



Oregon

Theodore R. Kubongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

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www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

12/23/2013

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Keizer Plan Amendment
DLCD File Number 002-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Wednesday, January 08, 2014

This amendment was submitted to DLCD for review prior to adoption with less than the required 35-day notice. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Sam Litke, City of Keizer
Gordon Howard, DLCD Urban Planning Specialist
Angela Lazarean, DLCD Regional Representative
Thomas Hogue, DLCD Economic Development Policy Analyst

<paa> Y



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE
File No.: 002-13 (19963)
[17718]
Received: 12/18/2013

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Keizer

Local file no.: **CP2013-11**

Date of adoption: 12-16-13 Date sent: 12/18/2013

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

- Yes: Date (use the date of last revision if a revised Form 1 was submitted): 8-8-13
- No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No
If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Sam Litke, Senior Planner

Phone: 503-856-3442 E-mail: litkes@keizer.org

Street address: 930 Chemawaa Rd City: Keizer Zip: 97304-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Comprehensive plan revisions relating to recently adopted EOA and HNA.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

- Change from to . acres. A goal exception was required for this change.
- Change from to . acres. A goal exception was required for this change.
- Change from to . acres. A goal exception was required for this change.
- Change from to . acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): .

- The subject property is entirely within an urban growth boundary
- The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: . Acres added: . Acres removed:

Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Ordinance, findings, and adopted comp plan revisions attached.

NOTICE OF ADOPTED CHANGE – SUBMITTAL INSTRUCTIONS

1. A Notice of Adopted Change must be received by DLCD no later than 20 days after the ordinance(s) implementing the change has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) as provided in [ORS 197.615](#) and [OAR 660-018-0040](#).

2. A Notice of Adopted Change must be submitted by a local government (city, county, or metropolitan service district). DLCD will not accept a Notice of Adopted Change submitted by an individual or private firm or organization.

3. **Hard-copy submittal:** When submitting a Notice of Adopted Change on paper, via the US Postal Service or hand-delivery, print a completed copy of this Form 2 on light green paper if available. Submit **one copy** of the proposed change, including this form and other required materials to:

Attention: Plan Amendment Specialist
Dept. of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540

This form is available here:

<http://www.oregon.gov/LCD/forms.shtml>

4. **Electronic submittals** of up to 20MB may be sent via e-mail. Address e-mails to plan.amendments@state.or.us with the subject line “Notice of Adopted Amendment.”

Submittals may also be uploaded to DLCD’s FTP site at http://www.oregon.gov/LCD/Pages/papa_submittal.aspx.

E-mails with attachments that exceed 20MB will not be received, and therefore FTP must be used for these electronic submittals. **The FTP site must be used for all .zip files** regardless of size. The maximum file size for uploading via FTP is 150MB.

Include this Form 2 as the first pages of a combined file or as a separate file.

5. **File format:** When submitting a Notice of Adopted Change via e-mail or FTP, or on a digital disc, attach all materials in one of the following formats: Adobe .pdf (preferred); Microsoft Office (for example, Word .doc or docx or Excel .xls or xlsx); or ESRI .mxd, .gdb, or .mpk. For other file formats, please contact the plan amendment specialist at 503-934-0017 or plan.amendments@state.or.us.

6. **Content:** An administrative rule lists required content of a submittal of an adopted change ([OAR 660-018-0040\(3\)](#)). By completing this form and including the materials listed in the checklist below, the notice will include the required contents.

Where the amendments or new land use regulations, including supplementary materials, exceed 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

7. Remember to notify persons who participated in the local proceedings and requested notice of the final decision. ([ORS 197.615](#))

If you have any questions or would like assistance, please contact your DLCD regional representative or the DLCD Salem office at 503-934-0017 or e-mail plan.amendments@state.or.us.

Notice checklist. Include all that apply:

- Completed Form 2
- A copy of the final decision (including the signed ordinance(s)). This must include city *and* county decisions for UGB and urban reserve adoptions
- The findings and the text of the change to the comprehensive plan or land use regulation
- If a comprehensive plan map or zoning map is created or altered by the proposed change:
 - A map showing the area changed and applicable designations, and
 - Electronic files containing geospatial data showing the area changed, as specified in [OAR 660-018-0040\(5\)](#), if applicable

Any supplemental information that may be useful to inform DLCD or members of the public of the effect of the actual change

1 BILL NO. 662

A BILL

ORDINANCE NO.

2013-683

2
3 FOR

4
5 AN ORDINANCE

6
7
8 AMENDING KEIZER COMPREHENSIVE PLAN RELATING
9 TO ECONOMIC OPPORTUNITIES ANALYSIS AND
10 HOUSING NEEDS ANALYSIS; **AMENDING ORDINANCE**
11 **87-077**
12

13
14 WHEREAS, the Keizer Planning Commission has recommended to the Keizer
15 City Council amendments to the Keizer Comprehensive Plan (Ordinance No. 87-077);

16 and

17 WHEREAS, the City Council has held a hearing on this matter and considered the
18 testimony given and the recommendation of the Keizer Planning Commission; and

19 WHEREAS, the Keizer City Council has determined that it is necessary and
20 appropriate to amend the Keizer Comprehensive Plan as set forth herein; and

21 WHEREAS, the Keizer City Council has determined that such amendments meet
22 the criteria set forth in state law, the Keizer Comprehensive Plan, and the Keizer
23 Development Code;

24 NOW, THEREFORE,

25 The City of Keizer ordains as follows:

26 Section 1. FINDINGS. The City of Keizer adopts the Findings set forth in

1 Exhibit "A" attached hereto and by this reference incorporated herein.

2 Section 2. AMENDMENT TO THE KEIZER COMPREHENSIVE PLAN.

3 The Keizer Comprehensive Plan (Ordinance No. 87-077) is hereby amended by the
4 adoption of the changes as set forth in Exhibit "B" attached hereto, and by this reference
5 incorporated herein.

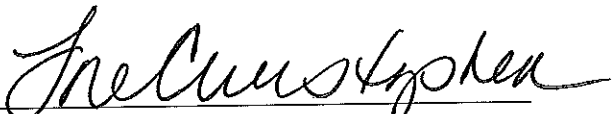
6 Section 3. SEVERABILITY. If any section, subsection, sentence, clause,
7 phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional, or
8 is denied acknowledgment by any court or board of competent jurisdiction, including,
9 but not limited to the Land Use Board of Appeals, the Land Conservation and
10 Development Commission and the Department of Land Conservation and Development,
11 then such portion shall be deemed a separate, distinct, and independent provision and
12 such holding shall not affect the validity of the remaining portions hereof.

13 Section 4. EFFECTIVE DATE. This Ordinance shall take effect thirty (30) days
14 after its passage.

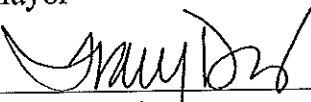
15 PASSED this 16th day of December, 2013.

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17 SIGNED this 16th day of December, 2013.

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Mayor



City Recorder

EXHIBIT "A"

Findings regarding the adoption of revisions to the Comprehensive Plan relating to the recently adopted Economic Opportunities Analysis (EOA) and Housing Needs Analysis (HNA) and other material.

The review criteria are listed in Section 3.111.04 of the Keizer Development Code.

The City of Keizer finds that:

1. General Findings.
 - a. The particulars of this case are found within planning file Comp Plan 2013-11. Public hearings were held before the Planning Commission on September 11, 2013 and also on October 9, 2013, and before the City Council on November 4, 2013. The Planning Commission reviewed the proposed revisions and voted unanimously that it be adopted. The City Council voted unanimously to direct staff to prepare findings and an order to adopt the proposed revisions to the comprehensive plan.
 - b. The revisions to the comprehensive plan are related to the city's state mandated periodic review. In June, 2013 the city council adopted the EOA and HNA and BLI. The local EOA and HNA built on the regional EOA and regional HNA, and with the 20 year population forecast that the City Council adopted in 2012. During the presentation of the EOA/HNA before both the planning and the city council each were made aware that revisions to the comprehensive plan would be necessary and would follow the adoption of the EOA/HNA.
 - c. Originally, it was thought that it would be a simple task to delete the old EOA / HNA material and insert the new revisions in the applicable chapter of the comprehensive plan. However, this chapter (Chapter 2) is the major chapter within the comprehensive plan pertaining to land use and it contains more than just the sections pertaining to housing and employment, with data and inventories used in much of the chapter are as much as 30 years old. Hence, the material presented reflects a significant rewriting of the city's comprehensive plan.
2. Amendments to the Comprehensive Plan or Development Code shall be approved in an individual text amendment process. Amendments to the map shall be reviewed for compliance with each of the following, while text amendments shall only be reviewed for compliance with Section 3.111.04 B, C, and D. Given that this is a not an amendment to the map, Section 3.111.04 A is not applicable.

3. **Section 3.111.04.B - A demonstrated need exists for the product of the proposed amendment -**

Findings: The proposed revisions to the comprehensive plan reflects a demonstrated need. The City entered into an agreement with the Department of Land Conservation and Development in 2007 to update the city's Comprehensive Plan. As part of that process a number of tasks were initiated including a 20 year community wide visioning project was completed in June of 2009. The community-based process created a twenty-year vision for the community. This process, entitled "Keizer Compass", was characterized by broad community outreach, including a community survey, youth engagement forum and three community events: two public forums and an open house.

The community was asked to identify attributes of their ideal community in the year 2029 and how to realize its aspirations. This Vision consists of seven key themes that further define the attributes of Keizer in 2029. These themes are followed by corresponding implementation ideas that provide the community with specific ways to "Realize our Vision" in the future. The intent of this Keizer Compass 2029 Vision is to serve as a basis for future City policy decisions and ongoing Comprehensive Plan updates and be a guide to community and partner organizations who are integral to the fabric of making this community unique. The updates to the comprehensive plan are consistent with and build on the visioning process.

The city adopted a 20 year population forecast of 48,089 for the year 2032. The forecast was derived from the methodology that was developed as part of Marion County's coordinated population projection study. Marion County in 2009 amended its Comprehensive Plan to include a county-wide 20-year population forecast, which was for not just the county as a whole, but also included forecasts for each city within the county. The county developed a forecast for the combined Keizer-Salem Urban Growth Boundary (UGB) but left it for both Keizer and Salem to determine how to allocate the projected forecast between each city. The population projection for the Keizer - Salem UGB is 299,980. In 2011, Portland State University (PSU) certified population for the city at 36,715. The projected growth for the upcoming 20-year planning period reflects an annual growth of 1.4%. The consultant for the EOA and HNA used this population forecast but adjusted it one year to be consistent with state requirements that both the EOA and HNA plan for a 20 year projection.

In June, 2013 the City Council adopted the recommended EOA and HNA and BLI that was developed by the city's consultant, Johnson Reid, working with staff. The following table concludes the land needs that was documented in the EOA and the HNA.

**Projected Total New Land Need
City of Keizer, 2033**

Category of Land	Gross Acreage
	Remaining Need
Commercial:	21.6
Industrial:	0
Institutional:	41.8
Residential:	267.6
Parks and Recreation:	43.5
Schools:	10
Total New 20-Year Land Need:	384.5

Source: Johnson Reid LLC

The proposed revisions to the city’s comprehensive plan directly relate to the previously adopted EOA / HNA work. The proposed revision will replace out of date data, findings, and policies with newer material to better guide the city during the upcoming 20 year planning period. In many instances the comprehensive plan makes use of data that is more than 30 years old. Numerous policies speak to directing the city to do certain tasks that have now been done for in some cases 20 years. As such, the demonstrated need is that it will allow the city to not only update its comprehensive plan but also to complete its required periodic review update. Therefore, the proposed revisions to the city’s comprehensive plan complies with this criterion.

4. **Section 3.111.04.C- The proposed amendment to the Keizer Development Code complies with statewide land use goals and related administrative rules**

FINDINGS: The proposed revisions to the comprehensive plan complies with the statewide land use planning goals as discussed below.

Goal 1 – Citizen Involvement: The adoption of this order followed notice to interested parties, a public process of decision making involving public hearings, deliberation, and adoption. Public notice was provided in the Keizer Times. Public hearings were held before the Planning Commission and the city council. Public hearings were held before the Planning Commission on September 11, 2013 and also on October 9, 2013, and before the City Council on November 4, 2013. Citizens were afforded the opportunity to participate in the public process. Finally, the City Council meetings are televised further providing an avenue for awareness of the issue. This process is consistent with

the provision for providing an opportunity for citizens to be involved in all phases of this proposed planning process as is required by this goal and with implementing administrative rules within Oregon Administrative Rules.

Goal 2 – Land Use Planning: This order will adopt the proposed revisions to the comprehensive plan relating to the recently adopted EOA and HNA and related material. The adoption proceeding was conducted in a manner consistent with requirements of the Keizer Comprehensive Plan, Keizer Development Code, and applicable state law. Notice was published in the Keizer Times in accordance with public notice requirements within the Keizer Development Code. Each of the public hearings that were conducted before both the Planning Commission and City Council provided an opportunity for both verbal and written testimony. Public testimony was received at the City Council's public hearing from a resident who inquired about original comprehensive plan language that referenced the concept of the "downtown core" in Keizer. Staff indicated that was not any proposed text but that it could easily be modified. The Council considered this testimony in rendering its decision. Therefore, the proposed revisions to the comprehensive plan relating to the adoption of the EOA and HNA and other material is consistent with this statewide planning goal and administrative rules.

Goal 3 – Farm Land: The purpose of this goal is to protect lands that are designated for agricultural uses. Within the city limits there are two zones, Exclusive Farm Use (EFU) and Special Agriculture (SA), which are designated to allow commercial agricultural uses. Within Keizer only the SA zone is considered to be a state recognized EFU qualifying zone designation. The proposed comprehensive plan revisions only involves land that is within the boundaries of the city limits of Keizer will not affect either the EFU or the SA zoned lands or lawful uses occurring on those lands. In fact, the SA designated land is limited to land that is intended to be developed in conjunction with the adjacent Keizer Rapids Park. While the result of the previously adopted EOA and HNA indicates that there is a need for additional land to serve future residential, employment, educational and recreational needs any revision to the city urban growth boundary to meet all, or some, of this projected need will need to be in accordance with state regulations regarding urban growth boundary expansions. Therefore, the proposed revisions to the comprehensive plan relating to the recently adopted EOA / HNA does not in and of itself contain anything that will be inconsistent the Farm Land Goal nor with any implementing administrative rules.

Goal 4 – Forest Land: The intent of this goal is to protect lands that are designated for commercial forest uses. Within the city limits only the UT (Urban Transition), SA (Special Agriculture), and EFU (Exclusive Farm Use) zones will allow for commercial forestry. However, there are no commercial forest lands within the city limits on these lands. Also, there are no commercial forest lands near or adjacent to Keizer. The proposed comp plan revisions will

not involve any land which is designated as forest land, nor will it impact the use of any forest lands. Therefore, this Goal and implementing administrative rules are not applicable to the proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA.

Goal 5 – Natural Resources: The intent of the Natural Resources Goal is to protect various natural resources such as wetlands, waterways, big game habitat, etc. The city established a Resource Conservation overlay zone to maintain, preserve and protect the natural features adjacent to Claggett Creek. In addition, the city has also been developing storm water regulations which will further protect water quality of the local water ways. The proposed comprehensive plan revisions will not affect any of the city's natural resources protection regulations nor the lawful use of any properties that are within this overlay zone. In fact, it will bolster the city's regulatory tools by updating several areas in the comprehensive plan where the findings and polices related to resource protection is considered to be out of date. Further revisions to this part of the comprehensive plan are anticipated after the city adopts new storm drainage regulations. Further, any development which occurs as a result of these studies will be required to be done in a manner consistent with all applicable regulations. Therefore, the proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA and related material will be consistent with this goal and with administrative rules designed to implement this goal.

Goal 6 – Air, Water and Land Quality: The intent of this goal is to protect the city's air, water and land qualities. The city provides its residents with city water from groundwater sources. New construction is required to be connected to the established sanitary sewer system thereby reducing the likelihood of groundwater contamination from failing on-site septic systems. The city has storm water regulations which are geared to maintain water quality in Willamette River and other local streams. Land quality is preserved through the city's erosion control regulations and through zone code development regulations. Air quality is preserved through the city's development code regulations which limit certain types of uses in certain zones. Primarily, air quality regulations will continue to be enforced by the appropriate state agencies which govern air emission standards. The proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA will have no impact on the quality of air, water, or land resources and so complies with this goal and with administrative rules that implement this goal.

Goal 7 – Natural Hazards: The purpose of this goal is to protect life and property from hazards resulting from flooding, steep slopes or other natural occurrences. The city has floodplain regulations that govern the placement of structures within identified 100-year floodplains within the city limits. A floodplain is the area that is adjacent to a body of water which may be subject to periodic inundation. In Keizer, these are primarily located along the Willamette

River and smaller streams such as Claggett Creek. The floodplains have been mapped by the federal government. With the exception of areas removed from the 100-year floodplain through the Letter of Map Amendment the 100-year floodplain is the area of greatest concern. While this area is referred to as a 100-year floodplain it is because it has a statistical probability of having a 1% chance of flooding in any one year. The last major 100 year flood event was the 1964 flood. By contrast, the 1996 flood was not a 100 year flood event for Keizer, although clearly there was a significant amount of water flowing through parts of Keizer during that flood event. The intent of the floodplain regulations is to minimize the loss of life and property damage by preventing development, elevating structures above the flood elevation, or flood proofing structures in the floodplain. Only in the area identified as a floodway will most forms of development be prohibited. The floodway is that area that is generally the channels of rivers and streams which during a flood event will experience very significant water depth and velocity flows. The only steep slopes in Keizer are located along the west side of the ridge in the northwest part of the city. The proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA and other material will neither impact this goal nor any administrative rules.

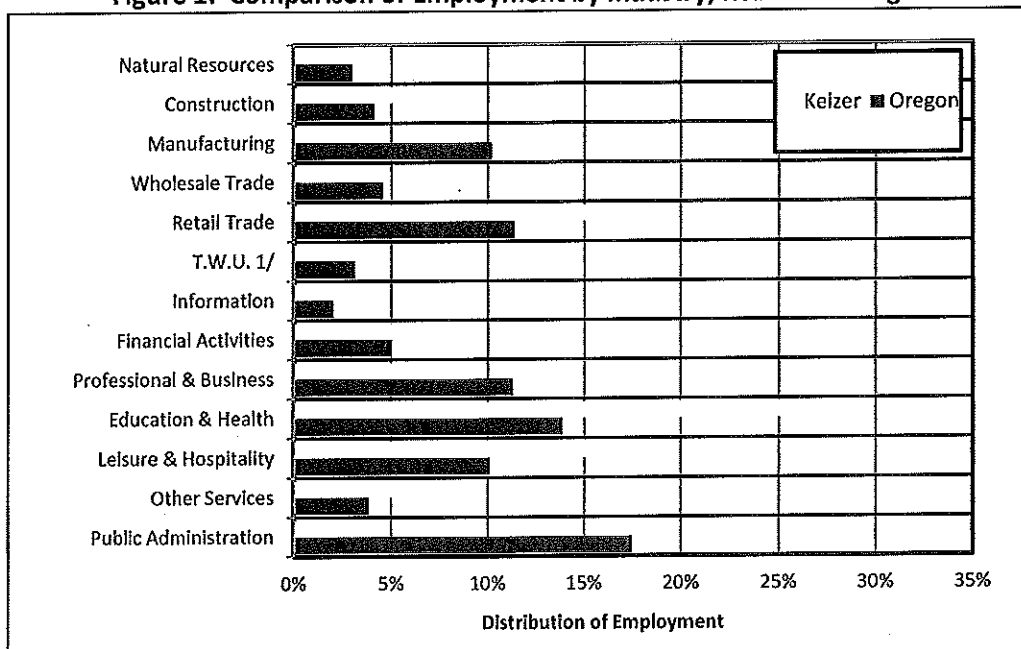
Goal 8 – Recreation: This goal requires the city to identify and plan for the current and future recreation needs of the residents of the city. The city has an adopted Parks and Recreation Master Plan that inventories the parks, playgrounds, and other recreational opportunities within the city limits and also plans for the city's future park and recreation needs. The city has 211 acres in park. This includes 1 large regional park of 120 acres; 1 large city park of 10 acres; 32 acres as small city parks in 10 different parks; 14 acres as waterfront parks; 15 acres as special use parks; 13 acres as natural areas; and, 6 acres of undeveloped parks. The proposed comprehensive plan revision will have a positive impact on the recreational activities that occur on any park land within the city since the HNA identifies that 42 acres of additional land will be needed in the upcoming 20 year planning period to meet the recreational and park needs associated with the projected population increase. Therefore, the proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA and other material will positively impact this goal and any administrative rules that implement it.

Goal 9 – Economic Development: The intent of this goal is to ensure that the city plans for its overall economic vitality. The city recently engaged with Marion and Polk Counties and with the City of Salem to conduct a planning study of an economic opportunity analysis for the Salem – Keizer regional area. The intent of this study is to identify potential economic opportunities facing the region so as to better plan to take advantage of identified economic opportunities. A follow up to that study has been undertaken that documents the economic trends and economic opportunities which are geared specifically to Keizer.

The EOA synthesizes data on local and national economic trends, employment trends and forecasts, existing industries, economic development goals and community vision to generate employment growth projections over the next 20 years. The projections are broken down by industry category, which in turn informs what type of built space and available land will be needed to accommodate that growth.

Keizer aspires to provide more opportunities for a range of good paying jobs for people living in Keizer, which would result in faster growth in employment than in population growth. Keizer's vision for providing new employment opportunities is to capture professional services and associated uses in a "campus" setting, primarily but not exclusively related to medical office and research and education. These services may include a hospital and/or educational facilities, which are expected to provide Keizer with growth opportunities that fit the City's locational advantages. The city's economic vision is an economic strategy that will not directly compete with Salem but capitalizes on Keizer's own attributes and aspirations.

Figure 1: Comparison of Employment by Industry, Keizer vs. Oregon



1/ Transportation, Warehousing, & Utilities

SOURCE: Oregon Employment Department

- The composition of employment by industry in Keizer exhibits several large deviations from the statewide composition (Figure 1). These deviations represent Keizer's competitive advantages in the economy, which fall largely in population-driven services. Industry classifications such as Retail Trade, Education & Health, and Food Service & Drinking Places have a high representation locally.

- These well-represented industries, in combination with economic development goals and input from the stakeholders, were used to devise potential future target industries. After discussing and ranking industries based on local aspirations and current representation of that industry in Keizer, the City Council determined that the following list of target industries are appropriate for Keizer to target:
 - Medical facilities, including research, development and support
 - Information technology/back office
 - Educational services, including educational research and job training
 - Professional services, including corporate headquarters
 - Sporting events
- Current employment levels by industry were projected forward based on regional job growth estimates and the above target industry goals (Figure 2). The growth forecast calls for a total of 3,774 new jobs over the next 20 years, representing growth of 55% over current levels.

Figure 2: Forecasted Employment Growth, 2013 – 2033, Keizer

HIGH FORECAST SCENARIO NAICS	2013	Forecast Estimates				'13-'33 Growth	
	Base Year	2018	2023	2028	2033	Jobs	AAGR
Natural Resources	35	37	39	41	43	9	1.14%
Construction	368	409	456	507	564	196	2.16%
Manufacturing	26	39	60	92	139	113	8.78%
Wholesale Trade	31	34	38	42	47	17	2.17%
Retail Trade	1,231	1,331	1,439	1,555	1,681	450	1.57%
T.W.U.	7	9	11	14	17	11	4.73%
Information	39	41	42	43	45	6	0.67%
Financial Activities	889	953	1,021	1,094	1,173	284	1.40%
Professional & Business	462	546	646	764	904	442	3.41%
Private Education	37	41	44	48	53	15	1.71%
Health Care & Social Assistance	1,208	1,445	1,728	2,067	2,473	1,265	3.65%
Leisure & Hospitality	1,100	1,221	1,355	1,503	1,668	568	2.10%
Other Services	618	671	728	791	858	240	1.66%
Government	769	806	845	886	929	160	0.95%
Total	6,820	7,583	8,452	9,448	10,595	3,774	2.23%

Source: Oregon Employment Department and Johnson Reid

- The projected employment growth is used to estimate what types of employment land (i.e. commercial retail, office, or industrial) will be needed in the future by applying data on what types of real estate is used in each of these industry categories.

Figure 3: Forecasted Employment Land Need, 2013 – 2033, Keizer

BASELINE LAND NEED		WITH INFRASTRUCTURE 3/	
Land Type	Forecast	Land Type	Forecast
	High		High
Office Lands	34.5	Office Lands	41.4
Industrial Lands	0.6	Industrial Lands	0.7
Commercial Lands 1/	57.9	Commercial Lands	69.5
<i>Resident Driven</i>	50.3	<i>Resident Driven</i>	60.4
<i>Visitor Driven</i>	7.6	<i>Visitor Driven</i>	9.1
Overnight Lodging	5.2	Overnight Lodging	6.2
Specialized Uses 2/	34.8	Specialized Uses	41.8
TOTAL EMPLOYMENT LAND NEED	133.0	TOTAL EMPLOYMENT LAND NEED	159.6

1/ Only two scenarios were forecasted. Medium and High reflect retail need allowing for small growth in real incomes

2/ Hospitals, Clinics, Assisted Living, etc. for employment not otherwise categorized.

