

## **SECTION 9.300      POPULATION & ECONOMY**

The primary **Statewide Planning Goals** (Goals) related to this Section of the Plan are **Goals 2 and 9**, although other Goals are also impacted by the Population and Economy element of the Plan.

**Goal 2** reads, "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions." Population trending and projections are a means of identifying potential land use needs for future growth and development.

**Goal 9** reads, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Comprehensive Plans should contribute to a stable and healthful economy and should provide areas for suitable for increased growth and development of the areas economic base."

**Section 9.300** contains background data on existing population and employment levels and projections of future population and employment trends. Population and economic data for Turner cannot be viewed in isolation. Turner is an integral part of the larger Salem and Marion County region. Population data and projections provide a basis for determining land use, housing, transportation and public facility needs. Projections of population and economic activities also indicate potential impacts on the environment resulting from population and economic growth.

### **SECTION 9.310      POPULATION**

A projection of population growth is an essential step in the comprehensive planning process. Projections serve as a tool in assessing future land use needs. Per OAR 660-032, Turner's population forecast is developed every four years, as part of the population forecast for Marion County, by the Portland State University Population Research Center.

The *2021-2041 Turner Housing Needs Analysis*, Appendix 1 in the Turner Comprehensive Plan, presents the population forecast for the Turner urban growth boundary in Exhibit 20, which shows Turner's population growing from 2,459 in 2021 to 3,695 residents in 2041, an increase of 1,235 people.

### **SECTION 9.320      ECONOMY**

This Section provides an outline of the City's economy and presents policies to guide its future economic development. It is clear that Turner's potential for economic development has long been impacted by the City's close proximity to Salem.

Included in the element is a discussion of the various sectors of Turner's economy, along with an analysis of the City's economic base.

Oregon's economy is expected to follow a pattern of modest growth. The long-term population forecast by Oregon's Office of Economic Analysis predicts steady population growth at an annual average rate of 1.1% between 1995 and 2040. At this rate of growth, Oregon is expected to add one million people by 2015 and another million by 2040, growing from 3.1 million in 1995 to 5.2 million in 2040. Over 70% of this population growth, 1.7 million people, is expected to come from net migration into Oregon.

The Bureau of Economic Analysis projects per capita income in Oregon will increase from \$20,500 in 1993 to \$26,200 in 2015. Per capita income in the United States is projected to increase at the same rate as in Oregon, so the state's per capita income is expected to remain at 94% of the U.S. average.

Employment growth in Oregon is expected to be led by growth in the Services and Retail Trade sectors, which are expected to account for 60% of the 309,200 additional workers over the 1996–2006 period. According to a forecast of growth by industry from the Oregon Employment Department, five of the leading growth industries are in the Services sector, including the relatively high-wage Business Services, Health Services, and Engineering & Management Services industries.

The Manufacturing sector is projected to contribute 10% of Oregon's employment growth over the 1996–2006 period. Leading manufacturing industries, in terms of employment growth, are Electronic & Electrical Equipment (12,300), Transportation Equipment (6,000), Machinery (5,700), Instruments & Related Products (3,300), and Printing & Publishing (2,200).

The only industries in Oregon that are expected to decline in the 1996–2006 period are in the Manufacturing sector: Lumber & Wood Products (-3,300), Textile Mill Products (-200), and Apparel & Leather Products (-100). Paper & Allied Products is not expected to have any employment growth or decline over the forecast period.

Turner's economic growth is tied to national and state trends and to its proximity to Salem. Given this, local economic growth can be greatly assisted by a strategy that recognizes the area's potential and by providing those basic facilities and services that would attract compatible employers to Turner.

### **SECTION 9.321 OCCUPATIONS & INCOMES**

Oregon's per capita income in 1970 was \$14,548 and in 1996 it was \$23,111. A 59% increase over 26 years. Marion County's average payroll per employee in 1994 was \$22,698.01.

