-LU Act of 2005, it was necessary to update the RTSP and consequently extend the horizon year to 2031. This extension provides a rolling 20-year planning horizon, which can be used until the plan is next updated in 2011.

Through discussion with the SKATS Technical Advisory and Policy Committees, it was decided that rather than re-allocating the housing and employment growth developed for the 2030 RTSP, a one-year forecast of population and employment would be added to the existing 2030 forecast. Therefore, the process and totals described in this appendix for 2030 values have not changed. Furthermore, because of the uncertainty inherent in any long-range forecast, by consent the Policy Committee agreed that for Keizer, Turner, and the remaining areas outside the UGBs but inside SKATS, the former 2030 population and employment totals would be regarded as the new 2031 totals. Therefore, only the Salem UGB area would show a change between the 2030 and 2031 values.

As for the Salem UGB area, a simplified process was conducted to arrive at the 2031 forecast. Using the 0.8% growth rate for the UGB area between 2025 and 2030, the Salem urban area is forecast to increase by 2,253 persons from 2030 to 2031. Employment between 2025 and 2030 is forecast to increase 1.0%, resulting in an increase of 1,248 jobs from 2030 to 2031. These increases were allocated to transportation analysis zones for 2031 and used in the 2031 transportation model. The new population and employment totals for 2031 can be found in Chapter 3, Table 3-1.

As this document will be posted on the MWVCOG website, users of this appendix should check for updates.

Introduction

The purpose of a population and employment forecast is to assist in planning for land use, transportation, infrastructure, and other needs of the metropolitan area. Forecasts are as good as the data and assumptions they are based on and require updates as new information becomes available.

Population and employment in the SKATS area has shown cycles of slow and fast growth over the decades. During the 1970s, the population grew by almost 50 percent, while growth slowed considerably in the 1980s. However, the 1990s saw another population surge of over 40,000 persons. Two-thirds of the area's population growth is due to migration to the area and is intertwined with the region's economic health. Trends show an eventual slowing of this growth as the region develops more of the remaining land within the existing urban growth boundary.

This appendix begins with a description of population growth during the last decade for Oregon, Marion and Polk counties, and the cities in the two counties. State population and employment forecasts for Marion and Polk counties, as prepared by Oregon's Office of Economic Analysis (OEA) and the Oregon Employment Department (OED), are reported. This is followed by a focus on historical population change in the Salem-Keizer Urban Growth Boundary (UGB) and the population and employment forecasts for the UGB and SKATS area, based on the OEA and OED forecasts and coordination between the local jurisdictions of SKATS. These population and employment forecasts will be used as the control totals to be allocated within the Salem-Keizer UGB and SKATS area. The process used to allocate housing and employment forecasts to taxlots within Salem, Keizer, Turner and the remaining areas of SKATS is also summarized in this chapter.

State and County Population Growth, 1990 to 2000

The 1990 and 2000 Census data for Marion and Polk counties and the state of Oregon is shown in **Table A-1**. The two-county population increased about 25 percent from 1990 to 2000, compared to the state's growth of about 20 percent. Net migration accounted for 69 percent of the two counties' population growth compared to 73 percent for the state.

Table A-1
1990 to 2000 Census Population Growth

	July 1, 2003 Population Estimate (PSU)	April 1, 2000 Census Population	April 1, 1990 Census Population	Population Change 1990- 2000	Percentage Change 1990-2000	Births 1990-2000	Deaths 1990-2000	Natural Increase 1990-2000	Net Migration 1990-2000
Marion	295,900	284,834	228,483	56,351	24.7%	41,955	22,777	19,178	37,173
Polk	64,000	62,380	49,541	12,839	25.9%	6,653	4,706	1,947	10,892
Total	359,900	347,214	278,024	69,190	24.9%	48,608	27,483	21,125	48,065
State	3,541,500	3,421,399	2,842,321	579,078	20.4%	430,949	273,323	157,626	421,452

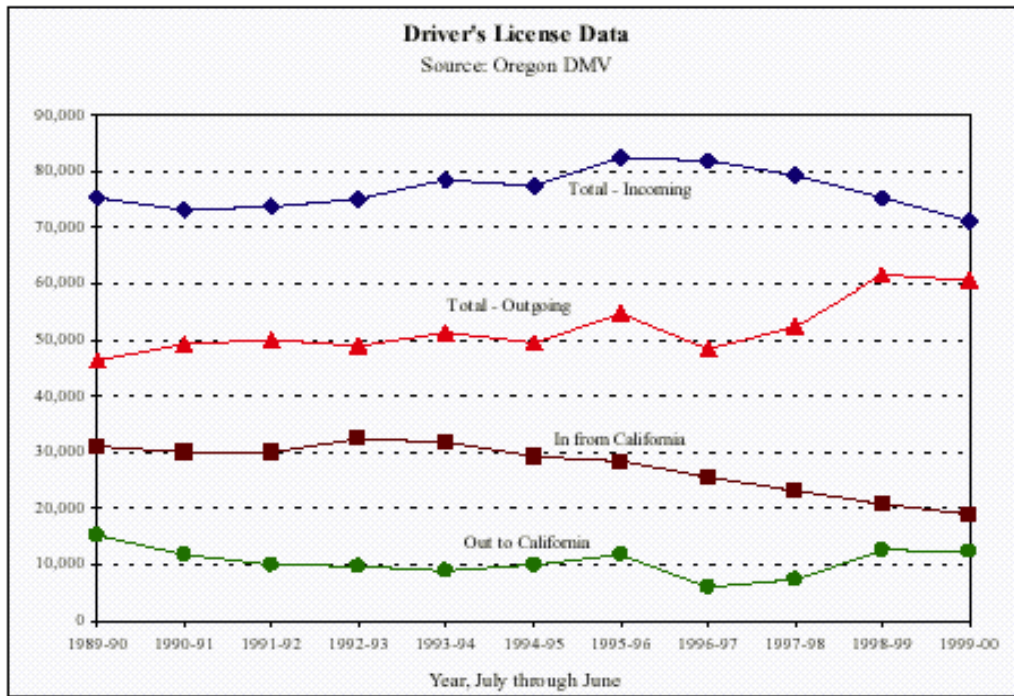
	Percent Increase by Natural Increase	Percent Increase by Net Migration
Marion	34%	66%
Polk	15%	85%
Total	31%	69%
State	27%	73%

Source: Office of Economic Analysis, 2000; Portland State University Population Center

Historical information about migration into and out of Oregon is illustrated in **Figure A-1** based on DMV data of new and surrendered driver's licenses. During the 1990s, total in-migration to Oregon surpassed out-migration, although the gap has narrowed since 1998. The graph also shows that California migration was around 35 percent of total migration, and the difference between in-migration and out-migration with California has narrowed since 1994.

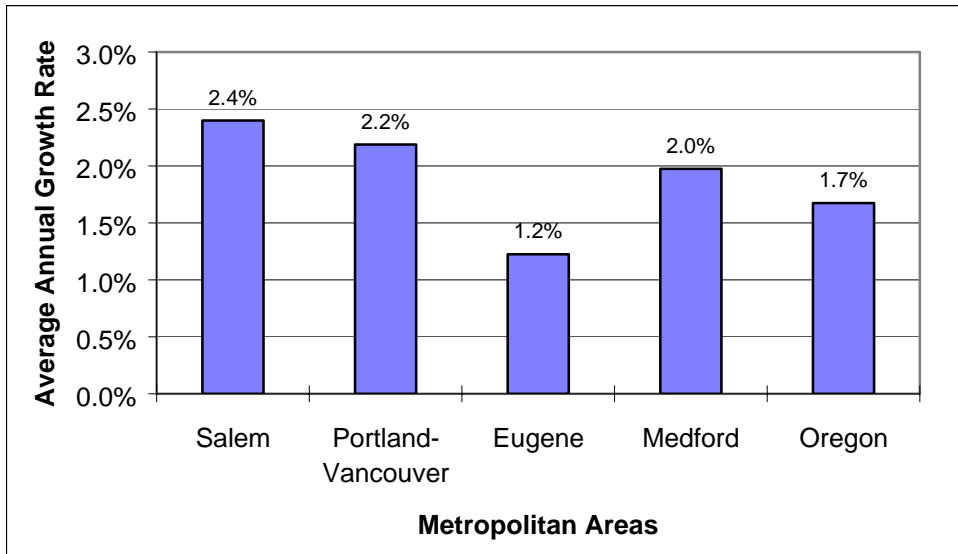
Over the last ten years, the population of the Salem-Keizer metropolitan area has consistently grown as fast or faster than the other metropolitan areas in the Willamette Valley. Comparison of population growth rates during the 1990s for the Salem metropolitan statistical areas (Marion and Polk counties) with those of the Portland-Vancouver, Eugene, and Medford metropolitan statistical areas is illustrated in **Figure A-2**.

Figure A-1
Population Migration in Oregon



Office of Economic Analysis, DAS, State of Oregon

Figure A-2
Comparison of Population Average Annual Growth Rate of Oregon
Metropolitan Areas, 1990 to 1999



Salem MSA consists of Marion and Polk counties
 Eugene MSA consists of Lane County
 Medford MSA consists of Jackson County

Comparison of the 1990 to 2000 population growth of the major cities and census designated places (CDPs) in Marion and Polk counties is illustrated in **Figure A-3** and **Table A-3**. The Hayesville and Four Corners CDPs are located in the Salem Urban Growth Boundary (UGB) east of Interstate 5.

The Salem-Keizer UGB area grew 27 percent from 1990 to 2000, which was a little more than the Marion and Polk County growth of 25 percent. Most of the other cities in the two counties had a higher percentage population than the Salem-Keizer UGB, as illustrated in the chart in **Figure A-3** and **Table A-3**.

