



## Community Development Department

### Memo

**To:** Planning Commission  
**From:** Suzanne Dufner, Senior Planner  
**Date:** 7/7/2017  
**Re:** Population Forecast Update

On June 30, 2017, Portland State University (PSU) released the final population forecast for Dallas and Polk County as shown in the table below. The forecast assigned an average annual growth rate (AAGR) of 1.8% to Dallas for the 2017-2035 time period. The forecast for the 2035-2067 time period slows to a 1.2% AAGR. The largest component of growth in the initial forecast period is attributed to in-migration. PSU may attribute a slightly higher forecast for Dallas based on additional information provided by City staff on recent subdivision activity (1.8% and 1.3%).

Cities can now use the final forecast as the official population numbers for planning purposes. The forecast may not be challenged as the basis of an appeal and is scheduled to be updated every three (3) years. Attached please find a copy of the full forecast trend report.

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

	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)	Share of County 2017	Share of County 2035	Share of County 2067
<b>Polk County</b>	<b>81,089</b>	<b>105,217</b>	<b>149,203</b>	<b>1.5%</b>	<b>1.1%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>
Dallas UGB	16,414	22,665	33,208	1.8%	1.2%	20.2%	21.5%	22.3%
Independence UGB	9,326	13,803	21,741	2.2%	1.4%	11.5%	13.1%	14.6%
Monmouth UGB	9,944	12,943	17,708	1.5%	1.0%	12.3%	12.3%	11.9%
Salem/Keizer UGB (Polk)	27,888	36,936	54,045	1.6%	1.2%	34.4%	35.1%	36.2%
Outside UGBs	15,616	16,702	19,940	0.4%	0.6%	19.3%	15.9%	13.4%
Smaller UGBs	1,900	2,168	2,561	0.7%	0.5%	2.3%	2.1%	1.7%

Source: Forecast by Population Research Center (PRC)

Note: Smaller UGBs are those with populations less than 7,000 in forecast launch year.



**Coordinated Population Forecast for Polk County, its  
Urban Growth Boundaries (UGB), and  
Area Outside UGBs  
2017-2067**

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

**June 30, 2017**

This project is funded by the State of Oregon through the Department of Land Conservation and Development (DLCD). The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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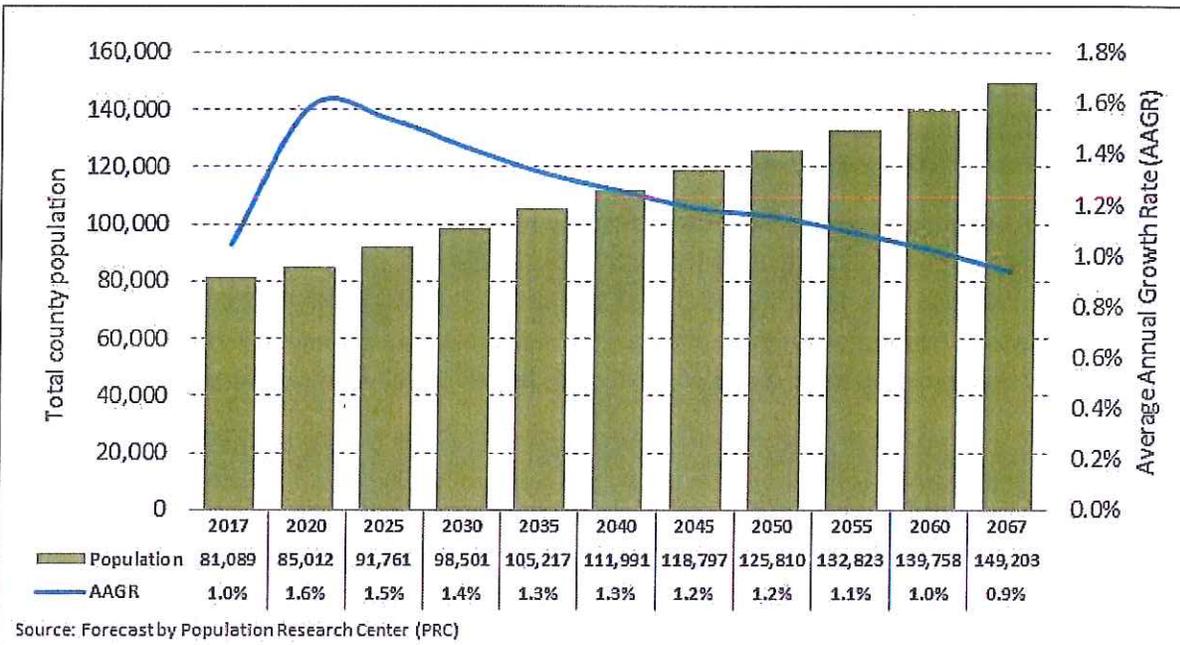
*The Population Research Center and project staff wish to acknowledge and express gratitude for support from the Forecast Advisory Committee (DLCD), the hard work of our staff Deborah Loftus and Emily Renfrow, data reviewers, and many people who contributed to the development of these forecasts by answering questions, lending insight, providing data, or giving feedback.*