Income data for Turner households is contained in the **1990 Census** data as follows:

1990 Population was 1281  
2000 Population was 1345

**1990 Population:** 1281

Below Poverty Level:	163
Per Capita Income:	\$ 10,544
Percent below Poverty Level:	12.7%

<b>Households:</b>	450
Median Household Income:	\$ 24,655
Households with Earnings	332
Households with no Earnings	118
Households with Public Assistance	31
Households with Social Security Income	156

<b>Families:</b>	353
Below Poverty Level:	30
Median Family Income:	\$ 28,523
Percent below Poverty Level:	8.5%

### **Unemployment**

City of Turner **1990 Census** Unemployment was 41 people out of 533 in the labor force, for an unemployment rate of 7.70 percent. There was also 203 Unemployment Insurance Recipients in **1997**.

1990 Unemployment in Turner was 7.70%  
 1990 Unemployment in Marion County was 6.30%  
 1990 Unemployment in Oregon was 5.5%  
 2000 Unemployment in Oregon was 5.0%

Historically, the unemployment rate in Marion County has tended to be higher than the State and National average and Turner's unemployment generally exceeds that of Marion County. Unemployment has continued to decrease with an improved economy, but will likely increase with an expected downturn in the economy.

### **Work Place Location**

The 1990 Census found that only 86 workers or 18% worked in Turner and 395 commuted outside of the City. 439 worked in Marion County while 42 worked outside of Marion County.

### **Commuting Patterns**

Most of the people who live in Turner work elsewhere. Primary transportation was by vehicle. 376 drove alone and 48 carpooled. 0 bicycled, 25 walked and 29 worked at home.

## **SECTION 9.322 ECONOMIC SECTORS**

Sectors are groups of related industries, as defined by the Standard Industrial Classification (SIC) system. These are the same categories utilized by the Oregon Employment Department.

**Table 9.300 D** identifies the **1990 Census** work force by Employment Sector for Turner Residents.

**TABLE 9.300 D  
EMPLOYMENT SECTORS for TURNER WORKERS**

Employment Sectors	Turner Employees
Agriculture, Forestry, Fisheries	8
Mining	7
Construction	34
Manufacturing	79
Transportation	17
Communications & Public Utilities	7
Wholesale Trade	24
Retail Trade	81
Finance, Insurance, Real Estate	35
Business & Repair Services	12
Personal Services	4
Recreation & Entertainment Services	8
Professional & Related Services	
Health Services	35
Education Services	37
Other Professional Services	54
Public Administration	50
<b>Totals</b>	<b>492</b>

Source: 1990 US Census

The highest number of Turner employees worked in the Retail Trade Sector, 81 employees. Manufacturing jobs were the second highest at 79 employees.

The following Sectors and businesses are located within the Turner Urban Growth Notification Area (UGNA):

### **Agriculture & Forestry Sector**

The Turner area has substantial agricultural and timber resources. Although located outside of the Turner UGNA, they make a significant contribute to the local economy. The valley areas contain a substantial number of farms that rely on local service centers such as Turner and the hillsides have timber resources that provide the raw materials for two of Turner's primary industrial employers.

The only agricultural parcels within the UGNA are located south of Gaston Street. This area is zoned industrial and reserved for industrial development.

### **Mining Sector**

It is readily apparent that Turner is located in an area with substantial aggregate resources. Three aggregate extraction mining operation are located immediately adjacent to the developing areas of the City. River Bend Sand & Gravel is located within the Turner City Limits on north end of town on 170 acres. Walling Sand & Gravel is located just west of River Bend across Turner Road in Marion County. Turner Gravel

is located on the west edge of the City off of Delaney Road and adjacent to Mill Creek. Another aggregate mining operation is proposed south of town that could substantially impact traffic conditions within Turner.

Potential traffic impacts on the City of Turner from mining operations south of town is a major concern and could affect the City's efforts for downtown renewal and residential livability.

