

CITY OF KEIZER MISSION STATEMENT
**KEEP CITY GOVERNMENT COSTS AND SERVICES TO A MINIMUM BY PROVIDING CITY
SERVICES TO THE COMMUNITY IN A COORDINATED, EFFICIENT AND LEAST COST
FASHION**

A G E N D A
KEIZER CITY COUNCIL
WORK SESSION
Monday, June 13, 2011
5:45 p.m.
Keizer Civic Center
930 Chemawa Road NE
Keizer, Oregon 97303

1. **CALL TO ORDER**
2. **ROLL CALL**
3. **DISCUSSION**
 - a. Population Forecast Issues
 - b. Keizer Public Safety Survey
4. **ADJOURN**



COUNCIL MEETING:_____

TO: MAYOR CHRISTOPHER AND CITY COUNCIL MEMBERS

**THROUGH: CHRIS EPPLEY
CITY MANAGER**

**FROM: NATE BROWN
COMMUNITY DEVELOPMENT DIRECTOR**

SUBJECT: POPULATION FORECAST ISSUES

BACKGROUND: The completion of the Regional Economic Opportunities Analysis and the Regional Housing Needs Analysis work presents the necessity of proceeding with local versions of that work. Fundamental to proceeding in both of these plans necessitates a formal decision of the Council to determine which assumptions on the population forecasts the city wishes to proceed with. Staff has prepared a summary of issues surrounding the work that has been done and the issues related to proceeding (see Attachment 1)

City of Salem staff has presented to their Council a summary of what they consider to be guiding statutes, legal issues and principles, which is useful in our discussions here in the City (see Attachment 2).

ISSUES: Staff believes the best course of action from this point would be to focus on the central issues established in our previous work of Visioning. To accomplish this it would be most successful to adopt a posture of developing a conservative approach to realize its aspirations. Adjusting directions in City aspirations is complex and constrained by statute and underlying responsibilities.

The imbalance of lands in the two jurisdictions is a function of historical occurrence and simply is what it is. The record shows the City of Keizer has a strong commitment to working with its regional partners and is committed to finding ways to help all parties thrive—not compete. Economic development is a high priority for both the Cities and its partners.

Fundamental to proceeding in this process is to adopt a population projection. Staff recommends a conservative approach—as “bullet proof” as possible to avoid (to the extent possible) unnecessary conflict. Aggressive economic development also must be developed based on the constraints of limited resources and physical realities.

RECOMMENDATION: Direct staff to prepare for adoption a formal Population Projection to be scheduled for the earliest feasible council meeting.

Recommendations for Council

Conservative approach:

Identify the Population number that is the most conservative and least contentious, yet is realistic---knowing:

- There is a correlation between population and commercial/industrial land needs.
- Any increase has implication for schools, public services and cost of government
- Any increase requires an ability to serve—meaning infrastructure costs.
- Lesser population numbers require less land for all housing types.
- Employment lands expansion can be considered independently from residential and can be more “aspirational”.

Portland State University (PSU) is contracted by the state to produce population forecasts state wide, is regarded as bedrock.

PSU's population forecast number for Keizer acknowledged the constrained nature of Keizer's UGB.

All other actions flow after the adopted population forecast.

Marion County population number was adopted for the Keizer/Salem UGB as a whole with the understanding that specific numbers for each jurisdiction would be adopted on an individual basis—County staff responded to strong concerns expressed at the time that any number for Keizer should be seriously inflated to compensate for “historical injustices”.

Population forecasts cannot be “aspirational”.

Resources are limited in the City—should only be spent on meaningful objectives, not on defending appeals and litigation.

The real world--Cities who “push the envelope” are *a/ways* held hostage in the state land use system, consuming very large amounts time and taxpayer money. Keizer would be no different.

The elephant doesn't have to be eaten in one sitting.

What does a “divorce” mean:

Nobody knows—untested process. Keizer/Salem shared UGB is unique in the State--created before the incorporation of Keizer.

Conjecture abounds:

- Keizer would have to provide the full range of lands including industrial lands with large infrastructure costs etc. May be more than Keizer would desire
- Keizer may not gain much freedom, since “coordinated” plans are statutory
- Keizer may be required to consume more prime agricultural land
- Salem may be challenged as to their over-supply of land w/o Keizer
- Sure to be controversial/conflicted.
- Salem staff contends they would have to concur.