3/ Assumes a 20% gross up of land need for infrastructure

- As Figure 3 shows, there is an estimated need for 160 gross acres of land to accommodate the projected employment growth. An inventory of remaining buildable lands finds 123 acres of buildable land remaining within the city boundary, in the commercial and industrial categories. However, there is no land available that is well-suited for the institutional category, which includes hospitals, higher education facilities, and other uses that figure heavily into the City's economic development strategy.

Figure 4: Forecasted Employment Land Need, 2013 – 2033, Keizer

Scenario	Demand	Supply	Surplus/ Shortage
<i>High Growth Scenario</i>			
Commercial	86.0	64.5	(21.6)
Industrial	31.8	59.6	27.8
Institutional	41.8	-	(41.8)

1/ Assumes a demand distribution of Office support 25% to commercial and 75% to Industrial

- As Figure 4 shows there is a net need for commercial and institutional lands amounting to 63.3 gross acres above and beyond what the City's remaining buildable employment lands can accommodate.

Therefore, the proposed revisions to the comprehensive plan relating to the adoption of the EOA / HNA and other material are consistent with this goal and with all administrative rules.

Goal 10 – Housing: This goal requires the city to plan and provide for the housing needs of its residents. The city recently engaged with the City of Salem

to conduct a planning study of buildable lands inventory and housing needs analysis for the Salem – Keizer regional area. A follow up to that study will be for the city to adopt its own local housing needs analysis which has been geared specifically to Keizer and will identify the projected 20 year housing needs for the city.

HOUSING AND RESIDENTIAL LAND NEEDS ANALYSIS

Unlike the Goal 9 analysis which reflects the community’s vision and economic development aspirations, the methodology of a Goal 10 housing analysis is much more formulaic. The Goal 10 analysis is based on the City’s adopted population forecast, and trends in household size, demographics and housing development. These are used to generate projections of population growth, number of households, and the number and types of housing units they will need over the 20-year period. The 20-year need is then compared with remaining buildable residential land to assess what additional land may be needed to accommodate that growth.

- Keizer is a City of nearly 37,000 people, making it the 14th largest city in Oregon. Keizer has grown by an estimated 4,661 people between 2000 and 2013, or 14%. This growth was roughly equal to that experienced by Marion County (13%) and the state (14%) over that period.

Figure 5: Demographic Growth and Current Profile 2000 – 2013, Keizer

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth Rate	2013	Growth Rate
	(Census)	(Census)	00-10	(Proj.)	10-13
Population ¹	32,203	36,478	1.3%	36,864	0.4%
Households ²	12,110	13,703	1.2%	13,824	0.3%
Families ³	8,642	9,498	0.9%	9,582	0.3%
Housing Units ⁴	12,774	14,445	1.2%	14,531	0.2%
Group Quarters Population ⁵	280	364	2.7%	368	0.4%
Household Size	2.64	2.64	0.0%	2.64	0.0%
PER CAPITA AND AVERAGE HOUSEHOLD INCOME					
	2000	2010	Growth Rate	2013	Growth Rate
	(Census)	(Est.)	00-10	(Proj.)	10-13
Per Capita (\$)	\$20,119	\$24,645	2.0%	\$26,192	2.0%
Average HH (\$)	\$53,425	\$64,272	1.9%	\$67,937	1.9%
Median HH (\$)	\$45,052	\$53,042	1.6%	\$55,705	1.6%

SOURCE: Claritas, Census, and Johnson Reid

¹ Population is based on the certified 2012 estimate from PSU Population Research Center, projected forward one year using the 2010 - 2012 growth rate (0.4%)

² 2013 Households = 2013 population/2013 HH Size

³ Ratio of 2013 Families to total HH is kept constant from 2010.

⁴ 2013 housing units are the 2010 Census total plus new units permitted from '10 through '12 (source: HUD State of the Cities Data System)

⁵ Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.

- Keizer’s median household income was over \$53,000 in 2010. This is 22% higher than the median income found in the City of Salem (\$43,500) and is similarly higher than the Marion County median (\$45,594). Median income grew 18% between 2000 and 2010, while growing 13% in Marion County.
- Over the 20-year period, the model projects growth in the number of non-group households over 20 years of 4,366 households, with accompanying population growth of 11,833 new residents. This is in keeping with Keizer’s adopted 2032 forecast (Figure 6).

Figure 6: Future Housing Profile 2033, Keizer

PROJECTED FUTURE HOUSING CONDITIONS (2013 - 2033)		SOURCE
2013 Population (Minus Group Pop.)	36,496	2010 Census, PSU
Projected Annual Growth Rate	1.41%	Based on Keizer adopted 2032 forecast City of Keizer
2033 Population (Minus Group Pop.)	48,260	
Estimated group housing population:	437	From Marion County 2030 adopted forecast Marion Co.
Total Estimated 2033 Population:	48,697	Based on adopted 2032 population forecast (48,089 pop.) City of Keizer
Estimated Non-Group 2033 Households:	18,191	Based on Pop/HH ratio from County 2030 forecast Marion Co.
New Households 2013 to 2033	4,366	
Avg. Household Size:	2.65	2032 Non-Group Pop/ Non-Group Households
Total Housing Units:	19,044	Based on Units/HH ratio from County 2030 forecast Marion Co.
Occupied Housing Units:	18,191	(= Number of Non-Group Households)
Vacant Housing Units:	854	(Total Units - Occupied Units)
Projected Vacancy Rate:	4.5%	(Vacant Units/ Total Units)

Sources: Kelzer adopted 2032 Population Forecast, Marion County Adopted Population Forecast (2008), PSU Population Research Center, Census, JOHNSON REID LLC

- When the needs of the projected 2033 population is compared to the current housing supply, the analysis projects the need for 4,513 new units to house the future population. This includes ownership and rental units, with additional allowance for 4.5% vacancy (Figure 7).
- The largest share (50%) of one housing type is projected to be single-family detached homes, due again to the stronger need for new ownership housing. The remainder of units is projected to be some form of attached housing (46%), or mobile homes (4%).
- 54% are projected to be ownership units, while 46% are projected to be rental units.

Figure 7: Projected New Units Need by 2033, Keizer

OWNERSHIP HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	2,145	49	24	24	86	117	0	2,445	% All Units:	54.2%
Percentage:	87.7%	2.0%	1.0%	1.0%	3.5%	4.8%	0.0%	100.0%		

RENTAL HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	124	206	14	327	1,352	45	0	2,068	% All Units:	45.8%
Percentage:	6.0%	10.0%	0.7%	15.8%	65.4%	2.2%	0.0%	100.0%		

TOTAL HOUSING UNITS										
Price Range	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	2,269	255	38	351	1,437	162	0	4,513	100%	
Percentage:	50.3%	5.7%	0.8%	7.8%	31.8%	3.6%	0.0%	100.0%		

Sources: PSU Population Research Center, Caritas Inc., Census, Johnson Reid

- The inventory of buildable residential lands finds a current supply of 315.2 acres which are vacant, partially vacant or re-developable. These acres can hold an estimated 2,422 units. The total 20-year unit need (4,513 units) minus this remaining buildable capacity (2,422 units), leaves a remainder of 2,090 units which must be accommodated beyond the City's remaining capacity within its current boundary. (Figure 8)

Figure 8: Projected New Units Need by 2033, Keizer

Zoning Designation	Capacity of Vacant Lands (In Units) ¹	NEW UNITS NEEDED (2033) vs. CAPACITY							Total Units	
		S.F. Detached	S.F. Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home			
		2,269	255	38	351	1,437	162	4,513		
RS Single Family Residential	1,183	1,064	120	-	-	-	-	1,183	← New Units Needed (2032)	
RL Limited Density Residential	-	-	-	-	-	-	-	0		
RL-LU Limited D.R. - Limited Use	-	-	-	-	-	-	-	0		
RM (Medium) Medium Density Residential	-	-	-	-	-	-	-	0		
RM (Medium High) Medium Density Residential	362	-	-	-	-	362	-	362		← Distribution of Remaining BLI Capacity
RM-LU MDR - Limited Use	-	-	-	-	-	-	-	0		
RH High Density Residential	-	-	-	-	-	-	-	0		
UT Urban Transition	310	279	31	-	-	-	-	310		
MU Mixed Use (Keizer Station)	153	-	-	-	-	153	-	153		
MU Mixed Use (Other)	314	-	-	-	-	314	-	314		
Totals/Averages:	2,322	1,343	151	0	0	829	0	2,322	← Total Capacity of Buildable Lands	
<i>Accessory Dwelling Unit Assumption:</i>			62	38				100		
		926	42	0	351	609	162	2,090	← Remaining Unit Need	

Sources: City of KEIZER, MWVCOG, Johnson Reid LLC

- When this remaining land need is apportioned to Keizer's residential zones, we estimate a 20-year need for 267 gross acres of residential land, to be accompanied by 43.5 acres

of new land for parks to serve this new population, and 10 acres of land for new school facilities. This is a total of 385 gross acres (Figure 9).

Figure 9: Projected Residential and Support Land Need by 2033, Keizer

Category of Land	Gross Acreage
	Remaining Need
Residential:	267.6
Parks and Recreation:	43.5
Schools:	10
Total New 20-Year Land Need:	321.1

Source: Johnson Reid LLC

The proposed revisions to the comprehensive plan related to the EOA and HNA and other material is consistent with the adopted EOA and HNA and also with this goal and any related rules.

Goal 11- Public Facilities and Services: The intent of this goal is to develop a timely, orderly and efficient arrangement of public facilities and services necessary to serve the residents of Keizer. The city provides its residents with water, sanitary sewer, has an established street system, administrative and police and public safety also are provided by the city. Fire protection services will continue to be provided by the Keizer Fire District or Marion County Fire District #1 depending on which district property is located. By itself the proposed revisions to the comprehensive plan will not impact any of the city’s public facilities and services since it only documents the needs that will exist to meet projected growth. The implementation of these studies will require that all lands that will serve this projected need by connected to city facilities in accordance with applicable requirements. Further, policies have been developed within the comprehensive plan that better address the issue of the city providing the orderly and efficient extension of public services. For example, these will prohibit the extension of city services outside of the urban area unless consistent with state regulations. As such, the proposed revisions to the comprehensive plan related to the adopted EOA / HNA and other material and will comply with this goal and all administrative rules.

Goal 12 – Transportation: The city has an adopted Transportation System Plan that describes the city’s transportation systems. This system includes streets, transit bike, and pedestrian systems. By itself the proposed comprehensive plan revisions will have no impact on the city’s existing or

planned transportation systems which were recently updated, since it only documents the needs that will exist to meet projected growth. The implementation of these studies will require that all lands that will serve this projected need be connected to city facilities in accordance with applicable requirements. As such, the proposed revisions to the comprehensive plan relating to EOA / HNA and other material will comply with this goal and any rules.

Goal 13 – Energy Conservation: This goal seeks to maximize the conservation of energy. All new construction requires compliance for review to applicable energy conservation standards. The proposed revisions to the comprehensive plan relating to EOA / HNA and other material will have no impact on this goal nor any of the implementing administrative rules.

Goal 14 – Urbanization: The intent of this goal is to provide for an orderly and efficient transition from rural to urban land use. The city has an adopted Comprehensive Plan and zone code that complies with the goal. The proposed revisions to the comprehensive plan relating to the EOA / HNA and other material will have no impact on the intent of this goal as it only will involve land that is within the city limits and not the use of land being transitioned from rural to urbanized uses.

Goal 15 – Willamette River: This goal seeks to protect, conserve, maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River. While the Willamette River is located along the western flank of Keizer the proposed revisions to the city's comprehensive plan relating to the EOA / HNA and other material will not impact the Willamette River nor will it have any impact on the ability of the city to regulate uses along the river or the Willamette River overlay zone regulations and so this goal is not applicable.

Goal 16 (Estuarine Resources), Goal 17 (Coastal Shorelands), Goal 18 (Beaches and Dunes), and Goal 19 (Ocean Resources) govern areas along the coast. Since Keizer is not located along the coast these goals are not applicable.

In consideration of the above findings, the proposed revisions to the city's comprehensive plan relating to the adopted EOA / HNA and other material complies with all applicable statewide land use goals and with all applicable administrative rules which implement the relevant goal.

5. **Section 3.111.04.D - The amendment is appropriate as measured by at least one of the following criteria:**

- a. It corrects identified error(s) in the previous plan.
- b. It represents a logical implementation of the plan.
- c. It is mandated by changes in federal, state, or local law.

- d. It is otherwise deemed by the council to be desirable, appropriate, and proper.

FINDINGS: While there are no Comprehensive Plan goals or policies that offer guidance it is determined that the proposed revisions to the comprehensive plan relating to the adopted EOA / HNA represents a logical implementation of the Plan. The proposed revisions are mandated by state law. They are the last remaining periodic review update tasks that the city has left to be able to complete periodic review. The EOA / HNA work has been on-going for the past year and has made use of a Technical Advisory Committee (TAC) comprised of representatives from the city council, planning commission, business and civic groups as well as general citizens. This comprehensive plan update will replace existing text within the comprehensive plan that is now out of date and so contain numerous errors. The City Council has, by this adoption, determined that the proposed comprehensive plan revisions and related material are desirable, appropriate, and proper. As such, the proposal complies with this criterion.

I. INTRODUCTION

A. PURPOSE

The Keizer Comprehensive Plan is a long-range plan for guiding conservation and development in the City of Keizer to the year ~~2033~~ 2005. The goal of the plan is to accommodate the conservation and development of Keizer's resources, neighborhoods and lands in a timely, orderly and efficient manner consistent with the needs and aspirations of present and future city residents. It is also the plan's goal to ensure that Keizer is an active participant in the Salem/Keizer region, and the actions and activities of regional significance are coordinated with all appropriate local governments.

It is the intent of this plan to specify the goals and policies unique to the situation and opportunity in Keizer. It recognizes, however, the hard work of citizens, local officials and professionals who prepared the Salem Area Comprehensive Plan. Much of this work is still appropriate for Keizer; many of the findings, goals and policies listed in the SACP can be found in this document. But other policies were developed for Keizer only, by Keizer citizens and officials for the City of Keizer. These policies make this plan specific to Keizer, and will result in a future community unique to the region.

B. ORGANIZATION

The Keizer Comprehensive Plan contains three chapters in addition to this brief introduction. Chapter II describes the data and concepts that underlie the plan. It summarizes from more detailed analysis contained in technical working papers, which are briefly summarized in the Appendix to the Plan.

Chapter III is the heart of the plan. It has ~~six~~ seven sections:

1. Significant Natural and Cultural Features
2. Urban Growth and Growth Management
3. Land Use and Economic Development
4. Plan Diagram and Special Land-Use Policies
5. Public Facilities to Support Development
6. Procedures for Plan Administration and Review
7. Agricultural Lands

Each section lists goals and policies and the findings that support them. Findings consist of the results of all the analysis contained in the Technical Appendices, and the opinions of Keizer citizens and officials. Policies consist of specific actions Keizer will use to reach its goals. Any inconsistencies between Chapter I and II and the policies in Chapter III are unintentional. If inconsistencies exist, the policies in Chapter III should rule.

Chapter IV is the glossary of the comprehensive plan. It contains a list of accompanying plan documents and incorporates these documents by reference in the Keizer Comprehensive Plan.

C. REQUIREMENTS FOR COMPREHENSIVE PLANNING IN OREGON

During 1973, the Oregon Legislature adopted Senate Bill 100 (ORS Chapter 197), which provided for the coordination of local comprehensive plans to meet state standards and review. The act established the Land Conservation and Development Commission (LCDC) and directed the commission to adopt statewide planning goals and guidelines, which they did. The legislature directed that these goals and guidelines be used by state agencies, cities, counties, and special districts in preparing, adopting, revising and implementing their comprehensive plans.

The City of Salem, with participation by Marion County, Polk County and Mid-Willamette Valley Council of Governments prepared and adopted the Salem Area Comprehensive Plan. This plan was acknowledged by LCDC in May 1982. The City of Keizer incorporated that same year and chose to follow the appropriate policies in the Salem Area Comprehensive Plan until it prepared a new comprehensive plan.

Planning is an organized attempt at community foresight. It seeks to guide the future conservation and development of an area within a framework of goals and policies consistent with the desires of the community and physical, legal, and economic constraints on development. In balancing the often conflicting desires and requirements for conservation and development, the plan may add yet additional constraints. But the findings of fact that Keizer assembles and interprets, coupled with state requirements, still leave the City with several alternatives about how to proceed on dozens of issues concerning conservation and development. This plan describes that alternative Keizer has chosen.

D. RELATIONSHIP TO SALEM AREA COMPREHENSIVE PLAN

GENERAL HISTORY

The City of Salem, together with Marion and Polk Counties, prepared, adopted and submitted for acknowledgment, the Salem Area Comprehensive Plan (SACP), prior to the incorporation of the City of Keizer. The City of Keizer incorporated a previously unincorporated portion of the Salem/Keizer Urban Area into a new city and became the local jurisdiction responsible for planning and land use decisions within that portion of the area governed by the SACP which falls within its city limits. The Cities of Salem and Keizer, along with Marion and Polk Counties chose to amend the SACP to integrate Keizer into the planning process for the Salem/Keizer Urban Area by recognition of its jurisdiction in the text of the SACP and by providing procedures for amendment of the plan by each of the four jurisdictions.

The City of Keizer has adopted its own Comprehensive Plan (KCP) as a post-acknowledgment amendment to the Salem Area Comprehensive Plan. Marion County has also adopted the KCP as it applies to that

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portion of the Keizer Urban Area outside the City of Keizer. The relationship between the SACP and the KCP and the authority each has over certain areas within the UGB is set forth later in this plan as well as within the text of the SACP. The KCP incorporates all elements of the SACP that apply to the Keizer Urban Area.

II. OVERVIEW OF THE FINDINGS AND CONCEPTS ON WHICH THE PLAN POLICIES ARE BASED

A. HISTORICAL DEVELOPMENT

Keizer has grown from a largely agricultural community in the early 1950's to the fourteenth largest city in Oregon. In the 1960's and 1970's, Keizer grew rapidly from south to north along both sides of North River Road. This arterial links the suburban residential neighborhoods in Keizer to employment and shopping opportunities in central Salem. North River Road and Wheatland Road also provide access to the agricultural lands in northern Marion County. (2012)

Public sewer, water, and fire districts provide basic public services and facilities to this growing area. Until Keizer incorporated in 1982, Marion County managed its land uses, and it was included within the Urban Growth Boundary and the Salem Area Comprehensive Plan, adopted in 1979 and acknowledged by LCDC in 1982.

As of July 1, ~~2011~~ 2012, Keizer had a population of ~~36,745~~ 36,735. The city provides sanitary sewers, water, drainage, parks, streets, police and general government. The Keizer Rural Fire Protection District and Marion County Fire District No. 1 provide fire protection, and the Salem-Keizer School District 24J provides public education. (2012)

B. EXISTING CONDITIONS

1. POPULATION (2012)

In June 2011 a regional Housing Needs Analysis (HNA) was completed. This was a two year planning study that included both Keizer and Salem and unincorporated areas within the combined urban growth boundary (UGB). The regional HNA was funded by the Department of Land Conservation and Development and was managed by the Mid-Willamette Valley Council of Governments. The project consultant, EcoNorthwest, was responsible for collecting, analyzing the data, and preparing the planning document. The study utilized local staff in a technical advisory committee and also local elected officials in a regional policy committee. (2012)

The regional HNA used the mid-range of Marion County's coordinated population projections as a basis for its analysis. The county's projection was developed using PSU methodology and calculated inflated that number to allow a slight allowance for the constrained nature of Keizer's portion of the UGB. Marion County assigned a regional population projection to Salem and Keizer jointly. This was a 2030 projected population of 299,980 for the two cities. The study included a low, medium, and high population growth range with a mid-range forecast of 49,486 for Keizer, 204,320 for Salem and the remainder for the area inside the UGB and outside of either Salem or Keizer in both Marion and Polk counties. (2012)

A 20 year population projection is the basis of a local HNA. A 20 year population forecast of 48,089 for the future population of the City of Keizer is realistic and appropriate number which is professionally established by Portland State University. This number is slightly less than the mid-range number contained in the Marion County coordinated population projection study. The Marion County projection is the

basis for the regional HNA. The effect of revising this number slightly is that there will be slight differences between the regional and the Keizer HNA. However, this number is the best professional estimate of the growth of Keizer. (2012)

The table below indicates that the city has almost doubled in size since its incorporation in 1983. The largest decade in terms of growth was during the 1990's when Keizer grew by almost 50% and had its largest annual average growth rate of 4.6% throughout the decade. The projected growth for the upcoming 20-year planning period reflects an annual growth of 1.6%. This compares to average annual growth of 3.1% since the city's incorporation, but that factors in the large growth periods of the 1990's and early 2000's. (2012)

	1983*	1990	2000	2010	Projected 2032
Population	19,654	21,768	33,203	36,478	48,089
increase		2,114	10,435	4,275	11,611
Percent increase		10.7%	47.9%	13.2%	31.8%
Average growth rate		1.5%	4.8%	1.3%	1.4%

* Incorporation of city

(2012)

a. **Keizer has a growing population.** (2012)

- Keizer added more than 14,000 people, a 66% increase in population, at an average annual rate of 2.7% over the 1990 to 2009 period.
- Keizer grew at a faster rate than the Salem Metropolitan Service Area (SMSA) (1.8% per year) or Oregon (1.6% per year) over the 1990 to 2009 period mostly due to the large growth rates in the period of 1990 to early 2000's.

b. **Keizer's population is growing older.** (2012)

- In Keizer, people aged 45 and older grew by more than 2,100 people (a 19% increase) between 2000 and 2008. Keizer's population over 45 years old grew at a slower rate than the same age group in Salem.

c. **Keizer is becoming more ethnically diverse.** (2012)

- Keizer's Hispanic/Latino population grew by more than 5,300 people over the 1990 to 2008 period. Hispanics accounted for 18% of the overall city population.
- Keizer's Hispanic/Latino population grew by 433% between 1990 and 2008, outpacing the State average (252% increase) or the regional average (265% increase).

2. EMPLOYMENT (2012)

Three trends dominate employment growth in the Salem/Keizer region. First, government continues to provide nearly one-third of the employment for the SMSA despite minor decreases since 1980 and strong long-term growth in other sectors. Second, there is an increasing proportion of employment in the services and in retail trade. Most of these gains have been during the last ten years as Salem's importance as a regional retail and distribution center grew. Third, agricultural and manufacturing (e.g., lumber, and wood products, and food processing) have a decreasing share of the employment in the local economy. This decrease is a results in part (e.g., lumber and wood products, food processing), and of growth in other manufacturing industries, from increasing mechanization, and decreasing employment in extractive industries (e.g., machinery, printing, other durable goods).

Despite the recessionary halt in population and employment growth since ~~1979-2008~~, the long-run trends are strong. Population and employment growth have been faster in the northwest, Oregon, and the region than in the nation as a whole.

Oregon and the Salem-Keizer region have both had steady, long-term growth in population and employment over the last 25 years. Notwithstanding the more noticeable short-term gains and losses, the long-term forces generating this growth will continue to act locally and regionally. Keizer's economy must be understood in the context of these regional trends. ~~In Keizer between 1970-1980 the number of persons in the labor force rose 87% to 9,050. Employment in Keizer was about~~ noted to be 6,820 in 2012 according to the EOA 3,300 in 1985.

3. HOUSING

~~Keizer's important contribution to housing in the metropolitan area is evident from the changes that occurred between 1970-1980. Single family residential units in Keizer increased 75% to 5,338 units, about 75% of all housing units in Keizer. Multi-family units in Keizer nearly tripled to 1,537, and as a portion of all residential units rose from 14% to 22%. Mobile homes nearly doubled to 250, but remained constant as a proportion of all units in Keizer at about 3.5%. The median value of housing more than tripled (+227%) to \$57,300 and the median rent per month more than doubled (+113%) to \$217 per month.~~

In 2013, single family dwellings, attached and detached, accounted for over 10,200 units, or 70% of all housing stock. Duplexes accounted for 324 units (2%); there were 544 mobile homes that accounted for slightly less than 4% of housing types; and the 3,400 multi-family units made up 24.5% of the housing inventory. Since the last comprehensive update in the late 1980s the number of housing units has almost doubled across all categories. Approximately 60% of all housing units were owner-occupied. When only single family units are considered, then approximately 87% were owner-occupied with the remaining single family units used as rentals.

GENERAL DEMOGRAPHIC PROFILE KEIZER, OREGON					
POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000 (Census)	2010 (Census)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Population ¹	32,203	36,478	1.3%	36,864	0.4%
Households ²	12,110	13,703	1.2%	13,824	0.3%
Families ³	8,642	9,498	0.9%	9,582	0.3%
Housing Units ⁴	12,774	14,445	1.2%	14,531	0.2%
Group Quarters Population ⁵	280	364	2.7%	368	0.4%
Household Size	2.64	2.64	0.0%	2.64	0.0%
PER CAPITA AND AVERAGE HOUSEHOLD INCOME					
	2000 (Census)	2010 (Est.)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Per Capita (\$)	\$20,119	\$24,645	2.0%	\$26,192	2.0%
Average HH (\$)	\$53,425	\$64,272	1.9%	\$67,937	1.9%
Median HH (\$)	\$45,052	\$53,042	1.6%	\$55,705	1.6%

SOURCE: Claritas, Census, and Johnson Reid

¹ Population is based on the certified 2012 estimate from PSU Population Research Center, projected forward one year using the 2010 - 2012 growth rate (0.4%)

² 2013 Households = 2013 population/2013 HH Size

³ Ratio of 2013 Families to total HH is kept constant from 2010.