Figure A-3

Percent Population Increase in Selected Marion County and Polk County Cities, 1990 to 2000

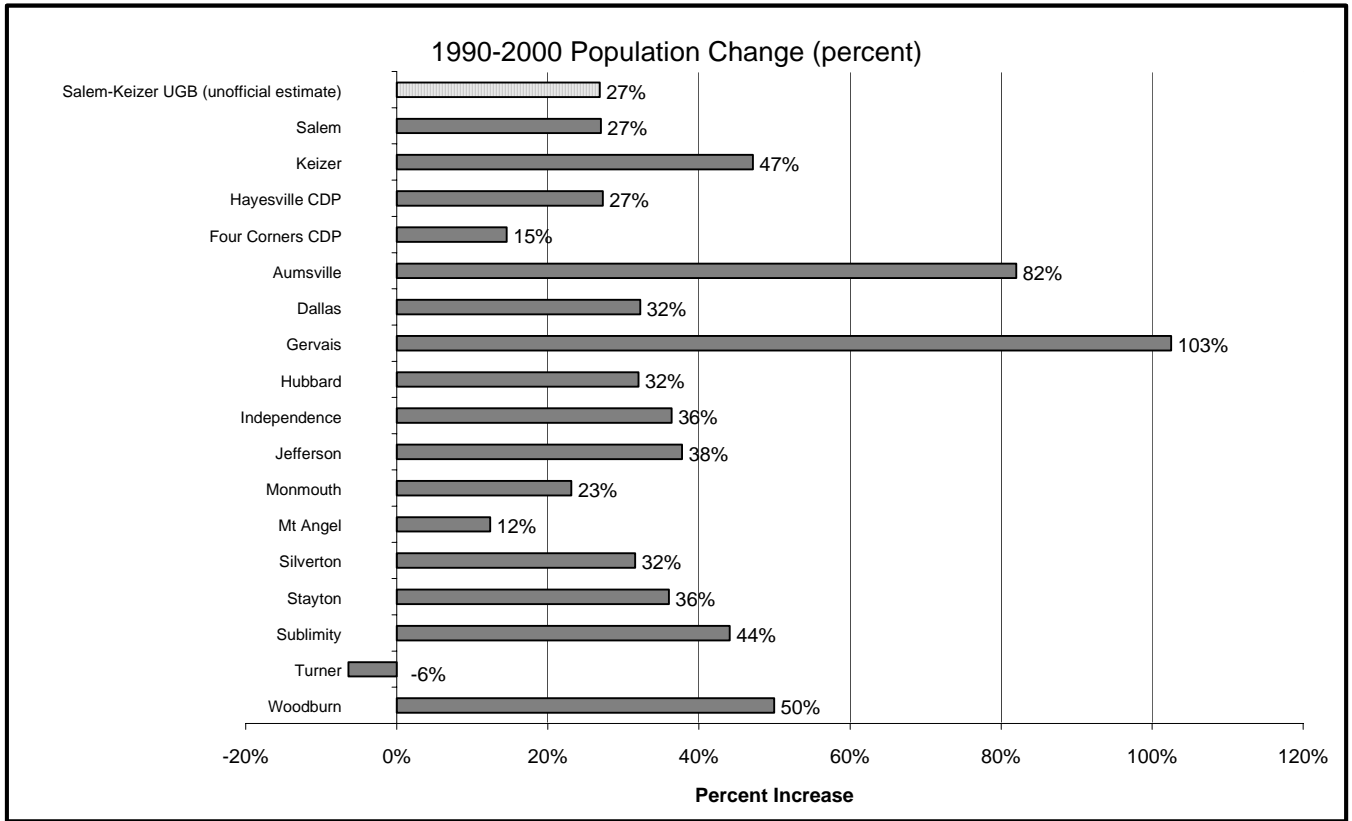


Table A-3
Population Increase in Selected Marion County and Polk County Cities

City	1990 Population	2000 Population	Increase	Percent Increase, 1990-2000	AAGR
Aumsville	1,650	3,003	1,353	82%	6.17%
Dallas	9,422	12,459	3,037	32%	2.83%
Gervais	992	2,009	1,017	103%	7.31%
Hubbard	1,881	2,483	602	32%	2.82%
Independence	4,425	6,035	1,610	36%	3.15%
Jefferson	1,805	2,487	682	38%	3.26%
Monmouth	6,288	7,741	1,453	23%	2.10%
Mt Angel	2,778	3,121	343	12%	1.17%
Silverton	5,635	7,414	1,779	32%	2.78%
Stayton	5,011	6,816	1,805	36%	3.12%
Sublimity	1,491	2,148	657	44%	3.72%
Turner	1,281	1,199	(82)	-6%	-0.66%
Woodburn	13,404	20,100	6,696	50%	4.13%
Total	56,063	77,015	20,952	37%	3.23%
Salem	107,786	136,924	29,138	27%	2.42%
Keizer	21,884	32,203	10,319	47%	3.94%
Four Corners CDP	12,156	13,922	1,766	15%	1.37%
Hayesville CDP	14,318	18,222	3,904	27%	2.44%
Total	156,144	201,271	45,127	29%	2.57%
Salem-Keizer UGB (unofficial estimate)	160,230	203,275	43,045	27%	2.41%
Marion & Polk Counties	278,024	347,214	69,190	25%	2.25%

Source: 1990 and 2000 Census data

County Population Forecasts to 2040

In 1997, the Office of Economic Analysis (OEA) of Oregon's Department of Administrative Services released their long-term population and non-agricultural payroll employment forecasts. The statewide population forecasts are linked to the national projections of population growth, but with a slightly higher rate for Oregon than the nation as a whole. The 1997 county-level population forecasts were calculated using weighted average historical growth rates for the counties and the statewide forecasts. The initial population forecasts were reviewed with city and county input, with OEA being the final arbiter in the process.

In May 2003, OEA distributed preliminary updates to the long-term county population forecasts. Polk and Marion county staff reviewed these forecasts, and in April 2003 recommended keeping the two-county population totals, but adjusting the distribution between the two counties. OEA revised their projections based on these recommendations and in May 2004, OEA distributed the revised long-term forecasts (see **Table A-4.**)

Table A-4
Population Forecast for Marion and Polk Counties, OEA 2004

Year	Source	Marion Co.	Polk Co.	Total	Percent Increase	AAGR
1990	Census	228,483	49,541	278,024		
2000	Census	284,834	62,380	347,214		
2005	OEA	302,913	65,434	368,347	6.1%	1.2%
2010	OEA	323,128	72,845	395,973	7.5%	1.5%
2015	OEA	344,443	83,338	427,781	8.0%	1.6%
2020	OEA	367,018	95,594	462,611	8.1%	1.6%
2025	OEA	388,898	107,118	496,017	7.2%	1.4%
2030	OEA	410,022	117,557	527,579	6.4%	1.2%
2035	OEA	429,824	127,019	556,843	5.5%	1.1%
2040	OEA	448,671	135,937	584,607	5.0%	1.0%

Source: Office of Economic Analysis, Dept. of Administrative Services, 2004

The 1997 OEA statewide forecasts included population by age and sex (**Table A-5**). The median age of the population is forecast to increase from 37.1 years to 41.1 years in 2030. An update of this information was not provided in 2004.

Table A-5
Median Age Population Forecast for Oregon

Year	Male	Female	Total
1980	29.5	31.0	30.3
1985	31.6	33.4	32.5
1990	33.5	35.5	34.5
1995	34.9	37.0	35.9
2000	35.9	38.3	37.1
2005	36.7	39.2	37.9
2010	37.6	39.8	38.7
2015	38.2	40.3	39.2
2020	39.0	40.9	39.9
2025	39.7	41.6	40.6
2030	40.1	42.1	41.1
2035	40.3	42.3	41.3
2040	40.1	42.1	41.1

Source: Office of Economic Analysis, Oregon D.A.S., Jan. 1997

Salem-Keizer-Turner UGB Population Growth

Historical population growth in the Salem-Keizer Urban Growth Boundary (UGB) from 1950 to 2000 is illustrated in **Table A-6**. Prior to the creation of SKATS and the UGBs in the 1970s, planning studies discussed the population of the Salem urbanized area, which included the city of Salem plus the surrounding closely settled unincorporated areas that meet certain criteria of population size and density. Planning documents from the 1970s and 1980s were reviewed for historical population values. The Salem urbanized area population numbers illustrated in **Table A-6** are a reasonable equivalent to the current Salem-Keizer UGB. The 2000 population estimate for the Salem-Keizer UGB was calculated in May 2001 using data from 2000 Census block data.

During the economic recession in the 1980s, Salem's annual average population growth rate dropped to 1.5 percent, mirroring a similar drop in the population growth rate for Marion County, Polk County, and Oregon (**Table A-6**). During the 1990s, however, the Salem-Keizer population average growth rate increased to 2.4 percent per year, which was higher than the state's rate of growth.

Table A-6
Salem-Keizer UGB Population Growth

Historical Population Growth - UGB						
Year	1950	1960	1970	1980	1990	2000
Geography ¹	Salem UA	Salem UA	Salem UA	UGB	UGB	UGB
Population	45,800	70,600	93,000	138,700	160,230	203,275
Decade	1940-50	1950-1960	1960-70	1970-80	1980-90	1990-2000
Growth	48%	54%	32%	49%	16%	27%
Salem UGB AAGR ²	4.0%	4.4%	2.8%	4.1%	1.5%	2.4%
M&P AAGR ³	--	--	--	3.0%	1.1%	2.2%
Oregon AAGR	3.4%	1.5%	1.7%	2.3%	0.8%	1.9%
Historical Population Growth - Cities						
Year	1950	1960	1970	1980	1990	2000
City of Salem	43,140	49,142	68,296	89,233	107,786	136,924
City of Keizer ⁴		5,288	11,405	18,592	21,884	32,203
City of Turner	610	770	846	1,116	1,281	1,199

¹ Salem UA = Salem Urbanized Area, UGB = Salem-Keizer Urban Growth Boundary

² AAGR = Average Annual Growth Rate

³ Marion and Polk counties Average Annual Growth Rate

⁴ Keizer incorporated in 1982. Earlier years are Keizer CDP.

