

DATE: January 14, 2019  
 TO: Keizer Housing Needs Assessment Project Advisory Committee  
 CC: Nate Brown and Shane Witham, City of Keizer; Angela Carnahan, DLCD  
 FROM: Bob Parker and Beth Goodman, ECONorthwest  
 SUBJECT: **DRAFT KEIZER UGB POPULATION FORECAST**

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This memorandum presents the draft population forecast for the Keizer portion of the Salem-Keizer urban growth boundary (UGB) for the Keizer Housing Needs Analysis (HNA).<sup>1</sup> While there is an official population forecast for the Salem-Keizer UGB, there is no population forecast for the Keizer portion of the joint UGB. A foundational part of a housing needs analysis is the population forecast. This memorandum presents historical assumptions about Keizer's share of population in the joint Salem-Keizer UGB and proposes a population forecast for the Keizer portion of the UGB based on the official population forecast.

## Historical Assumptions and Forecasts

Table 1 presents the population forecast for the joint Salem Keizer UGB between 2010 in 2030. Over the 20 year period, the UGB is forecast to grow at an average annual rate of 1.25%.

**Table 1. Salem-Keizer UGB population forecast, 2010**

Year	Salem-Keizer UGB
2010	233,864
2030	299,980
Change 2010 to 2030	
Population	66,116
Percent change	28%
AAGR	1.25%

Source: Portland State University, Population Research Center report "Population forecasts for Marion County, its Cities and Unincorporated Areas 2010-2030"

Table 2 shows the distribution of population to the cities and urbanizing area within the Salem-Keizer UGB in 2010 based on information from staff at the Population Research Center at Portland State University.<sup>2</sup> In 2010, 15.9% of the population in the UGB was within the Keizer city limits, 67.2% was within the Salem city limits, and the remaining 17.0% was in the urbanizing area outside of city limits but within the UGB.

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<sup>1</sup> This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

<sup>2</sup> Table 1 shows the forecast for the Salem-Keizer UGB was to have 233,864 people in 2010. This was based on population estimate in 2007. Table 2 shows the Census estimate of population in the Salem-Keizer UGB in 2010, at 230,134 people. The reason for the different population numbers for the Salem-Keizer UGB in 2010 is that population grew slower than the PSU's forecast assumed between 2007 and 2010.

Staff at the Population Research Center reported that the vast majority of people living within the urbanizing area are adjacent to the Salem city limits, with fewer than 10 people living within the urbanizing area adjacent to the Keizer city limits.

Based on this information, ECONorthwest concludes that it is reasonable to assume that in 2010, Keizer’s city limits and the portion of the adjacent urbanizing area (referred to as the Keizer portion of the UGB in the remainder of this memorandum) accounted for 15.9% of the Salem-Keizer UGB population in 2010.

**Table 2. Distribution of population to the cities and urbanizing area within in the Salem-Keizer UGB, 2010**

	2010 PSU Estimate	
	Population	Percent of UGB Total
Keizer city limits	36,478	15.9%
Salem city limits	154,637	67.2%
Urbanizing Area*	39,019	17.0%
<b>Salem-Keizer UGB Total</b>	<b>230,134</b>	<b>100.0%</b>

Source: Portland State University, Population Research Center staff, November 2018

\*The urbanizing area is the area outside of city limits but within the UGB.

Table 3 presents the population forecast for Keizer for the 2013-2033 period from the “Goal 9 and Goal 10 Analyses Reports” memorandum (April 15, 2013) by Johnson Reid.<sup>3</sup> This forecast shows Keizer growing by about 11,833 people over the 20-year period.

**Table 3. Keizer population forecast for the 2013-2033 period**

Year	Keizer
2013	36,864
2033	48,697
<b>Change 2013 to 2033</b>	
Population	11,833
Percent change	32%
AAGR	1.40%

Source: “Goal 9 and Goal 10 Analyses Reports” memorandum (April 15, 2013) by Johnson Reid  
2013 population from Figure 5 and 2033 population from Figure 6.