⁴ 2013 housing units are the 2010 Census total plus new units permitted from '10 through '12 (source: HUD State of the Cities Data System)

⁵ Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.

4. LAND USE

Keizer contains approximately 4,400 acres inside the city limits. Lands designated for residential uses comprise the largest use category with approximately 70% of the land area used for this type of use, followed by commercial use (18%), public (7%) and industrial lands (5%). Its land use has the following characteristics:

- a) One third of the acreage is covered by single family development, a greater portion than for the Salem/Keizer urban area.
- b) The proportion of land devoted to duplex and multi family uses in Keizer is similar to that of the total urban area.
- c) Less than one percent of the acreage is covered by industrial uses. A lower proportion than for the Salem/Keizer urban area.

- d) ~~Residential densities are slightly lower in Keizer than in the Salem/Keizer urban area.~~

5. BUILDABLE LANDS

A buildable lands inventory for both the employment and residential land needs was founded updated in the BLI that was developed by the Mid-Willamette Valley Council of Governments as part of the Regional Economic Opportunities Analysis and the Regional Housing Needs Analysis. The BLI has found the following supply of Buildable Lands:

Figure 1. SUMMARY OF EXISTING EMPLOYMENT BUILDABLE LANDS INVENTORY

Zoning		Total Acreage
AI	Agricultural Industrial	22.2
Cg	Commercial General	4.7
Cm	Commercial Mixed Use	16.4
CO	Commercial Office	0.4
CR	Commercial Retail	2.7
IBP	Industrial Business Park	29.3
IG	Industrial General	12
MU	Mixed Use	34.9
TOTAL		122.5

~~The primary physical constraint to development in Keizer is the 100-year flood plain found along the Willamette River, Claggett Creek and Labish Ditch. An extensive flood plain area lies west of North River Road and north of the Staats gravel pit, and includes a large portion of McNary Golf Course. Portions of this area are within the floodway and floodway fringe. The inventory of buildable lands summarized on Table 4 uses the following assumptions:~~

- a. ~~All areas within the floodplain are undevelopable.~~
- b. ~~The land of the McNary Golf Course Development is already committed.~~
- c. ~~The Staat's "gravel mine" consists of 50 acres of unbuildable lake, approximately five acres floodway, and the remaining acreage buildable.~~
- d. ~~Approximately 230 acres east of the Willow Lake Waste Water Treatment Plant are severely limited for development due to impacts caused by the operation of the sewage treatment plant.~~
- e. ~~One third of all "backyard vacant" land will remain undeveloped, eliminating approximately 116 acres from the inventory of vacant land.~~

~~Table 1 summarizes the existing land uses in Keizer and the vacant lands found to be buildable and unbuildable.~~

Table One
 BUILDABLE LANDS ANALYSIS
 City of Keizer—1985

Land Use Category	Acres	% of Total
Developed		
— Single family	1,560.3	35.6
— Duplex	37.3	0.8
— Multi family	134.7	3.1
— Commercial	110.8	2.5
— Industrial	12.7	0.3
— Public/Semi-public	301.2	8.9
— Total Developed	2,247.0	51.2
Undeveloped		
— Total Vacant	2,142.6	48.8
— Vacant but Unbuildable		
— Floodway		
— Floodway Fringe	(31.4)	N/A
— (50% of 141.1 acres)	(70.6)	N/A
— Buffer Area		
— "Backyard" Vacant	(116.0)	N/A
Total Buildable	1,688.2	N/A
GRAND TOTAL	4,389.6	100.0

6. NATURAL RESOURCES AND WILLAMETTE GREENWAY

There are few natural resources in the Keizer urban area that require protection or conservation. There are ~~no significant cultural or and historic resources sites located within Keizer.~~ The Willamette Greenway boundary includes a narrow, steeply sloped band along the Willamette River, and almost all property adjacent to the boundary has been developed for single-family uses. ~~With the exception of Clearlake area north of Nottingham Drive, all agricultural lands are within the existing Urban Growth Boundary, and are thus committed for future urban uses.~~ The resource and open space values along Claggett Creek warrant protection.

7. PUBLIC FACILITIES, SERVICES AND TRANSPORTATION

Water, sanitary sewer, drainage, streets, parks and police services are provided by the City of Keizer. The Keizer Rural Fire Protection District and the Marion County Fire District #1 provides fire protection within each respective district. K-12 education is provided by the Salem-Keizer School District. The following points describe the conditions for these essential services: (2012)

- a. Groundwater is the City's primary water supply. Protection of the quality and quantity of the groundwater aquifer is a high priority.
- b. Adequate water supply is provided to the urbanized portions of the City. No water service is available to serve major undeveloped areas within the city limits.
- c. Adequate sanitary sewer service is provided to the urbanized portions of the City. ~~No sewer service is available to all major undeveloped areas, and although a master plan for sanitary sewers has been prepared. The Clearlake area is threatened by potential health hazards of some failing septic systems.~~
- d. Sanitary sewer treatment is provided by the City of Salem under a service agreement with the City of Keizer, which expires in 1994.
- e. Drainage facilities within the developed portion of the City are inadequate. Inadequate dry wells and sumps pose potential pollution problems for Claggett Creek and the aquifer.
- f. The City is responsible for a dike constructed along the east bank of the Willamette River in southwest Keizer. The dike was a joint city/Army Corps of Engineer's project designed to reduce the threat of flooding along the Willamette River.
- g. Lands needed for park lands both developed and undeveloped are considered to be slightly less than national standards and will require 42 additional acres to meet future needs inadequate.
- h. Transportation facilities and public transportation services (such as Salem Area Mass Transit District) in Keizer as identified in the city's Transportation System Plan are considered to be adequate to handle existing travel demands. The city is working with the state on the development of an Interchange Management Area Plan that addresses the need for future improvements to the I-5 interchange that will be needed to accommodate future growth.

C. EXPECTED FUTURE GROWTH**1. RELATIONSHIP OF THE KEIZER COMPREHENSIVE PLAN TO SALEM AREA COMPREHENSIVE PLAN AND REGIONAL URBAN GROWTH BOUNDARY**

The Keizer Comprehensive Plan is proposed as a Post Acknowledgment Amendment of the Salem Area Comprehensive Plan. Much as Sector Plans have implemented specific policies within Salem's neighborhoods, the Keizer Comprehensive Plan specifies the goals and policies unique to the situation and opportunities in Keizer. While Keizer is located within the Salem-Keizer metropolitan area and shares a common urban growth boundary with Salem, this Comprehensive Plan amendment reflects the intention and desire to form comprehensive plan establishes goals and policies which are specific to Keizer. In addition, the Keizer Comprehensive plan is intended to provide guidance affecting applicable Keizer land use procedures. It is not intended that the Salem Area Comprehensive Plan will have jurisdiction within Keizer nor is it intended that the Keizer Comprehensive Plan have jurisdiction within Salem. The regional housing supply has direct bearing on the availability of land for residential land supply within the city and will be a factor in meeting the needs of the City of Keizer. The city must address the needed mix of housing types to achieve its vision of a diverse and vibrant community. The economic aspirations of the city will be implemented to specifically address the employment imbalance existing in the City of Keizer.

Keizer shares its UGB with Salem through a voluntary joint agreement which is not state mandated. The Regional Comprehensive Plan Coordination Association includes Keizer, Salem, Turner, Marion and Polk Counties and established the Salem Keizer Area Planning Advisory Committee (SKAPAC). The SKAPAC included goals and process designed to guide the jurisdictions in developing a coordinated regional response to legislative land use decisions while not impinging on the local legislative authority. This update to the Keizer comprehensive plan recognizes the value of such an approach but and believes that the time has come for the involved jurisdictions to must continually evaluate and update this agreement to adequately meet the changing nature of growth and development of the region.

A regional EOA involving the joint participation of Keizer, Salem, and Turner was developed in 2011. This regional planning analysis was done consistent with Statewide planning Goal 9 and was the foundation of this local EOA.

This regional Economic Opportunities Analysis (EOA) for the Salem-Keizer metropolitan area describes the EOA as "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located." The data and analysis presented in this report is are intended to serve as the foundation for the preparation of local EOAs for the cities of Keizer, Salem and Turner. The report includes regional assessments of land supply and economic opportunities, but does not include local determination of whether individual cities have enough land in their urban growth boundaryies (UGBs) to accommodate identified economic opportunities over the required 20-year planning horizon.

The key regional issues identified in the EOA are:

- Keizer has a population/employment imbalance, with one job for every seven residents. In 2008, this imbalance was measured as one job in the City for every 7 residents. In 2012, that number was at one job for every 5.4 residents. Though there have been significant gains recently, this imbalance is still much higher than the state average (2.2 jobs per resident), or the City of Salem (1.7 jobs per resident). Keizer wants to improve the ratio of population to employment, which will require faster employment growth relative to population. The City does not have sufficient land to accommodate this level of employment growth. Keizer will need additional acres of high-value employment land to achieve its vision.
- A regional imbalance of opportunity sites exists. The region has a significant inventory of high-value land; all of which is located in Salem, mostly in Mill Creek. If the regional supply continues to be located exclusively in Salem, the existing imbalance of population and employment in Keizer will be perpetuated.
- The most obvious Onelocation to address the regional imbalance and create a long-term supply of sites is north of the Chemawa/I-5 interchange. However, preliminary analysis of infrastructure suggests that more than \$100 million in significant resources will be required for improvements to the interchange will be required before substantial significant new development can occur. Developing infrastructure improvements for opportunity sites will require regional coordination and cooperation to plan for, and fund infrastructure upgrades in areas for high value employment.
- Increasing the regional supply of high value employment land in the metropolitan area will require development of major off-site infrastructure (e.g., transportation and wastewater facilities). The cost of servicing high value employment sites suggests making the land "project-ready" for development and will may require public subsidy of infrastructure. A key policy issue for the participating jurisdictions to address is whether public subsidy to create new opportunity sites is a good investment.
- The regional supply of land creates issues related to timing and coordination of planning activities. Because Keizer has a limited supply of employment sites, it has an higher urgency to address land deficiencies in the short-term. This is not the case with Salem or Turner. Salem has a 10-20 year inventory of high-value sites, which means it does not have the same land supply urgency as Keizer.
- The EOA identified a deficit of general commercial land that must be addressed through local planning processes. Options for addressing the general commercial land deficit include accommodating general commercial demand within the existing UGB and include through tools such as redesignation of industrial or other lands, redevelopment of sites with existing but low-density commercial development, mixed-use development, or infill of underused commercial sites. State law requires that jurisdictions are required to consider these options prior to considering an expansion of their UGB to meet these land deficiencies.

The regional EOA documented the conditions in the Salem-Keizer metropolitan area that may affect economic development in the Salem-Keizer metropolitan area. These included:

- Jobs that pay, on average, 70% of the national wage.
- An unemployment rate that is two percentage points above the national average.
- A manufacturing base that accounts for 7% of regional employment, compared with a statewide average of 11%.
- Commuting patterns that import one-third of the regions workers and exports 20% of area residents to other cities.
- Small cities that serve as bedroom communities; Keizer has seven persons for every job and Turner has about five persons per job.
- A smaller share of residents in the region with a Bachelor's degree or higher (21%) compared to the State average (28%).
- Availability of more than 500 acres of serviced high-quality industrial land.
- A tighter supply of higher-quality commercial land.

Staff and elected officials from the five jurisdictions (Salem, Keizer, Turner, Marion and Polk Counties) participating in this project worked together to develop a set of regional economic development goals and objectives. The goals and objectives provide a regional framework and assist the local jurisdictions in developing their own economic development policies. The goals of the regional strategy are to:

- Coordinate regional economic development.
- Provide land to allow expansion of existing businesses and to attract new businesses to the region.
- Provide infrastructure to support business development.
- Provide opportunities for employment growth for a variety of employers throughout the region.

The methodology approach that was used in the Salem-Keizer Regional EOA was to distinguish between land needed by businesses with special land requirements versus and general employment land needed for general employment by most businesses. The following classifications were developed used:

- General employment land – the most flexible employment land category. It includes land that is zoned for a variety of employment uses such as industrial, commercial and institutional. The inventory includes a variety of site sizes and locations.
- High value or unique attribute employment land – land with special characteristics that make it highly desirable as an employment development site or unique and difficult to replicate attributes that are important to particular users.

The sufficiency of general employment land to accommodate 20-years of growth was determined through comparison of the supply of general industrial and commercial land with demand for general industrial and commercial (including retail). Key conclusions of the general land analysis are:

- The three areas (Keizer, Salem and Turner) have a supply of nearly 660 acres of general industrial land and a need for about 300 gross acres of general industrial land. Thus, the region has a surplus of about 360 acres of general industrial land.
- The three areas have a supply of about 320 acres of general commercial land and a need about 920 gross acres of general commercial land (office and

retail). Thus, the region has a deficit of about 600 acres of general commercial land.

- The Salem-Keizer metropolitan area has a sufficient supply of general industrial land to meet general industrial employment growth over the 20-year period:
- The metropolitan area lacks enough general commercial land to meet expected commercial and retail growth, which is related to projected population growth.

The need for employment lands of all types derives from the regional and local economic development objectives. Those objectives build from a broader vision that can be generally summarized as "create more stable, high-paying jobs." The regional EOA summarized Keizer's objectives as follows:

- Keizer aspires to provide more opportunities for a range of good paying jobs for people living in Keizer, which would result in faster growth in employment than in population growth. Keizer's vision for providing new employment opportunities is to capture professional services and associated uses in a "campus" setting, primarily but not exclusively related to medical office, and research and education. These services may include a hospital and/or educational facilities, which are expected to provide Keizer with growth opportunities that fit the City's locational advantages.

The regional EOA concluded that:

- Keizer does not have enough high value employment land to meet the City's economic development objectives over the planning period. Keizer wants to ~~begin to~~ balance the ratio of population to employment, which will require growth of businesses in Keizer. To achieve that vision, the city will need to add between 9,000 and 11,500 new jobs during the 2013-2033 planning period. If about 6,000 and 8,500 of the new employees locate on high value land, Keizer would need about 200 acres of high value employment land.

~~The proposed amendment recognizes the hard work of citizens, local officials and professionals who prepared the Salem Area Comprehensive Plan. Much of this work is appropriate for Keizer: many of the findings, goals and policies found in the SACP are referenced and repeated in this amendment. In particular, findings, goals and policies having a regional significance are incorporated as part of the Keizer Comprehensive Plan:~~

- ~~a. Adopted regional population and employment forecasts from the basis for this plan. Population forecasts for Keizer used in this plan have been adopted by the region.~~
- ~~b. Forecasts for housing by type and tenure are based on the forecasts used in the Salem Area Comprehensive Plan and Salem Area Transportation Study (SAT).~~

- c. ~~Forecasts for land needed and appropriate for urbanization in Keizer are consistent with regional forecasts and the pending amendment of the regional UGB. No changes to the regional UGB as amended are proposed in the Keizer Comprehensive Plan.~~
- d. ~~Urban growth findings and policies are the same for both the SACP and Keizer Comprehensive Plan.~~
- e. ~~The distribution of specific land uses in Keizer are consistent with historical growth patterns in the area and reflect average conditions expected in the region as a whole. The land use plan map is in many ways similar to the plan map for the Keizer area found in the SACP, but has been modified to reflect specific opportunities in Keizer and the objectives of Keizer citizens and officials.~~
- f. ~~Special policies to ensure compatibility for areas near the Willow Lake Waste Water Treatment Plant are included in the Keizer Comprehensive Plan.~~
- g. ~~Transportation policies, functional classifications and standards found in the Salem/Keizer Area Transportation Study — Year 2005 Plan, or its adopted successors, are incorporated into this Plan.~~

~~The regional Urban Growth Boundary is established to accommodate a total population of 212,600. Approximately 139,000 people currently live within the UGB, so vacant buildable land is needed for approximately 73,600 new residents. Recent amendments to the SACP indicate that 11,636 acres of vacant buildable land are needed to accommodate the expected population growth. This amounts to about 0.16 acre per person as a regional average.~~

~~By applying this same factor to the forecasted population increase in Keizer of 40,592 persons, approximately 1,695 acres of vacant buildable land are needed.~~

~~Table 1 summarizes the buildable lands analysis for Keizer inside the Regional UGB and City limits. Approximately 1,688 acres of vacant buildable land exists in the City. This compares favorably with the estimated 1,695 acres needed in the City.~~

~~In conclusion, regional forecasts for population growth and land needed to accommodate that growth, when applied to growth forecasts specific to Keizer, indicate that all vacant buildable land within the City should be within the Urban Growth Boundary.~~

~~This plan is based on the regional needs projections and UGB as amended. The following discussion of forecasts specific to Keizer are used as guidelines to plan detailed land uses in the City.~~

~~2. POPULATION AND EMPLOYMENT GUIDELINES~~

~~A conservation estimate of Keizer's future growth is based on the assumption that population and employment in Keizer will grow in proportion to the Salem~~

~~metropolitan area, maintaining at least its historic share of total metropolitan population and employment. The estimate is conservative because:~~

- ~~a. Keizer historically has grown faster than the Salem metropolitan area as a whole. Between 1970 and 1980, population in the Keizer area grew 52%, while the average for the Salem urban areas was 35%.~~
- ~~b. The majority of population and employment growth in the Salem urban area will occur in suburban areas like Keizer.~~
- ~~c. The new Chemawa interchange on I-5 makes Keizer a much more convenient location for commuting and shopping.~~
- ~~d. Keizer has a good supply of flat, buildable land.~~
- ~~e. Keizer has available public services~~

~~Keizer's estimated population is about 48,089 by 2032. (2012)~~

~~3. LAND USE AND URBANIZATION GUIDELINES~~

~~The forecasts of population, housing, and employment growth lead to guidelines for providing and accounting for variation of about 15 percent (site suitability, public opinion, local resources, availability of transportation and other public improvements), residential, commercial, and industrial land, and for the public facilities to support these land uses. Given expected future densities, Keizer should provide and has provided, within the UGB, buildable land in at least the following quantities over the planning horizon represented by the relevant sector. The planning horizon for all but commercial and industrial is to 2005. The time horizon for commercial and industrial is 2021 as outlined in the 2003 Economic Opportunities Analysis:~~

- ~~a. 801-921 gross acres for single family residential development (assuming 68% of new housing units will be single family and have an average density for new construction of 3.7 units per gross acre).~~
- ~~b. 88-101 gross acres for multi-family residential development (assuming 32% of new housing units will be multi-family and have an average density for new construction of 16.0 units per gross acre).~~
- ~~c. 117.4-133.0 gross acres for the commercial sector.~~
- ~~d. 14.3-38.5 gross acres for the industrial sector.~~

~~The amount of land needed for commercial and industrial lands depends on the level of future employment growth in Keizer which in turn depends to a large extent on its economic development policies and the aggressiveness of its efforts to expand its employment base. Reasonable forecasts of employment growth between 1984 and 2005 range from 2,300 to 4,600 employees.~~

~~At public meetings residents and decision makers in Keizer expressed support for policies that would encourage economic development and increase the likelihood that~~

Keizer would experience high employment growth. Estimates of land needs in Table 2 are based on an expected employment growth of about 4600.

Given these assumptions, Table 2 estimates the minimum acres necessary to accommodate future growth.

Table Two
POPULATION, EMPLOYMENT AND LAND USE GUIDELINES
1984-2005[†]
City of Keizer

Forecast	Expected Increase 1984-2005	Land Use Type	Range Of Acres
Population	40,592	Single-family	80-121
		Multi-Family	88-101
Employment	4,619	Industrial	14-38
		Retail	109
		Office/Government	9-24
		Subtotal	1,021-1,193
		Major Streets	85-98
		Schools/semi-public	89-102
		Parks/Open Space	100-115
		Total	1,295-1,508

A comparison of the acres needed (as calculated in Table 2) with buildable land available (as estimated in Table one) shows that the land needed for future development and the land suitable for urban development within Keizer's existing boundaries are approximately the same. There are approximately 1,636 acres of vacant, buildable land within Keizer's existing boundary all of which will be needed by 2005. An implication of this finding is that all lands within the existing City boundary are needed for future growth, and should remain within the regional Urban Growth Boundary.

4. PUBLIC FACILITIES, SERVICES, AND TRANSPORTATION REQUIREMENTS

To support expected growth, the plan must ensure that any deficiencies of public services are corrected:

[†]Based on the Results of the Economic Opportunities Analysis 2003, the Industrial and Commercial Sector need calculation is projected through 2021 as required by the Goal 9 administrative rule.

- a. ~~Outside of areas in Keizer now served by water and sewer, 2,317 new housing units, 38 acres of industrial land, and 133 acres of commercial land must be served.~~
- b. ~~Drainage facilities within the developed portion of the city are inadequate.~~
- c. ~~Park lands developed and undeveloped are inadequate.~~
- d. ~~Several transportation improvements are desirable on roads including North Willamette Bridge, Lockhaven, Wheatland Road, Radiant Drive, Windsor Island/Olson, Wheatland/North River Road, and North River Road/Radiant.~~

D. CONCEPTS FOR DIRECTING GROWTH

New development in Keizer will be of two forms: infill development within existing neighborhoods and commercial areas, and new development in vacant areas that will require the extension of major public facilities onto lands that are currently outside of the urban growth boundary, and are contiguous to Keizer, and which This will require further consideration to amend the UGB consistent with all state requirements. The concepts directing growth in these two areas differ substantially.

The results of citizens' comments obtained through public outreach at public meetings regarding about how Keizer should look and grow during the next 20 years have identified suggested these guidelines for detailed planning analysis and policy development in a manner that is consistent with statewide land use planning requirements.

1. Policies which encourage stabilization, infill, and improvement should be emphasized for existing residential neighborhoods and commercial areas in the south and eastern sections of Keizer.
2. ~~The comprehensive plan should be aggressive about supporting new development. Adequate lands should be made available for future industrial and commercial development that seek to realize the identified economic vision and goals, and that will allow for a mix of single and multi-family housing types.~~ Keizer should place a high priority on providing public facilities to newly developing areas and on encouraging affordable housing.
3. ~~The McNary Activity Center should be located near the intersection of North River Road and Lockhaven/Olson Streets. This area should become the commercial and recreational hub of the community.~~
4. ~~The Clearlake area should be included in the City because it is justified for future urban development. The primary land use should be residential.~~
5. ~~The area along Radiant Drive just north of the Chemawa Interchange should be designated for future commercial and industrial uses.~~
- 3.6. The area around the Willow Lake Sewage Treatment Plant is designated should be considered a special policy area, and policies have been should be

developed to address the unique characteristics of that area. These policies establish a special policy area in which uses that will be affected by noise and odor originating from the treatment plant are limited. ~~should be continued.~~

47. Open space areas along Claggett Creek and the Willamette River should be preserved wherever possible.
58. The floodplain permit process should be used to ensure that flooding problems within the 100-year floodplain are addressed before major new developments are approved.

These ~~eight~~ guidelines ~~concepts~~ form the foundation of the plan's goals, policies, and land-use designation described in Chapter III.

III. FINDINGS AND POLICIES

In this chapter, ~~there are~~ findings supporting each plan element are listed, ~~then~~ along with goals and policies outlining the ~~city's~~ ~~City of Keizer's~~ intentions in managing ~~as to the management of~~ its natural and man-made resources are explained. Findings are facts derived from technical analysis, and public opinion on important issues. Goals and policies are derived from the statewide goals, and are general, and site or topic specific.

This chapter contains seven ~~six~~ sections, each concerned with a specific topic area. Significant Natural and Cultural Features addresses agricultural, natural resources and open spaces, environmental quality, energy conservation, Willamette Greenway, resource conservation, historic resources, and 100-year flood plain. Findings for each topic area are followed by goals and more specific policies.

The next section, Urban Growth and Growth Management, describes the future growth forecasts for Keizer, the need for land to accommodate the growth, and the availability of suitable land within the city. An urban growth boundary is described, as are policies, which will manage the growth over time.

The third section is Land Use and Economic Development. Here are general policies for all land uses, housing and economic development. The fourth section, Plan Diagram and Special Land Use Policies, explains the land use plan diagram, the various land use designations, and special site-specific policy areas.

Public Facilities to Support Development includes transportation, sanitary sewer, water, drainage, parks and recreation and schools. Policies in this section are intended to ensure that adequate levels of service are provided to existing and future Keizer residents.

~~The last section,~~ Procedures for Plan Administration and Review section, describes Keizer's policies for continued citizen involvement, coordination with other levels of government, and plan revision and implementation.

The last section, Agricultural Lands, sets forth findings and policies for lands in the Exclusive Farm Use (EFU) and Special Agriculture (SA) zones.

A. SIGNIFICANT NATURAL AND CULTURAL FEATURES

1. FINDINGS

a. Agricultural Lands

1) Within the city limits there are three areas that have an agricultural designation. One is a area in the northwest corner of the city adjacent to the Willow Lake Treatment Plant where several properties are designated Agricultural Industrial (AI); one 10 acre parcel that is zoned Exclusive Farm Use (EFU), although this is not considered to be an EFU qualifying zone as defined in ORS; and, approximately 27 acres near the Keizer Rapids Park is designated Special Agriculture (SA) which is a EFU qualifying zone. Each of these zones allows for farm uses and other uses consistent with each respective zone. There are approximately 480 acres of vacant land in the Clear Lake Area. These vacant areas have an agricultural soil classification II, which have moderate limitations that reduce the choice of plants, or that require moderate conservation practices. Soil classifications I through IV are considered land suitable for protection. The remainder of the City is within undisputed portions of the regional the urban growth boundary, and are thus committed to future urban uses.