The city of Turner was added to the SKATS planning area as part of the TMA boundary expansion adopted by the SKATS Policy Committee in 2002. Turner's population from 1950 to 2000 is show in **Table A-6**. Turner experienced a decrease in population from 1990 to 2000. However, since the construction of the city's sanitary sewage system in June 2000, Turner has

experienced an increase in population, with several recent subdivisions completed and others on the horizon. The Portland State University July 2003 population estimate for Turner is 1,480 persons, a 280-person (23%) increase since the year 2000.

Building permit activity in the Salem-Keizer UGB from 1980 to 2003 is illustrated in **Table A-7**. From a low of 129 building permits in 1985, construction peaked in the mid-1990s.

Development plateaued to about 1,000 new housing units per year during the last five years. In particular, multi-family development has decreased substantially since the early 1990s.

Table A-7
Building Permit Data, Salem-Keizer UGB

Year	Single		Multi	Total
	Family	Duplex	Family	
1980	1,006	100	207	1,313
1981	450	68	173	691
1982	213	2	0	215
1983	194	4	2	200
1984	193	14	13	220
1985	111	10	8	129
1986	267	-2	189	454
1987	511	22	138	671
1988	759	14	803	1,576
1989	743	30	769	1,542
1990	760	38	930	1,728
1991	744	68	482	1,294
1992	962	54	748	1,764
1993	862	96	876	1,834
1994	910	68	243	1,221
1995	874	138	508	1,520
1996	1,082	122	735	1,939
1997	957	50	479	1,486
1998	1,030	70	247	1,347
1999	794	58	131	983
2000	765	28	211	1,004
2001	755	22	307	1,084
2002	840	18	166	1,024
2003	864	34	102	1,000
Total	16,646	1,126	8,467	26,239
Percents	63.4%	4.3%	32.3%	

Salem-Keizer Group Quarters Population

The Salem-Keizer area has a relatively large share of its population in group quarters (4.7%), compared to the two counties (3.6%) or the state (2.3%). The primary reason is the presence of several state and county correctional facilities. The 1990 and 2000 Census group quarters population by type of quarters is illustrated in **Tables A-8** and **A-9**, and group quarters as a percent of total population are illustrated in **Table A-9**. While the total number of people in group quarters stayed relatively constant between 1990 and 2000, the number of institutionalized persons decreased (mostly due to the closing of Fairview Hospital), while persons in non-institutional group quarters increased.

Table A-8
1990 Census, Persons in Group Quarters

Institutionalized persons (00I-99I):	Salem	Keizer	Four Corners	Hayesville	Total
Correctional institutions	4,612	0	0	0	4,612
Nursing homes	998	277	0	0	1,275
Mental (Psychiatric) hospitals	753	0	0	0	753
Juvenile institutions	165	0	0	0	165
Other institutions	713	0	0	0	713
Subtotal	7,241	277	0	0	7,518
Other persons in group quarters (00N-99N):					
College dormitories	1,329	0	0	0	1,329
Military quarters	0	0	0	0	0
Emergency shelters for homeless persons	178	0	0	0	178
Visible in street locations	19	2	0	0	21
Other noninstitutional group quarters	442	33	20	12	507
Subtotal	1,968	35	20	12	2,035
Total	9,209	312	20	12	9,553

1990 GROUP QUARTERS P028 STF1A

Universe: Persons in group quarters

Table A-9
2000 Census, Persons in Group Quarters

	Total Population	Group Quarters Population			% of Total Population
		Institutional	Non-institutional	Total	
Salem	136,924	6,360	2,524	8,884	6.5%
Keizer	32,203	233	47	280	0.9%
Four Corners	13,922	0	39	39	0.3%
Hayesville	18,222	0	180	180	1.0%
Total	201,271	6,593	2,790	9,383	4.7%

Source: 2000 Census

Salem-Keizer UGB Population Forecast Methodology and Control Total

In 1998, representatives from the Mid-Willamette Valley Council of Governments, Marion and Polk counties, the city of Salem, the city of Keizer, and the Department of Land Conservation and Development (DLCD) met to coordinate the 2020 population forecast for the combined Salem and Keizer UGB area. This coordination was initiated by Marion and Polk counties following the passage of House Bill 2709, which updated the Oregon Revised Statutes to require counties to establish and maintain population forecasts for the entire area within their boundaries for use in maintaining and updating their comprehensive plans. The 2020 coordinated population forecast was extended to the year 2025 for the 2002 RTSP update.

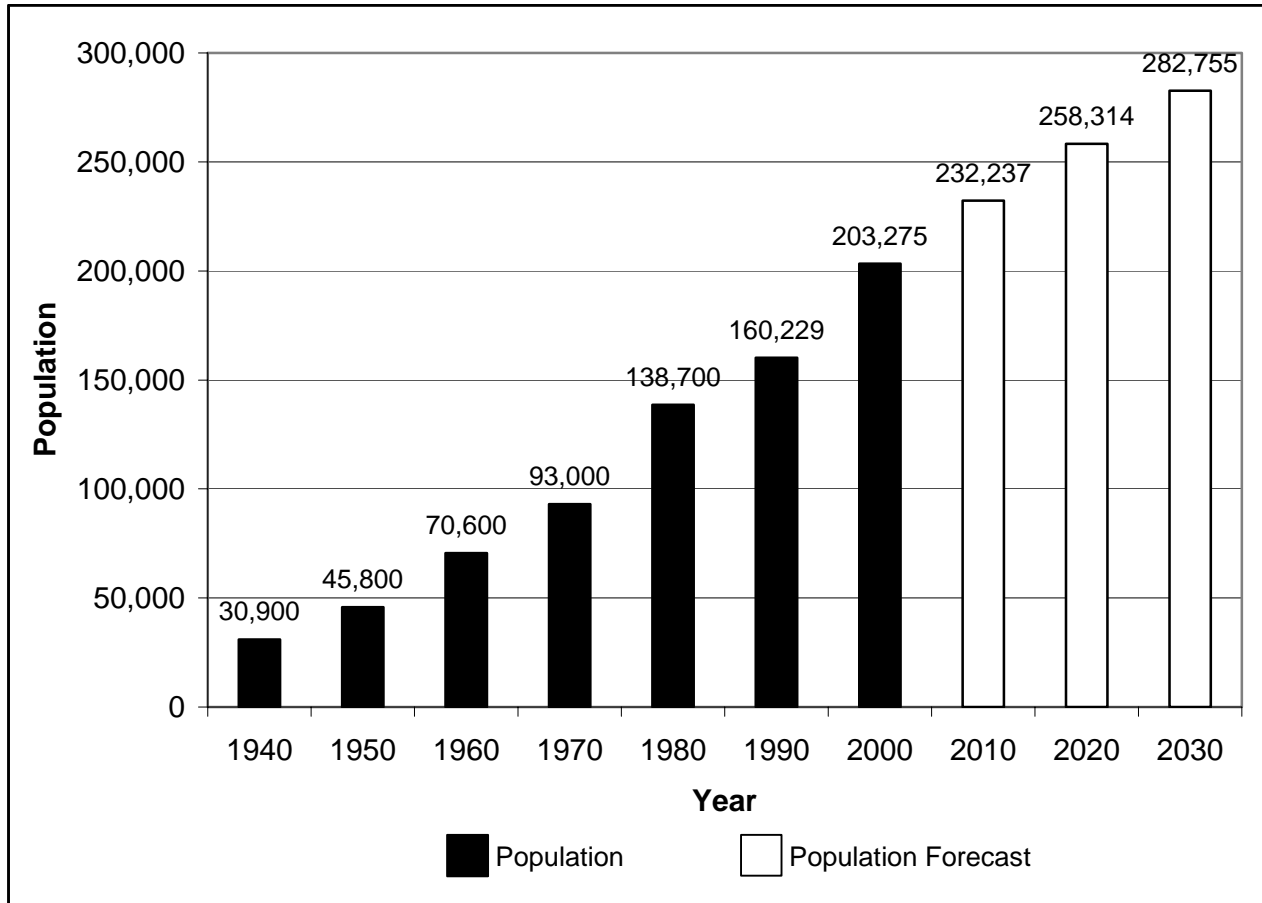
In 2003, a SKATS Land Use Subcommittee was formed to help coordinate and update the 2030 population and employment forecasts and allocations. Using the long-range forecasts from OEA, the subcommittee began a process of developing a Salem-Keizer UGB population forecast. Starting with the 2025 Salem-Keizer UGB population forecast of 270,458 (from the 2002 RTSP Interim Update), the subcommittee agreed to an initial population target of 282,000 for the year 2030. With this initial target, work began on allocating the population within Salem and Keizer.

Using 2000 Census data, the total population within SKATS is estimated to be 203,275. Based on the land use, housing, and persons per unit data described later in this chapter, the new forecasts for SKATS and the jurisdictions within SKATS are shown in **Table A-10**. The last column of **Table A-10** shows that the population within SKATS, as a percentage of the two-county population forecast, is predicted to decrease over time from 62 percent to 56 percent. The increase in the Salem-Keizer UGB population is shown in **Figure A-4**.