## Forecast Trends

Under the most-likely population growth scenario in Polk County, countywide and sub-area populations are expected to increase over the forecast period. The countywide population growth rate is forecast to peak in 2020 and then slowly decline throughout the forecast period. A reduction in population growth rates is driven by both (1) an aging population — contributing to a steady increase in deaths — as well as (2) the expectation of relatively stable in-migration over the second half of the forecast period. The combination of these factors will likely result in population growth rates slowing as time progresses.

Polk County’s total population is forecast to grow by 68,114 persons (84 percent) from 2017 to 2067, which translates into a total countywide population of 149,203 in 2067 (Figure 15). The population is forecast to grow at the highest rate—over one percent per year—in the near-term (2017-2025). This anticipated population growth in the near-term is based on two core assumptions: (1) Polk County’s economy will continue to strengthen in the next 10 years; (2) middle-aged persons will continue to migrate into the county, bringing their families or having more children. The largest component of growth during this initial period is net in-migration. Over 2,000 more births than deaths are forecast for the 2017 to 2025 period. At the same time nearly 9,900 in-migrants are also forecast, combining with natural increase for strong population growth.

Figure 15. Polk County—Total Forecast Population by Five-year Intervals (2017-2067)



Polk County’s four largest UGBs—the Polk County portion of Salem-Keizer, Dallas, Monmouth, and Independence—are forecast to experience a combined population growth of more than 22,000 from 2017 to 2035 and over 40,300 from 2035 to 2067 (Figure 16). The Polk portion of the Salem-Keizer UGB is expected to increase by 9,000 persons from 2017 to 2035, growing from a total population of 27,888 in 2017 to 36,936 in 2035. The Dallas UGB is forecast to increase by a slightly faster rate than the Polk

County portion of the Salem-Keizer UGB (1.8% AAGR), growing from 16,414 persons in 2017 to a population of 22,665 in 2035. In the 2017-2035 period, Independence is expected to see the highest growth rate in the county (2.2% AAGR), while Monmouth’s growth is expected to mirror Polk County. Thus, Independence will overtake Monmouth as Polk County’s third largest UGB. Growth is expected to occur more slowly for the Polk County portion of Salem-Keizer, Dallas, Independence, and Monmouth during the second part of the forecast period. The Polk County portion of Salem-Keizer, Dallas, and Independence are all expected to grow as a share of total county population, while Monmouth is forecast to decrease as a share of total population.

The areas outside the UGBs are expected to add over 1,000 people between 2017 and 2035, with an additional 3,200 people by 2067. These areas are expected to decline as a share of total countywide population over the forecast period, composing just over 19 percent in 2017 and falling to just over 13 percent in 2067.