### **Construction Sector**

There are seven construction related contracting businesses located in Turner. Although located in Turner these businesses provide services throughout the area.

### **Manufacturing Sector**

Turner has five industrial manufactures in the Manufacturing Sector, two are in the Wood Products sub-sector.

Five primary manufacturers is a good representation for a City the size of Turner. The City also has a good potential for additional industrial development. Not only does the City offer ample land with railroad access and close proximity to Interstate 5, but it is also in the rather unique position of being in close proximity to Salem with lower land prices.

Citizens of Turner have expressed a preference for light or limited industries that have few if any external impacts or emissions. They also prefer a diversity of industrial developments that lessens the potential for single industry economic slumps.

### **Transportation Sector**

The Transportation Sector includes all forms of transport, warehousing, pipelines, natural gas, electricity, communications and sanitary services. There is only one Turner business in this sector.

### **Retail Sector**

Turner's Retail Sector has long been impacted by its close proximity and easy access to larger retail centers in Salem and Stayton. The retail sector is defined as all establishments that are engaged in the selling of merchandise for personal or household consumption, and those activities that are incidental to the sale of goods. Turner has 9 retail establishments.

Citizens of Turner have expressed a strong desire for additional retail outlets, especially in the area of needed consumer goods for area residents.

Conspicuously missing are retail outlets for general merchandise, drugs, apparel and hardware.

### **Service Sector**

The Service Sector includes those services rendered to individuals or businesses requiring some degree of specialization, such as personal service, religious, legal, financial and auto repair. There are 11 Service Sector businesses and services in Turner including 4 churches.

Turner Retirement Homes is the largest employer in this sector providing retirement housing services to a significant portion of Turner's population. Historically, Turner has also had a significant religious representation in this Sector and it remains strong today. Interestingly the religious facilities are all located in close proximity just east of Mill Creek adjacent to Marion Road.

Conspicuously missing in this Sector are banks, real estate, insurance, and specialized professional offices. This is probably because of Turner's close proximity to Salem. With an increased population Turner can expect these services to be added to the community.

### **Public Sector**

The Public Sector is essentially another specialized service sector that is in the public realm. Public Sector services include:

- Turner City Hall & Police
- Turner City Park & Playground
- Turner Rural Fire Protection District 19
- Turner Post Office
- Turner Elementary School
- Cascade School Alternative Education Offices

Adequate community facilities and services are essential to a viable community and a necessary component of a successful economic improvement program. In general, Turner is well endowed with public support services for a community of 1,345 people although the City Hall and Police Department facilities are no longer adequate. A needed new facility is in the early planning stages.

Turner Elementary School is the largest employer in this Sector with approximately 26 employees.

## **SECTION 9.323 LOCAL ECONOMIC FACTORS**

### **Commercial Opportunities**

There are two distinct commercial areas in Turner. The generally recognized downtown is bounded by Third Street to the west, Elgin Street to the south, First Street to the east, and Boise Street to the north. This central downtown area has several office buildings, a grocery market, a restaurant/lounge, a gas station and several retail and services businesses. In addition, this area contains the administrative offices for Turner Retirement Homes and the Turner Grade School.

Commercial businesses in this area have declined over the years but it has great potential for growth and should be supported and reinforced as the City Center. The City and local businesses should work together to make Turner's Central Business District a more attractive commercial area. Items such as well-placed and attractive signing, planters, landscaping, public benches, storefront facades and pedestrian

walkways and lighting together with a central parking lot could provide incentives for redevelopment and contribute to a successful commercial center.

The other commercial area is located along Third Street north of Mill Creek. This strip commercial area contains primarily heavier commercial uses such as Construction Sector contractors and support shops, automotive shops and towing companies, in addition to a few small retail and service businesses. This area also contains the Post Office and City Hall.