Table A-10
UGB and SKATS Population Forecast, 2000 to 2030

Year	Total Salem UGB	Total Keizer UGB	Total Salem-Keizer UGB	Total Turner UGB	Remaining SKATS areas	Total SKATS Population	Combined Marion and Polk County Population Forecast	SKATS Population as a Percent of Marion and Polk Population
2000	171,072	32,203	203,275	1,199	10,109	214,583	347,214	62%
2005	183,497	35,364	218,861	1,480	10,530	230,871	368,347	63%
2010	194,929	37,308	232,237	1,665	10,926	244,828	395,973	62%
2015	205,863	38,404	244,268	2,087	11,203	257,558	427,781	60%
2020	218,976	39,338	258,314	2,363	11,480	272,157	462,611	59%
2025	231,985	39,767	271,752	2,661	11,736	286,149	496,017	58%
2030	242,761	39,994	282,755	2,933	11,920	297,608	527,579	56%

**Figure A-4
Salem-Keizer UGB Population Growth and Forecast, 1940-2030**



Housing and Population Forecast for the City of Keizer

The city of Keizer’s population grew from 21,884 persons in 1990 to 32,203 in 2000, according to Census data. However, by the end of the year 2001, the amount of all vacant residential land (single-family, multi-family, and mixed use) had been reduced to only about 140 acres. The majority of future residential development in Keizer will occur on underutilized lots. Recognizing this, the city of Keizer initiated an Infill Master Plan Study, which identified the location and amount of buildable vacant and underutilized lots in Keizer, as well as design recommendations for infill development.

Before beginning Keizer’s forecast, the land use and housing data in SKATS’ Geographic Information System (GIS) was updated and compared to the 2000 Census data for Keizer. Both the Census and the GIS counted approximately 12,800 housing units in Keizer for the year 2000, and the population for both was about 32,200.

Establishing the year 2000 as a base in the Keizer GIS, taxlots in the GIS were identified and categorized as either fully developed, vacant as of 2000, vacant as of 2000 but the number of

housing units known from building permits or recent subdivision maps, underutilized, or underutilized but known number of housing units from permits or subdivision maps.¹ Taxlots that allowed mixed use (housing and/or employment) were individually selected for the forecast for either future housing or future employment.

The process in Keizer was to develop a full build-out projection of the vacant, underutilized, and mixed-used taxlots, then to coordinate with city of Keizer staff to determine a rate of development to the year 2030. **Table A-11** shows the number of “potential” housing units based on build-out, and the number of units forecast to develop by the year 2030.

Table A-11
City of Keizer Housing Forecast, 2000 to 2030

2000 Land Use Category	Total Potential Units	Units Developed by 2030
Vacant	1,084	1,066
Underutilized	2,701	1,703
Mixed Use	601	468
Total	4,386	3,236

Details of the housing forecast include the following:

1. The category of “vacant as of 2000 but the number of housing units known from building permits or recent subdivision maps” contains 145 taxlots. Based on recorded information, **the forecast is for 610 new housing units on these lots.**
2. The category of “vacant taxlots with no building permits or subdivision information” contains 103 taxlots. Most of these taxlots are small: 85 are less than one acre, and of those 46 are less than 0.3 acres. The lots under 0.3 acres with a Comprehensive Plan designation of Low Density Residential (LDR) were assigned a forecast of one new single-family unit. For larger lots, densities of 5.0 units per acre for LDR and 21 units per acre for Medium High Density Residential (MHDR) were used. Some adjustments were made for lots near the floodplain or for the smaller lot MHDR. **The forecast is for 474 new housing units on these lots.**
3. Underutilized lots are those that had a residential development as of the year 2000, but because of their size have the potential for additional single-family or multi-family dwelling units if the lot is partitioned or subdivided sometime in the future. Larger underutilized lots occur on the north, west, and east edges of the city. In the central part of Keizer (surrounding River Road and south of Lockhaven), most of the homes were built in the 1930s to the 1970s, and these lots are often deep but narrow. Homes on these lots are often at the street-side or at the back of the lot, and partitioning the lot is not difficult if they meet the infill standards of the city. There are also many instances

¹ Details are available in a separate document “Keizer Residential Forecast Methodology”

throughout Keizer where adjacent underutilized lots are assembled and either re-partitioned or, if large enough, are developed into new subdivisions (e.g., the new subdivision on Lucinda Ave.)

Information on all the recent partitions and subdivisions on underutilized lots (2000 to 2003) were taken into account and it was assumed that most of the large underutilized lots (i.e., over one acre) would eventually be partitioned or subdivided by the year 2030. For underutilized lots less than one acre, city of Keizer staff recommended that 0.3 acres (13,000 square feet) was a reasonable minimum size lot to be considered “underutilized” with the potential for a partition. This size allows suitable vehicle access to partitioned properties. However, other considerations were taken into account to identify or reduced the pool of potential underutilized lots, which are detailed in the Keizer Residential Forecast methodology report.

The methodology resulted in a potential of 2,700 housing units (1,550 on small lots, 1,150 on large lots). In developing the 2030 forecast, it was assumed that most of the large underutilized lots (i.e., over one acre) will eventually be partitioned by the year 2030, but far fewer of the smaller underutilized lots will be partitioned by 2030. **The total number of new housing units built on underutilized lots is forecast to be 1,703 between the years 2000 and 2030.**

4. There are six general areas in Keizer that have Mixed Use Comprehensive Plan designations. The allocation for each was developed with the direction of Keizer staff. Some were developed as a mixture of residential and commercial, and others treated as only one or the other development type. Details are described in the Keizer Residential Forecast Methodology report. **A total of 610 housing units were assumed as the potential buildout, with 468 occurring by 2030.**

After calculating the potential units, the next task was to assign development years to the taxlots with potential new housing. Using building permit data (**Table A-12**) from the city of Keizer as a guide, and noting the general decline in single-family homes, assumptions were made for the rate of future development of single-family homes. Based on these rates, it is forecast for Keizer that **a target of around 1,900 single-family homes would be built between 2000 and 2030.**

Multi-family dwellings (apartments) do not show a clear trend in **Table A-12**, although the average from 1996 to 2002 is 55 new apartments per year. For the 2030 forecast, it was assumed that 50 apartment units and duplex units per year will be constructed between the years 2000 and 2020, and 40 per year for the next five years, and 25 per year for the final five years. This drop over the years is based on the decreasing amount of MDR and MHDR land that would remain after the year 2020, plus the uncertainty of how the mixed-use land will be actually developed. Using these assumptions, it is predicted that **a target of around 1,325 multi-family apartment and duplex units homes would be built between 2000 and 2030.**

Table A-12
Keizer Building Permit and Land Use Data, 1996 through 2003

	SINGLE-FAMILY	DUPLEXES		OTHER PLEXES		APT BLDGS		SUBDIVISIONS		PARTITIONS	
	Number & Units	Number	New Units	Number	New Units	Number	New Units	Number	Lots	Number	Lots
2003	154	6	12	2	8	7	72	3	56	12	27
2002	198	3	6	0	0	8	64	4	38	13	33
2001	100	3	6	0	0	1	8	3	30	9	22
2000	240	7	14	0	0	7	52	10	183	11	22
1999	241	9	18	0	0	0	0	6	199	11	27
1998	296	11	22	12	48	18	148	4	35	18	42
1997	259	12	24			6	44	10	306	22	52
1996	277	22	44			12	Unit data not available	4	157	16	42
Average	221	9	18	2	9	7	55	6	126	14	33

The final step for the Keizer housing forecast was to assign development years to individual taxlots in the GIS and try to match the single-family and duplex/multi-family targets described above. **Table A-13** shows the final allocation to taxlots, summarized by type of structure and year of assumed development. **A total of 3,236 dwelling units are forecast for Keizer between 2000 and 2030. This 30-year allocation includes 1,919 single-family homes, 164 duplex units, and 1,153 apartment units.** The split between single-family, duplex, and apartments is 59%, 5%, and 36% respectively, with the latter years having a higher multi-family percentage of new housing.

Using the persons per housing unit rates² shown in **Table A-13**, Keizer's 2030 population forecast is 39,994. That is a 7,791-person increase (24%) from the year 2000 population of 32,203.

² Rates from 2000 Census Salem Urbanized Area (which includes both Salem, Keizer, and the urbanized areas inside the Salem/Keizer UGB)

Table A-13
2000-2030 Keizer Housing & Population Forecast by Type and Year

Housing Growth 2000 - 2030

	Total	2005	2010	2015	2020	2025	2030
SF	1919	867	490	260	156	93	53
Duplex	164	138	26	0	0	0	0
Apartments	1153	276	289	200	256	89	43
Total	3236	1281	805	460	412	182	96
SF	59%	68%	61%	57%	38%	51%	55%
Duplex	5%	11%	3%	0%	0%	0%	0%
Apartments	36%	22%	36%	43%	62%	49%	45%

Population Growth 2000 - 2030

	New Dwellings	Persons/hh	Population Increase		
SF	1,919	2.663	5,110	Keizer Population Forecast	
Duplex	164	2.129	349	2000 Census	32,203
Apartments	1,153	2.022	2,331	2030 Forecast	39,994
	3,236		7,791		7,791
					24% increase

Housing and Population Forecast for the City of Salem

The official 2000 Census population for the Salem city limits was 136,924. The Salem UGB includes the Salem city limits plus adjacent urban areas of Marion and Polk counties. Using Census data, the estimated 2000 population within the Salem UGB was 171,072 persons. The interagency population coordination initially estimated that the Salem UGB’s population should be approximately 242,000 by the year 2030. With that initial target, city of Salem and SKATS staff worked on allocating the housing and population within the Salem UGB.

The first task was for city of Salem staff to update their base-year GIS to better match the 2000 Census housing totals for the Salem UGB planning area. Next, taxlots with a residential comprehensive plan were classified as developed, vacant, underutilized, or redevelopable as of the year 2000. Information about development after the year 2000 (building permits and recorded subdivisions) was included in the forecast of total residential growth. Assumptions were made for currently developed lots that might partition in the future. Reductions to potential residential development were made to account for future parks and schools. Some special categories were added to account for planned residential development at Sustainable Fairview, the Illahee area, and the North Downtown area. The PictSweet property west of Cordon Road is assumed to have housing in the future. In addition, 130 acres of additional multi-family housing (required in West Salem as part of Salem’s Periodic Review) were included in the forecast.