2) ~~Within the Clear Lake Area:~~

~~(a) DEQ and others have identified potential health hazards due to failing septic tanks and drain fields in the area. The study recommends extending sanitary sewer facilities into the area~~

~~(b) The area is within the sanitary sewer drainage basin of the Willow Lake sewage treatment plant.~~

~~(c) Preliminary engineering studies conducted by the City have concluded that extending sanitary sewer facilities into the area is the most practical solution to the potential health hazard problem. Sewer extensions from south to north are recommended.~~

~~(d) Areas already committed to urban uses are found along the south, west and northern edges of Clear Lake. Many existing farming operations are surrounded by urban development, making normal farming practices difficult.~~

~~(e) The average parcel size is approximately five to ten acres. Less than five parcels contain 30 or more acres.~~

~~(f) The Clear Lake Area is needed to accommodate long-range urban growth.~~

b. Forest Lands

1) There are no significant forest lands within the City of Keizer. The city's EFU (Exclusive Farm Use), SA (Special Agriculture), UT (Urban Transition), and AI (Agricultural Industrial) zones all allow for commercial forest production, although none of these zones have any

commercial forest production sites. The city recognizes the that important role its urban forest plays in the urban environment.

- c. Open Spaces, Scenic and Historic Areas and Natural Resources.
- 1) Inventories undertaken for Keizer as part of the Salem Area Comprehensive Plan have identified the following potentially sensitivity resources:
 - (a) Open Spaces - City parks, the Willamette and Claggett Creek corridors, McNary Golf Course, flood plains at the northwestern edge of the city and school grounds. The recent addition of the Keizer Rapids Park has provided additional access to the Willamette River and opportunities for open space along the river. The regional park offset serves a vital function to the recreational and health needs of the city and region.
 - (b) Fish and Wildlife - Approximately 9,000 linear feet of Willamette River corridor and the flood plain areas.
 - (c) Vegetation - Willamette River, Labish Ditch and Claggett Creek corridors.
 - (d) Groundwater Resources - The Troutdale formation and the recent alluvium of the Willamette River floodplain.
 - (e) Aggregate Resources - There are two existing aggregate sites near Chemawa Road and the Willamette River outside the City and the UGB. No future sites exist within the city limits.
 - 2) There are two main creeks that run through Keizer.
 - (a) Labish Ditch is a man-made drainage ditch, mostly void of natural vegetation. There exists one 1,000-foot stretch of native woodland west of Gubser Elementary School. In personal communication with the Marion County Planning Department (11/23/81 and 11/24/81), the Oregon Fish and Wildlife Department and Salem Parks and Recreation Agency reported that they had identified no significant wildlife habitat. The primary value of the trees is visual and the tradeoff in their preservation is visual value to existing residents vs. value of the land for housing. An in-depth analysis of this issue by the City of Salem led to the following findings regarding Labish Creek:
 - (1a) There are alternative areas, which provide equivalent or greater open space values, including Gubser School (within 300 feet), open farmland (1,000 feet north) and Claggett Creek near McNary Golf Course (0.5 miles west).

- (2b) This portion of Labish Ditch is not within the 100-year floodplain.
- (3e) The area is well served by transportation and other public facilities.
- (4d) Prohibiting this area from residential development would be an inefficient use of buildable land, well served by public facilities, particularly in light of the availability of alternative open spaces.

In summary, Labish Ditch is a man-made creek with only 1,000 feet of natural woodland. The values of this open space are not as great as the need for housing in this location.

**Conformance of the Salem Area Comprehensive Plan with State Land Use Goals, March 1982.

- (b3) Claggett Creek has also been analyzed with the following findings:
 - (1a) The portion of Claggett Creek within Keizer lies within the 100-year floodplain and portions of it lie within the 500-year floodplain as well.
 - (2b) The Claggett Creek corridor is currently protected by a flood plain overlay zone.
 - (3e.) There is no anadromous fishery in Claggett Creek, but there may be a trout fishery present below McNary Golf Course.
 - (4d) A variety of vegetation exists in the Claggett Creek corridor, which provides important urban habitat for resident and nonresident songbirds, migratory waterfowl, and wildlife such as raccoon and muskrat.
 - (5e) The variety of topography in the Claggett Creek corridor offers open spaces for organized recreation (between Dearborn and Chemawa); limited access swamp and riparian habitat for wildlife (Chemawa to Lockhaven and downstream of McNary Golf Course); and combined open space and riparian habitat for controlled public access and wildlife (Dearborn to the Salem Parkway).
- 3)(f) The existing floodplain overlay zone and zoning ordinance setback requirements adequately protect these resource values. Examples of requirements include: 1) all subdivision proposals must have adequate drainage to reduce flood hazard, 2) new residential construction must be confined to instances where the lowest floor of houses is two feet one-foot above base flood level, and 3) zoning ordinance provides a 25 foot building setback from the mean high water mark of streams; and

- 4) no development is permitted within a floodway without an engineer's study showing that the development will result in no net rise of the waterway.
- ~~4) A letter of map amendment was issued by FEMA in October 2002 that removed a significant portion of west Keizer from the 100 year floodplain. This was a result of the construction of the dike along the Willamette River.~~
- 54) Keizer is located on a relatively flat plain, and thus the only scenic views are from existing residential areas toward the Willamette River. Agricultural areas to the north and west of Keizer outside of the UGB offer a scenic setting as does the McNary Golf Course and the Claggett Creek corridor within the City.
- ~~65) The Cultural and Historic Resources survey conducted for the Salem Area Comprehensive Plan listed no resources within the City of Keizer. Personal correspondence with the Marion County Historical Society and City of Salem Historic Resources staff (December, 1985) concluded that no official listed resources significance are located in the city. No public testimony during town hall meetings identified historic resources or asked for resource conservation or protection.~~
- ~~76) Correspondence with ~~the~~ The State Historic Preservation Office in 2013-1986 indicated concluded that 29 no buildings or places in Keizer have been inventoried to determine whether they have any are listed as having cultural or historic significance, but that a more detailed inventory should be conducted at the next periodic review. Of this inventory, 2 properties were public, 4 were commercial and the remaining 23 sites were residential properties. This inventory further indicated that 18 properties were not eligible or non-contributing with regard to historic designation; 8 properties were determined to be eligible contributing (2 were in public use, 5 were in residential use, and 1 in a commercial type activity); and 3 were designated as eligible significant (all residential). The Fort Wallace site and the Keizer School were both found to be eligible contributing owing to their historical contributions to the community's history.~~
- ~~7) Correspondence with the unofficial Keizer historian and Keizer Times in 1986 concluded that efforts are underway to nominate the 1916 elements of the Keizer Elementary School for historic designation. Additionally, the 1939 addition to the Keizer Elementary School, as well as several domestic structures built or occupied by early Keizer families, may have historic or cultural significance. See A Brief History of Keizer and Keizer's Historic Sites, Ann Lossner, 1986.~~
- 8) In 1998 a local wetlands inventory was conducted as part of the Salem Keizer Region Local Wetland Inventory. This inventory documented that the majority of wetland soils that were observed in Keizer were located in the areas adjacent to Claggett Creek. Other isolated pockets of wetland soils were noted to be in portions of what is now Keizer

Rapids Parks, areas near Staats Lake and some of the other drainage areas in the community. The inventory is intended to be used as a tool to determine whether additional information needs to be submitted by an applicant seeking to develop property. Also, properties not identified in the inventory may in fact be determined to have wetlands and any development of the site will need to be in accordance with all applicable state and or federal regulations.

d. Environmental Quality

- 1) In the 1970s, the Salem-Keizer area was tested for compliance with the newly established carbon monoxide (CO) and ozone standards. At that time, CO and ozone concentrations were above the standards, and the area was officially designated by EPA as non-attainment. In 2004, EPA formally designated the entire state of Oregon in attainment for ozone. The Oregon Environmental Quality Commission (EQC) adopted an Ozone Maintenance Plan for Portland and Salem on February 22, 2007.

In the SKATS region, the carbon monoxide (CO) standard has not been violated for 20 years, and CO concentrations are now approximately half of the NAAQS for CO. Consequently in June 2007, the Oregon EQC re-designated SKATS as a CO Maintenance Area. The EQC also adopted a Limited CO Maintenance Plan for the SKATS region in June 2007. This plan was approved by the federal Environmental Protection Agency (EPA) and became effective on March 2, 2009 [73 Federal Register 79655, Dec 30, 2008].

~~Since the 1977 analysis DEQ has positioned continuous monitors of carbon monoxide and ozone in fixed locations in Salem (498 Church Street, NE and Cascade Junior High School, respectively). Based upon the readings from those monitors and eight to ten samples of carbon monoxide taken in downtown Salem, the entire Salem Area Transportation Study (SATS) area continues to have non-attainment status (for both carbon monoxide and ozone).~~

~~A study for DEQ completed in 1985 recommended delaying redesignation of the area for non-attainment status. The air quality problems are likely confined to locations within the City of Salem; the City of Keizer may want to propose to redefine the non-attainment boundary to exclude areas of Keizer.~~

The construction of the new garbage burning plant at Brooks just northeast of Keizer suggest that continuous air quality monitoring in the City should be undertaken.

- 2) As documented in the 1982 report, "Conformance of the Salem Area Comprehensive Plan with State Land Use Goals", the major water quality problems in the Salem/Keizer area are associated with the Willow Lake sewage treatment plant and sedimentation and erosion. Additionally, significant levels of nitrate and coliform bacteria have

been identified in Claggett Creek and concerns have been expressed regarding pollution of the groundwater aquifer by dry wells.

- 3) ~~A sensitive groundwater area underlies the City, and is a cause of concern as~~ Because the city obtains all of its water supply from this underground sources, the city is concerned about maintaining the water quality of this resource and seeks to avoid expensive alternatives or future remediation measures. ~~as it does most areas within the UGB. Negative impacts are possible from underground storage tanks, storm drainage, chemical spills, residential on-site sewage disposal systems, and other similar land uses from both spills from city sites as well as from spills that are outside the city limits but which may enter the underground water supply. The city closely monitors water quality from its well sources consistent with state and federal testing requirements. The city coordinates closely with DEQ on the states leaking underground storage tank program which has identified 183 tanks that have been replaced within the city limits as well as groundwater contamination sites in the city that DEQ staff investigate.~~

- 4) ~~DEQ and the Marion County Health Department undertook a survey of the Clear Lake area in February 1984. (North Keizer Sanitary Survey.) Two definite areas of failing septic systems were identified. These are: 1) along Oakwood Street (sewers have since been installed), and 2) the area north of Clear Lake School. Marginally failing septic systems were found in the Clear Lake area. It was determined that the only practical solution to the problem is the provision of sanitary sewers for the entire area.~~

A DEQ and Marlon County Health Department survey in 1984 identified a concern relating to a significant number of failing septic systems in the northern portion of the city. Since then sanitary sewers have since been installed in this area and the problems associated with failing septic systems have been corrected. The installation of sanitary sewer lines, along with waterlines, have allowed for numerous properties to be developed and to connect to full city services. There are no known wide spread problems that would require extensive extension of city services. There is a very small percentage (1-2%) of homes within the city that still use private septic systems. As these systems fail and require upgrading, it is the city's policy that properties that are within 300 feet of sanitary sewer lines then connect to that line. Over time, the number of private septic systems within the city is decreasing and the likelihood of groundwater contamination from these sources is also decreasing.

- 5) Noise measurements and forecasting undertaken for the March 1982 Conformance Report led to the conclusion that the principal noise generator in the Salem area is the automobile. Several studies have been conducted in the Keizer area since 1982 in association with road widening. Specifically, measurements were made along North River Road and the Salem Parkway. Some specific locations along major

arterials were found to be above state guidelines, but overall there is a minimal noise problem. No noise problems were identified on smaller streets.

- 6) In the late 1980s and early 1990s, the issue of odors from the Willow Lake Treatment Plant resulted in an agreement between the City of Salem (operator of the treatment facility) and Keizer for the creation of a special Noise/Odor Impact Overlay zone to be added to the development code. This both limits certain type of development near the treatment facility and also requires an easement/waiver as a result of allowed developments. There have also been technological improvements and operation changes in the subsequent years that have lowered the levels of odors being emitted from the operation of the treatment plant.
- 7) In recent years, concerns over garbage waste and land fill capacity has resulted in greater opportunities for waste reduction. Keizer residents are given the opportunity to reduce their household waste volumes through recycling and composting collection containers by the two garbage haulers in the city. While the city does not have a waste management plan, Marion County has taken the lead on the establishment of this plan and envisions a 51.5% waste reduction rate through the planning period to be an achievable rate.
- 8) The city has begun to develop storm water requirements aimed to reduce the amount of runoff from sites being developed that are consistent with state and federal regulations. These requirements seek to treat storm water on-site wherever practical as a means to reduce the storm water outflow into the creeks and river.

e. Natural Hazards

- 1) Based upon a detailed inventory of hazards by the Oregon Department of Geology and Mineral Industries reported in the March 1982 "Conformance of the Salem Area Comprehensive Plan with State Land Use Goals" (prepared by the Salem Planning Division), there are is only two major one types of natural hazards that were estimated to affect located within the Keizer. These were the result of flooding associated with the Willamette River and/or flooding of the river and impacts on feeder streams such as Claggett Creek, and impacts associated with an earthquake. While there is no known fault line under the city, it is estimated that damage would occur from shaking of soft soils. While the city is generally quite flat there is one area of steep slopes in the northwest quadrant, however no hazards associated with landslides was noted on the inventory. This Which is not to say that any potential development on steep hillside might not be at risk and may require special engineering studies and unique construction methods. City limits the 100-year flood plain.

- 2) A dike/riverwall was constructed along the Willamette River in 1965 to protect the area along the river from flooding. Responsibility for maintenance and enforcement of dike standards lies with the City in conjunction with the Army Corps of Engineers which certified the design and construction of the dike / riverwall.
- 3) In consideration of the construction of the dike / riverwall, FEMA issued a Letter of Map Adjustment which recognized the effect of the lowering of the impact of flooding in the western portion of Keizer. This removed hundreds of properties from the 100 year floodplain. The main areas within the city that are within the 100 year floodplain are low lying areas adjacent to Claggett Creek, Labish Ditch, Staats Lake, and the roads and golf course in McNary Estates, and the lower portion of properties upstream of the dike / riverwall.
- 4) The city has established an emergency management team which works with other jurisdictions to better plan for natural hazards and to develop response plans for such emergencies.

f. Willamette Greenway

- 1) A Willamette Greenway Boundary has been established for the portion of the Willamette River within the Keizer City limits. This boundary is shown on the Willamette Greenway Boundary Plan in the plan on Figure 4 and should be evaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies ~~too many odd boundary lines remain unchanged from its current location.~~
- 2) A vast majority of the lands abutting the Willamette Greenway Boundary are already developed in residential uses, and there are three two existing city parks along the Willamette River which provides for ~~Thus, there is little opportunities~~ for the provision of public river access or park recreation enhancement. At this time, there are no uses within the Willamette Greenway Boundary which conflict with the overall goal of resource protection, conservation and enhancement.
- 3) A Willamette Greenway Overlay Zone has been ~~must be~~ incorporated into the Keizer Zoning Ordinance. Specific regulations are ~~should be~~ applied to the lands within the overlay zone including the permitting process, specification of allowed uses, use management and procedural requirements.

2. GOALS AND POLICIES

a. General Goals

- 1) Preserve and maintain agricultural lands within the UGB until needed for urban development.

- 2) Conserve open space and protect natural, cultural and scenic resources.
 - 3) Maintain and improve the quality of air, water and land resources.
 - 4) Protect life and property from natural disasters and hazards.
 - 5) Encourage energy conservation.
 - 6) Protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River.
 - 7) Create economic and regulatory incentives that favor residential infill projects that are compatible with existing neighborhoods.
- b. Agricultural Lands Policies
- 1) Encourage agricultural lands within the UGB to continue in agricultural use until such lands are planned for public facilities and other development per the public facilities and urban growth management elements of this plan and with the applicable zone district requirements. The city's one parcel that is designated EFU should be evaluated to determine whether this zone designation is still appropriate or whether it should be re-designated to a more appropriate residential land designation. and are available for urban development.
- c. Natural Resources and Open Space Policies
- 1) Protect and preserve open space areas along the Willamette River and Claggett Creek, in public parks and school grounds. A change in the zoning use of these areas shall be reviewed to evaluate the effects of such change. The zoning ordinance shall contain standards for review. Develop strategies to improve parks along the river to maximize access to the river.
 - 2) Protect and manage identified significant wildlife habitats that may be identified in the future in accordance with the State Wildlife Management practices.
 - 3) Protect the riparian vegetation adjacent to Claggett Creek within the 100-year flood plain from development impacts through the flood plain ordinance and conservation area policies.
 - 4) Protect, preserve and maintain waterways as drainage courses and scenic, recreational and natural resources. Access to waterways for maintenance purposes should be provided.

- 5) Prohibit filling of natural drainage courses unless adequate alternatives are taken to accommodate the storm water run-off and surface drainage area.
 - 6) The City shall revise park and recreational plans to meet the increased recreational needs created by infill and redevelopment and shall implement the necessary process to meet the current and future needs of the city.
- d. Historic and Cultural Resources Policies
- 1) Protect and encourage the preservation of cultural and historic resources that may be identified in the future.
 - 2) ~~Develop Complete within three years following the first periodic review after plan acknowledgment,~~ an updated inventory and analysis of historic and culturally significant resources within the City.
 - 3) Ensure the preservation of officially listed historical sites and structures by criteria contained in Historical Landmark Overlay Zone chapter of the Keizer Development Code, the Zoning Ordinance (17.43).
- e. Environmental Quality Policies
- 1) Strive to achieve and maintain attainment status for all pollutants in Keizer through continued support of regional efforts. The City will adhere to State and Federal standards for all pollutants.
 - 2) Provide public facilities adequate to prevent water pollution problems.
 - 3) ~~Provide sanitary sewer service to the Clear Lake area in order to solve existing and potential problems resulting from failing septic systems.~~
 - 34) Accomplish the disposal of solid waste with minimal negative impact on the land, air and water resources of the region. A balanced program of recycling, waste reduction, conventional landfill disposal and other methods shall be encouraged. The City and County shall participate with Marion County in the implementation of its waste management planning process cooperatively in existing landfill and garbage burning operations and in planning for the future.
 - 5) ~~Incorporate measures to minimize noise impacts into the Keizer Zoning Ordinance.~~
 - 46) Continue to P participate in regional efforts to minimize reduce the odor near the Willow Lake Waste Water Treatment Plant.
 - 5) The city shall follow adopted best management practices with regard to the operation of its facilities.

- 6) The city will develop and implement storm water regulations aimed at reducing storm water runoff into the city's waterways and require new developments to adhere to these requirements.
- 7) In the review of land use applications, the city will not only require the proposal to comply with all applicable state environmental regulations but will also seek ways to minimize any impact it may have on natural features.
- 8) Require a wetlands soils analysis for any development proposed that is within an identified wetlands as shown on the wetland inventory map or which appear to exhibit possible wetland characteristics. Any development will need to be consistent with all state and federal regulations affecting the use of wetlands.

f. Energy Conservation Policies

- 1) Consider and foster the efficient use of energy in land use and transportation planning.
- 2) Encourage site planning, landscaping and construction, which supports solar energy use and conservation.
- 3) Allow development of underground facilities for homes, commercial and semi-public, and public services and activities in order to reduce amounts of energy needed for heating and cooling.
- 4) Encourage renewal and conservation of existing urban neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. In-filling of passed over vacant land should be encouraged. Emphasis on close locational relationships among developments for living, working, shopping and recreation should be encouraged through planned mixed-use zones.
- 5) Provide for higher density and more economical residential developments as an alternative to single-family detached housing.
- 6) Plan for commercial, office, retail and service facilities, including schools, churches, public and semi-public uses at both the community and neighborhood level, and within walking distance of residential areas.
- 7) Encourage cluster developments of mixed uses to promote energy conservation and to allow more efficient centralized energy systems.

g. Willamette Greenway Policies

- 1) ~~Maintain and enforce~~ Adopt, in the form of an overlay zone, regulations to control the use of land and intensity of uses within the Willamette River Greenway boundary. The boundary is shown on figure 1 and is the same as the LCDC approved boundary. The predominant land

use is single family residential with a significant amount of park lands and these which should be protected from incompatible uses. This boundary should be eEvaluated to determine if any revisions to the boundary should be made as it appears to have several discrepancies too many odd boundary lines. See Figure 2.

- 2) Exempt from the Willamette Greenway regulations are small modifications of existing structures or construction of accessory structures when located at least 30 feet upland from ordinary high water unless unusual site conditions are present. Normal maintenance activities as defined in the Zoning Ordinance are also exempt.
- 3) Establish setbacks ~~on a case-by-case basis~~ through the Willamette Greenway regulations review process. Except for water-related and water-dependent building and structures, buildings and structures shall be located 30 feet or more upland from the ordinary high water line unless it can be shown that the parcel size makes meeting this requirement impossible, or natural features would be lost if the standard is met.
- 4) Conserve riparian vegetation and wildlife within the Willamette Greenway boundary. Conservation shall include protecting and managing river banks, sloughs, wildlife and vegetation.
- 5) Minimize disturbance to private property where adjacent to public use areas.
- 6) ~~Ensure that new development and redevelopment within the Greenway boundary is evaluated for necessary and appropriate public access to and along the river. When found to be necessary and appropriate, public access will be provided. Nothing in this policy is intended to authorize public use of private property. Public use of private property is a trespass unless appropriate easements and access have been acquired in allowance with law to authorize such use.~~
- 67) Acquire additional sites when available for recreation and scenic views and access to the Willamette River.
- 78) Support Permit aggregate extraction within the river channel and on lands adjacent when determined to be compatible with the purpose of the Willamette Greenway. Proposed extraction shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.
- 89) Encourage the state to continue dredging of the Willamette River for the purpose of channel maintenance, bank stabilization and to facilitate commercial river traffic and recreational boating. Dredging operations should minimize the adverse impacts on existing fish and wildlife habitat, riverbank vegetation and public and private property.

~~949) Ensure that the Keizer Dike is maintained consistent with applicable Army Corps of Engineer certification requirements. Adopt within two years of periodic review an ordinance defining city operation and maintenance responsibilities, and standards to be applied to private properties adjacent to the dike. Adopt a funding program to reconstruct the existing dike to the original design. When the Federal Emergency Management Agency (FEMA) evaluates the Willamette River floodplain and the adequacy of the dike, work with FEMA, state and local agencies, and affected property owners to develop a funding program to ensure that the dike meets all federal, state and local requirements.~~

h. Resource Conservation Policies

- 1) Provide for additional protection, preservation and maintenance for the resource conservation area as indicated in the Resource Conservation Overlay Zone in the Keizer Development Code (KDC) and shown on Figure one by:
 - (a) Require Prohibit new development in Resource Conservation Areas be done consistent with the regulations in the Resource Conservation Overlay Zone in the KDC. ~~Modifications of existing structures and construction of accessory buildings will be allowed.~~
 - (b) Allow selective cutting, trimming and thinning of existing vegetation so as to improve the natural scenic and habitat value of these areas, to provide for access, and to provide for necessary public facilities.
 - (c) Areas disturbed during construction of necessary public facilities will be replanted in such a way to enhance the scenic and habitat values of the area.
 - (d) Establish as a priority public acquisition in the Claggett Creek corridor those areas designated in the comprehensive plan as needed and appropriate for park and recreation purposes.
 - (e) Allow the transfer of development rights within the same parcel when resource conservation lands are donated to the city, or when permanently dedicated for open space purposes.
 - (f) Encourage private owners to maintain conservation areas in order to preserve and enhance habitat values, and comply with overlay zone regulations and applicable federal wetland standards.
- ~~2) Adopt in the form of an overlay zone regulations to control development in resource conservation areas.~~

i. 100-year Flood Plain Policies

- 1) Regulate development in the floodplains and floodways to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property.
- 2) Adopt in the form of an overlay zone regulations to control development within the 100-year floodplain. Require new development to comply with all applicable floodplain regulations, including submittal of certified elevation certificates be submitted, and that files retention of all floodplain action records cases be kept.
- 3) Maintain and improve the dikes along the Willamette River consistent with Army Corps of Engineer requirements, and enforce standards which ensure protection of the structural integrity of the dike is protected.

THE FOLLOWING FIGURE 1 ON PAGE 34 IS TO BE DELETED.