This area is primarily a residential area that is transitioning to a commercial area. This has produced a fragmented multi-use appearance. However, differences in commercial functions and the physical layout of the town has made it convenient to separate the two areas. The segregation of "light" and "heavy" commercial uses can create an efficient differential of land use by providing space along the primary transportation corridor for heavy commercial business that need direct accessibility while reserving the Central Business District for businesses that desire to cluster in close proximity to each other supporting a pedestrian shopping center.

Turner has more commercially zoned land than is presently needed for commercial use. This has caused substantial fragmentation that gives the appearance of a lack of vitality and emptiness. A city of Turner's size would ordinarily have only one commercial area. Communities even smaller than Turner that were able to maintain their limited commercial resource in a centralized area have maintained a sense of community and vitality.

### **Industrial Opportunities**

Turner has three distinct industrial areas. The first area is located between Third Street and the railroad at the north end of the City. It abuts the Third Street commercial zone. This area contains Pick a Part, Tree Line Transportation and Action Wood Products. The area has achieved near maximum development although additional businesses could locate here with some consolidation.

The second industrial area is located south of Mill Creek between Third and Fourth Streets on both sides of the railroad and extends south to Gaston Street. This area contains Caliber Forest Products, Penetrations-Concrete Cutting, Salem Seal Coatings and Far Better Technologies. The area is centrally located in the heart of the City and has space for additional development.

The third area is located south of Gaston Street and is presently vacant agricultural fields. This is the City's primary industrial reserve for future industrial development. It is generally flat with good access and is bisected by the railroad. It has few limitations except for potential flooding and wetlands in the extreme easterly section.

### **Bedroom Community**

It has been expressed that Turner is a bedroom community to Salem. This attitude is also expressed in the 1979 Comp Plan. A Classic bedroom community would have few if any industries and less commercial businesses than would normally be present for a given population.

Turner has a number of primary industries, services and retail outlets that exceed most "bedroom communities". The proximity to Salem is certainly an important factor in Turner's development, one that may have more benefits than liabilities. It seems unproductive to continue this "bedroom" speculation. Turner has many advantages that will be attractive to people, industries and businesses. As the City's population increases, it will be capable of supporting the services that are now desired. The key issue is how this growth and development is managed.

**Public Financing**

Public services must be paid for like any other service. Willingness to pay for these services is a reflection of the needs and desire for these public services by a community. Some city services are paid for by specific service fees like water and sewer and various administrative fees like building permits, land use processing fees and system development charges.

**Table 9.300 E** provides the City's assessed valuation (AV), as well as other data relative to property taxes for the community. Today's tax assessments have become quite complicated due to new tax laws. Measure 5 Value (M5V) is the Real Market Value (RMV) adjusted for special assessments. Assessed Value (AV) is the lessor of M5V and the Measure 50 Maximum Assessed Value (MAV). Taxable Value is Assessed Value less Veteran's Exemption.

Small cities have smaller budgets and must therefore be more efficient. Operating budgets are generally limited and cities must make choices. It is the choices that a city makes that reflects on their collective values. In other words, its what we're willing to pay for.

The City Charter complies with State guidelines for bonded indebtedness. To date the only bonded indebtedness is a 40-year Sewer System Revenue Bond in the amount of \$5,702,400.

The history of valuation and taxes for Turner and is a good indication that Turner residents value their services and desire to have a viable and prosperous community.

**TABLE 9.300 E  
CITY VALUATION, TAX RATES AND TAXES FY 1999/2000**

Population	1345
Assessed Value (AV)	\$ 45,185,247
Per Capita (AV)	\$ 33,974
City Tax	\$ 158,672
Consolidated Tax	\$ 556,095
Per Capita Tax City	\$



Consolidated		11,930 \$ 41,812
<b>Taxing Agencies</b>	<b>Rate</b>	<b>% Property Tax</b>
County	3.0166	21.4%
City	3.5116	24.9%
School	5.7215	40.5%
Fire	1.7982	12.7%
Regional Library	0.081	0.5%
	<b>Total</b>	14.1289 100.0%

### Infrastructure

The infrastructure of a community can be defined as those public facilities and services that contribute to the basic structure of the community, such as water and sewer systems, roads, police and community services. It is apparent that community growth and development is dependent upon the availability of these facilities.