Once the taxlots and parameters for future residential growth were identified, the potential number of housing units was calculated using the densities in **Table A-14**. For special areas such as Sustainable Fairview and others noted above, city of Salem staff estimated the number of potential housing units. The total potential housing units and those allocated for the 2030 forecast are shown in **Table A-15**.

Table A-14
Housing Densities (Units per acre) Used for Salem Forecast

Category ("Devcode_cp")	Comprehensive Plan	Assumed Density	Note
Vacant or underutilized	Single Family or Developing Residential	4.64 units/acre	Underutilized land subtracts the acres used by the existing housing before calculating new units on the remaining acres
Vacant	Multi-family	21 units/acre	
Redeveloped	Multi-family	21 units/acre	Calculation will use 21 units/acre and subtract existing units to avoid double counting when growth is added to existing housing

Table A-15
Forecast of Potential and Allocated Housing Units for Salem UGB Forecast, by Development Category

Development Category "Devcode_cp"	Potential Number of Housing Units	Housing Units Allocated between 2000 and 2030
Known Development after year 2000 ("lots & committed")	5,710	5,710
Vacant Residential	15,629	11,558
Underutilized Residential	11,696	7,129
Redevelopment	12,866	1,736
Partitions	915	915
Sustainable Fairview Forecast	1,781	1,781
Illahee Forecast	167	167
Pictsweet Special Forecast	369	369
N Downtown Forecast	302	302
Total	49,433	29,666

The final housing forecast for the Salem UGB is shown in **Table A-16**. The table contains the forecast of new single-family and multi-family housing units for the Salem UGB east and west of the Willamette River. Using the same persons per housing unit rates used in Keizer, the population increases for each five-year period are forecast. **For the 2000 to 2030 period, increases of 18,261 single-family homes (61.6% of total), 11,405 multi-family units (38.4% of total), 29,666 housing units total, and a total population increase of 71,689 persons are forecast to occur.**

Table A-16
Forecast of New Housing Units and Population Increase in Salem UGB, in 5-year increments

Year	Salem UGB (East of River)			Salem UGB (West of River)			Total		
	SF units	MF Units	Population Increase	SF units	MF Units	Population Increase	SF Units	MF Units	Population Increase
2005	2,285	1,303	8,720	1,161	303	3,705	3,447	1,606	12,425
2010	1,712	1,560	7,714	888	669	3,718	2,600	2,229	11,432
2015	1,963	1,511	8,282	700	390	2,652	2,662	1,901	10,934
2020	2,454	845	8,244	738	1,435	4,868	3,193	2,280	13,112
2025	2,359	808	7,916	245	2,197	5,094	2,604	3,005	13,010
2030	3,214	55	8,671	541	329	2,105	3,755	384	10,776
Total	13,988	6,082	49,548	4,273	5,323	22,142	18,261	11,405	71,689
							61.6%	38.4%	

Note: Rounded to nearest integer

Based on the above forecast and the forecast for the city of Keizer, the Salem-Keizer UGB population would increase as shown in **Table A-17**.

Table A-17
Forecast of Salem-Keizer UGB Population Growth, in 5-year Increments

	Keizer	West Salem	East Salem	Total Salem UGB	Total Salem-Keizer UGB
2000	32,203	19,883	151,189	171,072	203,275
2005	35,364	23,588	159,909	183,497	218,861
2010	37,308	27,306	167,623	194,929	232,237
2015	38,404	29,958	175,906	205,863	244,268
2020	39,338	34,826	184,149	218,976	258,314
2025	39,767	39,920	192,066	231,985	271,752
2030	39,994	42,025	200,737	242,761	282,755

Housing and Population Forecast for the City of Turner

Turner updated its Comprehensive Plan in June 2001, projecting a 2020 population of 2,363 persons (Source: Chapter 3, Table 9.3 C, of the Turner Comprehensive Plan). This forecast is based on an annual population growth of 2.4%. Using this growth rate, and making small adjustments to account for available residential land, results in a 2025 population forecast of 2,661, and a 2030 population forecast of 2,933. The population forecast for Turner is shown in **Table A-10**.

According to the Growth Management section of the 2001 Turner Comprehensive Plan (page 9.800-8):

The City's 1980 Turner Comprehensive Plan previously committed itself to revise the City's Urban Growth Boundary (UGB) to accommodate the needs of 3,500 people should a commitment to a sewer system be made by the time of the next Plan update. In the summer of the year 2000, a sanitary sewage collection system was completed. With the introduction of municipal sanitary sewers, the city's growth potential has increased substantially over the rural capacity that was dependent upon septic system feasibility and may exceed the adopted [2020] population projection of 2,363 approved by the County and State.

As described in Chapter 4 of Turner's Plan (Housing and Buildable Lands Analysis), 99 acres of buildable land were needed to accommodate the city's 2020 population. It is estimated that there is approximately 157 acres of buildable residential land (Table 9.500 I in Plan). The Plan's land use goals and policies encourage compact residential development, infill development of oversized lots, and higher density multi-family development in the downtown core area.

Not included in the inventory of 99 acres of currently zoned and buildable residential land is the residential redevelopment potential within the city's 169 acres of MAR (Mineral and Aggregate Resource District) land. The MAR district is an aggregate extraction site established in 1995. It is located at the north end of the city and is owned by River Bend Sand and Gravel. Upon completion of the extraction process and city approval of a final redevelopment plan, this land will become available for development, most likely between 2010 and 2020. Presently, the preliminary redevelopment plan anticipates a 90-acre lake, 47 acres of residential redevelopment, 24 acres for commercial or public use, and 8 acres of protective landscape buffers.

Outside the Turner UGB, the city has an agreement with Marion County regarding the 439 acres removed from the original Turner UGB. This area, known as the Urban Growth Notification Area (UGNA), was established in 1982 between the city and county to accommodate future urban growth of the city when needed. Further information can be found in Chapter 9 of the Turner Plan.

Population Forecast for the Area Outside the UGB

The relationship between the Salem-Keizer Urban Growth Boundary (UGB) and the SKATS boundary is illustrated in **Map A-1**. Except for a section in the southeast, the SKATS boundary is about one to four miles larger than the UGB.

In 1990, approximately 6,430 people were living in the area between the UGB and SKATS boundary. The 2000 Census estimates the population of this area (i.e., before the SKATS boundary was expanded in 2002) was 8,230 people: a 28% increase, similar to the UGB population increase. With the expansion of the SKATS boundary, the population was re-calculated to be 10,109 persons in the year 2000.

A forecast for the SKATS area outside the UGB was prepared with the assistance of Marion and Polk counties' planning staff. Zoning data was used for the forecast, which included staff's suggestions on where to limit development due to slope and water restrictions. Between 2000 and 2030, the forecast is for **168 new units on 120 parcels in Polk County** and **512 new units on 399 parcels in Marion County**, for a combined total of 680 new units. Assuming 2.7 persons per household, this is an increase of 1,836 persons. Most of the new housing will be single-family dwelling units on residential lots currently vacant. Only about a quarter of the housing would result from new partitions or subdivisions.

Using this allocation, the total population outside the UGBs would increase from 10,109 in the year 2000 to 11,920 by 2030, an 18% increase for the thirty-year period. Adding this population to the 2030 population forecasts for the Salem-Keizer UGB (282,755) and Turner UGB (2,933) results in a total of 297,608 for the SKATS boundary (Table A-10).

Marion and Polk County Employment

County employment data is available from the Oregon Employment Department's (OED) Oregon Labor Market Information System (OLMIS) website. The year 2000 employment in each county, categorized by their major SIC groups and government sectors, is shown in Table A-18.

Table A-18
2000 Marion and Polk County Employment

SIC Group	Industry Group	Marion Co.	Polk Co	Total
01-09	Agriculture, Forestry and Fishing	8,829	1,163	9,992
10-14	Mining	220	56	276
15-17	Construction	6,678	791	7,469
20-39	Manufacturing	14,606	3,192	17,798
40-49	Trans., Comm., and Utilities	4,159	289	4,448
50-51	Wholesale Trade	3,981	422	4,403
52-59	Retail Trade	22,513	2,393	24,906
60-69	Finance, Insurance and Real Estate	5,598	284	5,882
70-89	Services	28,942	4,624	33,566
99	Nonclassifiable/all others	48	13	61
federal	Total Federal Government	1,578	137	1,715
state	Total State Government	16,965	990	17,955
local	Total Local Government	13,420	1,649	15,069
	Total	127,537	16,003	143,540

Source: OLMIS, 2004

The OLMIS website contains the ES-202 data of “covered” employment (workers covered by unemployment insurance) by industry for all counties in the state³. The employment data comes from the unemployment insurance tax reports submitted quarterly by employers subject to Employment Department Law. Since 1980, the ratio of covered employment to total employment, expressed as a percentage, has varied between a low of 78.6 % (in 1983) and a high of 95% (in 1999). In 2000, the ratio dropped to 93.7%, in 2001 it was 93.6%, in 2002 it was 92.5% and in 2003 it was 91.6% ⁴

The OLMIS Covered Employment and Wages tool allows searches and summaries of industry employment, wages, and number of business establishments. Historical data are available back to 1976; but beginning in 2001, data is reported using the North American Industry Classification System (NAICS)⁵. Prior data are organized by Standard Industrial Classification (SIC), which is used in this analysis in order to compared changes from 1990 to 2000.

Employment for 1990 and 2000 in the Salem MSA (Marion and Polk counties) are shown in **Table A-19**. Between 1990 and 2000, employment in the MSA increased 28 percent, coinciding with the growing overall economy in Oregon. The service sector had the largest increase in jobs (almost 12,000 new jobs), but there were other significant increases in agriculture/forestry/fishing, construction, transportation/communication/utilities, retail, and government.