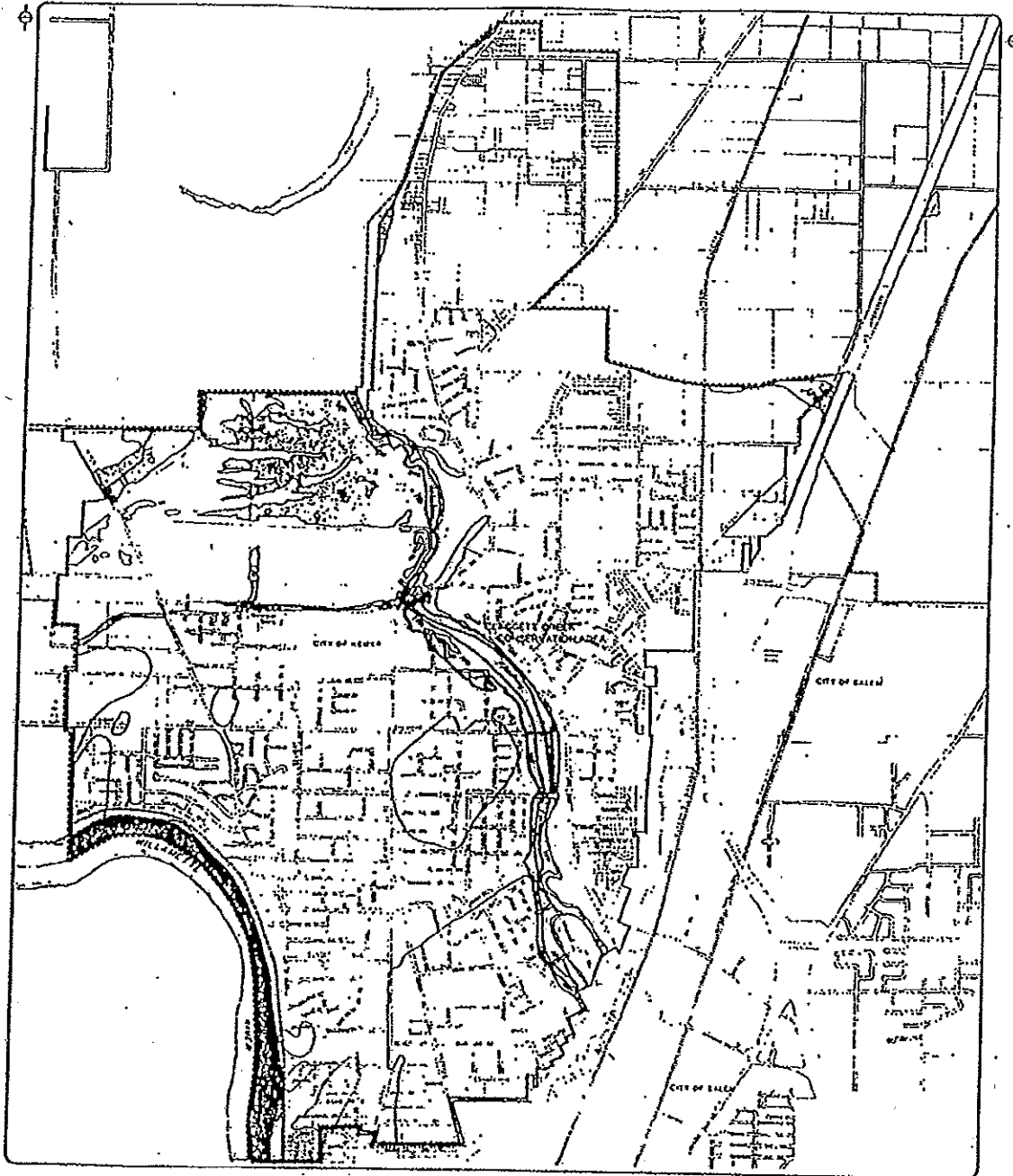


Figure 1
NATURAL RESOURCES & HAZARDS

Legend

- NATURAL RESOURCES**
- WILLAMETTE GREENWAY
 - RESOURCE CONSERVATION
- HAZARDS**
- 100-YEAR FLOODPLAIN
 - DHE DISTRICT

NSR 07-0



City of Keizer
KEIZER COMPREHENSIVE PLAN

Figure 1

25

B. URBAN GROWTH AND GROWTH MANAGEMENT**1. FINDINGS****a. General**

- 1) ~~The City of Keizer is within the shared Salem-Keizer area u Urban g Growth b Boundary. It is the G city's intent to recognize the existing urban growth boundary in the vicinity of its jurisdiction, and to adopt the intent of the findings objectives and policies found in the Salem Area Comprehensive Plan, 1982 (as amended in 1986) for urban growth and will analyze its land needs within city limits in context with the larger UGB.~~
- 2) ~~Within existing city boundaries, there are approximately 4,400 4688 acres of land. vacant buildable land of residential land; The buildable lands inventory revealed that the vast majority of this land is currently developed with uses consistent with the applicable underlying zone designation. As previously indicated the largest land use category allows for residential uses followed by commercial use designations. The employment buildable lands inventory found that approximately 111 acres of land in Keizer is either vacant, partially vacant or re-developable with an appropriate zone designation (Agricultural Industrial, Commercial General, Commercial Mixed Use, Commercial Office, Commercial Retail, Industrial Business Park, Industrial General and Mixed Use) that can be considered to be available to meet some of the employment needs. The residential buildable lands inventory found 315 acres of land in Keizer to be either vacant, partially vacant, or re-developable with an appropriate zone designation (Single Family Residential, Medium Family Residential, Urban Transition, Mixed Use), and to be considered available to meet some of the future residential needs. is based on the Buildable-Lands inventory.~~
 - (a) ~~Total vacant area of 2, 142. 6 _____ acres.~~
 - (b) ~~Unbuildable lands and land extremely limited for development totaling 454.4 _____ acres due to the 100-year floodplain, a "buffer area" around the Willow Lake Waste Treatment Plant, and lots in already developed areas which are unlikely to be redeveloped.~~
- 3) ~~The need for vacant buildable lands for urbanization for the 20 year timeframe s (2013-2033) expressed in this P plan is approximately 4,508 acres. This need forecast is based on regional estimates for population growth and land needed to accommodate that growth, applied to population growth forecasts specific to Keizer. The EOA and HNA documented that there will be a need of 21.6 acres of land for commercial needs; no additional land for future industrial needs; 41.8 acres to meet future institutional needs; 267.6 acres to meet projected residential needs; 43.5 acres for future parks needs; and, 10 acres for school needs.~~

- 4) The area within Keizer's city boundary is insufficient to meet to forecasted needed for future growth given the very limited amount of large undeveloped properties available to meet projected future needs. For example, the HNA documented that the capacity of the inventory of buildable residential lands found there is a supply of 315 acres which could accommodate 2,422 units. However, the calculated 20-year need was determined to be 4,513 units which leaves a need of 2,090 units which can not be accommodated within the city's current jurisdictional boundaries. The EOA inventory revealed that there are no sites available to meet the future institutional (high value employment) site; or lands which might accommodate future commercial needs without massive rezoning which would further detract from the residential lands inventory. and should remain within the regional urban growth boundary.
- ~~5) — Approximately 40 percent of all vacant buildable lands are within areas currently served with water and sewer.~~
- ~~6) — A sanitary survey of the Clear Lake area in north Keizer was undertaken in 1984 by DEQ and the Marion County Environmental Health Department. The report notes an area of failing septic systems, which need sanitary collection and treatment facilities north of Clear Lake School. In addition, failing and marginal septic systems were found throughout the Clear Lake area. As a result of the DEQ survey and a review by the State Public Health Department, it was concluded that on-site repairs are not feasible; sanitary sewers are needed for this area.~~
- 57) The City of Keizer provides the following major public facilities and services within its municipal boundary: sanitary sewer by an agreement with Salem, water, streets, drainage, police protection and general government. The Keizer Rural Fire Protection District and Marion County Fire District #1 both provide fire protection services within the city.
- ~~6) The results of the 2009 Keizer Visioning process provided directions that the City and its citizens can take to realize it's short and long term ideal future. These—They are:~~
- ~~(a) Manage Growth and Development. Maintaining Keizer's "small town feel", while balancing growth and development pressures will continue to be a high priority challenge. While growth is not unexpected, residents do not necessarily favor expanding the Urban Growth Boundary (UGB). Rather, they cite alternative means of accommodating growth in ways that maintain the general size of the city and the inherent sense of community and togetherness they cherish.~~
- ~~(1) Consider policies that enhance the efficient use of existing land within the UGB.~~

- (2) Review the long-term impacts to community livability of seeking additional land through expansion of the City's UGB.
- (b) Maintain a Sense of Community. Keizer is a proud community of active, involved citizens. Residents cherish the community's volunteer spirit as a key asset in realizing their Vision. Keizer residents favor additional opportunities for all to participate in their community. Additionally, Keizer residents have a proud sense of togetherness.
 - (1) Consider maintaining one high school as a symbol of community connectedness.
 - (2) Maintain and increase civic celebrations and other volunteer efforts.
- (c) Become More Sustainable. Sustainability is at the heart of Keizer's future. Residents want a clean, green environment that includes additional parks, clean water, and abundant greenery.
 - (1) Promote policies that enhance the ability of automobiles, pedestrians and bicycles to get around more efficiently.
 - (2) Create and encourage neighborhoods that are more connected, with goods and services easily available.
- (d) Maintain Efficient Public Services. Keizer residents are proud of their public services and favor those that are fiscally resourceful. Public safety is of highest priority. Residents also want a responsive government that meets their expectations in an efficient manner.
 - (1) Engage more residents in ongoing deliberative, collaborative efforts with their government.
 - (2) Build and strengthen networks and coalitions with partner organizations.
- (e) Preserve Keizer's Livability. Keizer is a livable community and residents want to keep it that way. Aspects of livability include: keeping Keizer a safe place to live; maintaining streets and roads; controlling traffic and managing development; making Keizer an affordable place to purchase and own a home; attracting diverse industries with family-wage jobs; encouraging cultural and civic facilities; and favoring additional places to shop that appeal to a variety of people.
 - (1) Increase the number and access to parks and open space; and add greenery to enhance the physical health and beauty of the community.

(2) Develop and nurture economic development policies that attract and retain desirable jobs for current and future Keizer residents.

- ~~8) Residents want new growth in Keizer to be balanced; that is, the ratio of new population growth to new development growth will be similar to growth expected for the entire urban area.~~
- ~~9) Residents want Keizer to have an identity. Developing a cohesive commercial center on North River Road would help create that identity.~~
- ~~10) Residents want to provide for more shopping opportunities in Keizer.~~
- ~~11) Residents want to expand Keizer's image from a bedroom community to providing for more employment opportunities.~~
- ~~12) Residents find it fiscally prudent to diversify Keizer's tax base by encouraging more non-residential development.~~
- ~~13) The recent opening of Chemawa Interchange on I-5 and planned improvements to Olson Road, a major east-west arterial, make vacant land adjacent to these transportation facilities attractive for commercial, industrial and high-density residential development.~~
- 14) Keizer has a unique opportunity to capitalize on existing open space and recreation facilities at the center of the city by encouraging a mixed-use development creating a new-town center.

2. GOALS AND POLICIES

a. General Goals

- 1) Ensure a coordinated, current, and vital urban growth program in the Salem/Keizer urban area. This will be accomplished by:
 - (a) Maintain ~~Adopting~~ an shared urban growth boundary developed through a coordinated regional effort.
 - (b) ~~Adopting~~ urban growth objectives and policies developed through a coordinated regional effort.
 - (c) ~~Adopting~~ an revised urban growth coordination agreement among the cities of Keizer and Salem and counties of Marion and Polk whereby land use actions of regional significance are considered by all jurisdictions.

~~(d) Recognize that the Keizer portion of the shared Salem-Keizer UGB is that area which is contiguous to the city limits of Keizer.~~

- 2) Within the Keizer portion of the shared Salem-Keizer urban growth boundary:
 - (a) Ensure adequate buildable land is available for all uses particularly lands necessary to realize the city's economic vision as identified in the Keizer EOA.
 - (b) Provide for the orderly and efficient provision of public facilities and services.
 - (c) Encourage development in areas already served by major public facilities before extending services to unserved areas.

b. Urban Growth Policies

- 1) Contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.
- 2) Conserve resources by encouraging orderly development of land by. ~~Consider~~ adopting efficiency measures that will further allow for the efficient use of urban land.
- 3) Preserve farmland and open space not needed for urban growth.
- 4) Make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area.
- 5) Provide property owners greater security in long-range planning and investments through responsible and stable land use policies.
- 6) Make it possible for utility extensions, transportation facilities, and schools to be designed and located so as to more closely match population growth.
- 7) Preserve and enhance the livability of the area.
- 8) Use public facilities and services as a frame work for urban development.
- 9) ~~Adopt as part of this plan the urban growth boundary in the vicinity of the City of Keizer shown on Figure 2 of this plan. Participate in regional efforts to establish a regional UGB, and consistent management policies guiding growth within the UGB. Maintain an adequate land supply to meet the needs of the city.~~

- (a) Future urban development will be contained within the geographical limits of an urban growth boundary unless it is demonstrated that there is not sufficient land within the UGB to accommodate forecasted growth.
- (b) An urban growth boundary will be maintained established by the affected local jurisdictions and said parties will take the necessary action to have the boundary and the policies herein set forth made a part of their respective Comprehensive Plans. Work with the other jurisdictions to maintain and strengthen regional implementation of state wide planning goals.
- (c) Coordinate with Marion County to ensure that The area outside the urban growth boundary will be maintained with low-density living areas, agricultural, open space lands, and other uses compatible with the intent of the urban growth policies.
- (d) ~~All parties will w~~ Work toward the development of the most efficient and economical method for providing specific urban services to the area within the urban growth boundary.
- (e) ~~All parties should e~~ Encourage the orderly annexation to the City of Keizer and ~~City of Salem~~ of the land within the urban growth boundary that is contiguous to the city limits of Keizer.
- (f) ~~All parties will w~~ Work toward improved delivery systems of services that require coordination by larger units of government.
- (g) Urbanizable areas within the urban growth boundary will be considered as available for annexation and urban development.
- (h) Development of land with existing urban services will be encouraged before the conversion of urbanizable lands to urban uses.
- (i) Sewer or water services will not be extended to subdivisions developing outside city limits and county service districts. Such areas must be annexed to the cities to receive those services except as may be agreed by the ~~city-ies~~ and consistent with all applicable State and appropriated County requirements.
- (j) Any proposed UGB revision shall show a demonstrated need based on State requirements as outlined in applicable state statutes and administrative rules.

- (1) Housing needs shall be coordinated with the regional needs; transportation systems, public services efficiencies and infrastructure costs shall be evaluated in order to provide the most effective and efficient services and provide for the highest quality of life.
 - (2) Employment lands should be provided to implement the economic vision created and adopted in the EOA.
 - (k) When evaluating the merits of a UGB expansion, consideration shall be given to minimizing the affects of multiple school districts.
 - (l) Work with Marion County to develop an appropriate zone designation for lands that are brought into the UGB but not into the city limits. This shall include strategies such as:
 - (1) Retaining lots as large as possible by discouraging subdivision or partitions until the land is annexed.
 - (2) ~~In case of~~ Lands identified for employment needs restrict uses to only ~~allow those~~ uses compatible with the adopted EOA by establishing zoning districts that will limit or restrict incompatible uses.
 - (m) When evaluating a UGB expansion area, give consideration to the least disruption to quality of life and environmental value in the areas under consideration and of the city as a whole.
 - (n) UGB expansion areas shall be governed by land use regulations and shall be sensitive to established land use patterns.
 - (o) Promote effective urbanization of underutilized lands within the existing UGB.
- c. Growth Management Policies
- 4) ~~Establish as a high priority the extension of public facilities to the McNary Golf and Staats gravel pit area.~~
 - (a) ~~Participate with property owners to identify the most appropriate financing plan for major sewer, water and drainage facilities, Olson Street, and other important public facilities.~~
 - (b) ~~Take a lead role to ensure that individual development plans are coordinated.~~
 - (e) ~~Study the feasibility and identify the advantages of the City assuming some direct development responsibility in the area.~~

Responsibility should be proportional to the public advantages gained.

- ~~(d) Identify lands in the area for public ownership and management. Land should include parks, open space and recreation areas, school sites and others. Develop a program for land acquisition and development.~~
- 2) ~~Establish as a high priority the extension of interim public facilities, especially sanitary sewers, to the Clear Lake area so that existing failing septic systems can be replaced or improved.~~
- ~~(a) Identify interim solutions to correct existing failing onsite systems, and implement a program by 1988.~~
 - ~~(b) Establish as a medium and low priority the extension of full long term public facilities to Clear Lake. Rely on new development activities to finance permanent long term public facilities.~~
 - ~~(c) Retain agricultural zoning until long term public facilities are planned or are available, and development pressure warrants.~~
 - ~~(d) Under the agricultural zoning, establish a minimum parcel size for the area so that long term development opportunities are safeguarded, and limit future subdivisions and partitions to the minimum size.~~
 - ~~(e) Allow new septic tanks and drain fields, and improvements to existing septic tanks and drain fields as long as applicable environmental and engineering standards are met, and appropriate permits secured.~~
 - ~~(f) Require that when long term public facilities are available, all developed properties will be connected to the system.~~
- 3) ~~Establish as a high priority street and drainage improvements along North River Road and Cherry Avenue.~~
- ~~(a) Develop a plan and implementation program for traffic management, parking, access and landscaping improvements.~~
 - ~~(b) Require on site drainage to connect to public drainage facilities along North River Road and Cherry Avenue.~~
 - ~~(c) As part of the Olson Street improvements, address the flooding problems where Claggett Creek crosses North River Road.~~

- ~~1) 4)~~ Establish as a medium priority the extension of public facilities to the Chemawa Interchange area. Establish as a priority the extension of services to areas identified for future development with high value employment as identified in the Keizer EOA.
- (a) Develop a plan and implementation program for public facility financing.
 - (b) Encourage the consolidation of existing parcels. Discourage further subdivision of existing parcels.
 - (c) Retain agricultural zoning until long-term public facilities are planned or available. Once facilities are planned or available, actively recruit new commercial and industrial development.
- 2) 5) Establish as a low priority the extension of public facilities to the area around the Willow Lake Sewage Treatment Plant.
- 3) 6) Support public facility extensions when new development provides its own financing. The cost of new growth should, to the extent possible, be borne by the new growth itself.
- 4) 7) Establish as a high priority construction of public improvements in areas where sewer and water facilities are already provided, particularly storm sewers and streets.

C. LAND-USE AND ECONOMIC DEVELOPMENT

~~1.~~ FINDINGS: RESIDENTIAL DEVELOPMENT

~~a.~~ General

- ~~1)~~ Despite the recessionary halt in population and employment growth, in the long run trends are for moderate to strong growth. Population and employment in the Salem area will continue to grow, probably at rates less than those of 1970-1980, certainly at rates greater than those between 1980-1984.
- ~~2)~~ Between 1970 and 1980, population in Census Tracts 14 and 15 (an approximation of the Keizer area) grew at an average annual rate of 4.2%, compared to 3.0% for all census tracts in the Salem urban area.
- ~~3)~~ Keizer is not the only spot for growth to occur in the Salem area. Suburban areas in east and south Salem grew more rapidly between 1970 and 1980. But Keizer has several characteristics that make it a likely growth node for the Salem metropolitan region: a history of strong residential growth; increased accessibility resulting from the recent opening of the Chemawa interchange on I-5; a supply of flat, buildable land; a suburban stability many families desire; and a commitment and ability to provide public services. If the supply of

buildable land is not restricted by public policy, substantial residential growth is likely to occur in Keizer.

- 4) In the Salem metropolitan area between 1970-1980, the percentage of units constructed increased for multi-family housing and decreased for single family housing; the percentage of units owner-occupied dropped from around 75% to around 65%. In Keizer, multi-family housing (2 or more units) grew over 200% between 1970-1980; for the Salem Urban Area, that growth was only 94%. Between 1970-1980 Keizer accounted for about 15% of the new units in the Salem urban area. The ratio of single family/multi-family construction (with mobile homes considered single family) was 69/31 in Keizer compared to 66/44 in Salem urban area. Mobile homes in Keizer doubled from about 130 to 260.
- 5) In 1980, 75% of the housing units in Keizer were single family, compared to 73% for the Salem area. Between 1970 and 1980 the number of single-family units grew only 76% in Keizer, compared to 142% in the Salem area. But the number of total units grew 94% in Keizer, compared to 52% in the Salem area.
- 6) Between 1970-1980 there were an average of 1996 units constructed per year in the Salem area. In 1980, the number permits began to decline sharply, hitting bottom in 1983 at 243, 12% of the 1970-1980 average. During the period 1980-1984 Keizer accounted for about 14% of all permits issued in the urban area.
- 7) Between 1980-1984 the multi-family boom ended in both Keizer and the Salem urban area. In Keizer between 1970-1980, multi-family units were 30.6% of total units constructed; between 1980-1984, there were 12.9% of total permits.
- 8) The Salem Area Transportation Study (SATS) bases its forecasts on an assumption of an average of 2.64 persons per single-family unit, and 1.67 persons per multi-family units. In Keizer, their ratios in 1980 (from U.S. Census data) were 2.94 and 1.95. The number of persons per unit decreased substantially between 1970-1980 in Keizer and the Salem urban area; the trend will probably continue. The SATS also forecasts that construction to 2005 will occur at a single family/multi-family ratio of about 68/32.
- 9) The combination of an expected population of 2005 of 30,212 with SATS assumptions about housing type and persons per household suggests that Keizer will have a need to supply land sufficient for approximately 3,000+ single family units and 1,400+ multi-family units.
- 10) The Salem Area Comprehensive Plan provides for new housing growth at the ratio of 60 percent single family and 40 percent multi-family. At the end of the planning period, this will result in about 68

~~percent of all regional housing units single family, and 32 percent multi-family. In order to accommodate forecasted housing growth and encourage affordable housing, Keizer is planning for a single family/multi-family ratio of about 55/45. At end of the planning period, this will result in about 66% of all Keizer housing units single family, and 34 percent multi-family.~~

- ~~41) Both the Citizen's Advisory Committee and the citizens at large commented on the general desirability of Keizer as a place of residence. Though economic growth is also desirable, the residential neighborhoods and character of Keizer should be maintained.~~

~~2. GOALS AND POLICIES: RESIDENTIAL DEVELOPMENT~~

~~a. General Goals~~

- ~~1) Provide residential land for a variety of housing types, sizes densities, locations and costs.~~
- ~~2) Encourage the location of residential development where full urban services, public facilities, and routes of public transportation are available.~~
- ~~3) Provide housing opportunities for all types of housing needs.~~
- ~~4) Encourage development of housing units for low and moderate-income households.~~
- ~~5) Encourage housing opportunities for elderly, handicapped, minority, female-headed, and single person households.~~
- ~~6) Conserve the existing sound housing stock.~~
- ~~7) Stabilize and protect the essential characteristics of residential environments, including natural features.~~
- ~~8) Ensure compatibility among all types of residential uses, both new and existing, and between residential and non-residential uses.~~
- ~~9) Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible mixed use development (residential and non-residential).~~
- ~~10) Encourage cooperation between public, private, and consumer sectors of Keizer's housing market.~~

~~b. General Policies~~

- ~~1) Develop processes to ensure coordination between public, private, and consumer sectors of the area's housing market.~~

- ~~2) Plan for low, medium and high density residential uses consistent with 20-year projections of demand. Periodically monitor and analyze the population and dwelling unit projections to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a positive balance between supply and demand.~~
- ~~3) Develop and revise annually a capital improvement program to ensure that public facilities are provided for residential development in a timely and efficient manner. Coordinate with federal, state, regional, and local jurisdictions and agencies with responsibilities for planning and construction of such facilities.~~
- ~~4) Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks.~~
- ~~5) Provide for and promote generally higher residential densities to encourage a compact urban form.~~
- ~~6) Encourage higher density residential development near industrial and commercial centers.~~
- ~~7) Encourage residential infill projects on existing underdeveloped lots by adopting special infill development standards that create incentives for infill and redevelopment.~~
- ~~8) Conserve the existing supply of sound housing in stable neighborhoods in residentially planned areas through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to non-residential use.~~
- ~~9) Also encourage infill projects on single parcels or parcels assembled for the purposes of infill and redevelopment.~~
- ~~10) Provide for multi-family housing in excess of expected demand in areas that have convenient access to major transportation corridors.~~
- ~~11) Provide for and permit outright in at least one residential zone alternative housing types such as mobile home parks, zero side yards, clustering of dwelling units, and planned unit developments.~~
- ~~12) Permit rezoning to higher intensity residential uses to meet the identified housing needs provided such proposals are consistent with the policies of this plan and its implementing ordinances.~~
- ~~13) Discourage through traffic in residential neighborhoods.~~
- ~~14) Encourage and support development of housing units for low and moderate income families by:~~

- ~~(a) — Allowing for more multi-family housing than expected demand.~~
 - ~~(b) — Permitting outright more affordable housing types such as multi-family housing, mobile homes, and manufactured housing.~~
 - ~~(c) — Encouraging public, private, nonprofit, and cooperative associations and joint public-private partnerships to enter the low and moderate income housing market.~~
 - ~~(d) — Continuing to support the use of federal and local housing assistance program available through an appropriate housing authority.~~
 - ~~(e) — Investigating the desirability and fiscal feasibility of starting a program for emergency housing assistance through a housing authority.~~
- ~~15) — Designate on a plan map residential land sufficient to:~~
- ~~(a) — Meet projected housing needs through twenty years.~~
 - ~~(b) — Provide for an overall split in construction of new units of 55% single family units and 45% multi-family units.~~
 - ~~(c) — Provide for three general levels of residential density:

 - ~~• Low Density: as many as 8 units per gross acre.~~
 - ~~• Medium Density: over 8 and as many as 16 units per gross acre.~~
 - ~~• High Density: over 16 units per gross acre.~~~~
- ~~16) — Protect residential areas by zone codes, subdivision codes, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.~~
- ~~17) — Establish zoning, subdivision, and other appropriate ordinances to assure that site designs consider important natural features such as drainage, soils, slopes, flood plains, and significant strands of trees.~~
- ~~18) — Adopt and periodically review (at least as often as directed by the Oregon Department of Land Conservation and Development in order to satisfy the periodic review requirements of ORS 197.640) zoning and other land development regulations to ensure that a variety of housing types and densities are provided, and that development regulations do not add unnecessarily to housing costs.~~

- ~~19) Investigate and, when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes of land uses are desirable.~~
- ~~20) If the City voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required.~~
- ~~21) Structures and their siting in all residential developments shall optimize the use of land. The cumulative effect of all new residential development in the Keizer Urban Area should average 6.5 dwelling units per gross acre of residential development.~~

~~3. FINDINGS: ECONOMIC, COMMERCIAL AND INDUSTRIAL DEVELOPMENT~~

~~a. General~~

- ~~1) The health of Keizer's economy depends on the health of the economy of the Salem metropolitan area. It is very unlikely that Keizer's economy (as measured by employment or real per capita income of its residents) can grow substantially in the absence of regional economic growth.~~
- ~~2) Three trends dominate employment growth in the Salem metropolitan area. First, government continues to provide nearly one third of the employment for the area despite minor decreases since 1980 and strong long term growth in other sectors. Second, there is an increasing proportion of employment in the service and in retail trade. Most of these gains have been during the last ten years as Salem's importance as a regional retail and distribution center grows. Both of these trends mirror trends for the U.S. as a whole and for similarly placed central cities. Third, agricultural and manufacturing have a decreasing share of employment to the local economy. This decrease results in part from increasing mechanization, decreasing employment in extractive industries (e.g., lumber and wood products, food processing), and growth in the other manufacturing industries (e.g., machinery, printing, other durable goods.)~~
- ~~3) Despite the recessionary halt in population and employment growth since 1979, the long-run trends are strong:

 - ~~(a) Growth of both employment and population in the Northwest, Oregon and Salem area has been faster than the U.S.; growth rates for Oregon and Salem area have been greater than that of the Northwest region as a whole.~~~~

- (b) — Most importantly for Keizer, the Salem area has had higher growth rates than Oregon, The Willamette Valley counties as a group, and the Willamette Valley's Metropolitan areas as a group for 1970—1980 and 1970—83 in both total wage and salary employment and employment in major economic sectors (i.e. manufacturing, government and private non-manufacturing).
- (c) — Oregon and Salem have both had steady, long term growth in population and employment over the last 25 years. Notwithstanding the more noticeable short term gains and losses, the long term forces generating this growth will continue to act locally and regionally.
- 4) — Employment opportunities in Keizer will grow from about 4,000 in 1985 to about 5,600, and possibly to 7,000—8,000 in 2005, depending on general economic conditions in the Salem metropolitan area, the degree to which Keizer and surrounding communities pursue programs for economic development, and the degree to which the market responds to such programs.