Facilities in Turner having the most apparent impact upon the City's economy are its municipal water and sewer system, transportation system, public facilities and services, such as fire, police, schools, parks and municipal government.

Delaney Road's access to Interstate 5, Third Street, the Union Pacific Railroad, and the City's proximity to Salem and McNary Airport all contribute to Turner's locational assets for economic development.

Improvements to the water system and construction of the municipal sewer system are substantial assets to economic development.

### Local Actions for Growth and Development

While activities like business recruitment and marketing strategies can produce some results, this can be an expense that has limited success, particularly for small communities. It would be better to let the experts address this aspect. Turner should maintain contact with the Oregon Department of Economic Development and the Marion County Community Development Department for business recruitment.

Statistics indicate that the majority of new jobs are created locally. Support of local businesses is an attraction feature for new potential employers. Besides specific development incentives, the most useful and inexpensive actions a community can take is preparedness.

A factor that may influence more economic growth in Turner is the attractiveness of a Turner location for Salem businesses. Turner's locational costs are less than Salem's and they are centrally located to the southeast population area with direct access to Salem.

Land availability, support facilities, administrative assistance, attractive housing areas and most of all, a positive helpful community attitude. Community preparedness and a positive attitude begins with the City's adopted goals and policies.

**SECTION 9.390            POPULATION & ECONOMY GOALS & POLICIES****GOALS & OBJECTIVES**

1. To encourage a balance between population growth projections and the availability of land to support that growth.
2. To encourage a diversified economic base for the area which broadens and improves long-term employment opportunities.
3. To provide support for existing business activities while encouraging new business locations to support community needs.

**POLICIES & RECOMMENDATIONS****General**

1. The City shall strive for continual and substantial progress toward improving the quality of life for area residents including livability and economic prosperity.
2. All 1990 Economic Census data contained in the Turner Comprehensive Plan shall be replaced with 2000 Economic Census data when it becomes available to the City.

**Population**

1. The City accepts the population forecast of population in the Turner urban growth boundary growing from 2,459 in 2021 to 3,695 residents in 2041, an increase of 1,235 people by the Portland State University Population Research Center.
2. The City shall track population growth on an annual basis to determine if growth projections remain valid. If growth exceeds projections over a five-year period, a reexamination of urban growth needs may be initiated to determine if there is a need to expand the Urban Growth Boundary.

**Economy**

1. The City shall encourage economic activities that place a minimal burden on City resources.
2. The City shall maintain a cooperative association with local employers to assist with their problems, needs and desires.
3. The City shall continue to actively encourage industrial and business developments that can help improve the economy of the Turner area.
4. The City shall encourage commercial and industrial developments that are compatible with maintaining the area's environmental resources and the livability of the community.

5. The City shall encourage service commercial businesses that support the needs of Turner residents, the people working in Turner and the needs of the Turner area.
6. The City recognizes the downtown central business district as the dominant commercial area in Turner and shall encourage new retail, office and service commercial developments to locate there.
7. Industrial sites designated in the Turner Comprehensive Plan shall be reserved for future industrial development with agriculture as the only interim permitted use.
8. The City shall cooperate with industrial and commercial developments to assist in providing a level of urban services appropriate to their needs.
9. Future industrial and commercial developments shall utilize available urban services to prevent pollution or other health hazards from occurring.
10. The City shall provide and maintain an adequate supply of land for commercial and industrial uses.
11. The City shall maintain liaison with the Oregon Department of Economic Development to assist in attracting developments that will improve employment opportunities for the area.
12. The City of Turner shall work cooperatively with the City of Salem and Marion County to ensure a continually improved economy for the Turner area.