Table A-19
Salem MSA (Marion and Polk Counties) Employment (1990 to 2000) by SIC Categories

Year →		1990	2000	MSA 1990-2000 Change	MSA 1990-2000 % increase
SIC Group	Industry Group	MSA	MSA		
01-09	Agriculture, Forestry and Fishing	7,520	9,992	2,472	33%
10-14	Mining	73	276	203	278%
15-17	Construction	4,714	7,469	2,755	58%
20-39	Manufacturing	16,000	17,798	1,798	11%
40-49	Trans., Comm., and Utilities	2,896	4,448	1,552	54%
50-51	Wholesale Trade	4,086	4,403	317	8%
52-59	Retail Trade	19,730	24,906	5,176	26%
60-69	Finance, Insurance and Real Estate	5,029	5,882	853	17%
70-89	Services (& Miscellaneous SIC=99)	21,780	33,627	11,847	54%
fed	Total Federal Government	1,826	1,715	(111)	-6%
state	Total State Government	16,950	17,955	1,005	6%
local	Total Local Government (includes schools)	11,250	15,069	3,819	34%
	Total Government	30,026	34,739	4,713	16%
	Total	111,854	143,540	31,686	28%

³ Non-covered employment includes the self-employed; services performed by a person in the employ of a son, daughter, or spouse; realtors and insurance sales employment that are based solely on commission; service performed by certain part-time, irregular, and emergency employees of state or local government; service performed by elected officials; certain categories of agricultural workers; and other specialized employment. See OLMIS for more info.

⁴ Source: 10/25/04 e-mail from Ken Lux, Covered Employment and Wages program, OED

⁵ Beginning with January 2003 data, the Oregon Employment Department will be reporting industry data in North American Industry Classification System (NAICS) format in order to be comparable to industry data for the U.S. and both Mexico and Canada.

The 25-year growth in employment in Marion and Polk counties is shown in **Figure A-5**. The variation in employment during a typical year in the manufacturing sector is shown in **Figure A-6**. This variation is due to the fact that a large percentage of the manufacturing employment in the SKATS area is in the food processing sector. Employment in food processing is highly seasonal, as large canneries (Truitt, Norpac, etc.) almost double their employment during August to October.

Figure A-5
Marion and Polk County Historic Employment

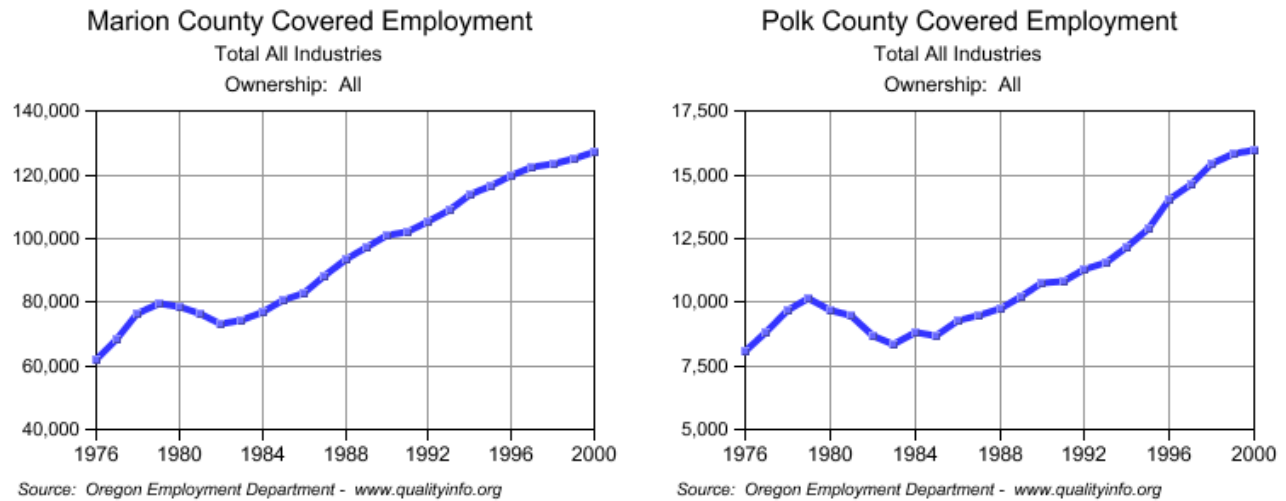
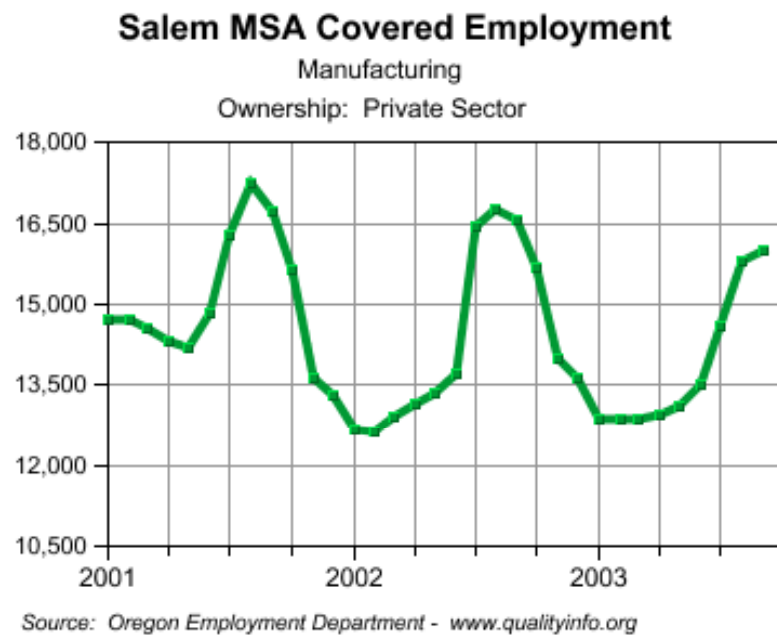


Figure A-6
Salem MSA Seasonal Manufacturing Employment



Employment Forecasts - 2012 Forecast for Marion and Polk Counties

In July 2003, the Oregon Employment Department (OED) released a report titled, "Employment Projections By Industry, 2002-2012." This document reports that between 1992 and 2002, employment increased 24 percent for the entire state (over 300,000 jobs). For the years 2002 to 2012, OED forecasts a 13.7 percent employment increase statewide (215,000 jobs). For Region 3 (Marion, Polk, and Yamhill) this report forecasts a 13.5 percent increase (22,000 more jobs). OED was able to provide the 2002-2012 forecasts for just Marion and Polk counties, which are shown in **Table A-20**.

Highlights of the statewide forecast include the following:

1. The state has added jobs in *every* 10-year increment since the state began tracking non-farm employment in 1947.
2. Population growth (13 percent between 2000 and 2010) will increase demand for goods and services.
3. Service industries are likely to account for nearly half of the state's job growth, in particular the health, business, social, and professional (i.e., engineering and management) services.
4. Trade industries (retail and wholesale together) will account for more than one in four new jobs. Retail trade historically tracks closely with population growth. Wholesale trade is affected by broader industry and economic trends.
5. Finance, insurance, and real estate industries (FIRE) are also likely to grow with the state's population.
6. Construction is likely to see considerably slower growth over the forecast period compared to the 1990s.
7. Manufacturing employment in the state is forecast for slow job growth. Some manufacturing industries are currently thought to be at a cyclical low point (high tech, transportation equipment, fabricated metals, printing and publishing); each of these industries is expected to rebound with the overall economy. Several others are expected to continue a long-run decline (lumber and wood products, food products, paper products)
8. Although government employment is currently declining, it is expected to resume its long-term trend, growing more slowly than the overall economy.

Table A-20
OED Employment Forecasts

OED Region 3 Forecast - Marion and Polk and Counties from Employment Projections by Industry (July 2003)					
Broad Industry	2002	2012	Projected Change	Percent Change	Percent Increase Adjusted for a 15-year Growth Period
Total Nonfarm Payroll Employment	137,837	156,035	18,198	13.2%	20.4%
Mining	268	281	13	4.9%	7.4%
Construction	6,463	7,245	782	12.1%	18.7%
Manufacturing	15,911	16,338	427	2.7%	4.1%
Transportation and Public Utilities	4,883	5,343	460	9.4%	14.5%
Wholesale Trade	4,113	4,810	697	16.9%	26.5%
Retail Trade	25,542	29,453	3,911	15.3%	23.8%
Finance, Insurance, and Real Estate	6,906	7,933	1,027	14.9%	23.1%
Services	34,771	43,078	8,307	23.9%	37.9%
Government	38,980	41,554	2,574	6.6%	10.1%

SKATS Employment Forecast to 2015 and 2030

“Covered” employment data for the SKATS area for 2000 was obtained from the Oregon Employment Department, which tracks the employment of workers who are covered by the state’s unemployment insurance program.

Employment totals in Salem are seasonal, due to increased employment at the local canneries during the late summer and fall, and at retailers during the Christmas holidays. For that reason, employment for each employer in SKATS was averaged over the twelve months to report the annual average employment. **Table A-21** shows 1991 and 2000 covered employment by major employment sectors inside SKATS. Between 1991 and 2000, employment in SKATS increased by over 11,000 jobs, a 14 percent increase. The table shows how each segment of employment changed between 1991 and 2000. **Table A-21** also shows the amount of covered employment in Keizer UGB, Salem UGB, and the remainder of SKATS. The last column of **Table A-21** shows the employment inside SKATS as a percentage of the Marion/Polk MSA 2000 employment. Finally, the 91,888 jobs in SKATS represents 64 percent of all covered employment within Marion and Polk counties in the year 2000.