Benefits of a Divorce:

- Principle of self determination is affirmed
- Sends a clear message to others that Keizer is a full service jurisdiction—with the same decision authority and obligations

Costs of Divorce:

- Jeopardizes the positive working relationship w/ Salem that has been manifested recently.
- Will require the entire comprehensive plan to be recreated.
- The process of Divorce will bring all other legal and planning efforts to a standstill for an indeterminate period of time.
- Will have significant legal hard/soft costs.
- Will lose the sympathy vote in our allies and those willing “to cut us some slack”

Housing Needs Analysis approach:

Started in Sept 2009

EcoNorthwest was consultant—continuing on from the work in Economic Opportunities Analysis

Reviewed by technical staff only

Mid-Willamette Council of governments performed the technical aspects of Land Supply Inventory part of the study

Adjustments to previous assumptions made in last inventory so as to be consistent between Keizer and Salem

Redevelopment is an important aspect of all needs analysis

Projections are based on Marion County's adopted, coordinated population forecast (adopted Oct 2009). Every city was assigned a population number except Keizer/Salem where only the UGB in its entirety was assigned a number.

The housing needs conclusions were based on the MC medium population projections—which is higher than the Portland State Univ. projection (49,486 vs 48,089)

The study is based on definitions and is therefore more general in nature—it is simply a construct to make a required projection—it is an estimated, abstract number not a limiting or required property encumbrance

Salem has already had concerns expressed about including such places as Illahee as possessing redevelopment potential. Salem is probably deferring to a separate process to study the issue. This will not delay Keizer's work.

Salem has enough Single Family Housing land to supply UGB needs, a deficit of multifamily housing land.

Housing Needs Analysis conclusions:

Keizer has a deficit of :

- 1,710 dwelling units and 344 gross acres in low density residential,
- 485 dwelling units and 52 acres in medium density residential,
- 692 dwelling units and 43 acres in medium – high density residential,
- 92 dwelling units will be located on Mixed use designated land.
- These assumptions are after the redevelopment growth is factored into the supply.

Economic Opportunities Analysis Report

The planning period is for 20 years

The “Regional EOA” requires a follow-up “Local EOA”

Like the Housing Needs Analysis, the numbers of needed acres stem from the Population Forecast

The approach used in the Regional EOA is subject to some criticism in that it assumes additional employment numbers coming to Keizer from its aspiration, which is dependent on additional research and documentation of a specific need.

Different approaches may be more conservative and standard—less subject to challenge—such as focusing on a percentage of the overall UGB coming to Keizer based on a percentage of the whole population forecast.

Staff is preparing the Local EOA, recommends working with the already established Keizer EOA Task Force to refine and present to Council a recommended document.

Conclusions of the Regional EOA:

- The regional EOA identifies a need for 600 acres of land for general commercial in the region.
- no additional land is needed for general industrial for the Salem-Keizer metropolitan area.
- Salem has a sufficient amount of high value land to meet its projected needs
- Keizer is lacking about 200 acres (based on 6,000 to 8,500 needed employees) that is calculated to reduce the PE ratio from its current 7:1 ratio, depending if a specific use is justified and a land use structure is put in place to ensure such use

Background for:

- *Regional Economic Opportunities Analysis*
- *Regional Housing Needs Analysis*
- *Potential Expansion of Salem/Keizer Urban Growth Boundary*

Department of Land Conservation and Development (DLCD) approves Keizer's Periodic Review Work Program

Work Program Requires:

- **Community Visioning (completed)**
 - **Buildable Lands Inventory**
 - **Housing Needs Analysis**
 - **Economic Opportunity Analysis**

DLCD Funds Regional Economic Opportunities Analysis and Regional Housing Needs Analysis

- **Keizer plans to use conclusions to complete its Periodic Review Work Program**

Salem agrees to participate in Regional Economic Opportunities Analysis and Regional Housing Needs Analysis in order to gain benefit of data generated.