<sup>3</sup> Keizer’s adopted forecast was based on the population forecast used in the Salem-Keizer Housing Needs Analysis 2012-2032, May 2011, ECONorthwest. Table 4 shows a forecast for Salem and Keizer’s portion of the UGB for 2012 to 2032. It shows Keizer and its portion of the UGB growing from 37,992 people in 2012 to 50,961 people in 2032. Based on the forecast in Table 4 of the Salem-Keizer HNA, Keizer’s population would account for between 15.8% and 16.6% of the entire Salem-Keizer UGB population.



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Table 4 presents the adopted population forecast for Keizer in 2032<sup>4</sup> and Salem's adopted population forecast in 2035. The information in

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<sup>4</sup> Ordinance No. 2012-656, adopted on May 7, 2012

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Table 4 is from the following sources:

- **2032 Forecast**

- Keizer portion of the UGB. 48,089 people. This is Keizer's **adopted** population forecast, as shown in the City of Keizer Comprehensive Plan, Chapter II, page 2.
- Salem portion of the UGB. 259,437 people. This number was **extrapolated** by subtracting Keizer portion of the UGB from the total Salem-Keizer UGB population.
- Salem-Keizer UGB Total. 307,526. This number was estimated by extrapolating the 2030 forecast for the Salem-Keizer UGB (Table 1), assuming the population in the UGB continued growing at an average annual growth rate of 1.25% between 2030 and 2032.
- Keizer's portion of the UGB population was estimated to be 15.6% of the UGB population.

- **2035 Forecast**

- Keizer portion of the UGB. 49,929 people. This number was **extrapolated** by subtracting Salem portion of the UGB from the total Salem-Keizer UGB population.
- Salem portion of the UGB. 269,274 people. This number is Salem's **adopted** population forecast for the Salem portion of the UGB, from the Salem Comprehensive Plan.
- Salem-Keizer UGB Total. 307,526. This number was estimated by extrapolating the 2030 forecast for the Salem-Keizer UGB (Table 1), assuming the population in the UGB continued growing at an average annual growth rate of 1.25% between 2030 and 2035.
- Keizer's portion of the UGB population was estimated to be 15.6% of the UGB population.

**Table 4. Population forecasts and estimated distribution of population for Keizer and Salem**

	2032		2035	
	Keizer's Adopted Forecast		Salem's Adopted Forecast	
	Population	Percent of UGB Total	Population	Percent of UGB Total
Keizer portion of the UGB	<b>48,089</b>	15.6%	49,929	15.6%
Salem portion of the UGB	259,437	84.4%	<b>269,274</b>	84.4%
Salem-Keizer UGB Total	307,526	100.0%	319,203	100.0%

Source: Keizer's adopted population forecast: Keizer Comprehensive Plan

Salem's adopted population forecast: Salem Comprehensive Plan

Note: The number in green shading and bold is the adopted forecast. The numbers in italics are an extrapolation of the forecast based on the Salem-Keizer UGB total and the adopted forecast number. In short, the Salem portion of the UGB population in 2032 is extrapolated and the Keizer portion of the UGB population in 2035 is extrapolated

**The information in Table 2 and**

Table 4 shows that the Keizer portion of the UGB is assumed to be between 15.6% and 15.9% of the Salem-Keizer UGB's population.

## Current Population Forecast

The population forecast for the Salem-Keizer UGB was updated through development of new, official population forecasts for Marion and Polk Counties in June 2017. Table 5 presents the official forecast for the Salem-Keizer UGB for 2017 and 2040. Keizer is required by OAR 660-032 to use the 2017 forecast of population for the Salem-Keizer UGB for its housing needs analysis.