Table A-21
SKATS Employment 1991 and 2000, by SIC Categories

Year →		1991	2000			2000	2000	2000	
SIC Group	Industry Group	SKATS Total	SKATS Total	SKATS 1991-2000 Change	SKATS 1991-2000 % Increase	Keizer UGB	Salem UGB	Remainder of SKATS TMA area	SKATS Employment as % of MSA Employment
01-09	Agriculture, Forestry and Fishing	3,557	1,993	(1,564)	-44%	101	1,109	783	20%
10-14	Mining	65	160	95	146%	-	121	39	58%
15-17	Construction	3,484	4,173	689	20%	351	3,465	357	56%
20-39	Manufacturing	8,269	8,746	477	6%	40	8,487	219	49%
40-49	Trans., Comm., and Utilities	1,985	2,775	790	40%	46	2,639	90	62%
50-51	Wholesale Trade	3,254	2,638	(617)	-19%	69	2,288	281	60%
52-59	Retail Trade	14,373	17,505	3,132	22%	1,152	16,188	165	70%
60-69	Finance, Insurance and Real Estate	5,241	4,712	(529)	-10%	245	4,433	35	80%
70-89	Services (& Miscellaneous SIC=99)	17,807	23,100	5,293	30%	1,369	21,486	245	69%
fed	Total Federal Government		999			6	958	35	58%
local	Total State Government		15,676			-	15,676	0	87%
state	Total Local Government (includes schools)		9,413			594	8,460	359	62%
	Total Government	22,531	26,087	3,556	16%	600	25,093	394	75%
Total		80,566	91,888	11,322	14%	3,972	85,309	2,608	64%

The SKATS Land Use Subcommittee looked at several methods for forecasting future employment for 2015 and 2030. This included using the OEA growth rates for the Salem MSA, combined with several variations of shift-share analysis between local growth and MSA growth.

The subcommittee first focused on a 2015 forecast. This recommended forecast used a combination of growth rates from the OEA plus adjustments to account for planned growth in retail, manufacturing, and transportation due, in part, to two projects: Keizer Station and the Salem Regional Employment Center (SREC). Keizer Station is estimated to add 2,195 jobs (mostly retail and service) by 2015. SREC is estimated to add 5,400 jobs (mostly manufacturing and distribution), and it is forecast that 2,760 of these jobs will occur by 2015. Employment decreases due to recent business closures and announced reductions (e.g., SUMCO and State Farm) are also factored in the 2015 forecast.

Table A-22 shows the recommended 2015 forecast for SKATS, showing a 16,000-job increase (17%) from the year 2000. Retail and service jobs will be the leading sectors of new jobs, similar to the forecast developed at the state and Salem MSA level. In the government sector, it was estimated that state government would grow by 1,800 jobs, federal government by 115 jobs, local government by 230 jobs, and school employment by 850 jobs.⁶ Increases in manufacturing and TCU (transportation, communications, utilities) will be due in large part to the SREC development, as well as recent and expected employment increases by businesses in the communication sector (i.e., T-Mobile and Wachovia).

As shown in **Table A-22**, the ratio of population to employment for 2015 (2.35) stays about the same as the ratio in 2000 (2.34)

⁶ Since the base year is 2000, some of this school employment has occurred with the opening of a new West Salem high school, and several middle and elementary schools since 2000.

Table A-22
SKATS 2015 Employment Targets

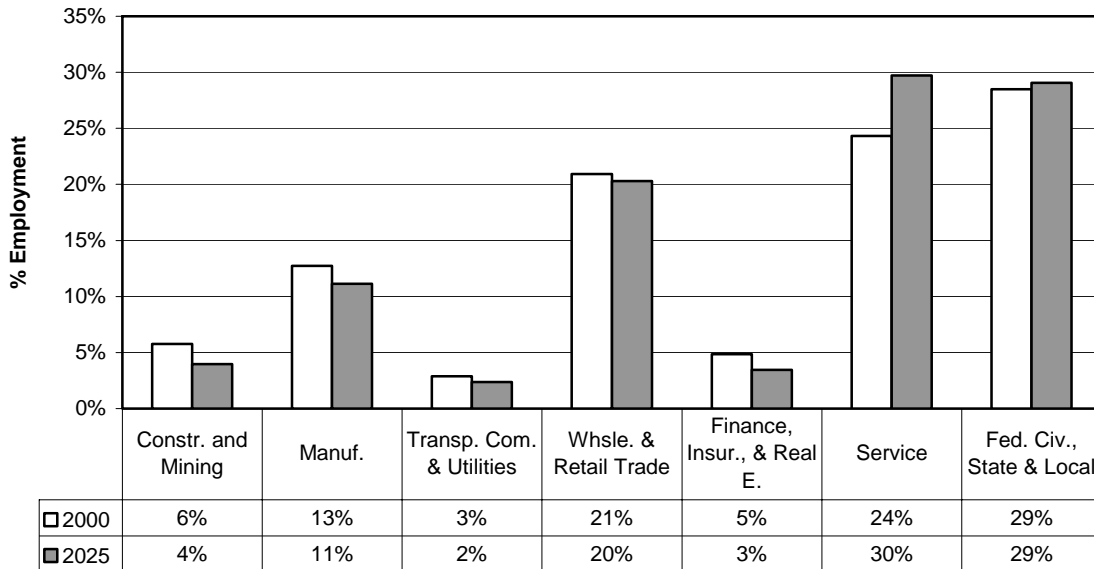
Employment Sector	SKATS 1991 Employment	SKATS 1997 Employment	SKATS 2000 Employment	SKATS 2015 Employment Target	Increase/ Decrease from Year 2000	Percent Change
1 Agriculture, Forestry and Fishing	3,557	1,844	1,993	1,600	-393	-20%
2 Mining	65	165	160	160	0	0%
3 Construction	3,484	4,375	4,173	4,954	781	19%
4 Manufacturing	8,269	8,553	8,746	10,000	1,254	14%
5 Trans., Comm., and Utilities	1,985	1,964	2,775	4,352	1,577	57%
6 Wholesale Trade	3,254	2,454	2,638	2,813	176	7%
7 Retail Trade	14,373	17,573	17,505	21,676	4,171	24%
8 Finance, Insurance and Real Estate	5,241	4,510	4,712	4,891	179	4%
9 Services	17,807	20,662	23,100	28,377	5,277	23%
10 Total Government	22,531	25,788	26,087	29,104	3,017	12%
Total Employment	80,566	87,888	91,888	107,927	16,039	17%
SKATS Population Estimate	170,800	197,200	214,583	257,588		
Population: Employment Ratio	2.12	2.24	2.34	2.35		

Developing a 2030 employment forecast is more challenging than the 2015 forecast, due to the increased uncertainty with longer term forecasts. The only local source of information that might be used is Portland Metro’s Regional Economic Model, which includes a 2025 employment forecast for the Salem MSA.

Metro’s model is made up of a series of simultaneous equations relating the various sectors of the economy to one another, including consumption, investment, production, and wage and price determination. Metro’s econometric model also includes an input/output model. Metro uses their econometric model with their land allocation software (MetroScope) to create future year land scenarios.

The chart below shows the 2025 employment sector forecast for the Salem MSA based on Metro’s econometric model. As shown in the chart, service and government employment increase as a percentage of the total employment, while the other sectors decrease as a percentage of total employment.

Salem MSA by Industry Sector, 2000 and 2025
(Source: Metro)



One reason that Metro’s 2025 forecast of total employment in the Salem MSA might be too high is its forecast of government employment. The Portland MSA and Salem MSA 2000-2025 forecast in three broad employment sectors are shown in **Table A-23**. The growth rates for Construction, Mining, Manufacturing, and Transportation/Communications/Utilities sectors differ by eight percent. The growth rates for the Wholesale, Retail, FIRE, and Service sectors are very similar.

However, the government sector’s growth rate for Salem is much higher than Portland’s. While Salem does have a large percentage of its 2000 employment in government, it’s hard to imagine that government jobs will increase by 64% in 25 years. There are about 26,000 government jobs in SKATS in the year 2000 (**Table A-22**). If that number increased by 64%, there would be about 43,000 government workers in the year 2025, an increase of 17,000 workers. In contrast, the recommended 2015 forecast for SKATS (**Table A-22**) shows an increase of only 3,000 government jobs between 2000 and 2015. In summary, the government job increase from the Metro model appears very overestimated.

Table A-23
Comparison of Metro Forecast for Salem MSA and Portland MSA

	Portland MSA			Salem MSA		
	2000	2025	Increase	2000	2025	Increase
Construction, Mining, Manf, TCU	254,040	304,050	20%	29,356	37,528	28%
Wholesale, Retail, FIRE, Services	579,040	998,040	72%	68,804	120,380	75%
Government	126,640	166,220	31%	39,132	64,332	64%
Total	959,720	1,468,310	53%	137,291	222,240	62%

Table A-24 shows three methods for estimating a 2030 forecast and the recommended forecast.

- In Option 1, the increase or decrease in employment for each sector is simply doubled, based on the 2000 to 2015 forecast. For example, the Manufacturing sector is forecast to increase by 1,254 jobs between 2000 and 2015. Using this method, 1,254 more manufacturing jobs would be added between 2015 and 2030.
- In Option 2, percentage change between 2000 and 2015 for each sector would be applied to the 2015 forecast. For example, the Manufacturing sector is forecast to increase by 14% between 2000 and 2015. Using this option, jobs in the Manufacturing sector would increase by 14% (1,434 jobs) between 2015 and 2030. Using this option results in higher forecast results compared to Option 1.
- In Option 3, a growth rate of the Salem MSA as calculated by Portland’s econometric model would be used. For some sectors, the results are not too different from the Option 1 and Option 2 results. There are bigger differences occurring in the Services, Transportation/Communication/Utilities, and the Government sectors
- Option 2 is used for the recommended forecast for most of the employment sectors. The two exceptions are the 2030 forecasts for the Manufacturing and TCU sectors. Due to the large initial increase in employment due to the SREC development at Mill Creek, it would seem unlikely to have a similar large expansion of manufacturing and TCU after

2015. Therefore, Option 1 is used for the manufacturing sector, and a forecast between Options 1 and 2 is used for TCU.

- Total SKATS employment growth from 2015 to 2030 for the recommended forecast is 18 percent, which is slightly higher than the 17 percent in the 2000 to 2015 forecast.