Salem PMSA (Primary Metropolitan Statistical Area): Non Farm Payroll Employment, 1990, 2000 and 2010 (Projected)

	1990	2000	'90-'00 Net Growth	2010	'00-'10 Net Growth
INDUSTRIAL					
Manufacturing	45,600	47,700	2,100	48,100	400
Construction & Mining	4,800	8,200	3,400	8,800	600
Trans. & Public Utilities	3,000	4,500	1,500	5,500	1,000
Wholesale Trade	4,100	4,300	200	4,888	588
Total	27,500	34,700	7,200	37,288	2,588
% of Total	25.4%	25.0%	23.8%	24.2%	17.0%
COMMERCIAL					
Retail Trade	49,800	24,900	5,100	28,312	3,412
F.I.R.E. ²	6,000	6,700	700	7,600	900
Services	23,300	33,200	9,900	38,300	5,100
Government	31,800	39,200	7,400	42,400	3,200
Total	80,900	104,000	23,100	116,612	12,612
% of Total	74.6%	75.0%	76.2%	75.8%	83.0%

²Finance, Insurance and Real Estate

Source: State of Oregon Employment Department

- ~~6) — The City's employment land needs are based on the analyses in the 2003 Economic Opportunities Analysis that is incorporated into this Plan as a Plan element.~~
- ~~7) — Keizer has three major opportunities for economic development.~~
- ~~(a) — Mixed-use development (office, retail, government) in the area north of Olson Street and generally west of North River Road.~~
- ~~(b) — Commercial and industrial development in the area adjacent to the Chemawa Interchange on I-5, primarily to the north of Lockhaven Drive, secondarily to the south.~~
- ~~(c) — Redevelopment and in-filling of commercial development along the North River Road and Cherry Avenue corridor from the southern City limit to Olson Street.~~
- ~~8) — Keizer can affect the amount and type of employment growth that occurs by its choices in land use designations and policies, service provisions and programs to promote economic development.~~
- ~~9) — A majority of Keizer residents believe that Keizer should not continue to be just a "bedroom community" for Salem. They favor policies to encourage employment growth, provided such growth is compatible with the character of Keizer and makes a net contribution to the welfare of its residents.~~
- ~~10) — There exists both general and specific support for commercial and industrial development at the Chemawa Interchange. Property owners owning a majority of the vacant and largely vacant land northwest of the interchange have indicated their desire to have the land zoned for industrial and commercial uses.~~
- ~~11) — There exists both general and specific support for mixed use development northwest of the interchange of Olson and North River Roads, provided any development thoroughly addresses the issue of potential flooding. Several property owners have begun preliminary feasibility studies.~~

~~4. — GOALS AND POLICIES: ECONOMIC, COMMERCIAL AND INDUSTRIAL DEVELOPMENT~~

~~a. General Goals~~

- ~~1) — Broaden, improve and diversify the Keizer economy while maintaining or enhancing its environment.~~
- ~~2) — Supply an adequate amount of land to accommodate new and existing businesses.~~

- ~~3) Reserve enough remaining large parcels for special developments requiring large lots.~~
- ~~4) Ensure compatibility between commercial and industrial lands and lands adjacent to them.~~
- ~~5) Provide for limited mixing of office, commercial, and industrial land uses when such mixing does not reduce the suitability of the site for the primary land use designated in the plan.~~
- ~~6) Provide the necessary public facilities and services to allow economic development.~~
- ~~7) Encourage public and private efforts to increase economic development in Keizer. To the extent possible, such development should use local capital, labor, and management.~~
- ~~8) Reduce unemployment, in the resident labor force.~~
- ~~9) Improve the level, stability and distribution of per capita for residents.~~

~~b. General Policies~~

- ~~1) Work with regional and local planning agencies, the County Assessor, and the Oregon Department of Economic Development to prepare and update annually an inventory of vacant commercial and industrial land parcels in the City.~~
- ~~2) Monitor building permits, and subdivisions in the City to assure that opportunities for large developments are not foreclosed by subdivisions of piecemeal development.~~
- ~~3) Develop and revise annually a capital improvements program to ensure that public facilities are provided for commercial and industrial development in a timely and efficient manner. Coordinate the planning and construction of public facilities with federal, state, regional and local jurisdictions and agencies with responsibilities for planning and construction.~~
- ~~4) Provide as funds allow, necessary public facilities and programs to encourage new industrial and other economic development and the expansion of existing industry and business.~~

~~c. Commercial and Industrial Developments~~

- ~~1) Provide for commercial and industrial Developments:
 - ~~(a) Undeveloped land zoned for light industrial and commercial uses, consistent with forecasts of the likely future demand for such land.~~~~

- ~~(b) Sufficient land adjacent to existing industrial and commercial facilities where future expansion is anticipated.~~
- ~~(c) Convenient access to arterial or collectors street for traffic generated by industrial and commercial uses.~~
- ~~2) Require from commercial and industrial developments:
 - ~~(a) Outdoor storage facilities to be screened from view of the public road and from adjacent residential uses.~~
 - ~~(b) Adequate landscaping and appropriate setback from adjacent residential uses.~~
 - ~~(c) Exterior lighting to be designed to provide illumination to the site and not cause glare into the public right of way and adjacent properties.~~
 - ~~(d) Roof equipment to be screened from view of nearby residential uses.~~
 - ~~(e) Adequate disposal of any hazardous wastes generated (as defined by ORS 459.410).~~
 - ~~(f) Large expanses of blank walls residential areas to be avoided.~~
 - ~~(g) Compliance with DEQ noise and other environmental quality standards.~~~~
- ~~3) Encourage for commercial and industrial developments:
 - ~~(a) Innovative designs for public spaces such as open plazas, pedestrian malls, and tet lots by making sure zoning regulations are flexible.~~
 - ~~(b.) The expansion of existing and the location of new light manufacturing activities, especially those which generate little pollution.~~
 - ~~(c) Industrial park development for appropriate business activities. Examples of activities are warehousing and distribution, and research and development.~~~~
- ~~4) Discourage in commercial and industrial developments:
 - ~~(a) Major customer traffic from outside the immediate neighborhoods from filtering through nearby residential streets.~~~~

- ~~(b) Other land uses in districts that have been designated for industrial use, except when it can be demonstrated such uses will have minimal negative impacts on industrial uses now and in the future.~~
- ~~(c) Placement of loud or obnoxious equipment adjacent to residential streets or areas.~~
- ~~(d) Deliveries or loud outside activities adjacent to residential streets or areas.~~
- ~~5) Permit in commercial and industrial developments:
 - ~~(a) Commercial offices to be mixed with compatible residential or commercial retail uses in the same structure.~~
 - ~~(b) Transit services and shelters to be provided in lieu of some off-street parking.~~~~
- ~~6) Maintain a supply of industrial and commercial land with necessary public services, adequate size and suitable location.~~
- ~~7) Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.~~
- ~~8) Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase.~~
- ~~9) Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not have either the intent or the result of precluding all such development.~~
- ~~10) Designate on a plan diagram commercial and industrial land sufficient to meet projected needs through 2005.~~
- ~~11) Establish and implement development ordinances that balance the needs for a safe, clean and attractive environment with the need to avoid unnecessary regulatory burdens and costs. Such ordinances shall ensure that development design and operation compatible with surrounding land use and shall contain clear and objective standards for determining the compatibility of different types of land uses.~~

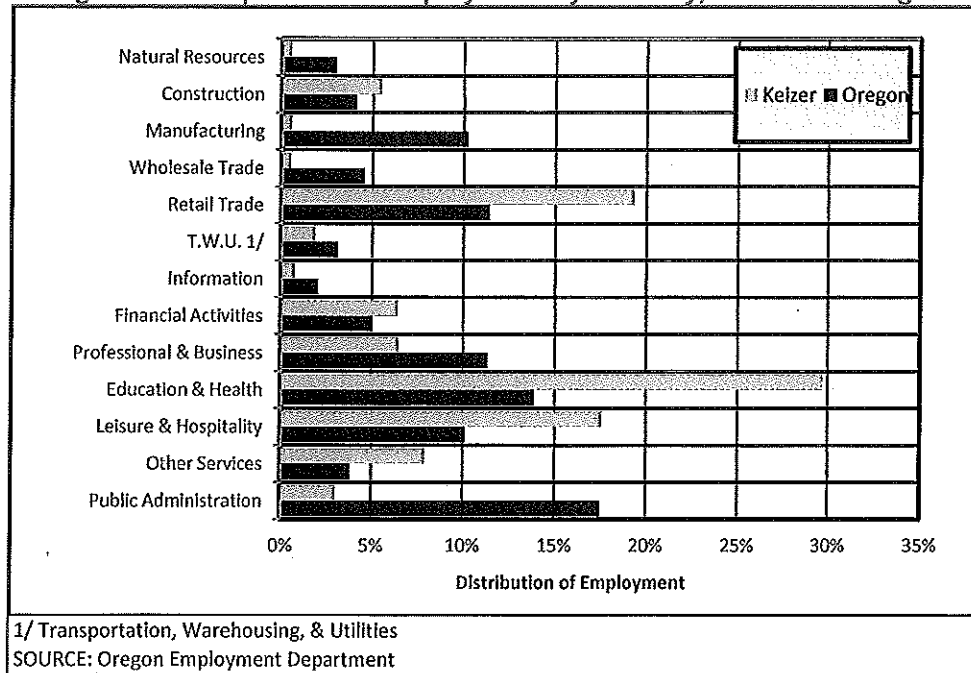
~~d. Area Specific Policies~~

- ~~1) Work with landowners and developers to promote the development of a major mixed use development northwest of the intersection of North River Road and Olson Road.~~
- ~~2) Encourage industrial and commercial development on vacant and largely vacant parcels near the Chemawa Interchange.~~
- ~~3) Prohibit commercial and industrial development adjacent to the Willamette River.~~
- ~~4) Work with the Keizer Merchants Association and other business groups to encourage cooperation among commercial enterprises along North River Road and Cherry Avenue in establishing guidelines, goals and funding sources for public and private improvements.~~

1. COMMERCIAL AND INDUSTRIAL EMPLOYMENT

- a. The e-City of Keizer has synthesized data on local and national economic trends, employment trends and forecasts, existing industries, economic development goals and community vision to generate employment growth projections over the next 20 years. The Keizer City Council adopted the local Economic Opportunities Analysis in June 2013 which contains the methodology used to develop ed the following summary of that analysis.
 - 1) Keizer aspires to provide more opportunities for a range of good paying jobs for people living in Keizer, which would result in faster growth in employment than in population growth. Keizer's vision for providing new employment opportunities is to capture professional services and associated uses in a "campus" setting, primarily, but not exclusively, related to medical office, research, and education. These services may include a hospital and/or educational facilities, which are expected to provide Keizer with growth opportunities that fit the City's locational advantages. The city's economic vision is an economic strategy that will not directly compete with Salem, but capitalizes on Keizer's own attributes and aspirations.

Figure 2: Comparison of Employment by Industry, Keizer vs. Oregon



2) The composition of employment by industry in Keizer exhibits several large deviations from the statewide composition (Figure 2). These deviations represent Keizer's competitive advantages in the economy, which fall largely in population-driven services. Industry classifications such as Retail Trade, Education & Health, and Food Service & Drinking Places have a high representation locally. These well-represented industries, in combination with economic development goals and input from the stakeholders, were used to devise potential future target industries. After discussing and ranking industries based on local aspirations and current representation of that industry in Keizer, the ~~Technical Advisory Committee~~ arrived at the following list of target industries were adopted by the City Council:

- (a) Medical facilities, including research, development and support
- (b) Information technology/back office
- (c) Educational services, including educational research and job training
- (d) Professional services, including corporate headquarters
- (e) Sporting events

3) Current employment levels by industry were projected forward based on regional job growth estimates and the listed target industry goals (Figure 3). The growth forecast calls for a total of 3,774 new jobs over the next 20 years, representing growth of 55% over current levels.

Figure 3: Forecasted Employment Growth, 2013 – 2033, Keizer

HIGH FORECAST SCENARIO NAICS	2013	Forecast Estimates				'13-'33 Growth	
	Base Year	2018	2023	2028	2033	Jobs	AAGR
Natural Resources	35	37	39	41	43	9	1.14%
Construction	368	409	456	507	564	196	2.16%
Manufacturing	26	39	60	92	139	113	8.78%
Wholesale Trade	31	34	38	42	47	17	2.17%
Retail Trade	1,231	1,331	1,439	1,555	1,681	450	1.57%
T.W.U.	7	9	11	14	17	11	4.73%
Information	39	41	42	43	45	6	0.67%
Financial Activities	889	953	1,021	1,094	1,173	284	1.40%
Professional & Business	462	546	646	764	904	442	3.41%
Private Education	37	41	44	48	53	15	1.71%
Health Care & Social Assistance	1,208	1,445	1,728	2,067	2,473	1,265	3.65%
Leisure & Hospitality	1,100	1,221	1,355	1,503	1,668	568	2.10%
Other Services	618	671	728	791	858	240	1.66%
Government	769	806	845	886	929	160	0.95%
Total	6,820	7,583	8,452	9,448	10,595	3,774	2.23%

Source: Oregon Employment Department and Johnson Reid

- 4) The projected employment growth is used to estimate what types of employment land (i.e. commercial retail, office, or industrial) will be needed in the future by applying data on what types of real estate is used in each of these industry categories.

*Figure 1: SUMMARY OF EXISTING EMPLOYMENT BUILDABLE LANDS INVENTORY

Zoning		Total Acreage
AI	Agricultural Industrial	22.2
Cg	Commercial General	4.7
Cm	Commercial Mixed Use	16.4
CO	Commercial Office	0.4
CR	Commercial Retail	2.7
IBP	Industrial Business Park	29.3
IG	Industrial General	12
MU	Mixed Use	34.9
TOTAL		122.5

* For convenience purposes only, this Figure 1 is reproduced.

Figure 4: Forecasted Employment Land Need, 2013 – 2033, Keizer

BASELINE LAND NEED		WITH INFRASTRUCTURE 3/	
Land Type	Forecast High	Land Type	Forecast High
Office Lands	34.5	Office Lands	41.4
Industrial Lands	0.6	Industrial Lands	0.7
Commercial Lands 1/	57.9	Commercial Lands	69.5
<i>Resident Driven</i>	50.3	<i>Resident Driven</i>	60.4
<i>Visitor Driven</i>	7.6	<i>Visitor Driven</i>	9.1
Overnight Lodging	5.2	Overnight Lodging	6.2
Specialized Uses 2/	34.8	Specialized Uses	41.8
TOTAL EMPLOYMENT LAND NEED	133.0	TOTAL EMPLOYMENT LAND NEED	159.6

1/ Only two scenarios were forecasted. Medium and High reflect retail need allowing for small growth in retail incomes
 2/ Hospitals, Clinics, Assisted Living, etc. for employment not otherwise categorized.
 3/ Assumes a 20% gross up of land need for infrastructure

- 5) As Figure 4 shows, there is an estimated need for 160 gross acres of land to accommodate the projected employment growth. An inventory of remaining buildable lands finds 123 acres of buildable land remaining within the city boundary, in the commercial and industrial categories. However, there is no land available that is well-suited for the institutional category, which includes hospitals, higher education facilities, and other uses that figure heavily into the city's economic development strategy.

Figure 5: Forecasted Employment Land Need, 2013 – 2033, Keizer

Scenario	Demand	Supply	Surplus/Shortage
<i>High Growth Scenario</i>			
Commercial	86.0	64.5	(21.6)
Industrial	31.8	59.6	27.8
Institutional	41.8	-	(41.8)

1/ Assumes a demand distribution of Office support 25% to commercial and 75% to Industrial

- 6) As Figure 5 shows, there is a net need for commercial and institutional lands amounting to 63.3 gross acres above and beyond what the city's remaining buildable employment lands can accommodate. The institutional lands are intended to be available for the identified target industries which are also referred to as high value employment sites in the regional EOA.

2. GOALS AND POLICIES: ECONOMIC, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

a. Goal 1: Provide an adequate supply of sites to accommodate target industries identified over the planning period.

1) Objective 1.1: Recognize that Keizer has a limited supply of sites that will allow for target industry employment opportunities and seek to develop strategies that will result in additional inventory of these sites.

(a) Policies 1.1:

(1) Provide land to meet the site characteristics and site sizes described in the 20-year land needs identified in the EOA. These sites may include vacant, undeveloped land, and partially developed sites with potential for additional development through infill development, and redevelopable areas. The City can provide land in two ways: (1) increasing commercial and industrial land-use efficiency by promoting infill or redevelopment and (2) bringing land into the urban growth boundary, if necessary.

(2) Work with property owners to help ensure that prime development sites are known, able to be aggregated and ready to develop.

(3) Work with property owners to ensure that prime development and redevelopment sites are preserved for future employment needs and are not subdivided or developed for non-employment uses.

(4) Provide a short-term supply of suitable land to respond to immediate economic development opportunities.

(5) Periodically review local land use regulations to determine whether they pose barriers to economic development and employment growth. Where regulations pose barriers, balance the goals of such regulations with economic development objectives.

2) Objective 1.2: Facilitate the development of target employment sites with appropriate businesses.

(a) Policies 1.2:

(1) Target industry employment businesses as identified in the Keizer EOA.

(2) Facilitate the development of a marketing plan to attract businesses within the identified target industry business sectors.

- 3) Objective 1.3: Analyze opportunities for rezoning of lands; developing adequate infill strategies, or consideration of an urban growth boundary expansion to allow for the provision and future development of target industry sites as identified in the Keizer EOA.
 - (a) Policies 1.3:
 - (1) Identify employment site opportunities that can be developed through rezoning, expanding the urban growth boundary, or other means.
 - (2) Consider infill strategies to meet some of the employment land needs.

- 4) Objective 1.4: Maintain an adequate supply of land for employment uses.
 - (a) Policies 1.4:
 - (1) Develop and implement a system to monitor the supply of commercial and industrial lands.
 - (2) Track employment land use trends and re-evaluate employment land needs approximately every five to seven years.

- 5) Objective 1.5: Preserve large sites, especially sites with access to I-5, to provide opportunities for development by businesses that require large sites with access to regional transportation facilities, as identified in the Keizer EOA.
 - (a) Policies 1.5:
 - (1) Designate land for target industry uses or business parks to provide opportunities for development of business clusters for related or complementary uses.
 - (2) Develop development code amendments needed to provide certainty for the future use of land on designated large target industry sites as identified in the Keizer EOA and that restrict incompatible or undesirable uses from occurring on these sites.
 - (3) To the extent there is a lack of adequate target industry sites within the city's urban growth boundary, the city may need to pursue an urban growth boundary expansion to provide for sites that will meet this future employment need.

6) Objective 1.6: Economic development recruitment efforts for the city should focus on business that provide a range of wages and benefits, including high-wage jobs in target industry businesses.

(a) Policies 1.6:

(1) Work with Strategic Economic Development Corporation (SEDCOR) and other economic development organizations to target and recruit businesses.

(2) Coordinate with community and economic development organizations to develop an effective marketing program. Coordinate development of this strategy with local, regional and state economic development agencies.

(3) Work with regional and local planning agencies, the County Assessor, and the Oregon Department of Economic Development to prepare and update annually an inventory of vacant commercial and industrial land parcels in the City.

7) Objective 1.7: Require new commercial and industrial development to provide certain design features and to comply with city's Design Review process.

(a) Policies 1.7:

(1) Commercial and Industrial Developments

(1a) Provide for commercial and industrial developments by:

i Creating undeveloped land zoned for light industrial and commercial uses, consistent with forecasts of the likely future demand for such land.

ii Creating sufficient land adjacent to existing industrial and commercial facilities where future expansion is anticipated.

iii Ensuring convenient access to arterial or collectors street for traffic generated by industrial and commercial uses.

(1b) Require commercial and industrial developments to provide:

- i Outdoor storage facilities to be screened from view of the public road and from adjacent residential uses.
- ii Adequate landscaping and appropriate setback from adjacent residential uses.
- iii Exterior lighting to be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties.
- iv Roof equipment to be screened from view of nearby residential uses.
- v Adequate disposal of any hazardous wastes generated (as defined by ORS 459.410).
- vi Avoid large expanses of blank walls facing residential areas.
- vii Compliance with DEQ noise and other environmental quality standards.
- viii Compliance with city's Design Review process.

(1c) Encourage commercial and industrial developments to create:

- i Innovative designs for public spaces such as open plazas, pedestrian malls, and small parks by making sure zoning regulations are flexible.
- ii The expansion of existing and the location of new light manufacturing activities, especially those which generate little pollution.
- iii Industrial park development for appropriate business activities. Examples of activities are warehousing and distribution, research and development, and medical facilities.

(1d) Discourage commercial and industrial developments from:

i Directing major customer traffic outside the immediate neighborhoods from filtering through nearby residential streets.

ii Allowing other land uses in districts that have been designated for industrial use, except when it can be demonstrated such uses will have minimal negative impacts on industrial uses now and in the future.

iii Placement of loud or obnoxious equipment adjacent to residential streets or areas.

iv Allowing loud outside activities (e.g. deliveries, freight handling) adjacent to residential streets or areas.

(1e) Permit in commercial and industrial developments:

i Commercial offices to be mixed with compatible residential or commercial retail uses in the same structure.

ii Transit services and shelters to be provided in lieu of some off-street parking.

b. Goal 2: Provide infrastructure needed to support economic development.

1) Objective 2.1: Provide adequate infrastructure to facilitate employment growth in new and existing employment areas.

(a) Policies 2.1:

(1) Coordinate capital improvement planning with land use and transportation planning to strengthen the City's Economic Development Strategy.

(2) Prioritize use of Systems Development Charge revenues for infrastructure on sites that provide opportunities for new employment as a result of location, size, or other site characteristics.

- (3) Where appropriate, ensure that public-private development agreements to recover construction costs are in effect prior to financing and constructing public improvements.
- (4) Establish alternative funding mechanisms that provide for the completion of public facilities with preference given to projects that foster economic development.
- (5) Assist with providing infrastructure through the use of urban renewal funding, where appropriate.
- (6) Work with ODOT, Marion County and the City of Salem to develop a regional funding plan for improvements as noted in the Chemawa / I-5 Interchange Area Management Plan.
- (7) Develop a facilities financing plan for target industry sites to plan and provide for the adequate facilities to serve those sites.
- (8) Determine how to provide for infrastructure needs, such as telecommunication or other facilities, that are in addition to standard sewer, water, stormwater, and transportation facilities, as identified in the City's EOA and/or site-specific market analyses.
- (9) Provide as funds allow, necessary public facilities and programs to encourage new industrial and other economic development and the expansion of existing industry and business.

c. Goal 3: Facilitate the development of all of Keizer Station.

- 1) Objective 3.1: Encourage the continued development of the Keizer Station as a developing retail / mixed use / industrial development which will continue to provide additional employment opportunities.
 - (a) Policies 3.1:
 - (1) Strive to retain and attract new businesses within the Keizer Station.
 - (2) Work with potential new businesses to make them aware of the city's master plan requirements in the Keizer Station.
 - (3) Consider, as necessary, adjustments to the requirements within the Keizer Station based on the need to respond to changing economic factors and development trends.