**Assuming that Keizer's portion of the UGB is 15.6% of the total UGB population, Keizer is forecast to grow from 38,466 people in 2017 to 49,821 people in 2040.**

**Table 5. Salem-Keizer Population Forecast and Estimate of Keizer's Portion of the UGB, 2017 and 2040**

Year	Salem-Keizer UGB	Estimated Population Keizer Portion of the UGB
2017	246,576	38,466
2040	319,368	49,821
Change 2017 to 2040		
Population	72,792	11,355
Percent change	30%	30%
AAGR	1.13%	1.13%

Source: Portland State University Population Research Center's Oregon Population Forecast Program, Forecasts for Marion and Polk County, June 30, 2017  
ECONorthwest estimate of the Keizer portion of the UGB's population

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A housing needs analysis is based on a 20-year population forecast. Table 6 shows the forecast for Keizer’s portion of the UGB population for the 2019 through 2039 period.

**Table 6. Forecast of Population for Keizer’s Portion of the UGB, 2019 and 2039**

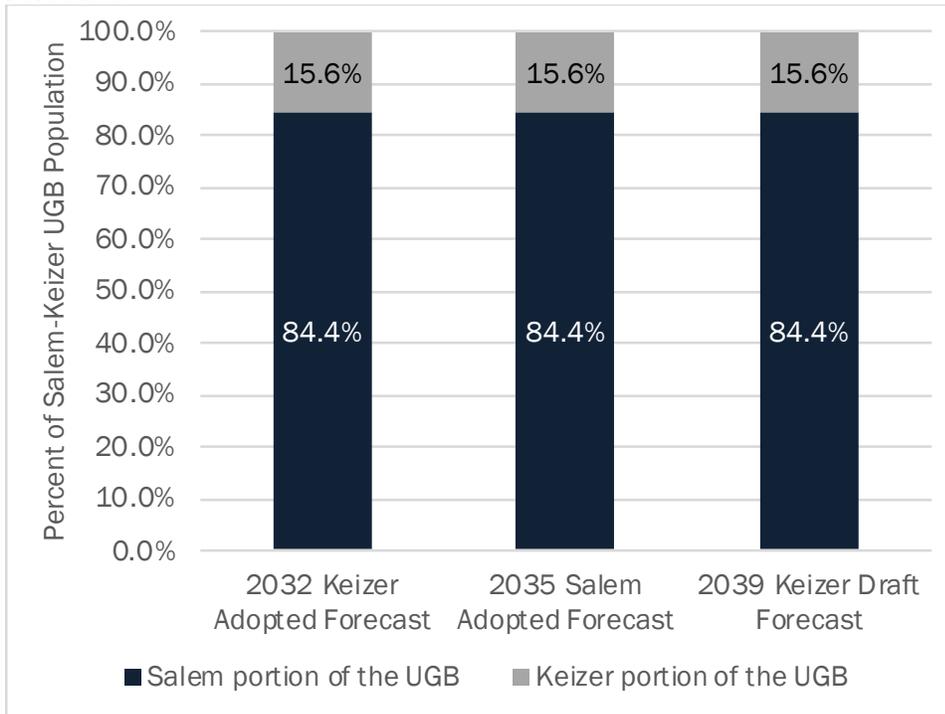
<b>Year</b>	<b>Keizer Portion of the UGB</b>
2019	39,395
2039	49,318
Change 2019 to 2039	
Population	9,923
Percent change	25%
AAGR	1.13%

Source: Portland State University Population Research Center’s Oregon Population Forecast Program, Forecasts for Marion and Polk County, June 30, 2017  
ECONorthwest estimate of the Keizer portion of the UGB’s population

Figure 1 compares the division of the Salem-Keizer UGB population by the cities in the past and current forecasts. Figure 1 shows that the division of population is the same for all three forecasts:

- The Salem portion of the UGB has 84.4% of the Salem-Keizer UGB population in all three forecasts.
- The Keizer portion of the UGB has 15.6% of the Salem-Keizer UGB population in all three forecasts.

**Figure 1. Comparison of the Division of Salem-Keizer UGB Population by city in Past and Current Forecasts**



2032 Forecast Source: Keizer’s adopted population forecast: Keizer Comprehensive Plan  
 2035 Forecast Salem’s adopted population forecast: Salem Comprehensive Plan  
 2039 Forecast Source: ECONorthwest estimate of the Keizer portion of the UGB’s population