Table A-24
2015 to 2030 SKATS Employment Forecast Options and Recommended Targets

Sector	2000	2015	Option 1	Option 2	Option 3	Recommended Forecast	2015-2030 Change	Percent change
			Double Employment Growth/Decline	Use the 2000-2015 Growth Rate	Use Metro's 2015-2025 Rate			
Agriculture	1,993	1,600	1,207	1,284	1,200	1,284	(316)	-20%
Mining	160	160	160	160	193	160	-	0%
Construction	4,173	4,954	5,735	5,882	5,975	5,882	928	19%
Manufacturing	8,746	10,000	11,254	11,434	11,978	11,254	1,254	13%
Trans., Comm., and Utilities	2,775	4,352	5,929	6,824	4,960	6,626	2,274	52%
Wholesale Trade	2,638	2,813	2,989	3,000	3,534	3,000	187	7%
Retail Trade	17,505	21,676	25,847	26,841	27,229	26,841	5,165	24%
Finance, Insurance and Real Estate	4,712	4,891	5,070	5,077	5,530	5,077	186	4%
Services	23,100	28,377	33,654	34,859	42,976	34,859	6,482	23%
Total Government	26,087	29,104	32,121	32,470	38,430	32,470	3,366	12%
Total SKATS	91,888	107,927	123,966	127,832	142,005	127,454	19,527	18%

Allocation of Employment in Keizer

A detailed analysis was performed to allocate employment in Keizer. Details of the forecast include:

1. Preliminary estimates of Keizer's employment growth were first estimated based on vacant and underutilized commercial land and special employment areas. The initial employment growth target was 4,150 new jobs by the year 2015 (including 2,195 jobs at Keizer Station and 300 jobs at Chemawa Station). Between the years 2015 and 2030, another 761 jobs are forecast to be added throughout the city.
2. An inventory of existing land uses, including digital photos, was completed and the Keizer GIS was updated.

3. Based on the data and photo survey, commercial taxlots were categorized for potential development. For example, “VAC-HI” means that the parcel is vacant with a high probability of being developed in the near future.
4. For most taxlots, the estimate of future employment is based on the taxlot size and the assumed density of employment. However, in Keizer there are special forecasts for a significant number of taxlots, as described below.
 - a. Forecasts for Keizer Station (2,195 jobs) and Chemawa Station (300 jobs) are estimated based on Master Plan maps that identify building square footage and use, with concurrence of Keizer staff.
 - b. Other special areas, including:
 - i. Sports area north of Keizer Station. Keizer staff recommends that the forecast include a future co-generation plant, aquatic center, movie theatre, and limited retail. One hundred twenty jobs are forecasted for these developments.
 - ii. Keizer Station Area B. A special area because new road to access Keizer Village will bisect some these properties. Keizer staff recommends adding 261 employees to the forecast.
 - iii. Keizer Village (site of Gold’s Gym, Goodwill, and others). The redevelopment of this shopping center made it a special area. A total of 149 jobs are forecasted for once the redevelopment is completed.
 - iv. The site on north end of Wheatland, including the Marion Rural fire district.
 - c. Employment in residential areas.
 - i. In the year 2000, there were approximately 650 jobs in the residential areas of Keizer, excluding the schools and their employment. Services make up about half of these jobs, followed by construction jobs, some retail, and some small manufacturing. One hundred twenty six residential jobs are forecasted to be added to a random selection of residential taxlots.
 - d. Employment in Mixed Use areas (including Staats Lake, River Road north of Lockhaven, Area C of Keizer Station Plan, and along Cherry Avenue). About 600 of the estimated 800 potential jobs were allocated by 2030.
5. The last step of the Keizer employment forecast was adding the expected year the employment increases would occur. Projects completed since the year 2000 or currently under construction (e.g., Keizer Village) were assumed completed by 2005. Taxlots that Keizer staff had expectations for development in the next few years, plus some other taxlots with a high probability to develop, were assumed completed by 2010.⁷ Development beyond 2010 was based on consultation with Keizer staff, and with the attempt to “smooth-out” the employment between the years 2015 and 2030. The employment forecast by year is shown in **Table A-25**. In summary, employment in Keizer is forecast to grow from 3,972 to 8,864 by 2030, with most of that increase occurring by 2015.

1. ⁷ Keizer Station and Chemawa Station were assigned year 2010, even though both projects may start construction in 2005 or 2006. In the case of Keizer Station, it’s reasonable to assume it may take several years –up to the year 2010 – to be fully developed.

Table A-25
Keizer Employment Forecast, 2000 to 2030

Year	Total Employment	Increase
2000	3,972	
2005	4,802	830
2010	7,318	2,517
2015	8,155	837
2020	8,428	273
2025	8,670	242
2030	8,864	194

Allocation of Employment in Salem

In the Salem UGB, Salem staff updated their non-residential land use inventory for a year 2000 base. Using this inventory, taxlots were classified as vacant, underutilized, or available for redevelopment. Special forecasts were prepared for Sustainable Fairview and the Mill Creek area (Salem Regional Employment Center (SREC)). Information about recent changes (new firms, closures, job increases and decreases) -- such as SUMCO and Wachovia -- were factored into the employment forecast.

After classifying the land uses, Salem and SKATS staff developed employment densities to use for the forecast. These densities were applied to vacant and underutilized taxlots based on the Comprehensive Plan of the taxlot. The employment types and densities for vacant and underutilized lots are listed in **Table A-26**. Employment for taxlots using one of the “mix” categories are later broken down into employment sectors (retail, services, etc.). For example, vacant taxlots in the downtown central business district are assumed to develop at a higher density (72.8 jobs per acre) than other commercial areas. This “central area business mix” of new jobs is split into 52 percent retail jobs, 40 percent service jobs, and eight percent finance, insurance, and real estate (F.I.R.E.) jobs, which was based on year 2000 employment in the central business area. Each mix has a unique distribution of employment sectors.

Table A-26
Employment Densities Used for Salem Forecast

ASSUMED EMPLOYMENT DENSITIES		
Employment Types	Density for vacant lots	Density of underutilized lots
Central Business Area Mix	72.8	48.5
Commercial Mix	27.1	18.1
Government Mix	35	23
Industrial Mix	12.8	8.5
Ind-Comm. Mix	15.4	10.3
Office	35	23
Retail	27	18
Service	31	21
F.I.R.E.	35	23
Residential Mix	0.5	n/a

Using the land inventory, employment densities, and employment targets for the Salem-Keizer UGB shown in **Tables A-22 and A-24**, Salem staff developed an employment forecast for the Salem UGB area. The five-year increases in employment for the Salem UGB are shown in **Table A-27**.

Table A-27
Salem UGB Employment Forecast

Year	Total Employment	Increase
2000	85,309	
2005	89,895	4,586
2010	94,199	4,304
2015	99,404	5,205
2020	105,324	5,920
2025	110,297	4,973
2030	115,932	5,635

Employment Allocation for Turner and Remainder of SKATS

Year 2000 Oregon ES-202 employment data was examined for the city of Turner, showing a total of 321 employees. The 2000 Census indicates a total of 489 employed residents living in Turner, but does not give the number of jobs within Turner.

Turner city staff notes the difficulty the city has with generating job growth. Job growth is limited primarily due to Turner’s close proximity to Salem, as well as limited commercial land (only 7.5 acres of the city’s 34 acres are vacant; 16 acres are in residential use) and development restrictions on industrial land (flooding, wetlands, riparian corridors).

The City Manager of Turner and Turner’s Downtown Development Advisory Committee recommended an increase of 50 employees by 2010, another 25 by 2020 and 30 more by 2030. Most of it would be services and retail.

The SKATS area outside the Salem-Keizer UGB has recently seen some declines in employment, notably among the businesses along Highway 22 in Polk County. The assumption for the forecast is that employment will eventually return to the year 2000 levels plus a small increase of 100 jobs, although many of those will be home-based businesses.

Summary of SKATS Employment Forecast and Allocation

The final employment allocations, in five-year increments, for all the jurisdictions in SKATS are shown in **Table A-28**. The final 2030 employment allocations by jurisdiction and employment sector are shown in **Table A-29**. This allocation was a little higher than the year 2030 target employment forecast of **Table A-24**, and the final forecast differed by only a few hundred at most for any sector.

Table A-28
Summary of Employment Forecast by Year and Jurisdiction

	2000	2005	2010	2015	2020	2025	2030
Salem UGB	85,309	89,894	94,199	99,403	105,323	110,296	115,932
Keizer UGB	3,972	4,801	7,318	8,155	8,428	8,670	8,864
Turner UGB	321	346	371	384	396	411	426
Remainder of SKATS in Marion & Polk Counties	2,286	2,301	2,316	2,331	2,351	2,366	2,386
Total SKATS	91,888	97,342	104,204	110,273	116,498	121,743	127,608

Table A-29
Summary of 2030 Employment Forecast by Sector

Sector	Salem UGB	Keizer UGB	Turner & Counties	2030 Final Employment Total	SKATS 2030 employment targets (from Table A-24)	Difference
Agriculture, Forestry and Fishing	735	101	818	1,654	1,284	(370)
Mining	121	-	39	160	160	-
Construction	4,994	480	357	5,830	5,882	52
Manufacturing	10,989	130	266	11,385	11,254	(131)
Trans., Comm., and Utilities	6,532	92	115	6,739	6,626	(113)
Wholesale Trade	2,612	89	281	2,983	3,000	17
Retail Trade	22,588	3,818	196	26,602	26,841	239
Finance, Insurance and Real Estate	4,657	378	35	5,070	5,077	7
Services	31,391	3,018	312	34,721	34,859	138
Total Government (includes schools)	31,312	759	394	32,465	32,470	5
Total	115,932	8,864	2,813	127,608	127,454	(154)