- d. Goal 4: Support and assist existing businesses in Keizer.
 - 1) Objective 4.1: Continue to support existing businesses within Keizer as a valuable component of the city's economy.
 - (a) Policies 4.1:
 - (1) Develop a strategy to determine how the City can assist existing businesses. Options can include providing assistance with the development process, forming partnerships to promote Keizer businesses and other strategies.
 - (2) Encourage the development of the formation of business associations and special self-assessment districts for economic improvement.
 - (3) Pursue grant applications that support local businesses.
 - (4) Remain supportive of the local Chamber of Commerce and other local business groups and their activities.
 - (5) Strive to retain and attract new businesses along River Road / Cherry Avenue corridors.
 - (6) Continue to implement projects identified by the River Road Renaissance Plan and the Keizer Urban Renewal Board.
 - (7) Encourage commercial / residential mixed uses in the same structure.
 - (8) Allow transit services and shelters to account for some of the required off-street parking thereby reducing on-site parking needs.
- e. Goal 5: Increase the potential for conference and tourist related activities.
 - 1) Objective 5.1: Support tourism efforts within Keizer.
 - (a) Policies 5.1:
 - (1) Encourage development of destination point projects such as Points of Interest and the art walk series that draw visitors to Keizer.
 - (2) Ensure that the factors that are likely to attract visitors to Keizer are protected and enhanced.

- (3) Work with local businesses and the Chamber of Commerce to promote local events such as the Keizer Iris Festival, Miracle of Lights and other events that highlight and promote Keizer.
 - 2) Objective 5.2: Increase the use of the Keizer Community Center.
 - (a) Policies 5.2:
 - (1) Continue to operate the community center with the goal of making it financially independent.
 - (2) Develop a marketing plan for the operation of the community center.
 - f. Goal 6: Monitor and adjust economic development goals and objectives.
 - 1) Objective 6.1: Regularly monitor the overall completion and benefits of the identified economic goals and objectives.
 - (a) Policies 6.1:
 - (1) Identify a set of criteria or events that would trigger the need for updating economic goals, policies and analyses.
 - (2) Revise economic development goals, objectives, and strategies as appropriate to reflect ongoing success, and fiscal issues, constraints and new opportunities.

3. HOUSING AND RESIDENTIAL LAND NEEDS

- a. The residential housing needs analysis (HNA) is much more formulaic than the methodology that was used as part of the formation of the EOA. The housing needs analysis is based on the City's adopted population forecast, and trends in household size, demographics and housing development. These are used to generate projections of population growth, number of households, and the number and types of housing units they will need over the 20-year period. The 20-year need is then compared with remaining buildable residential land to assess what additional land may be needed to accommodate that growth. The full documentation supporting the HNA was adopted by the City Council in June, 2013. The following is a brief summary ~~tion~~ of the analysis.
 - 1) Keizer is a City of 36,864 ~~nearly 37,000~~ people, making it the 14th largest city in Oregon. Keizer has grown by an estimated 4,661 people between 2000 and 2013, or 14%. This growth

was roughly equal to that experienced by Marion County (13%) and the state (14%) over that period.

Figure 6: Demographic Growth and Current Profile 2000 – 2013, Keizer

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000 (Census)	2010 (Census)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Population ¹	32,203	36,478	1.3%	36,864	0.4%
Households ²	12,110	13,703	1.2%	13,824	0.3%
Families ³	8,642	9,498	0.9%	9,582	0.3%
Housing Units ⁴	12,774	14,445	1.2%	14,531	0.2%
Group Quarters Population ⁵	280	364	2.7%	368	0.4%
Household Size	2.64	2.64	0.0%	2.64	0.0%
PER CAPITA AND AVERAGE HOUSEHOLD INCOME					
	2000 (Census)	2010 (Est.)	Growth Rate 00-10	2013 (Proj.)	Growth Rate 10-13
Per Capita (\$)	\$20,119	\$24,645	2.0%	\$26,192	2.0%
Average HH (\$)	\$53,425	\$64,272	1.9%	\$67,937	1.9%
Median HH (\$)	\$45,052	\$53,042	1.6%	\$55,705	1.6%
SOURCE: Claritas, Census, and Johnson Reid					
¹ Population is based on the certified 2012 estimate from PSU Population Research Center, projected forward one year using the 2010 - 2012 growth rate (0.4%)					
² 2013 Households = 2013 population/2013 HH Size					
³ Ratio of 2013 Families to total HHs kept constant from 2010.					
⁴ 2013 housing units are the 2010 Census total plus new units permitted from '10 through '12 (source: HUD State of the Cities Data System)					
⁵ Ratio of 2012 Group Quarters Population to Total Population is kept constant from 2010.					

- 2) Keizer's median household income was over \$53,000 in 2010. This is 22% higher than the median income found in the City of Salem (\$43,500) and is similarly higher than the Marion County median (\$45,594). Median income grew 18% between 2000 and 2010, while growing 13% in Marion County.
- 3) Over the 20-year period, the model projects growth in the number of non-group households over 20 years of will increase to 4,366 households, with accompanying a population growth of 11,833 new residents. This is in keeping with Keizer's adopted 2032 forecast (Figure 7).

Figure 7: Future Housing Profile 2033, Keizer

PROJECTED FUTURE HOUSING CONDITIONS (2013 - 2033)		SOURCE
2013 Population (Minus Group Pop.)	36,496	2010 Census, PSU
Projected Annual Growth Rate	1.41%	Based on Keizer adopted 2032 forecast City of Keizer
2033 Population (Minus Group Pop.)	48,260	
Estimated group housing population:	437	From Marion County 2030 adopted forecast Marion Co.
Total Estimated 2033 Population:	48,697	Based on adopted 2032 population forecast (48,089 pop.) City of Keizer
Estimated Non-Group 2033 Households:	18,191	Based on Pop/HH ratio from County 2030 forecast Marion Co.
New Households 2013 to 2033	4,366	
Avg. Household Size:	2.65	2032 Non-Group Pop/ Non-Group Households
Total Housing Units:	19,044	Based on Units/HH ratio from County 2030 forecast Marion Co.
Occupied Housing Units:	18,191	(= Number of Non-Group Households)
Vacant Housing Units:	854	(Total Units - Occupied Units)
Projected Vacancy Rate:	4.5%	(Vacant Units/ Total Units)

Sources: Keizer adopted 2032 Population Forecast, Marion County Adopted Population Forecast (2008), PSU Population Research Center, Census, JOHNSON REID LLC

- 4) When the needs of the projected 2033 population is compared to the current housing supply, the analysis projects identifies the need for 4,513 new housing units for future residents to house the future population. This includes ownership and rental units, with additional allowance for a 4.5% vacancy (Figure 8).
- 5) The largest share (50%) of one housing type is projected to be single-family detached homes, due again to the projected stronger need for new ownership housing. The remainder of units is projected to be some form of attached housing (46%), or mobile homes (4%).
- 6) 54% of new residential dwelling units are projected to be ownership units, while 46% are projected to be rental units.

Figure 8: Projected New Units Need by 2033, Keizer

OWNERSHIP HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	2,145	49	24	24	86	117	0	2,445	% All Units:	54.2%
Percentage:	87.7%	2.0%	1.0%	1.0%	3.5%	4.8%	0.0%	100.0%		

RENTAL HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	124	206	14	327	1,352	45	0	2,068	% All Units:	45.8%
Percentage:	6.0%	10.0%	0.7%	15.8%	65.4%	2.2%	0.0%	100.0%		

TOTAL HOUSING UNITS										
Price Range	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	
			2-unit	3- or 4-plex	5+ Units MFR					
Totals:	2,269	255	38	351	1,437	162	0	4,513	100%	
Percentage:	50.3%	5.7%	0.8%	7.8%	31.8%	3.6%	0.0%	100.0%		

Sources: PSU Population Research Center, Caritas Inc., Census, Johnson Reid

- 7) The inventory of buildable residential lands finds a current supply of 315.2 acres which are vacant, partially vacant, or re-developable. These acres can hold an estimated 2,422 units. The total 20-year unit need (4,513 units) minus this remaining buildable capacity (2,422 units), leaves a remainder of 2,090 units which must be accommodated beyond the City's remaining capacity within its current boundary. (Figure 9)

Figure 9: Projected New Units Need by 2033, Keizer

Zoning Designation	Capacity of Vacant Lands (in Units) ¹	NEW UNITS NEEDED (2033) vs. CAPACITY							Total Units	← New Units Needed (2032)
		S.F. Detached	S.F. Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home			
		2,269	255	38	351	1,437	162	4,513		
RS Single Family Residential	1,183	1,064	120	-	-	-	-	1,183		
RL Limited Density Residential	-	-	-	-	-	-	-	0		
RL-LU Limited D.R. - Limited Use	-	-	-	-	-	-	-	0		
RM (Medium) Medium Density Residential	-	-	-	-	-	-	-	0		
RM (Medium High) Medium Density Residential	362	-	-	-	-	362	-	362	← Distribution of Remaining BLI Capacity	
RM-LU MDR - Limited Use	-	-	-	-	-	-	-	0		
RH High Density Residential	-	-	-	-	-	-	-	0		
UT Urban Transition	310	279	31	-	-	-	-	310		
MU Mixed Use (Keizer Station)	153	-	-	-	-	153	-	153		
MU Mixed Use (Other)	314	-	-	-	-	314	-	314		
Totals/Averages:	2,322	1,343	151	0	0	829	0	2,322	← Total Capacity of Buildable Lands	
<i>Accessory Dwelling Unit Assumption:</i>			62	38				100		
		926	42	0	351	609	162	2,090	← Remaining Unit Need	

Sources: City of KEIZER, MWVCOG, Johnson Reid LLC

- 8) When the remaining land need is apportioned to Keizer's residential zones, a 20-year need exists for 267 gross acres of residential land, to be accompanied by 43.5 acres of new land for parks to serve this new population, and 10 acres of land for new school facilities. This is a total of 385 gross acres (Figure 10)

Figure 10: Projected Residential and Support Land Need by 2033, Keizer

Category of Land	Gross Acreage
	Remaining Need
Residential:	267.6
Parks and Recreation:	43.5
Schools:	10
Total New 20-Year Land Need:	321.1

Source: Johnson Reid LLC

4. RESIDENTIAL DEVELOPMENT GOALS, OBJECTIVES AND POLICIES:

a. Goal 1: Provide residential land to meet a range of needed housing types.

1) Objective 1.1: Provide housing opportunities for a full range of housing needs as identified by the City's Housing Needs Analysis.

(a) Policies 1.1:

- (1) Encourage housing opportunities for the elderly, people with disabilities, minority, single parent, and single-person households.
- (2) Account for shifts in age, ethnicity and other demographic factors, which may influence housing needs.
- (3) Plan for low, medium and high density residential uses consistent with 20-year housing needs analysis projections of demand. Periodically monitor and analyze the population and dwelling unit projections to assure sufficient residential land to maintain a balance between supply and demand.
- (4) Ensure that residential land use designations provide opportunities for non-traditional or emerging housing types such as accessory dwelling units, cottage

clusters, live-work units, other mixed residential/commercial development types, multi-generational housing and other housing options.

- (5) Encourage higher density residential development near areas of employment or shopping.
 - (6) Encourage in-fill of existing lots that is sensitive to the existing neighborhood patterns.
 - (7) Provide for the retention of large parcels of residentially zoned land to facilitate their use, or reuse, of projects requiring such parcels.
 - (8) Periodically review development densities and consider methods for increasing residential density where density targets established in the Comprehensive Plan are not being met.
 - (9) Encourage infill projects on single parcels or parcels assembled for the purposes of infill and redevelopment.
 - (10) Provide for and permit outright in at least one residential zone alternative housing types such as mobile home parks, zero side yards, clustering of dwelling units, and planned unit developments.
 - (11) Permit rezoning to higher intensity residential uses to meet the identified housing needs provided such proposals are consistent with the policies of this plan and its implementing ordinances.
- 2) Objective 1.2: Encourage and support development of housing units for low and moderate income households.
- (a) Policies 1.2:
 - (1) Encourage and support development of housing units for low and moderate-income households.
 - (2) Support public, private, nonprofit, and joint public-private partnerships which develop and/or manage low and moderate income housing units. In particular, coordinate and collaborate with local housing providers and advocacy groups in order to leverage funding for development of such housing.
 - (3) Continue to support the use of housing assistance programs to help fund housing projects for low and moderate-income households.

- (2) Conserve the existing supply of housing in stable neighborhoods through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to non-residential use.
 - (3) Use development and subdivision code provisions and other regulations to protect residential uses from other land use activities that generate an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.
 - (4) Discourage through traffic in residential neighborhoods.
 - (5) Investigate and, when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes of land uses are desirable.
 - (6) If the City voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required.
- d. Goal 4: Provide and allow for appropriate levels of residential development consistent with comprehensive plan designations.
- 1) Objective 4.1 Provide for three general levels of residential density
 - (a) Policies 4.1:
 - (1) Low-Density Residential
 - (1a) Allow single-family residential uses as the predominant land use type in low-density residential areas.
 - (1b) Ensure that:
 - i Land use is predominately single-family residential, with up to 8 units per gross acre.
 - ii A variety of housing types are allowed in this category such as detached, attached duplex and manufactured housing. The zoning and subdivision ordinance will more specifically describe

structural types. In this district, each residential unit will be on a single lot.

iii Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.

(2) Medium Density Residential

(2a) Allow a mix of housing types in this category at a density averaging from 6 to 10 dwelling units per acre. Identify criteria and location for this category in the zoning ordinance.

(2b) Allow detached, attached, duplex, and multiple family housing in this category.

(2c) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria in the zoning ordinance.

(3) Medium and High Density Residential

(3a) Allow a mix of housing types in this category in two general levels of residential density:

i Medium density-over 8 and up to 16 units per gross acre.

ii High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance.

(3b) Allow attached, duplex and multiple housing in this category.

(3c) Allow a ten-year surplus of vacant buildable land in this category.

(3d) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.

(4) Mixed Use

(4a) Provide areas intended for development that combines commercial and residential uses in a single building or complex. These areas will allow increased development on busier streets without fostering a strip commercial appearance. The designation encourages the formation of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Commercial development may occur within the same building or complex as residential development. Clusters of residential and commercial uses around landscaping features or parking areas will also occur. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk. Parking may be shared between residential and commercial uses.

(4b) Allow detached, duplex and multiple family housing.

5. SUMMARY OF TOTAL PROJECTED LAND NEED (both residential and employment)
 - a. The analysis summarized herein and detailed in the EDO/HNA reports (adopted by City Council Order on June 17, 2013) results in a projected need for 370 gross acres of land beyond the current capacity of the City's current boundary.

Figure 11: Projected Total New Land Need
City of Keizer, 2033

Category of Land	Gross Acreage
	Remaining Need
Commercial:	21.6
Industrial:	0
Institutional:	41.8
Residential:	267.6
Parks and Recreation:	43.5
Schools:	10
Total New 20-Year Land Need:	384.5

Source: Johnson Reid LLC

D. PLAN DIAGRAM AND SPECIAL LAND USE POLICIES

1. FINDINGS

a. General

- 1) The land use plan takes into account the amount of vacant, partially vacant, and re-developable lands as identified in the buildable lands inventory. These are outlined in Figure 12:

Figure 12: Vacant Buildable Summary

<u>Zoning</u>	<u>Vacant</u>	<u>Partially Vac.</u>	<u>Redevelopable</u>	<u>Total</u>
<u>Single family</u>	<u>49</u>	<u>143</u>	<u>7</u>	<u>199</u>
<u>Multifamily</u>	<u>5.7</u>		<u>18</u>	<u>24</u>
<u>Urban transition</u>	<u>9</u>	<u>41</u>		<u>51</u>
<u>Industrial</u>	<u>17</u>	<u>=</u>	<u>33</u>	<u>50</u>
<u>Commercial</u>	<u>9</u>	<u>2</u>	<u>23</u>	<u>42</u>
<u>Mixed use</u>	<u>17</u>	<u>2</u>	<u>23</u>	<u>42</u>

Source: Johnson Reid LLC

- ~~4) A land use plan has been prepared for the City of Keizer, which reflects the goals and policies of the Comprehensive Plan. See Figure two. The vacant buildable acres by land use type are:~~

- ~~(a) Single-family residential 861.5 acres~~
- ~~(b) Multi family residential 168.1 acres~~
- ~~(c) Commercial 99.2 acres~~
- ~~(d) Industrial 54 acres
(Adding in the IA zoned Industrial area, then there is an additional 151.5 acres or a total of 205.5 acres of industrial)~~
- ~~(e) Schools/Semi-public 89.0 acres~~
- ~~(f) Parks/open space 115.0 acres~~
- ~~(g) Major streets 97.4 acres~~
- ~~Total 1, 635.7 acres~~

- 2) The distribution of vacant buildable land by land use type was guided by the land use needs analysis summarized herein. Parcel configuration and size, existing land use, natural features and desired urban form also influenced the plan.
- 3) Lands devoted to multi-family residential uses ~~is are insufficient to meet forecasted need for multi-family units, exceed the range of acres needed. This will was done in order to~~ Therefore, the City will:
 - ~~(a) Encouraged additional multi-family uses beyond the lands needed based on market trends and regional objectives.~~
 - ~~(b) Encourage the construction of more affordable housing by keeping the available supply of multi-family lands ahead of expected demand. A ten-year supply of vacant buildable land is provided in excess of expected demand.~~
 - ~~(c) Encourage a more compact and efficient land use pattern, which makes good use of existing and future public facilities and public transportation.~~
 - (a) Plan for medium and high density residential uses consistent with the 20 year housing demand analysis.
 - (b) Permit rezoning to higher intensity residential uses to meet the identified housing needs, provided such proposals are consistent with the policies of this plan.
 - (c) Consider rezoning parcels to higher residential density to meet identified multi-family housing needs, provided such proposals are consistent with the policies of this plan. Parcels to be considered for rezoning should have access to major transportation corridors that are served by transit, are served (or can be served) by all urban services, including parks and recreational facilities, and are in close proximity to opportunities for shopping, employment and schools.
 - (d) In the medium and high density residential designation, allow a mix of housing types in two general levels of residential density; medium density (from 8 to 16 units per acre), and high density (over 16 units per acre), and identify criteria and locations for these two sub-categories in the Keizer Development Code.
 - (e) Provide for a combination of commercial and residential uses in a single building of complex. These areas will allow increased development located on arterial, minor arterial and collector streets if the design avoids the strip commercial appearance. This designation would encourage the formation

of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. Nonresidential uses are to be focused on retail, service, and office uses. Commercial and residential development within the same building or complex is to be allowed. Such development is to be clustered around landscaping features or parking areas, and shall be pedestrian-oriented, with direct access to public sidewalks and bike facilities.

- ~~4) Response to alternative urban growth alternatives and land use patterns during public workshops, presentations to citizen, business groups and property owners, and town hall meetings supported the land use plan in concept.~~

2 GOALS AND POLICIES

a. General Goals

- 1) Provide appropriately designated vacant buildable land in adequate quantities to meet the forecast needs of Keizer to 2033, 2005.
- 2) Provide a development pattern which:
 - (a) Encourages stabilization of existing neighborhoods.
 - (b) Encourages affordable housing.
 - (c) Creates a new-town center for Keizer.
 - (d) Creates new employment opportunities in Keizer.
 - (e) Preserves open space areas along Claggett Creek and the Willamette River.

b. Low-Density Residential

- 1) Allow single-family residential uses as the predominant land use type in low-density residential areas.
- 2) Ensure that:
 - (a) Land use is predominately single-family residential, with as many as 8 units per gross acre.
 - (b) A variety of housing types are allowed in this category such as detached, attached duplex and manufactured housing. The zoning and subdivision ordinance will more specifically describe structural types. In this district, each residential unit will be on a single lot.

- (c) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.
- c. Medium Density Residential
 - 1) Allow a mix of housing types in this category at a density averaging from 6 to 10 dwelling units per acre. Identify criteria and location for this category in the zoning ordinance.
 - 2) Allow detached, attached, duplex, and multiple family housing in this category.
 - 3) Schools, neighborhood shopping facilities, parks and churches are allowed in this category subject to conditional use criteria in the zoning ordinance.
- d. Medium and High Density Residential
 - 1) Allow a mix of housing types in this category in two general levels of residential density:
 - (a) Medium density-over 8 and up to 16 units per gross acre.
 - (b) High density-over 16 units per gross acre. Identify criteria and location for these two sub-categories in the zoning ordinance.
 - 2) Allow attached, duplex and multiple housing in this category.
 - 3) Allow a ten-year surplus of vacant buildable land in this category.
 - 4) Schools, neighborhood shopping facilities, parks, and churches are allowed in this category subject to conditional use criteria to be defined in the zoning ordinance.
- e. Mixed Use
 - 1. Provide areas intended for development that combines commercial and residential uses in a single building or complex. These areas will allow increased development on busier streets without fostering a strip commercial appearance. The designation encourages the formation of neighborhood "nodes" of activity where residential and commercial uses mix in a harmonious manner. This development type will support transit use, provide a buffer between busy streets and residential neighborhoods, and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Commercial development may occur within the same building or complex as residential development. Clusters of residential and commercial uses around landscaping features or parking areas will also occur.

Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk. Parking may be shared between residential and commercial uses.

2. Allow detached, duplex and multiple family housing.

f. Commercial

1) Provide for retail office centers:

(a) Allowed uses are department stores, offices, other retail facilities, and medium and high-density housing.

(b) A retail-office center should:

(1) Be from 20 to 50 acres in size.

(2) Have direct access from one or more arterial streets.

(3) Be centrally located to existing and future residential neighborhoods.

(4) Provide facilities and services to Keizer as a primary market.

(5) Not encourage traffic through residential neighborhoods.

(c) A retail-office center will be located west of North River Road and north of Olson Street at the McNary Activity Center.

2) Provide for an employment area service center:

(a) Allowed uses are retail, service and office uses related to nearby industrial districts, and area commercial uses serving the traveling public such as restaurants, hotels, conference centers and shopping facilities.

(b) A employment area service center should:

(1) Be from 20 to 50 acres in size.

(2) Have direct access from I-5 and an arterial street.

(3) Provide facilities and services to adjacent industrial areas and to the traveling public.

(4) Not encourage traffic through residential neighborhoods.

- (5) Be a unified district with coordinated circulation, parking and landscaping, not a collection of small unrelated commercial developments.
- (c) An employment area service center ~~is will~~ be located near the Chemawa Interchange in the Keizer Station.
- 3) Provide for strip commercial developments in areas where this is the predominant existing land use:
 - (a) Allowed uses are retail, service and office, and are largely oriented to automobile traffic.
 - (b) Strip Commercial will be located along North River Road generally south of Claggett Street, and along Cherry Avenue.
 - (c) Expansion of strip commercial areas ~~this district beyond the boundaries shown on Figure 2 will not be allowed unless it can be shown to comply with zone and comprehensive plan change criteria.~~
 - (d) Ensure that future improvements and land use changes in the area provide adequate sound, light and visual buffers to adjacent residential areas. When design review is feasible, buffering and other visual methods will be required to reduce the impact on adjacent residential areas.
 - (e) Work with existing businesses, property owners and residents to establish an access policy along North River Road so that the number of driveways can be reduced, and traffic flows and safety improved.
 - ~~(f) Work with existing businesses, property owners and residents to establish a sign policy along North River Road.~~
 - (f) Encourage and support local businesses and property owners to organize and promote the area district. ~~Investigate the Oregon Main street Program as a vehicle to Encourage encouraging stabilization, revitalization and growth in the area district.~~
- 4) Provide for neighborhood commercial centers:
 - (a) Allow shops and services, which are easily accessible to residential areas, and are used frequently by neighborhood residents.
 - (b) Locate neighborhood centers at Chemawa and Windsor Island Road.

- 5) Allow new neighborhood commercial centers if the following criteria are met:
 - (a) The site size can be no greater than 5 acres including existing commercial development.
 - (b) Within convenient walking or bicycling distance of a support population of approximately 4,000 persons.
 - (c) Safe and efficient automobile, pedestrian and bicycle access is provided, and traffic congestion and safety problems are avoided.
 - (d) Sufficient off-street parking and loading is provided, as is adequate landscaping and buffering between the Center and adjacent residential developments.

- g. Industrial /high value employment
 - 1) Provide for industrial/high value employment development located with good access to the interstate freeway system, arterial streets, and rail facilities.
 - 2) Locate industrial/high value employment districts in the northeast sector of Keizer.
 - 3) Ensure that industrial /high value employment development adjacent to existing or planned residential areas will not cause adverse effects:
 - (a) The specific proposed use will be compatible with adjacent uses.
 - (b) The design of the facility and its site will not place visual or physical burdens on the surrounding areas.
 - (c) The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.
 - 4) In general industrial areas, ~~allow uses~~ allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling and warehousing.
 - 5) In campus light industrial areas, allow uses involved in the secondary processing of materials into components, the assembly of components into finished products, research and development activities, and supporting office-based commercial development when

planned to compliment the primary intent of the campus light industrial district.