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

	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)	Share of County 2017	Share of County 2035	Share of County 2067
<i>Polk County</i>	81,089	105,217	149,203	1.5%	1.1%	100.0%	100.0%	100.0%
Dallas UGB	16,414	22,665	33,208	1.8%	1.2%	20.2%	21.5%	22.3%
Independence UGB	9,326	13,803	21,741	2.2%	1.4%	11.5%	13.1%	14.6%
Monmouth UGB	9,944	12,943	17,708	1.5%	1.0%	12.3%	12.3%	11.9%
Salem/Keizer UGB (Polk)	27,888	36,936	54,045	1.6%	1.2%	34.4%	35.1%	36.2%
Outside UGBs	15,616	16,702	19,940	0.4%	0.6%	19.3%	15.9%	13.4%
Smaller UGBs	1,900	2,168	2,561	0.7%	0.5%	2.3%	2.1%	1.7%

Source: Forecast by Population Research Center (PRC)

Note: Smaller UGBs are those with populations less than 7,000 in forecast launch year.

The portion of Salem-Keizer within Polk County, the county’s largest UGB, and Dallas are expected to capture the largest share of total countywide population growth during the initial 18 years of the forecast period from 2017 to 2035 (Figure 17) and both are forecast to capture similar shares during the final 32 years of the forecast period from 2035 to 2067. Independence, Monmouth, and the smaller UGBs are all projected to see their shares of countywide growth shrink slightly between the two periods.

**Figure 17. Polk County and Larger Sub-Areas—Share of Countywide Population Growth**

	2017-2035	2035-2067
<i>Polk County</i>	100.0%	100.0%
Dallas UGB	25.9%	24.0%
Independence UGB	18.6%	18.0%
Monmouth UGB	12.4%	10.8%
Salem/Keizer UGB (Polk)	37.5%	38.9%
Outside UGBs	4.5%	7.4%
Smaller UGBs	1.1%	0.9%

Source: Forecast by Population Research Center (PRC)

Note: Smaller UGBs are those with populations less than 7,000 in forecast launch year.

The smaller UGBs are expected to grow by a combined number of about 260 persons from 2017 to 2035, with a combined average annual growth rate of less than one percent (Figure 16). This growth rate is due to modest growth expected in all smaller UGBs, such as Falls City and the Polk County portion of Willamina (Figure 18). Similar to the larger UGBs and the county as a whole, population growth rates are forecast to decline for the second half of the forecast period (2035 to 2067). The smaller UGBs are expected to collectively add nearly 400 people from 2035 to 2067.

**Figure 18. Polk County and Smaller Sub-Areas—Forecast Population and AAGR**

	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)	Share of County 2017	Share of County 2035	Share of County 2067
<i>Polk County</i>	81,089	105,217	149,203	1.5%	1.1%	100.0%	100.0%	100.0%
Falls City UGB	1,003	1,119	1,285	0.6%	0.4%	1.2%	1.1%	0.9%
Willamina UGB (Polk)	898	1,049	1,277	0.9%	0.6%	1.1%	1.0%	0.9%
Outside UGBs	15,616	16,702	19,940	0.4%	0.6%	19.3%	15.9%	13.4%
Larger UGBs	63,572	86,347	126,702	1.7%	1.2%	78.4%	82.1%	84.9%

Source: Forecast by Population Research Center (PRC)

Note: Larger UGBs are those with populations equal to or greater than 7,000 in forecast launch year.

Polk County's smaller sub-areas are expected to compose just over 1 percent of countywide population growth during the first 18 years of the forecast period and 1 percent in the final 32 years (Figure 17). Each smaller UGB is expected to capture a decreasing share of countywide population growth, with Falls City and the Polk County portion of Willamina each losing 0.1 percentage points of the county population share between the initial 18 and final 32 years of the forecast period.

**Figure 19. Polk County and Smaller Sub-Areas—Share of Countywide Population Growth**

	2017-2035	2035-2067
<i>Polk County</i>	100.0%	100.0%
Falls City UGB	0.5%	0.4%
Willamina UGB (Polk)	0.6%	0.5%
Outside UGBs	4.5%	7.4%
Larger UGBs	94.4%	91.7%