Regional Economic Opportunities Analysis

Based on Population Projection for Salem and Keizer combined and vision for each community

Process:

- **Inventory existing Buildable Employment Land**
- **Estimate need for General Employment Land based on projected population**
- **Estimate need for High Value Employment Land based on "community vision"**
- **Determine Need for Additional General Employment and High Value Land**

- **Worked with staff Technical Advisory Committee and elected and appointed official Policy Advisory Committee**

Consultant's Conclusions:

- **General Employment Land: Not broken down by jurisdiction (entire UGB)**
 - **General Commercial Land: 600 acre need**
 - **General Industrial Land: No need**
- **High Value Land: Broken down by jurisdiction**
 - **Keizer: 200 acre need**
 - **Salem: No need identified**

Regional Housing Needs Analysis

Based on dividing total Urban Growth Boundary population projection between Salem and Keizer

Process:

- **Inventory existing Residential Buildable Land**
- **Estimate Need for each Housing Type, based on Population and Demographic Trends**
- **Determine need for additional Housing Units Needed by Type**

Consultant's Conclusions

Keizer:

- **Low Density Residential: 344 acre need**
- **Medium Density Residential: 52 acre need**
- **Medium High Density Residential: 43 acre need**

Salem:

- **Single Family Residential: No need**
- **Multi Family Residential: 228 acre need**

Oregon Statewide Land Use Planning and Urban Growth Boundaries

- **Oregon has a statewide land use planning system**
- **System is based on 19 "Statewide Land Use Planning Goals"**
- **Every city and county must have a comprehensive plan**
- **The comprehensive plan is implemented by the city's and county's land use ordinances**
- **Comprehensive plans and land use ordinances must comply with the 19 Statewide Planning Goals**
- **Compliance with the Statewide Planning Goals is overseen by DLCD**
- **Comprehensive plans were initially "acknowledged" by DLCD.
Acknowledgement means that DLCD found that the comprehensive plan complied with the Statewide Planning Goals**
- **Each city's and county's comprehensive plans and land use ordinances must be**

reviewed on a periodic basis to ensure that they still comply with the goals. This is called "periodic review."

- **Fundamental objective Oregon's statewide land use planning system is to preserve farmland and forest land by concentrating growth in urban areas.**
- *Goal 14: Urbanization.*
- *Cities must establish urban growth boundaries that will accommodate urban population levels and provide employment for those people*
 - Urban growth boundary must provide for the needs for urban development
 - Urban growth boundary must identify and then separate urban and urbanizable land from rural land.
 - Establishing and changing urban growth boundaries must be a cooperative process among affected jurisdictions (usually a city and a county)
 - Urban growth boundary must be adopted by all affected jurisdictions
 - To expand an urban growth boundary, a city must demonstrate that its needs cannot reasonably be met on land that is already inside the urban growth boundary.
 - Needs must be demonstrated in Economic Opportunity Analyses and Housing Needs Analyses

Goal 2: Land Use Planning

To establish a land use planning process and framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions

- Comprehensive Plans must include implementation measures such as zoning, to carry out the intent of the policies in the plan.
- Each plan and implementation measure must be coordinated with plans of other affected governmental units.

Goal 9: Economic Development

To provide for adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens

- Adequate supplies of commercial and industrial land must be provided in the comprehensive plans for urban areas

Goal 10: Housing

To provide for housing needs of citizens of the state

- Housing that meets the needs for all income levels must be provided for in comprehensive plans

**ISSUE: Keizer is in periodic review
Salem and Keizer share an urban growth boundary**

**Keizer wants to expand its urban growth boundary
Regional Policies in both the Keizer and Salem Comprehensive
Plan require all jurisdictions to “concur” when the urban growth
boundary is expanded**

Potential Next Steps By City of Keizer:

1. Keizer holds work session to determine if they can agree/adopt the population number used for Housing Needs Analysis.
2. Keizer adopts Local Housing Needs Analysis.
3. Keizer adopts Local Economic Opportunity Analysis, could include additional information on capital improvements necessary to fund employment land development.
4. Keizer submits Local Housing Needs Analysis and Local Economic Opportunity Analysis to Department of Land Conservation and Development as evidence they have completed Periodic Review Work Program.
5. Department of Land Conservation and Development Reviews materials submitted and likely issues an order for Keizer to develop policies and take action to meet their need land supply identified in Local Economic Opportunities Analysis and Local Housing Needs Analysis.
6. Keizer will likely determine that the Urban Growth Boundary should be expanded to meet land need.
7. Consistent with Regional Planning Policies in the Salem and Keizer Comprehensive Plans, Keizer will ask Salem, Marion and Polk Counties to concur in expanding the Urban Growth Boundary.