- 6) In high value employment areas, allow uses that are involved in the following fields as identified in the Economic Vision statement of the EOA:
 - (a) Medical facilities, including research, development and support
 - (b) Information technology/back office
 - (c) Educational services, including educational research and job training
 - (d) Professional services, including corporate headquarters
 - (e) Sporting events
- 7) Ensure compatibility between commercial and industrial lands and lands adjacent to them.
- 8) Provide for limited mixing of office, commercial, and industrial land uses when such mixing does not reduce the suitability of the site for the primary land use designated in the plan.
- 9) Encourage public and private efforts to increase economic development in Keizer. To the extent possible, such development should use local capital, labor, and management.
- 10) Maintain a supply of industrial and commercial land with necessary public services, adequate size and suitable site characteristics location.
- 11) Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.
- 12) Encourage the expansion or redevelopment of existing neighborhood commercial facilities when the density or socio-economic characteristic of households using the facilities change or when residential densities increase.
- 13) Concentrate major commercial and industrial development along major arterials. Allow neighborhood shopping and convenience stores in residential areas, providing such developments meet compatibility standards described in the implementing ordinances. Such standards shall be clear and objective and not have either the intent or the result of precluding all such development.
- 14) Designate on a plan diagram commercial and industrial land sufficient to meet projected needs through 2033.
- 15) Establish and implement development ordinances that balance the needs for a safe, clean and attractive environment with the need to avoid unnecessary regulatory burdens and costs. Such ordinances shall ensure that development design and operation are compatible

with surrounding land use and shall contain clear and objective standards for determining the compatibility of different types of land uses.

- h. Public and Semi-Public
 - 1) Provide for the following categories of public and semi-public uses.
 - (a) Parks and Open Spaces. Publicly owned neighborhood and community park sites, and dedicated open spaces. The public facilities section contains standards and specific policies. The plan diagram indicates future park sites as a symbol, requiring site-specific studies and available funding to determine the exact size and location.
 - (b) Schools. Sites for existing and planned elementary, middle and secondary schools are determined by the School District shown. Future schools are shown in symbol form. The public facilities section contains standards and specific policies.
 - (c) Civic. Government offices and facilities are included in this category, ~~shown on the diagram in symbol form.~~ Civic facilities should conform to underlying zoning requirements.

- i. West Keizer Special Policy Area
 - 1) ~~Maintain the~~ Establish an area, consistent with the Salem Area Comprehensive Plan Map, as a special policy area east and south of the Willow Lake Sewage Treatment Plant. The purpose of the special policy area is to:
 - (a) Limit uses to those that will not be adversely affected by noise and odor originating at the Willow Lake Sewage Treatment Plant.
 - (b) Prohibit subdivision actions, which may preclude more intensive development if conditions at the Willow Lake Sewage Treatment Plant can not be improved, ~~and the north Willamette Bridge is constructed, or programmed.~~
 - 2) Allow within the special policy area agricultural and related uses, industrial and commercial uses related to agricultural, institutional and other public uses.
 - 3) Require that new developments and major improvements in the special policy area are aware of the possible noise and odor impacts which may arise from the operation of the Willow Lake Sewage Treatment Plant.

- 4) ~~Coordinate and p~~ Participate with the City of Salem in studies to establish the feasibility, plan for and finance improvements to expand and remove the potential adverse conditions at the sewage treatment plant. If such studies are implementable, initiate a special land use study of the special policy area, and amend the comprehensive plan and zoning ordinance as appropriate.
- 5) Discourage subdivision of existing parcels within the special policy area until the completion of the studies noted above.
- 6) Continue the agricultural zoning in the special policy area until the completion of the studies noted above.

j. Activity Centers

- 1) Designate Activity Center overlay districts for:
 - (a) McNary Activity Center
 - (b) Keizer Station
 - (c) Future high value employment site as identified in the EOA.

The purpose of the activity center overlay is to encourage a mix of intensive land uses emphasizing transit and pedestrian activity, and to allow flexibility of development regulations.

- 2) Require that design plans for each activity center are prepared and approved before specific development applications in the activity centers are approved. Development in this case includes subdivisions and partitioning where new vacant, developable lots are created, and the construction of new commercial or industrial buildings. The land use designations shown on ~~Figure 2,~~ and on the zoning map before a design plan is adopted, are generalized and will be refined during the development of design plans. Transfer of development rights within activity centers is allowed, and the use of planned developments is encouraged. Design plans will be prepared for entire activity centers, not individual parcels or for individual projects.
- 3) Assume a leadership role in preparing activity center design plans. The planning process should involve property owners, interested developers, residents, and other affected jurisdictions. Once an activity center design plan is prepared, adopt it as a part of the Comprehensive Plan.
- 4) Require that activity center design plans include at a minimum:
 - (a) The activity center design plan shall provide for a coordinated approach to area planning and development and shall provide policies and other standards for development within the activity center.

- (b) The activity center design plan shall show the general proportion of land uses, location of major public facilities, location of parks, open space, public lands and other public uses. It is anticipated that the land use designations and zoning shown in the Comprehensive Plan and on the Zoning Map will be used as a general guide only, and the activity center design plan may change such land use designations. However, the exact location of the uses need not be shown in the activity center design plan.
- 5) The following provisions apply in development of the activity center design plan.
- (a) For purposes of calculating overall density, the mix of land use designations shown in the Comprehensive Plan shall not be varied by more than 20%.
 - (b) Transfer of development rights within the Activity Center is permitted when the property with reduced development rights is donated to the City, or permanently dedicated for public open space.
 - (c) When transfer of development rights is used, the receiving areas shall be designated with zoning classifications consistent with the density and use of development proposed. Standards and other requirements of these zones shall be met.
 - (d) The use of Planned Developments for residential areas in Activity Centers is encouraged.
- 6) The activity center design plan may require the provision of, or participation in, the development of public facility improvements to implement the activity center design plan. Such improvements may include, but are not limited to, the following:
- (a) Road dedications and improvements;
 - (b) Signalization;
 - (c) Sidewalks and bikeways;
 - (d) Crosswalks and/or overpasses;
 - (e) Storm drainage facilities;
 - (f) Sewer and water service lines and improvements;
 - (g) Underground utilities;

- (h) Street lights;
 - (i) Transit stops and bus shelters;
 - (j) Transit information displays;
 - (k) Park and Ride facilities;
 - (l) Public restrooms;
 - (m) Street tree and median landscaping and development; and
 - (n) Open space, pedestrian plazas.
- 7) Design Plans for all currently approved designated activity centers ~~have been~~ shall be adopted by July 1, 1993.
- 8) ~~Establish~~ The following objectives for the McNary Activity Center.
- (a) Primary uses are retail-office center, public park and open space lands including the 50-acre lake, medium and high density residential.
 - (b) If possible, integrate the McNary Golf Course, lake, public open spaces, civic center, and Claggett Creek corridor for public access and enjoyment.
 - (c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized.
 - (d) Provide for adequate off-street parking and loading, and public transportation facilities.
- 9) ~~Establish~~ The following objectives for the Keizer Station:
- (a) The primary uses are regional service center, light industry, hotel/motel and supporting facilities, convention facilities, and retail shopping facilities.
 - (b) Improve access to the district and Lockhaven Drive. Coordinate transportation improvements with the industrial district to the north.
- 10) Establish the following objectives for high value employment site:
- (a) The primary uses are:

- (1) Medical facilities, including research, development and support
 - (2) Information technology/back office
 - (3) Educational services, including educational research and job training
 - (4) Professional services, including corporate headquarters
 - (5) Sporting events
- (b) Improve access to the district and coordinate transportation improvements with the district to the south.
- (c) Encourage mixed use developments and multi-use structures. Within the district, pedestrian circulation and access should be emphasized.
- (d) Provide for adequate off-street parking and loading, and public transportation facilities.
- 11) Special Planning District Designation
- (a) For properties located within the Keizer Station Plan which are identified for a mix of commercial and industrial development, the Comprehensive Plan map designation shall be Special Planning District (SPD). The SPD is designated to:
- (1) Provide for a mix of commercial and industrial development.
 - (2) Identify Special Planning District in northeast sector of Keizer.
 - (3) Provide opportunity for employment area service center to develop within the district.
 - (4) Allowed uses are to be comparable to industrial business park uses and commercial uses to service employment area service center and the traveling public as described in III.D.2.d.(2) of this plan.
 - (5) Encourage commercial and industrial economic opportunities within Specific Policy Areas as depicted in III.C.3.a.(7).(b) and III.C.4.d.(2) of this Plan.

k. Resource Conservation Areas

- 1) Maintain ~~Establish~~ overlay districts to provide for nature resource protection and natural hazard safeguards:
- (a) Willamette Greenway. Policies are included in Section A of this chapter.
 - (b) Resource Conservation. Policies are included in Section A of this chapter.

- I. 100-year Floodplain
 - 1) ~~Maintain the~~ Establish an overlay district to regulate development within the 100 - year floodplain. Policies are included in Section A of this chapter.
- m. Keizer Dike
 - 1) ~~Maintain the~~ Establish an overlay district to regulate development on or near the dike. See Section A of this Chapter.

E. PUBLIC FACILITIES TO SUPPORT DEVELOPMENT

1. FINDINGS: GENERAL

a. General

- 1) The City of Keizer provides sanitary sewer, water, drainage, parks, police protection, local streets and general government services within the existing city boundary. Sanitary sewer service is provided by the City of Salem. Education services are provided by School District 24J, and fire protection is provided by the Keizer Rural Fire Protection District and Marion County Fire District #1.
- 2) Sewage treatment is provided by the City of Salem through a services agreement, ~~which expires in 1994.~~
- 3) ~~Approximately 40 percent of the vacant buildable land within the city has existing sewer and water service designed to serve the area. Within the served area, the Comprehensive Plan diagram provides for:~~
 - (a) ~~Approximately 50 percent of needed housing.~~
 - (b) ~~Approximately 30 percent of needed commercial land.~~
 - (c) ~~Approximately 30 percent of needed industrial land.~~
- 3) Urban expansion accomplished through in-filling within and adjacent to existing development in an orderly, unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended.
- 4) Several major development projects have been completed are pending in the area near McNary Golf Course and gravel pit. ~~This area is adjacent to currently served areas, and requires the extension of major public facilities.~~

- 5) The Clear Lake area in north Keizer has areas where on-site septic systems have failed. Sanitary sewer has been extended into this part of Keizer and this problem has since been corrected. The DEQ has determined that the long-term solution is to provide sanitary sewer service.
- 6) Currently, no sewer service is available in areas designated for industrial development in the area zoned AI in the northwest part of the city. The economic development objectives of the City are directly related to the extension of major public facilities to these areas.
- 7) The cost of providing basic key services and facilities to existing and future development in Keizer is significant.
- 8) The Salem Keizer Area Transportation Study (SKATS) is a comprehensive regional transportation plan, and provides policies, standards, implementation programs and coordination for transportation improvements. The City of Keizer has participated in the development and update of the plan.
- ~~10) Response to alternative urban growth alternatives during public workshops, presentations to citizen, business groups and property owners support residential, commercial and industrial growth in Keizer.~~

2. GOALS AND POLICIES: GENERAL

a. General Goals

- 1) Plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.
- 2) Provide and encourage a safe, convenient and economic transportation system.

b. General Policies

- 1) Reduce generally the amount of public subsidy for public utilities, services and facilities in new development.
- 2) Restrict extension of major public facilities such as sewer and water to areas outside the Urban Growth Boundary, except for cases where exception to State Land Use Goals 11 and 14 can be secured, when agreed to by the City of Salem and Marion County and consistent with all applicable state requirements.
- 3) Require that long-term planning for major public facilities is based on logical, functional boundaries. ~~For the purposes of planning these~~

boundaries may be outside the urban growth boundary, ~~but such lands will not be needed for development until after 2005.~~

- 4) Encourage development in areas already served by major public facilities before extending services to unserved areas.
- 5) ~~Establish as a high priority the extension of public facilities to the McNary Activity Center.~~
- 6) ~~Establish as a high priority the extension of interim public facilities, especially sanitary sewers to areas in Clear Lake having failing on-site disposal systems.~~
- 7) ~~Establish as a medium priority the extension of public facilities to the Keizer Station.~~
- 5) Establish as a low priority the extension of public facilities to the special policy area around the Willow Lake Sewage Treatment Plant.
- 6) Ensure that sewer and water services are provided at an urban level of service comparable to similar services provided throughout the Salem/Keizer urban area.
- 7) Continue to cooperate and participate with other jurisdictions in the region for the provision of regional services such as sewage treatment, solid waste disposal, public transportation, and other services of regional concern.
- 8) Ensure that public facility and service planning and implementation are consistent with the Urban Growth and Growth Management policies of this Plan.
- 9) Continue to participate in the SKATS, and ensure that the periodic updating of the plan recognizes the most current forecasts for population and employment growth, and other policies of this plan.
- 10) Prepare an updated ~~at the time of the first periodic review after~~ ~~acknowledge a~~ Public Facilities Plan.

3. FINDINGS: TRANSPORTATION

a. General

- 1) The SKATS ~~Year 2005~~ Area Wide-Transportation Plan is a comprehensive planning effort for the entire Salem-Keizer urban area. The plan addresses streets and highways, bicycles, pedestrian, public transit and alternative modes.
- 2) The SKATS effort ~~was completed early in 1987 and~~ assumed growth forecasts and a land use plan for Keizer consistent with the Salem

~~Area Comprehensive Plan, of which is Keizer Comprehensive Plan is a component.~~

- 3) The City of Salem has recognized the SKATS plan is relatively short range in nature and has therefore in 1990 adopted the Salem Transportation Plan. This plan, which applied to Salem only, reflects longer range population, employment, and land use projections.
- 4) ~~The City of Keizer has adopted its own Transportation System Plan (TSP) and was recently updated in April 2009. reviewed the analysis, conclusions and recommendations in the 1987 SKATS Plan. The City agrees with the analysis, conclusions and recommendations, but finds that these conclusions are short term only, and that longer term recommendations should better reflect trends and projections for Keizer. The Keizer TSP contains findings, goals, objectives, and policies on a number of aspects related to the transportation system in Keizer. By this reference the TSP is made a part of the comprehensive plan.~~
- 5) ~~The SKATS plan is scheduled to be updated by 1993 in order to reflect the results of the 1990 Census, new population and employment projections, and changing land use patterns. Most importantly, the updated plan will be in conformance with the State Transportation Planning Rule which calls for major revampment of the transportation system so that it creates a greater balance of transportation modes. This new plan should more accurately reflect the actual and desired situations in Keizer and the entire urban area. Keizer will consider adopting it as a component of this Comprehensive Plan at the time of its completion. In the interim, the current SKATS plan is incorporated into this Plan.~~

4. GOALS AND POLICIES: TRANSPORTATION

a. General Goals

- 1) ~~Maintain~~ Adopt the goals and objectives of the Keizer Salem Area Transportation Plan as the goal statements for the City of Keizer. The goals are:
 - (a) ~~Implement the type and level of transportation services to different parts of the urban area that are most compatible with desired development pattern and achieve the orderly implementation of the Comprehensive Plan.~~
 - (b) ~~Provide for the safe and efficient movement of people and goods throughout the metropolitan area.~~
 - (c) ~~Develop a transportation system that avoids or reduces an undesirable reliance upon any one form of transportation.~~

DELETE THIS MAP

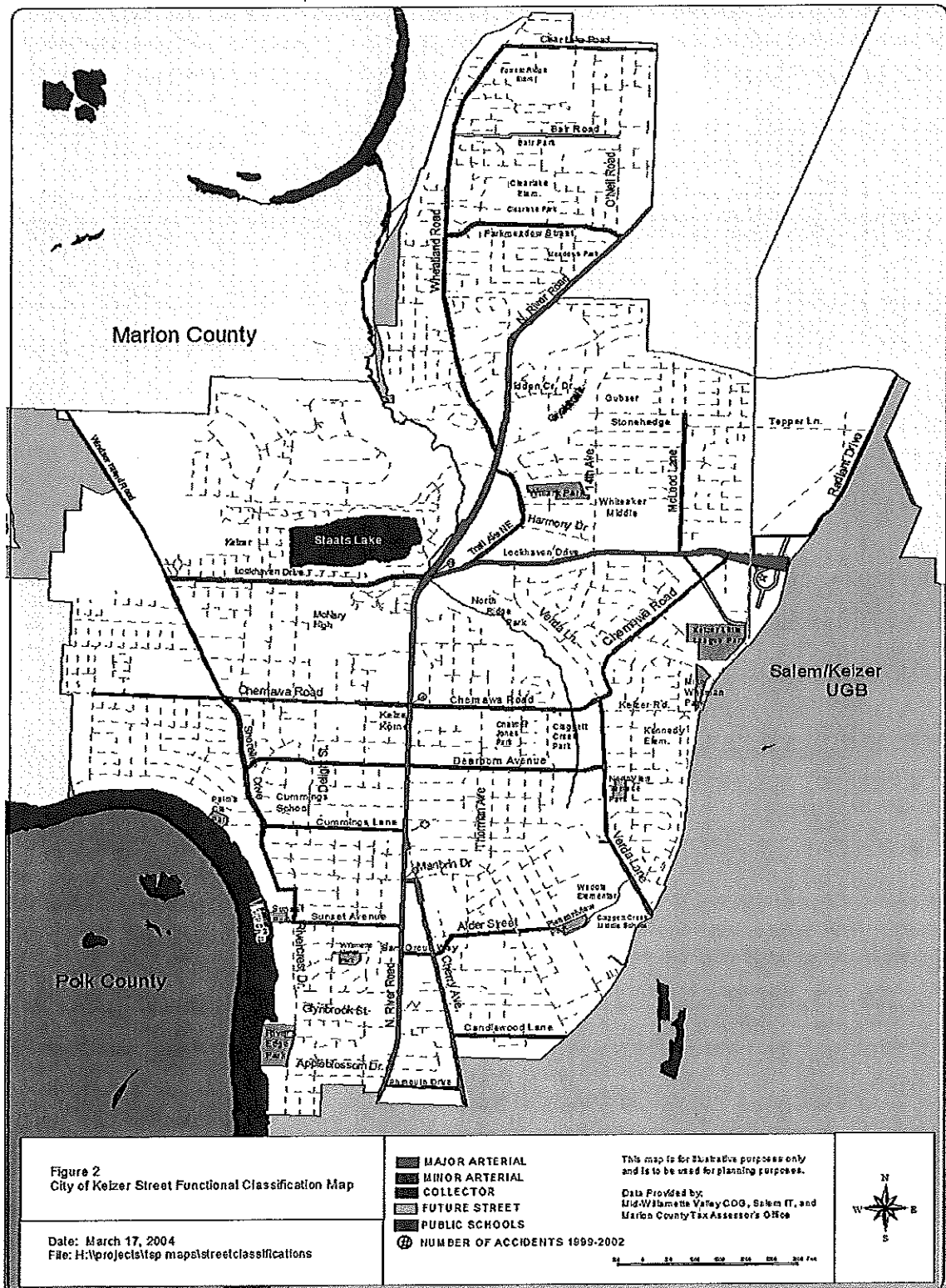


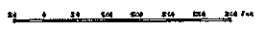
Figure 2
City of Keizer Street Functional Classification Map

Date: March 17, 2004
File: H:\projects\tep map\streetclassifications

- MAJOR ARTERIAL
- MINOR ARTERIAL
- COLLECTOR
- FUTURE STREET
- PUBLIC SCHOOLS
- NUMBER OF ACCIDENTS 1999-2002

This map is for illustrative purposes only and is to be used for planning purposes.

Data Provided by:
Mid-Willamette Valley COG, Salem IT, and
Marion County Tax Assessor's Office



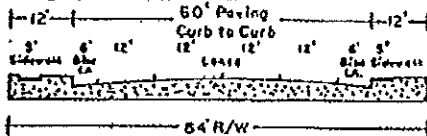
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TABLE 4

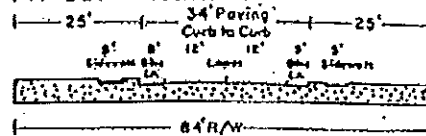
STREET DESIGN GUIDELINES

MAJOR ARTERIAL

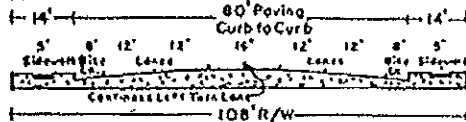
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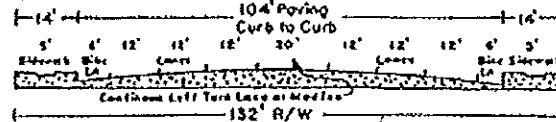
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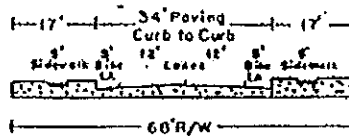
HIGH VOLUME ARTERIAL



BELTLINE ARTERIAL

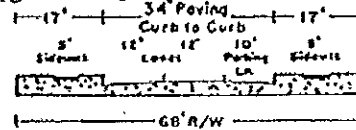
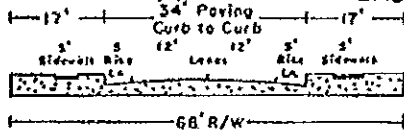


MINOR ARTERIAL

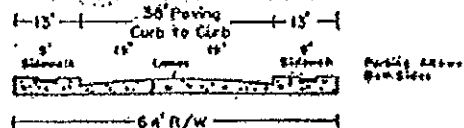


COLLECTOR

BASIC COLLECTORS

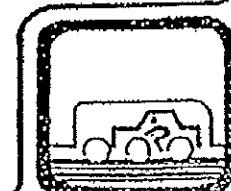


LIMITED COLLECTOR



These are design guidelines--not standards. The purpose of these guidelines is to give an indication of what types of streets fulfill the classification of streets given in Figure 2 in the Summary and Identification of Projects. It is recognized that factors such as terrain and land use make it difficult or undesirable to build all streets exactly as indicated in these cross sections.

SOURCE: SATS, 1985



~~(d) Minimize the undesirable environmental, social, aesthetic and economic impacts produced by transportation facilities.~~

b. General Policies

- 1) ~~Adopt The policies within the Keizer TSP, adopted April, 2009 goals, objectives, recommendations, and proposed facilities and services contained in the Salem Area Transportation Study is~~ are the basis for guiding surface transportation improvements in Keizer.
- 2) Encourage and assist in the updating of the SKATS.
 - (a) Provide population and employment forecasts, and land use forecasts by traffic analysis zone to SKATS staff.
 - (b) Continue to actively participate in the SKATS program.

c. Roadways

- ~~1) Adopt as the Keizer functional highway classifications, and recommend these modifications to the SATS Functional Classification roadway network:~~
 - ~~(a) Wheatland Road a minor arterial.~~
 - ~~(b) Radiant Drive up grade from collector to minor arterial.~~
 - ~~(c) Windsor Island/Olson a new collector.~~
 - ~~(d) Wheatland/North River Road a new collector.~~
 - ~~(e) North River Road/Radiant a new collector.~~
 - ~~(f) Bever Drive Extension downgrade to local street.~~
- 1) Adopt The a roadway classification system in Keizer is shown on Figure 4.2 in the Keizer TSP, adopted April, 2009 3.
- 2) Adopt † The roadway classification design standards is shown on Figure 4.3 and 4.4 in the Keizer TSP, adopted April, 2009 recommended in the SATS. See Table 4.
- 3) Ensure that Lockhaven Drive from North River Road to the Chemawa Interchange is carefully studied to determine the need for future widening, noise buffering, and for pedestrian crossing and safety improvements near the Whiteaker Middle School and along this street corridor. Require that existing and planned residential areas be protected from excessive noise levels resulting from an increase in traffic.

- 4) Ensure that the Third North Willamette Bridge project is evaluated to increase the project's priority for funding. This project would support commercial and industrial development in Keizer, as well as relieve traffic pressure from the bridges in downtown Salem.
- 5) If the City voluntarily undertakes a street improvement project, which will increase traffic noise levels, it is the policy of the City of Keizer to protect existing residential uses from traffic noise levels that exceed those noise levels, which are typical of residential areas. Traffic noise levels below Leq67dBA are considered typical in an urban area and no mitigation of them shall be required.
- 6) Work with affected jurisdictions to evaluate and obtain the funding needed for improvements identified within the I-5 Interchange Area Management Plan.

d. Transit

- 1) Ensure that ~~all new streets are Olson Street from North River Road to Windsor Island Road~~ is designed so that access points do not create traffic congestion and capacity problems, adjacent sensitive properties are protected from noise impacts, and public transportation improvements are considered.
- 2) Continue to work closely with the Salem-Keizer Area Transit District to:
 - (a) Increase transit service throughout the City of Keizer and major points of employment, education, or shopping, or main connection points in Salem. ~~to the Clear Lake area.~~
 - (b) ~~Increase transit service to the McNary Town Center.~~
 - (c) ~~Increase transit service to the Keizer Station.~~
 - (d) Ensure that major new developments provide transit facilities, and are designed in such a way to make transit service efficient and convenient.
 - (e) Work with the Transit District to ensure that the new transit station in Keizer remains a viable and functional component of the city's transportation system.
 - (f) Work with state and federal funding agencies to study the viability of providing a rail connection to Keizer with a priority being at, or near, the Keizer Transit Station located in Area B of the Keizer Station.

e. Bicycles and Pedestrians.

- 1) ~~Maintain the Adopt for Keizer and recommend that additional~~ bicycle routes as identified in the TSP SATS:
 - 2) Extend the bicycle and pedestrian skeletal system on Wheatland Road north into the Clear Lake area.
 - 3) Establish a bike route north of Olson Street connecting North River Road with Windsor Island Road.
 - 4) Extend the bicycle and pedestrian skeletal system along Windsor Island Road north of Olson Street.
- f. Other
- 1) Coordinate with Burlington Northern Railroad so that rail crossing ~~s~~ at Lockhaven Drive and ~~Tepper Lane~~ does not cause rail or traffic congestion problems.