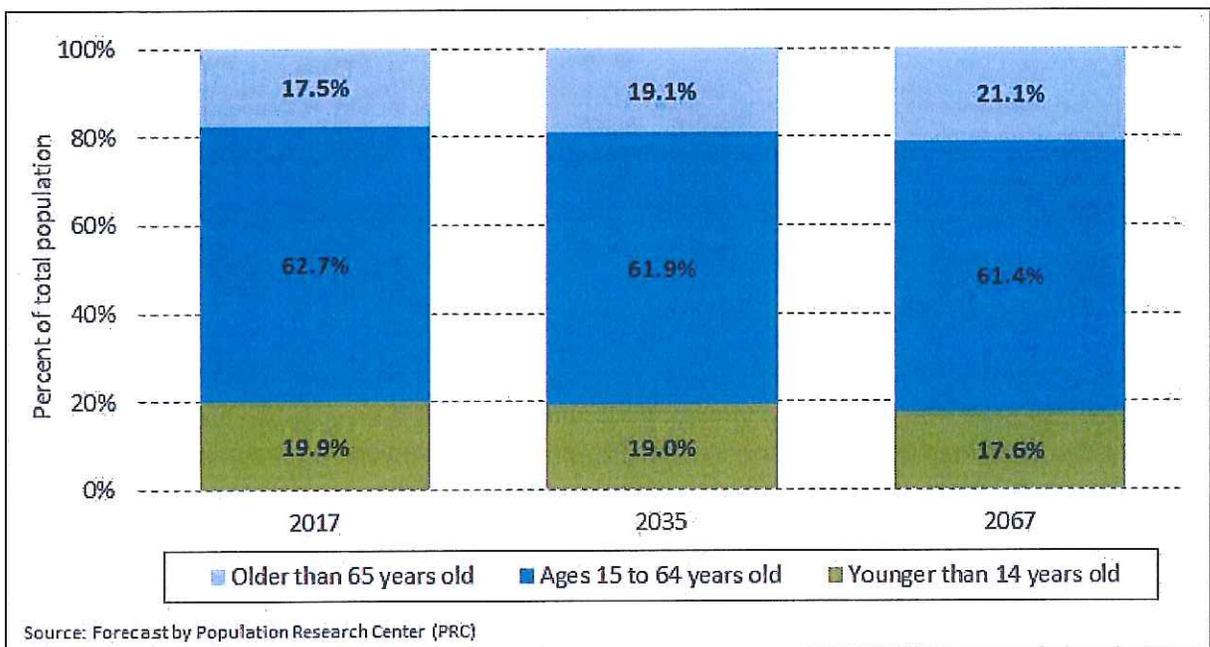
Source: Forecast by Population Research Center (PRC)

Note: Larger UGBs are those with populations equal to or greater than 7,000 in forecast launch year.

### Forecast Trends in Components of Population Change

As previously discussed, a key factor in increasing deaths is an aging population. From 2017 to 2035 the proportion of county population 65 and older is forecast to grow from 17.5 percent to about 19 percent, and the proportion of the population 65 and older is expected to continue increasing from 2035 to 2067, ending the period at just over 21 percent (Figure 20). For a more detailed look at the age structure of Polk County’s population see the final forecast table published to the forecast program website (<http://www.pdx.edu/prc/opfp>).

**Figure 20. Polk County—Age Structure of the Population (2017, 2035, and 2067)**



As the countywide population ages in the near-term—contributing to a slow-growing population of women in their years of peak fertility—and as more women choose to have fewer children and have them at older ages, the increase in average annual births is expected to slow. This, combined with the rise in the number of deaths is expected to cause natural increase to decrease in magnitude (Figure 21).

Net in-migration is forecast to increase rapidly in the near-term and then remain relatively stable over the remainder of the forecast period. The majority of these net in-migrants are expected to be middle-aged individuals and children under the age of 14.

In summary, a slight decline in the magnitude of natural increase and stable net in-migration are expected to lead to population growth remaining steady through 2045, before reaching its peak in 2055 and then slightly tapering through the remainder of the forecast period (Figure 21). An aging population is expected to not only lead to an increase in deaths, but also to a smaller proportion of women in their childbearing years, likely resulting in a long-term decline in birth rates. Net in-migration is expected to remain relatively steady throughout the forecast period after an initial increase.

Figure 21. Polk County—Components of Population Change, 2015-2065

